



RESOLUTION AFFIRMING THE SAN FRANCISCO COUNTY TRANSPORTATION
AUTHORITY'S COMMITMENT TO SUPPORTING EFFORTS TO IMPROVE COST-
EFFECTIVENESS AND TO ADVANCE EQUITY IN PROJECT DEVELOPMENT AND
DELIVERY FOR CERTAIN SAN FRANCISCO PROJECTS PROPOSED FOR INCLUSION
IN PLAN BAY AREA 2050

WHEREAS, Every four years, the Metropolitan Transportation Commission and the Association of Bay Area Governments (MTC/ABAG) are required to develop and adopt a Regional Transportation Plan and Sustainable Communities Strategy, called Plan Bay Area or PBA, to guide the region's long-term transportation investments and establish land-use priorities across all nine counties; and

WHEREAS, The next PBA, known as PBA 2050, must establish a strategy to meet the region's greenhouse gas emission reduction targets and accommodate the region's projected household and employment growth through 2050; and

WHEREAS, As Congestion Management Agency (CMAs) for San Francisco, the Transportation Authority is responsible for coordinating with local and regional partner agencies to establish San Francisco's priorities for inclusion in PBA; and

WHEREAS, On July 23, 2019, through Resolution 20-06, the Transportation Authority approved goals to guide San Francisco's work on PBA 2050 (Attachment 1) and throughout the process, staff has worked in close coordination with local transportation agencies and regional transit providers to develop San Francisco's input into PBA 2050; and

WHEREAS, On April 14, 2020, through Resolution 2043, the Transportation Authority approved a draft list of projects from San Francisco to submit to MTC for inclusion in PBA 2050; and

WHEREAS, Consistent with MTC/ABAG guidance, most projects are included in PBA through programmatic categories and typically, projects are only listed as specific named projects when required to do so for air quality conformity purposes (e.g. for major transit or roadway expansion projects); and

WHEREAS, As one part of its process, MTC staff conducted a project



performance assessment on large, regionally transformative projects, defined as projects over \$250 million in capital costs and that increase capacity on the region's transportation system; and

WHEREAS, Among other aspects, the project performance assessment included a cost/benefit analysis and identification of equity challenges defined as projects for which MTC's model shows high- and moderate-income residents receiving more transportation benefits than low-income residents; and

WHEREAS, Based on its project performance assessment, MTC staff identified high-profile, regionally-significant projects that have potential cost-effectiveness and/or equity challenges including the six San Francisco project priorities shown in Attachment 2; and

WHEREAS, As a prerequisite for these projects to seek regional discretionary funds, MTC has requested that each CMA affirm through a board action its commitment to supporting efforts to improve cost-effectiveness and to advance equity in the project development and delivery phases; and

WHEREAS, Transportation Authority staff worked closely with project sponsors including the San Francisco Municipal Transportation Agency, San Francisco Public Works, the Transbay Joint Powers Authority, Caltrain, and MTC to document existing and future efforts to improve cost-effectiveness and to advance equity for the projects as shown in Attachment 2; and

WHEREAS, MTC staff also asked the eight agencies collaborating on the Regional Express Lanes project, which includes the US-101/I-280 Express Lanes and Bus Project, to approve a joint letter making commitments to improve the project's greenhouse gas emission, cost effectiveness, and equity performance (Attachment 3); and

WHEREAS, The Citizens Advisory Committee was briefed at its July 22, 2020 meeting, on the Transportation Authority's commitment to supporting efforts to improve cost-effectiveness and advance equity in project development and delivery for certain San Francisco projects proposed for inclusion in PBA 2050 as described in Attachments 2 and 3; now; therefore, be it



RESOLVED, That the Transportation Authority hereby affirms its commitment to working collaboratively with project sponsors, MTC and other agencies and to supporting efforts to improve cost-effectiveness and to advance equity in project development and delivery for certain San Francisco projects proposed for inclusion in PBA 2050 as described in Attachments 2 and 3; and, be it further

RESOLVED, That the Executive Director is directed to submit this resolution to MTC/ABAG and other interested parties.

