



# AGENDA

## SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY Meeting Notice

**Date:** Tuesday, July 26, 2016; 11:00 a.m.  
**Location:** Legislative Chamber, Room 250, City Hall  
**Commissioners:** Wiener (Chair), Mar (Vice Chair), Avalos, Breed, Campos, Cohen, Farrell, Kim, Peskin, Tang and Yee

**Clerk: Steve Stamos**

**Page**

- 1. Roll Call
- 2. Chair’s Report – **INFORMATION**
- 3. Executive Director’s Report – **INFORMATION**
- 4. Approve the Minutes of the June 28, 2016 Meeting and July 12, 2016 Special Meeting –**ACTION\*** **3**

**Items from the Plans and Programs Committee**

- 5. Reappoint Brian Larkin to the Citizens Advisory Committee – **ACTION\*** **9**
- 6. Allocate \$45,417,062 in Prop K Funds and \$141,794 in Prop AA Funds, with Conditions, for Eleven Requests, Subject to the Attached Fiscal Year Cash Flow Distribution Schedules, and Commit to Allocate \$3,810,006 in Prop K Funds – **ACTION\*** **15**
- 7. Adopt the San Francisco Parking Supply and Utilization Study Summary Report – **ACTION\*** **31**

**Other Items**

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

\* Additional materials

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## Board Meeting Agenda

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# DRAFT MINUTES

## SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY

Tuesday, June 28, 2016

### 1. Roll Call

Chair Wiener called the meeting to order at 11:06 a.m.

**Present at Roll Call:** Commissioners Avalos, Cohen, Mar, Peskin, Tang, Wiener and Yee (7)

**Absent at Roll Call:** Commissioners Breed (entered during Item 2), Kim (entered during Item 3), Campos and Farrell (entered during Item 11) (4)

### 2. Chair's Report – INFORMATION

Chair Wiener said on behalf of the Transportation Authority, he conveyed his deepest condolences to the family and friends of Heather Miller and Kate Slattery, two community members who were killed by motorists in separate hit and run crashes the week prior. He said that investigations were ongoing but it was known that both women were cycling legally on streets identified by the City as high-injury corridors: one on JFK Drive in Golden Gate Park near 30th Avenue, and the other at the intersection of Howard and Seventh Streets. He said that both crashes allegedly involved drivers who were speeding, which continued to be the number one cause of severe injuries and traffic fatalities in the city. He noted that the Vision Zero Committee would be meeting later in the week and that the Board was determined to address the deep education, enforcement and engineering needs across the city in pursuit of safer streets for all users.

Chair Wiener said that driving cultural change and supporting engineering and enforcement needs to achieve safer and complete streets was a central component of the proposed revenue measure for transportation. He said the proposed charter amendment would be discussed during Item 13, and noted that the meeting also would serve as a public hearing for the back-up revenue measure, a dedicated half-cent transportation sales tax, similar to the one that was currently administered by the Transportation Authority. He thanked Mayor Lee and Commissioners Avalos, Farrell and Kim who had worked together to craft these measures, as well as staff who would be conducting outreach over the next several weeks. He said that pursuing a transportation revenue measure kept with the 2013 countywide transportation plan and Transportation 2030 program which Mayor Lee led in 2014, and would address the tremendous needs of the local and regional transportation system.

Chair Wiener said that the BART Board of Directors recently voted unanimously to approve a \$3.5 billion general obligation bond measure for the November ballot. He said that in recognition of the need to focus on maintenance, 90% of the measure would fund critically important safety, reliability and rehabilitation projects, with the other 10% going to congestion reduction projects and planning efforts such the need to explore a second Transbay Tube. He noted that one item

that the bond could not fund due to state eligibility laws was new BART vehicles, which was included in the city's local transportation measure, along with Caltrain and Muni vehicles, more transit service to promote equity and affordability, street resurfacing and safer streets. He said that these local and regional improvements had the advantage of being deployable in the near term, which would bring the city closer to meeting its environmental, livability and transportation safety goals.

There was no public comment.

**3. Executive Director's Report – INFORMATION**

Tilly Chang, Executive Director, presented the Executive Director's Report.

There was no public comment.

**4. Approve the Minutes of the May 24, 2016 Meeting – ACTION**

There was no public comment.

The minutes were approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

**Items from the Finance Committee**

**5. Approve the Revised Administrative Code – ACTION**

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

**6. Approve the Revised Rules of Order, and the Revised Debt, Equal Benefits, Fiscal, Investment, and Travel, Conference, Training and Business Expense Reimbursement Policies, and Adopt the Title VI Program – ACTION**

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

**7. Execute Annual Contract Renewals and Options for Various Annual Professional Services in an Amount Not to Exceed \$835,000 and Authorize the Executive Director to Modify Contract Payment Terms and Non-Material Contract Terms and Conditions – ACTION**

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

**8. Adopt the Proposed Fiscal Year 2016/17 Annual Budget and Work Program – ACTION**

During public comment, Eileen Boken, a District 4 resident and former member of the Citizens Advisory Committee, commented that based on increasing frustration with Muni Forward, there were discussions among the public about rescinding Prop K. She asked if issuing revenue bonds against future Prop K revenue funds would be fiscally prudent, and if voters would be willing to see another increase in sales tax. She noted that the sales tax was regressive and would impact low-income people the most.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

### Items from the Plans and Programs Committee

9. **Program \$360,000 in Supplemental Regional Safe Routes to School (SR2S) Funds to San Francisco Department of Public Health's SR2S Program, and Reprogram \$52,251 in One Bay Area Grant Funds and \$548,388 in Congestion Management Agency Block Grant Funds to San Francisco Public Works' Second Street Improvement Project – ACTION**

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

10. **Allocate \$6,004,645 in Prop K Funds, with Conditions, and Appropriate \$75,000 in Prop K Funds, for Eight Requests, Subject to the Attached Fiscal Year Cash Flow Distribution Schedules – ACTION**

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Cohen, Kim, Mar, Peskin, Tang, Wiener and Yee (9)

Absent: Commissioners Campos and Farrell (2)

11. **Approve the Fiscal Year 2016/17 Transportation Fund for Clean Air Program of Projects – ACTION**

Chair Wiener commented that one of the projects within Item 11 included funding to implement the Gator Pass program at San Francisco State University (SFSU). He noted that due to BART's funding structure, it does not have the weight of a major city's general fund behind it and therefore has few ways to raise revenue, which unfortunately leaves raising fares as a main way raise revenues. He said that BART was currently too expensive, especially for college students, and that many SFSU students commuted to the campus because they could not afford to live in San Francisco. He said that the year prior, SFSU approached his office to facilitate conversations with BART and the Metropolitan Transportation Commission to come up with a solution for SFSU students taking BART, which resulted in the discounted pass. He thanked BART Board Director Nick Josefowitz, Congresswoman Jackie Speier, and Mayor Lee for their involvement and guidance, as well as SFSU students for voting to adopt the Gator Pass, which SFSU would purchase and pay for through student fees.

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Campos, Cohen, Farrell, Kim, Mar, Peskin, Tang, Wiener and Yee (11)

**12. Authorize the Executive Director to Execute, with Conditions, a Seven Party Supplement to the 2012 Memorandum of Understanding that Adopted an Early Investment Strategy Pertaining to the Peninsula Corridor Electrification Project – ACTION**

During public comment, Casey Fromson with Caltrain thanked staff and the other parties involved for crafting the agreement, as well as Commissioner Cohen for her service on the Caltrain Board. She added that Caltrain ridership had doubled in recent years and that the modernization project would benefit riders from San Jose to San Francisco.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Campos, Cohen, Farrell, Kim, Mar, Peskin, Tang, Wiener and Yee (11)

**Items for Direct Board Consideration**

**13. Development of a Potential Local Transportation Revenue Measure and Expenditure Plan – INFORMATION**

Chair Wiener called the public hearing to order.

Maria Lombardo, Chief Deputy Director, presented the item per the staff memorandum.

During public comment, Jacqueline Sachs, member of the Citizens Advisory Committee (CAC), said that she was involved in the creation of Prop B in 1989 and Prop K in 2003, and had served on the CAC since 1997. She said she was against the new revenue measure and noted that voters had already passed two sales tax packages and that the city should finish the projects included in Prop K prior to considering another sales tax.

Eileen Boken, District 4 resident, concurred with Ms. Sachs and said she was in opposition to the proposed set aside, as there were growing budget deficits attributed to set asides. She said she was also in opposition to an increase in sales tax which would be regressive.

Chair Wiener closed the public hearing.

**Other Items**

**14. Introduction of New Items – INFORMATION**

During public comment, Jacqueline Sachs said that the year prior, the CAC had heard a presentation on the “Other 9 to 5” regarding extending bus service past midnight and that she had been involved in this project since October. She said that before a final report was adopted or other actions taken there should be a presentation to the Board.

Eileen Boken, District 4 resident, concurred with Ms. Sachs.

**15. Public Comment**

During public comment, Andrew Yip spoke about methodology and solutions.

**16. Adjournment**

The meeting was adjourned at 11:50 a.m.



# DRAFT MINUTES

## SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY

Tuesday, July 12, 2016 Special Meeting

### 1. Roll Call

Chair Wiener called the meeting to order at 10:08 a.m.

**Present at Roll Call:** Commissioners Avalos, Breed, Campos, Kim, Peskin, Wiener and Yee (7)

**Absent at Roll Call:** Commissioners Cohen and Tang (entered during Item 2), Farrell and Mar (4)

### Items for Direct Board Consideration

### 2. Endorse the Proposed San Francisco Transportation Expenditure Plan – INFORMATION/ACTION

Commissioner Avalos explained that both the charter amendment and the sales tax ordinance were moving through the legislative process in parallel, with the sales tax serving as a backup option. He emphasized that both options reflected the latest amendments and would support the City's critical capital, operation, and maintenance needs in an equitable manner. Chair Wiener affirmed that the intent was to keep both options essentially identical and noted the broad support for the proposals across several advocates and agencies, including but not limited to the Mayor's Office, the Transportation Authority, San Francisco Municipal Transportation Agency, and San Francisco Public Works.

Maria Lombardo, Chief Deputy Director, presented the item per the staff memorandum.

Commissioner Avalos commended all the stakeholders involved for coming together on these measures, which resulted in an increased share for the Transit Service and Affordability category; an allowance for a free Muni pass for youth, seniors and the people with disability; and a more balanced approach to the Street Resurfacing category.

Peter Sachs, Vice Chair of the Citizens Advisory Committee (CAC), summarized the CAC's support for the investment in major capital needs, such as Geneva-Harney Bus Rapid Transit, M-Ocean View Subway, Caltrain Downtown Extension, and the Peninsula corridor carpool lanes, as well as the effort to increase equity and affordability. Mr. Sachs noted the CAC's concerns about the regressive nature of the sales tax, the additional taxation on top of past and existing measures such as Prop K, as well as the charter amendment being bundled with homelessness and therefore subject to some voters' potential opposition to a non-transportation issue. Mr. Sachs stated that in consideration of the magnitude of the unmet capital needs, the CAC approved a motion to amend the proposed Expenditure Plan trigger allowing SFMTA to flex capital money to operations, specifically Attachment 3, Section 3.A.2., page 10, lines 21-25, to "...the SFMTA may

transfer up to 50% of the annual percentage allocation of funds that would otherwise go to this program...,” in order to maintain flexibility for the Transportation Authority regarding future transfers and to cap the amount to be transferred between categories. Mr. Sachs said that the endorsement of the Expenditure Plan, as amended, ultimately did not pass the CAC.

Commissioner Avalos commented that the push for increasing affordability was in response to the concern about the regressive nature of the sales tax.

There was no public comment.

The item was approved without objection by the following vote:

Ayes: Commissioners Avalos, Breed, Campos, Cohen, Kim, Tang, Wiener and Yee (8)

Abstain: Commissioner Peskin (1)

Absent: Commissioners Farrell and Mar (2)

### **Other Items**

#### **3. Introduction of New Items – INFORMATION**

There was no public comment.

#### **4. Public Comment**

During public comment, Andrew Yip spoke regarding equality and justice.

#### **5. Adjournment**

The meeting was adjourned at 10:32 a.m.





RESOLUTION REAPPOINTING BRIAN LARKIN TO THE CITIZENS ADVISORY COMMITTEE OF THE SAN FRANCISCO COUNTY TRANSPORTATION AUTHORITY

WHEREAS, Section 131265(d) of the California Public Utilities Code, as implemented by Section 5.3(a) of the Administrative Code of the San Francisco County Transportation Authority, requires the appointment of a Citizens Advisory Committee (CAC) consisting of eleven members; and

WHEREAS, There are three vacancies on the CAC; and

WHEREAS, At its July 19, 2016 meeting, after review and consideration of all applicants' qualifications and experience, the Plans and Programs Committee unanimously recommended the reappointment of Brian Larkin to serve on the CAC for a period of two years, and to continue the remaining vacancies to allow additional time for candidate recruitment and for applicants to appear before the Committee; now therefore, be it

RESOLVED, That the Transportation Authority hereby reappoints Brian Larkin to serve on the CAC of the San Francisco County Transportation Authority for a two-year term; and be it further

RESOLVED, That the Executive Director is authorized to communicate this information to all interested parties.



