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Community Voices on Congestion Pricing:

Conversations in the Tenderloin, SoMa, and Bayview

Executive Summary

What if San Francisco could simultaneously improve air quality and traffic safety in the most impacted neighborhoods, plus boost Muni service and affordability while also fighting climate change?

This is the potential of congestion pricing in our city. At Walk San Francisco, we see congestion pricing as a promising solution, especially when it comes to ending severe and fatal traffic crashes on our streets. If you look at cities around the world within reach of Vision Zero, congestion pricing is one of the most effective tools at play.

Yet congestion pricing is a non-starter unless it's designed with equity on all fronts. In light of plans by the San Francisco County Transportation Authority (SFCTA) to start a study and outreach for exploring congestion pricing in 2020, Walk SF wanted to start talking with the people who are bearing the burden of too many transportation inequities about what congestion pricing could mean, both good and bad. And we wanted their voices to help shape SFCTA's outreach approach.

So with support from Natural Resources Defense Council, we held 13 outreach sessions in the Tenderloin, South of Market, and Bayview Hunters point in late 2019 and early 2020 to dig into two questions with residents in these neighborhoods: what are your biggest concerns about a potential congestion pricing program, and what would you most want to invest funds from congestion pricing in?

What we heard is only a small sampling of the voices that need to be at the heart of a SFCTA's planning process. But what rose to the top in our outreach is that: 1) who will pay the full toll is the biggest area of concern; and 2) more affordable and more frequent transit service are the top priorities for investment. The specific feedback and ideas behind this matter, which is why we've shared our full results with SFCTA to inform their outreach, and I invite you to read the full report below.

There's one comment from a participant that particularly stuck out in what we heard. It was that **congestion pricing should only be implemented if it will meaningfully improve the lives of the many communities it is meant to serve – not to make marginal improvements or backfill programs that should be happening regardless**.

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Congestion pricing, if San Francisco pursues it, should be transformative for equity and for our streets. Walk SF looks forward to continuing the conversation, and invites you to join in!

Outreach Plan

Congestion pricing is a new concept in the United States that a number of cities, including San Francisco, are exploring. The San Francisco County Transportation Authority (SFCTA) planned a Congestion pricing study and outreach process that would last through 2020. Knowing that deep community engagement would be essential for any consideration of congestion pricing in San Francisco, Walk SF, with the help of NRDC, spent time crafting a congestion pricing outreach plan and conducting outreach to better understand the concerns and priorities of residents in three specific neighborhoods that will be impacted by congestion pricing. As a result, this feedback could provide information that the SFCTA could use to ensure that its study is answering the questions that residents have.

Walk SF directed its outreach from September to February in three neighborhoods: the Tenderloin, South of Market (SoMa), and Bayview Hunters Point. These three neighborhoods were chosen for several reasons. First, all three neighborhoods face daily poor air quality resulting from transportation emissions. Second, each neighborhood also experiences high rates of traffic injuries and fatalities. And finally, the residents who live with these current dangers are disproportionately lower-income and less white than San Francisco as a whole – groups often not fully reached through traditional transportation outreach.

Air Pollution and Climate Emissions

In San Francisco, like the Bay Area and California as a whole, transportation emissions are the largest contributor to both poor air quality and climate emissions. In terms of air quality, 93.9% of San Francisco census tracts are at the 89th percentile or higher in diesel particulate matter, according to CalEnviroScreen 3.0.

According to the Metropolitan Transportation Commission's Vital Signs report, emissions from transportation are the top source of greenhouse gas emissions locally: creating 47% of total emissions in the Bay Area, and 33% here in San Francisco.

San Francisco's eastern neighborhoods are especially burdened by poor air quality. The Tenderloin, SoMa, and Bayview areas are all designated as highly impacted by air pollution under California Assembly Bill 617. In fact, nearly all Tenderloin, SoMa,

and Bayview areas score at the 65th percentile or higher for health risks from CalEnvironScreen 3.0. As a heavily urbanized area, the pollution burden is led less by industrial or agricultural factors but rather varying aspects of the same problem: too many vehicles releasing too many pollutants next to incredibly dense neighborhoods of children, seniors, and low-income residents.

Source data: SFMTA, SFCTA, SFDPH, BAAQMD

Map 1. Neighborhoods of focus for outreach

In SoMa, the CalEnviroscreen traffic score is between the 60th and 81th percentile for the entire neighborhood. This traffic brings pollution that contains toxic chemicals that can cause cancer, cause low weight and premature births, damage DNA, and raise asthma and lung disease rates for children who live or go to school nearby. This neighborhood is known for this heavy traffic.

Like in the Tenderloin and SoMa, every single census tract's CalEnviroScreen diesel particulate matter score is at or above the 98th percentile - some of the most polluted in the entire state. Heavy traffic brings hundreds of various chemicals to those living, working, or attending school in these neighborhoods. Children and the elderly face disproportionate risk from these very small particles that can cause lung cancer, heart disease, and contribute to a range of other health problems.

Traffic Violence

High levels of traffic emissions in these neighborhoods are also home to some of the city's most dangerous streets. The Tenderloin has uniquely dangerous streets: every single street in the neighborhood is a High-Injury Corridor (HIC) – something no other neighborhood can claim. In San Francisco, these Vision Zero High Injury Corridors represent the 13% of city streets where 75% of serious and fatal traffic crashes occur.

A dense residential neighborhood with very low car ownership – 0.1 vehicles per capita vs. .46 citywide – the fast one-way streets that residents confront everyday move traffic quickly to and from destinations in the Financial District, Union Square, and northern neighborhoods of the city. About two hundred people, on average, are injured from traffic crashes in the Tenderloin each year. Some die from these injuries each year.

While not every single street in SoMa is a High-Injury Corridor, it comes close. Nearly every north-south street that connects to streets in the Tenderloin, Union Square, and the Financial District are High-Injury Corridors, as are most east-west streets that connect the neighborhood to the Mission District. Housing and employment are growing in this neighborhood with numerous freeway touchdowns and wide streets designed for industrial traffic. Approximately four hundred people suffer injuries from traffic crashes every year in SoMa, as well as fatalities.

