

**CHAPTER 3****CMP-DESIGNATED  
ROADWAY NETWORK****Key Topics:**

- **Legislative Requirements**
- **San Francisco CMP Roadways**
- **Key Milestones and Work Program Items**

**1. Legislative Requirements**

California Government Code Section 65089(b)(1)(A) requires that the designated Congestion Management Network include at least all state highways and principal arterials. No highway or roadway designated as part of the system may be removed from the system. The statutes do not define "principal arterial."

The statutes also refer to regional transportation systems as part of the required land use impacts analysis program, California Government Code Section 65089(b)(4). In 1991, the Bay Area's Congestion Management Agencies (CMAs) developed Congestion Management Program (CMP) networks in coordination with MTC's Metropolitan Transportation System (MTS). The MTS network, which includes both highways and transit services, was subsequently designated as the Congestion Management System, as required by the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. The MTC contracted with the congestion management agencies in the Bay Area to help develop the MTS and to use the CMPs to link land use decisions to the MTS. The 2001 CMP therefore makes a distinction between the CMP network used for monitoring conformance with the level of service (LOS) standards, and the MTS, used for the CMP's land use impacts analysis program (see Chapter 7). The only difference between the CMP net-

work and the MTS is that the latter includes the transit network.

**2. San Francisco CMP Roadways**

CMP legislation requires that all state highways (including freeways) and principal arterials are included in the CMP network. The network must be useful to track the transportation impacts of land development decisions, as well as to assess the congestion management implications of proposed transportation projects. San Francisco's network therefore includes numerous local thoroughfares since most urban traffic occurs on city arterials (rather than on the freeways). The next sections document the network selection criteria and process used in the initial San Francisco CMP in 1991, and describes the current network.

**a. Selection Criteria**

Consistent with State requirements, the San Francisco CMP roadway network includes all freeways and state highways, as well as principal arterials. San Francisco has defined principal arterials as the Major Arterials designated in the Transportation Element of the City's General Plan, defined as follows:

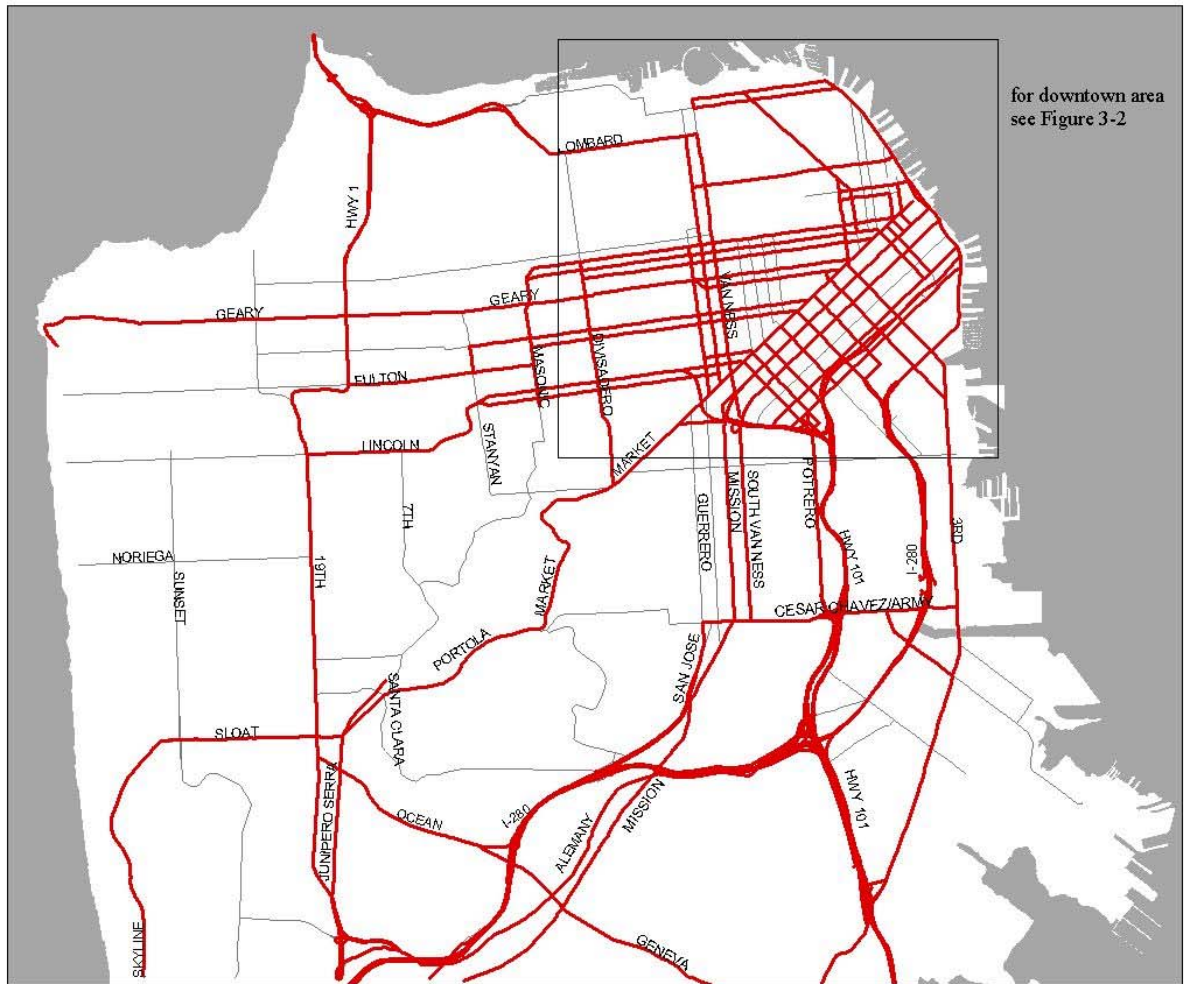
*"cross-town thoroughfares whose primary function is to link districts within the city and to distribute traffic from and to the freeways; these are routes generally of citywide significance; of varying capacity depending on the travel demand for the specific direction and adjacent land uses."*