# Memorandum

**Date:** 07.13.16 **RE:** Plans and Programs Committee  
July 19, 2016

**To:** Plans and Programs Committee: Commissioners Tang (Chair), Farrell (Vice Chair), Avalos, Breed, Peskin and Wiener (Ex Officio)

**From:** Maria Lombardo – Chief Deputy Director *mel*

**Through:** Tilly Chang – Executive Director *TC*

**Subject:** **ACTION** – Recommend Appointment of Two Members to the Citizens Advisory Committee

## Summary

The Transportation Authority has an eleven-member Citizens Advisory Committee (CAC). CAC members serve two-year terms. Per the Transportation Authority's Administrative Code, the Plans and Programs Committee recommends and the Transportation Authority Board appoints individuals to fill any CAC vacancies. Neither Transportation Authority staff nor the CAC make any recommendations on CAC appointments, but we maintain an up-to-date database of applications for CAC membership. A chart with information about current CAC members is attached, showing ethnicity, gender, neighborhood of residence, and affiliation. There are two vacancies on the CAC requiring committee action. The vacancies are the result of the automatic membership termination of Brian Larkin (District 1 resident) and Santiago Lerma (District 9) due to four absences over twelve regularly scheduled consecutive meetings, pursuant to the CAC's By-Laws. Mr. Larkin and Mr. Lerma are both seeking reappointment, and are required to reappear before the Plans and Programs Committee to be reappointed, per the CAC's By-Laws. Attachment 1 shows current CAC membership and Attachment 2 lists applicants.

## BACKGROUND

There are two vacancies on the Citizens Advisory Committee (CAC) requiring Plans and Programs Committee action. The vacancies are the result of the automatic membership termination of Brian Larkin, who resides in District 1, and Santiago Lerma, who resides in District 9, due to four absences over twelve regularly scheduled consecutive meetings, pursuant to the CAC's By-Laws. Mr. Larkin and Mr. Lerma are both seeking reappointment. Per the CAC's By-Laws, candidates seeking reinstatement after automatic membership termination are required to reappear before the Plans and Programs Committee in order to be eligible for appointment. There are currently 26 applicants to consider for the existing vacancies.

## DISCUSSION

The CAC is comprised of eleven members. The selection of each member is recommended at-large by the Plans and Programs Committee (Committee) and approved by the Transportation Authority Board. Per Section 6.2(f) of the Transportation Authority's Administrative Code, the eleven-member CAC:

“...shall include representatives from various segments of the community, including public policy organizations, labor, business, senior citizens, the disabled,

environmentalists, and the neighborhoods; and reflect broad transportation interests.”

An applicant must be a San Francisco resident to be considered eligible for appointment. Attachment 1 is a tabular summary of the current CAC composition. Attachment 2 provides similar information on current applicants for CAC appointment. Applicants are asked to provide residential location and areas of interest. Applicants provide ethnicity and gender information on a voluntary basis. CAC applications are distributed and accepted on a continuous basis. CAC applications were solicited through the Transportation Authority’s website, Commissioners’ offices, and email blasts to community-based organizations, advocacy groups, business organizations, as well as at public meetings attended by Transportation Authority staff or hosted by the Transportation Authority.

All applicants have been advised that they need to appear in person before the Committee in order to be appointed, unless they have previously appeared before the Committee. If a candidate is unable to appear before the Committee, they may appear at the following Board meeting in order to be eligible for appointment. An asterisk following the candidate’s name in Attachment 2 indicates that the applicant has not previously appeared before the Committee.

#### **ALTERNATIVES**

1. Recommend appointment of two members to the CAC.
2. Recommend appointment of one member to the CAC.
3. Defer action until additional outreach can be conducted.

#### **CAC POSITION**

None. The CAC does not make recommendations on the appointment of CAC members.

#### **FINANCIAL IMPACTS**

None.

#### **RECOMMENDATION**

None. Staff does not make recommendations on the appointment of CAC members.

Attachments (2):

1. Matrix of CAC Members
2. Matrix of CAC Applicants

Enclosure:

1. CAC Applications

**Attachment 1**  
**CITIZENS ADVISORY COMMITTEE**<sup>1</sup>

<b>Name</b>	<b>Gender</b>	<b>Ethnicity</b>	<b>District</b>	<b>Neighborhood</b>	<b>Affiliation</b>	<b>First Appointed</b>	<b>Term Expiration</b>
Brian Larkin	M	NP	1	Richmond	Neighborhood	May 04	Sep 16
Chris Waddling, Chair	M	NP	10	Silver Terrace	Neighborhood	Dec 12	Dec 16
Santiago Lerma	M	H	9	Mission	Business, Environmental, Labor, Neighborhood, Public Policy	Dec 14	Dec 16
Myla Ablong	F	Filipina	5	Japantown/Western Addition	Disabled, Environmental, Neighborhood, Public Policy, Senior Citizen	Sep 13	Mar 17
John Morrison	M	NP	11	Crocker-Amazon	Business, Disabled, Environmental, Labor, Neighborhood, Public Policy, Senior Citizen	May 15	May 17
Jacqueline Sachs	F	C	2	Western Addition	Disabled, Neighborhood	Jun 97	Jul 17
Peter Sachs, Vice Chair	M	NP	4	Outer Sunset	Environmental, Labor, Public Policy	Jul 15	Jul 17
Becky Hogue	F	C	6	Treasure Island	Disabled, Neighborhood	Dec 15	Dec 17
Peter Tannen	M	C	8	Inner Mission	Environmental, Neighborhood, Public Policy	Feb 08	Feb 18
John Larson	M	NP	7	Miraloma Park	Environment, Neighborhood, Public Policy	Mar 14	Mar 18
Bradley Wiedmaier	M	C	3	Lower Nob Hill	Disabled, Labor, Senior Citizen	Apr 16	Apr 18

A – Asian      AA – African American      AI – American Indian or Alaska Native      C – Caucasian      H/L – Hispanic or Latino  
 NH – Native Hawaiian or Other Pacific Islander      NP – Not Provided (Voluntary Information)

<sup>1</sup> Shading denotes open seats on the CAC.

Attachment 2 (Updated 07.15.16)

APPLICANTS

Name	Gender	Ethnicity	District	Neighborhood	Affiliation/Interest
1 Charles Baird*	M	NP	6	South of Market	Business, Disabled, Environment, Labor, Neighborhood, Public Policy, Senior Citizen
2 Margaret Bonner*	F	C	5	West NOPA	Business, Disabled, Environment, Labor, Neighborhood, Public Policy, Senior Citizen
3 Michael Buzinover*	M	C	6	Alamo Square	Business, Environment, Labor, Public Policy
4 Virginia Calkins*	F	C	6	South of Market	Business, Environment, Neighborhood, Public Policy
5 Karwana Dyson*	F	AA	10	Bayview Hunters Point	Business, Neighborhood
6 Peter Fortune	M	NP	2	Marina	Business, Neighborhood, Public Policy, Senior Citizen
7 Fabian Gallardo*	M	H/L	7	Lakeside	Business, Disabled, Environment, Labor, Neighborhood, Public Policy, Senior Citizen
8 Doreen Horstin	F	NP	6	South of Market	Environment, Labor, Neighborhood, Public Policy
9 Johnny Jaramillo*	M	AI	2	Pacific Heights / Van Ness Corridor	Business, Environment, Labor, Neighborhood, Public Policy
10 Lee Jewell*	M	C	5	Hayes Valley	Disabled, Neighborhood, Senior Citizen
11 Jack Kleytman*	M	C	4	Outer Sunset	Business, Neighborhood
12 Roger Kuo	M	A	3	Financial District	Business, Disabled, Environment, Neighborhood, Public Policy, Senior Citizen
13 Joseph Lake	M	C	6	South of Market	Environment, Labor, Neighborhood, Public Policy
14 Brian Larkin**	M	NP	1	Outer Richmond	Environment, Labor, Neighborhood, Senior Citizen
15 Santiago Lerma**	M	H/L	9	Mission	Business, Environment, Labor, Neighborhood, Public Policy
16 Marlo McGriff	M	AA	8	Mission-Dolores	Business, Disabled, Environment, Neighborhood, Public Policy, Senior Citizen

Name	Gender	Ethnicity	District	Neighborhood	Affiliation/Interest
17 Rachel Morgan*	F	NP	3	South of Market	Business, Disabled, Neighborhood, Public Policy
18 James Pierre Louis*	M	AA	3	Financial District / Embarcadero	Environment, Neighborhood
19 Steven Riess*	M	C	6	South Beach	Business, Disabled, Environment, Neighborhood, Senior Citizen
20 Glenn Savage*	M	NP	2	Pacific Heights	Business, Neighborhood, Public Policy
21 Deborah Schrimmer	F	C	5	Cole Valley	Neighborhood, Public Policy
22 Daniel Sisson	M	C/H	1	Inner Richmond	Business, Neighborhood, Public Policy
23 Elliott Talbot*	NP	NP	2	Marina	Neighborhood, Public Policy
24 Rudyard Vance*	M	AA	7	Ingleside Terrace	Business, Environment, Neighborhood, Senior Citizen
25 Jeffrey Wood	M	NP	8	Noe Valley	Environment, Labor, Neighborhood, Public Policy
26 David Zebker*	NP	NP	6	Tenderloin	Environment
A – Asian	AA – African American	AI – American Indian or Alaska Native			C – Caucasian H/L – Hispanic or Latino
		NH – Native Hawaiian or Other Pacific Islander			NP – Not Provided (Voluntary Information)

\* Applicant has not appeared before the Plans and Programs Committee.

\*\* Applicant must reappear before the Plans and Programs Committee in order to be reappointed.

RESOLUTION ALLOCATING \$45,417,062 IN PROP K FUNDS AND \$141,794 IN PROP AA FUNDS, WITH CONDITIONS, FOR ELEVEN REQUESTS, SUBJECT TO THE ATTACHED FISCAL YEAR CASH FLOW DISTRIBUTION SCHEDULES, AND COMMITTING TO ALLOCATE \$3,810,006 IN PROP K FUNDS

WHEREAS, The Transportation Authority received eleven Prop K requests totaling \$45,417,062 and one Prop AA allocation request for \$141,794, as summarized in Attachments 1 and 2 and detailed in the enclosed allocation request forms; and

WHEREAS, The requests seek funds from the following Prop K Expenditure Plan categories: Bus Rapid Transit/Transit Preferential Streets/MUNI Metro Network, Guideways – SFMTA, Paratransit, Great Highway Erosion Repair, New Signals & Signs, Signals & Signs, Pedestrian & Bicycle Facility Maintenance, Traffic Calming, and Transportation/Land Use Coordination; and from the Street Repair and Reconstruction category of the Prop AA Expenditure Plan; and

WHEREAS, As required by the voter-approved Expenditure Plans, the Transportation Authority Board has adopted a Prop K or Prop AA 5-Year Prioritization Program (5YPP) for all of the aforementioned Expenditure Plan programmatic categories and the named projects have funds programmed to them in the Prop K Strategic Plan; and

WHEREAS, In order to fully fund the San Francisco Municipal Transportation Agency's (SFMTA's) request for Twin Peaks Tunnel Trackway Improvements and the San Francisco Public Works' (SFPW's) request for the South Ocean Beach Multi-Use Trail, the Transportation Authority would need to concurrently commit to allocate an additional \$3,550,887 in Fiscal Year (FY) 2017/18 Prop K funds and \$259,119 in Prop K funds, respectively, as described in Attachment 3; and



WHEREAS, Five of the eleven requests are consistent with the relevant strategic plans and/or 5YPPs for their respective categories; and

WHEREAS, SFMTA's request for the Paratransit requires a concurrent Prop K Strategic Plan amendment to advance \$523,010 per year for the next three years (FYs 2016/17-2018/19) from FY 2025/26 to meet the higher annual cost of the new paratransit broker contract that started July 1, 2016; and

WHEREAS, The requested Prop K Strategic Plan amendment would result in a negligible increase of less than 0.02% to the assumed level of financing costs; and

WHEREAS, The SFMTA's requests for the Twin Peaks Tunnel Trackway Improvements, New Signals Contract 63, Webster Street Pedestrian Signals, and Glen Park Phase 2 projects; and SFPW's request for the South Ocean Beach Multi-Use Trail project require 5YPP amendments as detailed in the enclosed allocation request forms; and

WHEREAS, After reviewing the requests, Transportation Authority staff recommended allocating a total of \$45,417,062 in Prop K funds and \$141,794 in Prop AA funds, with conditions, for eleven requests, and committing to allocate \$3,550,887 in Prop K funds, as described in Attachment 3 and detailed in the enclosed allocation request forms, which include staff recommendations for Prop K and Prop AA allocation amounts, required deliverables, timely use of funds requirements, special conditions, and Fiscal Year Cash Flow Distribution Schedules; and

WHEREAS, There are sufficient funds in the Capital Expenditures line item of the Transportation Authority's approved FY 2016/17 budget to cover the proposed actions; and

WHEREAS, At its June 22, 2016 meeting, the Citizens Advisory Committee was briefed on the subject request and unanimously adopted a motion of support for the staff recommendation; and



WHEREAS, On July 19, 2016 the Plans and Programs Committee reviewed the subject request and unanimously recommended approval of the staff recommendation; now, therefore, be it

RESOLVED, That the Transportation Authority hereby amends the Paratransit category of the Prop K Strategic Plan to advance \$523,010 per year for the next three years (FYs 2016/17-2018/19) from FY 2025/26, as detailed in the enclosed allocation request form; and be it further

RESOLVED, That the Transportation Authority hereby amends the Prop K 5YPPs for the Guideways – SFMTA, New Signals & Signs, Signals & Signs and Traffic Calming categories; and the Prop AA 5YPP for Pedestrian Safety, as detailed in the enclosed allocation request forms; and be it further

RESOLVED, That the Transportation Authority hereby allocates \$45,417,062 in Prop K funds and \$141,794 in Prop AA funds, with conditions, for eleven requests, and commits to allocate \$3,810,006 in Prop K funds, as summarized in Attachment 3 and detailed in the enclosed allocation request forms; and be it further

RESOLVED, That the Transportation Authority finds the allocation of these funds to be in conformance with the priorities, policies, funding levels, and prioritization methodologies established in the Prop K and Prop AA Expenditure Plans, the Prop K and Prop AA Strategic Plans, and the relevant 5YPPs; and be it further

RESOLVED, That the Transportation Authority hereby authorizes the actual expenditure (cash reimbursement) of funds for these activities to take place subject to the Fiscal Year Cash Flow Distribution Schedules detailed in the enclosed allocation request forms; and be it further

RESOLVED, That the Capital Expenditures line item for subsequent fiscal year annual budgets shall reflect the maximum reimbursement schedule amounts adopted and the Transportation Authority does not guarantee reimbursement levels higher than those adopted; and be it further



RESOLVED, That as a condition of this authorization for expenditure, the Executive Director shall impose such terms and conditions as are necessary for the project sponsors to comply with applicable law and adopted Transportation Authority policies and execute Standard Grant Agreements to that effect; and be it further

RESOLVED, That as a condition of this authorization for expenditure, the project sponsors shall provide the Transportation Authority with any other information it may request regarding the use of the funds hereby authorized; and be it further

RESOLVED, That the Capital Improvement Program of the Congestion Management Program, the Prop AA Strategic Plan and the relevant 5YPPs are hereby amended, as appropriate.