Bayview Hunters Point, located away from the downtown core, has fewer High-Injury Corridors, but is home to twelve very dangerous streets including its main street (Third) as well as numerous neighborhood streets and connectors to nearby neighborhoods. With multiple industrial centers surrounding homes, Bayview streets handle both the traffic of residents as well as significant truck traffic. And with lacking public transportation options and longer commutes than other neighborhoods, significantly more Bayview residents drive to work (63%) than the city average (42%), and the neighborhood has many less car-free households (19%) than the city average (30%).

Demographics

The Tenderloin, SoMa, and Bayview communities' demographics match that of those who are much more likely to suffer from air pollution. According to the San Francisco Planning Department's Neighborhood Socio-Economic Profiles report, based on data from American Community Survey, these neighborhoods include over three times more Black residents and about 20% more Latino residents than the city

average. They are more international: there are 21% more foreign-born residents and 61% more linguistically-isolated households than the city average. And they are poorer: 25% of these neighborhoods residents, on average, live in poverty - twice the overall city rate - and the per-capita income for the Tenderloin ($27,946) and Bayview ($24,817) are both about half of the citywide average of $55,567 in 2016.

Outreach Format and Materials

Walk SF began designing our outreach by determining how best to introduce the concept of congestion pricing to the communities we would be working with to the most accurate feedback from participants. The term 'congestion pricing' itself is jargon, and as many have noted, frames the concept in the negative: it is named after the typically negatively-viewed phenomenon (congestion), rather than the goals or outcomes of the idea. And while some have suggested 'decongestion pricing' as an alternative, this becomes an even longer name and still isn't neutral. To solve this, we decided to use 'road pricing' throughout our outreach materials and communications as a simpler and more neutral option.

We designed the outreach sessions as a short presentation plus two key questions that will illuminate participants' concerns and priorities: 1) what concerns they had about a road pricing program, and 2) what their investment priorities would be for revenue generated by a road pricing program.

By soliciting feedback on concerns, we were able to both surface informational questions that allowed us to refine the information in outreach sessions (e.g. how does someone pay: cash or a toll booth?) as well as concerns that any successful road pricing program would have to address (e.g. do residents of the zone area receive a discount or exemption?).

We began each conversation by asking individuals to share how they personally get around. While the outreach benefitted from many participants considering how the program would affect people they knew, we first grounded the conversation in how it would affect participants personally, rather than further hypothetical situations that they did not experience first-hand.

After understanding how participants currently get around San Francisco, we shared the problems that road pricing programs often hope to address: congestion, air pollution, and traffic deaths and injuries. In asking participants if they felt that congestion was increasing in San Francisco, their responses resoundingly echoed what we know: congestion has increased dramatically since 2010 due to more personal vehicle miles as well as transportation network company (TNC, such as Uber or Lyft) miles. In thinking about how best to discuss air pollution and traffic

violence, we opted to do so geographically since both are tied intricately with geography.

To address air pollution in San Francisco in a succinct but comprehensive way, we used California's AB 617 communities map, which shows which communities in California are most at risk from air pollution based on the criteria set out in 2017's Assembly Bill 617.

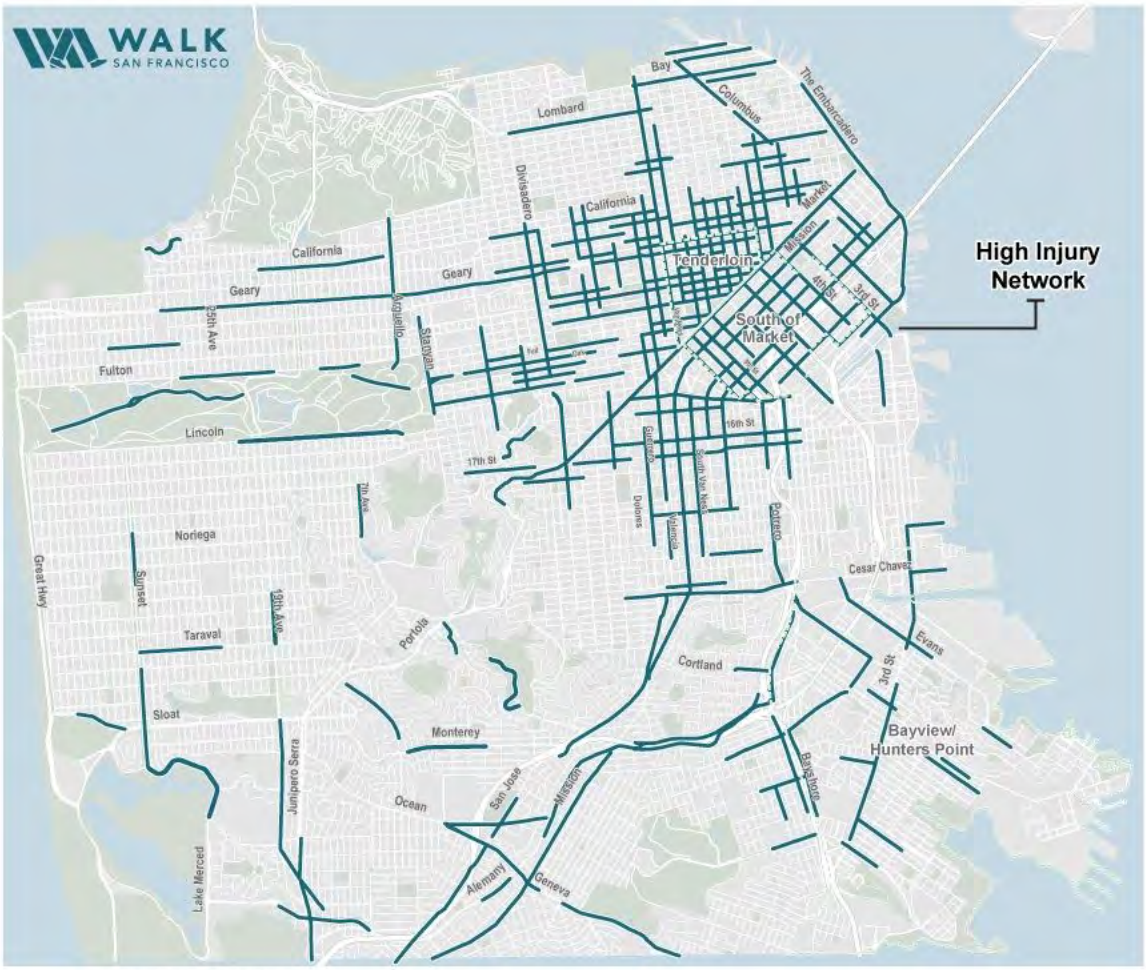
Source data: SFMTA, SFCTA, SFDPH, BAAQMD

Map 2. AB 617 boundary shows residents of eastern San Francisco are at high air pollution risk based on pollution and community health information.

