



Agenda

COMMUNITY ADVISORY COMMITTEE Meeting Notice

DATE: Wednesday, July 23, 2025, 6:00 p.m.

LOCATION: Hearing Room, Transportation Authority Offices

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MEMBERS: Kat Siegal (Chair), Najuawanda Daniels (Vice Chair), Sara Barz, Phoebe Ford, Zameel Imaduddin, Sean Kim, Jerry Levine, Venecia Margarita, Austin Milford-Rosales, Sharon Ng, and Rachael Ortega

Remote Access to Information and Participation

Members of the public may attend the meeting and provide public comment at the physical meeting location listed above or may join the meeting remotely through the Zoom link provided above.

Members of the public may comment on the meeting during public comment periods in person or remotely. In person public comment will be taken first; remote public comment will be taken after.

Written public comment may be submitted prior to the meeting by emailing the Clerk of the Transportation Authority at clerk@sfcta.org or sending written comments to Clerk of the Transportation Authority, 1455 Market Street, 22nd Floor, San Francisco, CA 94103. Written comments received by 5 p.m. the day before the meeting will be distributed to committee members before the meeting begins.

- 1. Call to Order
- 2. Chair’s Report – **INFORMATION**

Consent Agenda

- 3. Approve the Minutes of the June 25, 2025 Meeting – **ACTION*** **5**
- 4. State and Federal Legislation Update – **INFORMATION*** **19**

End of Consent Agenda

- 5. Reaffirm Support for Senate Bill 63, as Amended; Adopt Principles to Guide Continued Engagement in the Development of a 2026 Regional Transportation Funding Measure; and Recommend San Francisco’s Participation in the Regional Measure at a 1.0 Percent Sales Tax Rate – **INFORMATION*** **25**
- 6. Budget and Legislative Analyst’s Economic Costs and Fiscal Impacts of Traffic Collisions in San Francisco Policy Report – **INFORMATION*** **49**
- 7. Downtown Travel Study – **INFORMATION*** **67**

Other Items

- 8. Introduction of New Items – **INFORMATION**
During this segment of the meeting, Commissioners may make comments on items not specifically listed above or introduce or request items for future consideration.
- 9. Public Comment
- 10. Adjournment

*Additional Materials

Next Meeting: September 3, 2025

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San Francisco
County Transportation
Authority



DRAFT MINUTES

Community Advisory Committee

Wednesday, June 25, 2025

1. Committee Meeting Call to Order

Chair Siegal called the meeting to order at 6:02 p.m.

CAC members present at Roll: Zameel Imaduddin, Sean Kim, Jerry Levine, Austin Milford-Rosales, Sharon Ng, Rachael Ortega, and Kat Siegal (7)

CAC Members Absent at Roll: Sara Barz, Najuawanda Daniels, Phoebe Ford (entered during Item 7), and Venecia Margarita (entered during Item 7) (4)

2. Chair's Report - INFORMATION

Chair Siegal reported that the Transportation Authority was hosting a virtual Town Hall on June 26, 2025 for the District 4 Community Shuttle Study. As background, she stated that the 2021 District 4 Mobility Study identified a community shuttle as a priority due to high drive-alone rates and low transit usage. She continued to say that staff had developed a business plan for an on-demand shuttle service, detailing service models, operational needs, costs, and funding and was seeking feedback from the community.

Chair Siegal stated that the Brotherhood Way Safety and Circulation Plan aimed to improve safety, circulation, and neighborhood connectivity along Brotherhood Way and Alemany Boulevard. She stated that the study team planned to host three online town halls on July 9, 10, and 17 in English, Spanish, and Cantonese, respectively, and a multilingual in-person town hall on July 15. She said these meetings would review community priorities from earlier engagement, present potential solutions for identified challenges, and collect input on three sketch alternatives. She added that a survey would be released on July 9 to gather further feedback.

Chair Siegal reported that Metropolitan Transportation Commission (MTC), BART, and Muni had partnered this month to test new wayfinding signage at the Powell Muni/BART Station and Hallidie Plaza. She said the pilot was part of MTC's Regional Mapping and Wayfinding Project under the Transit Transformation Plan, which sought to create clearer, more consistent signage across the Bay Area, especially at multi-operator hubs. She stated that MTC sought user feedback to help refine regional signage and wayfinding standards and that the public could provide feedback via a survey on MTC's website.

There was no public comment.

Consent Agenda

3. Approve the Minutes of the May 28, 2025 Meeting - ACTION



4. **Adopt a Motion of Support to Award Contracts to Five Shortlisted Consultant Teams for a Three-Year Period, with an Option to Extend for Two Additional One-Year Periods, for a Combined Amount Not to Exceed \$600,000 for On-Call Strategic Communications, Media and Community Relations Services and Authorize the Executive Director to Negotiate Contract Payment Terms and Non-Material Contracts Terms and Conditions – ACTION**

Shortlisted Teams: Civic Edge Consulting, Contigo Communications, DKS Associates, InterEthnica, Inc., and Kearns & West, Inc.

5. **Adopt a Motion of Support to Approve Revised Debt Policy and Ratify Investment Policy – ACTION**

6. **State and Federal Legislation Update - INFORMATION**

There was no public comment on the Consent Agenda.

Member Ortega moved to approve the item, seconded by Member Milford-Rosales.

The Consent Agenda was approved by the following vote:

Ayes: CAC Members Imaduddin, Levine, Kim, Milford-Rosales, Ng, Ortega, and Siegal (7)

Absent: CAC Members Barz, Daniels, Ford, and Margarita (4)

End of Consent Agenda

7. **Adopt a Motion of Support to Approve the Fiscal Year 2025/26 Transportation Fund for Clean Air Program of Projects, Totaling \$723,264, with Conditions – ACTION**

Mike Pickford, Senior Transportation Planner, presented the item per the staff memorandum.

Member Kim asked regarding the Short-Term Bike Parking project what percentage of racks were installed on sidewalks versus in bike corrals on the street and how many vehicle parking spaces would be reduced. He said that local businesses were concerned about parking loss.

Mr. Pickford responded that staff would follow up with SFMTA to get specific data, but that the vast majority of racks were installed on sidewalks. He also said that the scope for the application said that bike corrals would be installed in daylight areas at intersections where vehicle parking was no longer allowed.

Member Ng asked what the process was like for requesting bike racks and whether someone could request one anywhere in the city, including in front of a house or business. She said that while someone who might want to request a rack at a particular location, nearby property and business owners may have concerns about installing a bike rack especially if it were to replace car parking. She said that this was a concern in Chinatown.

Mr. Pickford responded that it was possible to request a rack in a residential area, but that SFMTA had focused most installations in commercial corridors. He said that staff would follow up with SFMTA to understand specifically how they evaluate requests



where there may be concerns or opposition to installation of the bike rack.

Member Ortega said that the Emergency Ride Home program did not capture all cases, for example because only people who worked in San Francisco were eligible, not those who lived in San Francisco and worked in a different county.

Henna Trewn, Clean Transportation Program Manager with the San Francisco Environment Department (SFE), responded that many counties have their own emergency ride home programs and that SFE undertook efforts to share information about those programs on its website.

Member Ortega said that she had not seen information about other counties' programs on the SFE website and asked that the information be displayed clearly.

Ms. Trewn agreed that the program had a lot of rules and constraints and that SFE should ensure that information was provided clearly and explicitly wherever possible.

Member Immaduddin asked why Uber and Lyft rides were not eligible for reimbursement from Emergency Ride Home.

Mr. Pickford said that the Transportation Authority Board had voted to exclude ride hail companies. Ms. Lombardo added that Board members had indicated that their intent to support the taxi industry, which was struggling.

Member Ford said that she had tried to use the Emergency Ride Home program and found it very difficult to use citing an example where she was asked to provide evidence that she had been in the office on the day for which she was seeking reimbursement of an emergency ride home. Member Ford said that it sounded nice, but asked, given that it was hard to use, whether it made more sense to discontinue the program and use the funds for something else with a bigger impact.

Vice Chair Daniels asked for lists of locations where Short-Term Bike Parking racks and Treasure Island bike share stations would be installed.

Mr. Pickford stated that SFMTA routinely provided locations of racks installed as part of grant reporting after they were installed and said that lists of previous locations could be provided. Suany Chough, Assistant Deputy Director for Planning, explained that the Treasure Island bike share project would include reaching out to the community for input on the exact locations of bike share stations.

Vice Chair Daniels said that response answered her question about where community input fit in.

Chair Siegal requested usage statistics for the Emergency Ride Home program over time, including whether usage was increasing or decreasing. She said that she liked the idea of the program, but had heard that it was difficult to use and that she was interested in how it had been used.

Ms. Lombardo stated that staff could share CAC feedback with the Air District, as well, to ask if they could provide additional flexibility for a program that has been funded for multiple years and met the cost effectiveness threshold.

Ms. Trewn said that SFE was already pulling statistics together. She noted that they were open to hearing suggestions for improving the Emergency Ride Home program.

During public comment, Edward Mason asked why the Department of the



Environment administered the Emergency Ride Home Program, as similar programs were administered by transit agencies in other counties. He said that he wanted to know how successful it was. He remarked that the program materials stated that the program was advertised in Muni buses, but he had never seen an ad in a bus.

Member Imaduddin moved to approve the item, seconded by Member Ng.

The item was approved by the following vote:

Ayes: CAC Members Daniels, Ford, Imaduddin, Levine, Kim, Milford-Rosales, Ng, Ortega, and Siegal (9)

Absent: CAC Members Barz and Margarita (2)

8. Adopt a Motion of Support to Adopt the Walter U Lum Place Public Space Study Final Report – ACTION

Member Ng recused herself from the item, given a conflict of interest.

Alex Pan, Transportation Planner, presented the item per the staff memorandum.

Member Kim confirmed that the recommendation aligned most closely with concept 2 in the packet, which he opined was a good choice. He shared concerns about a design in District 1 when cars parked or broke down, it sometimes caused major problems. He added that concept 2 seemed more practical for small business owners but emphasized the community's perspective was most important.

There was no public comment.

Member Kim moved to approve the item, seconded by Member Milford-Rosales.

The item was approved by the following vote:

Ayes: CAC Members Daniels, Ford, Imaduddin, Levine, Kim, Milford-Rosales, Ortega, and Siegal (8)

Absent: CAC Members Barz and Margarita (2)

Recused: CAC Member Ng (1)

9. Adopt a Motion of Support to Approve a Two-Year Professional Services Contract with SITELAB urban studio in an Amount Not to Exceed \$1,100,000 for Consultant Services for the Geary-Filmore Underpass Community Planning Study – ACTION

Aliza Paz, Principal Transportation Planner, presented the item per the staff memorandum.

Member Ortega expressed concern about risks associated with the federal grant and asked what would happen if the government withdrew the grant.

Mx. Paz replied that the Transportation Authority had just begun work and had not spent much of the money yet and that they were watching the funds carefully and hoped to keep them and complete the project. They added that no alternative fund sources had been identified, but if the team needed to look for other source, they would explore other options and work through them.

Member Ortega asked what would happen if the funds were to fall through after a



contract was awarded.

Rachel Hiatt, Deputy Director for Planning, replied that the agency's contracts included a clause allowing termination under certain circumstances. She said this clause would apply if the funding supporting the contract was not received, resulting in contract termination.

Member Ford asked what the end-of-life timeline was for the existing infrastructure and where funding would come from to implement any plan, emphasizing that this massive project was unlikely to receive another similar federal grant. She also asked what the technical role of a transportation or land use expert was in a planning contract.

Mx. Paz stated they did not have an answer for Member Ford's end-of-life timeline question. They said it was something the Transportation Authority would look into as part of their study and explained that the final report would include an implementation plan that broke down the recommendations into phases or sizable chunks that would be easier to fund versus a single, very expensive project. They added that funding could come from local, state, regional, and/or federal opportunities and that developing a funding strategy was part of their work as they finalized recommendations.

Mx. Paz then explained that technical transportation and land use roles included tasks such as conducting traffic simulation modeling to evaluate how roadway changes impacted congestion and circulation, examining infrastructure factors, including geotechnical conditions and utilities, to determine whether structures like parks or housing could be safely supported on existing overpasses. They highlighted the importance of ensuring that recommendations were feasible and implementable to avoid unsafe or impractical outcomes.

Member Kim asked how the project related to housing and housing needs. He asked if housing could be considered within the covered area and in areas above it. He also inquired about the scope of the project, including whether underpasses would remain and whether the cover would be extended or fully connected.

Mx. Paz stated that the Transportation Authority did not have a recommendation for the Geary underpass and instead aimed to gather community input on what was needed. They explained that multiple design approaches were possible and added that they would ensure that concepts advanced would not preclude a potential future Geary/19th rail project. They emphasized that the land use component of the project would consider housing and other land uses based on community input.

Member Kim agreed that community input was important. He stressed that the area was a critical passage to District 1 from downtown and expressed a desire for the project team to be mindful of potential impacts on transit times such as the 38R.

Mx. Paz stated that the team would conduct broad outreach to gather input, and they would also assess how alternatives impacted travel along the Geary corridor. They said that the analysis would extend beyond a few blocks and consider connections between downtown and the Richmond.

Vice Chair Daniels expressed appreciation for the Transportation Authority's work. She explained that urban renewal in the 1950s caused significant displacement in Black



neighborhoods like the Western Addition and the Fillmore. She said that although it took a long time, she felt excited that San Francisco was finally addressing and reconciling these past wrongs.

Chair Siegal expressed excitement about the project. She asked how the project administrators would identify individuals who were directly displaced or their relatives. She asked whether the project included an explicit goal to provide these people an opportunity to return.

Mx. Paz explained that outreach efforts centered on forming a Community Council composed of representatives from Black, Japanese, and Jewish communities affected by the 1950's urban renewal project that widened Geary into an expressway. They said the council members were selected through an application process and tasked with engaging their communities by recruiting, hosting events, and promoting the initiative. They emphasized the goal of achieving diversity in the council, including representation of various demographics, transportation needs, and travel methods, to ensure broad representation throughout planning and that the Transportation Authority planned broader outreach to include residents and visitors, aiming to encourage widespread participation.

Chair Siegal asked if efforts would also include recruiting individuals who were displaced to other parts of the Bay Area.

Mx. Paz stated they were not directly involved but knew of Community-Based Organizations (CBOs) in the Fillmore and Japantown areas that focused on gathering stories and identifying people. They said the outreach would involve working with those CBOs to encourage participation and that the study's land use component would examine policies addressing anti-displacement and sustainable housing.

There was no public comment.

Vice Chair Daniels moved to approve the item, seconded by Member Levine.

The item was approved by the following vote:

Ayes: CAC Members Daniels, Ford, Imaduddin, Levine, Kim, Milford-Rosales, Ng, Ortega, and Siegal (9)

Absent: CAC Members Barz and Margarita (2)

10. Adopt a Motion of Support to Allocate \$2,441,000 and Appropriate \$100,000 in Prop L Funds, with Conditions, and Allocate \$2,360,572 in Prop AA Funds, with Conditions, for Six Requests – ACTION

Amelia Walley, Senior Program Analyst, presented the item per the staff memorandum.

Member Ortega asked why Public Works (SFPW) requested funding from the Transportation Authority.

Maria Lombardo, Chief Deputy Director, answered that it resulted generally from SFPW, like most city agencies, having insufficient resources. She explained that the Prop L Expenditure Plan, for example, was developed in consultation with sponsor agencies in an effort to help address some of the shortfalls and added that the Transportation Authority put the sales tax measure on the ballot and was responsible



for its administration and allocation of funds to various sponsors in keeping with the voter approved measure.

Member Ortega asked how long the repaving process took, citing construction in her neighborhood that seemed to take a long time.

Therese Topacio, Project Manager at SFPW, answered that SFPW typically estimated two years for construction of paving projects and included curb ramps, utility work, and paving. She added that the entire area of the project was not shut down all at once but that locations were closed down as construction was performed at them to minimize disruptions. She noted that the timeline provided included pre-construction activity such as obtaining permits.

Member Ortega expressed surprise at the necessity for SFPW to secure permits to pave and asked what that process entailed.

Anna Laforte, Deputy Director for Policy and Programming, noted that the open for use date listed in the slideshow was inclusive of all locations in the project contract and said that the full construction phase schedule also accounted for contract advertisement.

Member Milford-Rosales commented that he noticed that protected bike lanes were often littered with trash and asked if the new street sweeper would be able to sweep protected bike lanes.

John Leal, SFPW project manager, stated that SFPW had special, smaller sweepers to clean bike lanes and that they were coordinating with SFMTA to procure two more. He added that San Francisco bike lanes were many different widths which made it challenging to clean them.

Member Kim asked how many sidewalk and curb repair locations were in the backlog and how long it would take to clear the existing backlog of locations. He asked what proportion of the backlog locations was damage due to trees as compared to other damage. He commented that the Transportation Authority should consider prioritizing funding repair locations damaged by trees, especially as the Transportation Authority continued to allocate funding to new tree planting.

Joyce Lee-Yip, SFPW Grant Manager, estimated that there were over 600 locations in the backlog and said she would follow up on the breakdown of locations damaged by trees and locations damaged otherwise. She noted that there was a Tree Maintenance Fund that supported repair at locations damaged by trees, but that funding was limited.

Ms. Laforte added that Proposition E, passed in 2016, set aside funding for tree maintenance and sidewalk repair at locations damaged by trees. She stated that the Tree Maintenance Fund had been responsible for funding that type of damage, while the subject project prioritized curb damage.

There was no public comment.

Vice Chair Daniels moved to approve the item, seconded by Member Ford.

The item was approved by the following vote:

Ayes: CAC Members Daniels, Ford, Imaduddin, Levine, Kim, Milford-Rosales, Ng,



Ortega, and Siegal (9)

Absent: CAC Members Barz and Margarita (2)

11. Adopt a Motion of Support to Program \$5,672,505 in TNC Tax Funds to the San Francisco Municipal Transportation Agency for Three Application-Based Residential Traffic Calming Projects, with Conditions – ACTION

Rachel Seiberg, Transportation Planner, presented the item per the staff memorandum and Viktoriya Wise, Director of Streets at the SFMTA, followed with a presentation on the status of the Traffic Calming program.

Vice Chair Daniels commented that waiving the petition requirement seemed like a bad idea and had led to the program being fiscally irresponsible. She asked if that requirement would be reinstated given that the pandemic had ended, to ensure there were guardrails in place.

Ms. Wise replied that the SFMTA would consider reinstating the petition requirement during the traffic calming program pause.

Member Ortega stated that fulfillment of the backlog was a great endeavor but asked if the applications were cross-referenced with the High Injury Network, citing the need to prioritize those locations if full funding could not be secured.

Ms. Wise responded that SFMTA was concerned about the High Injury Network and acknowledged that SFMTA was considering community input moving forward, such as letting community members know that traffic calming was happening by placing fliers on doors.

Member Ortega asked if the grade of streets and ground clearance of vehicles were taken into consideration when designing the measures, noting that her vehicle scraped the road at one particular location on a steep hill.

Damon Curtis, SFMTA Traffic Calming Program Manager, explained that the grade of the street was always considered for implementation of all traffic calming devices. He added that all devices were installed by hand crews using hand tools so there was some variation between locations.

Member Ortega mentioned potential concerns for increasingly raised vehicle heights and asked the SFMTA to consider increasingly taller vehicles, which were dangerous to pedestrians.

Member Milford-Rosales noted that installation of traffic calming measures appeared to be a significant portion of the overall cost and stated that the City of Richmond recently passed a measure to allow community-led installations of traffic calming measures. He asked if SFMTA considered that route, especially given the costs and backlog.

Ms. Wise replied that the idea of community-led installations had been brought to her attention in the past and she stated that community-led installations were not being considered by SFMTA due to safety concerns and concerns about proper device installations. She highlighted the importance of authorized and professionally installed traffic calming devices.

Member Kim asked if the SFMTA had identified other lessons learned and specifically



asked if the SFMTA employed methodology to prioritize specific locations for traffic calming implementation. He also asked if the SFMTA could use data where there was a correlation between delays in traffic calming implementation and an increase in traffic accidents to help prioritize selection of locations for implementation.

Ms. Wise replied that the CAC's feedback regarding project prioritization was important to hear. She added that SFMTA was data-driven, which explained why they established the High Injury Network and devoted significant resources to locations susceptible to crashes.

Mr. Curtis added that speeding had a significant impact on the effect of a crash. He continued that SFMTA had significant data on installations and observed a reduction in speeding and excessive speeding after traffic calming devices were installed.

Mr. Kim asked how SFMTA staff measured speed reductions in residential areas. Mr. Curtis stated that SFMTA contracted the data collection out, and speed tubes were used to measure speed and volume of traffic, saying that these studies typically lasted 48 hours.

Vice Chair Daniels asked why the allocation item (next agenda item) amount differed from the programming item amount.

Ms. Lombardo clarified that programming was setting aside funds, while allocation was approving the funds to be spent and that there was already some TNC money set aside or programmed for traffic calming (i.e., the recommended programming amount would add approximately \$5 million to the already-programmed \$1.2 million).

Chair Seigal asked what the plan was for applications submitted through the Fiscal Year (FY) 2024 and FY 2025 program cycles.

Mr. Curtis replied that the SFMTA planned to consider the best way to move FY24 and FY 2025 applications forward during the pause of the traffic calming program and would consider what criteria would be used and how those criteria would fit into the program going forward. He clarified that applications submitted for the FY 2024 and FY 2025 program cycles were on pause, along with the application based traffic calming program itself, while SFMTA addressed the backlog.

Ms. LaForte added that the Transportation Authority had already allocated over \$4 million to the rolling program and stated that SFMTA began evaluating some of those applications.

Chair Seigal expressed her support for proactive measures and encouraged the SFMTA to be creative in using data to prioritize traffic calming measures. She asked what the costs of a proactive program would look like and where SFMTA would seek funding.

Ms. Wise replied that SFMTA had collected significant data, and she noted telemeter data that could potentially be used in the future, subject to evaluation of the quality and applicability of that data for this purpose. She cited the pause to the traffic calming program as an opportunity to consider use of new data sources for program evaluation and prioritization.

Mr. Curtis said that the SFMTA would look to sister cities like Boston, which had a



completely proactive traffic calming program, for examples when moving the program forward.

Member Ford asked how SFMTA would prioritize projects in the absence of applications.

Ms. Wise responded that a program pause allowed SFMTA to consider questions like Member Ford's.

Member Ford asked how long the pause to the traffic calming program would be.

Ms. Wise said she was not sure on how long the pause would be, but estimated a minimum of one year, while they focused resources on the backlog of existing traffic calming devices.

During public comment, Edward Mason stated that the need for a traffic calming program was an indictment of society and reckless behavior. He expressed his disappointment in spending significant funds to mitigate the poor behavior of a small portion of society.

Member Levine moved to approve the item, seconded by Member Ng.

The item was approved by the following vote:

Ayes: CAC Members Daniels, Ford, Imaduddin, Levine, Kim, Milford-Rosales, Ng, Ortega, and Siegal (9)

Absent: CAC Members Barz and Margarita (2)

12. Adopt a Motion of Support to Allocate \$6,887,505 in TNC Tax Funds, with Conditions, to the San Francisco Municipal Transportation Agency for Three Projects – ACTION

Rachel Seiberg, Transportation Planner, presented the item per the staff memorandum.

There was no public comment.

Member Milford-Rosales moved to approve the item, seconded by Member Kim.

The item was approved by the following vote:

Ayes: CAC Members Ford, Levine, Kim, Milford-Rosales, Ng, Ortega, and Siegal (7)

Nays: CAC Members Daniels and Imaduddin (2)

Absent: CAC Members Barz and Margarita (2)

13. I-280 Southbound Ocean Ave Off-Ramp Improvement Project – INFORMATION

Aliza Paz, Principal Transportation Planner, presented the item per staff memorandum.

Member Ortega expressed concern about the project design, underscoring that the map did not clearly indicate the addition of a second vehicle lane. She stated that although she drove through the intersection before, she was not initially aware of this change and urged staff to clearly highlight it. She acknowledged the spatial constraints of the area and described it as a tight and potentially dangerous location, particularly for cyclists. She said the presence of a new signal at the exit could increase



the risk of bicycle injuries, as users may not be accustomed to the new configuration. She added that if she were biking through the area, it would feel harrowing and stressed the importance of coordinating with Caltrans to ensure ample signage along the exit, though she also expressed skepticism about driver compliance. Member Ortega concluded by stating that not extending the protected bike lane further down Ocean Avenue seemed like a missed opportunity.

Mx. Paz stated that the Transportation Authority worked closely with Caltrans on the project, including ramp signage and signal transition timing. They added that these elements, along with public outreach, were important to ensure people understood how to use the new design and also acknowledged feedback from outreach regarding the need for a longer bike connection and said the team was considering how to address it.

Member Milford-Rosales expressed gratitude to the Transportation Authority for revisiting the exit ramp issue. He referenced Member Ortega's comments and highlighted the lack of connection from the Cayuga Avenue Slow Street to the study location, stressing its importance. He expressed significant concern about the double turn lanes in front of the school, citing a serious crash at a similar intersection two years earlier. He stated there was a pattern of pedestrian fatalities at major transit transfer points with heavy traffic, such as 4th and King and West Portal. He urged that the project prioritize the safety of transit users and school pedestrians and called for reconsideration of the double turn lanes near an unprotected bike lane.