Attachments (4):

1. Summary of Applications Received
2. Project Descriptions
3. Staff Recommendations
4. Prop K/AA Allocation Summaries – FY 2016/17

Enclosure:

Prop K/Prop AA Allocation Request Forms (11)

Attachment 1: Summary of Applications Received

Source	EP Line No./Category <sup>1</sup>	Project Sponsor <sup>2</sup>	Project Name	Current Prop K Request	Current Prop AA Request	Total Cost for Requested Phase(s)	Leveraging		Phase(s) Requested	District	
							Expected Leveraging by EP Line <sup>3</sup>	Actual Leveraging by Project Phase(s) <sup>4</sup>			
Prop K	1, 22M	SFMTA	Van Ness Improvements Including Bus Rapid Transit	\$ 27,257,930		\$ 285,459,151	79%	90%	Construction	2, 3, 5, 6	
Prop K	22M	SFMTA	Twin Peaks Tunnel Trackway Improvements	\$ 4,149,113		\$ 48,576,567	78%	91%	Construction	8	
Prop K	23	SFMTA	Paratransit	\$ 10,193,010		\$ 25,887,191	27%	61%	Operations	Citywide	
Prop K	26	SFPW	South Ocean Beach Multi-Use Trail	\$ 5,278		\$ 326,810	86%	98%	Design	7	
Prop K	31	SFMTA	New Signals Contract 63	\$ 1,700,000		\$ 2,056,000	26%	17%	Construction	1, 3, 6, 7, 8	
Prop K, Prop AA	33, Ped	SFMTA	Webster Street Pedestrian Signals	\$ 1,358,206	\$ 141,794	\$ 1,500,000	41%	0%	Construction	2,5	
Prop K	37	SFMTA	Bicycle Facility Maintenance	\$ 150,000		\$ 150,000	48%	0%	Construction	Citywide	
Prop K	38	SFMTA	Local-Track Application-Based Traffic Calming Program	\$ 213,525		\$ 213,525	51%	0%	Planning	Citywide	
Prop K	38	SFMTA	Glen Park Phase 2	\$ 260,000		\$ 260,000	51%	0%	Planning	8	
Prop K	38	SFPW	South Park Traffic Calming [N'TIP Capital]	\$ 30,000		\$ 2,950,000	51%	99%	Construction	6	
Prop K	44	SFMTA	66-Quintara Reconfiguration Study [N'TIP Planning]	\$ 100,000		\$ 100,000	40%	0%	Planning	4	
<b>TOTAL</b>						<b>\$ 45,417,062</b>	<b>\$ 141,794</b>	<b>\$ 367,479,244</b>	<b>74%</b>	<b>88%</b>	

Footnotes

<sup>1</sup> "EP Line No./Category" is either the Prop K Expenditure Plan line number referenced in the 2014 Prop K Strategic Plan or the Prop AA Expenditure Plan category referenced in the 2012 Prop AA Strategic Plan, including: Street Repair and Reconstruction (Street), Pedestrian Safety (Ped), and Transit Reliability and Mobility Improvements (Transit).

<sup>2</sup> Acronyms: SFMTA (San Francisco Municipal Transportation Agency), SFPW (San Francisco Public Works)

<sup>3</sup> "Expected Leveraging By EP Line" is calculated by dividing the total non-Prop K funds expected to be available for a given Prop K Expenditure Plan line item (e.g. Pedestrian Circulation and Safety) by the total expected funding for that Prop K Expenditure Plan line item over the 30-year Expenditure Plan period. For example, expected leveraging of 90% indicates that on average non-Prop K funds should cover 90% of the total costs for all projects in that category, and Prop K should cover only 10%.

<sup>4</sup> "Actual Leveraging by Project Phase" is calculated by dividing the total non-Prop K or non-Prop AA funds in the funding plan by the total cost for the requested phase or phases. If the percentage in the "Actual Leveraging" column is lower than in the "Expected Leveraging" column, the request (indicated by yellow highlighting) is leveraging fewer non-Prop K dollars than assumed in the Expenditure Plan. A project that is well leveraged overall may have lower-than-expected leveraging for an individual or partial phase.

Attachment 2: Brief Project Descriptions<sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
1, 22M	SFMTA	Van Ness Improvements Including Bus Rapid Transit	\$ 27,257,930	\$ -	<p>Prop K funds will leverage over \$258 million in federal, state and local funds to fully fund the construction phase of Van Ness Improvements. The project consists of several elements, including: Bus Rapid Transit (BRT) dedicated bus lanes, low floor boarding, consolidated transit stops, high-quality stations, fewer left-turn pockets, pedestrian safety enhancements, on platform fare payment, and improved streetscape and lighting (funded through this request); Overhead Contact System upgrade for trolley buses (funded through this request); SFgo traffic signal optimization and transit signal priority (funded through a prior Prop K request); Public Utilities Commission (PUC) sewer, water, lighting and green infrastructure; Auxiliary Water Supply System, street resurfacing, and Muni Forward-related pedestrian improvements. The project will be delivered using the Construction Manager/General Contractor (CMGC) delivery method. Van Ness BRT service is scheduled to open for use by March 2019.</p>
22M	SFMTA	Twin Peaks Tunnel Trackway Improvements	\$ 4,149,113	\$ -	<p>Requested funds will leverage over \$40 million in federal and other local funds for the construction phase to bring the light rail infrastructure in Muni's Twin Peaks Tunnel (Castro to West Portal Stations) into a state of good repair and improve on-time performance and reliability. The project will decrease travel time per passenger by 2.8 minutes for the 40,000 average daily passengers on the K, L, and M lines. Work will be performed over 21 weekends starting in Summer 2016. The tunnel will be closed on weekends when construction is scheduled, with SFMTA providing a bus bridge for affected stations. SFMTA anticipates the project will be complete by September 2017.</p>

Attachment 2: Brief Project Descriptions<sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
23	SFMTA	Paratransit	\$ 10,193,010	\$ -	Funds will provide over 39% of the cost of the Paratransit broker contract in FY 2016/17. The contract includes procuring and managing subcontracts with paratransit service providers, monitoring service quality and client interface, administering client eligibility, managing the sale of fare instruments, and acting as the principal customer service representative on behalf of the SFMTA. The FY 2016/17 Paratransit program budget represents a 15% cost increase over the previous year based on the new 5-year broker contract that includes increased salaries and benefits for service provider personnel, with additional future year increases. The contract also continues the higher level of service for group van passengers initiated in FY 2015/16.
26	SFPW	South Ocean Beach Multi-Use Trail	\$ 5,278	\$ -	Funds will provide the local match to a Federal Land Access Program grant for the design phase of a multi-use trail between on the Great Highway between Sloat and Skyline. The project will remove asphalt from the existing southbound lanes, except for a 12-foot section to be used for a shared-use path. The project also includes a 6-foot wide crusher fines (gravel) path, a 50-space parking lot, and revegetating the area with native plants. The project is being coordinated with SFPW's Great Highway Restoration project. The multi-use trail is expected to be open for use by March 2019.
31	SFMTA	New Signals Contract 63	\$ 1,700,000	\$ -	Funds will be used for the construction phase of six new traffic signals and two new flashing beacons at eight unsignalized intersections. The project includes pedestrian countdown signals and accessible (audible) pedestrian signals, controllers, conduit, wiring, poles, and curb ramps. Locations are shown on page 2 of the enclosed allocation request form. The SFMTA anticipates that construction will be complete by September 2017.

Attachment 2: Brief Project Descriptions<sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
33, Ped	SFMTA	Webster Street Pedestrian Signals	\$ 1,358,206	\$ 141,794	This project would upgrade existing traffic signals at 7 locations on Webster Street, a WalkFirst High-Injury Corridor. Intersections include Webster at McAllister, Golden Gate, Turk, Eddy, Post, Sutter, and California. The scope includes new poles, mast arms and larger signal heads to improve visibility of the vehicle signals, pedestrian countdown signals and accessible (audible) pedestrian signals. Construction would begin in early 2017 and be complete in Fall 2017.
37	SFMTA	Bicycle Facility Maintenance	\$ 150,000	-	This project would maintain existing bicycle facilities, focusing on restriping, including green bike lanes and bike boxes, and replacing delineator posts. Potential locations include Market Street between 8th and 9th Streets, The Wiggle bike route, Monterey Boulevard, Cesar Chavez, and the 14th and Folsom Streets intersection. Construction would begin in Fall 2016 and be completed by early 2018.
38	SFMTA	Local-Track Application-Based Traffic Calming Program	\$ 213,525	\$ -	Funds will be used for the planning and conceptual engineering phase of the FY 2016/17 program, including community outreach, evaluation and prioritization of up to 100 applications; and conceptual design and project development for up to 50 locations including balloting, legislation, and public hearing to approve the devices. SFMTA anticipates evaluating applications following the August 1, 2016 deadline and notifying residents of the status by January 2017. Design of the recommended devices, most of which are anticipated to be speed humps, is expected to be completed by June 2017. The detail design of complex measures and construction phase would be funded through a future Prop K request and occur July-December 2017.

Attachment 2: Brief Project Descriptions<sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
38	SFMTA	Glen Park Phase 2	\$ 260,000	\$ -	<p>Funds will be used for the planning phase of pedestrian and traffic calming improvements near the Glen Park BART Station, as recommended in the Glen Park Community Plan (2009). In April 2016, SFMTA completed Phase 1 of the recommended improvements, including bulb-outs, signalized left-turn pockets, a transit shelter, street lighting and landscaping at Bosworth/Diamond. For Phase 2, SFMTA will consider crossing safety improvements at Bosworth/Arlington and Bosworth/Lyell. This planning phase will include community outreach, feasibility analysis, and preliminary engineering, as well as a design survey to inform feasibility of potential solutions, with a goal to have preferred designs by late 2018 that can then move on to final design and construction.</p>
38	SFPW	South Park Traffic Calming [NTIP Capital]	\$ 30,000	\$ -	<p>Neighborhood Transportation Improvement Program (NTIP) funds will be used for construction of traffic calming elements of the South Park Improvements project, a major renovation of the park. Traffic calming improvements will include sidewalk bulb-outs and stamped asphalt at the crosswalks into the park. These features will provide visual and textural cues signifying the presence of the park's crosswalks to drivers, many of whom turn into South Park as a short cut to the Bay Bridge. SFPW expects to complete construction by December 31, 2016.</p>

Attachment 2: Brief Project Descriptions<sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
44	SFMTA	66-Quintara Reconfiguration Study [NTIP Planning]	\$ 100,000	\$ -	Requested fund will be used to evaluate viable reconfiguration options for the 66-Quintara, an underutilized Muni route on the West Side, and potentially other routes (23-Monterey, 48-Quintara, and the 57-Parkmerced) to improve route performance and strengthen the West Side's access to transit hubs. This study advances recommendations from the Transportation Authority's Westside Transit Access Study (2016). SFMTA will work closely with the district supervisor's offices and community stakeholders. The final report is expected to be complete by August 2017.
<b>TOTAL</b>			<b>\$ 45,417,062</b>	<b>\$ 141,794</b>	

<sup>1</sup> See Attachment 1 for footnotes.



Attachment 3: Staff Recommendations<sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Recommended	Prop AA Funds Recommended	Recommendation
1, 22M	SFMTA	Van Ness Improvements Including Bus Rapid Transit	\$ 27,257,930	\$ -	The recommended allocation is contingent upon SFMTA providing certification of full funding for the project. As of 07.13.16, an estimated \$17 million in SFPUC funds are not yet committed to the project.
22M	SFMTA	Twin Peaks Tunnel Trackway Improvements	\$ 4,149,113	\$ -	<b>Commitment to Allocate:</b> Recommendation includes a commitment to allocate \$3,550,887 in FY 2017/18 Prop K funds. <b>5YPP Amendment:</b> The recommended allocation is contingent upon a concurrent Muni Guideways 5YPP amendment to utilize placeholder funds for this project. See attached 5YPP amendment for details.
23	SFMTA	Paratransit	\$ 10,193,010	\$ -	<b>Strategic Plan Amendment:</b> The recommended allocation is contingent upon a Prop K Strategic Plan amendment to advance \$523,010 per year for the next three years (FYs 2016/17-2018/19) from FY 2025/26 to meet the higher annual cost of the new paratransit broker contract that started July 1, 2016. This amendment would provide the Prop K funding for the contract through the 2018 Strategic Plan update. See attached Strategic Plan amendment for details.
26	SFPW	South Ocean Beach Multi-Use Trail	\$ 5,278	\$ -	<b>5YPP Amendment:</b> The recommended allocation is contingent upon a 5YPP amendment to the Great Highway Erosion Repair category to reprogram \$264,397 from Great Highway Restoration to the subject project (\$5,278 for design and \$259,119 for construction). See attached 5YPP amendment for details. <b>Commitment to Allocate:</b> Recommendation includes a commitment to allocate \$259,119 in Prop K funds to provide the local match to the federal grant for the construction phase of the project.
31	SFMTA	New Signals Contract 63	\$ 1,700,000	\$ -	<b>5YPP Amendment:</b> The recommended allocation is contingent upon a concurrent New Signals and Signs 5YPP amendment to reprogram \$200,000 from projects completed under budget. See attached 5YPP amendment for details.