Participants understood that their neighborhood – whether it was the Tenderloin, SoMa, or Bayview – was fully covered by this dangerous designation, and some participants were quick to note that the western boundary of the AB 617 map at the southern end of the city almost precisely follows Interstate 280 as it divides the

Excelsior, Outer Mission, and Crocker-Amazon neighborhoods from western San Francisco.

To share the geography of traffic deaths and injuries, we shared a map of San Francisco's High Injury Network, the 13% of city streets that are responsible for 75% of traffic deaths and injuries according to San Francisco's Department of Public Health.

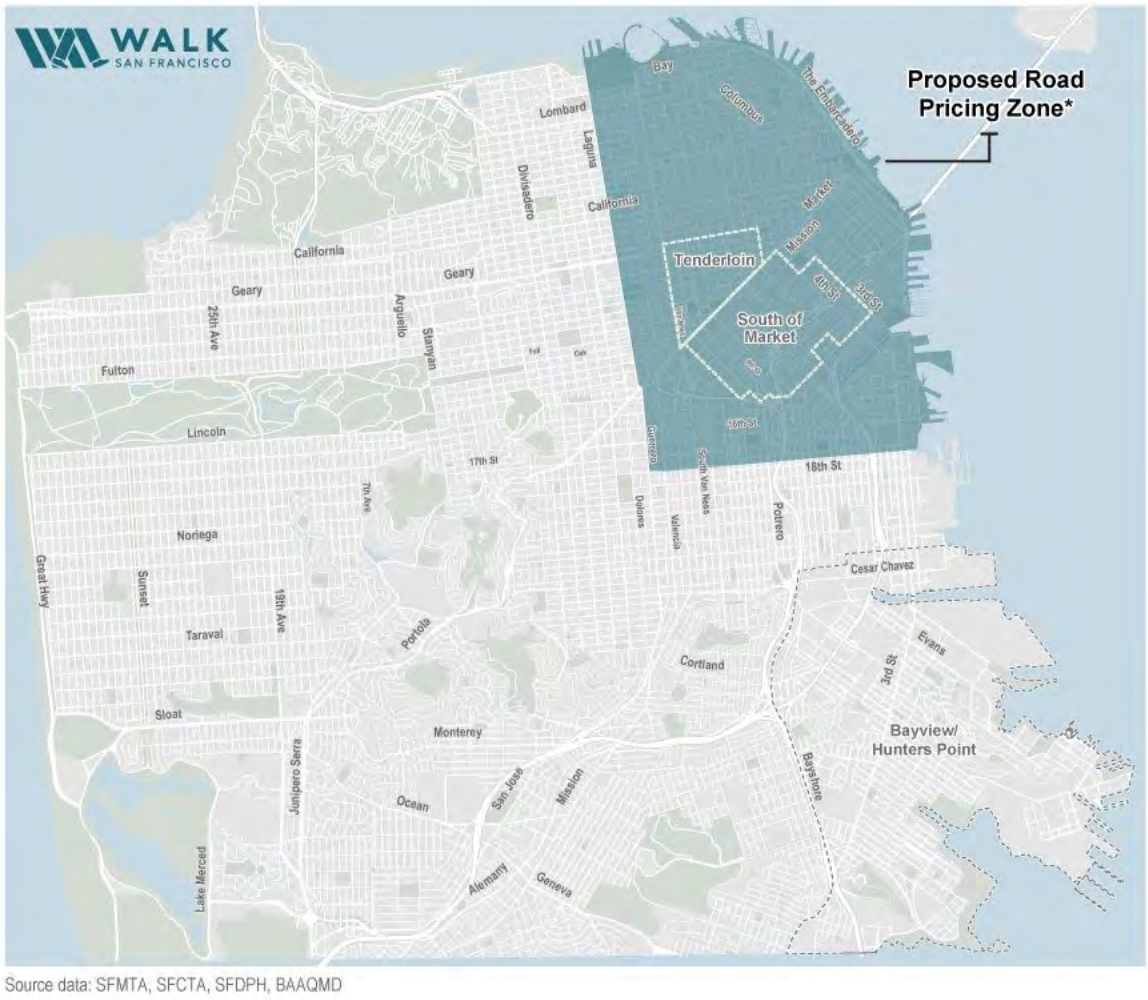


Source data: SFMTA, SFCTA, SFDPH, BAAQMD

Map 3. San Francisco's High-Injury Network represents hospital and police traffic data to highlight the 13% of streets where 75% of serious and fatal traffic crashes happen.

Pointing out high-injury corridors in each neighborhood connected with participants' personal knowledge of the dangerous streets in their neighborhood. Additionally, the map showed the overlapping occurrence of higher air pollution risk and traffic violence risk on the eastern portion of the city.