Carl Holmes, Deputy Director for Capital Projects, said he heard comments from CAC members regarding the two-lane right turn. He explained that extensive collaboration occurred with SFMTA and that the right turn angle at the intersection was modified to better accommodate avoiding the light rail tracks in the center of Ocean Avenue. He said the two lanes were intended to provide additional storage to reduce driver 'anxiety' caused by signal changes, address risks associated with traffic backing up on to the freeway mainline, and to enhance safety for pedestrians and bicyclists crossing Ocean Avenue. He added that they considered all these factors and were still awaiting more feedback from SFMTA, SFPW, and Caltrans as the design was finalized.

Member Milford-Rosales thanked staff for the additional context. He said he understood the original pledge to cease double turn lanes was made following the 4th and King accident. He explained there were discussions about removing double turn lanes citywide. He expressed curiosity about how the addition of a new double turn lane was justified given that history. He requested information on whether any work was done to establish sight lines at the turn and underscored the danger for drivers in the outside lane whose view may be blocked by drivers on the inside lane. He asked for more information as the process progressed.

Deputy Director Holmes stated that staff applied feedback from the Geneva project previously presented to the CAC and approved by the Board. He explained that adding storage space was essential to reducing the likelihood of rear-end collisions on the highway and that the primary focus remained on pedestrian and bicycle safety. He added that all factors were being considered and there was confidence in the outcome. He acknowledged the concerns raised and offered to provide additional information as needed.

Mx. Paz stated that during the design process, the team worked closely with the



SFMTA to consider sight lines. They explained that this collaboration had influenced the proposed angle and overall design.

Member Ford raised several concerns about cyclist safety and traffic design near Ocean Avenue. She described the lack of a stoplight at the Ocean Avenue side as confusing and dangerous, especially for cyclists who cannot anticipate signal timing when approaching from 200 yards away. She stated that maintaining momentum is critical for cyclists, particularly those carrying children. She said a protected bike lane could be installed if one of the two car lanes were removed. She opposed the current design, which forced cyclists into unprotected lanes alongside freeway-bound traffic and recommended metering cars at the ramp to create a single lane feeding into Ocean Avenue, noting the street narrowed to one lane just two blocks later. She also criticized the proposed unprotected left turn onto Howth Street, calling it unsafe and impractical for cyclists due to the need to cross four lanes of traffic from a stop. She stated that Holloway Street, three blocks west, was a better east-west cycling route and suggested extending the bike lane toward Harold or Lee instead. She acknowledged the challenge posed by the lack of signals at those intersections.

Mx. Paz stated there were improvements that could be made to the graphics to better convey the recommended design elements. They clarified that the westbound approach on Ocean Avenue would also have a signal and said the team would revise the slide to show the entire intersection as signalized.

Deputy Director Holmes stated the green light for vehicles exiting I-280 would also stop westbound Ocean Avenue traffic, providing a fully controlled signal for both movements.

Mx. Paz explained that the entire intersection would be signalized, including a signal for the westbound movement, which would be coordinated with the eastern signal to prevent backups on Muni tracks. They clarified that a left turn onto Howth was not a proposed connection and that the conflict markings were meant to guide cyclists continuing onto Ocean. They stated that the recommendation aligned with the District 7 Ocean Avenue Mobility Action Plan, which encouraged directing cyclists off Ocean via Lee and onto Holloway for a calmer westbound route. They underscored the plan's proposal for an off-street bike and pedestrian path from Frida Kahlo to at least the northbound on-ramp, with community support for extending it to Cayuga, Alemany, or San Jose. They explained that the wide sidewalk was designed to accommodate this future path and to avoid tearing out recent construction for future projects. They added that the team was seeking to be strategic with construction funding to align with long-term goals. They deferred the question about 'zippering' to Assistant Deputy Director of Capital Projects, Yana Waldman, or Deputy Director Holmes.

Ms. Waldman said the zippering was an interesting idea but stressed the need to keep storage due to heavy freeway traffic. She explained that merging traffic required a longer ramp that wouldn't fit the space because of physical constraints. She added they could discuss the idea with designers to estimate ramp length if metering or zippering were applied before the Ocean on-ramp.

Member Ford said the ramp needed to be larger because fewer cars entered Ocean per minute.

Ms. Waldman explained that making the whole exit smaller reduced car flow and this



caused longer queues extending onto the freeway, which created unsafe conditions. She added that turn pockets were sized to clear expected traffic during a given time.

Mx. Pax explained that the graphic might cause confusion because no second lane was being added to Ocean Avenue. She said that portion of Ocean Avenue already had two lanes, which currently transitioned at the ramp from a single lane to two lanes: one for freeway traffic and one for Ocean Avenue traffic.

There was no public comment.

Other Items

14. Introduction of New Business - INFORMATION

Member Levine said the 47 Van Ness line had been completed some time ago and represented a major project that impacted San Francisco financially, environmentally, and caused significant disruption to businesses along the corridor. He requested comparative performance data now that the line had been in operation for about a year and a half, asking for an SFMTA presentation, a report, and an agenda item for an upcoming meeting. He also made a third request for follow-up statistics and reports on accidents involving bikes, e-bikes, scooters, skateboards, motorcycles, and other battery-powered transportation modes, including data on at-fault responsibility. He emphasized the growing presence of these modes on San Francisco's roads and the urgent need to address their safety impacts.

There was no public comment.

15. Public Comment

There was no public comment.

16. Adjournment

The meeting was adjourned at 9:03 p.m.

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San Francisco
County Transportation
Authority



AGENDA ITEM 4
STATE LEGISLATION - JULY 2025
(Presented to the Board on July 8, 2025)

(Updated July 2, 2025)

To view documents associated with the bill, click the bill number link.

Staff are recommending approval a new support position on Senate Bill (SB) 572 (Gonzalez), as shown in **Table 1** on the following page.

Table 2 provides an update on SB 63 (Wiener, Arreguín), on which the Transportation Authority has a Support position.

Table 3 shows the status of active bills on which the Board has already taken a position or that staff have been monitoring as part of the Watch list.



Table 1. Recommended New Positions

Recommended Positions	Bill # Author	Title and Summary
Support	SB 572 Gonzalez D	<p>Vehicles: advanced driver assistance system: crash reports.</p> <p>Currently the federal government collects crash data for partially and fully automated vehicles. This bill would serve as a backstop to make sure the California Department of Motor Vehicles (DMV) receives crash data from vehicle manufacturers if the current federal reporting requirements are weakened or repealed. It would solely apply to partially automated vehicles (also known as Level 2), since the DMV already independently collects crash data for fully autonomous vehicles (Levels 3-5). Level 2 vehicles are those where the steering and acceleration/deceleration can be automated but require a human driver to monitor the vehicle's operation and be ready to take over control at any time.</p> <p>We recommend supporting the bill as currently drafted to ensure manufacturers continue to report crash data for Level 2 vehicles in California, even if the federal government cancels the existing mandate for them to do so nationally. Additionally, we will reach out to the author to explore whether she would consider a future effort to expand California's data collection requirements for fully autonomous vehicles as well as increase transparency and data sharing with local agencies. We are also providing feedback to the DMV on an ongoing basis as the agency continues to evolve its autonomous vehicle requirements and oversight procedures.</p>



Table 2. Notable Updates on Bills in the 2025-2026 Session

Current Position	Bill # Author	Title and Update
Support	SB 63 Wiener D, Arreguín D	<p>San Francisco Bay area: local revenue measure: transportation funding.</p> <p>The bill passed out of the Senate on June 2 and is scheduled to be heard by the Assembly Transportation Committee on July 7. Following multiple convenings of the five-county SB 63 Working Group, the counties of Alameda, Contra Costa and San Francisco are now finalizing its work product for submittal to the bill authors this month to support their development of a regional revenue measure expenditure plan. The bill authors are expected to release a draft expenditure plan within the next few weeks, and we expect major amendments to be incorporated into the bill over the coming months. We will continue working with the bill authors, other counties, transit operators, and MTC on the development of bill language and will provide regular updates at Board meetings.</p>



Table 3. Bill Status for Positions Taken in the 2025-26 Session

Below are updates for the two-year bills for which the Transportation Authority has taken a position or identified as a bill to watch. Updates to bills since the Board's last state legislative update are italicized.

Adopted Positions / Monitoring Status	Bill # Author	Bill Title and Description	Update to Bill Status ¹ (as of 06/30/2025)
Support	<u>AB 891</u> <u>Zbur D</u>	Quick-Build Pilot Program. Establish a state Quick-Build Pilot Program and commit to funding a minimum of 6 quick-build improvements statewide by the end of 2028.	<i>Senate Transportation</i>
	<u>AB 1085</u> <u>Stefani D</u>	License plates: obstruction or alteration. Prohibits manufacturing and sale of devices that shield license plates from detection.	<i>Senate Appropriations</i>
	<u>AB 1532</u> Communications and Conveyance Committee	Public Utilities Commission. Among other things, extends the expiration date of the TNC Access for All program from 2026 to 2032.	<i>Senate Transportation</i>
	<u>SB 63</u> <u>Wiener D,</u> <u>Arreguín D</u>	San Francisco Bay area: local revenue measure: transportation funding. Authorizes MTC to pursue a regional revenue measure for transit.	<i>Assembly Transportation</i>
	<u>SB 71</u> <u>Wiener D</u>	California Environmental Quality Act: exemptions: environmental leadership transit projects. Makes permanent the existing California Environmental Quality Act (CEQA) exemptions for specified types of sustainable transportation plans and projects.	<i>Assembly Natural Resources</i>



Watch	AB 939 Schultz D	The Safe, Sustainable, Traffic-Reducing Transportation Bond Act of 2026. Places a \$20 billion state transportation bond measure on the November 2026 ballot.	<i>Two-Year Bill</i>
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¹Under this column, “Chaptered” means the bill is now law, “Dead” means the bill is no longer viable this session, and “Enrolled” means it has passed both Houses of the Legislature. Bill status at a House’s “Desk” means it is pending referral to a Committee, and “Two Year Bill” means the bill didn’t meet its statutory deadlines but is eligible to proceed in the second year of the two-year session.

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San Francisco
County Transportation
Authority



Memorandum

AGENDA ITEM 5

DATE: July 18, 2025

TO: Transportation Authority Board

FROM: Maria Lombardo – Chief Deputy Director

SUBJECT: 07/22/2025 Board Meeting: Reaffirm Support for Senate Bill 63, as Amended; Adopt Principles to Guide Continued Engagement in the Development of a 2026 Regional Transportation Funding Measure; and Recommend San Francisco's Participation in the Regional Measure at a 1.0 Percent Sales Tax Rate

RECOMMENDATION ☐ Information ☒ Action

- Reaffirm support for Senate Bill (SB) 63, as amended
- Adopt principles to guide continued engagement in the development of a 2026 regional transportation funding measure
- Recommend San Francisco's participation in the regional measure at a 1.0 percent sales tax rate

SUMMARY

The Bay Area's largest transit operators are confronting significant operating budget shortfalls, generally beginning Fiscal Year (FY) 2026/27. In FY 2026/27, the combined operating deficits of SFMTA, BART, Caltrain, and AC Transit are projected to amount to over \$800 million. In April 2025, the Transportation Authority Board adopted a support position for SB 63, which was introduced by Senators Scott Wiener and Jesse Arreguin. SB 63 would authorize a multi-county regional transportation funding measure for the November 2026 election, for voters to consider approving a sales tax program that would support transit operating needs for a 10-15 year term. The measure's geography and taxation district would include, at minimum, San Francisco, Alameda, and Contra Costa counties; San Mateo and Santa Clara counties have until August 11, 2025, to formally indicate intent to opt-in to the measure.

- ☐ Fund Allocation
- ☐ Fund Programming
- ☒ Policy/Legislation
- ☐ Plan/Study
- ☐ Capital Project Oversight/Delivery
- ☐ Budget/Finance
- ☐ Contract/Agreement
- ☐ Other: _____



We recommend that the Board reaffirm its support for SB 63, as amended, and that the Board recommend San Francisco participate in the measure at a sales tax rate of 1.0 percent. We also recommend that the Board adopt a set of principles to guide San Francisco's continued engagement with the bill authors and with regional stakeholders as the measure is developed. In addition, this memorandum provides an update on prior polling by other agencies, an overview of related technical work, and a summary of other Bay Area transportation agency discussions on this topic. We anticipate the bill authors will propose an expenditure framework to be incorporated into SB 63, ahead of further consideration of the bill by the Legislature later this summer. We are seeking final approval on first appearance, in order to provide timely input to the SB 63 legislative process.

BACKGROUND

Since the onset of the Covid-19 pandemic, San Francisco and the region have been grappling with the challenge of sustaining transit agency operating budgets, as the pandemic eroded fare revenue and also reduced other funding sources such as, in the case of SFMTA, the City's General Fund and parking revenues. Federal Covid relief funds and one-time state funding have helped to bridge the gap and avert large-scale cuts to transit service; however, the remainder of these pandemic-related funds will generally be expended in the current fiscal year, and the "fiscal cliff" will be upon the region starting next fiscal year.

Previous Bill and Regional Process. In 2024, Senators Wiener and Aisha Wahab introduced SB 1031, which contemplated a 9-county regional transportation funding measure to support transit operating needs. However, SB 1031 lacked sufficient regional support to move forward in the Legislature, and in May 2024, the authors suspended the advancement of the bill. Subsequently, at the request of Senator Wiener, the Metropolitan Transportation Commission (MTC) formed and convened a Select Committee to inform the next iteration of potential authorizing legislation for a regional funding measure.

Muni Funding Working Group. Locally, San Francisco has been advancing consideration of a range of strategies to close SFMTA's budget deficit, which is projected to be \$322 million in FY 2026/27. From September 2024 to March 2025, the Controller's Office convened the Muni Funding Working Group (MFWG) to help



address SFMTA's anticipated funding gap. Chair Melgar and Commissioner/President Mandelman represented the Transportation Authority and Board of Supervisors in the MFWG process, and we provided staff support to SFMTA in development of meeting materials. This work assumed that SFMTA would receive funding from a future regional revenue measure.

On July 15, 2025, the Controller's Office released the final report of the MFWG, which outlined six potential packages of revenue generation and cost saving strategies, noting that the MFWG indicated broad support for Package A, which contemplated both a regional ballot measure and a local ballot measure to generate new revenues, along with other strategies. SFMTA staff plan to develop more detailed implementation plans beginning this summer based on the MFWG process. Decisions regarding which approaches will move forward are anticipated as part of SFMTA's FY 2026/27 budget process, which will begin this fall.

DISCUSSION

SB 63 Provisions. This memo recommends that the Board reaffirm its support for SB 63, which has gone through a number of amendments (the most recent of which are dated July 9) since the Board adopted a support position in April 2025. These amendments lowered the maximum amount that may be dedicated to regional rider-focused improvements (as discussed below) and clarified various provisions of the bill, including eligible operators as described below, but otherwise preserved the overall approach to the potential regional measure. The bill passed out of the Senate on June 2, the Assembly Transportation Committee on July 7, and the Assembly Revenue and Taxation Committee on July 14. The bill is expected to be reconsidered by the Assembly Transportation Committee at a later date once bill language is further developed.

If passed and signed into law, SB 63 would establish a Transportation Revenue Measure District (District) to administer regional measure funds, with the MTC acting as the governing body for the District. The formation of the District would allow for the District's governing body to place a measure on the ballots of District counties or for a citizen initiative.

SB 63 identifies SFMTA, BART, Caltrain, SF Bay Ferry (WETA), and various East Bay transit operators as eligible recipients of regional measure funds, and the bill sets aside up to 1.0 percent of funding for the District to administer the measure. SB 63 also identifies up to 5.0 percent of funding for regional rider-focused improvements,



as discussed below. After meeting each participating county's obligations, excess county-level revenues (if any) would be subject to "return-to-county" provisions that allow discretionary county use of these funds for public transportation purposes.

SB 63 contemplates a sales tax rate of 0.5 percent in all participating counties except San Francisco, in which the rate may range from 0.5 to 1.0 percent. Given the scale of San Francisco's need this memo recommends that the Board recommend San Francisco's participation in the regional measure at a sales tax rate of 1.0 percent. For reference, a sales tax of 1.0 percent in San Francisco County would generate around \$235 million per year in FY 2027/28, based on our Prop L Strategic Plan sales tax forecast. No return-to-county funds are anticipated for San Francisco given the large operating deficits projected, particularly for BART and Muni.

Other notable provisions of the bill include:

- Requirement for MTC to conduct a third-party financial efficiency review to identify cost-reduction opportunities for certain recipients of measure funds (i.e., AC Transit, BART, Caltrain, and Muni);
- Requirement for transit operators to comply with MTC regional network management policies and programs as a condition of receiving funds from the measure; and
- Minor changes to Bay Area County Traffic and Transportation Funding Act statute that would allow for the imposition of retail transaction and use taxes in San Francisco in increments of one-eighth cent up to one cent, instead of rates of one-half cent or one cent, subject to voter approval.

Expenditure Framework. Our understanding is that Senators Wiener and Arreguín will put forward their draft proposal for the regional measure expenditure framework in the near future. We anticipate that the expenditure framework will generally consist of percentage shares of revenue to be directed to each eligible operator/use, as well as provisions regarding return-to-county revenues.

At the request of the two authors, staff from the five involved counties, including the Transportation Authority, have worked together to provide technical assistance to the authors, to inform their development of an expenditure framework. This work was undertaken by staff from Contra Costa, Alameda, and San Francisco counties, with staff input from Santa Clara and San Mateo counties. The technical assistance work focused on the development of illustrative options for the attribution of counties' responsibilities for transit agency shortfalls, using a range of data methodologies.



MTC Rider-Focused Improvements Proposal. In June 2025, the MTC endorsed a spending plan, developed at the direction of the SB 63 authors, for the up to 5.0 percent of regional measure revenues to be set aside for initiatives included in the 2021 Bay Area Transit Transformation Action Plan. This rider-focused improvement spending plan assumes an annual funding level of \$45 million, which is roughly equivalent to 5.0 percent of a five-county, half-cent sales tax measure, and proposes investing annually in fare programs such as Clipper START and free/reduced-cost transfers, accessibility initiatives such as cross-jurisdictional paratransit, transit priority, and regional mapping and wayfinding. MTC staff may propose refinements to this spending plan over the coming weeks as the District geography and measure revenue envelope is determined.

Regional Measure Principles for San Francisco. The 2026 regional measure represents a critical opportunity for San Francisco to help address the operating budget shortfalls of the major transit operators serving San Francisco, including SFMTA, BART, Caltrain, and AC Transit.

We recommend that the Board adopt the following principles to guide San Francisco's continued engagement in the development of the regional measure, including as the expenditure framework and legislation are finalized and brought forward:

- *Passable measure* - the measure should be structured to maximize the likelihood of success, including consideration of regional transit affordability and accessibility investments that may build support.
- *Regional Transit Rider Benefits* - the measure's expenditure framework should provide clear benefits to transit riders in the District, through both direct operating support and regional investments for service enhancements and affordability.
- *Sufficient funding for San Francisco's major transit operators* - the regional measure should substantially address the budget shortfalls for major transit operators serving San Francisco, particularly SFMTA and BART, which serve the most riders and face the deepest funding challenges.
- *Efficient and transparent administration* - administrative provisions should enable the efficient allocation of regional measure funds, supported by appropriate and transparent oversight mechanisms.



Other Agencies. Over the course of this month and next month, the governing boards of multiple other Bay Area transportation agencies are considering SB 63 and related issues. Earlier this month, the boards of both the Santa Clara Valley Transportation Authority (VTA) and San Mateo County Transit District (SamTrans) deliberated on funding responsibilities for Caltrain among the 3 member counties of the Caltrain Joint Powers Board (JPB). We appreciate JPB Director Walton's recent letter sharing his perspective on the importance of addressing major operator funding needs through SB 63.

On July 14, the Alameda County Transportation Commission (ACTC) Planning, Policy and Legislation Committee approved forwarding a "support in concept" position for consideration by the full ACTC on July 24. On July 16, the Contra Costa Transportation Authority adopted a "support, if amended" position, with this position reflecting that anticipated forthcoming amendments to the bill will incorporate an expenditure framework. The boards of VTA and SamTrans will each consider SB 63 in early August, including their intent to opt-in to the regional measure prior to the August 11 deadline specified by SB 63.

In the event that that fewer than five counties participate in the measure, other side agreements with non-participating counties would be anticipated to be necessary, in order to comprehensively address funding needs of the major operators identified in SB 63.

Polling. This past January, MTC conducted a poll of likely voters to determine the viability of a range of transportation revenue measures, including a half-cent sales tax across the counties of Alameda, Contra Costa, San Francisco, and San Mateo as well as a variable rate scenario in which San Francisco enacts a seven-eighths cent rate. The polling results demonstrated broad support for transportation improvements. Several agencies have also conducted their own polls in the last year including SamTrans (May-June 2025), VTA (April 2025), Caltrain (January 2025), AC Transit (March 2025), and BART (September 2024), all of which indicated similar levels of support for transportation sales tax measures as MTC's poll.

Next Steps. We anticipate that Senators Wiener and Arreguín will work to refine the SB 63 expenditure framework in the coming weeks, including to reflect forthcoming opt-in/out decisions by San Mateo and Santa Clara counties. We expect that the expenditure framework will be incorporated into a subsequent version of SB 63 for consideration by the Legislature later this summer, and we will keep the Board apprised of these developments.



FINANCIAL IMPACT

The proposed action has no impact on the Transportation Authority's adopted budget. If approved and signed into law, SB 63 would authorize the placement of a regional transportation funding measure on the ballot in designated Bay Area counties in November 2026.

CAC POSITION

Due to the urgency and timeline constraints of the SB 63 legislative process, we are bringing this item directly to the Board on July 22, 2025, for final approval on first appearance. The CAC will be briefed on this item at its July 23, 2025, meeting.

SUPPLEMENTAL MATERIALS

- Attachment 1- SB 63, as amended July 9, 2025

AMENDED IN ASSEMBLY JULY 9, 2025

AMENDED IN SENATE MAY 23, 2025

AMENDED IN SENATE APRIL 29, 2025

AMENDED IN SENATE MARCH 25, 2025

SENATE BILL

No. 63

Introduced by Senators Wiener and Arreguín
 (~~Coauthor: Assembly Member Stefani~~)
 (Coauthors: Assembly Members Haney and Stefani)

January 9, 2025

An act to add Title 7.85 (commencing with Section 67700) to, and to add and repeal Section 66513.5 of, the Government Code, and to amend Section 131102 of the Public Utilities Code, relating to transportation.

LEGISLATIVE COUNSEL'S DIGEST

SB 63, as amended, Wiener. San Francisco Bay area: local revenue measure: transportation funding.

(1) Existing law creates the Metropolitan Transportation Commission as a local area planning agency for the 9-county San Francisco Bay area with comprehensive regional transportation planning and other related responsibilities. Existing law creates various transit districts located in the San Francisco Bay area, with specified powers and duties relating to providing public transit services.

This bill would establish the Transportation Revenue Measure District with jurisdiction extending throughout the boundaries of the Counties of Alameda and Contra Costa and the City and County of San Francisco and would require the district to be governed by the same board that governs the commission, thereby imposing a state-mandated local

program. The bill would authorize a retail transactions and use tax applicable to the entire district to be imposed by the board of the district or by a qualified voter initiative for a duration of 10 to 15 years, inclusive, and generally in an amount of 0.5%, subject to voter approval at the November 3, 2026, statewide general election. After allocations are made for various administrative expenses, the bill would require an unspecified portion of the proceeds of the tax to be allocated by the commission to initiatives included in a specified commission plan and to the Alameda-Contra Costa Transit District, the Peninsula Rail Transit District, *Corridor Joint Powers Board*, commonly known as Caltrain, the San Francisco Bay Area Rapid Transit District, and the San Francisco Municipal Transportation Agency, *and other specified transit agencies* for operating expenses, and would require the remaining proceeds to be subvended directly to the counties comprising the district for public transportation expenses, as prescribed.

By adding to the duties of local officials with respect to elections procedures for this bill on behalf of the district, the bill would impose a state-mandated local program.

(2) Existing law requires the commission to develop regional transit service objectives, develop performance measures of efficiency and effectiveness, specify uniform data requirements to assess public transit service benefits and costs, and formulate procedures for establishing regional transportation priorities in the allocation of funds for transportation purposes.

This bill would require the commission, upon the approval of a measure by the voters of the Transportation Revenue Measure District, to engage in a comprehensive independent third-party financial efficiency review of the ~~above-described transit operators receiving an allocation of the proceeds of the tax from the commission~~ *Alameda-Contra Costa Transit District, Caltrain, the San Francisco Bay Area Rapid Transit District, and the San Francisco Municipal Transportation Agency*, and would require the independent third party contracted by the commission for this purpose to prepare a final report of the review. ~~After a one of these transit operator operators receives the final report, the bill would require the transit operator, as a condition of receiving those funds, to finalize an implementation plan that describes, among other things, efficiency measures the transit operator plans to take and to submit the implementation plan to the commission, as specified. The bill would also require those transit operators, as a~~

condition of receiving those funds, to comply with a maintenance of effort requirement, as specified.