Attachments:

- Attachment 1 - San Francisco Goals for PBA 2050
- Attachment 2 - Efforts to Improve Cost Effectiveness and Advance Equity for Certain San Francisco Project Priorities Proposed for PBA 2050
- Attachment 3 - Joint Letter of Project Performance Commitments for the Regional Express Lanes Project



**San Francisco
County Transportation
Authority**

BD071420


RESOLUTION NO. 21-05

The foregoing Resolution was approved and adopted by the San Francisco County Transportation Authority at a regularly scheduled meeting thereof, this 28th day of July, 2020, by the following votes:

Ayes: Commissioners Fewer, Mandelman, Mar, Peskin, Preston, Safai, Stefani, Walton, Yee (9)

Nays: (0)

Absent: Commissioners Haney, Ronen (2)

 8-17-20

Aaron Peskin
Chair

Date



ATTEST:

08/17/2020

Tilly Chang
Executive Director

Date

Attachment 1.
San Francisco Goals for Plan Bay Area (PBA) 2050 (June 20, 2019)

Goals	Notes
1. Ensure that all San Francisco projects and programs that need to be in PBA 2050 in order to advance are included	Projects need to be included in PBA 2050 if they: <ul style="list-style-type: none"> • Need a federal action (e.g. federal environmental approval) or wish to seek state or federal funds before 2025 when the next PBA will be adopted • Trigger federal air quality conformity analysis (e.g. projects that change capacity of transit or major roadways)
2. Advocate strongly for more investment in transit state of good repair to support existing communities and new growth	Coordinate with the “Big 3 Cities” accepting most of the job and housing growth in PBA and regional and local transit operators
3. Advocate for increased shares of existing revenues for San Francisco priorities (partial list at right)	<ul style="list-style-type: none"> • BART Core Capacity • Better Market Street • Blended High Speed Rail/Caltrain service from San Jose to the Transbay Transit Center • Downtown Rail Extension • Geary BRT • Muni fleet and facilities expansion • Muni Forward • Vision Zero (support eligibility for MTC fund programs) • Placeholders for transit expansion planning (e.g. west side rail, 19th Avenue/M-Line, Central Subway extension, etc.)
4. Advocate for new revenues for transportation and housing, and continue advocacy for San Francisco priorities in new expenditure plans	<ul style="list-style-type: none"> • Regional transportation measure(s) • Regional housing measure(s) • State road user charge (monitor pilots) • Federal surface transportation bill
5. Support performance-based decision-making	<ul style="list-style-type: none"> • Support transparent reporting on strategy and project performance evaluation metrics, including impact on vehicles miles travelled • Continue advocating for a better way of capturing of transit crowding in PBA evaluation, key to transit core capacity issues • Advocate for discretionary funds for high-performing and regionally significant San Francisco projects
6. Support coordinated transportation and land use planning	<ul style="list-style-type: none"> • Advocate for regional policies to support jurisdictions accepting their fair share of housing and employment growth, especially in areas with existing or planned transit service to support new growth • Advocate for more funds to support Priority Development Area planning

Attachment 1.
San Francisco Goals for Plan Bay Area (PBA) 2050 (June 20, 2019)

Goals	Notes
	<ul style="list-style-type: none"> • Support update to the Regional Transit Expansion Policy to reflect appropriate land use requirements as a prerequisite for regional endorsement and investment
7. Focus on equity	<ul style="list-style-type: none"> • Access to transportation – Late Night Transportation Study, Prosperity Plan • Affordability – MTC Means-Based Pilot, BART university pass/discount • Communities of Concern – Continue Community Based Transportation Planning grant program, more funds for Lifeline Transportation Program • Housing/Displacement – Work with the Board, Mayor, SF agencies, etc. to develop recommendations for planning, production, and preservation of affordable housing and to prevent/mitigate displacement • Vision Zero – SFTP 2040 demonstrated that communities of concern experience disproportionately high rates of pedestrian and bike injuries. Continue to advocate for regional Vision Zero policies and investments.
8. Support comprehensive, multimodal planning for the region's network of carpool and express lanes	Develop a regional carpool/express lane vision that includes regional/local express transit service
9. Continue to show leadership in evaluating and planning for emerging mobility solutions and technologies	To the extent PBA 2050 addresses this topic, provide input to shape and lead on regional policy on emerging mobility services and technologies, including shared mobility and autonomous vehicles
10. Provide San Francisco input to shape and lead on other regional policy topics	<ul style="list-style-type: none"> • Sea level rise/adaption • Economic performance and access to jobs