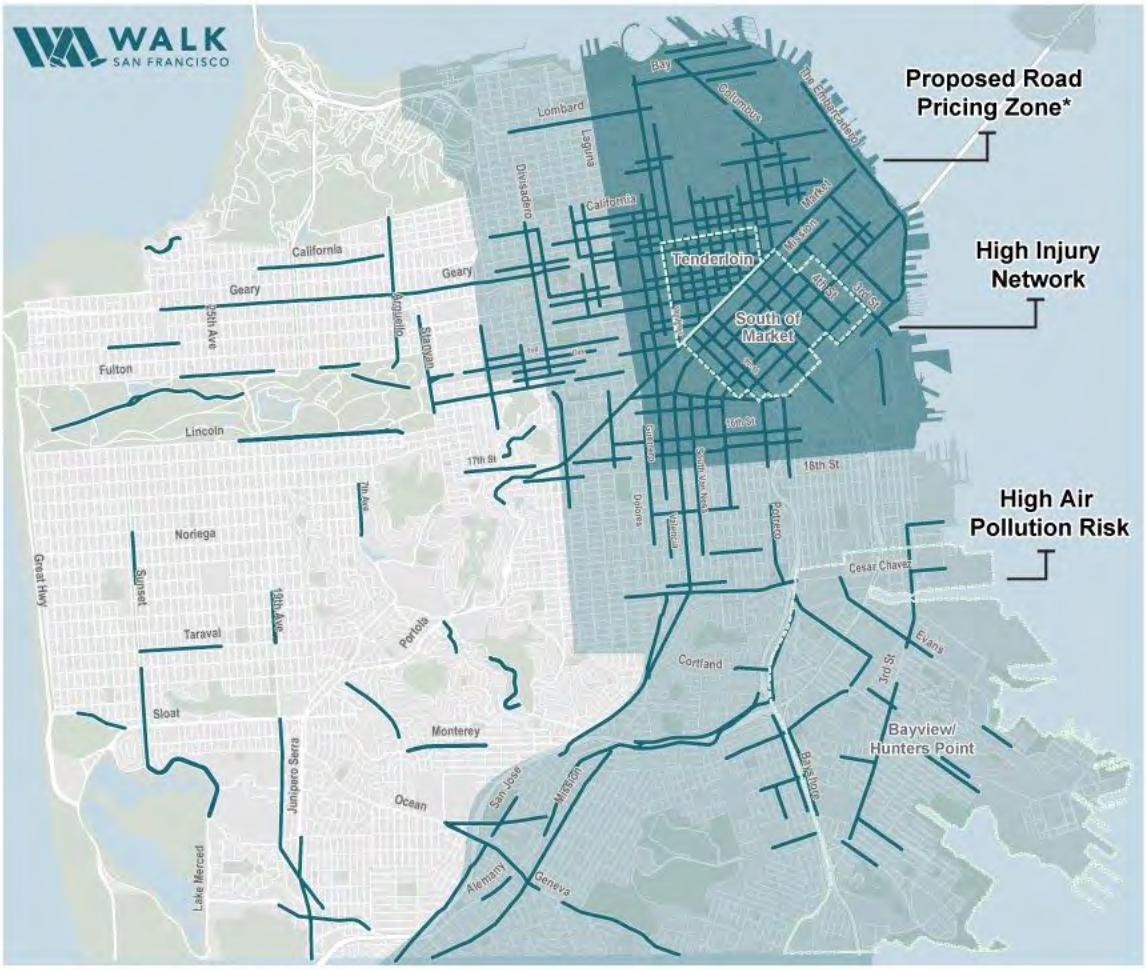
The presentation gave quick highlights and benefits of cities where congestion pricing has been successfully implemented (e.g. London, Singapore, Stockholm). We then asked participants to imagine what this could look like in San Francisco. To provide participants with a possible frame, we shared the proposed road pricing zone from the SFCTA's 2010 congestion pricing study. While we tried to provide minimal definition around what a congestion pricing program would look like for San Francisco, we determined that providing some possible program information like a "zone" was helpful for participants to get past initial clarifying questions.



Source data: SFMTA, SFCTA, SFDPH, BAAQMD

Map 4. Proposed congestion pricing zone from SFCTA's 2010 congestion pricing study.

To show where this 2010 congestion pricing zone would overlap with known air pollution risk and traffic crashes, we share one final map that displayed all three maps.



Source data: SFMTA, SFCTA, SFDPH, BAAQMD

Map 5. Overlapping map of AB 617 high air pollution risk zone (light green shading), San Francisco High-Injury Network (dark green lines), and proposed 2010 congestion pricing zone (dark green shading).

This map provided a starting point for conversation. While acknowledging it was just one option previously considered, it was a concrete possibility that provided an opportunity to ask how a congestion pricing system could - or could not - work in San Francisco by providing feedback on both questions: 1) “what concerns would you have about a program like this?”, and 2) “what would you spend this money on to improve how you get around?”

Public Engagement

With materials created, we began our outreach in the fall to a variety of groups within the Tenderloin, SoMa, and Bayview: neighborhood groups, housing

nonprofits, local coalitions, etc. We built a list from Walk SF's previous collaborations in these neighborhoods, asked our partners, reviewed city data on groups active in each neighborhood, and asked each organization who hosted a training who else we should be talking to. In the end, this led to 13 outreach sessions (two additional sessions were canceled due to the beginning of the city's Shelter in Place order during coronavirus).

As we reached out to groups to partner with in hosting a session, we were intentional about considering which parts of the various communities they represented. While we selected the Tenderloin, SoMa, and Bayview in part because they are home to high percentages of people of color and low-income residents, we knew that simply by reaching out to groups within these neighborhoods would not automatically mean that we would be connecting with representative groups.

Who We Reached

In the Tenderloin, we held an outreach session with tenant organizers at Central City SRO Collaborative. These organizers work with their low-income, racially diverse tenant neighbors in Single-Room Occupancy hotels primarily in the Tenderloin as well as some locations in SoMa. We then conducted Spanish-language outreach at La Voz Latina, the neighborhood's primary resource center for low-income, monolingual Spanish-speaking immigrants. And we included several sessions at St. Anthony's lunch service, where many unhoused and low-income residents receive meals. Across the sessions, 140 community members attended sessions.

In the Bayview, we held sessions with the Rafiki Coalition, a group focused on public health and advocacy for San Francisco's Black community; Hunters Point Family, a workforce development nonprofit known for its work with Black youth and families; the Bayview YMCA's African American Holistic Wellness Program, which includes dedicated Black senior programs; and BMAGIC (Bayview Hunters Point Mobilization for Adolescent Growth in Our Communities), a network of community-serving organizations that coordinate their work in the community that includes many youth service providers. Through this work, we heard from 120 community members across generations.

In SoMa, we hosted sessions with organizations including Independent Living Resource Center, an organization working with people with disabilities, and the Yerba Buena Alliance, a coalition of business and community partners in the Yerba Buena District of SoMa. A total of 28 people attended these two sessions. We were less successful in reaching organizations to host additional sessions in SoMa. This may be partly due to fatigue from the large amount of transportation planning work and outreach that has been happening for a dozen transportation projects, as well as

the years-long Central SoMa Plan process; or, it may be a result of weaker connections with area groups. In Tenderloin, Walk SF is a part of the Tenderloin Traffic Safety Task Force and very involved in neighborhood advocacy; in the Bayview, where Walk SF leads Safe Routes to Schools programs at several schools and is connected with community groups we worked with to shape the Bayview Community Based Transportation Plan.