~~The bill would also require those transit operators to comply with other requirements as a condition of receiving those funds, including, among others, a maintenance of effort requirement and a requirement~~ *each transit operator that receives a distribution of funds directly from the commission to comply with the policies and programs adopted by the commission through its Regional Network Management framework, as provided.*

This bill would require the commission to submit a report to the Legislature on or before March 31, 2026, on its forecast of the impacts to ridership ~~on those transit operators~~ *the Alameda-Contra Costa Transit District, Caltrain, the San Francisco Bay Area Rapid Transit District, and the San Francisco Municipal Transportation Agency* from planned transportation projects and strategies included in its adopted regional transportation plan.

By adding to the duties of the commission, the bill would impose a state-mandated local program.

(3) The Bay Area County Traffic and Transportation Funding Act authorizes the formation of county transportation authorities in each of the 9 bay area counties, and provides for the imposition of a retail transaction and use tax of either $\frac{1}{2}$ of 1% or 1%, subject to voter approval, with revenues to be used for various transportation purposes.

This bill would instead provide that a retail transaction and use tax imposed under those provisions in the County of San Mateo or the County of San Francisco may be imposed in $\frac{1}{8}$ of 1% increments up to 1%.

(4) This bill would declare that its provisions are severable.

(5) The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

Vote: majority. Appropriation: no. Fiscal committee: yes.
State-mandated local program: yes.

The people of the State of California do enact as follows:

1 SECTION 1. The Legislature finds and declares all of the
2 following:

3 (a) The San Francisco Bay area needs a world-class, reliable,
4 affordable, efficient, and connected transportation network that
5 meets the needs of bay area residents, businesses, and visitors
6 while also helping combat the climate crisis. The bay area's
7 regional and local public transportation networks are a critical
8 component of the overall transportation network.

9 (b) Public transportation is of regional and local benefit, serving
10 both regional and local trips for residents of all income levels.

11 (c) Preserving, improving, and expanding public transportation
12 to ensure a world-class public transportation network will enhance
13 access to opportunity, lower emissions of greenhouse gases,
14 strengthen the region's economy, support increased housing
15 production, and improve quality of life.

16 (d) To achieve that vision, the San Francisco Bay area needs a
17 public transit network that offers safe, clean, frequent, accessible,
18 easy-to-navigate, and reliable service that gets transit riders where
19 they want and need to go safely, affordably, quickly, and
20 seamlessly. The San Francisco Bay area also needs to prioritize
21 increasing ridership to ensure the region's transit network is
22 sustainable.

23 (e) Regional funding, increased coordination, financial
24 efficiency, and safety, cleanliness, and reliability reforms are
25 urgently needed to both preserve and improve public transportation
26 service.

27 SEC. 2. Section 66513.5 is added to the Government Code, to
28 read:

29 66513.5. (a) The commission shall submit a report to the
30 Legislature on or before March 31, 2026, on its forecast of the
31 impacts to ridership on the Alameda-Contra Costa Transit District,
32 the Peninsula ~~Rail Transit District~~, *Corridor Joint Powers Board*,
33 the San Francisco Bay Area Rapid Transit District, and the San
34 Francisco Municipal Transportation Agency from planned
35 transportation projects and strategies included in its adopted
36 regional transportation plan, with an emphasis on rail connectivity
37 projects that may increase ridership, reduce operating costs, or
38 help with enhanced mobility.

1 (b) (1) A report to be submitted pursuant to subdivision (a)
2 shall be submitted in compliance with Section 9795.

3 (2) Pursuant to Section 10231.5, this section is inoperative on
4 March 31, 2030, and, as of January 1, 2031, is repealed.

5 SEC. 3. Title 7.85 (commencing with Section 67700) is added
6 to the Government Code, to read:

7
8 TITLE 7.85. SAN FRANCISCO BAY AREA REGIONAL
9 TRANSPORTATION FINANCE

10
11 PART 1. FORMATION OF THE TRANSPORTATION
12 REVENUE MEASURE DISTRICT

13
14 CHAPTER 1. GENERAL PROVISIONS

15
16 67700. For purposes of this title, the following definitions
17 apply:

18 (a) “AC Transit” means the Alameda-Contra Costa Transit
19 District.

20 (b) “BART” means the San Francisco Bay Area Rapid Transit
21 District.

22 (c) “Board” means the governing board of the Transportation
23 Revenue Measure District.

24 (d) “Caltrain” means the Peninsula ~~Rail Transit District~~.
25 *Corridor Joint Powers Board*.

26 (e) “Commission” means the Metropolitan Transportation
27 Commission.

28 (f) “District” means the Transportation Revenue Measure
29 District.

30 (g) “Muni” means the San Francisco Municipal Transportation
31 Agency.

32
33 CHAPTER 2. THE TRANSPORTATION REVENUE MEASURE
34 DISTRICT AND GOVERNING BOARD

35
36 67710. (a) The Transportation Revenue Measure District is
37 hereby established with jurisdiction extending throughout the
38 territorial boundaries of the Counties of Alameda and Contra Costa
39 and the City and County of San Francisco.

(b) The district shall be governed by the same board that governs the commission. The district shall be a separate legal entity from the commission.

(c) The formation and jurisdictional boundaries of the district are not subject to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Division 3 (commencing with Section 56000) of Title 5).

(d) The district shall be staffed by the existing staff of the commission or any successor agency, with the understanding that additional staff may be needed to administer the requirements of this title.

67711. (a) It is the intent of the Legislature to afford the Counties of San Mateo and Santa Clara the opportunity to opt into the district by August 11, 2025. The opt-in of one or both of these counties into the district would entail the entirety of one or both of these counties, respectively, being included within the geography of the district.

(b) It is the preference of the Legislature for the County of San Mateo to opt into the district.

PART 2. TRANSACTIONS AND USE TAXES

CHAPTER 1. RETAIL TRANSACTIONS AND USE TAX AUTHORIZATION

67730. (a) The board may impose a retail transactions and use tax ordinance applicable to the entire district if the electors voting on the measure vote to approve its imposition at the election described in Section 67734 in accordance with this title and Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code.

(b) The board, in the ordinance, shall do all of the following:

- (1) State the nature of the tax to be imposed.
- (2) Provide the tax rate or the maximum tax rate, which shall be one-half of 1 percent in each county except in the City and County of San Francisco. The tax rate in the City and County of San Francisco shall be set at no less than one-half of 1 percent and no more than 1 percent, in $\frac{1}{8}$ percent increments.

1 (3) Specify the period during which the tax will be imposed.
2 The duration of the tax shall be no less than 10 years and no longer
3 than 15 years.

4 (4) Specify the purposes for which the revenue derived from
5 the tax will be used, consistent with Chapter 3 (commencing with
6 Section 67750).

7 (c) Notwithstanding Section 7251.1 of the Revenue and Taxation
8 Code, the tax rate authorized pursuant to this title shall not be
9 considered for purposes of the combined rate limit established by
10 Section 7251.1 of the Revenue and Taxation Code.

11 (d) A transactions and use tax ordinance adopted pursuant to
12 this title shall be operative on January 1, 2027.

13 (e) Before the operative date of the ordinance, the board shall
14 contract with the California Department of Tax and Fee
15 Administration to perform all functions incidental to the
16 administration and operation of the ordinance.

17 67731. It is the intent of the Legislature to determine, by August
18 11, 2025, the exact tax rate, including potential variable rates in
19 different counties within the district, and the exact duration of the
20 tax, through continued discussions with stakeholders.

21 67732. (a) Notwithstanding Section 9300 of the Elections
22 Code or any other law, the taxes authorized by Section 67730 may
23 also be imposed by a qualified voter initiative pursuant to Chapter
24 4 (commencing with Section 9300) of Division 9 of the Elections
25 Code if the electors voting on the measure vote to approve its
26 imposition at the election described in Section 67734 in accordance
27 with the requirements of this title and Part 1.6 (commencing with
28 Section 7251) of Division 2 of the Revenue and Taxation Code.

29 (b) In addition to the procedures set forth in Chapter 4
30 (commencing with Section 9300) of Division 9 of the Elections
31 Code, if an ordinance containing a tax authorized by this title is
32 proposed by an initiative petition, the initiative shall comply with
33 all of the requirements applicable to a tax imposed by the board
34 pursuant to this title, including the requirement that the proceeds
35 of the tax be expended pursuant to Chapter 3 (commencing with
36 Section 67750).

37 67734. A tax proposed pursuant to this title may only be placed
38 on the ballot for the November 3, 2026, statewide general election
39 and shall be submitted to the voters of the entire district in
40 accordance with Chapter 2 (commencing with Section 67740).

CHAPTER 2. ELECTION PROCEDURES

67740. (a) If the board of the district or a qualified voter initiative proposes a measure for the approval of a tax ordinance adopted pursuant to Chapter 1 (commencing with Section 67730), the board of supervisors for each of the counties that comprise the district shall call a special election on the tax ordinance. The special election shall be consolidated with the November 3, 2026, statewide general election and the tax ordinance shall be submitted to the voters of each county comprising the district.

(b) For the purpose of the placement of a tax ordinance on the ballot, the Transportation Revenue Measure District is a “district,” as defined in Section 317 of the Elections Code. A measure proposed by the board that requires voter approval or a qualified initiative measure proposed for the district by the voters of the counties comprising the district shall be submitted to the voters of the counties that are contained in the district, in accordance with the provisions of the Elections Code applicable to districts, including Chapter 4 (commencing with Section 9300) of Division 9 of the Elections Code.

(c) Notwithstanding any provision of the Elections Code, the legal counsel for the district shall prepare an impartial analysis of the measure. Each county included in the district shall use the election materials provided by the district, including the exact ballot question, impartial analysis, and full text of the ballot measure for inclusion in the county voter information guide.

(d) If two or more counties included in the measure are required to prepare a translation of ballot materials into the same language other than English, the county that contains the largest population, as determined by the most recent federal decennial census, among those counties that are required to prepare a translation of ballot materials into the same language other than English, shall prepare the translation or authorize the commission to prepare the translation, and that translation shall be used by the other county or counties, as applicable.

(e) Notwithstanding Section 13116 of the Elections Code, the elections officials of the counties where the measure will appear on the ballot shall mutually agree to use the same letter designation for the measure.

1 (f) The county clerk of each county shall report the results of
2 the special election to the commission. If the approval threshold
3 required by the California Constitution at the time of the election
4 is achieved, the measure shall take effect in the district in
5 accordance with the requirements of this title.

6 (g) (1) Notwithstanding Section 10520 of the Elections Code,
7 the commission shall reimburse each county that comprises the
8 district from funds made available pursuant to Section 67750 only
9 for the incremental costs incurred by the county elections official
10 related to submitting the measure to the voters with proceeds from
11 the measure, or if the measure fails, with any eligible funds
12 provided by the commission or other public or private entity.

13 (2) For purposes of this subdivision, “incremental costs”
14 includes both of the following:

15 (A) The cost to prepare a translation of ballot materials into a
16 language other than English by any county, as described in
17 subdivision (d).

18 (B) The additional costs that exceed the costs incurred for other
19 election races or ballot measures, if any, appearing on the same
20 ballot in each county in which the measure appears on the ballot,
21 including both of the following:

22 (i) The printing and mailing of ballot materials.

23 (ii) The canvass of the vote regarding the measure pursuant to
24 Division 15 (commencing with Section 15000) of the Elections
25 Code.

26
27 CHAPTER 3. REGIONAL TRANSPORTATION REVENUE MEASURE
28 EXPENDITURES
29

30 67750. The board shall allocate revenues generated pursuant
31 to Chapter 2 (commencing with Section 67740) on an annual basis
32 as follows:

33 (a) The board shall pay the administrative costs associated with
34 the collection of the revenues incurred by the California
35 Department of Tax and Fee Administration pursuant to the contract
36 entered into pursuant to Section 67730, and the amounts necessary
37 for the commission to reimburse the one-time costs incurred by
38 county elections officials, as provided in subdivision (g) of Section
39 67740.

(b) After the amounts allocated in subdivision (a), the board may retain up to 1 percent of total revenues for the administration of this title. If the board retains more money than is necessary for administration, the board may direct those excess funds to the commission for allocation pursuant to subparagraph (E) of paragraph (1) of subdivision (c).

(c) (1) After the amounts allocated in subdivisions (a) and (b), the board shall allocate revenues to the commission in the amount determined pursuant to paragraph (2). The commission shall allocate those revenues to the following entities for the following purposes in accordance with Chapter 4 (commencing with Section 67760) and Chapter 5 (commencing with Section 67770):

(A) AC Transit, exclusively for transit operations expenses.

(B) BART, exclusively for transit operations expenses.

(C) Caltrain, exclusively for transit operations expenses.

(D) *Contra Costa County Transit Authority (County Connection)*, exclusively for transit operations expenses.

(E) *Eastern Contra Costa Transit Authority (Tri Delta Transit)*, exclusively for transit operations expenses.

(F) *Livermore Amador Valley Transit Authority (LAVTA)*, exclusively for transit operations expenses.

~~(G)~~

(G) Muni, exclusively for transit operations expenses.

(H) *San Francisco Bay Area Water Emergency Transportation Authority*, exclusively for transit operations.

(I) *Union City Transit*, exclusively for transit operations expenses.

(J) *Western Contra Costa Transit Authority (WestCAT)*, exclusively for transit operations expenses.

~~(E)~~

(K) Up to ~~10~~ 5 percent of the revenues to the commission, exclusively for initiatives included in the 2021 Bay Area Transit Transformation Action Plan (T-TAP), or any successor plan adopted by the commission.

(2) It is the intent of the Legislature to establish specific levels of funding for the board to allocate to the commission and for the commission to allocate to the entities specified in paragraph (1) by August 11, 2025.

(d) ~~(4)~~ After the amounts allocated in subdivisions (a) to (c), inclusive, the board shall subvene all remaining funds directly to

1 the counties contained in the district for public transportation
 2 expenses. The board shall have no discretion to withhold those
 3 funds.

4 ~~(2) Eligible recipients of funds provided by counties from funds~~
 5 ~~allocated pursuant to paragraph (1) include, but are not limited to,~~
 6 ~~all of the following:~~

7 ~~(A) Contra Costa County Transit Authority (County~~
 8 ~~Connection):~~

9 ~~(B) Eastern Contra Costa Transit Authority (Tri Delta Transit):~~

10 ~~(C) Livermore Amador Valley Transit Authority (LAVTA):~~

11 ~~(D) Union City Transit:~~

12 ~~(E) Western Contra Costa Transit Authority (WestCAT):~~

13 67752. In allocating funds pursuant to this chapter, it is the
 14 intent of the Legislature that the commission not supplant funding
 15 from regularly programmed discretionary revenue sources available
 16 to the commission that would have otherwise been directed to
 17 projects, programs, or services that directly benefit the Counties
 18 of Alameda or Contra Costa or the City and County of San
 19 Francisco, nor increase the level of those regularly programmed
 20 discretionary sources that are allocated to counties that are not
 21 contained in the district as a result of the approval of the measure
 22 pursuant to this title.

23 67754. If the voters approve a tax ordinance pursuant to this
 24 title, the district shall establish an independent oversight committee
 25 within six months of the effective date of the tax increase to ensure
 26 that any revenues generated pursuant to this title are expended
 27 consistent with the applicable requirements set forth in this chapter.
 28 The committee may be consolidated with the oversight committee
 29 established pursuant to subdivision (h) of Section 30923 of the
 30 Streets and Highways Code. Each representative shall be appointed
 31 by the applicable county board of supervisors. The oversight
 32 committee may request any documents from the commission to
 33 assist the committee in performing its functions.

34 CHAPTER 4. FINANCIAL TRANSPARENCY AND REVIEW

35
 36
 37 67760. (a) The Legislature finds and declares that financial
 38 efficiency and transparency are imperative to build public
 39 confidence and support for public transportation.

1 (b) In enacting this title, it is the intent of the Legislature to
2 ensure that the public is aware of actions taken by AC Transit,
3 BART, Caltrain, and Muni to reduce expenses in the face of major
4 deficits, along with additional identified opportunities for
5 service-neutral cost efficiencies.

6 67762. (a) Upon the approval of a measure by the voters of
7 the district pursuant to this title, the commission shall engage in
8 a comprehensive independent third-party financial efficiency
9 review of AC Transit, BART, Caltrain, and Muni.

10 (b) The review shall identify a menu of cost-saving efficiencies
11 that, if implemented, would reduce one-time and ongoing fixed
12 and variable costs for the transit operators subject to the review.

13 (c) The scope of the review shall include administrative,
14 operating, and capital costs and shall clearly distinguish between
15 cost-saving options that would not impact service and cost-saving
16 options that would require service realignments or reductions.

17 (d) The scope of the review shall also apply to initiatives
18 included in the 2021 Bay Area Transit Transformation Action Plan
19 or any successor plan adopted by the commission and associated
20 supporting programs administered by the commission, such as the
21 Clipper program.

22 67764. (a) The commission shall contract and manage an
23 independent third party to conduct the review, in consultation with
24 a select committee established by the commission that consists of
25 all of the following:

26 (1) Members of the commission.

27 (2) A state representative.

28 (3) Transit operator representatives from the operators subject
29 to the review.

30 (4) Representatives from the transit labor, advocacy, and
31 business communities.

32 (b) Upon completion of the review, the independent third party
33 shall transmit a final report to the select committee established by
34 the commission, to the Legislature, in compliance with Section
35 9795, and to the transit operators subject to the review.

36 67766. (a) Within ____ months after a transit operator subject
37 to the review receives the report, the transit operator shall finalize
38 an implementation plan that describes all efficiency measures the
39 transit operator has already taken since January 1, 2020, associated
40 cost savings, and all subsequent efficiency measures the transit

1 operator plans to take and shall submit this plan to the commission
2 by ____, as a condition of continuing to receive funds from the
3 commission pursuant to Chapter 3 (commencing with Section
4 67750).

5 (b) The commission shall accept each plan submitted pursuant
6 to subdivision (a) and transmit it to the Legislature, in compliance
7 with Section 9795, the Transportation Agency, and the counties
8 that have a funding relationship with at least one of the transit
9 operators subject to the review.

10 67767. It is the intent of the Legislature to determine the timing
11 of the required actions outlined in this chapter through further
12 discussion with transit stakeholders.

13 67768. (a) (1) In order to be eligible for funding pursuant to
14 Chapter 3 (commencing with Section 67750), a transit operator
15 subject to the review required by this chapter shall verify to the
16 commission that it will maintain its expected level of funding for
17 operations and shall not supplant any sources of operating revenue
18 under its control or fund sources allocated by the commission that
19 were used for transit operations in the preceding three fiscal years.

20 (2) The expected level of funding for purposes of paragraph
21 (1), which shall be referred to as the maintenance of effort, shall
22 be calculated using the operator's average discretionary operating
23 expenditures for the preceding three fiscal years, two years in
24 arrears as reported to the Controller in its annual report submitted
25 pursuant to Section 99243 of the Public Utilities Code.

26 (b) Notwithstanding subdivision (a), a transit operator subject
27 to the review required by this chapter may reduce the amount of
28 funding contributed towards its operating budget in proportion to
29 any reduction in operating costs or reduction in operating revenue
30 based on factors outside the control of the operator, including, but
31 not limited to, the expiration of a voter-approved revenue source
32 or the determination based on a statistically valid poll that an
33 expiring ballot measure lacks sufficient support to warrant
34 placement on the ballot.

35 (c) A transit operator may request that the commission grant an
36 exception to the requirements of this section for the purpose of
37 transferring operating funds to state of good repair needs for assets
38 owned and operated by the operator or to cover the cost of
39 compliance with a state or federal law or regulation.

CHAPTER 5. REGIONAL NETWORK MANAGEMENT
ACCOUNTABILITY

67770. (a) The Legislature finds and declares all of the following:

(1) In 2024, the Transportation Revenue Measure Select Committee established by the commission in 2024 agreed on various transit agency accountability policy recommendations for a transportation revenue measure. Specifically, the select committee approved a recommendation for new revenue from a measure to be conditioned on transit operators complying with transit transformation policies adopted through the Regional Network Management framework.

(2) As of March 2025, the commission adopted policies and programs through an established regional network management framework.

(b) (1) It is the intent of the Legislature, in enacting this title, to encourage the commission to continue acting in its role as Regional Network Manager.

(2) It is the further intent of the Legislature that the conditioning of funds prescribed by this chapter on regional network management policies and programs be based on the central goal of increasing transit ridership by improving the customer experience of riding public transit in the San Francisco Bay area and creating a seamless transit experience.

67772. (a) Notwithstanding any other law, each transit operator that the commission directly distributes funds to pursuant to Chapter 3 (commencing with Section 67750) shall comply with the policies and programs adopted by the commission through its Regional Network Management framework in order to fulfill initiatives included in the 2021 Bay Area Transit Transformation Action Plan or successor plan adopted by the commission, as a condition of receiving those funds.

(b) Nothing in this chapter authorizes the commission to do any of the following:

(1) Restrict a transit operator's access to funds not allocated by the commission.

(2) Require a transit operator to implement policies or programs that would impede or interfere with its ability to comply with any legal obligations in transit labor contracts.

1 (3) Restrict the use of a transit operator's logo outside the scope
2 of the commission's regional mapping and wayfinding standards.

3 (4) Require that a transit operator modify the schedule or route
4 of a specific local route that the transit agency and commission do
5 not identify as primarily serving regional transit service.

6 (c) The commission shall not require a transit operator described
7 in subdivision (a) to be subject to a one-time or ongoing policy,
8 or to make a one-time or ongoing expenditure, pursuant to this
9 chapter if the transit operator adopts a finding that the policy or
10 expenditure would require the agency to take an action that the
11 agency determines to be unacceptable with respect to its impact
12 on transit service, staffing, maintenance, or other specified
13 operational or state of good repair considerations.

14 (d) Before adopting a finding pursuant to subdivision (c), a
15 transit operator shall conduct an assessment that takes into
16 consideration all funding anticipated to be available to the transit
17 operator in the next fiscal year, including, but not limited to, any
18 discretionary funding that the commission identifies to help offset
19 the cost of the proposed expenditure or policy, any growth in fare
20 revenue anticipated as a result of the expenditure or policy, and
21 potential adjustments to fares or fare policies the agency could
22 make to increase revenue. The transit operator shall develop the
23 assessment in consultation with staff from the commission and
24 shall present it to the commission at a public meeting before
25 adopting a finding pursuant to subdivision (c).

26 (e) In implementing this section, each transit operator subject
27 to this chapter shall fulfill all applicable requirements under Title
28 VI of the federal Civil Rights Act of 1964 (Public Law 88-352)
29 regarding service and fare changes.

30 (f) The commission shall submit a report to the Legislature on
31 or before January 1, 2028, and each year thereafter, on the status
32 of the outcomes described in this section and the status of transit
33 ridership in the region, as defined in Section 66502. The
34 commission shall submit the annual report to the Legislature in
35 compliance with Section 9795. The commission shall also post
36 the annual report on its internet website.

CHAPTER 6. APPLICABILITY

67780. The provisions of this title shall only apply to the counties and city and county identified pursuant to Section 67710.

SEC. 4. Section 131102 of the Public Utilities Code is amended to read:

131102. (a) (1) A retail transactions and use tax ordinance for a tax of either one-half of 1 percent or 1 percent applicable in the incorporated and unincorporated territory of a county, except for the counties described in paragraph (2), may be imposed by a county transportation authority or the commission in the manner prescribed in Section 131103 and Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code, if two-thirds of the electors voting on the measure vote to approve its imposition at an election which shall be called for this purpose by the board of supervisors within one year after the adoption of a county transportation expenditure plan.

(2) A retail transactions and use tax ordinance for a tax of up to 1 percent, in any combination of $\frac{1}{8}$ percent increments, applicable in the incorporated and unincorporated territory of the County of San Mateo or the City and County of San Francisco may be imposed by the applicable county transportation authority or the commission in the manner prescribed in Section 131103 and Part 1.6 (commencing with Section 7251) of Division 2 of the Revenue and Taxation Code, if two-thirds of the electors voting on the measure vote to approve its imposition at an election which shall be called for this purpose by the board of supervisors within one year after the adoption of a county transportation expenditure plan.

(b) The ordinance shall take effect at the close of the polls on the day of the election at which the proposition, as set forth in Section 131108, is adopted. The ordinance shall specify the period, as determined by the adopted county transportation expenditure plan during which the tax will be imposed. The tax may be terminated earlier if the projects in the adopted plan are completed and any bonds outstanding issued pursuant to this division are redeemed.

SEC. 5. The provisions of this act are severable. If any provision of this act or its application is held invalid, that invalidity

1 shall not affect other provisions or applications that can be given
2 effect without the invalid provision or application.

3 SEC. 6. If the Commission on State Mandates determines that
4 this act contains costs mandated by the state, reimbursement to
5 local agencies and school districts for those costs shall be made
6 pursuant to Part 7 (commencing with Section 17500) of Division
7 4 of Title 2 of the Government Code.

O

CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS

BUDGET AND LEGISLATIVE ANALYST

1390 Market Street, Suite 1150, San Francisco, CA 94102

PHONE (415) 552-9292 FAX (415) 252-0461

Policy Analysis Report

To: Supervisor Myrna Melgar
From: Budget and Legislative Analyst's Office
Re: Economic Costs and Fiscal Impacts of Traffic
Collisions in San Francisco
Date: April 23, 2025



Summary of Requested Action

Your office requested that the Budget and Legislative Analyst conduct an analysis of the economic costs and fiscal impact of traffic collisions in San Francisco over the past five years, including total costs such as medical care, property damage, and loss.