**Attachment 2 – Efforts to Improve Cost-Effectiveness and Advance Equity
For Certain San Francisco Project Priorities Proposed for PBA 2050**

Project	PBA 2050 Project Flags	Efforts to Improve Cost Effectiveness and Advance Equity	Next Steps	Supports Regional Strategies
Downtown Caltrain Extension (DTX)	Low benefit/cost score	California High Speed Rail (HSR) interregional benefits not included in scoring	Continue working with regional and state partners on HSR	<ul style="list-style-type: none"> • Make strategic modernization & expansion investments in public transit • Extend the regional rail network • Build a new Transbay rail crossing
		Caltrain's Enhanced Service Growth plan provides more service to support the DTX and reduces crowding	Support Caltrain's Enhanced Growth plan in PBA 2050 along with the DTX	
		Connection to a potential second transbay tube improves score	Support regional planning for a second transbay tube	
		The Downtown Extension Project Expert Panel made a series of recommendations to improve the project and project delivery. The DTX MOU partners have committed to examining the project's cost-effectiveness consistent with that report, including considering cost reduction, phasing and project delivery strategies and strengthening funding plans to identify an initial operating segment that can be constructed in the next 10-12 years.	All of the DTX MOU have committed to continue to support improvements to improve project benefits and reduce cost.	
	Equity challenge	Caltrain is participating in the Regional Means-Based Fare Program Pilot to provide a 50% discount to low-income transit riders (as approved by the PCJPB)	Support the Regional Pilot and the advancement of other recommendations from Caltrain's Equity Analysis	
Treasure Island Tolling and Mobility Program	Increases travel costs for lower income residents	In December 2019, the TIMMA Board approved a toll exemption for disproportionately low-income current Treasure Island residents	Continue seeking program funding to offset toll rates for all users. Significant local (developer fees, etc), state (AHSC), and federal (ATCMTD) funding has been committed to the program.	<ul style="list-style-type: none"> • Enable seamless mobility with unified trip planning and fare programs • Reform regional transit fare policy • Implement per-mile tolling on congested freeways with transit alternatives
		The SFMTA has the most robust means-based transit fare pass programs in the region, and is participating in MTC's regional means-based pilot program	SFMTA's transit fare programs are in the agency's adopted budgets	

**Attachment 2 – Efforts to Improve Cost-Effectiveness and Advance Equity
For Certain San Francisco Project Priorities Proposed for PBA 2050**

Project	PBA 2050 Project Flags	Efforts to Improve Cost Effectiveness and Advance Equity	Next Steps	Supports Regional Strategies
	Equity challenge	An affordability program will include subsidized multi-operator transit passes and discounts to services such as car and bike share for low-income residents	Continue planning, anticipating final program adoption in late 2020	<ul style="list-style-type: none"> • Build a complete streets network • Advance regional Vision Zero policy • Advance low-cost transit projects • Make strategic modernization & expansion investments for public transit
Downtown Congestion Pricing Program	Increases travel costs for lower income residents	One of the goals of the current study is to advance equity by improving health and transportation access for disadvantaged communities. The current study's metrics to evaluate the equity performance of program alternatives include travel costs, with the target of maintaining travel costs as a percent of household income for low-income households.	Continue the Downtown Congestion Pricing Study, with additional outreach to traditionally under-represented communities. The SFCTA's study is scheduled to be completed in early 2021.	<ul style="list-style-type: none"> • Implement per-mile tolling on congested freeways with transit alternatives • Build a complete streets network • Advance regional Vision Zero policy • Make strategic modernization & expansion investments for public transit
		The SFMTA has the most robust means-based transit fare pass programs in the region, and is participating in MTC's regional means-based pilot program	SFMTA's transit fare programs are in the agency's adopted budgets	
	Equity challenge	The current study's metrics to evaluate the equity performance of program alternatives include several metrics to ensure program benefits are focused on low-income travelers and Communities of Concern.	Continue the Downtown Congestion Pricing Study, with additional outreach to traditionally under-represented communities. The SFCTA's study is scheduled to be completed in early 2021.	