Attachment 3: Staff Recommendations <sup>1</sup>

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Recommended	Prop AA Funds Recommended	Recommendation
33, Ped	SFMTA	Webster Street Pedestrian Signals	\$ 1,358,206	\$ 141,794	<b>Prop K 5YPP and Prop AA Strategic Plan Amendments:</b> Recommendation is contingent upon concurrent amendments to the Prop K 5YPP Signals and Signs category and the Prop AA Strategic Plan to reprogram a total of \$1.4 million in funds from projects completed under budget or with other funding sources, to the subject project. See attached 5YPP and Strategic Plan amendments for details.
37	SFMTA	Bicycle Facility Maintenance	\$ 150,000	\$ -	
38	SFMTA	Local-Track Application-Based Traffic Calming Program	\$ 213,525	\$ -	
38	SFMTA	Glen Park Phase 2	\$ 260,000	\$ -	<b>5YPP Amendment:</b> The recommended allocation is contingent upon a concurrent 5YPP amendment to re-program \$260,000 in funds from Howard Streetscape Improvement to the subject project. Improvements on Howard Street will be funded with Eastern Neighborhoods Interagency Plan Implementation Committee (IPIC) funds. See attached 5YPP amendment for details.
38	SFPW	South Park Traffic Calming [NTIP Capital]	\$ 30,000	\$ -	
44	SFMTA	66-Quintara Reconfiguration Study [NTIP Planning]	\$ 100,000	\$ -	
<b>TOTAL</b>			<b>\$ 45,417,062</b>	<b>\$ 141,794</b>	

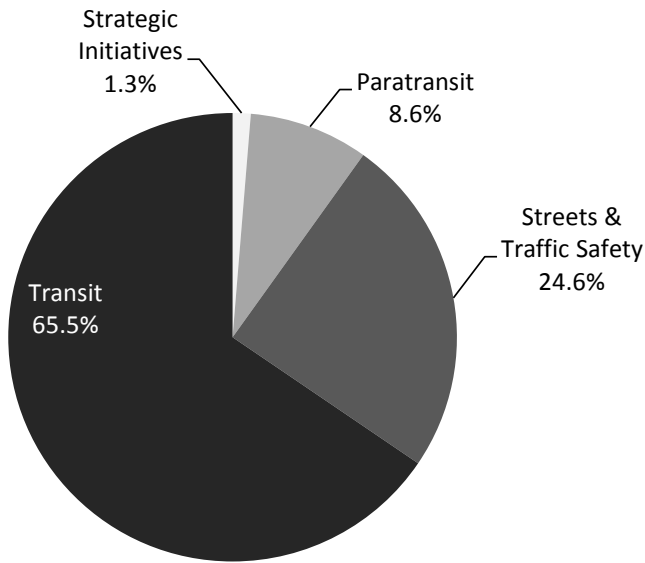
<sup>1</sup> See Attachment 1 for footnotes.

**Attachment 4.  
Prop K Allocation Summary - FY 2016/17**

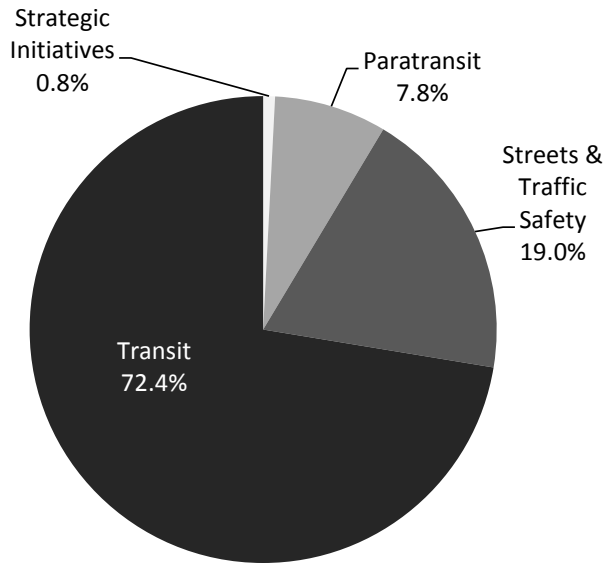
<b>PROP K SALES TAX</b>						
		<b>CASH FLOW</b>				
	<b>Total</b>	<b>FY 2016/17</b>	<b>FY 2017/18</b>	<b>FY 2018/19</b>	<b>FY 2019/20</b>	<b>FY 2020/21</b>
Prior Allocations	\$ 6,079,645	\$ 4,610,189	\$ 1,469,456	\$ -	\$ -	\$ -
Current Request(s)	\$ 45,417,062	\$ 25,587,609	\$ 10,683,477	\$ 9,145,976	\$ -	\$ -
New Total Allocations	\$ 51,496,707	\$ 30,197,798	\$ 12,152,933	\$ 9,145,976	\$ -	\$ -

The above table shows maximum annual cash flow for all FY 2015/16 allocations approved to date, along with the current recommended

**Investment Commitments, per Prop K Expenditure Plan**



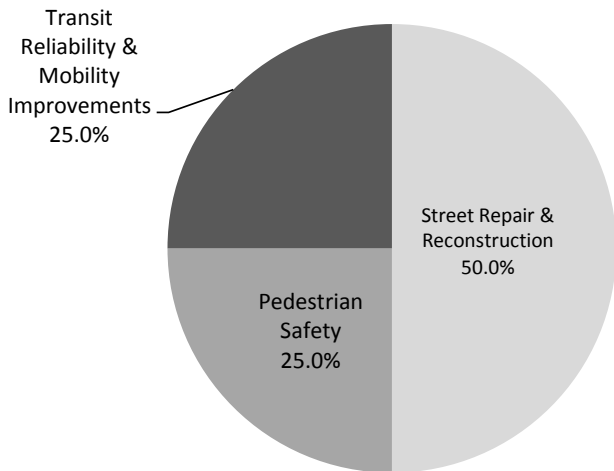
**Prop K Investments To Date**



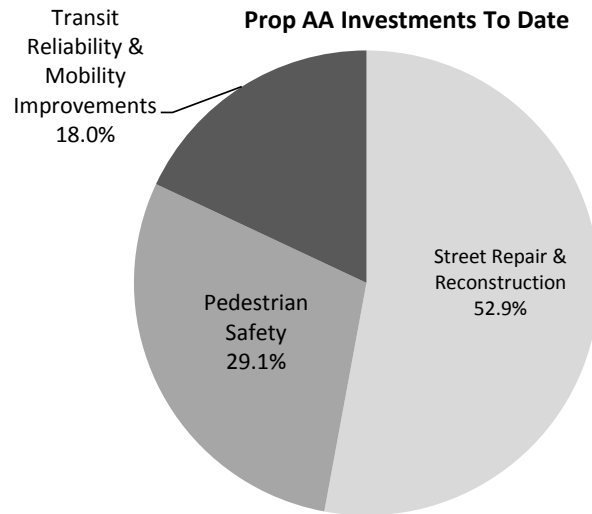
<b>PROP AA VEHICLE REGISTRATION FEE</b>						
	<b>Total</b>	<b>FY 2016/17</b>	<b>FY 2017/18</b>	<b>FY 2018/19</b>	<b>FY 2019/20</b>	<b>FY 2020/21</b>
Prior Allocations	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Current Request(s)	\$ 141,794	\$ 141,794	\$ -	\$ -	\$ -	\$ -
New Total Allocations	\$ 141,794	\$ 141,794	\$ -	\$ -	\$ -	\$ -

The above table shows total cash flow for all FY 2015/16 allocations approved to date, along with the current recommended allocation(s).

**Investment Commitments, per Prop AA Expenditure Plan**



**Prop AA Investments To Date**





# Memorandum

**Date:** 07.11.16 **RE:** Plans and Programs Committee  
July 19, 2016

**To:** Plans and Programs Committee: Commissioners Tang (Chair), Farrell (Vice Chair), Avalos, Breed, Peskin and Wiener (Ex Officio)

**From:** Anna LaForte – Deputy Director for Policy and Programming *all*

**Through:** Tilly Chang – Executive Director *all*

**Subject:** **ACTION** – Recommend Allocation of \$45,417,062 in Prop K Funds and \$141,794 in Prop AA Funds, with Conditions, for Eleven Requests, Subject to the Attached Fiscal Year Cash Flow Distribution Schedules, and a Commitment to Allocate \$3,810,006 in Prop K Funds

## Summary

As summarized in Attachments 1 and 2, we have eleven requests totaling \$45,558,856 in Prop K and Prop AA funds to present to the Plans and Programs Committee. The San Francisco Municipal Transportation Agency (SFMTA) is requesting \$27.3 million in Prop K funds to leverage over \$258 million in federal, state, and local funds for construction of improvements on Van Ness Avenue including bus rapid transit (BRT). Van Ness BRT service is anticipated to start in spring 2019. The SFMTA has requested \$4.1 million for major rehabilitation of the light rail track in Muni's Twin Peaks Tunnel (Castro to West Portal Stations) which will improve travel time and reliability on the K, L, and M lines. The SFMTA is requesting the annual Prop K contribution of \$10.193 million for paratransit operations, slightly higher than the amount programmed in the Strategic Plan due to the increased cost of services under a new contract. The SFMTA has also requested Prop K and Prop AA funds for five street improvement projects including: \$1.7 million for six new traffic signals and two flashing beacons, \$1.54 million for traffic signal upgrades at seven locations along Webster Street, \$150,000 for bicycle facility maintenance, \$213,525 for evaluation of local traffic calming applications, and \$260,000 for the planning phase to identify preferred designs for the Bosworth/Arlington and Bosworth/Lyell intersections near Glen Park. Finally, the SFMTA is requesting \$100,000 in Neighborhood Transportation Improvement Program (NTIP) funds to study the potential reconfiguration of West Side transit routes including the 66-Quintara line to improve access to transit hubs. San Francisco Public Works is requesting \$5,278 in Prop K funds and a commitment to allocate \$259,119 to match a federal grant for a multi-use trail on Great Highway between Sloat and Skyline, and \$30,000 in NTIP funds for traffic calming improvements at the entrances to South Park.

## BACKGROUND

We have received eleven requests for a total of \$45,558,856 in Prop K and Prop AA funds to present to the Plans and Programs Committee at its July 19, 2016 meeting, for potential Board approval on July 26, 2016. As shown in Attachment 1, the requests come from the following Prop K and Prop AA categories:

- Bus Rapid Transit/Transit Preferential Streets/MUNI Metro Network

- Guideways – SFMTA
- Paratransit
- Great Highway Erosion Repair
- New Signals & Signs
- Signals & Signs
- Pedestrian and Bicycle Facility Maintenance
- Traffic Calming
- Transportation/Land Use Coordination
- Prop AA Pedestrian Safety

Transportation Authority Board adoption of a Prop K or Prop AA 5-Year Prioritization Program (5YPP) is a prerequisite for allocation of funds from programmatic categories.

## DISCUSSION

The purpose of this memorandum is to present eleven Prop K requests totaling \$45,417,062 and one Prop AA request for \$141,794 to the Plans and Programs Committee and to seek a recommendation to allocate the funds as requested. Attachment 1 summarizes the requests, including information on proposed leveraging (i.e. stretching Prop K dollars further by matching them with other fund sources) compared with the leveraging assumptions in the Prop K Expenditure Plan. Attachment 2 provides a brief description of each project. A detailed scope, schedule, budget and funding plan for each project are included in the enclosed Allocation Request Forms.

**Staff Recommendation:** Attachment 3 summarizes the staff recommendations for the requests, highlighting special conditions and other items of interest.

Transportation Authority staff and project sponsors will attend the Plans and Programs Committee meeting to provide brief presentations on some of the specific requests and to respond to any questions that the members may have.

## ALTERNATIVES

1. Recommend allocation of \$45,417,062 in Prop K funds and \$141,794 in Prop AA funds, with conditions, for eleven requests, subject to the attached Fiscal Year Cash Flow Distribution Schedules, and a commitment to allocate \$3,810,006 in Prop K funds, as requested.
2. Recommend allocation of \$45,417,062 in Prop K funds and \$141,794 in Prop AA funds, with conditions, for eleven requests, subject to the attached Fiscal Year Cash Flow Distribution Schedules, and a commitment to allocate \$3,810,006 in Prop K funds, with modifications.
3. Defer action, pending additional information or further staff analysis.

## CAC POSITION

The CAC was briefed on this item at its June 22, 2016 meeting and unanimously adopted a motion of support for the staff recommendation.

## FINANCIAL IMPACTS

This action would allocate \$45,417,062 in Fiscal Year (FY) 2016/17 Prop K sales tax funds and \$141,794 in FY 2016/17 Prop AA vehicle registration funds, with conditions, for eleven requests. The

allocations would be subject to the Fiscal Year Cash Flow Distribution Schedules contained in the enclosed Allocation Request Forms.

Attachment 4, Prop K/Prop AA Allocation Summaries – FY 2016/17, shows the total approved FY 2016/17 allocations and appropriations to date for both programs, with associated annual cash flow commitments as well as the recommended allocations and cash flows that are the subject of this memorandum. The impact of the proposed Prop K Strategic Plan amendment to advance funds for Paratransit from FY 2025/26 to FYs 2016/17 through 2018/19 would be an estimated \$488,452 in additional financing costs, less than 0.02% in available funds spent on financing costs over the 30-year life of the Expenditure Plan.

