



Memorandum

Date: 10.13.15 **RE:** Plans and Programs Committee
October 20, 2015

To: Plans and Programs Committee: Commissioners Tang (Chair), Christensen (Vice Chair), Breed, Farrell, Yee and Wiener (Ex Officio)

From: Rachel Hiatt – Interim Co-Deputy Director for Planning *RH*

Through: Tilly Chang – Executive Director *TC*

Subject: **ACTION** – Recommend Adopting the Transportation Demand Management Partnership Project Final Report Factsheets

Summary

For the past three years, the Transportation Authority, in partnership with the San Francisco Planning Department, the San Francisco Municipal Transportation Agency, and the San Francisco Department of Environment, has led the Transportation Demand Management (TDM) Partnership Project, funded by a grant from the Metropolitan Transportation Commission, the Transportation Fund for Clean Air, and the Prop K half cent sales tax for transportation. The project's main goals are to test pilot new methods of engaging with private sector employers around sustainable transportation and to improve the City and County of San Francisco's capacity for delivering TDM programs in a coordinated manner. The project is now complete and the Transportation Authority has produced a series of factsheets summarizing the findings and recommendations from each of four focus areas: voluntary employer collaborations; employer parking management; a commuter shuttle pilot program; and a coordinated TDM Strategy. The employer collaborations focused primarily on using information, incentives, and technical assistance to support employers in pursuing sustainable transportation initiatives, and are informing next steps for employer-focused TDM programs. The project also resulted in an inter-agency TDM Strategy that identifies shared goals and priority activities for the coming five years to support a coordinated and effective approach to TDM among San Francisco's TDM Partnership Project agencies.

BACKGROUND

The Transportation Authority is the lead agency for the San Francisco Transportation Demand Management (TDM) Partnership Project (Partnership Project), which launched in early 2012. The intent of the Partnership Project is to coordinate and streamline transportation demand management policy efforts in San Francisco, and offer a forum for employers and other organizations to explore and implement priority TDM strategies of mutual interest. The Partnership Project is a collaboration of the Transportation Authority, the San Francisco Municipal Transportation Agency (SFMTA), the San Francisco Department of the Environment, and the San Francisco Planning Department. The project is funded by a grant of federal Congestion Mitigation and Air Quality Improvement Program funds through the Metropolitan Transportation Commission's Bay Area Climate Initiative. Local matching funds are provided by both Prop K sales tax funds and the county-share (Transportation Authority-programmed) Transportation Fund for Clean Air.

DISCUSSION

The grant-funded Partnership Project scope of work is now complete, and the Transportation Authority has prepared a series of factsheets summarizing the four focus areas funded through the grant. These included the following:

- **Voluntary employer collaborations:** Partner agencies investigated the potential for private employers to implement coordinated TDM programs and services. Efforts included proposals for a ridesharing platform for medical institutions; a shared shuttle services program for Showplace Square neighborhood employers, and sustainable transportation marketing programs for southwest neighborhood employers. Ultimately, the most successful collaborations were the marketing pilot programs at San Francisco State University and Parkmerced, which were implemented in collaboration with dedicated staff at each institution.
- **Employer parking management:** This effort aimed to engage and provide technical assistance to employers to offer parking cashout as a replacement of free parking with incentives for sustainable commute alternatives. Few employers are interested in parking cashout as a standalone voluntary program; instead, city policies could integrate parking cashout into holistic performance-based trip reduction programs.
- **Commuter shuttle pilot program:** SFMTA developed and initiated a policy and implementation framework for coordinating and regulating loading locations for regional and local private shuttle providers in San Francisco. The pilot was launched in August 2014 and will run for 18 months, after which SFMTA will be sharing a full program evaluation.
- **TDM Strategy:** Agencies completed a TDM Strategy document that identified shared goals and priority activities for the coming five years to support a coordinated and effective approach to TDM among San Francisco's TDM Partnership Project agencies.

The summary factsheets document each of these pilot projects in greater detail, including the approach used, findings/lessons learned, and recommendations for San Francisco or other agencies interested in implementing similar efforts in their jurisdictions. A first overview factsheet summarizes the overall recommendations, and include the following:

- Regulatory policies may be needed for widespread, sustained change. The pilot projects demonstrated the challenges of obtaining voluntary employer participation in TDM programs. If widespread change is desired, regulatory mandates and enforcement may be necessary.
- Identify employers or institutions that have an internal champion. Initiatives were the most successful when a dedicated internal champion supported the project from start to finish.
- Improve business outreach and marketing techniques for voluntary programs. Voluntary initiatives were most successful when they addressed private sector needs and interests and did not require new contracts, policies or contribution of employer resources. Participation should be as easy as possible.
- Use existing collaboration structures where possible. Creating new relationships may be necessary, but was a primary hurdle for some efforts. Future employer collaborations could leverage existing partnerships such as Transportation Management Agencies or Business Improvement Districts. However, creating new structures may also be useful and necessary in some cases.

- Consider, account for and communicate possible risks with target audiences. Address risks upfront and understand internal priorities and decision-making needs as early as possible.
- Carefully consider administrative requirements for implementation. Recognize time and effort necessary for implementation (such as contracting and permitting), and budget resources accordingly.
- Define specific criteria to guide future TDM efforts. Identify screening criteria for potential opportunities, such as scale of potential impacts, presence of barriers and challenges to changing existing policies.

These lessons learned are informing development of future employer engagement and outreach programs, and have already led to a number of successful follow-on efforts, including a sustainable travel marketing partnership with a Mission Bay employer, and launch of a series of flexible work schedule/telework encouragement workshops held in partnership with the San Francisco Chamber of Commerce. We will continue to work with agency partners to build on and expand the relationships with institutional and private sector partners catalyzed by the Partnership Project.

The Partnership Project also laid the groundwork for strong ongoing coordination among the city agencies responsible for TDM, and agencies continue to collaborate on several work program items, including a toolbox of TDM measures for new development, a residential outreach pilot program, and others. Agency directors strongly support a coordinated approach and recently met to hear staff reports on TDM activities, while directing them to continue collaboration on annual work programming and delivery of TDM projects.