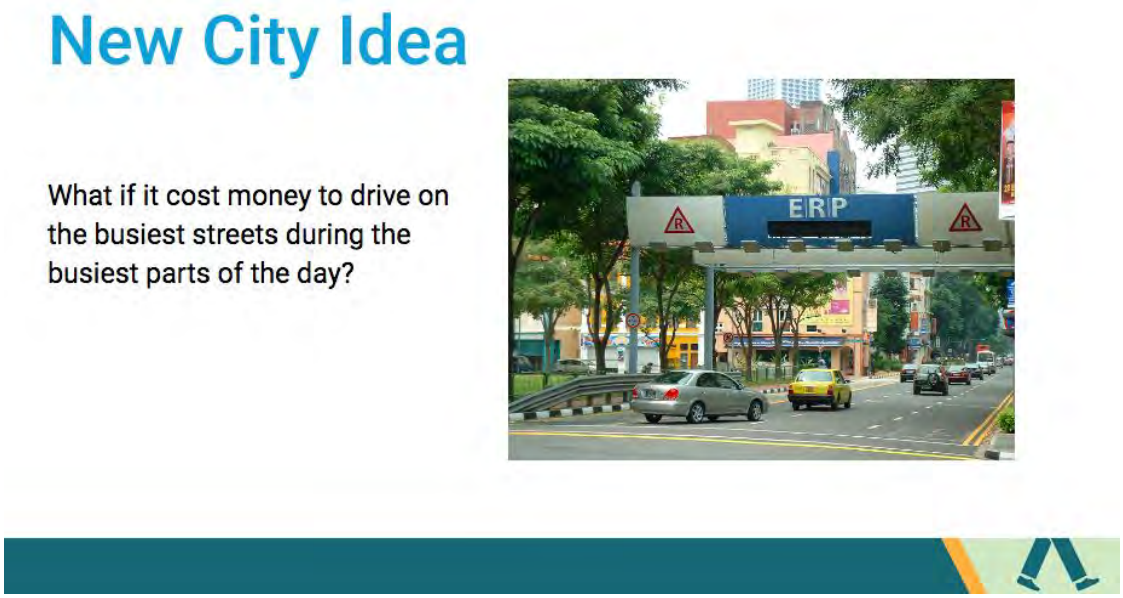
While demographic data was limited to those who voluntarily shared this information, all outreach sessions where this data collected included majorities of people of color – over 80% at four of these sessions – with the exception of the sessions at Independent Living Resource Center and the Yerba Buena Alliance. Despite these efforts, we know that we did not reach every community with these three neighborhoods.

Since the Tenderloin is nearly 23% Latinx and 18% speak primarily Spanish at home, we knew a session at La Voz Latina or a similar organization was a priority and held our session with live interpretation. But the Tenderloin, SoMa, and Bayview all have significant Chinese populations, yet while we were prepared to conduct sessions with interpretation and translated materials, we did find a local community-based group to host the presentation.

How We Collected Feedback

In planning sessions, we tried to balance two competing desires: to meet people where they already were but also planning sessions where participants could have enough time to ask questions and share their feedback.

In practice, this often meant joining existing meetings that groups scheduled and designing a presentation and collecting feedback based on the allotted time. With groups where we had a full hour, we were able to go deep on each topic starting with a fifteen-minute presentation on the concept of road pricing, answer all the programmatic questions that participants had, and then do a deep dive in collecting participant feedback on concerns on a road pricing program and investment priorities for program revenue.



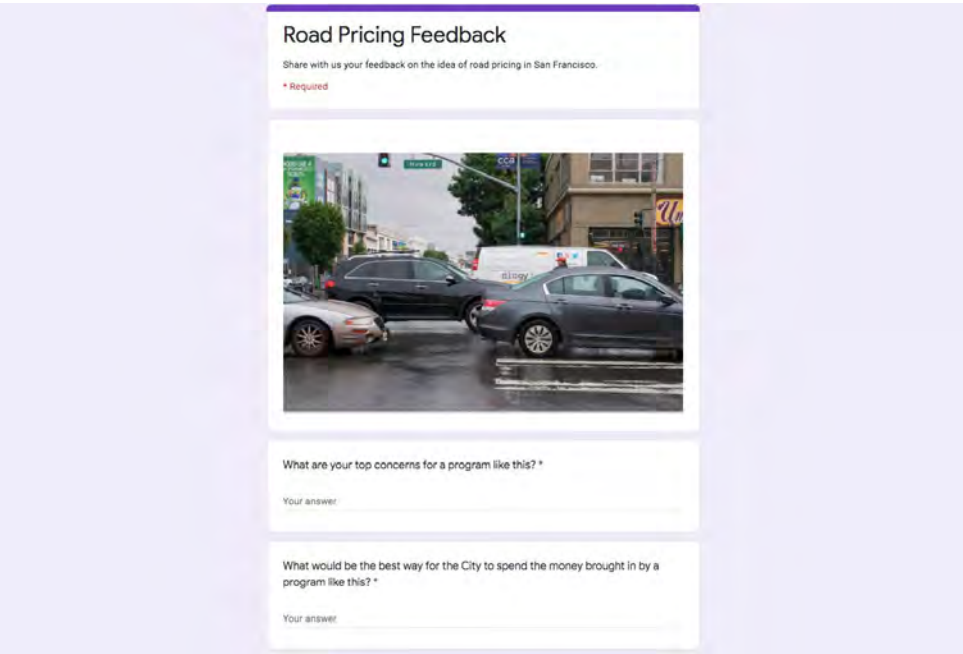
Sample slide for presentation introducing the concept of congestion pricing

In sessions of 30 minutes or longer, feedback activities included post-it notes and markers so that participants could write down each of their pieces of feedback. After several minutes for each topic, we collected these post-its, read each of them out for the group, and displayed them on the wall.

This process often unearthed additional pieces of feedback or allowed for clarifications for unclear messages. In sessions shorter than 30 minutes, we adjusted our data collection methods by using paper surveys that we collected at the end of the session. We distributed these at the beginning of each session so that participants could write down their feedback during the presentation and share their responses at the end of each session.

To supplement written surveys we also provided a link to share feedback within a short time frame after the session. Most completed surveys by hand, but the 16 who completed surveys online often provided more detailed feedback.

To thank participants, in each session, we provided participants Clipper $5 Cash Cards and small items like reflective lanyards.