**Attachment 2 – Efforts to Improve Cost-Effectiveness and Advance Equity
For Certain San Francisco Project Priorities Proposed for PBA 2050**

Project	PBA 2050 Project Flags	Efforts to Improve Cost Effectiveness and Advance Equity	Next Steps	Supports Regional Strategies
Regional Express Lanes and Bus Program, SF Link <i>See Attachment 3 for Joint Letter of Project Performance Commitments for the Regional Express Lanes Project which will include the San Francisco Link.</i>	Low benefit/cost score	The Transportation Authority is only considering lane conversions, not expansions, for our express lanes facility, specifically, a “bus on shoulder” and “take a lane” option for the northbound and southbound directions, respectively. Project studies are also looking at other strategies to decrease implementation and operating costs.	MTC recommends that PBA 2050 include a Bay Area Express Lanes project definition which includes the SF link. Depending on how the draft performs with respect to GHG emissions, MTC may revise the project definition to exclude segments outside of SF that aren’t lane conversions.	<ul style="list-style-type: none"> • Implement per-mile tolling on congested freeways with transit alternatives • Advance low-cost transit projects • Make strategic modernization & expansion investments for public transit • Build carpool lanes & address interchange bottlenecks • Advance regional Vision Zero policy
	Increases travel costs for lower income residents	The SFCTA remains committed to including local Muni express bus service as part of the US-101/I-280 Express Lanes and Bus Project, and have included increased service in the project definition currently under environmental review.	Transportation Authority Board requested staff conduct a project Equity Study which will engage adjacent neighborhoods and vulnerable communities to help design project pricing features and policies to ensure equitable outcomes	
		The SFMTA has the most robust means-based transit fare pass programs in the region, and is participating in MTC’s regional means-based pilot program. The SFCTA also supports the development of integrated transit fare payment platforms needed to implement affordability policies and provide incentives for using transit, ridesharing, and first/last mile services.	SFMTA’s transit fare programs are in the agency’s adopted budgets.	

**Attachment 2 – Efforts to Improve Cost-Effectiveness and Advance Equity
For Certain San Francisco Project Priorities Proposed for PBA 2050**

Project	PBA 2050 Project Flags	Efforts to Improve Cost Effectiveness and Advance Equity	Next Steps	Supports Regional Strategies
	Equity challenge	SFMTA considers this project to be an Equity Strategy priority, as they have identified an existing equity gap for the 8X and 14X Muni bus lines due to unreliable bus performance in this highly congested corridor	Increased service on the Muni 14X and 8X routes, which currently use the facility, and as well as the future Hunters Point and Candlestick Point express routes would benefit transit users in the numerous communities of concern in southeast San Francisco, whose residents tend to be lower-income than the city's population overall.	
		The SFCTA participates in the regional working group for the Bay Area Express Lanes Network, which recognizes that equity is a key issue for the network.	The working group is supportive of means-based tolling as one of various strategies in PBA 2050 that could address equity. In the near-term the working group supports a BAIFA-led pilot of means-based tolling. The working group is also identifying how the network can best support existing and potential future public transit services, including a regional express bus network and complementary transit that serves low income travelers. Other equity strategies the working group is exploring include targeted incentives (e.g. toll credit for transit use), active mobility projects/programs, and job access improvements for communities of concern.	

**Attachment 2 – Efforts to Improve Cost-Effectiveness and Advance Equity
For Certain San Francisco Project Priorities Proposed for PBA 2050**