ALTERNATIVES

1. Recommend adopting the TDM Partnership Project Final Report Factsheets, as requested.
2. Recommend adopting the TDM Partnership Project Final Report Factsheets, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The CAC was briefed on this item at its September 30, 2015 meeting and unanimously adopted a motion of support for the staff recommendation. One CAC member expressed concern about frequent use of Muni stops without a permit. The CAC asked staff to schedule a presentation on SFTMA's evaluation of the Commuter Shuttles Pilot Program as soon as the draft evaluation is available to the public.

FINANCIAL IMPACTS

There are no impacts to the Transportation Authority's adopted Fiscal Year 2015/16 budget associated with the recommended action.

RECOMMENDATION

Recommend adopting the TDM Partnership Project Final Report Factsheets.

Attachment:

1. TDM Partnership Project Final Report Factsheets



Fact Sheet



Transportation Demand Management Partnership Project

The Transportation Demand Management Partnership Project was a collaboration between the San Francisco County Transportation Authority (SFCTA), the San Francisco Municipal Transportation Agency (SFMTA), the San Francisco Department of the Environment (SFE), and the San Francisco Planning Department (DCP). This work was evaluated independently by ICF International for the MTC.

APPROACH

The San Francisco TDM Partnership Project was a multi-stakeholder effort to create new partnerships and approaches to employer engagement around TDM. This program began in early 2012 and consisted of four focus areas.

- **Voluntary employer collaborations:** Partner agencies investigated the potential for private employers to implement coordinated TDM programs and services. Efforts included proposals for a ridesharing platform for medical institutions; a shared shuttle services program for Showplace Square neighborhood employers, and sustainable transportation marketing programs for southwest neighborhood employers. Ultimately, the most successful collaborations were the marketing pilot programs at San Francisco State University and Parkmerced, which were implemented in collaboration with dedicated staff at each institution.
- **Employer parking management:** This effort was designed to get employers to give employees a flexible transportation benefit rather than free or subsidized parking. After significant efforts to identify interested employers, all employers contacted declined to participate.
- **Commuter shuttle pilot program:** The SFMTA developed and initiated a policy and implementation framework for coordinating and regulating loading locations for regional and local private shuttle providers in San Francisco. The pilot was launched in August, 2014 and will run for 18 months.
- **TDM Strategy:** Agencies completed a TDM Strategy document that identified shared goals and priority activities for the coming five years to support a coordinated and effective approach to TDM among San Francisco's TDM Partnership Project agencies.

Results and lessons learned from each sub-project are documented in a series of accompanying fact sheets, and an independent report evaluating the entire program will be published by the Metropolitan Transportation Commission.

WHY TDM PROGRAMS MATTER

TDM is a term for policies, programs, and tools that work with existing transportation infrastructure and services to help people make sustainable trip choices and to increase efficiency of the transportation system. TDM strategies prioritize transit, walking, bicycling, and ridesharing.

“The major transportation problems facing most communities are traffic and parking congestion, inadequate mobility for non-drivers, and various economic, social, and environmental costs associated with high levels of automobile travel; all problems that can be addressed by TDM.”

- Victoria Transportation Policy Institute

For more information, visit www.vtpi.org/tdm/tdm51.htm



Separate factsheets are available for each of the seven sub-projects included in the TDM partnership project:

- SF State Transportation Marketing Pilot
- Parkmerced Transit Screens
- Parking Cashout Pilot Program
- SFMTA Commuter Shuttles Policy and Pilot Program
- Medical Institution Ridesharing Program
- Showplace Square Shuttle Program
- TDM Interagency Strategy

Transportation Demand Management project factsheets.

LESSONS LEARNED AND RECOMMENDATIONS

Recommendations for local agencies seeking to replicate employer-focused TDM programs:

- **Regulatory policies may be needed for widespread, sustained change.** The pilots demonstrated the challenges of obtaining voluntary employer participation in TDM programs. If widespread change is desired, regulatory mandates and enforcement may be necessary.
- **Identify employers or institutions that have an internal champion.** Initiatives were the most successful when a dedicated internal champion supported the project from start to finish.
- **Improve business outreach and marketing techniques for voluntary programs.** Voluntary initiatives were most successful when they addressed private sector needs and interests and did not require new contracts, policies or contribution of employer resources. Participation should be as easy as possible.
- **Use existing collaboration structures where possible.** Creating new relationships may be necessary, but was a primary hurdle for some efforts. Future employer collaborations could leverage existing partnerships such as Transportation Management Agencies or Business Improvement Districts. However, creating new structures may also be useful and necessary in some cases.
- **Consider, account for and communicate possible risks with target audiences.** Address risks upfront and understand internal priorities and decision-making needs as early as possible.
- **Carefully consider administrative requirements for implementation.** Recognize time and effort necessary for implementation (such as contracting and permitting), and budget resources accordingly.
- **Define specific criteria to guide future TDM efforts.** Identify screening criteria for potential opportunities, such as scale of potential impacts, presence of barriers and challenges to changing existing policies.

CONTACT US

For more information, visit www.sfcta.org/tdm or contact Ryan Greene-Roesel at 415.522.4808 or ryan.greene-roesel@sfcta.org.

San Francisco County Transportation Authority
 1455 Market Street, 22nd Floor
 San Francisco, CA 94103
 Attn: TDM Partnership

FUNDING

Funding provided by the Metropolitan Transportation Commission's Climate Initiatives Program, San Francisco's Prop K half-cent sales tax for transportation, and the Transportation Fund for Clean Air.



Fact Sheet



SF State Transportation Marketing Pilot

San Francisco State University is located in southwest San Francisco and boasts a variety of transportation options. The TDM Partnership, a joint effort of the San Francisco County Transportation Authority, the SFMTA, the Planning Department, and SF Environment, worked with SF State to develop informational materials for students, employees and visitors that raise awareness of the university's TDM programs and promote sustainable transportation for campus access.