Sufficient funds are included in the adopted FY 2016/17 budget to accommodate the recommendation actions. Furthermore, sufficient funds will be included in future budgets to cover the recommended cash flow distribution for those respective fiscal years.

### **RECOMMENDATION**

Recommend allocation of \$45,417,062 in Prop K funds and \$141,794 in Prop AA funds, with conditions, for eleven requests, subject to the attached Fiscal Year Cash Flow Distribution Schedules, and a commitment to allocate \$3,550,887 in Prop K funds.

Attachments (4):

1. Summary of Applications Received
2. Project Descriptions
3. Staff Recommendations
4. Prop K/AA Allocation Summaries – FY 2016/17

Enclosure:

Prop K/Prop AA Allocation Request Forms (11)

RESOLUTION ADOPTING THE SUMMARY REPORT OF THE SAN FRANCISCO  
PARKING SUPPLY AND UTILIZATION STUDY

WHEREAS, Congestion is an ongoing issue in San Francisco, affecting its goals of livability, economic competitiveness, and healthy environment, as defined in the San Francisco Transportation Plan; and

WHEREAS, At the time of adoption of the Mobility, Access, and Pricing Study (MAPS) in 2010, the Transportation Authority Board and other stakeholders requested that staff examine policies that address parking demand and supply to see if these policies could serve as an alternative or complement to cordon area pricing approaches; and

WHEREAS, The Parking Supply and Utilization Study (PSUS) evaluated the feasibility of several parking-related strategies for congestion reduction through shifting trips from auto to non-auto modes (mode shift) or shifting trips to less congested time periods (peak spreading); and

WHEREAS, Key performance metrics for the study included a reduction in single occupancy vehicle mode share along with a reduction in vehicle miles traveled and vehicle hours of delay during the peak periods; and

WHEREAS, PSUS examined results for the city as a whole as well as a downtown focused area called the Northeast Quadrant; and

WHEREAS, PSUS found that the evaluated parking strategies perform modestly in mitigating area-wide congestion, and were less effective than the preferred cordon pricing scenario examined in MAPS; and

WHEREAS, Rather than further pursue any of the strategies analyzed in the Study, PSUS recommends that agencies pursue current parking related initiatives, including the Residential Parking Permit Evaluation and Reform Project and implementation of the city's proposed Transportation



Demand Management Ordinance; and

WHEREAS, PSUS also recommends that the Transportation Authority evaluate the outcome of its ongoing pricing and demand management initiatives, including the Treasure Island Mobility Management Program and the Freeway Corridor Management Study, before further pursuing cordon based pricing initiatives in downtown San Francisco; and

WHEREAS, On June 22, 2016, the Citizens Advisory Committee was briefed on the Study's Summary Report and unanimously adopted a motion of support for its adoption; and

WHEREAS, On July 19, 2016, the Plans and Programs Committee reviewed and unanimously recommended adoption of the Study's Summary Report; now, therefore, be it

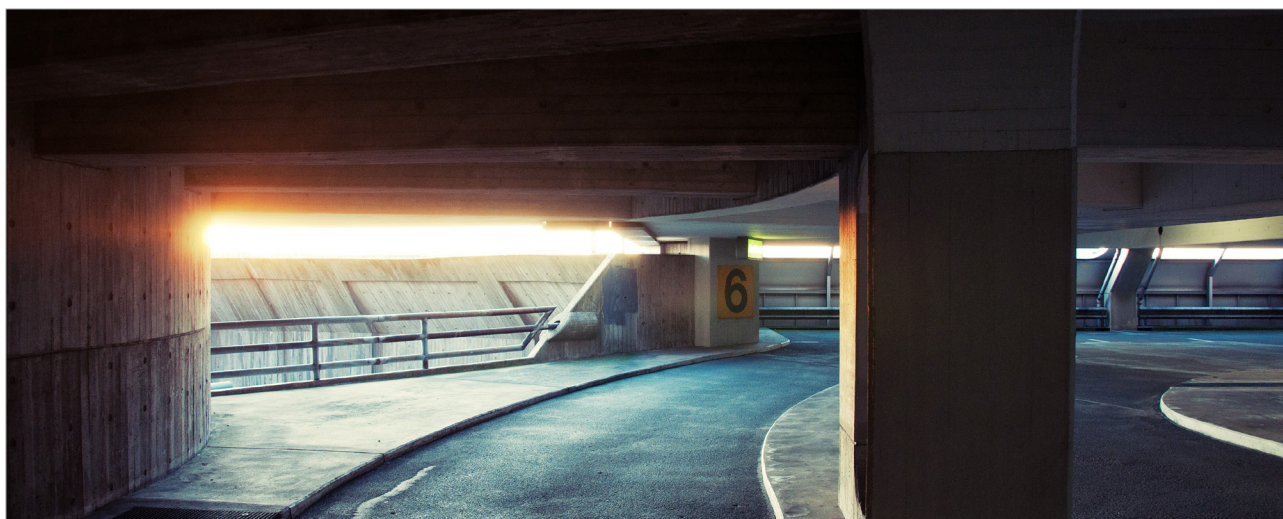
RESOLVED, That the Transportation Authority hereby adopts the attached San Francisco Parking Supply and Utilization Study Summary Report; and be it further

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

Attachment:

1. San Francisco Parking Supply and Utilization Study Summary Report





# San Francisco Parking Supply and Utilization Study

## DRAFT SUMMARY REPORT





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## ACKNOWLEDGEMENTS

This final report and study are the result of the hard work, dedication, and enthusiasm of a number of people and organizations.

### PROJECT TEAM

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This project was funded by the Federal Highways Administration through the Value Pricing Pilot Program, the Metropolitan Transportation Commission, and the Proposition K Half-Cent Sales Tax for Transportation.

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## Introduction

### PARKING SUPPLY AND UTILIZATION STUDY CONTEXT AND PURPOSE

Improving mobility and managing congestion are important elements in sustaining San Francisco's role as a growing social and economic center. According to the Texas Transportation Institute's 2015 Urban Mobility Scorecard, the San Francisco-Oakland urban area experienced the country's third-highest yearly hours of delay per auto commuter in 2014.<sup>1</sup> With high projected housing and job growth in northeastern San Francisco, travel demand will continue to increase. The core network can only accommodate approximately half of the motorized vehicle demand increase forecasted for 2040 before reaching perpetual gridlock during peak periods.<sup>2</sup> Managing congestion and encouraging alternative modes of travel is a core function of the San Francisco County Transportation Authority (Transportation Authority) and aligns with the City's Transit First Policy as well as the San Francisco Transportation Plan's Livability, Economic Competitiveness, and Healthy Environment goals.

Given these critical challenges, the Transportation Authority Board and stakeholders requested that the Transportation Authority staff explore how policies that address park-

ing demand and supply could help manage congestion. The Study was funded by the Federal Highways Administration through the Value Pricing Pilot Program, the Metropolitan Transportation Commission, and the Proposition K Half-Cent Sales Tax for Transportation. This summary report provides an overview of the study, its methodology, and findings. A more extensive technical report elaborates more fully on the content included herein.

An earlier Transportation Authority effort, the Mobility, Access and Pricing Study (MAPS), examined the feasibility of cordon-based pricing, which involves charging drivers a user fee to drive into or out of specific congested areas or corridors during certain times of day, and using the revenue generated to fund transportation improvements. MAPS found that congestion pricing would be a feasible way to meet San Francisco's goals for sustainable growth.<sup>3</sup>

More recently, the San Francisco Municipal Transportation Agency (SFMTA) conducted the SFpark pilot program, which tested a new parking management system at many of San Francisco's metered on-street spaces and City-owned parking garages. The SFpark evaluation demonstrated that demand-responsive pricing can improve parking availability and yield secondary benefits, including reduced local congestion and mobile emissions.

1 <http://d2dtl5nnlprf0r.cloudfront.net/tti.tamu.edu/documents/ums/congestion-data/national/national-table-all.pdf>.

2 San Francisco Transportation Plan 2040 – Appendix C: Core Circulation Study. The “core” refers to the Downtown, South of Market (SoMa), and Mission Bay neighborhoods.

3 <http://www.sfcta.org/transportation-planning-and-studies/congestion-management/mobility-access-and-pricing-study-home>.

**FIGURE 1. San Francisco Parking Types**

LOCATION	RESIDENTIAL/ NONRESIDENTIAL	OPERATOR/ MANAGER	ACCESS	NAME AND EXAMPLES	PARKING SUPPLY DATA SOURCES
Off-Street	Nonresidential	Private companies	Public	Publicly accessible, privately operated parking (e.g., most garages advertising parking to street traffic)	Off-Street Census, Costar, Operator Survey, Supply Survey
Off-Street	Nonresidential	SFMTA	Public	Public parking garages (e.g., SFpark garages/lots)	Off-Street Census
Off-Street	Nonresidential	Private companies	Private/ public	Customer parking only (e.g., exclusive parking for retail customers); parking publicly available to anyone as a customer	Off-Street Census, Costar, Operator Survey, Supply Survey
Off-Street	Nonresidential	Private companies/ Government agencies	Private	Permit holder only (e.g., employee-only parking provided by private- or public-sector employers)	Off-Street Census, Costar, Operator Survey, Supply Survey
Off-Street	Nonresidential	Government agencies	Public	Free off-street parking (e.g., parking at public sites such as beach or parks)	Off-Street Census
Off-Street	Residential	Residences	Private	Residential parking (e.g., parking spaces in driveways or garages in or attached to private homes)	N/A
On-Street	Nonresidential	SFMTA	Public	On-street parking (e.g., metered or unmetered street parking)	On-Street Census, SFpark Meter Database

This study, the Parking Supply and Utilization Study (PSUS), evaluated the feasibility of several parking-related strategies for congestion reduction through shifting trips from auto to non-auto modes (mode shift) or shifting trips to less congested time periods (peak spreading). To better inform the evaluation, the Study also performed data collection and estimated the total supply of off-street non-residential parking spaces.

## Parking Supply

In order to better inform the analysis of candidate strategies, PSUS developed a parking supply model to estimate the amount of off-street, nonresidential parking in a study

area slightly smaller than the NE Quadrant (Figure 4, next page). The model estimated undocumented parking supply that might not be reflected within existing data sets, focusing particularly on privately accessible parking. The existing SFpark Off-Street Census extensively documents publically accessible parking lots and garages plus some privately accessible lots and garages. Additional data sources, including parking garage operator surveys, were collected as part of PSUS.<sup>4</sup> Figure 1 lists data sources (rightmost column) for the types of parking described in the Introduction. The supply model was based on regression analyses to estimate the number of parking spaces at nonresidential properties in the Study Area based on property character-

<sup>4</sup> The PSUS Technical Report describes these datasets in greater detail.



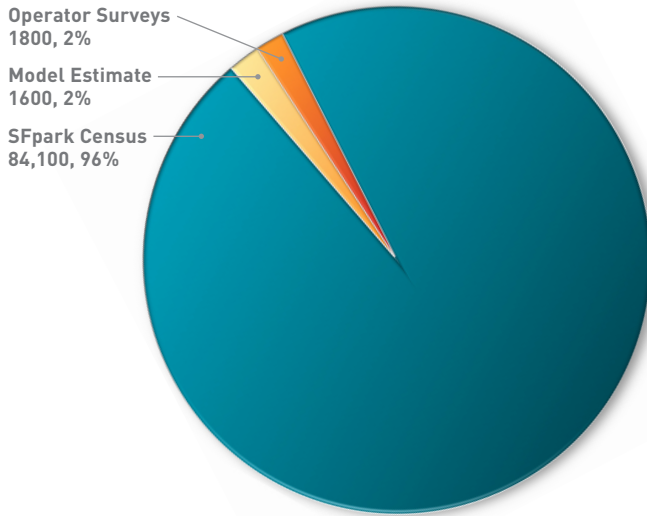
istics and other available data. Basic assumptions about parking supply in the Study Area were used to extrapolate supply estimates to other parts of the City. More detail can be found in the PSUS Technical Report.

### PARKING SUPPLY ESTIMATES

Figure 2 shows the number of parking spaces from existing data sources and as estimated by the model in an area slightly smaller than the NE Quadrant. The supply model predicted a relatively low number of nonresidential, off-street parking spaces and locations beyond what the extensive SFpark Off-Street Census and parking operator survey already documents in the Study Area. This parking is likely to exist at parking garages or lots that are not readily advertised as publically available parking, such as permit holder only or customer only parking.

Figure 3 estimates the number of spaces city-wide, extrapolating the findings of the model outside the study area.

**FIGURE 2. Off-Street, Non-Residential Parking Supply in Study Area**



**FIGURE 3. Estimated Number of Off-Street, Nonresidential Parking Spaces by Geography and Census Status, Median Supply Model Result**

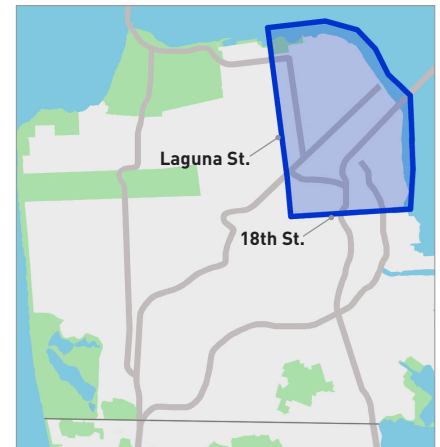
	CENSUS	MEDIAN UNDOCUMENTED ESTIMATE	TOTAL
Study Area	84,100	3,300	87,400
Outside Study Area (extrapolated)	81,500	3,100	84,600
Citywide (extrapolated)	165,600	6,400	172,000

## Strategy Evaluation

In tandem with the parking supply analysis, the Study completed a process of strategy generation, screening, and evaluation. This section outlines the methodology and results of that process. More detail can be found in the PSUS Technical Report.

### ANALYSIS GEOGRAPHIES AND TIMEFRAMES

This report frequently discusses analysis and results for the city as a whole and the Northeast Quadrant. The Northeast Quadrant is defined based on the cordon boundaries that the MAPS study identified in its top-performing scenario. This area is bounded by Guerrero Street/Laguna Street to the west, 18th Street to the south, and San Francisco Bay to the north and east. Using the same geographic boundaries here in this study offers the opportunity to examine selected differences in transportation performance outcomes between cordon pricing and parking strategies.



**FIGURE 4. Northeast Quadrant Boundaries**

The report also focuses on two different timeframes: the AM peak, which spans from 6:00 a.m. to 9:00 a.m., and the daily 24-hour total. Four “timeframe-geography pairings” refer to the unique combinations of these two variables. SF-CHAMP includes other timeframes and geographies. However, AM peak and PM peak results were similar; for simplicity purposes, this report discusses AM Peak only as a representation of peak travel rather than showing analysis for both timeframes.

### EVALUATION METRICS

The evaluation focused on metrics that reflect the study’s goals of 1) shifting trips from drive alone to other modes, including transit, carpool, and active transportation, and 2) reducing congestion. The study emphasized three transportation performance metrics to assess the extent to which parking strategies helped move the City towards those two goals: drive-alone trip mode share, vehicle miles traveled (VMT), and vehicle hours of delay (VHD). Mode

shifts are described as percentage point changes<sup>5</sup> and VMT and VHD reductions are described as percent changes. All evaluation was conducted in the 2015 base year.

The report also discusses parking-related revenue. The report refers to public revenue (i.e., City and County of San Francisco revenues), which include estimated parking tax revenue (i.e., the existing 25% parking sales tax<sup>6</sup>) and fee revenue associated with the evaluated strategies. Baseline revenue refers to the estimated public revenue in the SF-CHAMP baseline scenario, not actual dollar amounts collected; revenue associated with particular strategies are often compared to baseline revenue, and percent change is more important than actual dollar amount. Garage operator revenue refers to the sales generated by privately and publically operated garages; the parking tax revenue constitutes 25% of this amount. The study assumed that all fees associated with an evaluated strategy would first offset the strategy's implementation cost and then fund a transportation expenditure plan. However, the study did not explore the components of these potential expenditure plans.

## PARKING STRATEGIES

At its onset, PSUS compiled a list of candidate parking

<sup>5</sup> A 1.0 percentage point reduction in a 15 percent drive alone mode share is roughly a 6.7 percent reduction.

<sup>6</sup> SFMTA receives 80 percent of parking tax revenues. These parking tax revenues do not include sales from on-street meters or SFMTA owned/operated garages and lots, the proceeds of which go 100% to the SFMTA operating budget.

**FIGURE 5. Strategy Evaluation Reference**

CATEGORY	STRATEGY	TRIPS AFFECTED	TIME PERIOD
Fee-Based	Annual parking space fee: fee passed onto driver	Unsubsidized work, Nonwork trips that park in NE zone	24-Hour
Fee-Based	Flat all-day fee	Unsubsidized work, Nonwork trips that park in NE zone	All-Day
Fee-Based	Flat peak fee	Unsubsidized work, Nonwork trips that park in NE zone	AM/PM Peak
Fee-Based	Universal parking access fee	All non-residential trips that park in NE zone	AM/PM Peak or All-Day*
Bulk Discount Elimination	Monthly discount elimination	Unsubsidized work, Nonwork (all of SF)	24-Hour
Bulk Discount Elimination	Monthly and hourly discount elimination	Unsubsidized work, Nonwork (all of SF)	24-Hour
Bulk Discount Elimination	Parking sales tax bulk discount elimination incentive	Unsubsidized work, Nonwork (all of SF)	24-Hour
Bulk Discount Elimination	Parking fee bulk discount elimination incentive	Unsubsidized work, Nonwork (all of SF)	24-Hour
Supply	SFMTA garage redevelopment	All trips that park in SF	24-Hour
Supply	Parking supply cap	All trips that park in SF	24-Hour
Supply	Parking supply cap and trade	All trips that park in SF	24-Hour
Cashout	Increased cashout enforcement	All trips that park in SF	24-Hour
Cashout	Expanded cashout law	All trips that park in SF	24-Hour

\* The all-day timeframe spans the AM Peak, Midday, and PM Peak (6:00 a.m. 6:30 p.m.).

strategies through literature review, discussions with San Francisco stakeholders and other City agencies. The team then screened the strategies based on 1) effectiveness—i.e., a strategy's potential to meaningfully reduce drive-alone mode share and congestion, and 2) ability to evaluate—i.e., the availability of tools (e.g., travel demand model, analytical best practices) and data to sufficiently measure a strategy's impact. Figure 5 lists the 13 strategies carried forward for evaluation, grouped into four categories discussed in the remainder of this section: Fee-Based, Bulk Discount Elimination, Supply, and Cashout. The PSUS Technical Report contains a more extensive list and more detailed description of all candidate strategies considered and the screening process.

## Parking Fee Strategies

The study evaluated several types of parking fee strategies which involve a flat surcharge to the driver or the owner of a parking space. The Annual Parking Space Fee strategy levies an annual fee for parking spaces and assumes landlords will pass on this increased fee to drivers in the amount they pay. The All-Day Fee strategy, charges a flat fee each time that paid parking is consumed in the Northeast Quadrant during the AM peak, midday, and PM peak periods. The Peak Fee strategy charges a flat fee each time that paid parking is consumed in the Northeast Quadrant during only the AM peak and PM peak periods. For both of the all day and peak period flat fee, it is assumed that drivers who have parking subsidized by their employers would

also have the fee subsidized (i.e., they would not experience the increased fee). The Universal Access Fee is similar to the other flat fees except that it assumes that all drivers, including those who have parking subsidized by employers, would pay the increased fee amount.

The study focused on two fee amounts: \$3 and \$6. Based on past analysis of pricing strategies and the intercept survey results from this study, a \$3 fee is likely to be high enough to influence travel behavior at meaningful levels, while still being relatively modest compared to other costs of transportation use. The \$6 fee, at twice the level of the \$3 fee, represents a high book-end estimate of how parking fees could influence transportation performance.

### Bulk Discount Elimination Strategies

Bulk discount elimination based scenarios involve removal of long term (either monthly or daily) parking pricing offerings. When drivers have to pay incrementally for their parking usage, the mode choice decision better reflects the true costs to the traveler for that trip because they are able to save money on days when they don't drive.<sup>7</sup> Therefore, the team developed several bulk discount elimination strategies. The Monthly Discount Elimination strategy would mean that drivers could not receive a discounted cost for purchasing parking for periods of greater than a day (i.e., 20 days of parking would be 20 times the daily rate). The Monthly and Daily Discount Elimination strategy would work similarly, except that drivers would be required to purchase parking on an hourly basis without any discount for longer term parking (e.g., all day parking would be at least eight times the hourly rate). The other two strategies involve using incentives through sales tax or fee reductions for garage operators who eliminate bulk parking rates rather than requiring these parking pricing structures legislatively.

### Supply Strategies

While the other strategies evaluated in this study focus on managing parking demand through direct manipulations of price, this set of strategies would attempt to manage travel demand by changing the available parking supply in San Francisco. SFMTA Garage Redevelopment strategy would involve removing all SFMTA public garages from the parking supply. Parking Supply Cap strategy caps parking supply at 2015 levels so that it does not grow in future years and the final strategy allows buildings to trade the rights to build parking spaces among themselves.

<sup>7</sup> The transportation performance results assume that hourly pricing remains the same after discount elimination. In reality, garage operators might be able to maximize revenue by lowering hourly rates in order to attract more customers, though this section's findings suggest that this might not necessarily be the case.



### Cashout Strategies

The study examined two strategies involving parking cashout, which is the practice whereby employers that subsidize employee parking offer these employees the option of taking a cash subsidy in lieu of a parking space. Increased Cashout Enforcement involves a broader enforcement of the existing California cashout law while the Expanded Cashout Law strategy examines the idea of extending the cashout requirements to firms not currently covered by the law (e.g., smaller firms).

## EVALUATION APPROACH

PSUS sought to evaluate how parking strategies affect congestion through changes in mode share and peak spreading in San Francisco. It focused on parking strategies related to nonresidential, off-street parking. Data collection and analysis, plus the SF-CHAMP travel demand model capabilities, shaped the evaluation approach. Ultimately, a combination of SF-CHAMP model outputs and other quantitative and qualitative analyses (informed in part by estimates of parking supply), were used to evaluate the individual parking strategies. More details can be found in the PSUS Technical Report.

## FINDINGS

This section includes a comparison of the various strategies representing each of the categories rather than the results for every strategy. A detailed description of the methodology and results for all strategies can be found in the PSUS Technical Report. The study evaluated strategies based on their impact on mode share, VMT, and VHD for different time periods and geographies and then determined the resulting changes in parking-related revenues.

Across the different strategy types, the parking scenario model results showed modest performance improvement



The travel demand model results showed that driver response to parking scenarios was somewhat modest. Parking price changes alone may play a relatively minor role in underlying trends in congestion and delay, but they may be an effective tool as part of a larger demand management

of a relatively similar amount. Figure 6 depicts the overall mode splits for each scenario, including the baseline, during the AM Peak in the Northeast Quadrant. The bars show how reduced drive-alone trips redistribute among remaining modes. In the \$6 peak fee scenario, for instance, drive-alone and carpool trips decreased by 2.5 and 0.7 percentage points whereas transit and nonmotorized trips increased by 2.2 and 1.0 percentage points. Under the strategy scenarios, carpool trips tended to decrease along with drive-alone trips rather than absorb them. Transit tended to absorb more reduced auto trips than nonmotorized.

Figure 7 (next page) shows percent change in VMT, and Figure 8 (next page) shows percent change in VHD. The re-

The combined monthly and daily bulk discount elimination achieved mode shift and congestion reductions that rival or exceed those of the \$3 fees in some timeframe-geography pairings.

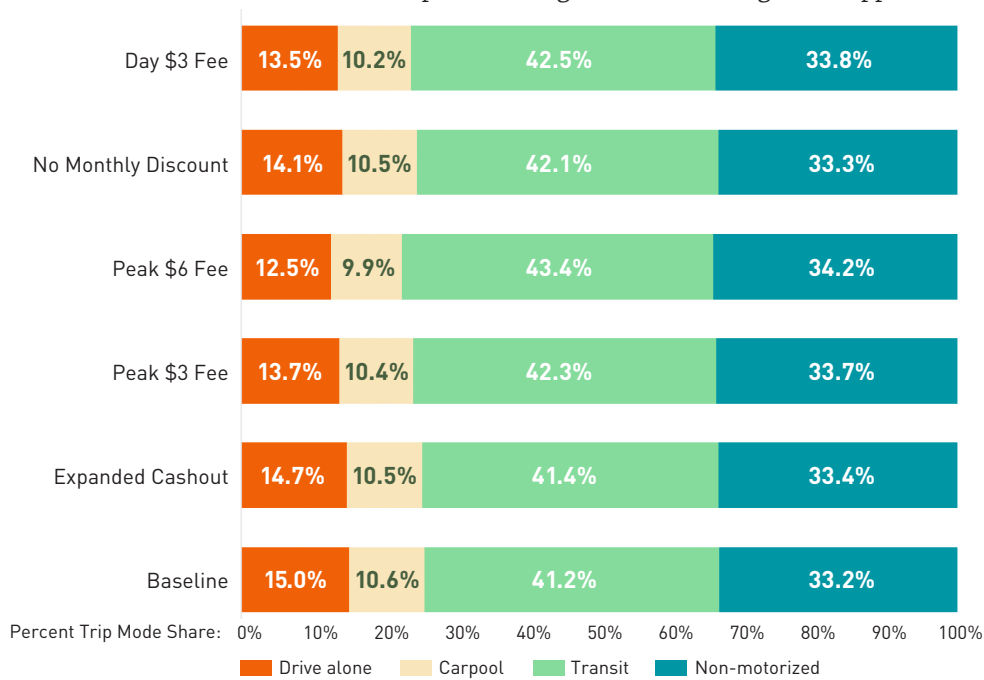
sults indicated that changes in VMT and VHD are proportional; for a given scenario, VMT reduction performance relative to other scenarios tended to be the same as VHD performance relative to other scenarios. Similarly, results tended to be proportional to mode shift results for each scenario. The \$6 peak fee reduced VMT by 4.2 percent and VHD by 7.3 percent in the Northeast Quadrant during the AM peak, higher than the other scenarios. Eliminating employer-paid parking had lower VMT and VHD reductions in the SF-CHAMP output than most of the other scenarios.

Figure 9 (next page) compares City and County of San Francisco revenues for each scenario in two components: the existing 25 percent parking sales tax and parking fees associated with the scenarios. The three parking fee scenarios

would substantially increase public revenue. The \$6 peak fee captured more revenue than the \$3 fees, increasing baseline public revenue by 131 percent. The \$3 all-day fee would increase baseline public revenue by 118 percent, significantly more than the \$3 peak fee, which showed a 71 percent increase. For most of the scenarios, existing parking tax revenue decreased slightly as individuals shift modes or timeframes. However, the no monthly discount scenario increased tax revenue compared to the baseline (SF-CHAMP does not account for parking operators changing the cost of hourly/daily parking to maximize profits; this would minimize the effect of increased revenues in this scenario).