Project	PBA 2050 Project Flags	Efforts to Improve Cost Effectiveness and Advance Equity	Next Steps	Supports Regional Strategies
Geary Boulevard Transportation Improvements	Equity challenge	The Muni Equity Strategy identifies the 38/38R (Geary) route as an Equity line, serving a neighborhood with high percentages of households with low incomes and people of color.	Support the SFMTA's Muni Service Equity Strategy, an ongoing effort to improve service performance in eight Equity Strategy neighborhoods.	<ul style="list-style-type: none"> • Build a complete streets network • Advance regional Vision Zero policy through street design and reduced speeds • Advance low-cost transit projects • Build a next generation bus rapid transit network • Make strategic modernization & expansion investments for public transit
		The SFMTA has the most robust means-based transit fare pass programs in the region, and is participating in MTC's regional means-based pilot program	SFMTA's transit fare programs are in the agency's adopted budgets	
Better Market Street	Project not assessed but flagged for high cost	<p>Better Market Street is a pre-eminent example of how to build a complete street that prioritizes the movement of people over the movement of vehicles, with the goal of achieving zero traffic fatalities along the facility. It is a multi-agency project to transform 2.2 miles of Market Street by enhancing safety and accessibility, improving transit reliability, replacing aging infrastructure, and revitalizing the corridor's streetscape.</p> <p>SFMTA and SF Public Works are the lead agencies on this project, and are currently analyzing the benefits of the Market Street Quick Build / Car-free Market, and are evaluating the first phase of Better Market Street. The agencies also plan to revise the project's budget and scope following this assessment, including value engineering and phasing recommendations.</p>	The Transportation Authority is a funding partner for this project, and will continue to work with SFMTA and SF Public Works to improve the project's benefits while decreasing costs.	<ul style="list-style-type: none"> • Build a complete streets network • Advance regional Vision Zero policy through street design and reduced speeds • Make strategic modernization & expansion investments for public transit • Increase existing rail capacity and frequency by modernizing the network

Attachment 3 - Joint Letter of Project Performance
Commitments for the Regional Express Lanes Project

August 1, 2020

Therese W. McMillan
Executive Director
Metropolitan Transportation Commission
375 Beale Street Suite 700
San Francisco, CA 94105

RE: Bay Area Express Lanes Project Performance in Plan Bay Area 2050

Dear Ms. McMillan:

This letter is in response to the Plan Bay Area 2050 Project Performance Assessment (PPA) findings for the Regional Express Lanes Network. The PPA indicated a few performance shortcomings for the Regional Express Lanes Network, including underperforming benefit-cost ratios, equity and GHG scores. We are writing to convey the regional plan to address these underperformance issues.

For the last year, a working group consisting of Bay Area Express Lanes partners has met to develop an Express Lanes Strategic Plan. This group is collaborating to shape the future of the Express Lanes Network, consistent with the vision and goals of Plan Bay Area 2050. We believe it shows promising benefits if integrated cost-effectively with transit, affordability, and other Plan Bay Area programs. The working group recently developed network scenarios that integrate Plan Bay Area goals and presented them to the MTC Operations Committee in May for Commissioner feedback. Having implemented the recommended changes and presented to the MTC Operations Committee in June, the working group will soon submit a revised Regional Express Lane Network for inclusion into Plan Bay Area 2050.

This letter demonstrates the working group's commitment to improving the network's cost effectiveness, equity and GHG reduction performance while meeting Federal and State operational requirements by: prioritizing segments that support transit/carpooling and provide seamless travel, incorporating projects that utilize conversion of existing right of way over expansion where possible, committing to a means-based toll discount pilot, and implementing public engagement best practices. In addition to revising the Network for Plan Bay Area 2050, the group plans to develop a series of white papers over the summer of 2020 to inform policies and future project development. The outcomes of these white papers along with the revised Regional Express Lanes Network will be documented in a final Regional Express Lanes Strategic Plan at the end of 2020. Some highlights of work to date and upcoming work include:

Increasing Benefits; Decreasing Costs

The working group is revising the Regional Express Lanes Network to reflect:

- Segments that can more realistically be built in the next 15 years as well as the next 30 years based on available funds, including local funding commitments to project development and construction, and financing. For example, the costly 580/680 and 680/80 direct connectors most likely will not fit within the funding envelope for this period.
- Segments that support existing and potential future public transit services that advance the equity and GHG goals outlined in the Strategic Plan.

Attachment 3 - Joint Letter of Project Performance Commitments for the Regional Express Lanes Project

- Prioritization of HOV lane and general-purpose lane conversions (pending changes in legislation and traffic impact analysis) over construction of new lanes to reduce per-mile capital cost and the risk of induced demand/GHG. For example, Ala-580, SF-101/280, SCL 680/280 and SM-101 will evaluate take-a-lane and/or shoulder lane strategies as potential alternatives during the environmental process to evaluate impacts on GHG emissions and operations. Where new lanes are added, it may be possible to use paved right of way to reduce costs.

Local Funding

Express lanes bring considerable resources to the table to fund their construction, operations and maintenance. This sets them apart from other transportation management strategies.