Originally, this pilot was intended to test the potential for a unified branding and marketing campaign across several major institutions in the southwest neighborhood. Ultimately, the institutions' needs were each too different to allow for a unified campaign, and separate campaigns were pursued at SF State and Parkmerced.

APPROACH

The TDM Partnership team discussed options for a transportation marketing campaign with staff at SF State, and decided to focus on deploying information about sustainable modes on screens in student centers and the web. The team hired consultants to work directly with SF State to develop and deploy the campaign. Launched in winter 2013, the SF State Transportation Marketing Campaign included:

- **GO! STATE**, a new SF State website to provide information to students, employees and visitors. This website introduces users to the University's TDM goals and provides program information about transit, parking, visitor information, biking, ridematching, carsharing, employee programs, and the CARE Escort Program.
- New transportation information content and images for electronic information screens in the Student Center, administration building, library, and student services building.
- A focus on transportation resources for the SF State community, like the University's Bike Barn, the SF State Shuttle, free transfers between BART and Muni Route 28, Clipper Cards, RideMatch, EV charging station and Zipcar.
- Before and after surveys evaluating the effectiveness of the campaign.

WHY MARKETING MATTERS

"Marketing can improve the effectiveness of most individual TDM programs and strategies. A survey of commuters found that exposure to commute trip reduction program information was the single most important factor contributing to mode shifting ... Given adequate resources, marketing programs can often increase use of alternative modes by 10-25% and reduce automobile use by 5-15%."

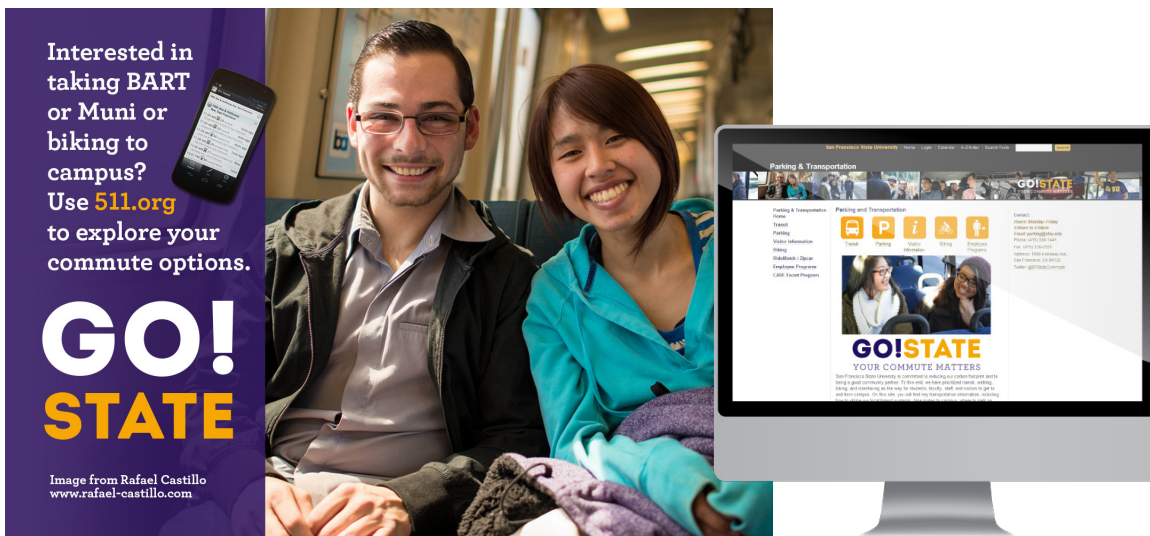
- Victoria Transport Policy Institute

For more information, visit www.vtppi.org/tdm/tdm23.htm

TDM

Transportation Demand Management (TDM) is a set of programs and policies designed to reduce drive-alone trips by removing potential barriers to using transit, bicycling, walking, or carpooling. TDM strategies include information and education, incentives, technology, and policies.

Image above part of the SF State Transportation Marketing Campaign.



LESSONS LEARNED/RESULTS

The new SF State Transportation Marketing Campaign has established a useful communication resource and an easy reference for the steady stream of new students, faculty, and visitors who come each semester.

SF State surveyed students about the transit screens about three months after they were installed. These early results indicated that about 15 percent of students were aware of the screens, and, of these, about 7 percent reduced the frequency of driving to campus. Because the survey was conducted very shortly after the screens were implemented, survey results may not have captured the potential peak audience among student users.

Overall, this pilot was successfully implemented without major challenges along the way. Some lessons learned were:

- **Employer champions are critical.** Support from SF State’s on-site, full-time transportation coordinator, who played an active role in defining the project, developing and reviewing the marketing materials, and working with SF State staff to support the website launch and install information screens, was critical for the success of the project.
- **Simpler is better for voluntary programs.** The project team initially envisioned a campaign that would be co-branded for several institutions in the southwest neighborhood, but concluded that separate campaigns would be simpler and more successful. Additionally, unlike several other pilot programs tested for the TDM Partnership Project, no controversial policy, administrative, or financial commitments were required from SF State, so the program could be implemented with minimal obstacles.

RECOMMENDATIONS

San Francisco agencies should continue to provide technical assistance and support to motivated employers. The employer or institution must show a high level of committed engagement to the project and feel it is necessary to meet their own goals for transportation sustainability. The program should be able to demonstrate public benefit and ideally cost-effectiveness in shifting travel behavior. While a marketing campaign may not have immediately measurable impacts on travel behavior, it can help increase the effectiveness of other TDM measures when included as part of a package.

“The TDM Partnership program was a real boon to our TDM marketing efforts and gives us a brand and solid foundation for getting out the word on a range of transportation programs.”

- Wendy Bloom

SF State Campus Planner

CONTACT US

For more information, visit www.sfcta.org/tdm or contact Ryan Greene-Roesel at 415.522.4808 or ryan.greene-roesel@sfcta.org.