Several additional arterials - Market Street, Mission Street, Sutter Street, and West Portal - have also been included in the CMP roadway network. These streets experience serious conflicts between auto traffic and transit service.

**b. Current Network**

Figure 3-1 depicts the 134 miles of roadway facilities that comprise the complete CMP roadway network for San Francisco. Figure 3-2 shows a detail for the downtown area.

Figure 3-1  
San Francisco Congestion Management Program  
Roadway Network



 Congestion Management Program (CMP) Network  
 Non-CMP Arterials

Data Sources:  
SFCTA Transportation Analysis Database  
Basemap - San Francisco Department of Public Works

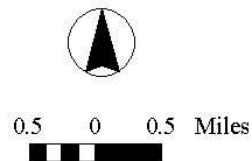


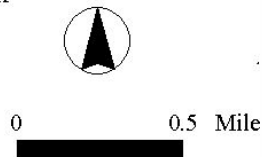


Figure 3-2  
San Francisco Congestion Management Program  
Roadway Network -- Downtown Area Detail



 Congestion Management Program (CMP) Roadway Network  
 Non-CMP Arterials

Data Sources:  
SFCTA Transportation Analysis Database  
Basemap - San Francisco Department of Public Works



## Freeways and State Highways

San Francisco's CMP roadway network includes almost 20 miles of freeways in the City, on Interstate 80, Interstate 280, and US Route 101. State routes designated along City streets are also part of the CMP roadway network, as follows:

- US Route 101 - Richardson Avenue, Lombard Street west of Van Ness Avenue, and Van Ness between Lombard Street and Golden Gate Avenue;
- Route 1 - Park Presidio Boulevard, 19th Avenue, and Junipero Serra Boulevard south of 19th Avenue;
- Route 35 - Sloat Boulevard between 19th Avenue and Skyline Boulevard as well as Skyline Boulevard.

## City Arterials

The CMP network includes nearly 111 miles of city arterials. A table of all city arterials included in the CMP network in addition to those designated as state routes is listed in Appendix III

### c. Proposed Changes - Rationale

State law prohibits the removal of roadway facilities from the initially designated CMP network (unless facilities are physically removed from the transportation system, such as the Embarcadero Freeway). New facilities may be added to the CMP network without restrictions, subject to the established criteria for inclusion. No network changes are proposed in the 2005 CMP.