For further information about this report, contact Fred Brousseau, Director of Policy Analysis, at the Budget and Legislative Analyst's Office.

Executive Summary

- The National Highway Traffic Safety Administration estimates that 53.2 percent of all vehicle crashes in the United States go unreported. Applying that estimate to reported crashes in San Francisco, we estimate that there were 92,799 total crashes, or an average of 18,560 per year between 2018 and 2022. Applying other national crash characteristics to San Francisco's 92,799 crashes for the five-year period, we calculate that there were: 113,428 vehicles damaged with no injuries occurring, 33,302 injuries, and 193 fatalities resulting from crashes in the City, as shown in Exhibit A below.
- Our estimates are based on the number of crashes reported by the City for incidents on City streets and roads and by Caltrans for incidents on freeways and state highways and roads in San Francisco such as 19th Avenue (State Highway 1). The City data is compiled and reported by the San Francisco Municipal Transportation Agency (SFMTA) and the state data is compiled and reported by Caltrans.

Exhibit A: BLA Estimated Reported and Unreported San Francisco Vehicle Crashes 2018-2022*

	Vehicles			
	Number of Crashes	Damaged (in crashes without injury)	Number of Injuries	Number of Fatalities
Citywide Total	92,799	113,428	33,302	193
Average per year	18,560	22,686	6,660	39

Source: BLA estimates based on National Highway Traffic Safety Administration study of nationwide crashes.

* 2022 data for SF crashes on interstates and State highways available through 2021 only; BLA estimated 2022 crashes under State jurisdiction based on ratios of City reported crashes to State reported crashes for 2017-2021.

- To determine the economic costs of all vehicle crashes in San Francisco, we applied nationwide cost estimates prepared by the National Highway Traffic Safety Administration (NHTSA) to San Francisco crash data. NHTSA reported that the economic cost per collision nationally in 2019 ranged from approximately \$5,251 for a crash in which a vehicle was damaged, but the driver and any passengers were not injured to \$1,606,644 for a fatality. For injuries, the cost per injury ranged from approximately \$19,344 to \$979,328 depending on injury severity, with an average cost of \$36,950. Applying these costs to our estimated number of crash incidents detailed in Exhibit A, total costs amounted to \$2.5 billion (in 2024 dollars) for the five-year period between 2018 and 2022, as shown in Exhibit B.

Exhibit B: Estimated San Francisco Traffic Crash Economic Costs, 2018-2022

	Vehicles			Total Costs	
	Damaged (in crashes without injury)	Injuries	Fatalities	Total Costs (2019 \$)	Total Costs (Adjusted to 2024 \$)
Total costs	\$595,610,428	\$1,230,483,527	\$309,746,018	\$2,135,839,973	\$2,524,990,016
# incidents	113,428	33,302	193	n.a.	n.a.
Avg. cost/incident	\$5,251	\$36,950	\$1,604,902	n.a.	n.a.

Note: Average cost per fatality slightly less than NHSTA amount due to rounding.

- The 2019 NHTSA study found that of the \$339.8 billion in costs incurred nationally due to traffic crashes, the largest shares were attributable to property damage (33.9 percent), market productivity losses (22.2 percent), congestion (10.6 percent), medical costs (9.1 percent), and household productivity (9.1 percent). A breakdown of total economic costs in the NHTSA study is shown in Exhibit C.

Exhibit C: Breakdown of U.S. Traffic Collision Cost Components, NHTSA Study, 2019

Category	Costs (in Billions)	% of Total
Medical	\$30.900	9.1%
Emergency Medical Services	\$1.348	0.4%
Market Productivity	\$75.459	22.2%
Household Productivity	\$30.816	9.1%
Insurance Administration	\$29.540	8.7%
Workplace Costs	\$3.795	1.1%
Legal Costs	\$16.698	4.9%
Congestion	\$35.954	10.6%
Property Damage	\$115.297	33.9%
Total	\$339.809	100.0%

- NHTSA estimated that of the approximately \$339.8 billion in total nationwide costs, approximately 54 percent is paid by private insurers, 23 percent is paid by individual crash victims, 14 percent is paid by third parties (such as uninvolved parties in traffic delays, charities, and healthcare providers), and nine percent is paid by public revenues. Of the costs paid by public revenues, approximately 4.8 percent is paid by federal revenues, 3.2 percent is paid by state and local revenues, and 0.7 percent is paid by subsidized programs for which the specific source could not be determined. State and local government costs are typically attributed to market productivity losses, medical costs, and emergency services.
- Applying the 3.2 percent of national traffic crash costs paid by state and local governments to San Francisco's total traffic crash costs of \$2.5 billion, state and local government costs would be approximately \$80 million over the five-year period between 2018 and 2022.
- One component of City costs related to traffic crashes is claims and litigation costs. According to the City Attorney's Office, the City paid approximately \$61.4 million in settlements and judgements from claims and litigation related to traffic collisions involving City vehicles over the five-year period from 2020 through 2024, for an average of \$12.3 million per year. Over this period, the City settled 1,628 claims and settled or paid judgements in 129 lawsuits, for a total of 1,757 incidents. Additional City costs for settlements and judgements stemming from collisions caused by the City's street design and infrastructure were \$243,500 for 2020 through 2023.
- Though many of its projects have goals of reducing congestion and collisions, the SFMTA does not separately track and report such projects and related initiatives. The Agency reports that their FY 2024-25 operating budget for streets-related activities is approximately \$85.8 million. Excluding \$52.4 million for parking enforcement, the

remaining amount is approximately \$33.4 million, which includes any efforts aimed at reducing collisions. The Agency's FY 2024-25 capital budget for streets, which likely includes but is not limited to projects aimed at reducing collisions, is approximately \$60 million, including some carryforward funding for projects started in prior years.

- In May 2024, the American Journal of Public Health (AJPH) published a study to evaluate the impact of Vision Zero policies in New York City. The study compared traffic collision data between New York City, which had adopted Vision Zero policies, and surrounding counties, which had not, from the period of 2009-2021. The study found that after implementing Vision Zero in 2014, Medicaid enrollees within New York City had fewer injuries than those in surrounding counties, resulting in approximately \$90.8 million in Medicaid cost savings over the five-year period from 2014-2018. Representatives from the San Francisco Department of Public Health (SFDPH) report that they are planning to replicate the APJH study to evaluate the impact of Vision Zero in San Francisco, but they remain in the early stages of planning this study.
- In a 2019 meta-analysis from the University of Adelaide, nine out of 11 studies on this topic reviewed found a positive relationship between congestion and collisions. Two of the studies reviewed did not come to this conclusion. A 2021 study from the University of Barcelona analyzed data from 129 European cities from 2008 through 2017 and found a concave relationship between congestion and traffic deaths in which fatalities decreased until travel times increased to approximately 30 percent greater than a free flow situation, at which point they increased.

Policy Options

The Board of Supervisors should:

1. Request that the San Francisco Municipal Transportation Agency (SFMTA) and the San Francisco Department of Public Health enhance their current reporting on traffic crashes by producing annual reports detailing the number of reported crashes, injuries, and deaths in San Francisco so the Board of Supervisors, other City officials, and the public can stay informed on the totals and trends.

2. Request that SFMTA and/or other City staff prepare estimates for the Board of Supervisors of the costs of street safety measures that could offset City and County of San Francisco costs associated with traffic collisions, injuries, and deaths.

<i>Project Staff: Fred Brousseau, Reuben Holober</i>
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Traffic Collisions in San Francisco

Vision Zero

Vision Zero is an international effort to eliminate traffic fatalities and serious injuries. The concept started in Sweden in 1997 and has since been adopted by many national and local governments. Vision Zero concepts include reducing speed limits and designing streets to enhance pedestrian and bicycle safety. Vision Zero approaches traffic safety as an ethical issue, rather than through a cost-benefit analysis approach.

San Francisco adopted a Vision Zero policy in 2014. The program is managed by the San Francisco Municipal Transportation Agency (SFMTA) and the San Francisco Department of Public Health (SFDPH), which produce annual reports on traffic fatalities and strategies to improve safety. Additionally, there is a Vision Zero SF Coalition, which includes approximately 40 organizations that advocate for traffic safety.

City Collision Data

The City tracks data regarding traffic collisions on City streets in the Data SF system. Data for reported collisions is collected by the San Francisco Police Department (SFPD) from police reports taken on the scene. The officer responding to a reported collision fills out a CHP-555 form with details of the location of the incident, the parties involved, vehicle damage, and injuries. Injuries are categorized by “complaint of pain,” “other visible injury,” “severe injury,” or “fatal injury,” based on the officer’s observation. This data does not include crashes on state highways and roads, which are managed by Caltrans, or in the Presidio, which is owned by the National Park Service.

Using the traffic collision data from Data SF, SFMTA compiled a report in 2023 titled “2017-2022 San Francisco Traffic Crashes Report,” which provides an overview of annual reported crashes, injuries, and fatalities.¹ Annual collision data for the six-year period from 2017 through 2022 from SFMTA’s report is shown in Exhibit 1 below.

As can be seen in Exhibit 1, over the six years between 2017 and 2022, there were a total of 44,198 traffic crash calls reported to the City, 17,996 of which involved injuries to one or more persons, resulting in 22,656 individuals injured and 168 fatalities. On average, there were 7,366 traffic crashes reported to the City each year between 2017 and 2022. Exhibit 2 shows the same information for crashes as recorded by the California Department of Transportation because

¹ SFMTA provides annual traffic crash data that is slightly different than the data we obtained from the Data SF system. We were unable to reconcile the differences, so we have deferred to the SFMTA data for the analysis in this report.

they occurred on freeways and roadways that are not under the City's control such as Interstates 80 and 280, Highway 101, and Highway 35.

Exhibit 1: San Francisco Vehicle Crashes Reported to City, 2017-2022

Year	Estimated 911 Traffic Crash Calls	Reported Injury Crashes	Reported Victims Injured	Victim Fatalities
2017	8,773	3,396	4,238	20
2018	8,111	3,262	4,090	23
2019	8,338	3,433	4,323	29
2020	5,803	2,405	2,938	30
2021	6,514	2,713	3,457	27
2022	6,659	2,787	3,610	39
Total	44,198	17,996	22,656	168
Average	7,366	2,999	3,776	28

Source: SFMTA, "2017-2022 San Francisco Traffic Crashes Report,"

Of the traffic injuries and fatalities in the Data SF system, approximately 65.1 percent of injuries were categorized as "complaint of pain," 26.1 percent were "other visible injury," 8.1 percent were "severe," and 0.7 percent were fatalities.

Caltrans Collision Data

The California Department of Transportation (Caltrans) tracks traffic collisions on state highways and freeways, including Highways 80, 101, and 280. Collisions on roads in San Francisco that are part of the state highway system but are not freeways, such as Highways 1, 35, and 82, may be tracked by the City or by Caltrans, depending on if the responding officer is an SFPD officer or a California Highway Patrol (CHP) officer. Responses to freeway collisions are the responsibility of the CHP. Caltrans tracks whether collisions have property damage, injuries, and/or fatalities, but does not track the severity levels of injuries.

Annual collision data for the five-year period of 2017 through 2021 from Caltrans is shown in Exhibit 2 below. 2021 is the most recent year for which Caltrans has complete traffic collision data. As shown, there were 8,484 reported collisions on interstates and state highways during the five years shown, 3,118 of which involved injuries with 4,479 victims injured. These crashes also resulted in 39 fatalities over the five-year period.

Exhibit 2: San Francisco Crashes on Interstates and State Highways Reported to Caltrans, 2017-2021

Year	Reported Crashes	Reported Injury Crashes	Reported Victims Injured	Victim Fatalities
2017	2,050	754	1,092	6
2018	1,843	688	984	5
2019	1,761	635	915	10
2020	1,286	493	720	7
2021	1,544	548	768	11
Total	8,484	3,118	4,479	39
Average	1,697	624	896	8

Source: Caltrans

In both the SFMTA and Caltrans data, traffic crashes declined in 2020, presumably due to the COVID-19 pandemic and shelter-in-place orders. However, collisions began to increase in 2021 as restrictions were eased and more people returned to in-person work, school, and other activities.

Exhibit 3 shows the combined totals for traffic crashes reported to the City and to Caltrans between 2017 and 2022 for City data and through 2021 only for State data. As can be seen, there were 52,682 reported collisions for those years, 21,114 of which involved injuries, with 27,135 victims injured and 207 fatalities.

Exhibit 3: Combined San Francisco Crashes Reported on City Streets and State Highways, 2017-2022*

Year	Reported Crashes	Reported Injury Crashes	Reported Victims Injured	Victims Killed
City total	44,198	17,996	22,656	168
State total	8,484	3,118	4,479	39
(Caltrans data)				
Citywide Total	52,682	21,114	27,135	207

Sources: SFMTA and Caltrans.

* Caltrans data is for the five-year period of 2017-2021.

National Study on the Costs of Traffic Collisions

In 2023, the National Highway Traffic Safety Administration (NHTSA) published a study estimating the costs of vehicle crashes in the United States in the year 2019.² The study estimated both the economic costs and non-economic costs of the crashes. Economic costs include medical costs, ambulatory transport costs, lost market and household productivity,³ insurance administration costs, workplace costs, legal costs, congestion costs,⁴ and vehicle damage. Non-economic costs were based on quality-adjusted life years (QALYs), which represents short- and long-term pain and impairment sustained from injuries and lost life from premature death. Our analysis for this report focuses on the economic costs found in this study.

The NHTSA study found that the cost per crash in 2019 ranged from approximately \$5,251 for a property damage only (PDO) vehicle, in which a vehicle was damaged but the driver and passengers were not injured, to \$1,606,644 for a fatality. For injuries, the cost per incident ranged from approximately \$19,344 to \$979,328 depending on injury severity. Injuries were categorized based on the Maximum Abbreviated Injury Scale (MAIS), which rates injuries on a scale of 1 (minor) to 5 (critical).⁵

The NHTSA study estimated that there were approximately 14.2 million total crashes nationally in 2019. As shown in Exhibit 4 below, approximately 6.6 million of these crashes, or 46.8 percent, were reported crashes, and approximately 7.5 million, or 53.2 percent, were unreported crashes. The study also estimated that there were approximately 4.5 million injuries and 36,500 fatalities from traffic collisions. Of the injuries, approximately 3.1 million, or 68.1 percent, were reported, and approximately 1.4 million, or 31.9 percent, were unreported. The multipliers shown in Exhibit 4 (ratios of total crashes and injuries to reported crashes and injuries) were used in preparing our estimates of San Francisco's total crashes and injuries, as explained further below.

² <https://crashstats.nhtsa.dot.gov/Api/Public/ViewPublication/813403>. The NHTSA study was originally published in December 2022 and then revised in February 2023 with minor changes that did not affect the study's findings.

³ Lost market productivity is defined in the study as the present discounted value of lost wages and benefits over a victim's remaining lifespan. Lost household productivity is defined as the present value of lost productive household activity at the market price of hiring someone to perform the same tasks.

⁴ Congestion costs include travel delay, excess fuel consumption, greenhouse gases, and pollutants.

⁵ The NHTSA study also included incidents categorized as MAIS0, which is used to denote uninjured people in injury crashes. The average cost for MAIS0 people was \$3,252, and the total cost for all MAIS0 people in 2019 in the United States was approximately \$14.7 billion, or approximately 4.3 percent of the total economic costs of crashes. MAIS0 costs are generally excluded from this analysis because of the relatively small amount and the lack of available data of MAIS0 cases in San Francisco.

**Exhibit 4: National Study Estimates: Reported and Unreported Crashes and Injuries,
2019**

Measure	Reported Crashes	Unreported Crashes	Total	Ratios: Total to Reported Crashes
Crashes	6,647,514	7,546,213	14,193,727	2.14
% total	46.8%	53.2%	100.0%	---
Injuries & fatalities	3,067,996	1,438,526	4,506,523	1.47
% total	68.1%	31.9%	100.0%	---

Source: NHTSA

The NHTSA study assumes that all severe and critical injuries (MAIS4 and MAIS5, respectively) and all fatalities are reported. Using the average cost per crash and the incidence of each type of injury, both reported and estimated unreported, the study found that the total national cost for crashes in 2019 was approximately \$339.8 billion, as shown in Exhibit 5 below.

**Exhibit 5: Total U.S. Traffic Collision Costs for Reported and Unreported Crashes,
NHTSA Study, 2019**

Injury Severity Level	Total Incidents	Average Cost	Total Cost (in Billions)
<i>Total crashes</i>	<i>14,193,727</i>		
Property Damage Only Vehicles (multiple vehicles for some crashes)	19,288,139	\$5,251	\$101.282
<i>Injury Crashes (people injured):</i>			
Minor (MAIS1)	3,875,265	\$19,344	\$74.963
Moderate (MAIS2)	427,119	\$71,419	\$30.504
Serious (MAIS3)	141,167	\$280,726	\$39.629
Severe (MAIS4)	19,285	\$675,727	\$13.031
Critical (MAIS5)	7,187	\$979,328	\$7.038
Fatality	36,500	\$1,606,644	\$58.642
<i>Injuries & fatalities subtotal</i>	<i>4,506,523</i>		
Total (injuries and damaged vehicles)	23,794,662		\$339.809

Source: NHTSA.

Notes: Property Damage Only (PDO) costs are shown on a per-vehicle basis, while injury and fatality costs are shown on a per-person basis. The total amount of \$339.809 billion includes approximately \$14.718 billion from MAIS0 incidents (uninjured people in injury crashes), which are excluded from this analysis because there is no corollary reporting in the San Francisco data. Amounts in the Total Cost column therefore add up to \$325.09 billion.

MAIS = Maximum Abbreviated Injury Scale, a standardized scale used by NHTSA.

Of the costs incurred due to traffic crashes, the largest shares were for property damage (33.9 percent), market productivity (22.2 percent), congestion (10.6 percent), medical costs (9.1 percent), and household productivity (9.1 percent). A breakdown of total economic costs in the NHTSA study is shown in Exhibit 6 below.

Exhibit 6: Breakdown of U.S. Traffic Collision Costs, NHTSA Study, 2019

Category	Costs (in Billions)	% of Total
Medical	\$30.900	9.1%
Emergency Medical Services	\$1.348	0.4%
Market Productivity	\$75.459	22.2%
Household Productivity	\$30.816	9.1%
Insurance Administration	\$29.540	8.7%
Workplace Costs	\$3.795	1.1%
Legal Costs	\$16.698	4.9%
Congestion	\$35.954	10.6%
Property Damage	\$115.297	33.9%
Total	\$339.809	100.0%

Source: NHTSA

The NHTSA study estimated that of the approximately \$339.8 billion in total costs, approximately 54 percent is paid by private insurers, 23 percent is paid by individual crash victims, 14 percent is paid by third parties (such as uninvolved parties in traffic delays, charities, and healthcare providers), and nine percent is paid by public revenues. Of the costs paid by public revenues, approximately 4.8 percent of total costs is paid by federal revenues, 3.2 percent is paid by state and local revenues, and 0.7 percent is paid by subsidized programs for which the specific source could not be determined. State and local government costs are typically incurred for market productivity, medical costs, and emergency services.

Estimated Costs of Traffic Collisions in San Francisco

Estimating Unreported Collisions and Injuries in San Francisco

To estimate the costs of traffic collisions in San Francisco, we applied the 2019 cost estimates from the NHTSA study detailed above to the crash data reported by SFMTA and Caltrans.⁶ Given that NHTSA estimates that approximately 53.2 percent of crashes and 31.9 percent of injuries are unreported, we assume that reported San Francisco crash data are likewise undercounted and adjusted our estimated totals accordingly. Using the multipliers we derived from NHTSA's estimates of unreported crashes and injuries, we estimate that the total number of crashes in San Francisco is approximately 2.14 times greater than the number of reported crashes and the

⁶ We were unable to find crash data from the Presidio, which is owned by the National Park Service.

total number of injuries is approximately 1.47 times greater than the number of reported injuries. The results are shown in Exhibit 8 below, with 92,799 total crashes estimated for the five-year period 2018-2022. Of those, 113,428 vehicles were damaged with no related injuries (“Property Damage Only”), and there were 33,302 injuries and 193 fatalities. These estimates assume that crashes and injuries in San Francisco were reported at the same rate as in the NHTSA national study.

For Property Damage Only crashes (PDOs), we estimate that the total number of crashes is approximately 2.48 times greater than the number of reported PDO crashes based on the ratio of estimated total PDO crashes to reported PDO crashes in the NHTSA study. To estimate the number of PDO vehicles involved in PDO crashes, we applied the ratio of PDO vehicles to PDO crashes based on the NHTSA study, which is approximately 1.77:1.

As mentioned above, the SFMTA data is complete through 2022, but the Caltrans data is only complete through 2021. To provide data over a five-year period, we decided that the period from 2018 through 2022 would be more relevant than the period from 2017 through 2021. To estimate the number of Caltrans crashes, injuries, and fatalities in 2022, we compared the SFMTA and Caltrans data from 2017 through 2021 and applied the ratios between the two datasets to the 2022 SFMTA numbers to establish 2022 Caltrans estimates. The total estimated SFMTA, Caltrans, and total crashes, PDO vehicles, injuries, and fatalities from 2018 through 2022, including those we estimate are unreported, are shown in Exhibit 7 below.

Exhibit 7: Estimated Reported and Unreported Traffic Crashes, PDO Vehicles, Injuries, and Fatalities, 2018-2022

Estimates based on SFMTA data

Year	Total Crashes	Total PDO Vehicles	Total Injuries	Total Fatalities
2018	17,358	21,297	6,012	23
2019	17,843	21,543	6,355	29
2020	12,418	14,925	4,319	30
2021	13,940	16,695	5,082	27
2022	14,250	17,006	5,307	39
Total	75,809	91,465	27,075	148

Estimates based on Caltrans data

Year	Total Crashes	Total PDO Vehicles	Total Injuries	Total Fatalities
2018	3,944	5,073	1,446	5
2019	3,769	4,945	1,345	10
2020	2,752	3,483	1,058	7
2021	3,304	4,374	1,129	11
2022	3,221	4,087	1,248	12
Total	16,990	21,962	6,226	45

Total Incidents based on City and State data

Year	Total Crashes	Total PDO Vehicles	Total Injuries	Total Fatalities
2018	21,302	26,370	7,459	28
2019	21,612	26,488	7,700	39
2020	15,170	18,408	5,377	37
2021	17,244	21,069	6,211	38
2022	17,471	21,093	6,555	51
Total	92,799	113,428	33,302	193

Source: BLA estimates using NHTSA study and SFMTA and Caltrans data.

Notes: Total crashes = 2.14 multiple of reported crashes. Total PDO vehicles = 1.77 multiple of PDO crashes (not shown on table). Total injuries = 1.47 multiple of reported injuries (not shown on table).

It is notable that San Francisco had significantly lower per capita crashes, injuries, and fatalities over the period of 2017 through 2022 than national averages. Over that period, San Francisco on average had 1,064 reported crashes, 544 reported injuries, and 3.9 fatalities per 100,000 population per year. In 2019, the United States had 3,106 reported crashes, 934 reported injuries, and 11.1 fatalities per 100,000 population. This difference does not affect our estimates since we used the national ratios to estimate unreported incidents based on San Francisco's reported incidents, but our baseline number of incidents were those reported for San Francisco, not the national number of crashes reported by NHTSA.

Total Costs of Traffic Collisions in San Francisco

We used the 2019 per-incident costs in the NHTSA study to estimate the costs from traffic collisions in San Francisco. Because the injury severity levels in the SFMTA data do not align with the MAIS injury severity levels, and because Caltrans does not publish injury severity data, we used an average cost for all injuries in the NHTSA study for San Francisco collision injuries, which was \$36,950. This assumes that traffic collision injuries in San Francisco are distributed similarly along the MAIS scale as in the NHTSA study. Additionally, we used the average costs of \$5,251 per PDO vehicle and \$1,606,644 per fatality.⁷ Using these estimates, we estimate that the total cost for traffic crashes in San Francisco from 2018 through 2022 is approximately \$2.1 billion in 2019 dollars. Adjusted for inflation to 2024 dollars, the total cost is approximately \$2.5 billion, as shown in Exhibit 8 below.

Exhibit 8: Total Estimated San Francisco Traffic Crash Economic Costs, 2018-2022

Year	PDO Vehicle Costs/Incidents	Injury Costs/Incidents	Fatality Costs/Incidents	Total Costs (in 2019 \$)	Total Costs (Adjusted to 2024 \$)
2018	\$138,468,870	\$275,601,921	\$44,986,032	\$459,056,823	\$542,696,976
2019	139,088,488	284,509,827	62,659,116	486,257,431	574,853,535
2020	96,660,408	198,689,757	59,445,828	354,795,993	419,439,823
2021	110,633,319	229,487,213	61,052,472	401,173,004	474,266,725
2022	110,759,343	242,194,809	81,602,570	434,556,722	513,732,957
Total	\$595,610,428	\$1,230,483,527	\$309,746,018	\$2,135,839,973	\$2,524,990,016
# incidents	113,428	33,302	193	n.a.	n.a.
Average cost/incident	\$5,251	\$36,949	\$1,604,902	n.a.	n.a.

Source: BLA estimates using NHTSA study and SFMTA and Caltrans data.

Note: Average cost per fatality slightly less than NHSTA amount due to rounding.