**San Francisco County
Transportation Authority**
1455 Market Street, 22nd Floor
San Francisco, CA 94103
Attn: TDM Partnership

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Fact Sheet



Parkmerced Transit Screens

Parkmerced Apartment Homes is a community of high-rise apartment buildings and townhomes located in southwest San Francisco and is served by a variety of transportation options. The TDM Partnership, which is jointly undertaken by the San Francisco County Transportation Authority, the SFMTA, the Planning Department and SF Environment, funded this effort, which was led by the Transportation Authority and SFE. This project partnered with Parkmerced to install 12 real-time transit displays in the multi-family residential Parkmerced Towers. The information was customized to present real-time Muni arrival near Parkmerced, along with information about other modes.

Originally, this pilot was intended to test the potential for a unified branding and marketing campaign across several major institutions in the southwest neighborhood. Ultimately, the institutions' needs were each too different to allow for a unified campaign, and separate campaigns were pursued at SF State and Parkmerced.

APPROACH

Team members discussed options for improving access to transportation information at Parkmerced with the site transportation coordinator, and identified an opportunity to leverage pre-existing information screens in each of the residential towers. Prior to the project, the screens displayed in-house announcements for residents. Since project implementation in 2013, the screens now display real-time arrivals of each bus and light-rail train serving Parkmerced, including:

- Arrival times for Muni M, 17, 28, 28L and 29
- Approximate walk times to each transit stop
- Vehicle availability for nearby Zipcar locations and potential car service arrival times

The city engaged a consultant to develop and design the screens, and to work with Parkmerced staff on deployment. The effectiveness of the transit screens in raising awareness of available transportation programs was evaluated through a brief before and after survey of residents.

WHY REAL-TIME PASSENGER INFORMATION MATTERS

Real-Time Passenger Information (RTPI) systems make public transit easier and more reliable because they increase predictability and decrease waiting time. According to research, riders who use RTPI systems are less concerned about missing a bus and spend less time waiting at stops compared to those who use traditional schedule information, while riders without RTPI wait longer and perceive their wait times to be longer.

For more information, visit <http://dub.washington.edu/djangosite/media/papers/tmpf2yHN1.pdf>

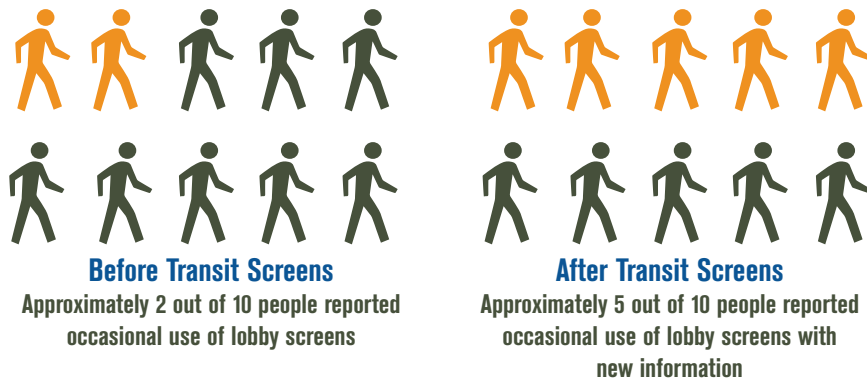
TDM

Transportation Demand Management (TDM) is a set of programs and policies designed to reduce drive-alone trips by responding to barriers to taking trips by transit, bicycling, walking, or carpooling. TDM strategies include information and education, incentives, technology, and policies.

RESULTS AND LESSONS LEARNED

According to before and after survey results, there has been a significant increase in the use of the lobby information screens since they were first installed—from 15% of respondents reporting occasional use of the lobby screens in 2013 to 53% in the most recent 2014 survey. The survey results do not indicate any change in travel behavior.

PARKMERCED RESIDENTS USE OF LOBBY SCREENS



Some residents have reported that the screens sometimes have technical issues, whereas others report being content with the information provided. The transit screens require regular checking and maintenance to maintain effective operations after installation in lobbies.

Overall, this pilot was successfully implemented without major challenges along the way, other than some technical challenges associated with providing internet connectivity to the screens. Success factors included:

- **Engaged interest of an onsite transportation coordinator.** Park Merced’s onsite, full-time transportation coordinator played an active role in defining the project, reviewing the screens, and working with technical staff on site to deploy them.
- **Tailored to meet the needs of Park Merced.** Originally, the city team had envisioned developing a marketing campaign that would be co-branded and launched across several institutions in the southwest neighborhood. The team ultimately concluded that tailoring separate campaigns to the needs of individual institutions would be simpler and more successful.
- **No controversial policy, administrative, or financial commitments required.** Unlike several other pilot programs tested for the TDM Partnership Project, this pilot did not require the participating institution to execute any contracts, provide resources (other than staff time), or change institutional policies. This meant the program could be implemented with minimal obstacles.

RECOMMENDATIONS

Continue to provide technical assistance and support to the most motivated employers. The employer or institution must show a high level of committed engagement to the project and feel it is necessary to meet their own goals for transportation sustainability. The program should be able to demonstrate public benefit and ideally cost-effectiveness in shifting travel behavior. While transportation information screens may not change behavior directly, they can help increase the effectiveness of other TDM measures when included as part of a package.

19th Ave & Holloway Ave		2 MIN WALK	PARKMERCED APARTMENT HOMES <i>so smart.</i>	
M	Downtown Inbound	4:20	40	
29	Baker Beach Inbound	6:25	70	
28	Fort Mason Inbound	8:48		
17	West Portal Station Inbound	23:03	03	
Gonzalez Dr & Font Blvd		5 MIN WALK		
17	Parkmerced Outbound	11:40	70	
17	West Portal Station Inbound	18:48	78	

zipcar.		VEHICLES
Z	State Dr	3
Z	19 Higuera Ave	1
Z	9 Buckingham Way	3
Z	125 Cambon Dr	2

Real-time transit information powered by TransItScreen

“Our transit screens have proved to be one in a series of important improvements to the experience of living in Parkmerced. Anything we can do to help our residents manage their time, and make their comings and goings a little bit easier, is a big plus for our community.”