Example online participant feedback survey

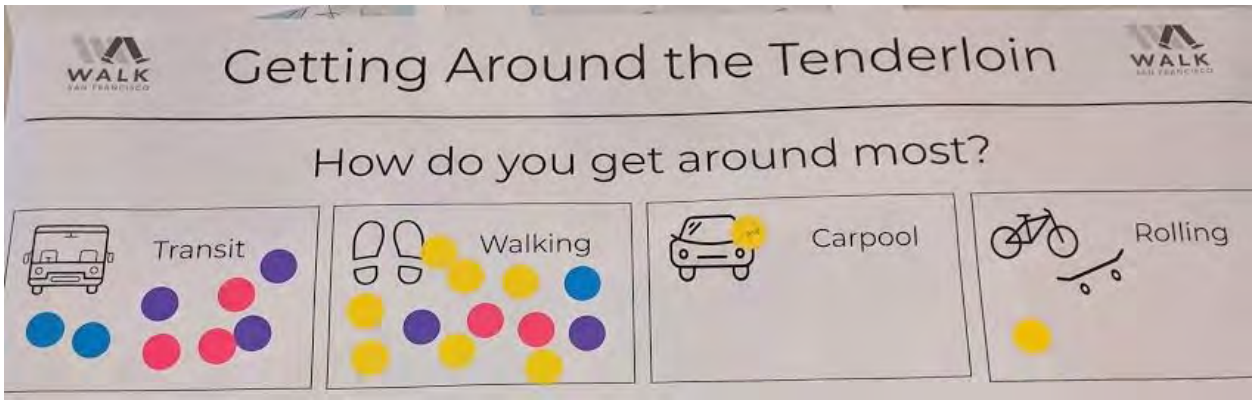
We altered this method further for sessions at St. Anthony's. Because many residents visit St. Anthony's for their lunch program and may not attend other group meetings where we could host a full outreach session, we created a version of our outreach amenable to tabling.

The first-lunchtime session at St. Anthony's ended up being a learning session on how to frame the content and gather the most feedback. We noticed many participants would spend two to five minutes discussing transportation one-on-one.

We created a poster that included key visuals from the presentation to show what the idea of road pricing could look like. We also created a large poster for feedback (see image), where participants could share how they get around, what their greatest priorities are for transportation investments, and post-its where they could share feedback or concerns they would have for a congestion pricing program.

These feedback categories matched the series of questions that we asked participants: how they got around, what their biggest needs were for transportation to be improved for them, and after sharing the idea of congestion pricing, what their feedback and concerns were. While this involved many one-on-one conversations – as opposed to one shared group conversation at other outreach sessions – we found that by asking the same questions and providing slightly different methods of sharing feedback, we could still gain this important feedback. Through four tabling

sessions, we engaged over a hundred Tenderloin residents and community members in this manner.



Example of tabling outreach materials at St. Anthony's

Participant Feedback

Through this targeted outreach and engagement, we met with nearly 300 community members in Tenderloin, SoMa, and Bayview. In these sessions, most participants had feedback on at least one of the two focus areas: program concerns and investment priorities. We received 166 pieces of feedback on the program concerns category: 33.1% at Tenderloin sessions, 18.1% at SoMa sessions, and 48.2% at Bayview sessions. And we collected 241 pieces of feedback on investment priorities: 46.1% at Tenderloin sessions, 16.6% at SoMa sessions, and 37.3% at Bayview sessions.

Feedback Analysis: Top Concerns and Investment Priorities

After all sessions were completed, we categorized each piece of feedback – collected through individual post it notes, handwritten feedback sheets, or completed online surveys – across categories for both feedback on program concerns and investment priorities. For comments that included more than one thought (e.g. "make BART free and make the T train faster"), these were separated into two pieces of feedback "make BART free" and "make the T train faster," which then were counted into two categories (Transit Cost and Transit Frequency, respectively).

While top concerns were varied, over half of concerns (53.6%) revolved around the heart of the issue: who pays a full toll and who doesn't?

- In this category, roughly one-third (18.7% of all feedback) were concerned whether low-income drivers would need to pay.

    - About one-sixth of this category (8.43% overall) were concerned about regional drivers paying the full toll - whether it was someone who had previously lived in San Francisco but were priced out, or who worked in a business in the zone.
    - About one-seventh of this category (7.83% overall) were concerned whether residents of a road pricing zone would be required to pay the full toll.
    - Additional groups that participants considered for exemptions were TNC drivers, people of color, and people with disabilities – or those driving them.
- The second most common concern category was that a congestion pricing program is unnecessary and the city should do something else instead to improve transportation issues. Proposals included improved transit, traffic enforcement, education, removal of ride-hail vehicles or bikeshare stations, and reparations.

The top investment priority for all neighborhoods was improving transit. While this was shared as an investment area for other cities that have implemented a congestion pricing program, this also reflects the basic acknowledgement that if one type of transportation is disincentivized with a toll, better alternative transportation options must be provided.

Transit-related investment priorities were over 40% of responses in these three neighborhoods, and the most commonly voiced need was reducing transit cost. Feedback noted the rising price of local Muni fares, the lack of a discount program for regional transit like BART, as well as the strict qualifications for MUNI's discount program (individuals earning $25,000 in San Francisco paying the full fare). Following transit cost, the next most common priorities were transit frequency and transit accessibility, including funding for programs like paratransit.

Other high-ranking priorities for investments were street safety improvements (ranked second after transit-related) and traffic enforcement (ranked third). Street safety improvements were focused on street design changes and enforcement was focused primarily on dangerous driving behaviors.

Drilling Down Based on Geography

Across these themes, participant feedback varied by neighborhood. Responses in the Tenderloin and SoMa - dense neighborhoods with similar high transit connectivity and d were often similar but diverged in some places from response in the Bayview.

Who Pays

While this was the top concern across neighborhoods, the specific concerns around which groups receive an exemption or discount varied by neighborhood. Given both neighborhood's central and their inclusion in the proposed zone in the 2010 SFCTA study, community members in the Tenderloin and SoMa were more interested in whether zone residents would pay the full toll.

In the Bayview, however, following low-income drivers as the top concern, the second highest is whether regional drivers pay the full cost. Participants thought the program should give some consideration to those who have now moved out of the neighborhood and even those displaced from the city. One participant noted "some of us used to live here but now have to drive back (for family, jobs, etc)."

