

SAN FRANCISCO'S TRANSIT FIRST: WHAT ROLE HAS TDM PLAYED?

Charles Rivasplata
San Jose State University

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Presentation Outline

1. Introduction
2. San Francisco: Background
3. Transit First Policy
4. Review of City Programmes
5. Transit First and Sustainability
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Introduction

- For decades, SF has offered rich mix of public transport modes: bus, rail, ferry.
- In response to rising car use, SF adopted Transit First Policy in 1970s.
- This Policy has provided the framework for promoting alternatives to the car.
- How has this policy impacted project implementation and sustainability?

Introduction (cont.)

- **Travel Demand Management (TDM)**
 - *An approach to reducing congestion*
 - makes efficient use of existing resources
 - is less expensive than supply-side projects
 - *Consists of a diverse set of measures*
 - promotion of public transport, rideshare, etc.
 - introduction of flexible work schedules
 - development of high occupant vehicle lanes
 - pricing of road access, parking
 - other travel options – e.g., carshare

Introduction (cont.)

- *TDM treats mobility as a means to an end*
 - is not an end in itself
 - is a tool for travelling from A to B
- *Focus on moving people/goods, not cars*
 - system priority: people “throughput”
 - focus on efficient modes: public transport, rideshare, bicycling, walking

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Photo of San Francisco Bay Area



Area: 18,600 square kilometres

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Map of City of San Francisco



Area: 121 square kilometres

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Multi-modal City



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SF: Background (cont.)

- **SF as a Public Transport City**
 - *Urban characteristics*
 - population: 800,000 (in a region of 7 million)
 - historic centre of Bay Area: business, tourism
 - moderately dense city: 63 persons/hectare
 - *Travel patterns*
 - commute mode split favours drive alone
 - *drive alone: 41% in city, but 68% in region*
 - *public transport: 30% in city, but 10% in region*
 - *rideshare, walking, bicycling make up rest*

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SF: Background (cont.)

- *Public transport*
 - City has a diverse mix of modes
 - *bus, metro, light rail, cable car, ferry*
 - City is a regional hub for public transport
 - *major rail, bus and ferry terminal facilities*
 - highest per capita use in region
 - Muni is the major operator in San Francisco
 - *675,000 daily boardings (50% of region)*
 - *primarily motor bus, trolley bus, light rail*
 - *other regional operators serve downtown*

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Historic Transport Modes



Caltrans Freeway Plan (1948)



Freeway Revolt of the 1960s



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SF: Background (cont.)

- **Growth in San Francisco in 1970s**
 - *Office development primarily downtown*
 - role as a major financial centre
 - high rise development: Transamerica, EC
 - physical expansion to surrounding areas
 - *Growth in car use*
 - pressure on city centre: congestion, parking
 - freeways facilitate long-distance commutes
 - greater reliance on auto-oriented uses

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SF: Background (cont.)

- *Impacts of “freeway revolt”*
 - opposition to urban blight (1950s, 1960s)
 - concern for environmental impacts
 - efforts toward neighbourhood autonomy
- *New public transport investments*
 - completion of initial BART segment (1973)
 - plans to build Muni Metro (1970s)
 - creation of new regional bus services (1970s)

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Transit First Policy

- **Origins of Policy**
 - *Adoption by Board of Supervisors in 1973*
 - *Priority for public transport investments*
 - *Creation of a “TPS” network*
 - segregated street lanes for public transport
 - street treatments to facilitate flow of services
 - *Integral part of City Charter since 1999*
 - brought before the voters for approval
 - focus broadened to include alternatives

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Planning Code Section 163

TRANSPORTATION MGMT. PROGRAMS AND TRANSPORTATION BROKERAGE SERVICES IN C-3, SO. OF MARKET.

This Section is intended to assure that measures are undertaken to minimize the transportation impacts of added office employment in the downtown and South of Market, in a manner consistent with objectives and policies of the Master Plan, facilitating effective use of transit, encouraging ridesharing, and employing other practical means to reduce commute travel by single-occupant vehicles.

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Transit First Policy (cont.)

- **Implementation of TDM as a Tool**
 - *Development of building programmes*
 - building requirements in Planning Code
 - onus on bldg. owners to provide services
 - TMAF established as central resource
 - *TDM policies part of General Plan*
 - make public transport primary mode (Obj. 8)
 - promote alternatives, reduce traffic (Obj. 15)
 - use pkg. to discourage solo driving (Obj. 16)

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Collective vs. Private Transport



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Transit First Policy (cont.)

- *Creation of TA to fund transport*
 - additional funding from sales tax (1/2%)
 - development of cost effective programs
 - integration of congestion, air quality goals
- *Government investment in other modes*
 - public transport and rideshare promotion
 - facilities for nonmotorised modes
- *Parking restrictions in transport areas*
 - parking prohibitions along TPS streets
 - downtown parking fee structures

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Transit First Policy (cont.)