*-Rogelio Foronda, Jr.,
Parkmerced Development Manager*

CONTACT US

For more information, visit www.sfcta.org/tdm or contact **Ryan Greene-Roesel** at 415.522.4808 or ryan.greene-roesel@sfcta.org.

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Medical Institution Ridesharing Program

San Francisco's medical institutions are major travel generators, with diverse trip types, trip times, and travelers including employees, patients, students, and visitors. The TDM Partnership, a joint effort of the San Francisco County Transportation Authority, the SFMTA, the Planning Department, and SF Environment, funded this effort, which was led by the Transportation Authority and SFE. This project worked with six San Francisco medical institutions to form a Medical Institutions Transportation Working Group, with the goal of developing collaborative programs and reducing the number of vehicle trips among commuters.

APPROACH

Six medical institutions participated in the Transportation Working Group. Their employees have varied schedules and many work during non-commute hour shifts. Therefore, the working group identified a collaborative ridesharing approach as the most effective TDM program because it would provide the widest coverage. TDM Partnership staff and consultants conducted one-on-one interviews and a series of three working group meetings to identify existing programs and opportunities for collaboration. Meetings focused on:

- Existing TDM programs
- Identifying shared challenges and potential opportunities to collaborate
- Additional medical institutions that could be involved
- Overview of the top rideshare vendors and their services

A Ridesharing Platform Criteria survey was conducted to identify top criteria for evaluating ridesharing platform vendors. Based on working group findings and the top evaluation criteria, rideshare platform vendors were reviewed and made presentations, and the working group selected a preferred vendor. The vendor was selected because it was already used by one institution, and because it would allow each institution to maintain separate contracts while allowing cross-institution ridesharing.

RIDESHARING

“Ridesharing can reduce peak-period vehicle trips and increase commuters’ travel choices. It reduces congestion, road and parking facility costs, crash risks, and pollution emissions. Ridesharing tends to have the lowest cost per passenger-mile of any motorized mode of transportation, since it makes use of a vehicle seat that would otherwise be empty.”

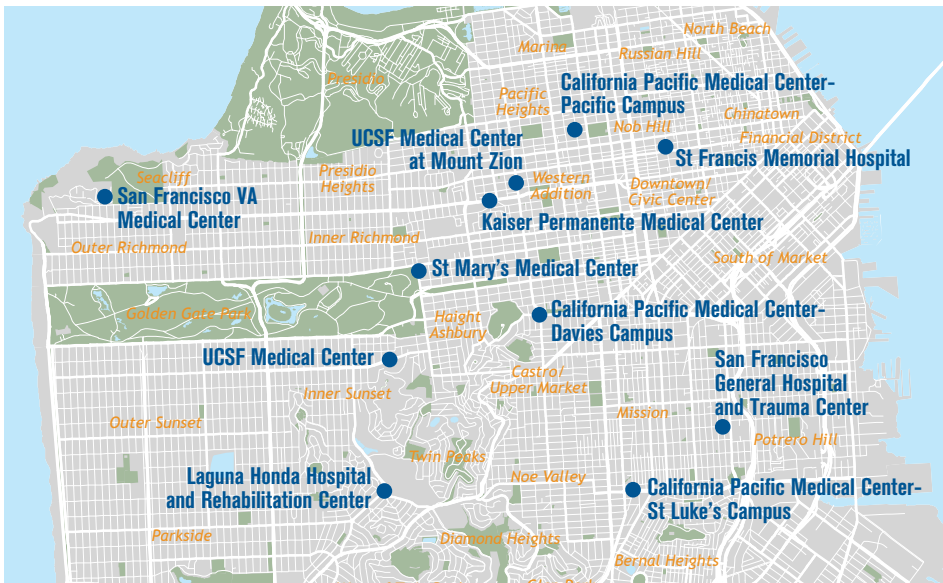
-Victoria Transport Policy Institute

For more information, visit
<http://www.vtpi.org/tdm/tdm34.htm>

TDM

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Photo courtesy Washington State Dept. of Transportation/flickr.
Licensing information: <https://creativecommons.org/licenses/by-nc-nd/2.0/legalcode>



Map of medical institution locations.

RESULTS AND LESSONS LEARNED

- Protracted contract negotiations hampered program implementation.** Several medical institutions agreed to contract with the preferred rideshare platform service provider and were provided a grant-funded subsidy to cover a portion of the first year of service. One medical institution moved forward with contracting, but was delayed by protracted contract negotiations and a change in vendor management. The other participants did not take action to pursue contracting despite repeated follow-up. Ultimately, no collaborative ridesharing program was established. City of San Francisco medical institutions were particularly challenged by complex procurement and contracting requirements as well as liability concerns. In most cases, the medical institutions did not see the pilot effort as enough of an institutional priority to overcome these challenges.
- Absence of strong internal champions proved challenging.** A collaborative ridesharing program requires an internal champion and sustained motivation from all involved parties.

RECOMMENDATIONS

- Make voluntary programs as easy as possible.** Future voluntary employer TDM programs should make it as easy as possible for employers to participate and avoid asking for significant time or resource commitments unless the employer is highly motivated to participate and has an empowered internal champion for the work. In particular, programs that require contract execution among multiple parties should be approached with caution.
- Focus on employers with a strong internal champion.** In many cases this may mean employers with an on-site transportation coordinator or those interested in expanding their facilities.
- Avoid pursuing voluntary programs that require significant employer time commitments.** This pilot suggests that achieving formal coordination among groups of employers with similar interests may be challenging due to the time commitments required. The medical institutions in this pilot did not have the staff resources to invest time in coordinating with other institutions on an ongoing basis.

“This collaboration is primarily envisioned as being functional, rather than administrative ... all hospitals want their employees to benefit from a shared ridesharing system to expand the pool of potential carpool and vanpool companions and to take advantage of economies of scale to reduce software costs.”

July 15, 2013 Meeting Notes,
SFCTA Medical TDM

CONTACT US

For more information, visit www.sfcta.org/tdm or contact **Ryan Greene-Roesel** at 415.522.4808 or ryan.greene-roesel@sfcta.org.