### d. Relationship to the MTS

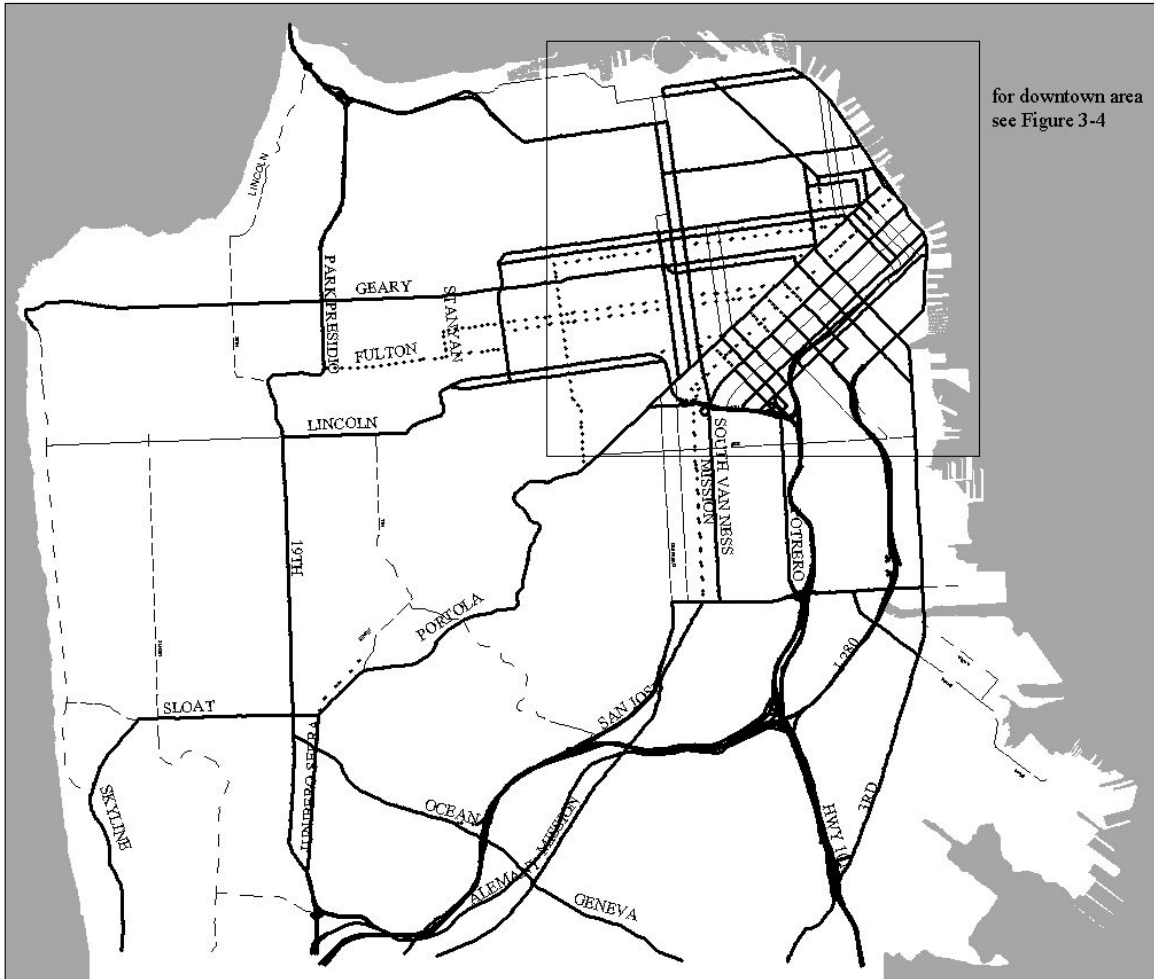
#### Roadway

San Francisco's CMP roadway network is broadly consistent with the Metropolitan Transportation System (MTS), defined by the MTC's latest Regional Transportation Plan. The MTS is a regional network of roadways, transit corridors and transfer points. The State highways and major thoroughfares designated in San Francisco's CMP

roadway network are all included in the San Francisco portion of the regional MTS network (See Figures 3-3 and 3-4). In a few instances, the local CMP roadway network is not identical to the regional MTS network due to differences in the criteria used to define each network. San Francisco's CMP and MTS networks are coordinated with the networks of adjacent counties, to ensure regional connectivity.