**Supply Based Approaches**

For the supply based approaches, PSUS used an analysis that examined parking occupancy versus the overall supply, and then looked at how a reduction in the number of spaces could meet remaining demand. The Study found that it may be challenging to affect a significant amount of parking supply to equal the breadth of demand strategies which easily encompass a large share of existing parking spaces, particularly in the near term. For example, a redevelopment of all the SFMTA garages could effect a mode shift of less than 0.1% from drive alone vehicles. In addition, the Transportation Sustainability Program’s Transportation Demand Management effort (tsp.sfplanning.org; Shift) was presumed to encompass San Francisco’s strategy for managing parking supply in future development as part of a larger demand management approach,



**FIGURE 6. AM Peak, To/From/Within Northeast Quadrant Trip Mode Share by Scenario**

FIGURE 7. Percent Change in VMT

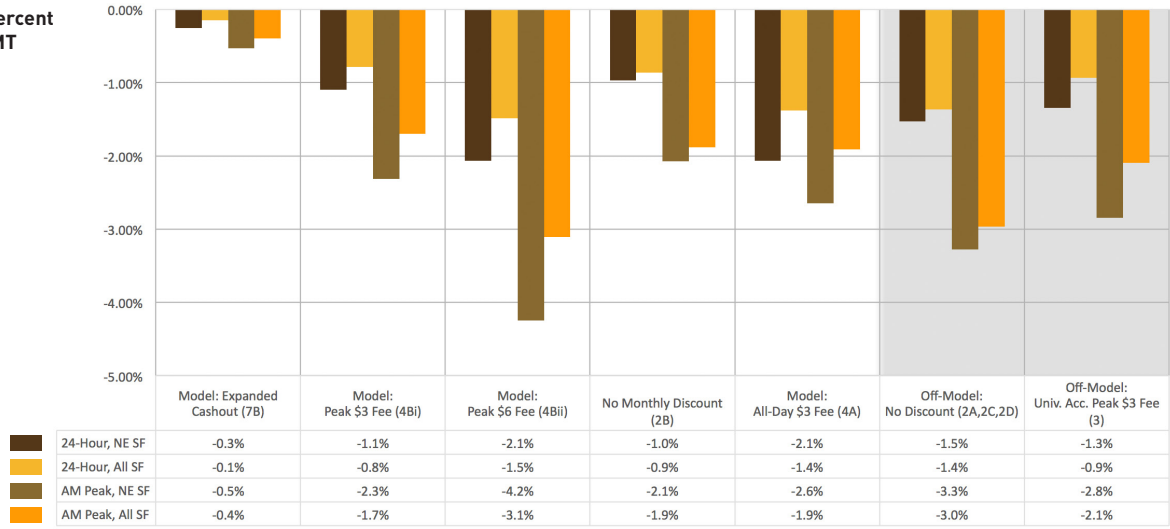


FIGURE 8. Percent Change in VHD



FIGURE 9. City and County of San Francisco Daily Revenue by Scenario



and PSUS therefore did not pursue the larger parking cap approach in detail.

### Comparison of Cordon Pricing versus Parking Pricing

Comparing the parking strategies to the MAPS preferred scenarios is challenging since the modeled cordon pricing scenarios had significant transportation investments, which made alternative modes more attractive than the baseline. However, the study team did analyze the performance of a cordon pricing scenario (\$3 peak fee for autos crossing the cordon during the AM and PM peak periods) without the transportation investments in order to compare the performance of a cordon based approach versus a parking fee based approach. The results indicate that cordon based pricing would likely be significantly more effective (more than twice) in reducing VMT and VHD as well as having a greater influence over mode shift for fees of similar amount (i.e., Strategy 4B). The higher effectiveness of cordon based strategies can be explained by the fact that the downtown parking strategies do not apply directly to the approximately 110,000 daily vehicle through trips with origins and destinations outside the pricing or policy area (close to 50,000 of which occur during the AM and PM peak periods; an additional 70,000 vehicle trips—30,000 during the AM and PM peak periods—pass through the policy area by traversing freeways). In addition, those pass-through driving trips may be more sensitive to price changes since they are not paying the higher parking costs typical for downtown destinations. Therefore, from a technical standpoint, cordon pricing may be a more effective tool at managing congestion than the parking based ap-

proaches and may be easier to implement since all equipment and collection can be done in the public right of way and does not involve the development of equipment in or for private garages.

### Technical and Other Considerations

While this summary report only discusses technical performance, the PSUS Technical Report includes discussions on implementation considerations such as technologies, required approvals, and public perception of each of the strategies. Had the Study recommended advancement of any of the strategies, more discussion of these factors would have been included in this summary report.

## Conclusion

PSUS found that the evaluated parking strategies perform modestly in mitigating area-wide congestion, and were less effective than the preferred cordon pricing scenario examined in MAPS. This may, in part, be a reflection on the off-street parking environment in downtown San Francisco. Parking is already priced high due to market demands, made even more expensive by a 25% parking tax. As a result, much of the impact on demand that could be made using off-street parking pricing has already happened. While some of these strategies could be part of a larger congestion management effort within a changed political context, this study recommends continued support of parking related initiatives such as the Residential Parking Permit Evaluation and Reform Project<sup>8</sup> and implementation of the Transportation Demand Management (TDM) Ordinance as part of the Transportation Sustainability Program.<sup>9</sup> The latter program requires land use developers to include onsite demand management measure to reduce VMT and project related transportation impacts by offering alternatives to single occupancy driving. The most effective measure (and therefore the most incentivized) is to reduce on-site parking. However, as part of the larger TDM approach, the changes to parking are likely to be even more effective. This Study also recommends continued piloting and evaluation of pricing based approaches to demand management such as the Treasure Island Mobility Management Program,<sup>10</sup> the Freeway Corridor Management Study,<sup>11</sup> and BART Perks<sup>12</sup> pilot program. Based on the results of those programs and the near and long term approaches to congestion, San Francisco agencies could consider further pursuit of other pricing initiatives, including revisiting cordon based pricing.



8 <https://www.sfcta.com/projects-planning/projects/residential-parking-permit-evaluation-reform-project>

9 [www.tsp.sfplanning.org](http://www.tsp.sfplanning.org)

10 [www.sfcta.org/timma](http://www.sfcta.org/timma)

11 [www.sfcta.org/fcms](http://www.sfcta.org/fcms)

12 [www.sfcta.org/BART-perks](http://www.sfcta.org/BART-perks)



# Memorandum

**Date:** 07.13.16 **RE:** Plans and Programs Committee  
July 19, 2016

**To:** Plans and Programs Committee: Commissioners Tang (Chair), Farrell (Vice Chair), Avalos, Breed, Peskin and Wiener (Ex Officio)

**From:** Jeff Hobson – Deputy Director for Planning *JH*

**Through:** Tilly Chang – Executive Director *TC*

**Subject:** **ACTION** – Recommend Adoption of the San Francisco Parking Supply and Utilization Study Summary Report

## Summary

Congestion is an ongoing issue in San Francisco, affecting its goals of Livability, Economic Competitiveness, and Healthy Environment, as defined in the San Francisco Transportation Plan. At the time of adoption of the Mobility, Access, and Pricing Study (MAPS) in 2010, the Transportation Authority Board and other stakeholders requested that staff examine policies that address parking demand and supply to see if these policies could serve as an alternative or complement to cordon based pricing. The Parking Supply and Utilization Study (PSUS) evaluated the feasibility of several parking-related strategies for congestion reduction through shifting trips from auto to non-auto modes (mode shift) or shifting trips to less congested time periods (peak spreading). PSUS found that the evaluated parking strategies perform modestly in mitigating area-wide congestion, and were less effective than the preferred cordon pricing scenario examined in MAPS. Rather than further pursue any of the strategies analyzed in the Study, PSUS recommends that agencies pursue current parking related initiatives, including the Residential Parking Permit Evaluation and Reform Project and implementation of the city's proposed Transportation Demand Management Ordinance. PSUS also recommends that the Transportation Authority evaluate the outcome of its ongoing pricing and demand management initiatives, including the Treasure Island Mobility Management Program and the Freeway Corridor Management Study, before further pursuing cordon based pricing initiatives in downtown San Francisco. The enclosure is a summary report for the Study.

## BACKGROUND

Improving mobility and managing congestion are important elements in sustaining San Francisco's role as a growing social and economic center. According to the Texas Transportation Institute's 2015 Urban Mobility Scorecard, the San Francisco-Oakland urban area experienced the country's third-highest yearly hours of delay per auto commuter in 2014. The most recent Congestion Management Program Update in 2015 indicated increased congestion on the arterial roadway and freeway network in San Francisco. With high projected housing and job growth in northeastern San Francisco, travel demand will continue to increase. The core network can only accommodate approximately half of the motorized vehicle demand increase forecasted for 2040 before reaching perpetual gridlock during peak periods.<sup>1</sup> In addition

<sup>1</sup> San Francisco Transportation Plan 2040 – Appendix C: Core Circulation Study. The "core" refers to the Downtown, South of Market (SoMa), and Mission Bay neighborhoods.

to the many infrastructure efforts underway, demand management is a critical component to the functioning of the transportation network.

Given these critical challenges, the Transportation Authority Board and stakeholders requested that staff explore how policies that address parking demand and supply could help manage congestion. The Study was funded by the Federal Highway Administration through the Value Pricing Pilot Program, the Metropolitan Transportation Commission, and the Proposition K Half-Cent Sales Tax for Transportation. The enclosed Parking Supply and Utilization (PSUS) Summary Report provides an overview of the study, its methodology, and findings.

An earlier Transportation Authority effort, the Mobility, Access and Pricing Study (MAPS), examined the feasibility of cordon-based pricing, which involves charging drivers a user fee to drive into or out of specific congested areas or corridors during certain times of day, and using the revenue generated to fund transportation improvements. MAPS found that congestion pricing would be a feasible way to meet San Francisco's goals for sustainable growth.

More recently, the San Francisco Municipal Transportation Agency (SFMTA) conducted the SFpark pilot program, which tested a new parking management system at many of San Francisco's metered on-street spaces and City-owned parking garages. The SFpark evaluation demonstrated that demand-responsive pricing can improve parking availability and yield secondary benefits, including reduced local congestion and mobile emissions.

## DISCUSSION

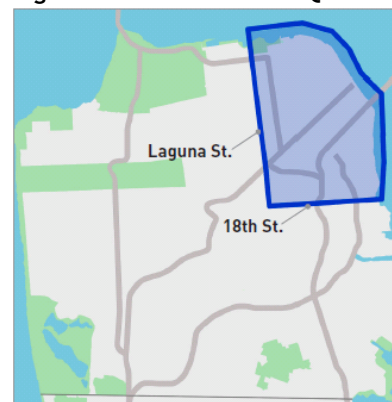
PSUS evaluated the feasibility of several parking-related strategies for congestion reduction through shifting trips from auto to non-auto modes (mode shift) or shifting trips to less congested time periods (peak spreading). Key performance metrics for the study included a reduction in single occupancy vehicle mode share along with a reduction in vehicle miles traveled (VMT) and vehicle hours of delay (VHD) during the peak periods. To better inform the evaluation, the Study also performed data collection and estimated the total supply of off-street nonresidential parking spaces.

PSUS examined results for the city as a whole and a downtown focused area called the Northeast Quadrant. The Northeast Quadrant was defined based on the cordon boundaries that the MAPS study identified in its top-performing scenario. This area is bounded by Guerrero Street/Laguna Street to the west, 18th Street to the south, and San Francisco Bay to the north and east. Using the same geographic boundaries here in this study offers the opportunity to examine selected differences in transportation performance outcomes between cordon pricing and parking strategies.

**Parking Supply:** PSUS developed a parking supply model to estimate the amount of off-street, nonresidential parking. The model estimated undocumented parking supply that might not be reflected within existing data sets, focusing particularly on privately accessible parking. The existing Off-Street Census collected as part of SFpark extensively documents publically accessible parking lots and garages plus some privately accessible lots and garages. Additional data sources, including parking garage operator surveys, were collected as part of PSUS.

The supply model predicted a relatively low number of nonresidential, off-street parking spaces and locations beyond what the extensive SFpark Off-Street Census and parking operator survey already documents in the Study Area. This parking is likely to exist at parking garages or lots that are not readily advertised as publically available parking, such as permit holder only or customer only parking. Table 1

**Figure 1: Northeast Quadrant**



shows that the model estimated 172,000 non-residential off-street spaces citywide.

**Table 1: Estimated Number of Off-Street, Nonresidential Parking Spaces by Geography and Census Status, Median Supply Model Result**

	CENSUS	MEDIAN UNDOCUMENTED ESTIMATE	TOTAL
Study Area	84,100	3,300	87,400
Outside Study Area (extrapolated)	81,500	3,100	84,600
Citywide (extrapolated)	165,600	6,400	172,000

**Strategy Evaluation:** At its onset, PSUS compiled a list of candidate parking strategies through literature review, discussions with San Francisco stakeholders and other City agencies. The team then screened the strategies based on 1) effectiveness – i.e., a strategy’s potential to meaningfully reduce drive-alone mode share and congestion, and 2) ability to evaluate – i.e., the availability of tools (e.g., travel demand model, analytical best practices) and data to sufficiently measure a strategy’s impact. Table 2 below lists the 13 strategies carried forward for evaluation, grouped into four categories discussed in the remainder of this section: Fee-Based, Bulk Discount Elimination, Supply, and Cashout. The PSUS Technical Report contains a more extensive list and more detailed description of all candidate strategies considered and the screening process.