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Showplace Square Shuttle Program

The Showplace Square area is a thriving and growing business district in western SoMa. Several employers and property managers in this area offer free shuttles to Caltrain, BART, and the Ferry Terminal, and others would like to provide similar shuttle service but don't want to bear the cost. The goal of this pilot was to test potential for collaboration among employers and property managers in the Showplace Square area to provide a shared shuttle service.

The TDM Partnership, which is jointly undertaken by the San Francisco County Transportation Authority, the SFMTA, the Planning Department, and SF Environment, funded this pilot project. The Transportation Authority was the lead agency. The intention was to increase the first/last mile connections to Showplace Square, reduce the environmental and traffic impacts of service redundancy, and develop an organizational structure for collaboration between private sector entities that could be expanded to meet future needs.

APPROACH

The pilot program convened potentially interested employers and property managers in the Showplace Square area to better understand their goals, priorities, and needs. The group identified common goals and objectives, and determined that a shared shuttle service would best meet their needs to achieve cost and service efficiencies. An initial shuttle service plan was developed to improve access to BART, Caltrain and the temporary Transbay Terminal. The following steps were completed to advance the program:

- The service plan was updated, and cost estimates, budget, and several cost-sharing scenarios were developed, and adjusted as participants' needs were refined.
- A variety of options were considered to organize the shuttle service on behalf of the participants, including a non-profit sponsor and a private-sector shuttle provider. Participants preferred a non-profit because of the low overhead costs and greater control over services.
- TMA SF Connects, the transportation management association for 70 buildings downtown, was approached and ultimately agreed to serve as Fiscal Sponsor after completing a rigorous due diligence process.¹
- A service target start date was established, and TMA SF drafted a participation agreement and released an RFP to San Francisco shuttle service providers.

¹ TMA SF Connects later determined that they did not want to participate as a fiscal sponsor.

WHY FIRST/LAST MILE SERVICE MATTERS

First- and last-mile services like commuter shuttles allow people to use regional mass transit even if their destination isn't right next to a stop or station, thereby reducing greenhouse gas emissions and road congestion. Consolidating existing shuttle services offers the opportunity to increase frequency, provide more service options, and lower the cost for each participant.

For more information on shuttle services, visit <http://www.vtpi.org/tdm/tdm39.htm>

TDM

Transportation Demand Management (TDM) is a set of programs and policies designed to reduce drive-alone trips by removing potential barriers to using transit, bicycling, walking, and ridesharing. TDM strategies include information and education, incentives, technology, and policies.

RESULTS AND LESSONS LEARNED

Ultimately, the fiscal sponsor and participants were unable to come to a final agreement regarding their contract terms, particularly with respect to payment frequency and flexibility for entry/exit from the program. Additionally, one major participant withdrew late in the process, which rendered the program no longer financially viable.

The following key lessons stand out:

- Participants faced a key tradeoff between potential cost savings and loss of flexibility/ increased risk. Because the degree of cost savings was directly reliant on the number of participants, achieving participant critical mass is necessary for this kind of effort.
- Some participants were not willing to provide the detailed information (e.g. square footage, number of employees, shuttle ridership) to the City needed to develop service plans and budgets due to privacy concerns.
- Understanding participants' key "deal breaker" decision points (e.g. for contract terms, costs), and internal-decision making processes earlier in the process would have helped focus effort and saved time.
- Obtaining consistent attention and interest from participants proved challenging because commute issues were not always their top priority, and their business needs could change rapidly. Some employers joined, dropped out, and then re-joined the collaboration as their business circumstances changed over the course of the year.

RECOMMENDATIONS

- Funding private sector technical assistance with public funds should proceed in a manner that shields the privacy of business information.
- Future efforts to create shared shuttle arrangements may be more successful if building owners/property managers are targeted as participants (rather than employers), since employer's service needs are likely to vary significantly with business conditions. Private-sector shuttle providers may be better positioned to create shared shuttle arrangements than non-profit entities as they may have a greater ability to absorb the financial risk involved.
- In San Francisco, some buildings are required to provide shuttle service through developer agreements, resulting in some duplicative and uncoordinated services. The city should investigate whether these agreements could be revised to allow meeting the requirement through participation in a shared shuttle service. If the latter is an option, then private sector entities would be more incentivized to provide shuttle service where it is needed most.



Expanded shuttle service could reach 600 additional employees at participating businesses, increase average daily shuttle ridership by over 130 employees, and reduce daily private auto vehicle miles traveled by over 650 miles per day.

CONTACT US

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Fact Sheet



Parking Cashout Pilot Program

Parking Cashout is defined as the replacement of free parking with cash or equivalent incentives for non-automobile modes of travel. Studies have shown that parking cashout can significantly reduce drive-alone trips to the work site. California state law requires certain employers who provide free parking to “cashout” employees who do not take advantage of this parking. The TDM Partnership, which is jointly undertaken by the San Francisco County Transportation Authority, the SFMTA, the Planning Department and SF Environment, funded a pilot parking cashout project to determine the potential for increasing voluntary employer adoption of cashout through provision of technical support and incentives. SFE and the Transportation Authority led this effort.

APPROACH

The pilot program used outreach to identify employers who might be good candidates for implementing cashout. A target candidate employer for the parking cashout pilot offers free parking to employees at all levels, in San Francisco locations with limited free street parking and frequent transit, and would be able to eliminate the parking subsidy by replacing it with increased subsidies for other modes. Target candidate employers should also have unbundled parking, which is parking that is not included in their office leases. Outreach included the following efforts:

- A survey distributed to the 3,000 businesses on the SFE’s CommuteSmart mailing list for businesses that opt in to receive commuter benefit updates; the survey was intended to identify target candidate employers for the parking cashout pilot.
- An employer workshop, held in September 2013, to provide feedback on potential strategies to manage employee parking demand, and incentives that the public sector can provide to address parking needs while reducing drive-alone trips.
- Outreach to members of the Business Council on Climate Change (BC3), whose members have been engaged in innovative efforts to address climate change, to identify employers outside of downtown San Francisco that may have been motivated to participate in the pilot program.
- Outreach to tenants of 1455 Market Street, where property management indicated that current tenants lease parking spaces and may be interested in participating in the pilot program.