Investing In Transit

The Tenderloin and SoMa participants expressed a great need for the priority investment to be on transit frequency. This is not surprising since many Tenderloin and SoMa residents depend on transit for daily trips as few have access to automobiles. On where to invest program revenues, the Bayview's top priority was to reduce the cost of transit. Many asked for Muni to be completely free – if not for everyone, then at least for all seniors, which would expand on the currently means-tested Free Muni for Seniors program.

Safe Streets and Enforcement

The second most common category for program investments in the Tenderloin and SoMa was street safety, primarily through safe street design. Again, this is not surprising that these community members would ask for an investment in safe street design given high traffic crash rates in both neighborhoods.

In the Bayview, however, traffic enforcement ranked high in priority and was the second most common category for investments. Enforcement around stop signs was shared by a number of participants as well as adding enforcement cameras for driving violations. Home to about a dozen High Injury Corridors and with two people dying in crashes each year, on average, and hundreds injured, traffic safety is on community members' minds.

Given the lack of major street safety projects undertaken in the Bayview in recent years – as compared to the Tenderloin and SoMa – it is possible that enforcement is more top-of-mind as a possible solution for traffic dangers since it has been the only one many regularly see in the neighborhood. In light of the more recent national conversations taking place on alternatives to policing, this may be an area where

additional outreach could be used to better understand what types of enforcement community members want to see as well as how enforcement fits into their larger desires for safe streets.

Overall Learnings

Thorough outreach will make or break the city's success in establishing a congestion pricing program that is embraced and works for all. In a small sample of organizations in three neighborhoods, we talked to and engaged with close to 300 people who have opinions on how the program can be crafted, who it could hurt the most, and how an influx of revenue can help improve their lives.

We're thankful that we had the opportunity to listen to and share the voices of people living and working in these three neighborhoods regarding a potential congestion pricing program. To help foster the discussions and make deeper connections, Walk SF shared information about our outreach with the SFCTA and their contractors responsible for officially conducting outreach for the city and county of San Francisco.

In reviewing our completed sessions and plans for additional outreach, our outreach lists only had one group that overlapped. By doing our initial outreach, Walk SF was able to improve the city's planned outreach efforts and connect our partner organization to the city's effort. Additionally, when the SFCTA started their formal outreach process, Walk SF was able to use the list of individuals who shared their contact information with us at these sessions to further connect them to upcoming outreach opportunities.

From these outreach sessions, the greatest takeaway for any San Francisco congestion pricing program is the investment priority that we heard most often: to reduce transit cost. In other cities considering congestion pricing, improving transit service and transit infrastructure tends to be the focus of the investment. But in San Francisco, transit frequency or transit speed only matter if you can afford to get on that bus or train in the first place.

In addition to specific learnings from participant feedback, we observed some additional themes during our outreach sessions.

- Even if a participant did not own a car or said they never drive, they imagined themselves paying a toll at some point. Without specifying how they could see themselves paying for it, many seemed to account immediately for a worst-case scenario where if there was a new fee, it would end up being passed on to them.

- Many participants had an immediate negative reaction to a new cost for a daily need like getting around. In our sessions, only after answering basic questions (e.g. do pedestrians typically have to pay? how do you pay – at a toll booth?) and beginning to discuss possible investments were many participants open to the idea of a fee placed on people driving into a part of townPublic health resonated with many participants as one of the problems that needed to be solved. However, “public health” referred to varying problems. In the Tenderloin groups, “public health” referred to dangers of traffic crashes, whereas in the Bayview, “public health” was often discussed as the dangers of air pollution.

Additionally, Walk SF began engaging community members about the idea of congestion pricing because of its transformative potential to reduce the public health dangers of traffic violence and air pollution. Even though we were doing outreach independent of the city’s process – and not on behalf of the city-– we were reminded that anyone discussing a possible city initiative is stepping into a yearslong conversation about the city’s involvement in a neighborhood.

Especially in neighborhoods where the city’s initiatives have failed to bring anticipated improvements (e.g the often slow and delayed T train in the Bayview) or have not appeared at all to make basic improvements, new proposals are often viewed with this history in mind. At one session, a participant shared “the city asks us for our feedback, but it's going to happen no matter what,” and others in Bayview sessions commented on the “outreach fatigue” of always being asked to provide feedback on ideas without knowing if their time has made a difference. Another participant questioned why a new, complicated scheme should be necessary for basic repairs to be made on streets near them.

Together, these comments are a reminder not only that the time and participants of community members and partner organizations must be valued, but that new programs like congestion pricing do have a cost. And given these costs, a new initiative should only be implemented if it will meaningfully improve the lives of the many communities it is meant to serve - not to make marginal improvements or backfill programs that should be happening regardless.

Conclusion

As San Francisco continues to study congestion pricing as a tool for addressing several issues facing the city, our limited outreach in three neighborhoods have already identified key concerns and investment priorities worth addressing through additional outreach and study.

This should include the top two concerns we heard across all neighborhoods:

- **Exemptions and discounts**: the core questions of any pricing program – who pays and how much? Specifically, how does a program equitably address costs for low-income San Francisco residents, but also how does it address regional travelers equitably in a city that has undergone well-documented gentrification and displacement.
- **Alternatives to congestion pricing**: the second most common set of concerns voiced by participants was whether the City has exhausted other options other than congestion pricing.

This should also include the top three investment priorities that congestion pricing could fund:

- **Cheaper or free transit:** by far, the top priority for investments was that of improving public transit, and the most common way that participants asked for transit to be improved was by reducing fares or completely eliminating them. Despite the current discount programs, current fares still present a challenge to many riders.

- **More frequent transit:** second to transit cost, improving transit frequency was priority shared by many participants.

- **Safer streets through design:** outside of improving public transit, the top group of suggestions for congestion pricing funding were around making streets safer through design. Making streets safer and providing robust transit will benefit the greatest number of residents.

Based on this, we recommend that additional outreach and study be conducted on the following topics:

- **Better understand priorities for exemptions/discounts and program effectiveness and funding.** What is the fee approach that can reduce congestion and pollution, raise funds to improve transit, while also including needed exemptions and discounts? We need to understand how community members would weigh each priority to inform program design.

- **Explore transit cost and frequency concerns** - Public transit in San Francisco includes Muni, BART, Caltrain, and a number of other regional transit services. Understanding where relief is needed most – by agency, geography, and riders – is essential to targeting funding and service improvements.

