



RESOLUTION ADOPTING THE 2011 SAN FRANCISCO CONGESTION MANAGEMENT PROGRAM (CMP) AND ISSUING AN OFFICIAL FINDING THAT THE CITY AND COUNTY OF SAN FRANCISCO IS IN CONFORMANCE WITH THE CMP

WHEREAS, As the Congestion Management Agency (CMA) for San Francisco, the Authority is required by state law to update the CMP on a biennial basis; and

WHEREAS, The legislative intent of state congestion management law is to tie transportation project funding decisions to measurable improvements in mobility and access, while taking into account the impacts of land use decisions on local and regional transportation systems; and

WHEREAS, The CMP has several required elements, including a designated congestion management roadway network, biennial monitoring of automobile level of service on this network, a multimodal performance element, a uniform transportation analysis database, travel demand management provisions, a land use impacts analysis program, and a seven-year multimodal capital improvement program; and

WHEREAS, The proposed 2011 CMP update reflects developments pertaining to the Authority's CMA activities since 2009, including system performance data collection and analysis, transportation policy changes and initiatives at the regional and state levels, and progress of Authority planning and project oversight efforts; and

WHEREAS, The 2011 CMP was prepared to comply with all pertinent requirements of State law, including relevant amendments, and, by agreement with the Metropolitan Transportation Commission, to comply with implementation of portions of Federal surface transportation law; and

WHEREAS, Adoption of the 2011 CMP is essential to achieve compliance with state congestion management mandates, as well as to ensure the City's continued eligibility for various state and federal transportation funding sources; and



WHEREAS, At its December 6, 2011 meeting, the Plans and Programs Committee reviewed the subject request and unanimously recommended approval of the staff recommendation; and

WHEREAS, At its December 7, 2011 meeting, the Citizens Advisory Committee was briefed on the subject request and unanimously adopted a motion of support for the staff recommendation; now, therefore, be it

RESOLVED, That the Authority hereby adopts the 2011 San Francisco CMP; and be it further

RESOLVED, That the Authority hereby finds that the City and County of San Francisco is in conformance with the requirements of the CMP, pursuant to Section 65089 of the California Government Code; and be it further

RESOLVED, That the Executive Director is hereby authorized to prepare the final 2011 CMP for publication and distribute the document to all relevant agencies and interested parties.

Enclosures

1. 2011 San Francisco Congestion Management Program
2. Appendices



Memorandum

Date: 11.30.11 **RE:** Plans and Programs Committee
December 6, 2011

To: Plans and Programs Committee: Commissioners Campos (Chair), Chu (Vice Chair), Avalos, Chiu, Wiener and Mirkarimi (Ex Officio)

From: Tilly Chang – Deputy Director for Planning

Through: José Luis Moscovich – Executive Director *José Luis*

Subject: **ACTION** – Recommend Approval of the 2011 San Francisco Congestion Management Program

Summary

As the Congestion Management Agency (CMA) for San Francisco, the Authority is responsible for developing and adopting a Congestion Management Program (CMP) for San Francisco on a biennial basis. The CMP is the principal policy and technical document that guides the Authority's CMA activities and demonstrates conformity with congestion management law. The 2011 CMP incorporates several substantive updates, including 2011 system performance monitoring results; the updated CMP Capital Improvement Program; activities related to completion of the regional 2010 Bay Area Clean Air Plan; development of the San Francisco Transportation Plan and other inputs to the regional Sustainable Communities Strategy and Regional Transportation Plan; effort to change San Francisco's transportation impact measure under the California Environmental Quality Act and other significant policy and planning progress since 2009. **We are seeking a recommendation to approve the 2011 San Francisco CMP.**

BACKGROUND

As the Congestion Management Agency (CMA) for San Francisco, the Authority is responsible for developing and adopting a Congestion Management Program (CMP) for San Francisco, which must be updated every two years. The inaugural CMP was adopted in 1991, and the Authority Board has approved subsequent updates on a biennial basis. The CMP is the principal policy and technical document that guides the Authority's CMA activities. Through the CMP, the Authority also monitors the City's conformity with CMP requirements, per state congestion management law.