The study aimed to test whether employers could be motivated to participate in the program if provided with:

- Technical support to overcome administrative barriers to cashout
- Information about the benefits of cashout
- Funding to cover short-term costs of transitioning to the cashout program (as necessary)

WHY PARKING CASHOUT MATTERS

Parking cashout shifts the free or subsidized parking benefit, which is only available to vehicle owners, to a cash benefit that is available to all employees, and allows employees to use the value of that benefit toward whatever transportation mode they wish. Free parking is an invitation for employees to drive alone to work and discourages carpooling and non-auto commute modes. Giving employees a more flexible transportation benefit can encourage them to use other modes, and research has shown such an approach to increase employee satisfaction.

For more information, visit <http://shoup.bol.ucla.edu/ParkingCashOut.pdf>

TDM

Transportation Demand Management (TDM) is a set of programs and policies designed to reduce drive-alone trips by responding to barriers to taking trips by transit, bicycling, walking, or carpooling. TDM strategies include information and education, incentives, technology, and policies.

LESSONS LEARNED/RESULTS

The pilot program led to the following conclusions:

- **There is little employer interest in voluntary cashout.** Based on survey results, employer outreach, and follow up after the survey and meetings, the team identified seven employers as potential good participants for the pilot program. The team held meetings with these employers, and all declined to participate. Most were not motivated to reduce employee parking demand, were concerned about relinquishing leased parking spaces where access to other parking may be scarce, or perceived a change in company policy as an administrative hassle.
- **The share of firms providing parking subsidies appears to be small.** Another survey administered by SFE as part of ensuring annual compliance with the San Francisco Commuter Benefits Ordinance suggested that only a small number of firms in San Francisco (about 12 percent of those surveyed) are offering any form of parking subsidy*.
- **Barriers to parking are already high in San Francisco.** Between concerns about cost and disinterest in reducing parking demand, the study results suggest that voluntary parking cashout may be challenging in a dense place like San Francisco where parking prices are already high and few employers offer free or subsidized parking, and are therefore reluctant to change company parking benefit policies. This echoes findings from a cashout pilot program in downtown Seattle that saw limited employer participation despite significant subsidies and implementation assistance. Like downtown San Francisco, downtown Seattle's parking supply is constrained, prices are high, and relatively few employers offer free or subsidized parking to all employees.

**OF THE SF FIRMS
SURVEYED WITH 20+
EMPLOYEES, 12%
OFFER SOME SORT OF
PARKING SUBSIDY***



“We need more public education to get the word out there [about the costs of driving]. People don’t think about insurance, cost of maintenance... only the toll. This is the real cost and this is the real impact of it. ...The environmental message is not coming through. Changing habits can be hard, especially for the abstract good.”

- Employer with large office in SF

This pilot project was more fully documented in separate paper, *The Challenge of Soliciting Voluntary Participation in Parking Cashout: Lessons from San Francisco*. This paper will be available on the SFCTA web site: www.sfcta.org/tdm

RECOMMENDATIONS

- **Provide technical assistance on parking cashout to interested employers.** Based on these findings, voluntary wide-scale implementation of parking cashout by employers does not appear feasible. Instead, the city could provide technical assistance to interested employers as they request it.
- **Integrate parking cashout into holistic trip reduction programs.** Rather than focusing on parking cashout as a standalone program, city policies could integrate the program into a more holistic trip reduction approach with performance standards.
- **Consider partnerships for enforcement.** Enforcement of parking cashout is possible and is the responsibility of the Air Resources Board. Enforcement may be labor intensive given the challenge of identifying employers subject to the law. San Francisco could seek local legislation to strengthen the parking cashout law to make it more enforceable. Additionally, San Francisco could better enforce existing parking unbundling requirements to ensure the success of any future parking cashout programs.
- **Use more accessible language.** “Parking cashout” is an unfamiliar term to many, and future program implementation should include techniques for messaging and communicating with employers and commuters.

CONTACT US

For more information, visit www.sfcta.org/tdm or contact Ryan Greene-Roesel at 415.522.4808 or ryan.greene-roesel@sfcta.org.

San Francisco County Transportation Authority
1455 Market Street, 22nd Floor
San Francisco, CA 94103
Attn: TDM Partnership

FUNDING

Funding provided by the Metropolitan Transportation Commission's Climate Initiatives Program, San Francisco's Prop K half-cent transportation sales tax, and the Transportation Fund for Clean Air.

**Based on the responses of the 964 employers with 20+ employees that submitted compliance forms by the deadline.*

SFMTA Commuter Shuttles Policy and Pilot Program

The number of privately operated shuttles in San Francisco has grown quickly in recent years. Rapid growth may continue, as many of these shuttles connect employees who live in San Francisco with employers to the south and within San Francisco, and as San Francisco's and the region's Commuter Benefit Ordinances offer provision of shuttles as one option for compliance. The SFMTA, with support from the Interagency TDM Partnership Project, worked with commuter shuttle providers and Muni to develop a proposal to test sharing a limited pilot network of selected Muni zones with permitted commuter shuttles.

Shuttles support important citywide and regional goals by decreasing drive-alone trips. But they also have impacted Muni and other roadway users since they frequently used Muni zones or double-parked to load passengers. This pilot is intended to test allowing permitted shuttles to use a limited network of approved zones, with the hope that including only specific zones, providing guidelines for shuttle loading and unloading, and focused enforcement will improve shuttle interactions with other users, while supporting safety and congestion reduction.