A 1993 agreement delegated responsibility from MTC to the Authority to implement certain mandates in the federal Interstate Surface Transportation and Efficiency Act of 1991 and by extension, under the Safe, Accountable, Flexible, Efficient Transportation Equity Act of 2005. These include the analysis of potential impacts on the MTS of proposed local land use decisions (see Chapter 7). The MTS roadway was updated in 2001 to reflect "support for 'smart growth' and 'environmental justice' by including new focus on facilities that serve major areas of high density, and that provide essential access to disadvantaged neighborhoods."

Figure 3-3  
San Francisco Metropolitan Transportation System  
Roadway Network



- Metropolitan Transportation System (MTS) Roadway Network
- Congestion Management Network
- Both MTS and CMP Roadway Networks

Data Sources:  
SFCTA Transportation Analysis Database  
Basemap - San Francisco Department of Public Works  
MTS - Metropolitan Transportation Commission

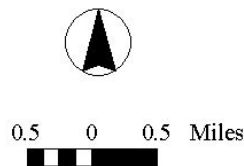



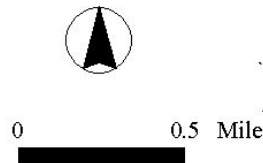


Figure 3-4  
San Francisco Metropolitan Transportation Systems  
Roadway Network -- Downtown Detail



-  Metropolitan Transportation System (MTS) Roadway Network
-  Congestion Management Network
-  Both MTS and CMP Roadway Networks

Data Sources:  
SFCTA Transportation Analysis Database  
Basemap - San Francisco Department of Public Works  
MTS - Metropolitan Transportation Commission



## Transit

The Metropolitan Transportation Commission (MTC) began a major revision to the transit Metropolitan Transportation System (MTS) in 2001. MTC has proposed a three-tiered transit MTS that would include a commute tier, lifeline transit tier, and a paratransit tier. Redefining the transit MTS could influence prioritization of funds for transit projects and potentially transit performance measures.

MTC identified a lifeline transit network,<sup>1</sup> although it has not been adopted as part of the transit MTS. The lifeline network includes the key transit routes and services (including a time of day component to the network) for providing low-income and minority communities critical access to key destinations such as employment, shopping and childcare. MTC developed the network based on the residential locations of CalWORKS recipients (i.e. welfare recipients), transit routes by operator, key destinations (shopping, employment, child care), and census tracts with concentrations of poverty.

MTC's preliminary criteria used to identify Lifeline Transit route candidates include:

- 1) serve low-income communities as defined by high concentrations of CalWORKS households, or
- 2) serve high concentrations of key destinations, or
- 3) are a part of each transit operator's core service network as defined by that operator, or
- 4) are key regional links.

In San Francisco, the Lifeline Transit Network was defined as consisting of:

- 48 MUNI routes or 60% of the MUNI network;
- 6 AC Transit routes serving San Francisco
- 4 BART routes
- 1 Caltrain route
- 5 Golden Gate Transit routes
- 3 SamTrans routes

The Lifeline Network was found to be generally quite good in San Francisco. Transit "gaps" were more likely to be temporal (i.e. time of day or day of week) than spatial.

San Francisco's transit network density and coverage is the highest in western United States. Continued prioritization and development of the transit network to serve the needs of all residents is critical as San Francisco continues to add housing and other land uses citywide. As with all transit expansion projects, a key challenge will be to identify new operating revenue sources to support increases in service. The Authority will continue to advocate for new sources of operating revenues such as parking management or congestion pricing mechanisms.

As CMA for San Francisco, the Authority will continue to participate in MTC's efforts to revise the transit MTS.

## 4. Work Program Items - Key Milestones

Participate in any future MTC efforts to redefine the transit Metropolitan Transportation System (MTS)

<sup>1</sup> Lifeline Transportation Network Report for the 2001 RTP, Metropolitan Transportation Commission