Conformance with the CMP is a requirement for the City to receive state fuel tax subventions and for the City's transportation projects to qualify for state and federal funding. State congestion management statutes aim to tie transportation project funding decisions to measurable improvement in mobility and access, while taking into account the impacts of land use decisions on local and regional transportation systems. CMPs also help to implement, at the local level, transportation measures that improve regional air quality.

The original CMP laws were enacted in 1989; since then, multiple legislative actions have amended the CMP requirements. Most recently, SB 1636 (Figueroa) granted local jurisdictions the authority to designate Infill Opportunity Zones (IOZs) in areas meeting certain specified requirements. The San Francisco IOZ was adopted by the Board of Supervisors in December 2009.

The purpose of this memorandum is to present an overview of the 2011 CMP update.

DISCUSSION

The CMP has several required elements, including:

- A designated congestion management network and biennial monitoring of automobile level-of-service (LOS) on this network;
- Assessment of multimodal system performance, including transit measures;
- A land use impact analysis methodology for estimating the transportation impacts of land use changes; and
- A multimodal Capital Improvement Program (CIP).

The CMP also contains the Authority's technical and policy guidelines for implementing CMP requirements, including deficiency plans, travel demand forecasting, and transportation fund programming.

CMP Update: The 2011 CMP is a substantive update, reflecting new data collection, activities related to important policy developments at various levels, and significant planning progress since 2009:

- **Roadway LOS Results:** The Authority conducted roadway LOS monitoring on the designated CMP network in Spring 2011. Despite the economic downturn, weekday peak-period traffic conditions have remained relatively unchanged since the 2009 monitoring cycle, with the exception of AM peak freeway speeds, as shown in Figure 1.

This could indicate an increase in regional commuting, a possible result of individuals' greater willingness to travel for employment during recessionary times. Across the network, arterial traffic congestion continues to be highly concentrated in the city's greater downtown.

Figure 1. CMP Network Average Peak Period Automobile Travel Speed, Citywide		
Facility Type	Spring 2009	Spring 2011
Arterial AM	18.6 mph	17.7 mph
Arterial PM	16.9 mph	16.6 mph
Freeway AM	48.9 mph	40.6 mph
Freeway PM	31.7 mph	31.4 mph

- **Transit Speed Analysis:** In parallel with the roadway data effort, we performed an analysis of Muni bus (diesel and trolley coach) speeds using data provided by the San Francisco Municipal Transportation Agency (SFMTA) from on-vehicle Automatic Passenger Counters (APCs). APCs, which have been funded by Prop K, collect valuable ridership and speed information used for SFMTA service planning. APCs are equipped with Geographic Positioning System (GPS) technology that facilitated our comparative analysis of transit and automobile travel times.

Our findings align with other Authority and SFMTA analyses: surface-running transit in mixed traffic is severely impacted by traffic congestion. During weekday peak-periods, bus travel times in many corridors are slower than automobile travel in the same corridor times by a factor of two or more. Although transit travel time also reflects passenger boarding and alighting time, other Authority studies have found that dwell time (duration buses are stopped loading and unloading passengers) only accounts for about 25 percent of total travel time, with signal delays and mixed-traffic conflicts accounting for the bulk of delays. Congestion also impairs the reliability of transit service, which in turn affects crowding. This reinforces the need both to

proactively manage congestion and to prioritize transit through signal and lane priority, where warranted and feasible.

- **Transportation Demand Management:** The CMP's Transportation Demand Management (TDM) element has been updated to reflect the completion of the Authority's 2010 Mobility, Access and Pricing Study, the SFMTA's development of variable parking pricing policies for the management of parking spaces through *SFpark*, and the anticipated designation of the Authority as the Treasure Island Mobility Management Agency. This element of the CMP also reports on the City's Prop K-funded TDM program and discusses the City's enactment of a landmark Commuter Benefits Ordinance in 2008.
- **Regional and State Policy Developments:** In September 2010, the Bay Area Air Quality Management District adopted the final Bay Area 2010 Clean Air Plan (CAP). The 2010 CAP serves to update the Bay Area ozone plan in compliance with the requirements of the Chapter 10 of the California Health and Safety Code. The San Francisco CMP documents implementation of transportation control measures included in the Clean Air Plan pursuant to State requirements.