The NHTSA study estimated that approximately 8.7 percent of costs were paid by public revenues, including 3.2 percent paid by state and local revenues. If this estimate were applied to San Francisco crashes, then the total cost paid by state and local revenues was approximately \$80.8 million over this five-year period. Unfortunately, the NHTSA study did not differentiate between state and local government costs, so we are unable to determine total costs incurred by the City and County of San Francisco.

⁷ We excluded MAISO incidents because they were not reported in the SFMTA or Caltrans data.

City Litigation Costs

One component of City costs related to traffic crashes that can be identified is claims and litigation costs. According to the City Attorney's Office, the City paid out approximately \$61.4 million in settlements and judgements from claims and litigation related to traffic collisions involving City vehicles over the five-year period from 2020 through 2024. Over this period, the City settled 1,628 claims and settled or paid judgements in 129 lawsuits, for a total of 1,757 incidents. The total and average payment costs per year for the five year period are shown in Exhibit 9 below.

Exhibit 9: Annual Costs of Settlements and Judgements Related to Collisions Involving City Vehicles, 2020-2024

Year	Settlements/Judgments Paid	Total Payment Amount
2020	420	\$6,317,409
2021	398	4,497,596
2022	279	13,521,489
2023	317	18,890,344
2024	343	18,220,733
Total	1,757	\$61,447,570
Average	351	\$12,289,514

Source: City Attorney's Office

Additional City costs for settlements and judgements stemming from collisions caused by the City's street design and infrastructure were \$243,500 between 2020 and 2023 according to the City Attorney's office.

City Spending on Traffic Safety Initiatives

Though many of its projects have this goal, SFMTA does not separately track and report its street safety projects and initiatives aimed at reducing traffic collisions. The Agency reports that their FY 2024-25 operating budget for street-related activities is approximately \$85.8 million. Excluding \$52.4 million of that amount allocated to parking enforcement leaves approximately \$33.4 million, which covers any efforts aimed at reducing collisions. Of the \$33.4 million, approximately \$14.8 million is for transportation engineering, \$10.3 million is for livable streets (improving conditions for pedestrian and bicycle travel), and \$8.2 million is for field operations. The FY 2024-25 capital budget for streets, which likely includes some projects aimed at reducing collisions, is approximately \$60 million, which includes some carryforward funding for projects started in prior years.

Other Studies

National Safety Council

The National Safety Council (NSC), an industry organization focused on eliminating preventable injuries and deaths, publishes estimates on the costs of various types of injuries and deaths, particularly focused on workplace injuries. NSC estimated that in 2022, the average cost per motor vehicle death was approximately \$1,869,000, and the average cost per injury ranged from \$26,000 to \$162,000, depending on injury severity. The average cost per PDO vehicle was approximately \$6,100.⁸ Overall, NSC estimated that the total cost of motor vehicle crashes in the United States in 2022 was approximately \$481.2 billion.⁹ Of these costs, approximately 49.0 percent were for wage and productivity losses, 19.3 percent were for vehicle damage, 18.7 percent were for administrative expenses, 12.0 percent were for medical expenses, and 1.0 percent were for employer uninsured costs.

The total cost of traffic collisions in the NSC estimates was approximately \$141.4 million or 42 percent more than the total costs in the NHTSA study. We decided to use the NHTSA study for our analysis for this report because it is from an official government source, and it contains greater supporting details of its methodology in estimating costs.

New York Vision Zero Study

In May 2024, the American Journal of Public Health (AJPH) published a study to evaluate the impact of Vision Zero policies in New York City.¹⁰ The study compared traffic collision data between New York City, which had adopted Vision Zero policies, and surrounding counties, which had not, from the period of 2009-2021. The study found that after implementing Vision Zero in 2014, Medicaid enrollees within New York City had 77.5 fewer injuries per 100,000 person-years¹¹ than those in surrounding counties. This resulted in savings of approximately \$90.8 million in Medicaid costs over the five-year period from 2014-2018.

Representatives from the San Francisco Department of Public Health (SFDPH) report that they are planning to replicate the APJH study to evaluate the impact of Vision Zero in San Francisco, but they remain in the early stages of planning this study.

⁸ <https://injuryfacts.nsc.org/all-injuries/costs/guide-to-calculating-costs/data-details/>

⁹ <https://injuryfacts.nsc.org/motor-vehicle/overview/introduction/>

¹⁰ "Major Traffic Safety Reform and Road Traffic Injuries Among Low-Income New York Residents, 2009-2021," <https://ajph.aphapublications.org/doi/full/10.2105/AJPH.2024.307617>

¹¹ A "person-year" represents one year of participation time for one person in the study. For example, if 1,000 people each participated in a study for five years, the study would have a total of 5,000 person-years.

Impact of Traffic Congestion on Crashes

Various studies have attempted to estimate how congestion contributes to traffic collisions. A 2019 meta-analysis from the University of Adelaide reviewed 11 studies with data between 1954 and 2013 and found that five studies showed a positive linear relationship between congestion and collisions (where collisions increase as congestion increases), four found a concave relationship (a U-shaped relationship where collisions begin to decrease but then increase as congestion increases), and two found a convex relationship (an inverse U-shaped relationship where collisions begin to increase but then decrease as congestion increases).¹² The study noted that studies with the largest datasets tend to show a concave relationship. A 2021 study from the University of Barcelona analyzed data from 129 European cities from 2008 through 2017 and found a concave relationship between congestion and traffic deaths.¹³ Traffic deaths decrease until travel times increase to approximately 30 percent greater than a free flow situation (for example, a trip that would take 10 minutes with no traffic increasing to a travel time of 13 minutes due to congestion). After congestion increases travel times beyond 30 percent, traffic deaths increase as well.

Policy Options

The Board of Supervisors should:

1. Request that the San Francisco Municipal Transportation Agency (SFMTA) and the San Francisco Department of Public Health enhance their current reporting on traffic crashes by producing annual reports detailing the number of reported crashes, injuries, and deaths in San Francisco so the Board of Supervisors, other City officials, and the public can stay informed on the totals and trends.
2. Request that SFMTA and/or other City staff prepare estimates for the Board of Supervisors of the costs of street safety measures that could offset City and County of San Francisco costs associated with traffic collisions, injuries, and deaths.

¹² https://www.researchgate.net/publication/335809765_Current_Understanding_of_the_Effects_of_Congestion_on_Traffic_Accidents

¹³ <https://www.sciencedirect.com/science/article/pii/S0967070X21000731>

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San Francisco
County Transportation
Authority

Executive Summary

Perhaps no place was as visibly impacted by the COVID-19 pandemic than downtown San Francisco. Downtown office attendance dropped to less than 20% and businesses shuttered as resident, commuter, and visitor trips dropped precipitously. Transit ridership plummeted, resulting in a fiscal crisis for transit agencies, while roadway speeds increased, potentially contributing to higher levels of collisions, deaths, and injuries. Today, workers and visitors are returning to downtown, and while transit ridership is rising steadily and traffic increases are largely concentrated on regional freeways, overall trip-making remains below pre-pandemic levels. This report reveals the major travel trends and insights of the post-pandemic era to date, providing quantitative information on changes, as measured through household travel surveys, the U.S. Census Bureau, and other economic and traffic data.

Key findings in the areas of travel behavior, transportation system performance, population, and economy of both Downtown San Francisco as well as the city and county overall include:

This report reveals the major travel trends and insights of the post-pandemic era to date

DOWNTOWN TRAVEL TRENDS¹

Change in typical weekday trips to/from Downtown by geography

TO/FROM/WITHIN	% DIFFERENCE
Downtown Core	-46%
Rest of San Francisco (SF)	-25%
Rest of Bay Area	-25%

Source: travel diary survey

69% of the drop in Downtown trips is due to a decline in non-work purposes such as shopping, eating out, and personal business, though the number of work trips had the largest percentage decrease (-66%).

Half the decline in the number of Downtown trips was due to a drop in trips within in Downtown. The other half of the decline in the number of Downtown trips was evenly split between local (to/from the rest of San Francisco) and regional (to/from the rest of the Bay Area) trips.

Downtown San Francisco, as defined in this report

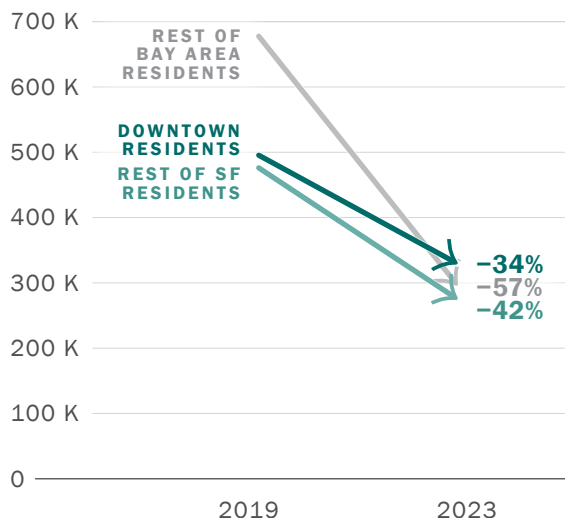


¹ Changes to travel behavior are revealed by data from household travel diary surveys of Bay Area residents jointly administered by the Transportation Authority, the Metropolitan Transportation Commission (MTC), and the Santa Clara Valley Transportation Authority.

DOWNTOWN TRAVEL TRENDS (continued)

51% of the decline in Downtown trips is due to fewer trips being made by residents of other Bay Area counties.

Typical adult weekday trips to/from/within Downtown by home location, 2019 - 2023

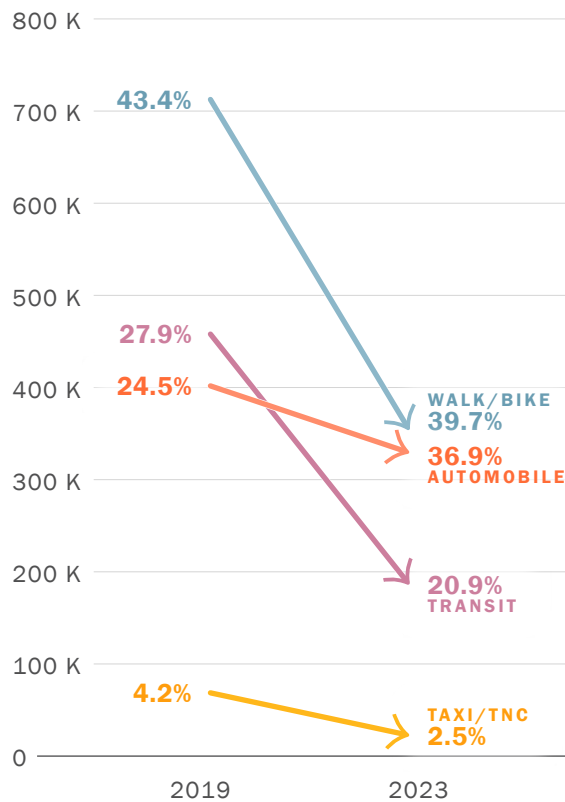


Source: travel diary survey

Demographically, trips by middle income travelers (household income \$100k - \$200k) declined by 56%, while trips by high income and low income travelers declined by 42% and 40%, respectively; and trips by White and Asian/Pacific adults declined much more than Hispanic/Latinx, Black, or other races/ethnicities.

Downtown automobile mode share increased from 24% to 37% (across all trip purposes) while the walk/bike and transit mode shares decreased. Walk/bike remained the top share of Downtown trips, though by a smaller margin.

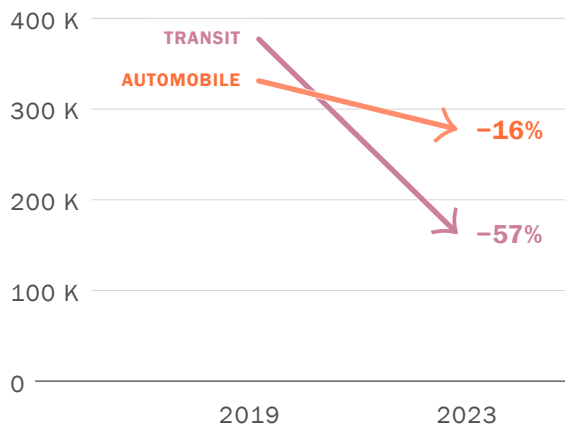
Typical adult weekday trips to/from/within Downtown by mode, 2019 - 2023



Source: travel diary survey

Driving has become the dominant mode of transportation for travel between Downtown and the rest of San Francisco / Bay Area.

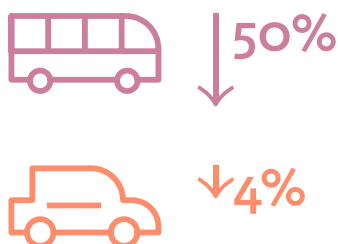
Typical adult weekday trips into / out of Downtown by mode, 2019 - 2023



Source: Travel diary survey

DOWNTOWN TRAVEL TRENDS (continued)

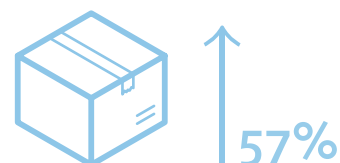
Transit trips between Downtown and the rest of San Francisco declined by more than 50% between 2019 and 2023, while drive trips between Downtown and the rest of San Francisco declined only 4%.



Telecommuting rates of San Francisco residents have been dropping to 24% in 2023, but remain significantly elevated compared with pre-pandemic rates (7% in 2019) and higher than residents of the rest of the Bay Area.



Use of delivery services e.g., for packages, groceries, or food increased significantly, with **the share of Downtown San Francisco residents receiving deliveries per typical weekday increasing from 26% to 40%.**



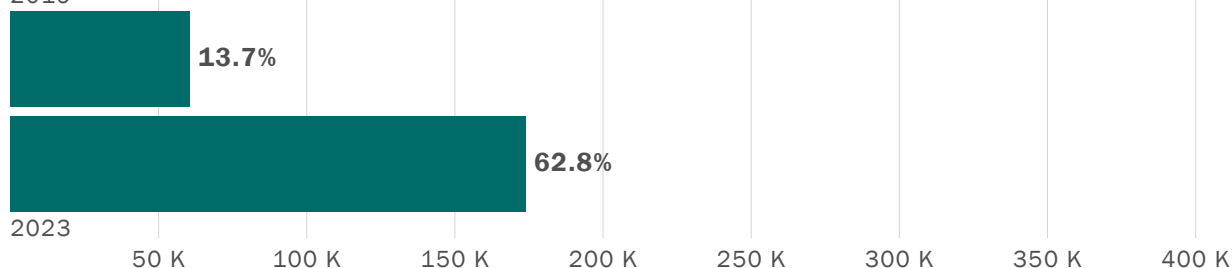
The share of Downtown workers telecommuting two or more days per week increased from 14% to 63% between 2019 and 2023.

Telecommute frequency for Downtown workers, 2019 - 2023

FEWER THAN 2 DAYS PER WEEK
2019



2 OR MORE DAYS PER WEEK
2019

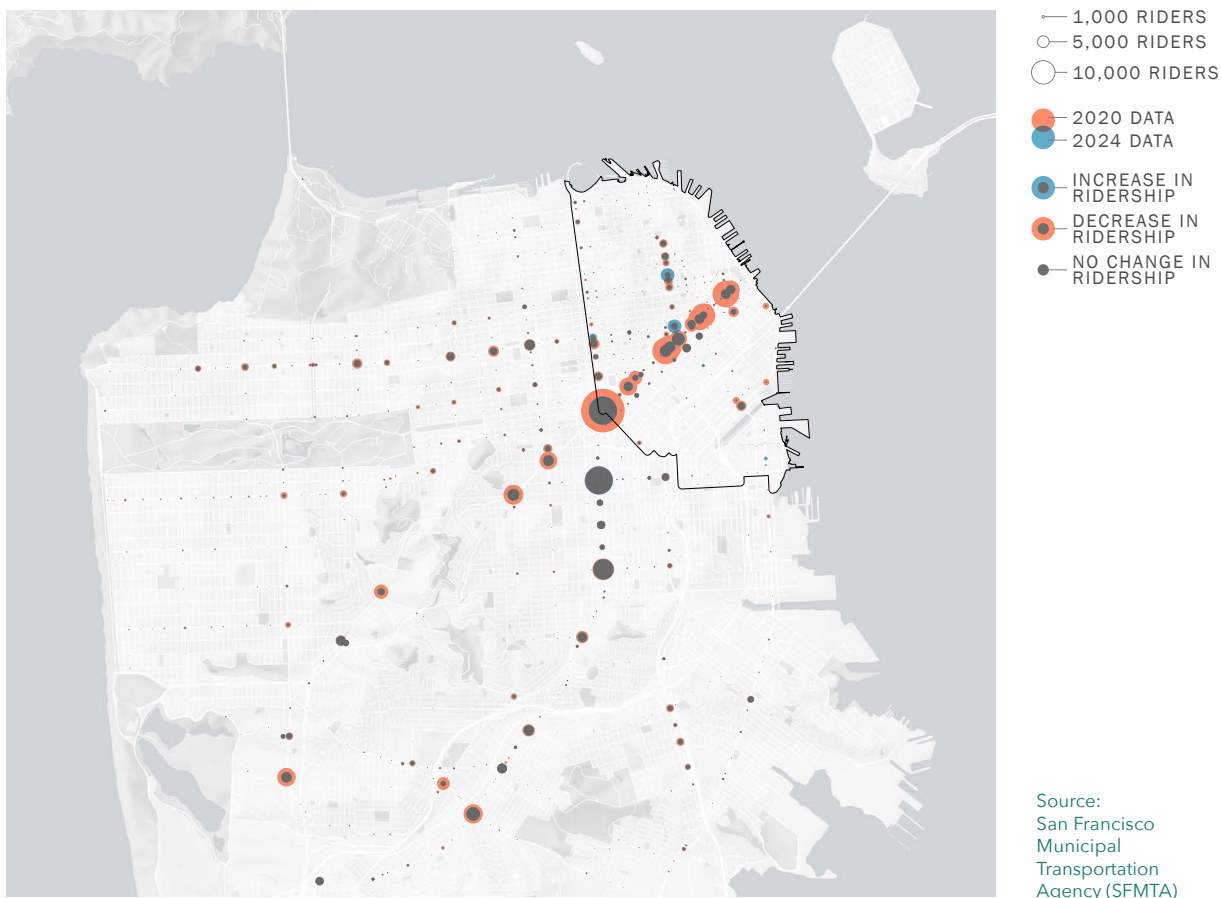


Source: travel diary survey

TRANSPORTATION SYSTEM PERFORMANCE

Muni continues to have the highest ridership of all Bay Area transit operators, and has recovered to over 70% of 2019 weekday ridership by 2024. **Muni ridership has been resilient in neighborhoods such as Mission, Bayview, and Mission Bay, and on corridors such as Mission, Van Ness, Stockton, and 16th Street where transit investments were made.**

Weekday Muni ridership by intersection for February 2020 and February 2024



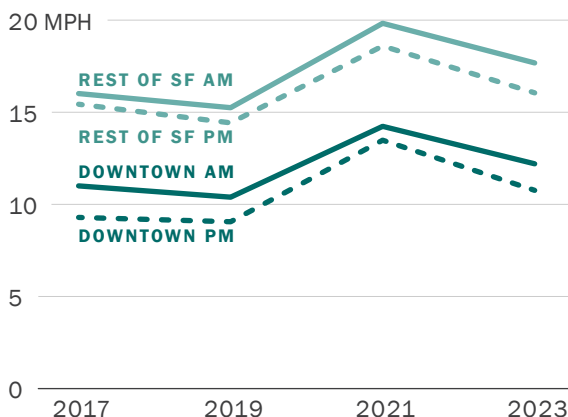
BART ridership continues to recover, though still remaining well below pre-pandemic levels. **BART ridership recovery is more robust on weekends than weekdays and outside the Downtown core of San Francisco than within.** Downtown stations ridership recovered to 36% of 2019 ridership by 2024 for weekdays and 54% for weekends.

Caltrain ridership recovered to approximately half of pre-pandemic ridership by March 2025. **The Caltrain Electrification project continues to boost ridership**, contributing to a 37% year-on-year increase in ridership in the first seven months of service.

TRANSPORTATION SYSTEM PERFORMANCE (continued)

Roadway congestion on surface arterials in Downtown remains below pre-pandemic levels, as indicated by higher average speeds.

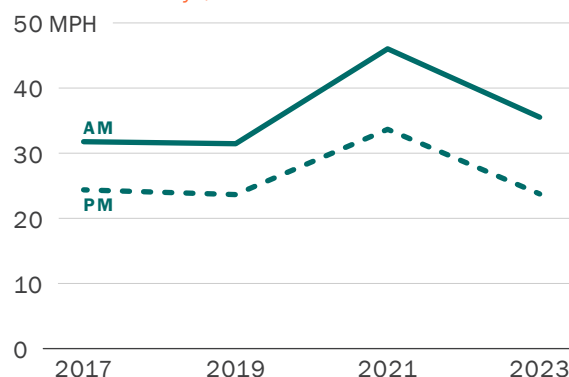
Weekday peak automobile speeds on CMP network surface arterials in Downtown and the rest of San Francisco, 2017 - 2023



Source: INRIX and Transportation Authority, also cf. 2023 CMP report

Average congestion on freeways in San Francisco has returned to pre-pandemic levels in the PM peak, despite office attendance at 40% to 45% of pre-pandemic levels (reported below).

Weekday peak automobile speeds on CMP network freeways, 2017 - 2023

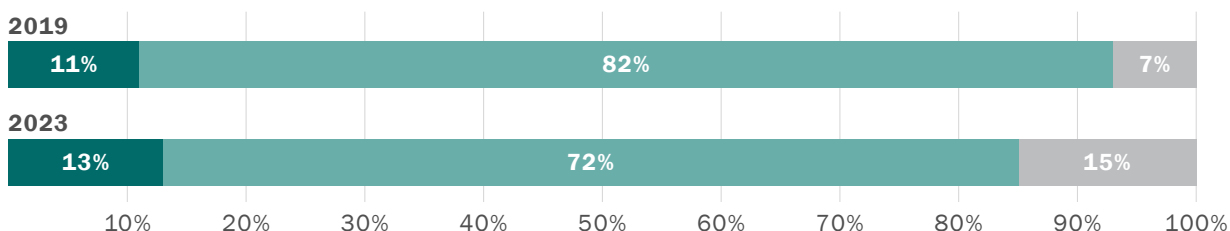


Source: INRIX and Transportation Authority, also cf. 2023 CMP report

Congestion on the I-80 freeway in Downtown reflects an **increased share in through trips (between East Bay and the Peninsula / South Bay)**, and a decreased share in people driving into San Francisco.

Share of Downtown I-80 automobile trips by origin/destination

INTRA-SF TO/FROM SF NON-SF (PASS THROUGH)



Source: travel diary survey

The share of trips on the I-80 freeway in Downtown with a work destination has **declined**, while non-work destinations (including discretionary trip purposes such as shopping, medical, and recreational) have increased.

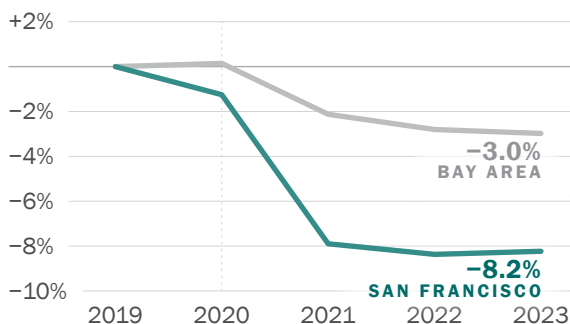
San Francisco-Oakland Bay Bridge (Bay Bridge) and Golden Gate Bridge volumes are 9% and 16% lower, respectively, than pre-pandemic, but **volumes at the San Mateo County screenline have returned to 2019 levels.**

Many of these transportation trends can be further contextualized by San Francisco's population and employment changes, transit service level adjustments, and work from home patterns in the post-pandemic era:

POPULATION & DEMOGRAPHICS

San Francisco's population is 8% lower in 2023 than in 2019; the Bay Area declined 3%.

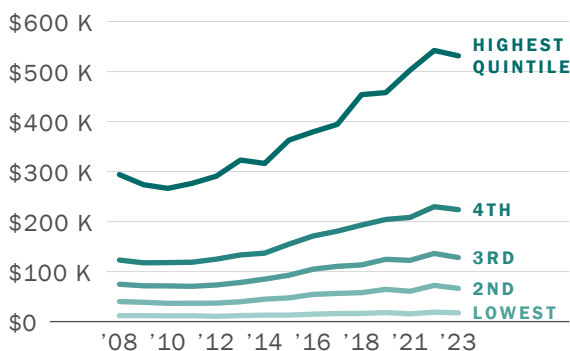
Percentage change in population in San Francisco and the Bay Area, 2019 - 2023



Source: U.S. Census Bureau, Population Division. Annual Estimates of the Resident Population for Counties in California. Data is from July 1 of each year.

The household income gap between higher income households and lower income households has widened, and the income of San Francisco's lowest household income quintile declined 3% between 2019 and 2023.

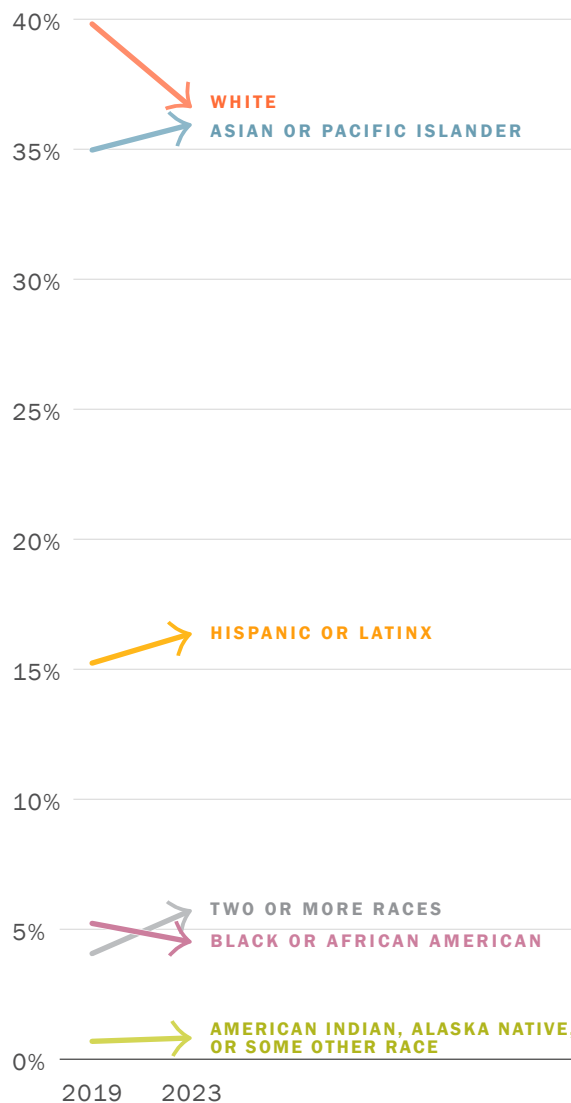
Mean household income in each quintile for San Francisco



Source: U.S. Census Bureau, ACS 1-Year Estimates Detailed Tables, Table B19081, 2008 - 2023

San Francisco's population is becoming more racially and ethnically diverse.

San Francisco resident race/ethnicity shares, 2019 - 2023

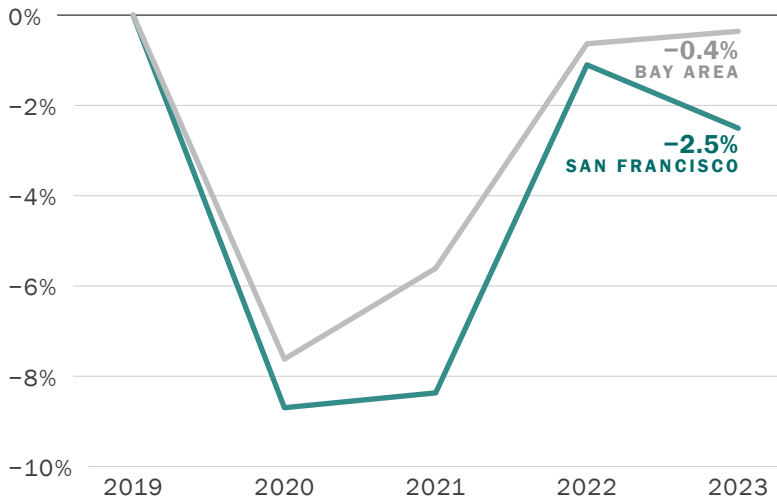


Source: U.S. Census Bureau. Hispanic or Latino Origin by Race. American Community Survey, ACS 1-Year Estimates Detailed Tables, Table C03002, 2019 and 2023.

ECONOMY & EMPLOYMENT

Employment in San Francisco is 2.5% lower in 2023 than in 2019 while the Bay Area is virtually unchanged.

Percentage change in total employment by workplace in San Francisco and the Bay Area, 2019 - 2023

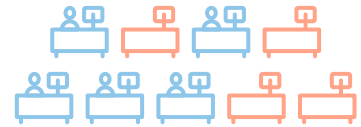


Source: California Employment Development Department, Current Employment Statistics.

Office rental market vacancy is slowly reducing but remains at just below 37% at the end of 2024.

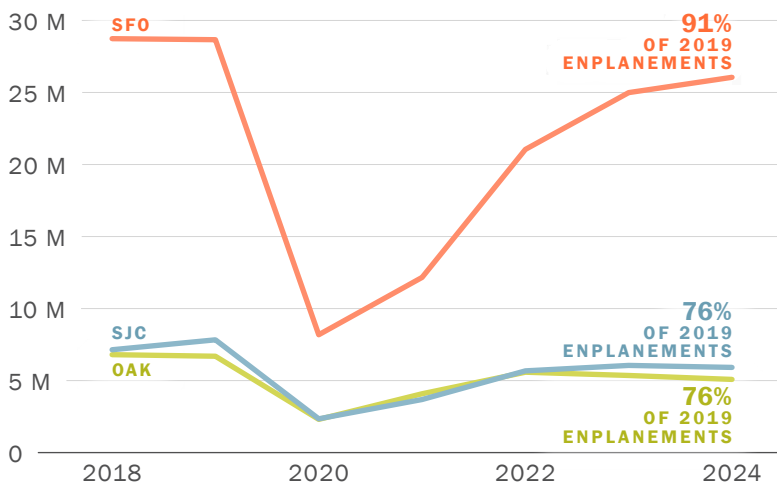


Office attendance has stabilized at 40% to 45% of 2019 attendance levels, as of the end of 2024.



Airport enplanements at SFO have returned to 91% of pre-pandemic levels, which is a stronger recovery than has occurred at OAK or SJC (both 76%).

Airport enplanements at SFO, OAK, and SJC, 2018 - 2024



Source: San Francisco International Airport, Oakland Airport, and San José Mineta International Airport.

Hotel and short term rental occupancy rates are recovering, but remain well below pre-COVID levels at 60% to 65%.



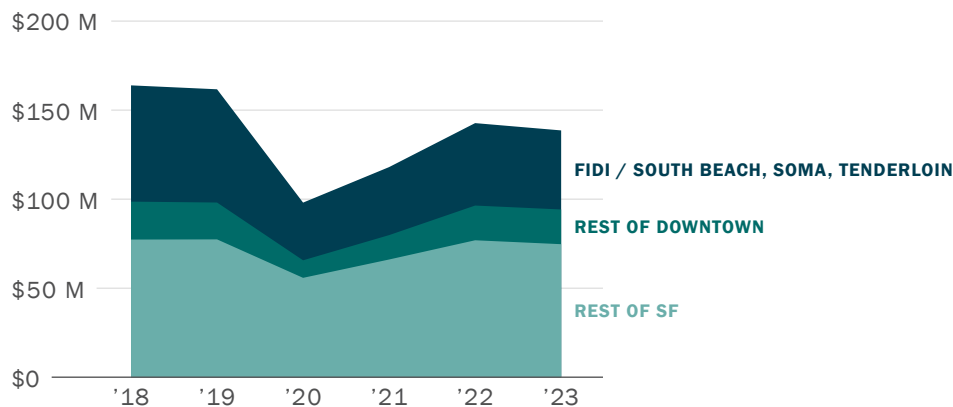
Employment in the leisure and hospitality industries is increasing, but remains below pre-pandemic levels.



ECONOMY & EMPLOYMENT (continued)

The drop in annual sales tax revenue in **Financial District / South Beach, South of Market, and the Tenderloin neighborhoods** accounts for 83% of the lower sales tax revenue in San Francisco overall between 2019 and 2023.

San Francisco sales tax revenue by geography, 2018 - 2023



Source: HdL Companies, via San Francisco Economic Recovery Dashboards.

While the COVID-19 pandemic has been profoundly disruptive, it also provides San Francisco the opportunity to facilitate a healthy recovery: reconceiving Downtown, building a more resilient economy, and ensuring that these benefits are shared by all. This will rely on stabilizing and growing local and regional transit, and also monitoring and managing private vehicle demand and congestion. In the transportation sector, this effort will be guided by San Francisco's long-standing Transit First policy and the goals of the countywide San Francisco Transportation Plan: promoting equitable access, ensuring safety and livability, and supporting a healthy environment and economic vitality, through effective program delivery and engagement across the city.

Downtown Travel Study



San Francisco
County Transportation
Authority

Transportation Authority Community Advisory Council – Agenda Item 7
July 23, 2025

Key Findings Outline

Travel trends

- Downtown travel trends mostly from Bay Area Travel Study (2019 & 2023, MTC/SFCTA/VTA)

Population & economy

Downtown boundary



Travel Trends



San Francisco
County Transportation
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Downtown Travel Study

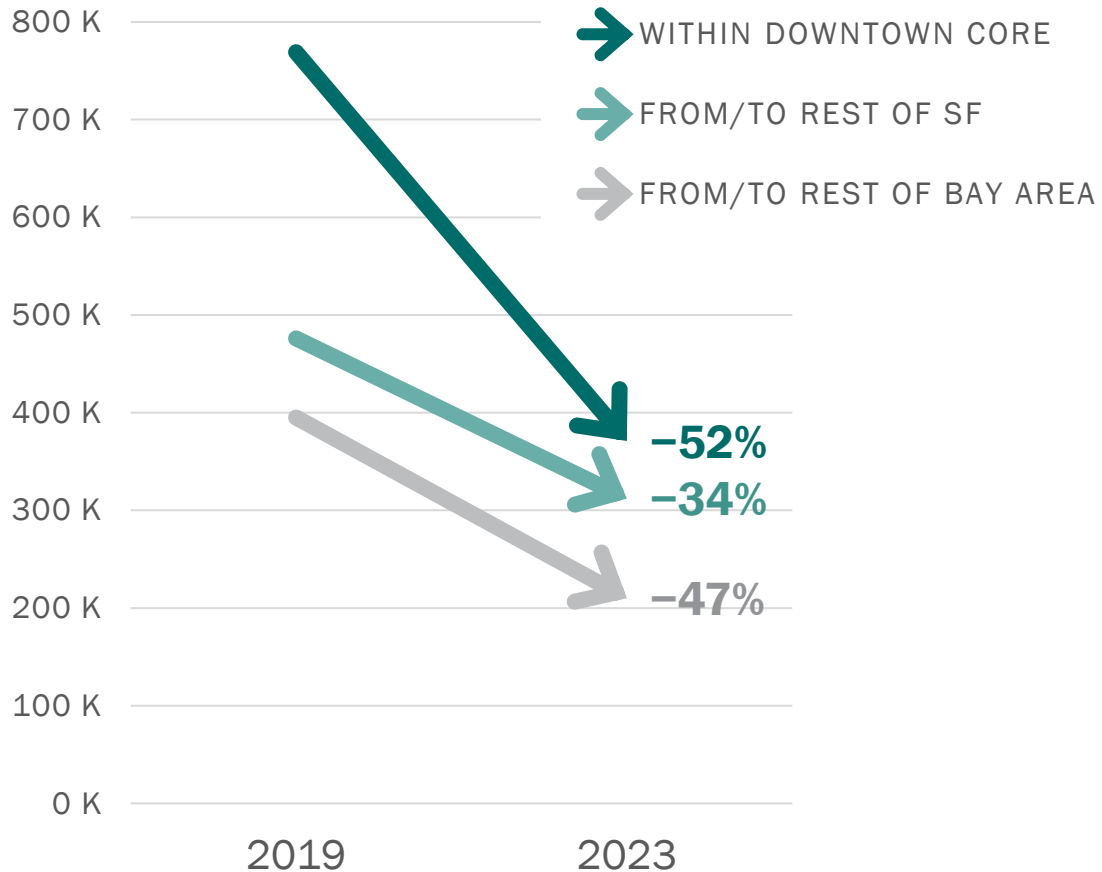
Change in total trips

Adult (18+) typical weekday trips

TO/FROM/WITHIN	2019	2023	% DIFFERENCE
DOWNTOWN	1,641,000	893,000	-46%
REST OF SAN FRANCISCO	2,698,000	2,015,000	-25%
REST OF BAY AREA	24,540,000	18,433,000	-25%

Change in Downtown trips

Adult (18+) typical weekday trips



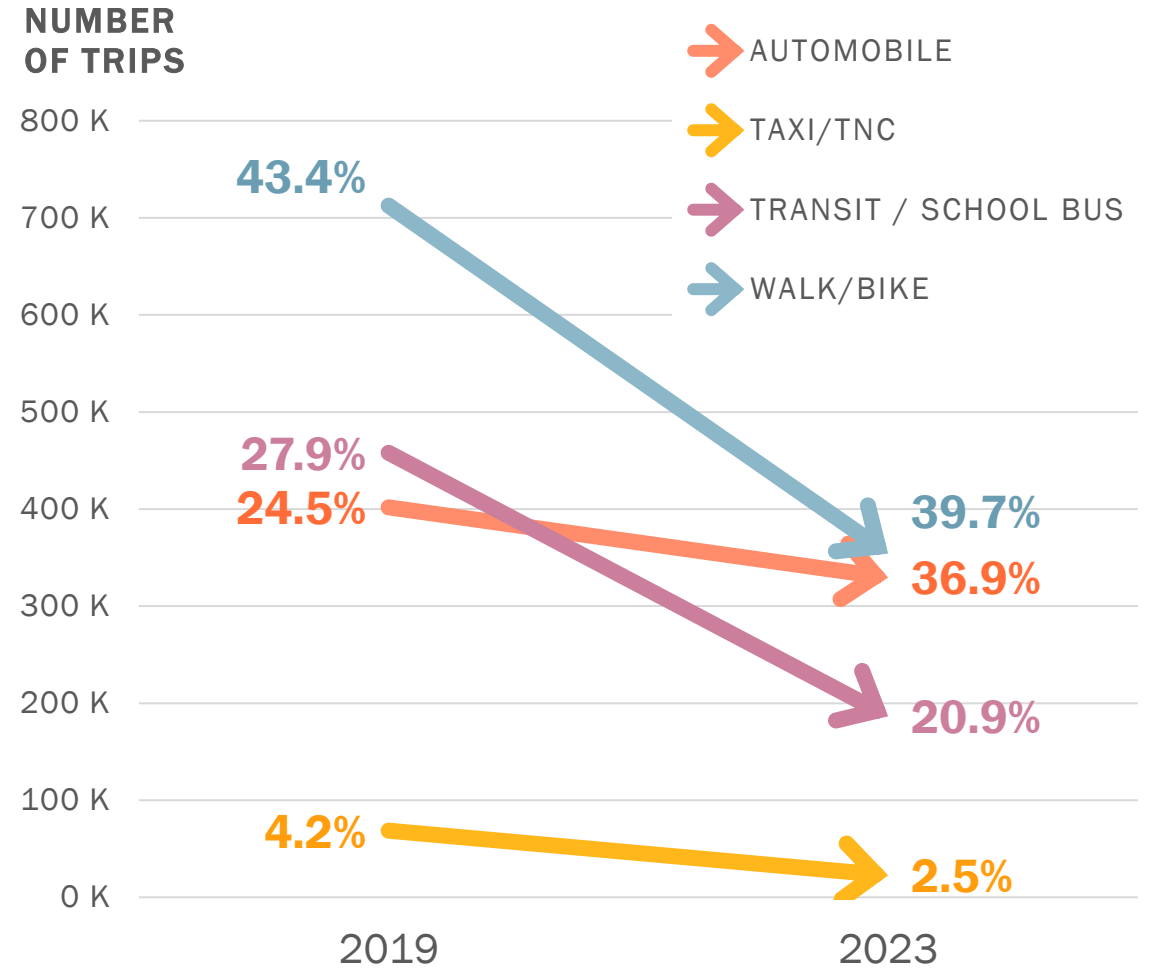
TO/FROM DOWNTOWN	2019	2023	% DIFF
Within Downtown	769,000	371,000	-52%
From/To Rest of SF	476,000	312,000	-34%
From/To Rest of Bay Area	395,000	210,000	-47%
Total	1,640,000	893,000	-46%



Change in Downtown trips by mode

- Auto mode share increased
- Walk/bike/transit mode share decreased

Adult (18+) typical weekday trips to/from/within Downtown

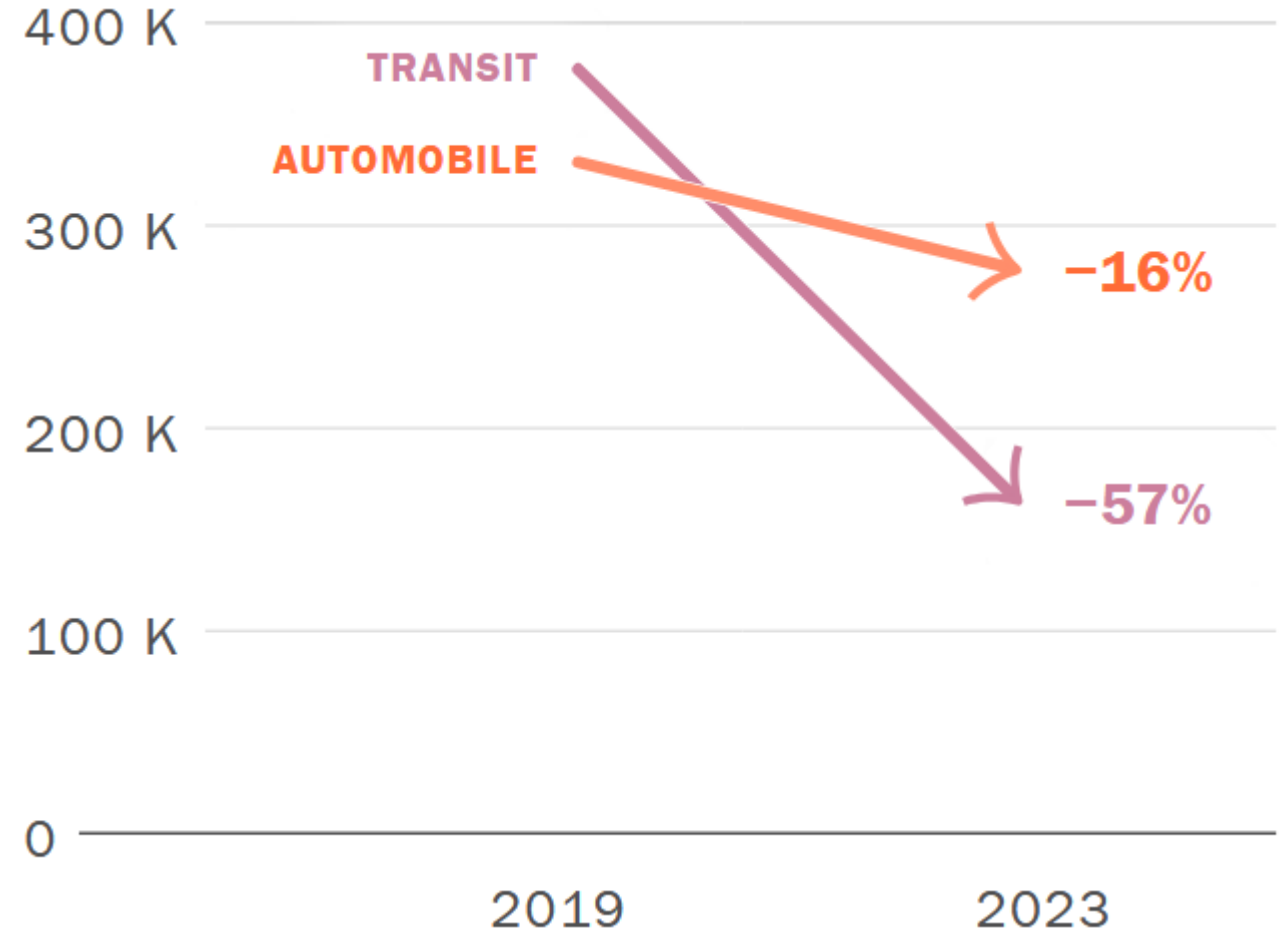


Note: y-axis shows number of trips, arrow tips show shares (%)
Source: Travel diary survey

Change in Downtown trips by mode

- Driving now the dominant mode between Downtown and the rest of SF / Bay Area

Adult (18+) typical weekday trips into / out of Downtown

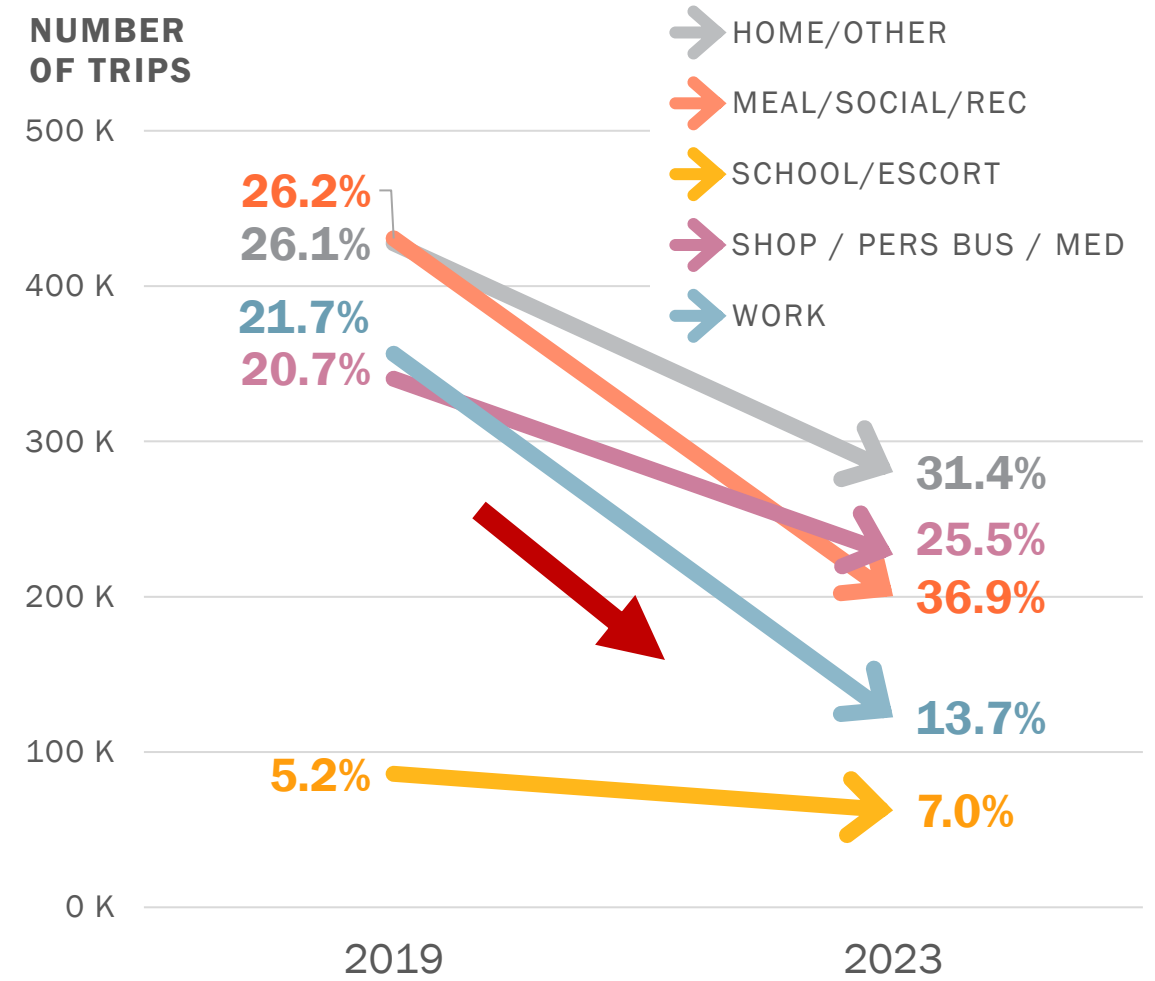


Note: y-axis shows number of trips, arrow tips show shares (%)
Source: Travel diary survey

Change in Downtown trip purposes

- 69% of decline in Downtown trips is due to decline in non-work purposes
- The number of work trips had largest percentage decline (−66%)

Adult (18+) typical weekday trips to/from/within Downtown

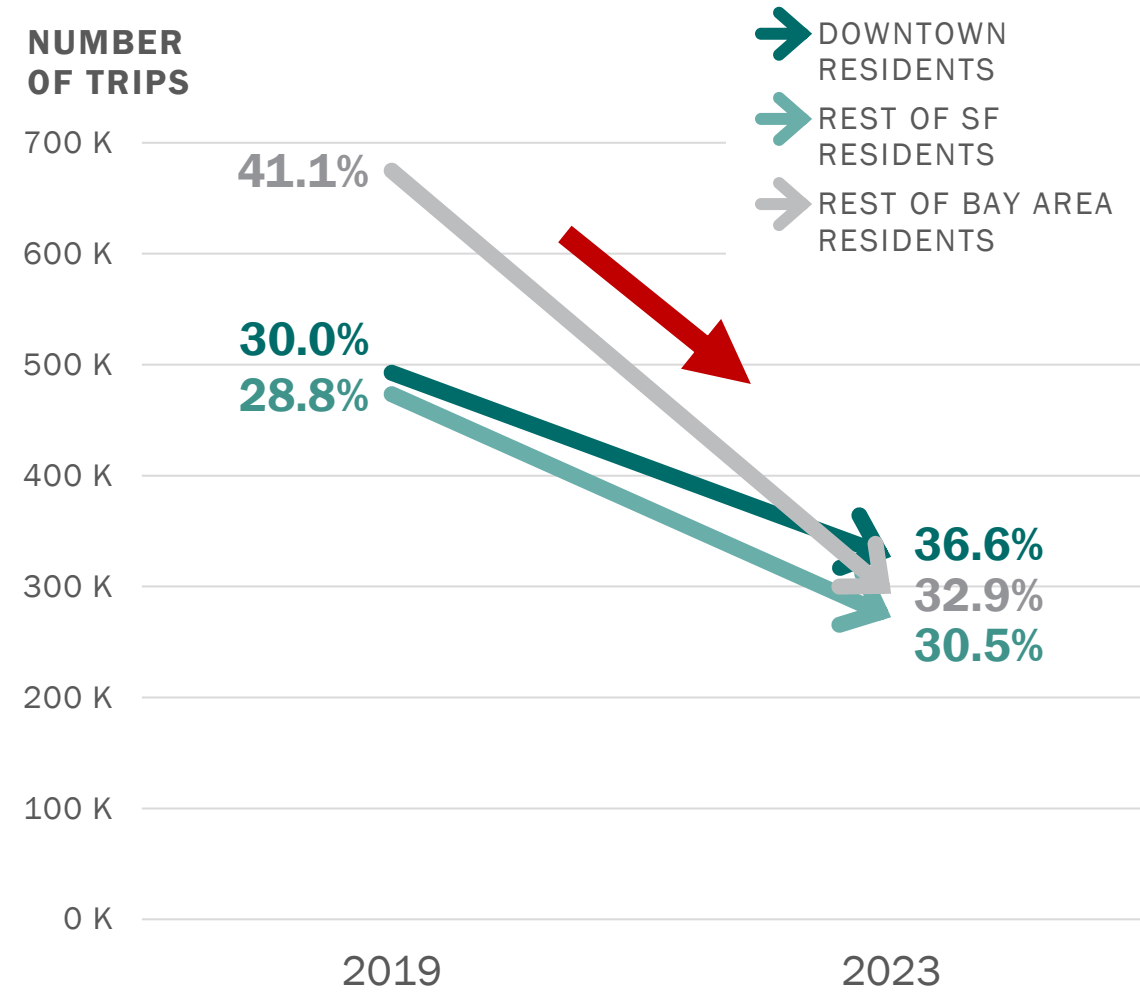


Note: y-axis shows number of trips, arrow tips show shares (%)
Source: Travel diary survey

Change in Downtown trips by home geography

- 51% of decline in the number of Downtown trips is due to fewer trips by residents of other Bay Area counties

Adult (18+) typical weekday trips to/from/within Downtown

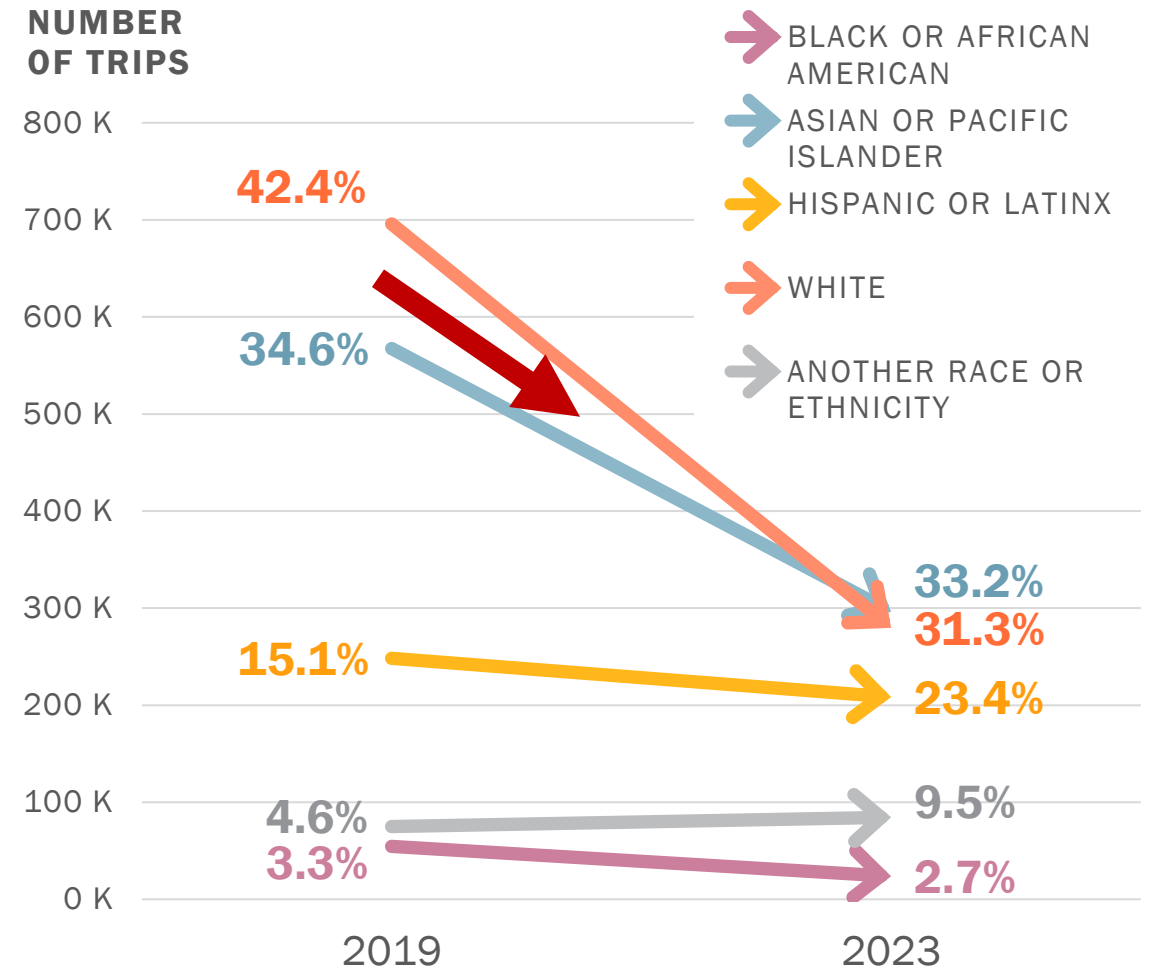


Note: y-axis shows number of trips, arrow tips show shares (%)
Source: Travel diary survey

Change in Downtown trips by race/ethnicity

- Trips by White and Asian/Pacific adults declined more than other race/ethnicities

Adult (18+) typical weekday trips to/from/within Downtown

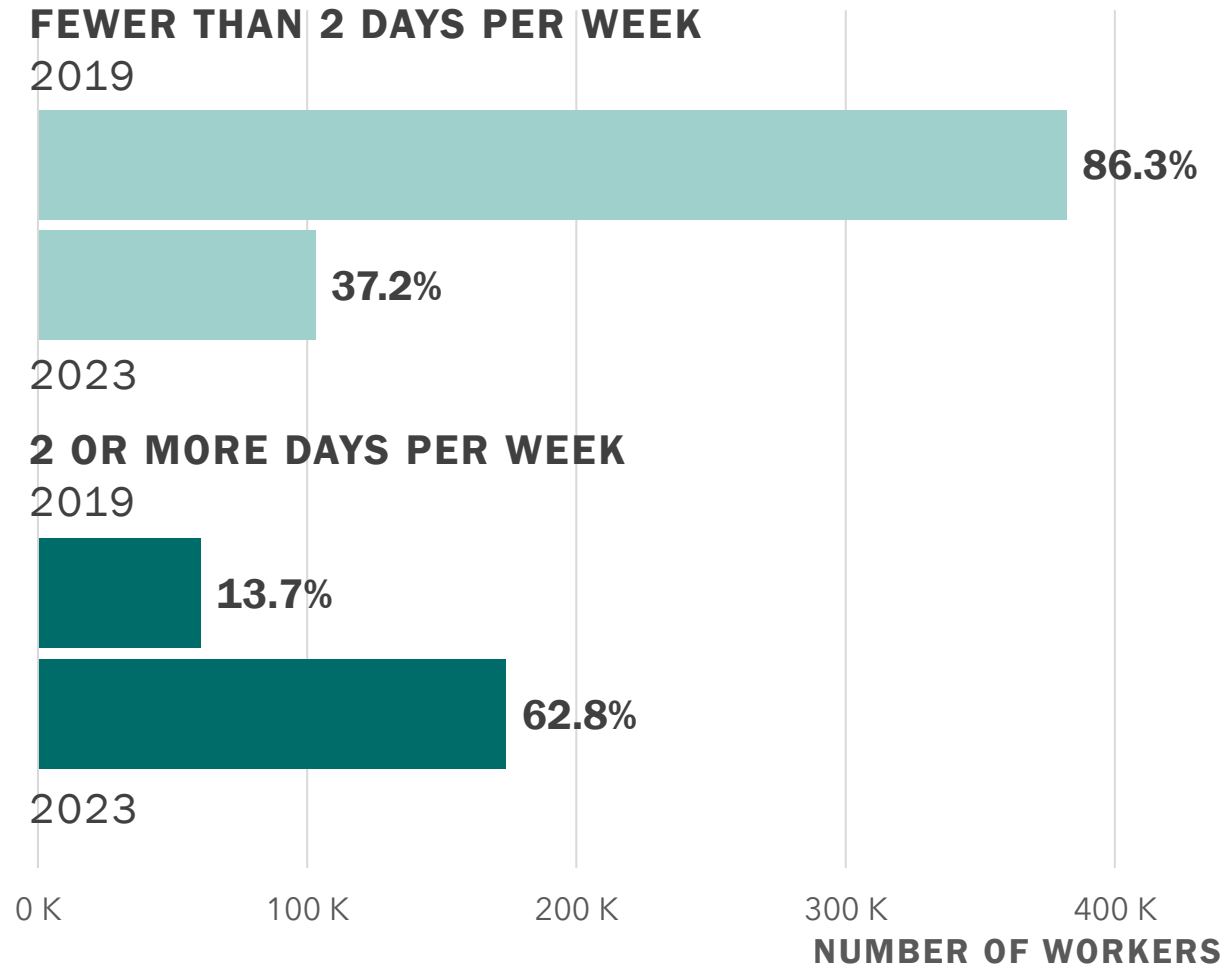


Note: y-axis shows number of trips, arrow tips show shares (%)
Source: Travel diary survey

Change in telecommuting

- Share of Downtown workers telecommuting 2+ days/week increased (14% to 63%)
- Telecommuting rates of SF residents are dropping, but still higher than pre-COVID and higher than residents in other Bay Area counties

Telecommuting by Downtown workers

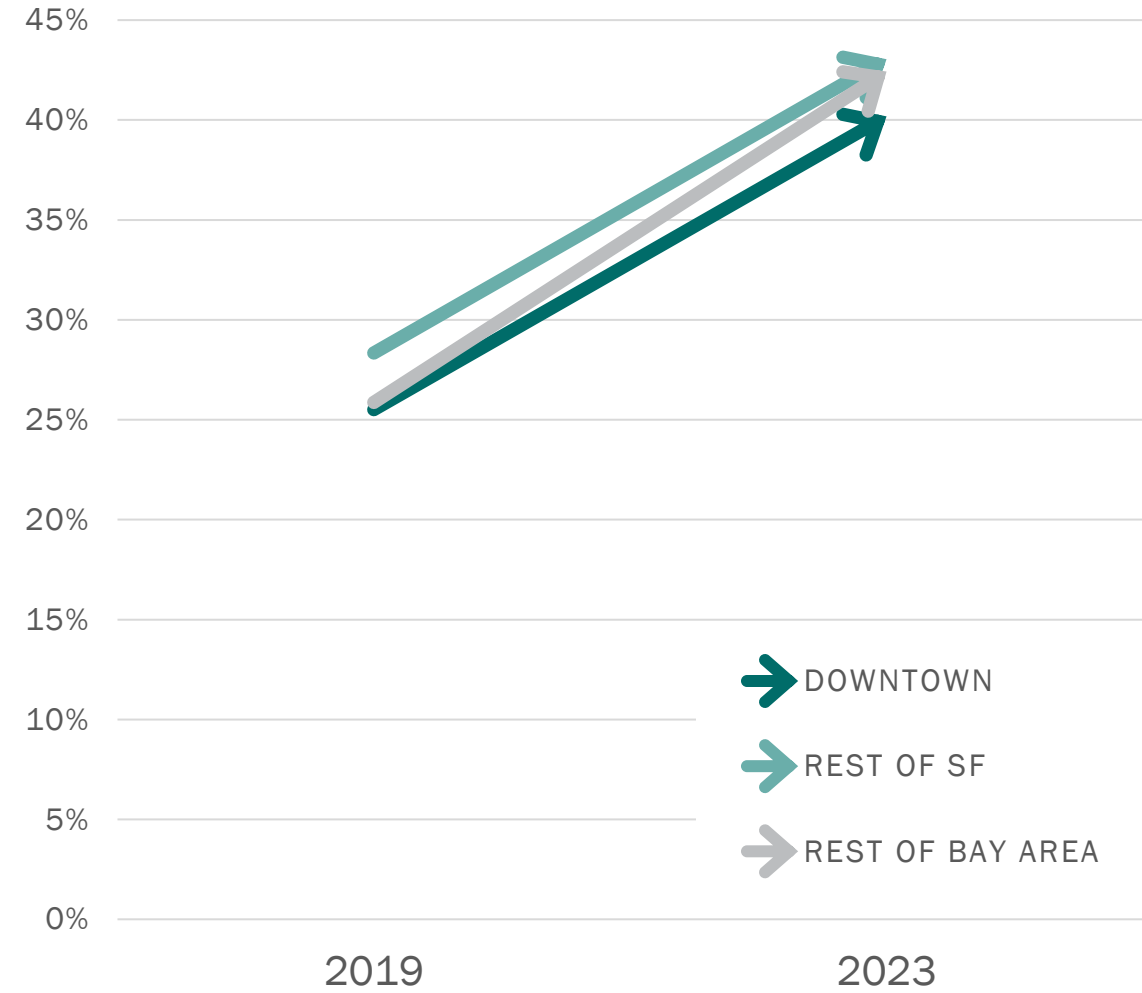


Change in deliveries

- Share of Downtown residents receiving deliveries on a typical weekday increased from 26% to 40%

Deliveries by home geography

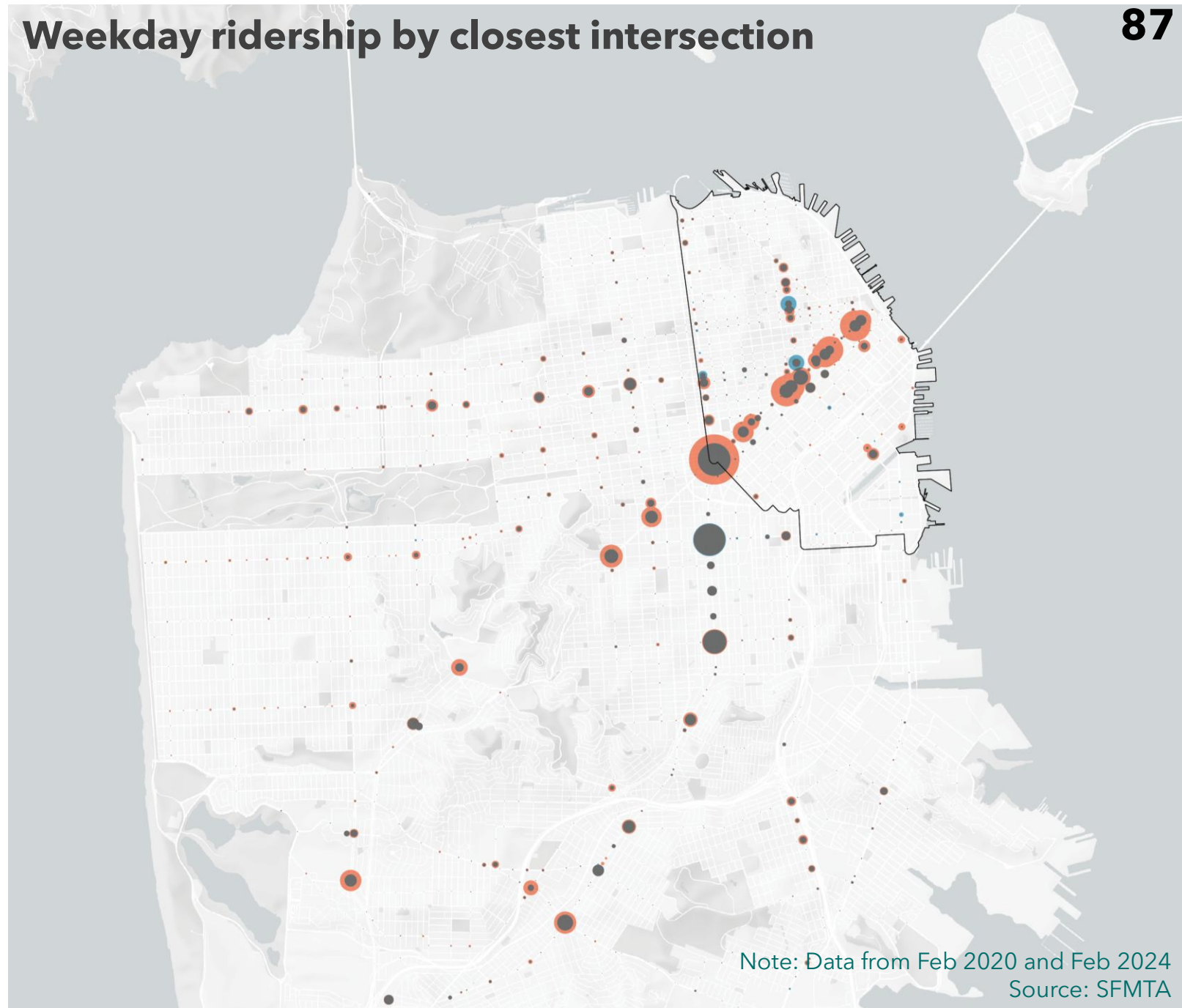
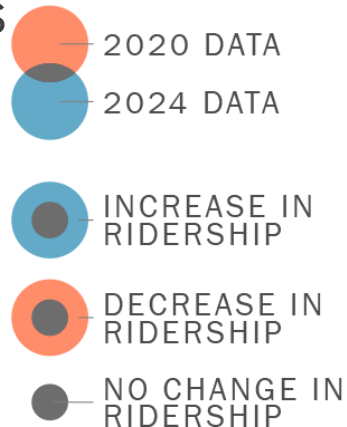
SHARE



Note: y-axis shows number of trips, arrow tips show shares (%)
Source: Travel diary survey

Change in Muni ridership

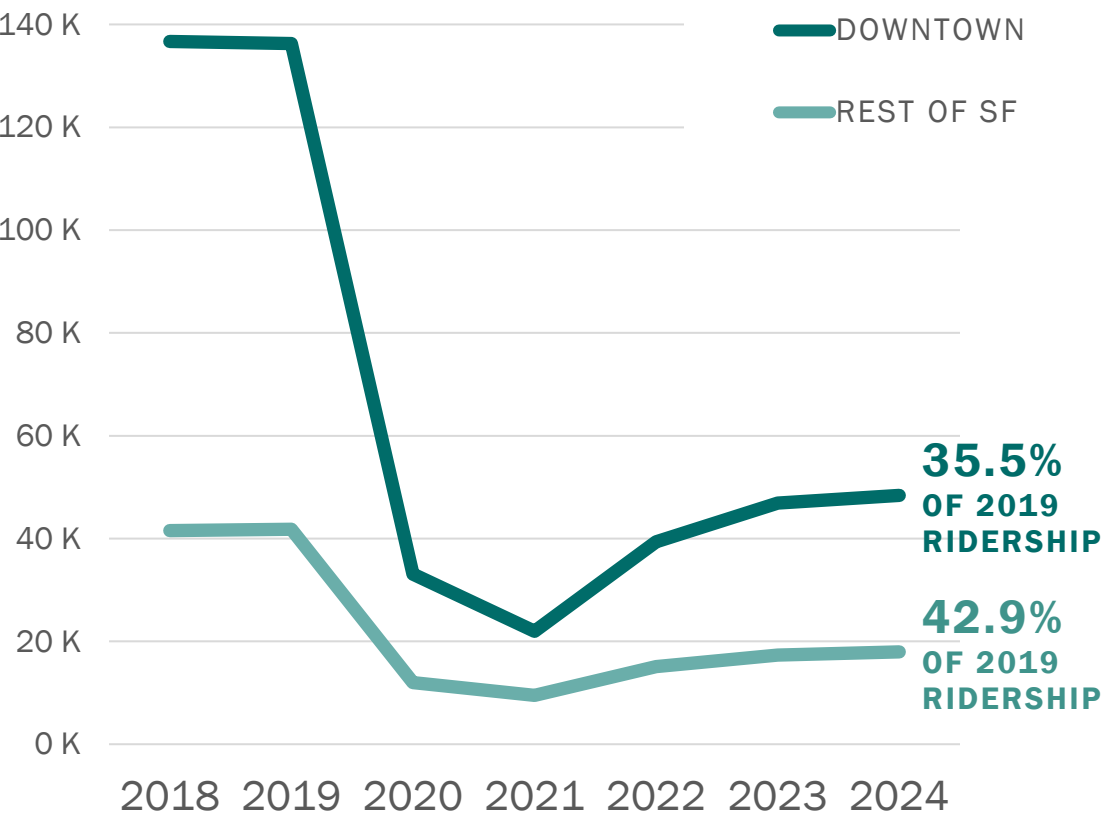
- Highest ridership in Bay Area
- Weekdays: recovered to over 70% of pre-COVID ridership by 2024
- Ridership resilient in some neighborhoods and corridors



Change in BART & Caltrain ridership

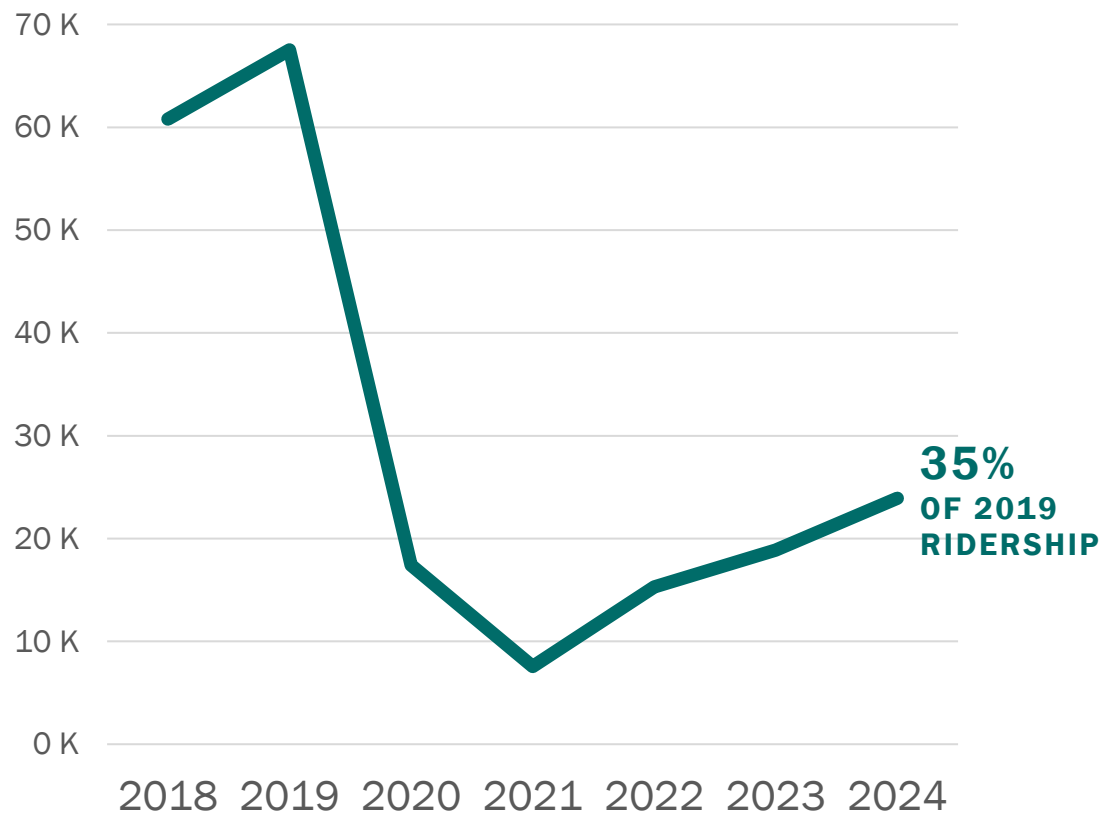
BART

Average Weekday Ridership



Caltrain

Average Weekday Ridership

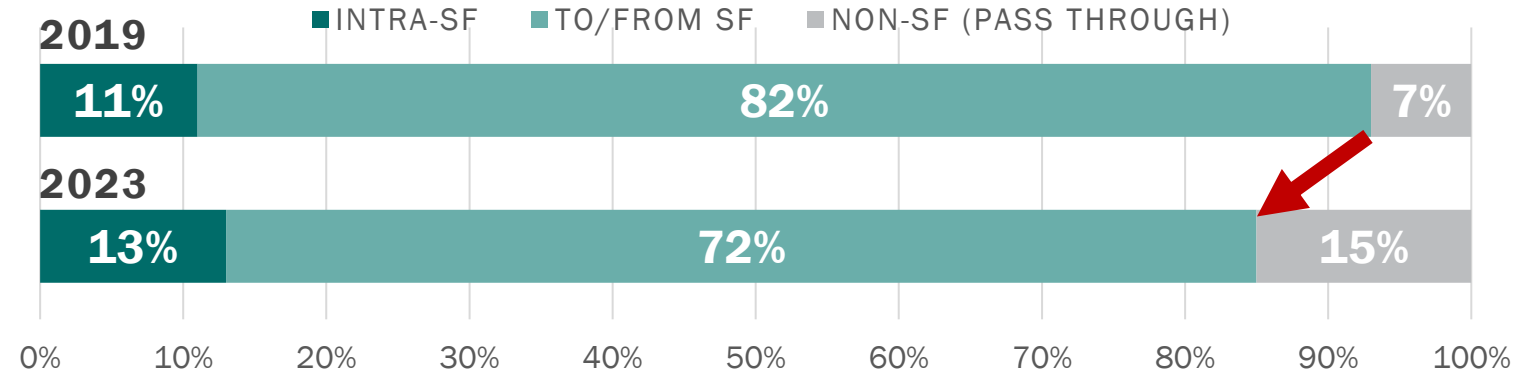


Change in freeway trips

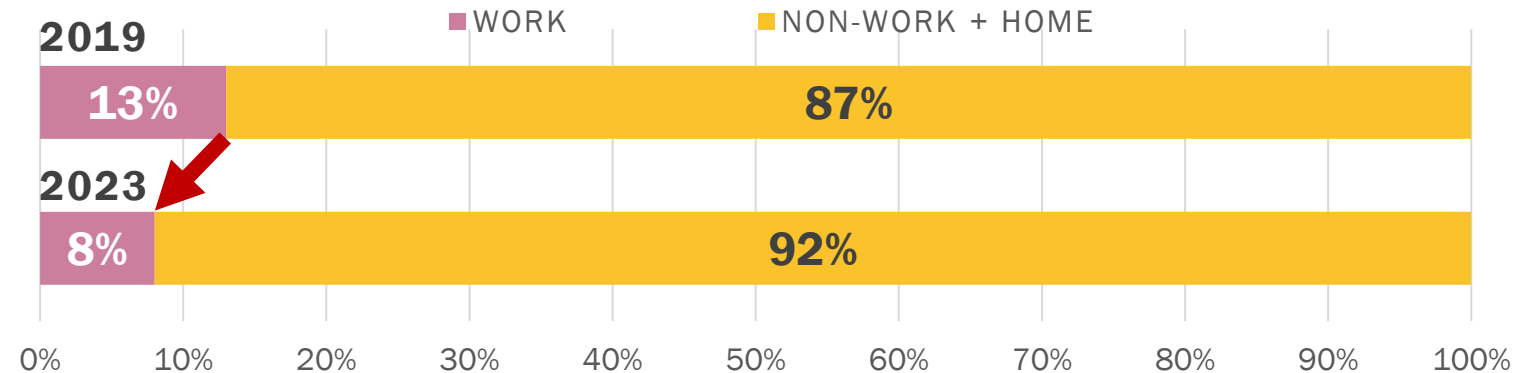
- Increased share of trips passing through SF
- Decreased share of work trips