**Table 2: Evaluated Parking Strategies**

CATEGORY	STRATEGY	TRIPS AFFECTED	TIME PERIOD
Fee-Based	Annual parking space fee: fee passed onto driver	Unsubsidized work, Nonwork trips that park in NE zone	24-Hour
Fee-Based	Flat all-day fee	Unsubsidized work, Nonwork trips that park in NE zone	All-Day
Fee-Based	Flat peak fee	Unsubsidized work, Nonwork trips that park in NE zone	AM/PM Peak
Fee-Based	Universal parking access fee	All non residential trips that park in NE zone	AM/PM Peak or All-Day <sup>2</sup>
Bulk Discount Elimination	Monthly discount elimination	Unsubsidized work, Nonwork (all of SF)	24-Hour
Bulk Discount Elimination	Monthly and hourly discount elimination	Unsubsidized work, Nonwork (all of SF)	24-Hour
Bulk Discount Elimination	Parking sales tax bulk discount elimination incentive	Unsubsidized work, Nonwork (all of SF)	24-Hour
Bulk Discount Elimination	Parking fee bulk discount elimination incentive	Unsubsidized work, Nonwork (all of SF)	24-Hour
Supply	SFMTA garage redevelopment	All trips that park in SF	24-Hour
Supply	Parking supply cap	All trips that park in SF	24-Hour
Supply	Parking supply cap and trade	All trips that park in SF	24-Hour
Cashout	Increased cashout enforcement	All trips that park in SF	24-hour
Cashout	Expanded cashout law	All trips that park in SF	24-hour

<sup>2</sup> The all-day timeframe spans the AM Peak, Midday, and PM Peak (6:00 a.m.-6:30 p.m.).

**Findings:** Across the different strategy types, the parking scenario model results showed modest performance improvement of a relatively similar amount. Figure 2 depicts the overall mode splits for each scenario, including the baseline, during the AM Peak in the Northeast Quadrant. The bars show how reduced drive-alone trips redistribute among remaining modes. In the \$6 peak fee scenario, for instance, drive-alone and carpool trips decreased by 2.5 and 0.7 percentage points whereas transit and nonmotorized trips increased by 2.2 and 1.0 percentage points.

**Figure 2: AM Peak, To/From/Within Northeast Quadrant Trip Mode Share by Scenario**

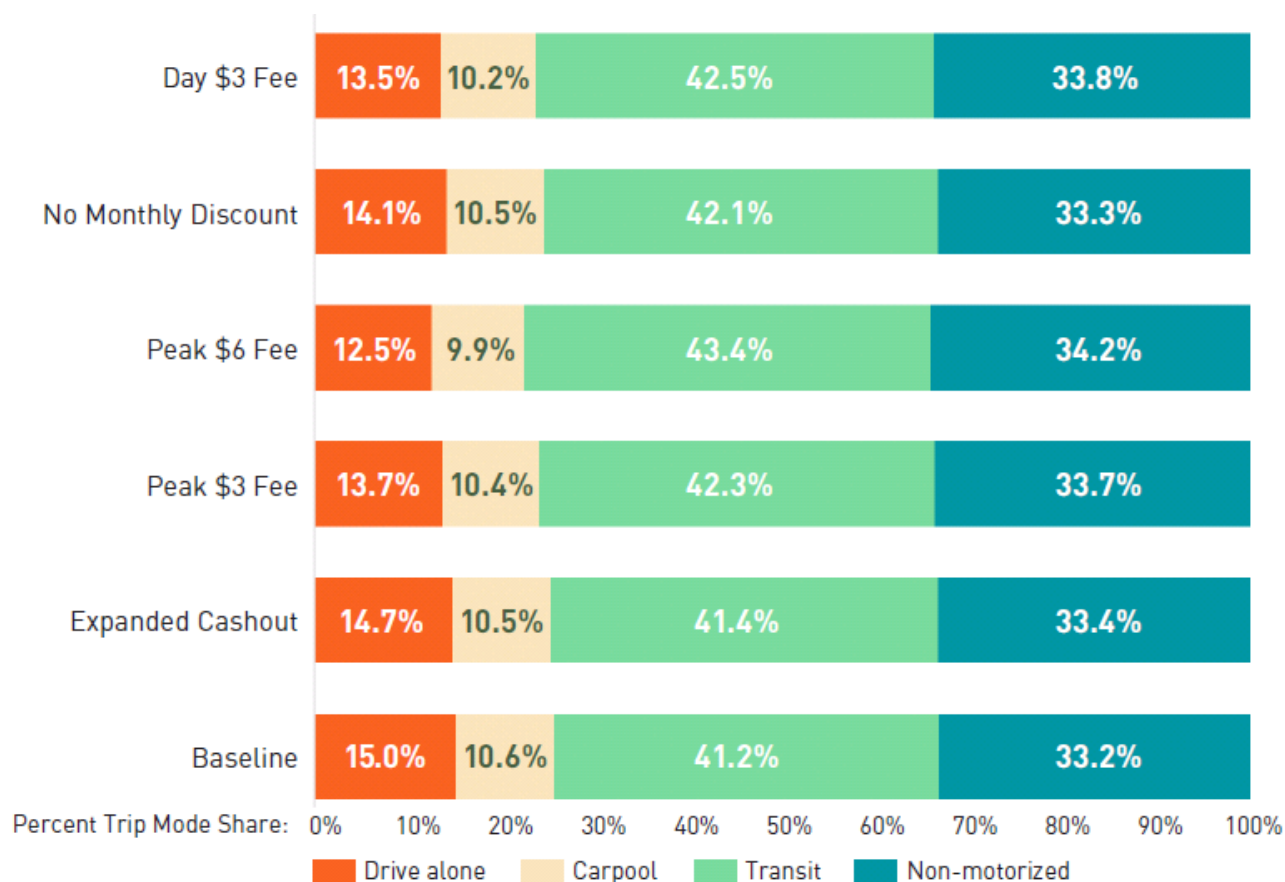


Figure 3 shows percent change in VMT, and Figure 4 shows percent change in VHD. Most of the strategies had a similar effect on the key congestion metrics. The \$6 peak fee showed the strongest effect, reducing VMT by 4.2% and VHD by 7.3% in the Northeast Quadrant during the AM peak. Eliminating employer-paid parking had lower VMT and VHD reductions in the SF-CHAMP output than most of the other scenarios.

Figure 3 Percent Change in VMT

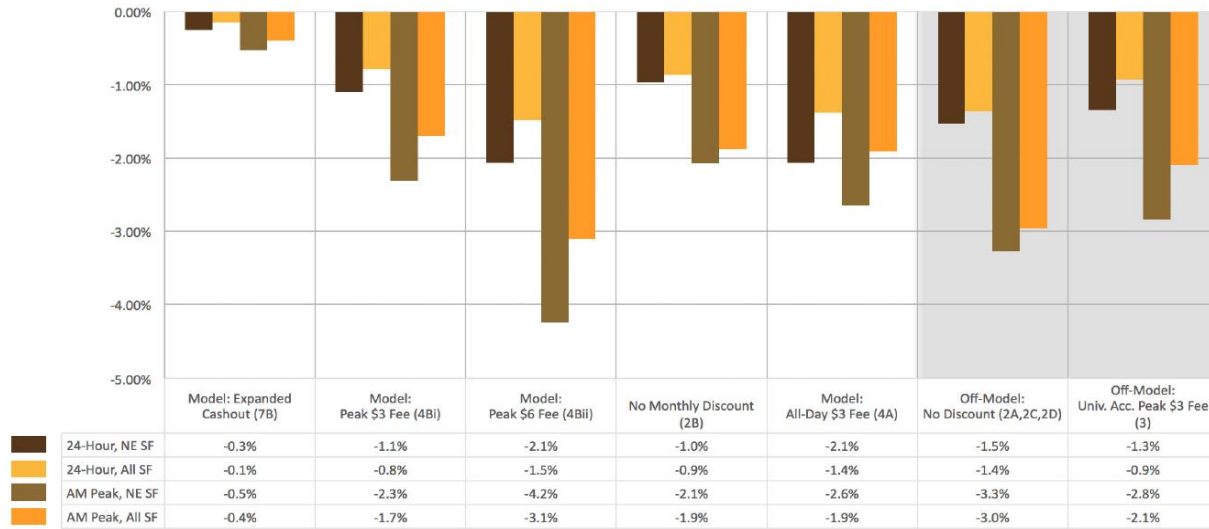
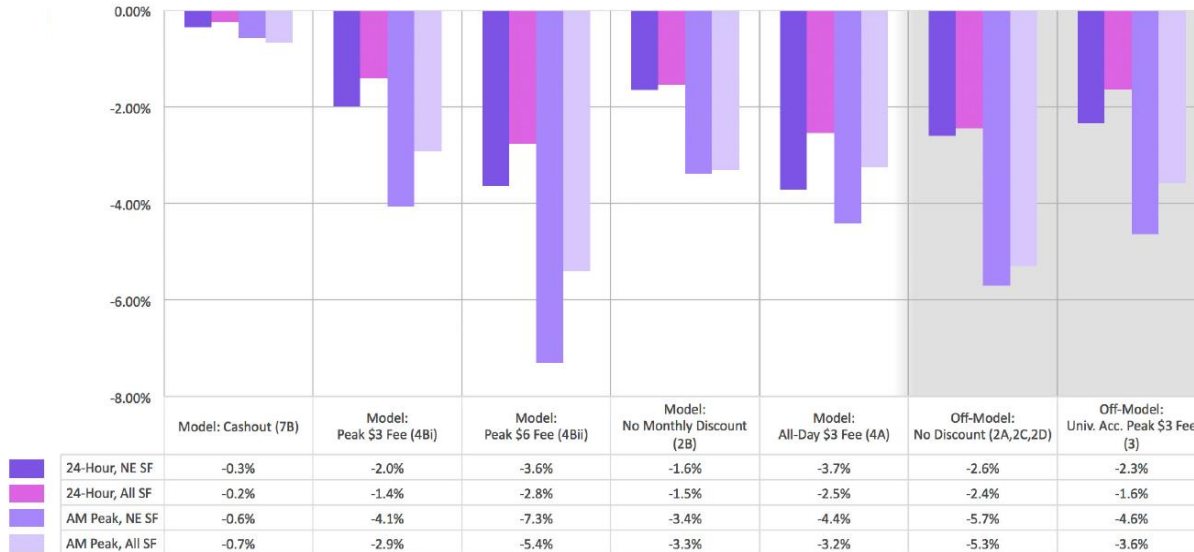


Figure 4 Percent Change in VHD



**Comparison of Cordon Pricing versus Parking Pricing:** Comparing the parking strategies to the MAPS preferred scenarios is challenging since the modeled cordon pricing scenarios had significant transportation investments, which made alternative modes more attractive than the baseline. However, the study team did analyze the performance of a cordon pricing scenario (\$3 peak fee for autos crossing the cordon during the AM and PM peak periods) without the transportation investments in order to compare the performance of a cordon based approach versus a parking fee based approach. The results indicate that cordon based pricing would likely be significantly more effective (more than 2x) in reducing VMT and VHD as well as having a greater influence over mode shift for fees of similar amount (i.e., the Peak \$3 Fee). The higher effectiveness of cordon based strategies can be explained by the fact that the downtown parking strategies do not apply directly to the approximately 110,000 daily vehicle through trips with origins and destinations outside the pricing or policy area (close to 50,000 of which occur during the AM and PM peak periods; an additional 70,000 vehicle trips – 30,000 during the AM and PM peak periods –



pass through the policy area by traversing freeways). In addition, those pass-through driving trips may be more sensitive to price changes since they are not paying the higher parking costs typical for downtown destinations. Therefore, from a technical standpoint, cordon pricing may be a more effective tool at managing congestion than the parking based approaches and may be easier to implement since all equipment and collection can be done in the public right of way and does not involve the development of equipment in or for private garages.

**Conclusion:** PSUS found that the evaluated parking strategies perform modestly in mitigating area-wide congestion, and were less effective than the preferred cordon pricing scenario examined in MAPS. This may, in part, be a reflection on the off-street parking environment in downtown San Francisco. Parking is already priced high due to market demands, and an existing 25% parking tax. As a result, much of the impact on demand that could be made using off-street parking pricing has already happened. While some of these strategies could be part of a larger congestion management effort within a changed political context, this study recommends development of ongoing parking related initiatives, including the SFMTA's Residential Parking Permit Evaluation and Reform Project<sup>3</sup> and implementation of the Transportation Demand Management (TDM) Ordinance as part of the Transportation Sustainability Program.<sup>4</sup> The latter program requires land use developers to include onsite demand management measure to reduce VMT and project related transportation impacts by offering alternatives to single occupancy driving. The most effective measure (and therefore the most incentivized) is to reduce on-site parking. However, as part of the larger TDM approach, the changes to parking are likely to be even more effective. This Study also recommends continued piloting and evaluation of pricing based approaches to demand management such as the Treasure Island Mobility Management Program,<sup>5</sup> the Freeway Corridor Management Study,<sup>6</sup> and BART Perks<sup>7</sup> pilot program. Based on the results of those programs and the near and long term approaches to congestion, San Francisco agencies could consider further pursuit of other pricing initiatives, including revisiting cordon based pricing.

## ALTERNATIVES

1. Recommend adoption of the San Francisco Parking Supply and Utilization Study Summary Report, as requested.
2. Recommend adoption of the San Francisco Parking Supply and Utilization Study Summary Report, with modifications.
3. Defer action, pending additional information or further staff analysis.

## CAC POSITION

The CAC was briefed on this item at its June 22, 2016 meeting and unanimously adopted a motion of support for the staff recommendation.

## FINANCIAL IMPACTS

There is no financial impact to the Transportation Authority's adopted FY 2015/16 budget or the proposed FY 2016/17 budget from the requested action.

## RECOMMENDATION

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<sup>3</sup> [www.sfmta.com/projects-planning/projects/residential-parking-permit-evaluation-reform-project](http://www.sfmta.com/projects-planning/projects/residential-parking-permit-evaluation-reform-project)

<sup>4</sup> [www.tsp.sfplanning.org](http://www.tsp.sfplanning.org)

<sup>5</sup> [www.sfcta.org/timma](http://www.sfcta.org/timma)

<sup>6</sup> [www.sfcta.org/fcms](http://www.sfcta.org/fcms)

<sup>7</sup> [www.sfcta.org/BART-perks](http://www.sfcta.org/BART-perks)

Recommend adoption of the San Francisco Parking Supply and Utilization Study Summary Report.

Enclosure:

1. San Francisco Parking Supply and Utilization Summary Report