- **Identify priorities for street safety investments** - While San Francisco has a wealth of information on street safety (e.g. where traffic crashes happens most frequently, who crashes hurt, which tools work in reducing crashes), understanding how community members would want to use investments from a congestion pricing program is key.

Appendix A: Participant concerns on congestion pricing program, by category and neighborhood

Concern Category	Overall Count	Percentage	TL Count	TL %	SoMa Count	SoMa %	Bayview Count	Bayview %
Additional Work Needed - Studies	2	1.20%	0	0.00%	2	6.67%	0	0.00%
General Comment - Negative	13	7.83%	3	5.45%	0	0.00%	10	12.35%
General Comment - Positive	5	3.01%	2	3.64%	2	6.67%	1	1.23%
Other	2	1.20%	1	1.82%	0	0.00%	1	1.23%
Payments - Frequency	3	1.81%	3	5.45%	0	0.00%	0	0.00%
Payments - General	5	3.01%	1	1.82%	2	6.67%	2	2.47%
Payments - Price	4	2.41%	2	3.64%	1	3.33%	1	1.23%
Program Administration - Cost	2	1.20%	2	3.64%	0	0.00%	0	0.00%
Program Administration - General	2	1.20%	2	3.64%	0	0.00%	0	0.00%
Program Administration - hiring	1	0.60%	0	0.00%	0	0.00%	1	1.23%
Program Investments	11	6.63%	7	12.73%	2	6.67%	2	2.47%
Program Is Unnecessary - Do Something Else Instead	13	7.83%	2	3.64%	3	10.00%	8	9.88%
Secondary Impact - Congestion Elsewhere	2	1.20%	1	1.82%	1	3.33%	0	0.00%
Secondary Impact - Gentrification	2	1.20%	1	1.82%	0	0.00%	1	1.23%
Secondary Impact - Merchants	3	1.81%	0	0.00%	0	0.00%	3	3.70%
Secondary Impact - Transit	1	0.60%	1	1.82%	0	0.00%	0	0.00%

Who Pays - Bike, Ped, Transit Users	4	2.41%	3	5.45%	0	0.00%	1	1.23%
Who Pays - Businesses	1	0.60%	0	0.00%	0	0.00%	1	1.23%
Who Pays - Disabled	4	2.41%	1	1.82%	2	6.67%	1	1.23%
Who Pays - Electric Cars	1	0.60%	1	1.82%	0	0.00%	0	0.00%
Who Pays - Low Income	31	18.67%	6	10.91%	6	20.00%	19	23.46%
Who Pays - Occasional Drivers	1	0.60%	1	1.82%	0	0.00%	0	0.00%
Who Pays - Other	1	0.60%	0	0.00%	0	0.00%	1	1.23%
Who Pays - People of Color	6	3.61%	0	0.00%	0	0.00%	6	7.41%
Who Pays - Regional	14	8.43%	5	9.09%	2	6.67%	7	8.64%
Who Pays - Residents	13	7.83%	7	12.73%	3	10.00%	3	3.70%
Who Pays - Seniors	3	1.81%	0	0.00%	0	0.00%	3	3.70%
Who Pays - TNCs	8	4.82%	1	1.82%	2	6.67%	5	6.17%
Who Pays - Workers who drive	2	1.20%	1	1.82%	1	3.33%	0	0.00%
Zone Geography	6	3.61%	1	1.82%	1	3.33%	4	4.94%
	166	100.00 %	55	100.00 %	30	100.00 %	81	100.00 %

Appendix B: Participant investment priorities, by category and neighborhood

Investment Category	Overall Count	Percentage	TL Count	TL %	SoMa Count	SoMa %	Bayview Count	Bayview %
Community - General	12	4.98%	6	5.41%	3	7.50 %	3	3.33%
Community - Housing and Homelessness	5	2.07%	1	0.90%	2	5.00 %	2	2.22%
Community - Environment	3	1.24%	2	1.80%	0	0.00 %	1	1.11%
Community - Other	8	3.32%	4	3.60%	0	0.00 %	4	4.44%
Bicycles	4	1.66%	2	1.80%	2	5.00 %	0	0.00%

Enforcement - General Policing	9	3.73%	6	5.41%	0	0.00%	3	3.33%
Enforcement - Safe Streets	16	6.64%	5	4.50%	0	0.00%	11	12.22%
Enforcement - Safety on Transit	4	1.66%	0	0.00%	0	0.00%	4	4.44%
Maintenance - General Street and Sidewalk	11	4.56%	6	5.41%	0	0.00%	5	5.56%
Maintenance - Street and Sidewalk Cleaning	9	3.73%	3	2.70%	3	7.50%	3	3.33%
Other	7	2.90%	6	5.41%	1	2.50%	0	0.00%
Parking	2	0.83%	1	0.90%	0	0.00%	1	1.11%
Shared Mobility	2	0.83%	2	1.80%	0	0.00%	0	0.00%
Street Amenities - Better Sidewalks	5	2.07%	2	1.80%	0	0.00%	3	3.33%
Street Amenities - Lighting	1	0.41%	1	0.90%	0	0.00%	0	0.00%
Street Amenities - Seating	2	0.83%	2	1.80%	0	0.00%	0	0.00%
Street Amenities - Trash	1	0.41%	1	0.90%	0	0.00%	0	0.00%
Street Amenities - Trees	4	1.66%	2	1.80%	0	0.00%	2	2.22%
Street Safety - Design	33	13.69%	19	17.12%	4	10.00%	10	11.11%
Street Safety - Education	5	2.07%	3	2.70%	2	5.00%	0	0.00%
Transit - General	7	2.90%	2	1.80%	3	7.50%	2	2.22%
Transit - Accessible Transit	8	3.32%	3	2.70%	3	7.50%	2	2.22%
Transit - Cost	37	15.35%	11	9.91%	7	17.50%	19	21.11%
Transit - Frequency	27	11.20%	13	11.71%	8	20.00%	6	6.67%

Transit - Reliability	5	2.07%	1	0.90%	0	0.00 %	4	4.44%
Transit - Speed	7	2.90%	3	2.70%	1	2.50 %	3	3.33%
Transit - Other	7	2.90%	4	3.60%	1	2.50 %	2	2.22%
Total	241	100.00%	111	100.00%	40	100.0 0%	90	100.00%