Adult (18+) typical weekday auto trips on I-80 (between US-101 and Bay Bridge)

Trip origin/destination



Trip purpose



Population and Economy

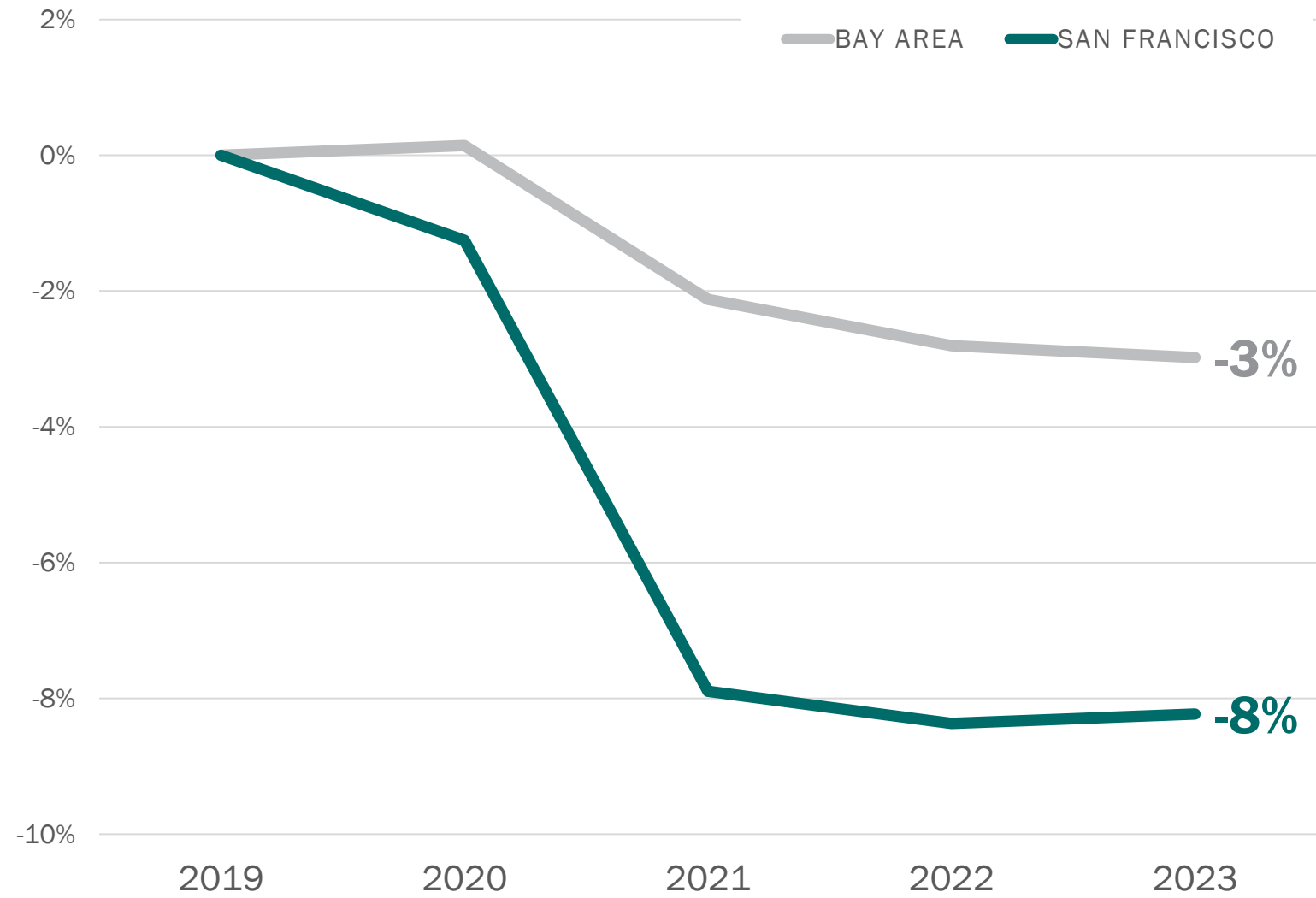


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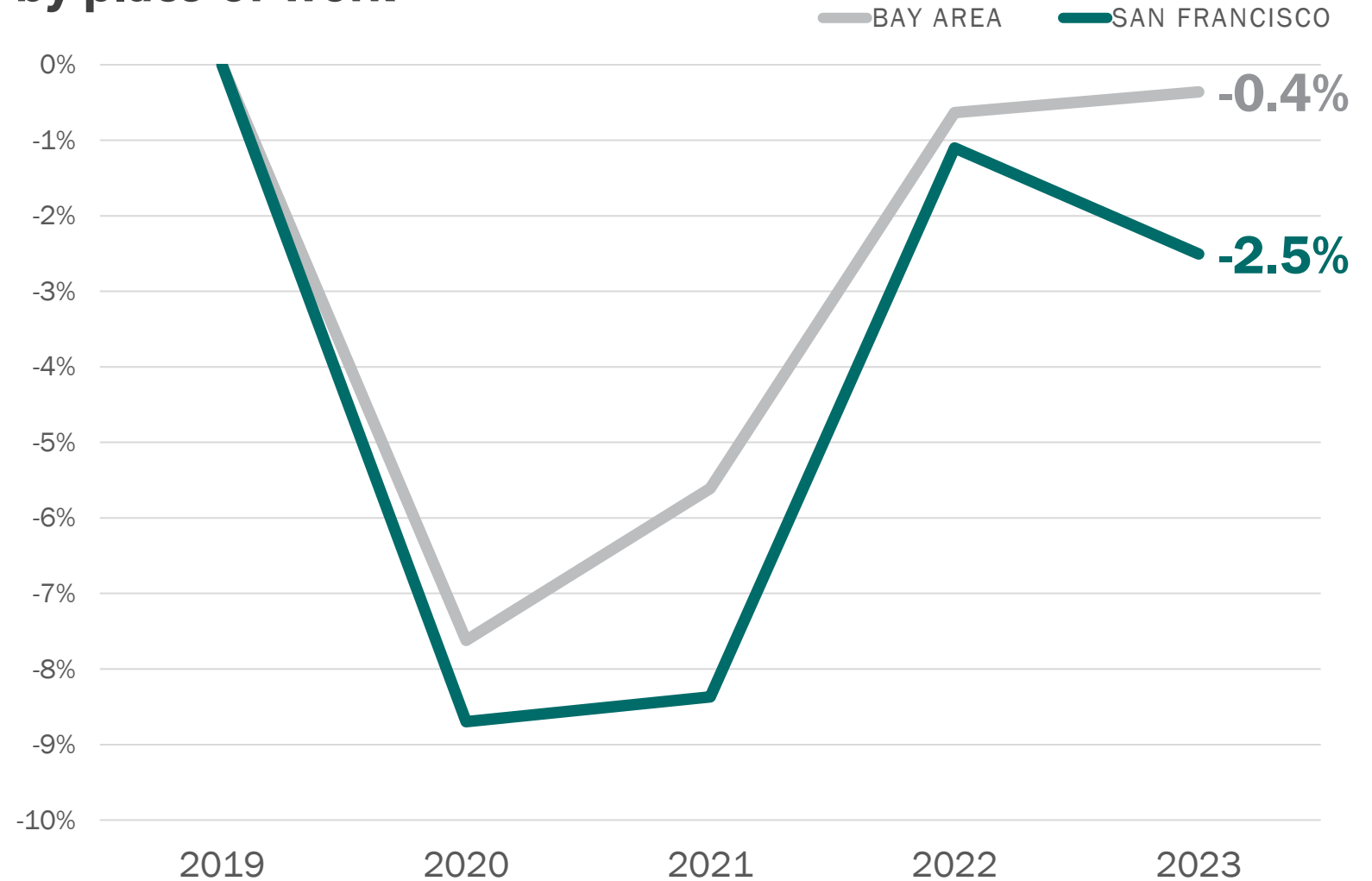
Population

Percent change in population



Employment

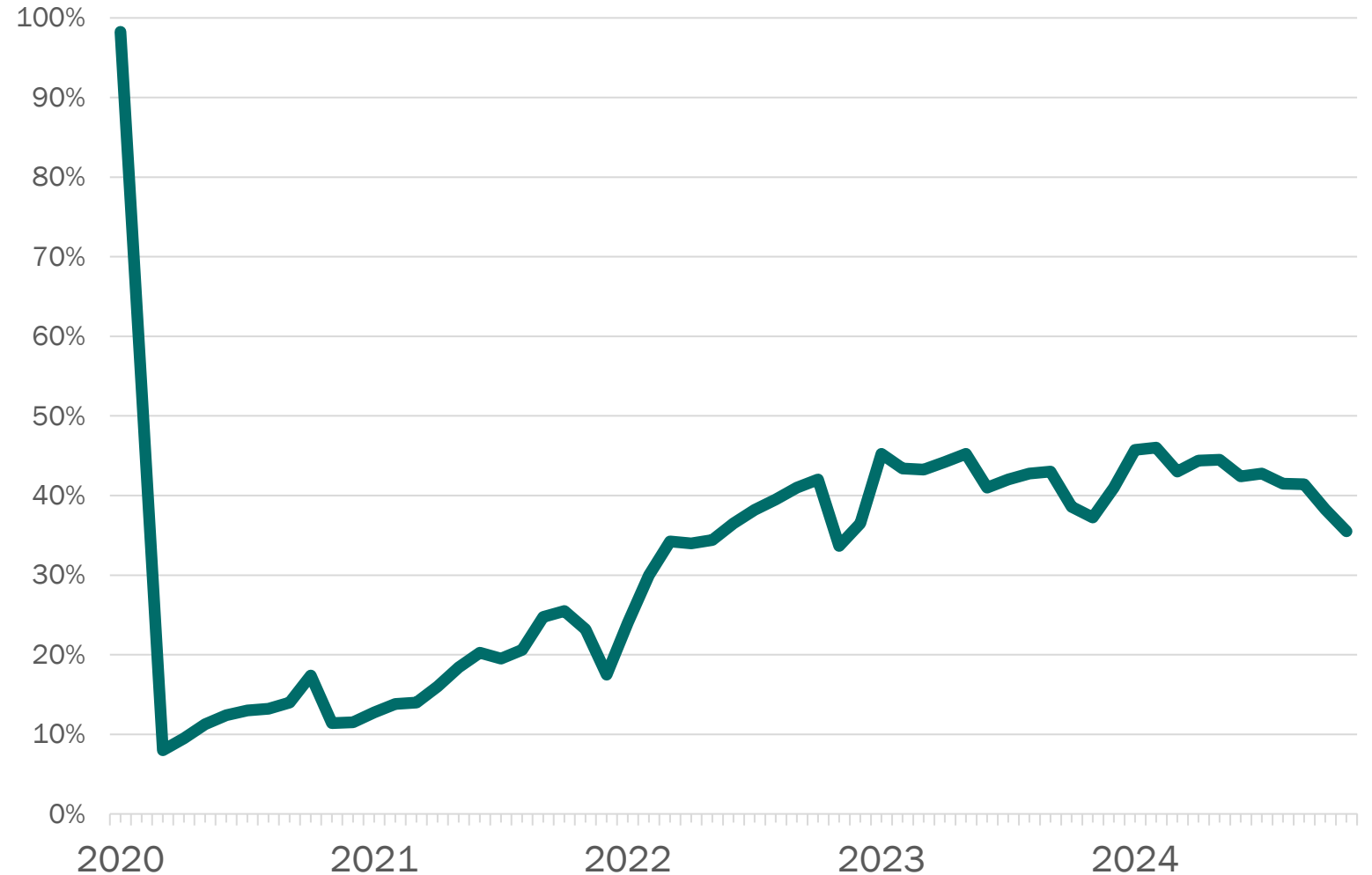
Percent change in total employment by place-of-work



Office attendance

- Stabilized at 40-45% of 2019 (end of 2024)
- Recent executive orders required more days in the office by government workers

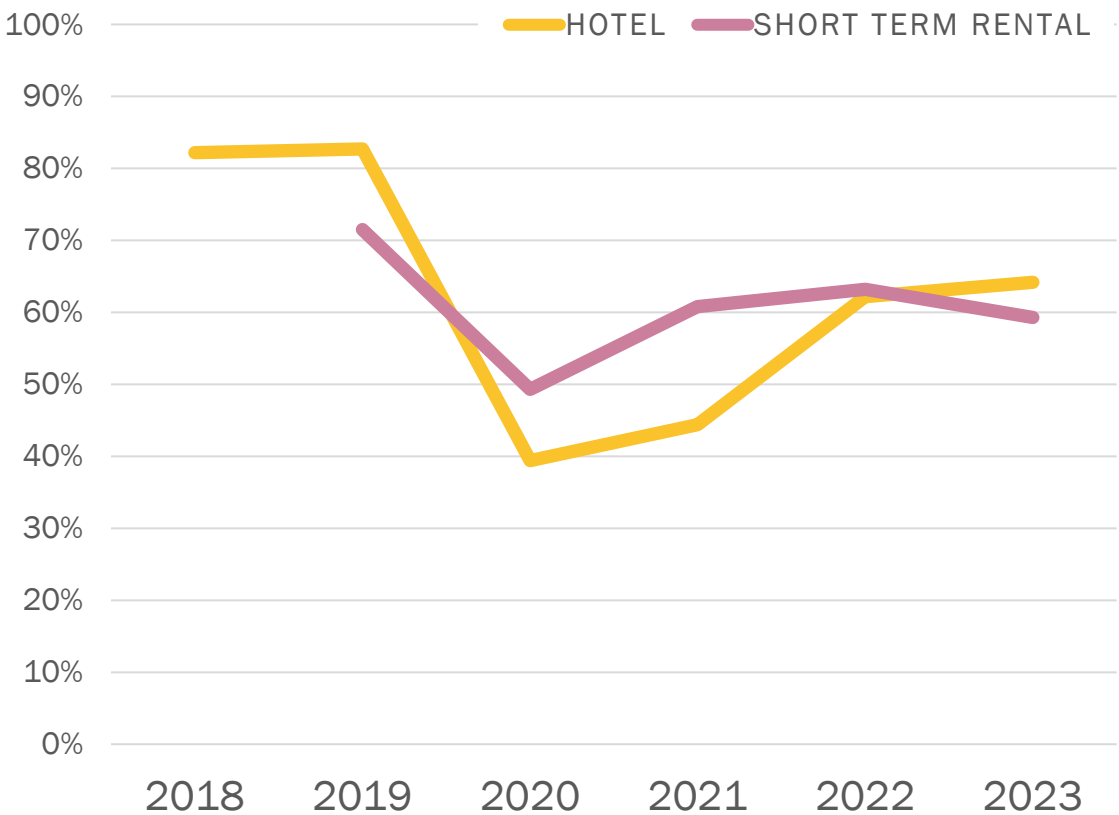
SF metropolitan area office attendance



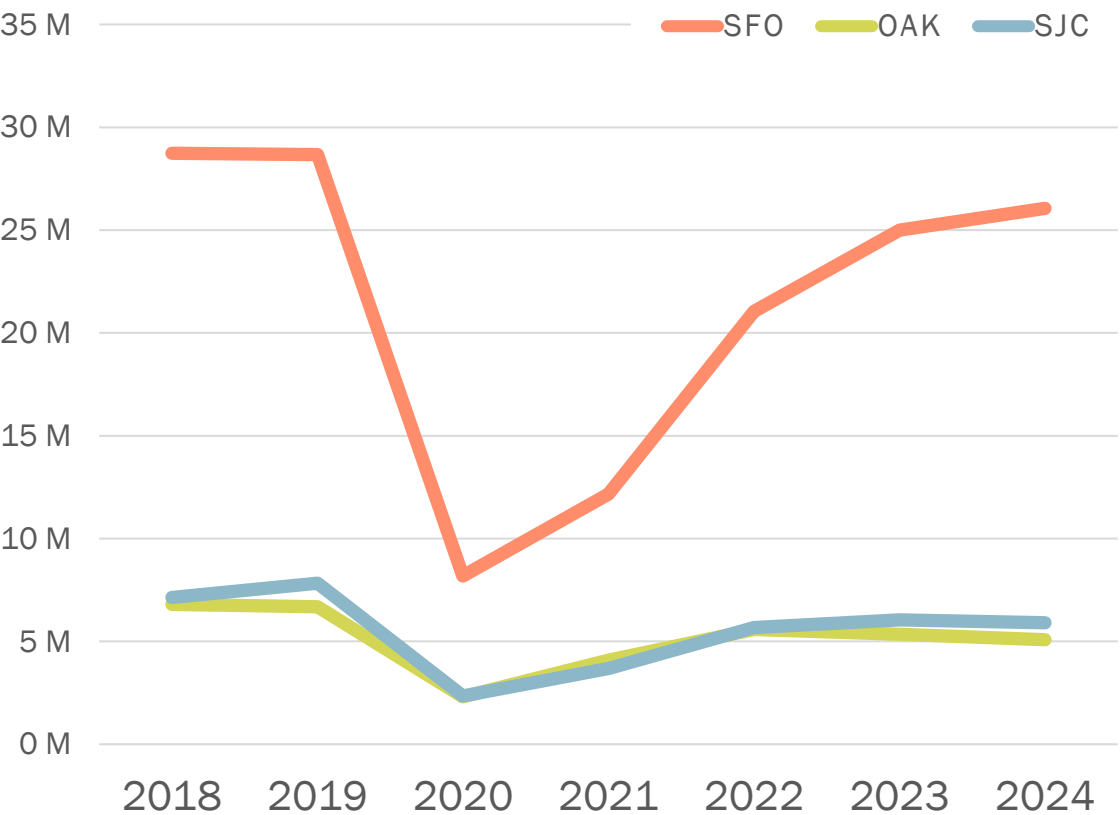
Note: The occupancy measure is a percentage that divides that number, averaged weekly, divided by a pre-COVID baseline.
Source: Kastle Systems, via San Francisco Economic Recovery Dashboards.
<https://www.sf.gov/data/san-francisco-office-attendance>

Visitor travel

Accommodation
occupancy rate



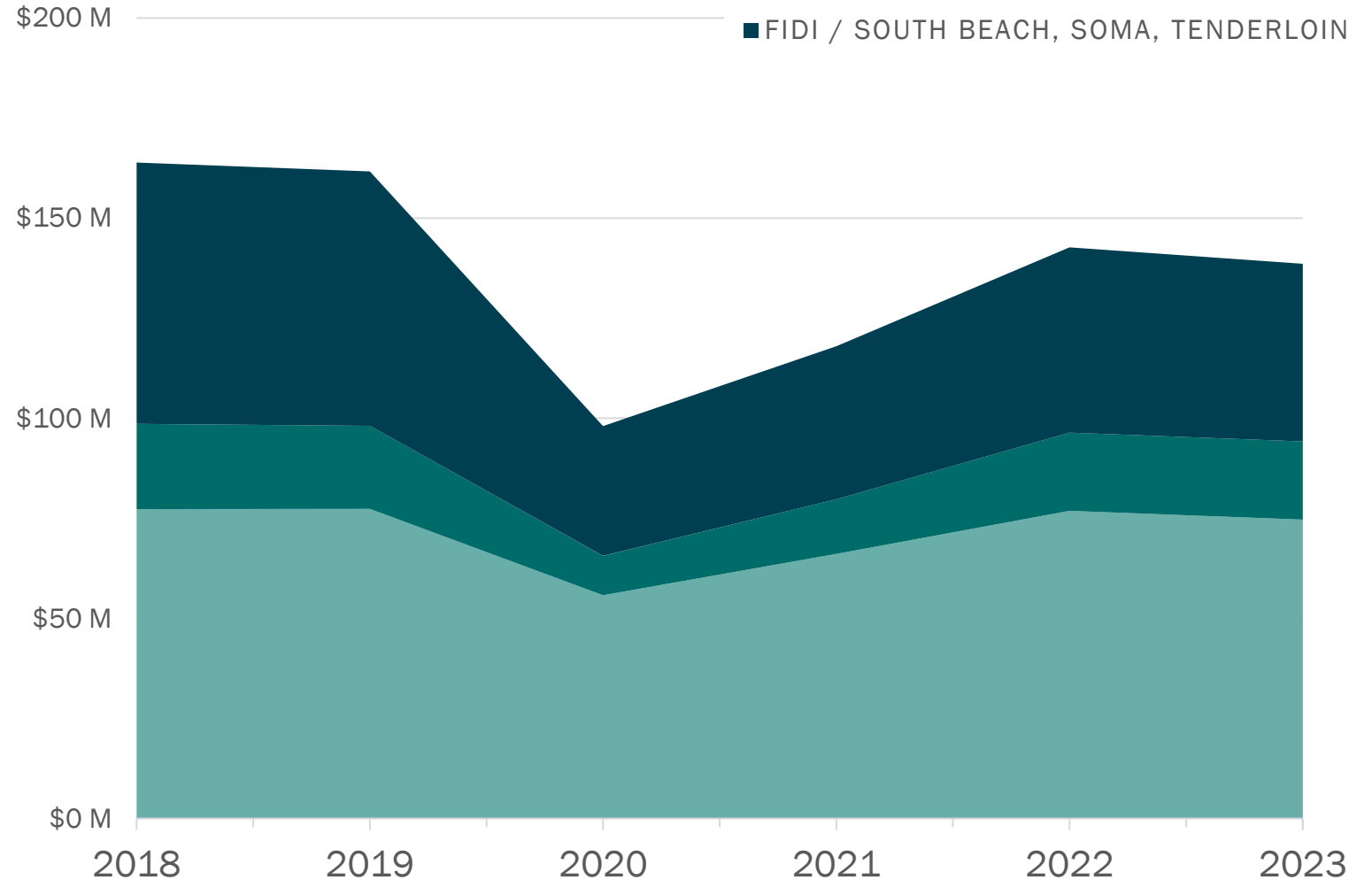
Airport
enplanements



Sales tax

- Financial District / South Beach, South of Market, and the Tenderloin accounts for 83% of the lower sales tax revenue in San Francisco

Sales tax revenue



Conclusions

- Downtown trips remain lower than pre-COVID
- Mode share: automobile increased; transit/walk/bike decreased
- Composition of travelers to Downtown shifted to be less regional and more local
- Emerging congestion on some freeways for part of the day

Thank you.

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