- The express lanes operating and maintenance costs are covered by express lanes toll revenue and require no regional funds to keep the express lanes in a state of good repair.
- There is \$300 million in capital funding set aside for the express lanes network in Regional Measure 3. MTC is proposing a framework for local RM3 express lane funding to leverage state and federal funding to the greatest extent possible.
- The county transportation agencies plan to leverage over \$80 million in local funds to build the Regional Express Lanes Network.
- Express lane toll revenue can be used to finance the buildout of the network. The financial analysis used in Plan Bay Area 2040 demonstrated the ability to finance up to 60% of the total capital cost. In addition, several projects already in operation and under construction have financed a share of their capital costs with future toll revenue.

Green House Gas

To decrease GHG emissions, the working group is focusing on projects and programs that increase mode shift and average vehicle occupancy, including:

- Focusing on early delivery of projects with a high potential for express bus ridership and identifying policies that support future express bus service.
- Exploring the use of express lane revenues to support investments in express buses, mobility hubs and other investments to increase bus ridership and carpooling.
- Prioritizing projects that convert existing travel lanes (general-purpose and HOV lanes) to mitigate induced vehicles miles traveled and achieve GHG reduction goals. A white paper will be developed that looks in more detail on the impacts of interregional express lanes segments and dual express lane segments on VMT/GHG.

Equity

The working group recognizes that equity is a key objective for the Express Lanes Network and is supportive of means-based tolling as one of various strategies in Plan Bay Area 2050 that could address equity. In the near-term, the working group supports a BAIFA-led pilot of means-based tolling on BAIFA's express lanes. At the same time, San Mateo and SFCTA are undertaking studies to better understand and advance equity. These studies may result in additional pilots that complement BAIFA's pilot.

Attachment 3 - Joint Letter of Project Performance
Commitments for the Regional Express Lanes Project

Plan Bay Area Concepts

In addition, the express lane partner agencies support high-performing policies and projects in the Plan Bay Area 2050 Draft Blueprint:

- Eventual transition to congestion pricing on all freeway lanes in corridors with robust transit options. Express lanes can be a stepping stone to more extensive congestion pricing strategies. Prior to such implementation, further investigation is needed to better understand how congestion pricing on freeways may be implemented and the potential impacts on express lane operations as well as local roadways and transit.
- Lowering the speed limit to 55 miles per hour on freeways to improve safety. During congested periods the general-purpose lanes typically flow well below that speed, and so the express lanes could still offer a travel time and reliability advantage.
- Expansion of local bus services and non-motorized modes that serve shorter trips of all types and thus complement express lanes and express bus service, which tend to serve longer, largely commute trips.
- Integrated transit fares and payment platforms, which can help implement affordability policies and provide incentives for using transit, ridesharing and first and last mile services.

As a region, we are committed to implementing an Express Lane Network that serves the community and the surrounding environment equitably, cost-effectively and sustainably in order to advance the goals of Plan Bay Area 2050. We look forward to hearing your thoughts and discussing this further. If you have any questions about this format, please contact Jim Macrae at jmacrae@bayareametro.gov.

Sincerely,

ALAMEDA COUNTY TRANSPORTATION
COMMISSION

BAY AREA INFRASTRUCTURE FINANCE AUTHORITY

Tess Lengyel, Executive Director

Andrew B. Fremier, Deputy Executive Director,
Operations

Date:

Date:

Attachment 3 - Joint Letter of Project Performance
Commitments for the Regional Express Lanes Project

SAN FRANCISCO COUNTY TRANSPORTATION
AUTHORITY

SAN MATEO CITY/COUNTY ASSOCIATION OF
GOVERNMENTS (C/CAG)

Tilly Chang, Executive Director

Sandy Wong, Executive Director

Date:

Date:

SAN MATEO COUNTY TRANSPORTATION
AUTHORITY

SAN MATEO COUNTY EXPRESS LANES JOINT
POWERS AUTHORITY (SMCEL-JPA)

Jim Hartnett, Executive Director

Jim Hartnett, Executive Council

Date:

Date:

SAN MATEO COUNTY EXPRESS LANES JOINT
POWERS AUTHORITY (SMCEL-JPA)

SANTA CLARA VALLEY TRANSPORTATION
AUTHORITY (VTA)

Sandy Wong, Executive Council

Deborah Dagang, Director of Planning and
Programming

Date:

Date: