



# *DRAFT AGENDA*

## **Downtown Congestion Pricing Study Policy Advisory Committee Meeting Notice**

**Date:** Thursday, February 20, 2020; 6:00 p.m. – 8:00 p.m.

**Location:** Transportation Authority Hearing Room  
1455 Market Street, 22nd Floor, San Francisco

- 1. Policy Advisory Committee Updates [Presentation]**  
Updates on PAC activities based off of PAC member feedback.
- 2. The Greenlining Institute's Mobility Equity Framework [Presentation]**  
Equity indicators and metrics informed by community needs and voices.
- 3. Goals and Objectives [Presentation] [Activity]**  
A presentation on updated study Goals and Objectives based off of feedback from the last PAC meeting. PAC members will discuss the Goals and Objectives with other PAC members and provide feedback.
- 4. Outreach Update [Presentation]**  
Summary of outreach to-date and upcoming outreach activities.
- 5. Next Steps [Presentation]**  
An overview of study activities over the next two months.
- 6. Public Comment**  
Members of the public have an opportunity to provide public comment.

### **Enclosure**

- Goals and Objectives memo
- Notes from 12/12/19 meeting

### **Additional Information**

The Hearing Room at the Transportation Authority is wheelchair accessible. To request sign language interpreters, readers, large print agendas or other accommodations, please contact the Clerk of the Board at 415-522-4800. Requests made at least 48 hours in advance of the meeting will help to ensure availability. Attendees at all public meetings are reminded that other attendees may be sensitive to various chemical-based products.

The nearest accessible BART station is Civic Center (Market/Grove/Hyde Streets). Accessible Muni Metro lines are the F, J, K, L, M, N, T (exit at Civic Center or Van Ness Stations). Muni bus lines also serving the area are the 5, 6, 7, 9, 19, 21, 47, and 49. For more information about Muni accessible services, call 415-701-4485.



# San Francisco Downtown Congestion Pricing Study

## Draft Goals and Evaluation Metrics

### Congestion affects everyone

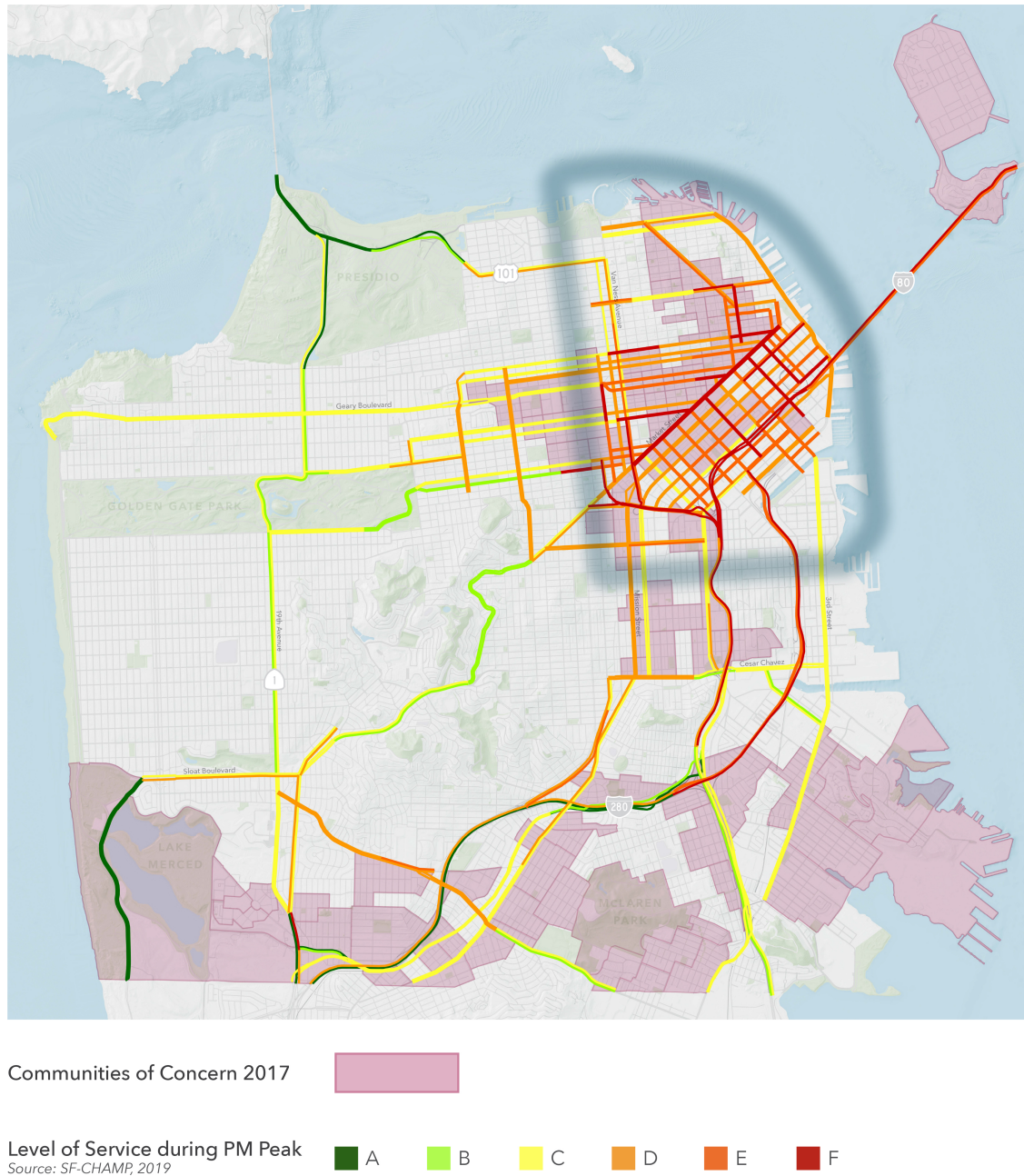
Congestion in San Francisco has reached record levels. There is more driving today more than ever due to a growing population, a strong economy, and demand for travel by ride-hail vehicles. Traffic congestion affects everyone: clogged streets slow travelers down, worsen air pollution, and increase the likelihood of crashes. Traffic congestion also impacts health and quality of life in nearby neighborhoods.

- **If you're on a bus:** Traffic also delays your trip, sometimes even if you're in a bus-only lane.
  - Buses go 6 mph downtown, even slower than private cars (which average 9 mph), in the evening commute period
- **If you're in a car:** traffic delays your trip
  - You spend about 115 hours a year in traffic.<sup>1</sup>
  - Between 2009 and 2019, arterial auto speeds in Northeast San Francisco declined by approximately 30%.
- **If you walk or bike:** You're more likely to be injured when there are more cars on the road.
  - The downtown area is one of the highest injury areas for people walking and biking, with a high concentration of streets on the Vision Zero high-injury network
- **If you live or work downtown:** You're breathing in more air pollution because of traffic.
  - Vehicles cause most of our region's air pollution, with concentrations of unhealthy pollutants near congested streets and freeways
  - Transportation is responsible for the largest share of San Francisco's greenhouse gas emissions (46%)
- **If you are a business:** you may have to wait longer and pay more for deliveries because of congestion.

This congestion is concentrated in northeast San Francisco, as shown in Figure 1, and about half of all trips in northeast San Francisco are made in private cars and ride-hail vehicles.

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<sup>1</sup> INRIX 2019 Global Traffic Scorecard



**Figure 1: Auto Speeds in San Francisco**

San Francisco's increasing levels of congestion can be primarily attributed to two main primary factors: **1) population and employment growth in the Bay Area, and 2) the proliferation of ride-hail services, such as Lyft and Uber.** These phenomena have an especially large impact on congestion in Northeast San Francisco. The Bay Area and San Francisco are growing rapidly. From 2010 to 2018, San Francisco's workforce grew at an



average annual rate of 3.7% and its population at an average annual rate of 1.2%. Ride-hail services have proliferated in San Francisco, contributing significantly to congestion. As of 2016, ride-hail vehicles made over 170,000 vehicle trips within San Francisco on a typical weekday, accounting for 15% of all intra-San Francisco vehicle trips. On weekdays, ride-hail use is highest during morning and evening commute periods—when congestion is greatest—and at night following the commute period.

**Congestion disproportionately affects low-income communities of color.** Disadvantaged communities pay the highest costs from traffic congestion because they are more likely to...

- ride the bus, which is stuck in car traffic
- live in areas with higher rates of traffic collisions
- have health impacts like asthma from polluted air
- spend a disproportionate amount of income on transportation, especially those who drive

## **WHY CONGESTION PRICING**

### **Our challenge**

The Transportation Authority monitors congestion on San Francisco streets and tests ways to improve traffic flow. The most space-efficient way to move people in busy areas is when most people travel by transit, walking, and biking. San Francisco has made concerted efforts to encourage modes of travel that allow more people to move in limited street space, including adding transit-only lanes, installing protected bike lanes, and taxing ride-hail trips to support transit, walking, and biking. The City has also implemented the SF Park program, which includes parking pricing policies designed to keep some spaces available on every block and thereby reduces circling and double-parking.

While these efforts are helping, they are not enough. For example, SFMTA has implemented red transit-only lanes on many streets to improve transit travel times and reliability. While these investments have successfully improved transit speeds relative to auto speeds, the overall increase in auto volumes and congestion downtown means transit riders' trips are still delayed by traffic.<sup>2</sup> Buses can still be delayed by cars turning, parking, blocking intersections, or illegally using the transit-only lane. On some key corridors, like 3rd Street and O'Farrell Street, transit-only lanes have prevented bus speeds from declining as much as auto speeds but buses have still gotten slower as traffic has increased during the most congested periods.

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<sup>2</sup> SFMTA Red Transit Lanes Final Evaluation Report.

<https://www.sfmta.com/sites/default/files/reports/2017/Red%20Transit%20Lanes%20Final%20Evaluation%20Report%202-10-2017.pdf>



We cannot build our way out of this problem – there is too much demand for driving and not enough road space to accommodate the demand. Moreover, between now and 2040, the city is expected to add 200,000 new residents and 150,000 new jobs. Even with other planned improvements to the transportation system, traffic congestion is still expected to get worse. **We need to reduce the number of car trips downtown to make our walking, biking, and transit improvements work.**

### **Introducing congestion pricing**

We are exploring how a fee to drive downtown during busy hours could keep traffic moving. This is a strategy called congestion pricing. Congestion pricing would reduce the number of cars driving downtown, making it one of the most effective tools we can use to reduce congestion. Congestion pricing could help get traffic moving, increase safety, clean the air, and promote equity. Certain groups, like travelers with low incomes or disabilities, could receive an exemption or discount. Revenue from the fee could be reinvested in safer streets and better transit. Using revenue from a congestion charge to improve the transit system could further help reduce the number of people driving alone and make it easier to get around downtown.

Congestion pricing is one tool that has proven to work. For example, London launched its congestion pricing program in 2003 along with increased transit service. The program resulted in a 30% reduction in traffic congestion, 38% increase in transit ridership, and a 12% reduction in greenhouse gasses. Stockholm launched a congestion pricing program in 2007. The program resulted in a 22% reduction in traffic congestion, 5% increase in ridership, and a 14% reduction in greenhouse gases.

Based on results from other cities, the Transportation Authority studied congestion pricing in the 2010 Mobility Access and Pricing Study. The study found that congestion pricing in northeastern San Francisco would significantly reduce peak period vehicle trips downtown and improve the flow of traffic. Projected benefits in the priced area included:

- 12% fewer peak period auto trips,
- 21% reduction in vehicle delay,
- 20% - 25% transit speed improvements,
- 16% reduction in greenhouse gas emissions, and
- 12% reduction in pedestrian collisions.

Congestion pricing is a proven and effective solution to mitigate congestion; it is also a proven strategy to meet city goals of cleaner air, safer streets, and increased equity. Based on the findings of the 2010 study and results from other cities, in December 2018 the Transportation Authority Board directed the agency to launch a new study of congestion pricing in downtown San Francisco with a strong focus on transportation equity (Resolution Number 19-29).



Based on the results of congestion pricing programs in other cities and the projected benefits for San Francisco identified in the 2010 congestion pricing study, city, regional, regional, and state-level plans since then have identified a congestion pricing program as key to achieving a variety of established goals.

- **San Francisco Transportation Plan 2040:** Adopted in 2017, the plan is a citywide long-range investment and policy blueprint for San Francisco's transportation system. It includes congestion pricing as a key strategy to reduce greenhouse gas emissions.<sup>3</sup>
- **San Francisco Climate Action Strategy:** The San Francisco Department of the Environment (SFE)'s 2013 Climate Action Strategy and 2017 Transportation Climate Action Strategy include congestion pricing as one of the most powerful tools available to rapidly reduce greenhouse gas emissions from transportation. The City's Climate State of Emergency Resolution adopted in April 2019 further establishes a goal of 68% reduction in emissions below 1990 levels by 2030 and a 90% reduction by 2050.<sup>4</sup> SFE's 2019 Focus 2030: A Pathway to Net Zero Emissions report evaluates policy strategies achieve these goals, including a target to shift 80% of all trips to sustainable modes (transit, walking, and biking) by 2030. The report identifies downtown congestion pricing as a key policy needed to achieve these established transportation and climate goals.<sup>5</sup>
- **Vision Zero Action Strategy:** Adopted in 2014, Vision Zero is a commitment to eliminate traffic fatalities by 2024 by building better and safer streets, enforcing laws, and

## Parking Pricing and Congestion Management

SFMTA implemented the SF Park program in 2010 to better manage the City's parking supply in busy areas through demand-based pricing and ensure one or two spaces would typically remain available on every block. As a result of improving parking availability, the program decreases congestion by reducing circling and double-parking and encouraging drivers to shift trips to off-peak times. However, these effects have not been enough to offset overall increases in traffic congestion.

A 2016 Transportation Authority study of parking supply and utilization found that congestion pricing would be more than twice as effective as expanded parking fees in reducing congestion in the downtown area, mainly because many peak hour trips pass through, rather than end within, the downtown area.

[https://www.sfcta.org/sites/default/files/2019-03/Parking\\_Supply\\_summary\\_report\\_11.29.16.pdf](https://www.sfcta.org/sites/default/files/2019-03/Parking_Supply_summary_report_11.29.16.pdf)

[http://sfpark.org/wp-content/uploads/2014/06/SFpark\\_Pilot\\_Project\\_Evaluation.pdf](http://sfpark.org/wp-content/uploads/2014/06/SFpark_Pilot_Project_Evaluation.pdf)

<sup>3</sup> <https://www.sfcta.org/projects/san-francisco-transportation-plan>

<sup>4</sup> <https://sfenvironment.org/policy/resolution-in-support-of-the-san-francisco-climate-emergency-declaration>

<sup>5</sup> [https://sfenvironment.org/sites/default/files/fliers/files/sfe\\_cc\\_climateactionstrategyupdate2013.pdf](https://sfenvironment.org/sites/default/files/fliers/files/sfe_cc_climateactionstrategyupdate2013.pdf)



adopting street safety policies to effect change.<sup>6</sup> Released in 2019, the Action Strategy outlines how to achieve Vision Zero and identifies congestion pricing as a key policy needed to achieve the goal.<sup>7</sup>

- **Transportation Demand Management Ordinance and Plan:** Adopted in 2016, the ordinance strives to reduce the need for driving trips in San Francisco and shift trips to walking, biking, and transit. The plan identifies strategies, including congestion pricing, needed to encourage sustainable modes of transportation.<sup>8</sup>
- **Transportation Task Force 2045 Report:** Released in 2018, the report identifies funding needs, gaps in resources, and potential revenue options. It includes congestion pricing as a way to fund transportation improvements and meet the city's transportation policy objectives.<sup>9</sup>
- **Plan Bay Area 2040:** Adopted in 2017, Metropolitan Transportation Commission's long-range Regional Transportation Plan and Sustainable Communities Strategy for the Bay Area identifies transportation and land use strategies to enable a more sustainable, equitable and economically vibrant future for the region. The plan includes downtown congestion pricing in San Francisco and rated it as a high-performing project given its benefits including shortening travel times, reducing air pollution, and improving health and safety.<sup>10</sup>
- **California Sustainable Communities and Climate Protection Act Progress Report:** Released in 2018, the report provides an update on Senate Bill (SB) 375, which recognizes the critical role of integrated transportation, land use, and housing decisions to meet climate goals. It identifies road pricing programs as an important element to meeting the state's greenhouse gas reduction goals.<sup>11</sup>

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<sup>6</sup> <https://www.visionzerosf.org/about/what-is-vision-zero/>

<sup>7</sup> [https://www.visionzerosf.org/wp-content/uploads/2019/04/VZAS\\_040419\\_web.pdf](https://www.visionzerosf.org/wp-content/uploads/2019/04/VZAS_040419_web.pdf)

<sup>8</sup> <https://www.sfmta.com/projects/transportation-demand-management>

<sup>9</sup> [https://www.sftransportation2045.com/sites/default/files/pdfs/Final\\_Report/T2045%20TF%20Report%20for%20TA%20Board\\_v2.pdf](https://www.sftransportation2045.com/sites/default/files/pdfs/Final_Report/T2045%20TF%20Report%20for%20TA%20Board_v2.pdf)

<sup>10</sup> <http://2040.planbayarea.org/about>

<sup>11</sup> [https://www2.arb.ca.gov/sites/default/files/2018-11/Final2018Report\\_SB150\\_112618\\_02\\_Report.pdf](https://www2.arb.ca.gov/sites/default/files/2018-11/Final2018Report_SB150_112618_02_Report.pdf)





## Study Goals

A congestion pricing program in San Francisco could lead to fewer car trips, shorter travel times, safer streets, and cleaner air. Congestion pricing is one of the most effective tools available to achieve these outcomes. Discounts and exemptions can be built into the program to protect communities of concern and other disadvantaged people in the region who need to drive.

Based on the experience of other cities that have implemented congestion pricing and the 2010 study of what the policy could achieve in San Francisco, we estimate that **we need to reduce peak period vehicle trips in northeast San Francisco by at least 15%** in order to meaningfully reduce congestion and achieve the four goals below.

The Transportation Authority strives to develop a fair and equitable program for public consideration, driven by four goals. These goals are in draft form and will be revised with input from the public to shape a potential congestion pricing program that meets San Francisco's unique needs. The draft goals are as follows.

1. **Get traffic moving** so people and goods get where they need to go
2. **Increase safety** for people walking, biking, and driving
3. **Clean the air** to support public health and fight climate change
4. **Promote equity** by improving health and transportation access for disadvantaged communities

The need to reduce peak period vehicle trips by 15% to meet these goals is based on the experience of other cities and previous study of congestion pricing in San Francisco. For example, in London an 18% reduction in vehicles in the congestion charging zone over the first year of the program's implementation was needed to achieve the program's benefits. Similarly Stockholm, traffic crossing the cordon decreased about 20% when the congestion pricing program was implemented, although the program goal was to reduce vehicle volumes by only 10% to 15%. In San Francisco, the Transportation Authority's 2010 congestion pricing study projected that a 12% reduction in vehicle trips in the recommended pricing zone would result in substantial congestion reduction, but traffic volumes have increased significantly since completion of that study. Therefore, we expect we need to achieve a larger 15% reduction in peak period vehicle trips from current levels to achieve the program goals.





## Evaluation Metrics

The four study goals will be used to evaluate different congestion pricing policy scenarios. To create a data-driven evaluation process, each goal is supported by metrics that are based on existing data sources and can be evaluated using quantitative and/or qualitative tools to identify the likely performance of different scenarios relative to the study goals. Where possible, metrics will be evaluated using the Transportation Authority's travel model (SF CHAMP). In many cases, a metric supports more than one goal; in these cases, the metrics are listed under the primary goal. However, many equity metrics consider how effects in other goal areas are distributed to disadvantaged communities; these equity-focused variants of each metric are grouped under the equity goal. Where appropriate, each metric will be produced for the study area, the city, the region, and communities of concern.

The program scenarios will be developed through an iterative process, starting with a long list of design options (e.g., area, time, price, exemptions) that will be refined through technical evaluation and public input. The long list of options will be shaped into a small set of more refined alternatives and further evaluated to identify which best meet the project goals. Ultimately, the technical and public evaluation process will help the study team identify a recommended scenario for consideration by the Transportation Authority Board and a determination of whether to move forward with next steps toward possible implementation. The four study goals and accompanying metrics for use in the evaluation process are outlined below.

### 1. GET TRAFFIC MOVING SO PEOPLE AND GOODS GET WHERE THEY NEED TO GO

If more people replace driving trips with transit, walking and biking trips, or travel outside peak hours, San Francisco streets would operate more smoothly and predictably; this means shorter and more reliable travel times for people on buses and in cars.

METRIC		TARGET	DATA SOURCES
T-1	Vehicle trips	Decrease peak period vehicle trips by 15%	Peak and off-peak vehicle trips
T-2	Vehicle delay	<ul style="list-style-type: none"><li>▪ Decrease the amount of time vehicles are sitting in traffic</li><li>▪ Decrease the amount of time that transit vehicles are sitting in traffic</li></ul>	<ul style="list-style-type: none"><li>▪ Total vehicle hours of delay</li><li>▪ Transit vehicle hours of delay</li></ul>
T-3	Person trips	Maintain the number of daily person trips	Daily person trips
T-4	Transit crowding	Decrease the time spent in crowded conditions on transit	Total hours in crowded conditions



## **2. INCREASE SAFETY FOR PEOPLE WALKING, BIKING, AND DRIVING**

The number of miles vehicles are driving is a major predictor of traffic collisions, so traffic safety is expected to improve if more people shift to non-driving trips as a result of congestion pricing. A congestion pricing program could also provide revenue to be invested in infrastructure projects that make travel safer and more comfortable.

<b>METRIC</b>	<b>TARGET</b>	<b>DATA SOURCES</b>
<b>S-1</b> Crashes	Decrease fatal and serious injury crashes in the study area	<ul style="list-style-type: none"><li>▪ Baseline Crash Statistics [SWITRS]</li><li>▪ Program scenario vehicle miles traveled</li></ul>

## **3. CLEAN THE AIR TO IMPROVE PUBLIC HEALTH AND FIGHT CLIMATE CHANGE**

With a shift away from driving, San Francisco can reduce greenhouse gases and other pollution to improve public health and fight climate change.

<b>METRIC</b>	<b>TARGET</b>	<b>DATA SOURCES</b>
<b>A-1</b> Greenhouse gas emissions	Reduce greenhouse gas emissions	CO <sub>2</sub> emissions
<b>A-2</b> Local emissions	Reduce unhealthy particulate emissions (PM <sub>2.5</sub> )	PM <sub>2.5</sub> emissions
<b>A-3</b> Mode split	Increase share of person trips by sustainable modes (transit, walking, bicycling)	<ul style="list-style-type: none"><li>▪ Mode split</li><li>▪ Peak hour mode split</li></ul>

## **4. PROMOTE EQUITY BY IMPROVING HEALTH AND TRANSPORTATION ACCESS FOR DISADVANTAGED COMMUNITIES**

Congestion pricing provides an opportunity to create a more equitable transportation system. Better performing streets allow for more reliable transit service and faster trips to downtown for disadvantaged communities. Potential revenue from a congestion pricing program could also support targeted investments in disadvantaged communities to improve transportation, safety, and air quality, as well as support program discounts.



<b>METRIC</b>		<b>TARGET</b>	<b>DATA SOURCES</b>
<b>E-1</b>	Travel time	Decrease travel time downtown from communities of concern	Travel time to study area from communities of concern, by mode
<b>E-2</b>	Travel costs	Maintain travel costs as a percent of household income for low-income households	Daily costs for trips to the study area by income group
<b>E-3</b>	Job access	Increase the number of jobs that can be accessed within 30 minutes by auto or 45 minutes by transit from communities of concern, by mode	Percent of population in communities of concern that live within a 30-minute travel time by auto or 45 minutes by transit of the study area, by mode
<b>Distribution Metrics for Goals 1, 2, and 3:</b>			
<b>E-T-1</b>	Vehicle trips	Same as T-1, segmented by income level	Same as T-1, segmented by income level
<b>E-T-3</b>	Person delay	Same as T-3, segmented by income level	Same as T-3, segmented by income level
<b>E-T-4</b>	Time in crowded transit	Decrease the time spent in crowded conditions on transit, segmented by income	Time spent in crowded conditions, segmented by income level
<b>E-S-1</b>	Crashes	Same as S-1, segmented by Communities of Concern vs non-Communities of Concern	Same as S-1, segmented by Communities of Concern vs non-Communities of Concern
<b>E-A-2</b>	Local emissions	Same as A-2, segmented by Communities of Concern vs non-Communities of Concern	Same as A-2, segmented by Communities of Concern vs non-Communities of Concern



## **Additional Community Priorities**

Congestion pricing in San Francisco could have broader effects beyond the four primary program goals and the Transportation Authority's initial stakeholder outreach identified broader community priorities that a congestion pricing program would need to support. The priorities below may be less direct and difficult to measure, so will not be quantified through the evaluation process, but will be considered through qualitative discussions as program alternatives are developed and refined. The program objective will be to ensure that congestion pricing would have to at least be neutral or, where possible, positive effects. Some of the metrics outlined above to support the specific program goals may also provide value to these discussions.

1. Support the stability of communities of concern and other disadvantaged groups (e.g. women, LGBTQ people, children and youth, older adults, people with disabilities, and people of color) through improved overall affordability, including access to affordable housing, and personal security.
  - Reducing traffic delay and increasing transit investments could potentially reduce travel times between northeast San Francisco and locations in the city and region that are more affordable but currently less accessible.
  - Program investments could contribute to a greater sense of personal security on streets and on public transit (e.g. more frequent transit to reduce waiting times, transit ambassadors, or streetscape or lighting upgrades).
2. Support local businesses and the arts by maintaining the number of people traveling to northeast San Francisco neighborhoods, ensuring business travel and goods movement are cost-effective and efficient, and by contributing to an enjoyable environment for people to spend time in the area.
  - Maintaining the number of people traveling to and within northeast San Francisco, as measured in metric T-5, would ensure community members and visitors have access to local businesses, arts and culture.
  - Reducing traffic congestion could allow auto- and truck-dependent services, such as deliveries and contractors, to be able to complete more business activities per day.
  - Reducing traffic congestion and implementing street safety investments could make northeast San Francisco a more enjoyable place to spend time.

# Draft Meeting Notes

## Downtown Congestion Pricing Study Policy Advisory Committee Meeting #2

**Date:** December 12, 2019

**Packet:** Please [follow this link](#) for all materials shared in meeting, including presentations noted below.

### Project Staff

- Tilly Chang, Executive Director, Transportation Authority
- Rachel Hiatt, Assistant Deputy Director for Planning, Transportation Authority
- Colin Dentel-Post, Senior Transportation Planner, Planning
- Eric Young, Director of Communications, Transportation Authority
- Paige Miller, Senior Communications Manager, Transportation Authority
- Drew Cooper, Senior Transportation Modeler, Technology, Data, and Analysis, Transportation Authority
- Michelle Beaulieu, Senior Transportation Planner, Policy and Programming, Transportation Authority
- Kimberly Venegas, Communications Coordinator
- Brooke Staton, Co-Founder, Managing Partner, Reflex Design Collective
- Julia Kong, Managing Partner, Reflex Design Collective
- Tracy McMillan, Senior Associate, Nelson\Nygaard
- Emily Roach, Associate, Nelson\Nygaard
- Paisley Strellis, Director, Civic Edge Consulting

### Policy Advisory Committee (PAC) Members in Attendance

APA Family Support Services, Central City SRO Collaborative (Evan Oravec), Chinatown Community Development Center (Chris Man), ClimatePlan (Amy Hartman), Commission on the Environment (Tiffany Chu), Greenlining Institute (Alvaro Sanchez), Hayes Valley Neighborhood Association (Robin Levitt), La Raza Centro Legal (James Ford), Mission Economic Development Agency (Rajni Banthia), Potrero Boosters Neighborhood Association (J.R. Eppler), San Francisco Bicycle Coalition (Janice Li), San Francisco Chamber of Commerce (Rodney Fong), San Francisco Council of District Merchants Associations (Maryo Mogannam), San Francisco Giants (Josh Karlin-Resnick), San Francisco Human Rights Commission (Brittnei Chicuata), San Francisco Transit Riders (Peter Straus), San Francisco Travel (Jessica Lum), South Beach | Rincon | Mission Bay Neighborhood Association (Bruce Agid), Senior and Disability Action (Pi Ra), TransForm (Hayley Currier), Transportation Authority Citizens Advisory Committee (John Larson), Uber (Chris Pangilinan), Union Square Business Improvement District (Bri Caspersen), Vietnamese Youth Development Center (Judy Young), Walk San

Francisco (Jodie Medeiros), West of Twin Peaks Central Council (Steve Martin-Pinto), Yellow Cab of San Francisco (Chris Sweis),

**Not in Attendance**

A. Philip Randolph Institute, District 11 Mobility Justice Committee, El Centro Bayview, San Francisco Labor Council, San Francisco Bay Area Planning and Urban Research Association, South of Market Community Action Network, UCSF Mission Bay, Young Community Developers

**Agenda Item: Meeting #1 Follow-ups**

Meeting accessibility for committee members, meeting #1 notes, public engagement ([presentation begins on slide 8](#))

**Equity Flag + Voting Process**

**Committee Member:** Giving additional notice about the meeting date and agenda seem like an appropriate way to increase participation.

**Committee Member:** I'm concerned that allowing people to vote remotely will discourage attendance at the Policy Advisory Committee meetings. As a committee member, it's important to me that other members come and share their perspectives. Their insights may be what sway my position. If votes are submitted outside of the committee meetings, we will not have the benefit of those members' perspectives. I would prefer a quorum.

- **Staton:** We will work to strike a balance between having relatively few meetings, a lot of material to cover, and striving for maximum participation.

**Committee Member:** [Allowing remote voting] seems like a good response to the issue of attendance and voting. I want to make sure the equity flag still exists outside of this context.

- **Staton:** Yes, the equity flag can be used during decision making processes.

**Staton:** We will continue to move forward with committee members being allowed to vote outside of meetings and can revisit this process in the future as needed.

**Agenda Item: Why Congestion Pricing + Existing Conditions Part 1**

An overview of congestion pricing as a tool and information on San Francisco's existing transportation landscape ([presentation begins on slide 12](#))

**Agenda Item: Learnings from Outreach to Date**

Learnings from the first round of outreach and changes, get feedback from committee members ([presentation begins on slide 36](#); [summary of one-on-one outreach as of December 11](#))

**Committee Member:** How did you determine the .7 in the estimate of ride hail passengers?

- **Cooper:** This data represents cars with and without passengers. Researchers from Northeastern University described in great detail pickup and drop-off locations and where TNCs are when they do not have riders. We used this to develop our TNC model. Average occupancy of 0.7 accounts for the average occupancy of a vehicle with passengers, approx 1.5, and the miles driven without a passenger.



**Committee Member:** Why did you use this data instead of asking Uber? Would they not provide data for your analysis?

- **Cooper:** No, Uber did not provide data. We use a data scraping method.
- **Committee Member:** Uber does not track occupancy. Can you further clarify how you arrived at this number?
- **Cooper:** We used data from two different sources for this. First, an estimate derived from a survey in Boston, which was confirmed by an estimate from the California Air Resources Board produced in 2019. Both sources estimated an occupancy of approximately 1.5 passengers per trip
- **Committee Member:** This model assumes no re-use at all of vehicles?
- **Cooper:** The figure represents vehicle trips rather than vehicles, and we can relabel for clarity.

**Committee Member:** Is it possible to use area median income instead of percentage of poverty level in future analyses?

- **Hiatt:** Yes

**Committee Member:** The data you are sharing says that it's primarily high-income San Franciscans who are driving in the northeast during peak periods. Can you elaborate on the source of this data?

- **Cooper:** These results are outputs from the travel demand model that I was describing earlier. They look at travel decisions which are based on a variety of factors: where you live, income level, proximity to jobs, etc. When you plug in where people live/work into this model it helps us understand how people are traveling. It is always preferable to have observed data – we will be updating these analyses with data collected recently through our ongoing travel study.
- **Committee Member:** Are you looking at low income people who are driving TNCs?
- **Cooper:** We sent out a travel survey to people in and out of SF. This analysis is based on the observed behavior of people and their self-reporting.

**Committee Member:** How are you looking at this with regard to the time of day?

- **Hiatt:** We do have time data we can share.

**Hiatt:** Based on this feedback we recognize that we have more work to do and questions to ask to clarify existing conditions.

**Committee Member:** What does CoC stand for?

- **Kong:** CoC stands for community of concern – it's planning jargon for low-income communities and communities of color.

**Committee Member:** What is "other" in these data representations?

- **Hiatt:** Walking, biking, and non-motorized transportation.

**Committee Member:** Does the northeast part of the city include Hayes Valley? We experience a lot of congestion and it is often people headed west rather than going downtown. Is that being considered?

- **Hiatt:** We include Hayes Valley, Gough and Franklin in the congestion pricing area currently being studied.

**Chang:** With regard to the previous question about income levels – we’ve seen that the data on the percentage of trips taken during peak hours has been remarkably consistent with 2010 data – about 75% of all trips are taken during peak periods. We look forward to finding out if this is also true for income. The 2010 study showed that drivers during peak hours tend to be in the 10-15% of income levels. This is echoed in a recent UCLA study that we can share. It is surprisingly consistent across cities that drivers at peak times are high income.

**Committee Member:** We would like additional breakdowns beyond income.

- **Hiatt:** We can provide that in the future.

**Committee Member:** Does the particulate map on the right have all particulate matter including diesel?

- **Chang:** No, they are not a subset of one another, but there is overlap.

**Public Comment:** What is the definition of vulnerable groups?

- **Hiatt:** There is a disproportionate number of families including children and seniors in the northeast who we consider to be vulnerable. We also see a disproportionate number of crashes which affect cyclists and pedestrians.

**Public Comment:** Diesel particulate matter comes from buses, trucks, and shipping and shouldn’t be conflated with particulate matter that is generated by cars.

**Public Comment:** How are delivery vehicles counted? They make multiple stops all day.

- **Cooper:** Our delivery model is not robust. It uses the amount of zoned space for certain uses to determine delivery trips.

**Committee Member:** When you look at breakdowns of who will be impacted, we need to look at ethnicity, as well.

***Agenda Item: Goals and Objectives [Presentation] [Activity] [Vote]***

Draft goals and objectives, get feedback from committee members and discuss priorities ([presentation begins on slide 43](#))

**Staton:** We would like you to vote today on the draft goals and if they are ready to go to the public for additional feedback.

**Clarifying questions**

**Committee Member:** Are we voting on if these are the right questions to inform the study?

- **Staton:** We will refine these goals again at a set of workshops, pop-ups, briefings, and based on feedback gathered at other public events. What we are asking today is if these goals are ready for the general public to weigh in on. We will have a discussion after the clarifying questions to make additions/edits.

**Committee Member:** Will you notify us about voting items in advance in the future. (This was seconded by someone who noted that it is also difficult for them to read the handout provided at the meeting.)

- **Staton:** Yes

**Committee Member:** What does it mean to be a “goal” in the context of the Downtown Congestion Pricing study?

- **Dentel-Post:** These are the things we are trying to accomplish with the proposed policy. We need to keep them in mind when we consider policies and after implementation – if that were to happen – we will use them as metrics of success. It may be that we have recommendations of policy A, policy B, and doing nothing. It may turn out that there are tradeoffs between the policies A and B, and we will have to prioritize the goals. We hope that we can come up with policies that promote all of these things.
- **Chang:** I would say that these are the questions which will inform the study – I think the answer to the previous question is yes.

**Committee Member:** Will you be taking these seven goals and asking community members, for example, “do you think congestion will promote a thriving community?”

- **Dentel-Post:** Before we start talking about effectiveness, we want to make sure these are the right goals. We’ll work on if these are the right goals and ask what elements you’d like to see in the policies to get us where we need to be in meeting these goals.
- **Hiatt:** This type of feedback will help us develop alternatives.

**Committee Member:** One of the goals that should be discussed is if congestion pricing is even the right policy to begin with? Another question is if congestion pricing is the best solution to meet these goals? Are there other solutions to meet these goals?

- **Staton:** Thank you for that note.

**Committee Member:** We have 15 minutes left to vote on something that seems extremely important. I’m frustrated by the lack of time.

- **Staton:** Thank you for the feedback. We recognize that we’ll need to allow more time for votes in future meetings.

**Committee Member:** Is there a reason other city goals, like Vision Zero SF, are not explicitly identified in this list of goals?

- **Dentel-Post:** We want to make sure the overall objectives are right and then we will refine them to dovetail with existing city policies and goals.
- **Committee Member:** One of the city's biggest goals is the framework for climate action for the county and city. Zero waste, 80% sustainable trips, 100% renewable energy, and roots to heal the planet. I don't want this group to be asked to reinvent the wheel by coming up with new goals when so much work has gone into this framework which has been adopted by the city.

**Committee Member:** I think we want the ability to categorize some items as “do no harm” in terms of policy decisions. If we try to absorb too many goals, we may be chasing too much. Thus, it is important to identify the items that we do not need explicit goals for in this study, but that we nonetheless want to guard from unintended impacts.

- **Staton:** Thank you

**Committee Member:** If we agree to the goals, do we then move on to specific objectives?

- **Dentel-Post:** Yes, we will further refine these and then look at metrics for success. This will be the topline for two sublevels of goals.

**Public Comment:** How deeply has the project team studied congestion pricing overseas? What lessons learned can inform this effort?

- **Dentel-Post:** We have studied other projects and will be issuing a briefing paper. We can tell you that congestion pricing has been incredibly effective in London, Stockholm, and other places, though they may have slightly different goals.

**Public Comment:** Where does improving traffic flow show up in these?

- **Dentel-Post:** Thank you – Goals numbers one and six address traffic flow.

**Public Comment:** Are the seven goals of equal importance? Must they all be achieved?

- **Dentel-Post:** We are looking for feedback on which goals are most important and will want input on the potential tradeoffs of different policies. If we must achieve all of these goals, we'll then determine what that policy would look like.

## **Discussion**

**Committee Member:** The seven goals outlined here look like the goals of any congestion management strategy. I would assume a congestion pricing strategy has the goal of raising funds. What will those funds go to? Since it's about pricing, some mention of funding should be included here.

- **Dentel-Post:** We have not mentioned raising funding here because we are assuming that the policy will be a package. If we are raising money there is an

assumption that we will spend it to meet these goals, making the policy revenue neutral.

- **Miller:** We will be asking people where the money should go during outreach

**Committee Member:** As a cyclist, congestion makes the cars go slower, and that makes the streets safer for me. We don't want to make them so clear people can go 50 MPH down Mission.

- **Staton:** Thank you.

**Committee Member:** Greenlining Institute has extensive research on all of these topics, so I feel like these goals are appropriate to what other studies consider and incorporate. I also appreciate that if this is a new subject for someone, it would be hard to analyze these goals without further context. If this is one tool in the toolbox, where does it fit into the larger landscape? What gap does it fill? Is there a revenue gap? Is congestion pricing a way to fill the gap that's equitable and doesn't do harm? It would be helpful to have a better understanding of the overall goals so we can consider how to support it. If you do talk to community members, I would suggest that rather than presenting goals, you ask about needs first. We would be having a different conversation today you had started out by sharing the community needs.

**Staton:** I want to note that we are at 8 PM and out of respect for everyone's time need to wrap up this discussion.

**Committee Member:** These goals are too vague. What promotes fairness to folks in the Excelsior may be very different from fairness in Pacific Heights. There should be a specific goal about pricing – is this to promote transit? Is it to be neutral, to spend it on things that address impacts on communities? Or can funds that are raised potentially be spent on anything?

**Committee Member:** One of the goals should clearly be reducing the number of private vehicles. Other goals will flow from that – fewer private vehicles, fewer accidents, decreased emissions. Reducing the number of private vehicles on the road should be clear and front and center so people can understand the impact on their lives. And then they can also think about how they will deal with that impact.

**Committee Member:** We need to think about what we are trying to accomplish – we are trying to reduce congestion. These are secondary goals.

**Committee Member:** I think these goals are on the right path but not quite there. Transit riders are looking to improve reliability and travel speeds on transit downtown. We want to tell people that we are going to improve your Muni experience. That is not explicit in these goals.

**Staton:** There seems to be consensus that these goals are not ready for public feedback. We'll need to work on them to make them more specific and targeted. That may include learning about needs and coming back with reversed engineered goals.

**Committee Member:** How will the timeline be impacted by us not coming to agreement tonight?

- **Kong:** We won't change the community engagement timeline, but it will change how we approach it. Without your approval of the goals for public discussion, the upcoming co-creation events will likely focus more on talking about needs rather than talking about goals.

**Committee Member:** How important is our vote to the overall study? If we are unable to reach an agreement tonight, and it doesn't matter to you in a way that's impactful on the process, what does that mean?

- **Hiatt:** Your feedback is extremely important to us. Our board wants to know that we have been able to work with folks to get to a place of broad interest in congestion pricing. We need to do that work and we formed this body to show we are doing that work. You are very important to the process.

**Chang:** In response to the suggestion that the goals more explicitly focus on funding – we hesitate to lead with a discussion of funds and funding, because congestion pricing is so much more than a revenue generator.

**Committee Member:** The word “pricing” will really drive away people from communities of color. Can we reframe the word: “pricing.” If I were presenting these goals to my community as they are written now, they would look at me blankly. They would not know what I was talking about.

**Committee Member:** I'm trying to understand why I am here. I think you need to center our role. I'm uncomfortable with how today's meeting was run. The meat of this meeting has happened in the last 30 minutes. You were just talking at us for 1.5 hours. I am uncomfortable voting on these goals because I don't think they are honest. These are not the goals. The goal is to reduce single occupancy trips and raise money.

**Committee Member:** I really responded to the idea of reverse engineering goals from needs – don't use the word “goals.” We are here to talk about congestion pricing strategy. It does have that word “pricing,” so ask people, “How does that word affect you? What does that mean to you? What do you need to get behind this?”

**Staton:** I am hearing a consensus that the group is not ready to vote so we will not vote. We will review next steps, however next steps will be changing based on tonight's feedback.

**Committee Member:** I want to endorse the approach of asking community members about their needs and then coming up with goals to avoid a top-down approach. There are a lot of assumptions embedded in these goals – I had a strong reaction to the notion of “better” choices. That is not likely to be the same across communities. Go in open-ended.

**Committee Member:** “SoMa” seems too broad and diverse for only one cocreation workshop. I’m worried that there will be key communities left out.

**Committee Member:** What is a co-creation workshop and what is “displaced”? What about East Bay commuters?

- **Staton:** We are working on something in San Francisco for Bay Area commuters from all counties who come into San Francisco, to catch them while they are here.
- **Staton:** A co-creation workshop is dependent upon not making too many assumptions before understanding what needs are. We’ve heard tonight that we need to back up even more. This is about the process of matching lived experience with planning. There’s the opportunity to say, “If the price to enter downtown during peak hours was X amount of dollars, there could be this many exemptions and this much revenue. How does that align with your life?”

**Committee Member:** Will you be talking about the benefits of congestion pricing on traffic congestion in the meetings?

- **Dentel-Post:** Yes

**Committee Member:** You are showing clear data on the impacts of congestion. From a transit perspective, it would be helpful to say, “We need to remove X many vehicles or raise X amount of money to improve from transit speeds.” The feedback from the communities should be about what they need in terms of transit – do they need more buses, faster buses? You have these more esoteric questions, but it should start with transit needs.

**Committee Member:** The first question that you should be asking is, “What would it take to get you out of your car?” Then you will hear about safety, reliability, etc. My goal is to create a transit network that were so good, that everyone wants to take it. A transit system that is superior to cars.

**Committee Member:** If you only ask about needs without being a little opinionated, it will create analysis paralysis. I commend you for the outreach work you’ve done already and I think you are going to do more with this feedback. I would not want to over-scope this project by implying that we could solve all problems through congestion pricing.



**Committee Member:** Is there transparency in the New York process? What were their goals? I can't believe it was easier in New York.

- **Chang:** New York didn't spend a lot of time on public engagement. Their goal was to fill a major funding gap to repair their subway system. They were very clear that their goal was raising money for transit.

**DECISION POINT:** Vote tabled in response to committee feedback

***Agenda item: Engagement Plan: Co-Creation Workshop Materials***

Present co-creation materials, committee members give feedback.

- Tabled for lack of time

***Agenda item: Activity: Editing the Engagement Plan [Voting item]***

- Tabled for lack of time
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## Written Questions from the Public

***Numerous questions from the public were submitted to staff during the meeting but time did not allow for staff to answer all of them. Transportation Authority staff answered the following written questions after the meeting.***

**Written comments from the public**

- "Include North Beach on Chinatown workshop.
- Reduce # of goals but add requirements and measures e.g. should the program be revenue neutral?"
- "Particulate/diesel pollution comes from trucks,buses, and shipping. It should not be conflated with sources relating to the driving of passenger cars."
- Solutions: less cars, higher congestion pricing, free transit for under class. Please firm up and publish dates for next two meetings.Thanks."
- "Because congestion is very time of day dependent, can the data analysis be focused on just those times when congestion is highest, rather than all day."
- "The goals have to be in line with the 'transit first policy' in the charter.
- The primary objective of the transportation system must be the safe and efficient movement of people and goods."
- "I'm not sure why? But: 75% of fatal crashes occur in downtown; Average speed in downtown SF is less than 10 MPH (we don't want more speed); 44% of travelers or bike downtown; People of means are the problem of driving and CO2

**Written questions from the public**

- “Why does ‘Improve traffic flow’ appear nowhere on the list of priorities? If its implicit in ‘move more people,’ then it should be more explicitly stated, and include commercial deliveries, no?”
  - Thank you for the feedback. We are reworking the study goals based off of feedback from the first PAC meeting.
- “In survey that was mailed, were businesses addresses used?”
  - The survey was not mailed; it was distributed online and through community organizations. The project team plans to work with the SF Chamber to distribute a survey to businesses.