The CMP also reports on other recent policy developments affecting the Authority's CMA activities and San Francisco's transportation priorities. Chief among these is passage of Senate Bill 375 (Steinberg) in 2008. This landmark legislation aims to implement the land use and transportation aspects of Assembly Bill 32 (Nuñez and Pavley) which sets targets for greenhouse gas (GHG) emissions reductions economy-wide. The transportation sector, in support of the land use sector, is responsible for approximately 40 percent of California's GHG emissions. The region's planned Sustainable Communities Strategy/Regional Transportation Plan (SCS/RTP), scheduled for adoption by the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments in 2013, will be subject to SB 375's requirements. The 2011 CMP discusses the Authority's role in coordinating San Francisco's input to the SCS/RTP, and relationship to our countywide transportation plan (San Francisco Transportation Plan) update, in conformance with SB 375.

An additional, related effort that advances SB 375 and the City's Transit First goals is the evolution of the Authority's LOS reform work, which seeks to revise the City's transportation impact analysis measure under CEQA. The 2011 CMP describes a proposed Transportation Sustainability Program that encompasses the change in CEQA transportation impact methodology and related impact fee. We will present further information on this topic at the January meeting of the Plans and Programs Committee.

- **Capital Improvement Program (CIP):** The CMP's CIP must contain a seven-year CIP that identifies improvements that maintain or improve transportation system performance. The 2011 CMP reflects program updates completed since adoption of the 2009 CMP, most notably the 2009 Prop K Strategic Plan and accompanying Five-Year Prioritization Programs (5YPPs); the 2011 State Transportation Improvement Program (STIP); and programming cycles for the Transportation Fund for Clean Air (TFCA). The CMP's CIP is amended concurrently with relevant Authority programming actions.

Over the coming two years, the Authority will continue to coordinate transportation investments and support project delivery across multiple agencies and programs, with the Authority playing a key role in major projects including Presidio Parkway, the Transbay Transit Center and Caltrain Downtown Extension, potential high-speed rail within San Francisco, the Central Subway, and

proposed bus rapid transit improvements on Van Ness Avenue and Geary Boulevard. The Authority is also participating in a multi-agency effort to streamline and coordinate project selection and delivery as part of the Better Streets Plan implementation effort.

- **Modeling:** State law requires CMAs to develop, maintain, and utilize a computer model to analyze transportation system performance, assess land use impacts on transportation networks, and evaluate potential transportation investments and policies. The Authority's activity-based travel demand model, SF-CHAMP, has been updated since 2009, and model enhancements are discussed in the 2011 CMP, along with required documentation of consistency with MTC modeling practices.

Finally, as required by state law, the CMP confirms San Francisco's project priorities for the Regional Transportation Improvement Program (RTIP), which is adopted by MTC for submission to the state. In September 2011, the Authority Board approved San Francisco's RTIP priorities. In November 2011, MTC adopted findings for the consistency of 2011 Bay Area CMPs (including a draft of the San Francisco CMP) with the RTP. MTC will consider adoption of the RTIP in December 2011.

We are seeking a recommendation for approval of the 2011 San Francisco CMP.

ALTERNATIVES

1. Recommend approval of the 2011 San Francisco CMP, as requested.
2. Recommend approval of the 2011 San Francisco CMP, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The Citizens Advisory Committee will consider this item at its December 7 meeting.

FINANCIAL IMPACTS

While there is no direct impact on the Authority's adopted budget, adoption of the 2011 CMP is needed to ensure the City's continued eligibility for the state gas tax revenues authorized by CMP legislation, as well as state and federal funding eligibility for key transportation projects. Leveraging of these other funds is essential in order to deliver the Authority's Expenditure Plan programs and projects.

RECOMMENDATION

Recommend approval of the 2011 San Francisco CMP.

Enclosures:

- A. Draft 2011 San Francisco Congestion Management Program
- B. CMP Technical Appendices