- *Ultimate goal to reduce auto dependency*
 - disincentives for all day parking
 - building-based TDM programme req'ts.
 - development of non-commute programmes
 - promotion of carshare
 - provision of bicycle facilities
 - provision of pedestrian linkages
 - emphasis on person “throughput”

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Review of City Programmes

- **Focus of Transit First**
 - *City has supported TF Principles*
 - comprehensive public transport planning
 - *provision of service in new areas of demand*
 - *service upgrades (e.g., quality, frequency)*
 - parking strategies to support public transport
 - *short-term vs. all-day parking (e.g., pricing)*
 - *preferential rideshare parking in garages*
 - projects focused on pedestrian access
 - *application of design and ADA standards*

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Review of Programmes (cont.)

- *City has promoted TDM strategies*
 - building conditions requiring programmes
 - encouragement of new options – carsharing
 - pedestrian, bicycle network enhancements
 - non-work travel schemes (e.g., museums)
 - broad public participation – workshops, CAC
 - public-private partnerships

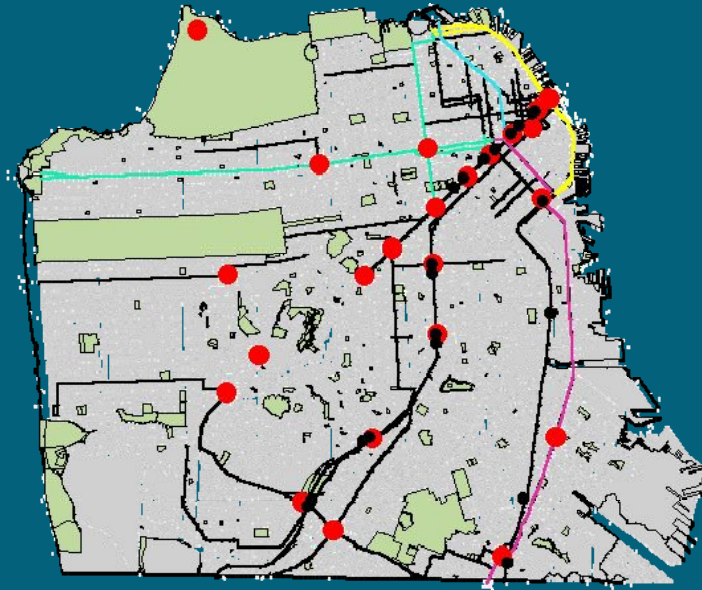
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Review of Programmes (cont.)

- **Implications of Programmes**
 - *Integration of land use, transport planning*
 - transport upgrades in high demand areas
 - ability to accommodate higher densities
 - development of regional projects (FOCUS)
 - *Preservation, expansion of transport*
 - maintenance/improvement of facilities
 - efforts to inc. capacity (e.g., BRT), speeds

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Proposed Transport Network



Muni BRT/TPS Network

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Review of Programmes (cont.)

- *Committed funding sources for County-wide Plan implementation*
 - Countywide Plan is a 25-year blueprint for transport investment in the City
 - sales tax revenues supplement federal, state and regional funding programmes
 - expenditure plan allocates these revenues to implementation projects (five-year cycle)

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Review of Programmes (cont.)

- *Increased consumer awareness of public transport and alternative modes*
 - public transport now viewed as a valuable travel resource in the City
 - TDM has provided commuter benefits
 - *provision of discounts on public transport*
 - bicycle ridership has increased in past decade
 - trend toward “car-less” households, especially in areas served by public transport

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Transit First and Sustainability

- **Sustainability Plan for San Francisco**
 - *Role for transport in promoting efficient and non-polluting forms of travel*
 - *Definition of sustainable transport system*
 - provides access to jobs, recreation, home
 - employs a minimum of new resources
 - does not negatively impact environment
 - reduces monetary/non-monetary costs

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TF and Sustainability (cont.)

- **Programmes Based on Transit First**
 - *Transit Effectiveness Project (TEP)*
 - reassess existing public transport (Muni)
 - *discontinuation of poorly used routes*
 - *improvement in frequency on major corridors*
 - modify service network to meet demand
 - employ pricing scheme to achieve mode shift
 - *greater convenience, accountability through new smart card system (TransLink)*

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Muni Hybrid Electric Buses



TF and Sustainability (cont.)

- *Zero Emissions 2020 Plan*
 - reduce concentration of greenhouse gases
 - *compliance with California Clean Air Plan*
 - convert fleet to non-polluting vehicles (2020)
 - *short-term switch: diesel to electric hybrid*
 - *long-term conversion to cell fuel vehicles*
 - dependent on marketability of cell fuel technology, but an important shift in policy

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Concluding Remarks

- **Despite its gains, TPS cannot achieve all of the objectives of Transit First.**
- **TPS has facilitated operations, but TDM measures focus on travel behaviour.**
- **TDM helps users appreciate the benefits of alternative modes.**
 - *Education, awareness, incentives critical*

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Concluding Remarks

- *Sustainable solutions are key*
- *Strategies should offer cost efficiencies*
- **TDM plays role in whetting user appetite for transport expansion/improvements.**
- **City should tailor programmes to p. transport dependent and drive alone motorists.**

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Concluding Remarks

- **TDM strategies provide a link between transport planning and capital projects.**
- **Greater patronage can justify investment in attractive, efficiently-operated services.**
- **Despite gains, focus must be on managing congestion and making SF a sustainable city.**

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Thank You!