APPROACH

Developing and launching the Commuter Shuttles Pilot program involved a number of steps:

- Defining principles in consultation with shuttle sector members
- Evaluating impacts of existing shuttle operations on Muni and other users
- Evaluating transportation and environmental benefits of existing shuttle operations in San Francisco
- Developing a proposed policy framework
- Calculating the costs of administering the program and developing a fee to cover the costs. The current fee is set at \$3.55 per shuttle stop event per day.
- Legislating a pilot to test the policy for 18 months
- Identifying preferred shuttle loading and unloading locations and issuing permits and placards to approved shuttle service providers
- Communicating during launch of pilot and providing on-going feedback avenues
- Collecting data to evaluate the pilot

Findings from the pilot will inform a longer-term approach to commuter shuttles in San Francisco.

WHY COMMUTER SHUTTLES MATTER

Data collected by ICF, MTC's consultant for the Bay Area Climate Initiative Grant, indicates that at least 17,000 San Francisco commuters take employer shuttles to work each day, and MTC sees these shuttles as a key component of the region's commute traffic system.

"We as a region are better off by having a variety of ways to get around," said Egon Terplan, SPUR's regional planning director.

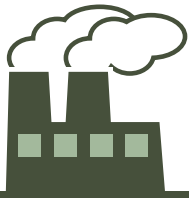
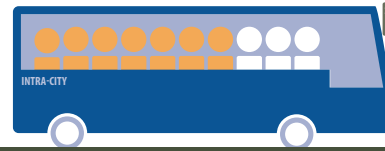
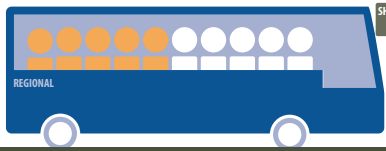
TDM

Transportation Demand Management (TDM) is a suite of programs and policies designed to reduce drive-alone trips by removing potential barriers to using transit, bicycling, walking, and ridesharing. TDM strategies include information and education, incentives, technology, and policies.

Image: Liz Hafalia, The Chronicle

REDUCTION IN PRIVATE VEHICLE TRIPS

Nearly half of all regional shuttle riders and 27 percent of all intra-city shuttle riders surveyed reported that they would drive alone for their commute if they did not have access to the shuttle service.



Annual reductions of
at least **43 million vehicle miles traveled** and
8,500 tons of greenhouse gas emissions
are associated with shuttle operations.

Data provided from consultant survey of shuttle riders and shuttle service providers

RESULTS AND LESSONS LEARNED

The pilot program was launched on August 1, 2014 and will run for an 18-month period. As of January 15th, 2015, SFMTA had approved more than 100 designated shuttle stop location. The successful launch of the program can be attributed to several factors including:

- The effort began with a clear definition of problems, goals, evaluation needs, and questions.
- The effort established consensus principles with shuttle sector members, such as safety and priority for Muni operations, and served as the foundation of the policy.
- Private shuttle operators' need for reliable and safe loading zones led them to apply for permits.

Challenges to the establishment of the pilot program included:

- Reaching agreement with the private shuttle sector about sharing operational data with the SFMTA, which is a critical component of the program and will allow the SFMTA to better understand shuttle operations, monitor participants' compliance and address problems. This became one of the terms of the permits.
- Establishing a network that minimizes impacts on Muni while leveraging existing Muni zones.

ONGOING AND NEXT STEPS

The purpose of the pilot program is to test an approach to manage and regulate commuter shuttle loading activities, and to measure the effectiveness of this approach. The SFMTA is conducting a thorough evaluation of the pilot program, including before- and during-pilot observations of select zones, auditing GPS data of shuttle operations, analyzing feedback, tracking citation and collision reports, and tracking actual costs to answer the following questions:

- Does managing commuter shuttles by allowing sharing at certain Muni stops reduce conflicts for Muni and other users?
- What enforcement is needed to effectively regulate shuttles, given a permit program framework?
- What are the actual labor and capital needs to accommodate commuter shuttles within San Francisco?

Findings from this 18-month pilot program will inform a longer-term proposal for managing commuter shuttles in San Francisco.

CONTACT US

For more information about the Commuter Shuttles Pilot, visit <http://www.sfmta.com> or contact Carli Paine at 415.701.4469 or carli.paine@sfmta.com.

For more information about the TDM Partnership Project, visit www.sfcta.org/tdm or contact Ryan Greene-Roesel at 415.522.4808 or ryan.greene-roesel@sfcta.org.

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Fact Sheet



TDM Interagency Strategy

Infrastructure alone (bicycle lanes, sidewalks, and transit) is not sufficient to achieve the City's goals for increasing the share of trips made by biking, walking, and riding mass transit. Transportation Demand Management (TDM) strategies that reduce drive-alone trips and increase overall regional mobility are also needed.

The TDM Partnership, an effort of the San Francisco County Transportation Authority (SFCTA), the San Francisco Municipal Transportation Agency (SFMTA), the Planning Department (DCP), and SF Environment (SFE), jointly developed and coordinated a strategy to ensure an effective approach to TDM in San Francisco. The Interagency TDM Strategy identifies shared goals and priority activities for the coming five years.

APPROACH

The TDM Partnership began by analyzing the current policies, programs, and practices that make up TDM in San Francisco now. It then reviewed the universe of potential TDM efforts. Staff completed a literature review and interviews with TDM experts from across the country to identify the most promising TDM measures. Examples of assessed TDM measures included pricing policies, HOV lanes, employer and residential outreach programs, bulk transit passes, parking management, carsharing, bikesharing, and others.

As part of the analysis, the team also analyzed the major sources of single occupant vehicle travel in San Francisco. Findings suggest that San Francisco residents' and employees' commute trips generate the most single-occupancy vehicle driving trips in San Francisco (approximately 200 million single-occupant commute trips annually). Because regional commuting occurs within congested periods and locations, this compounds its environmental effects and impacts the most congested transit routes.

WHY SAN FRANCISCO NEEDS TDM

A robust suite of TDM measures is critical to support sustainable trip-making to achieve San Francisco's clean air and climate change goals. Measures are also needed to address the transportation system challenges associated with planned population and employment growth.

TDM

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The Interagency TDM strategy recommends the initiation of a comprehensive neighborhood-based residential and employer program.



The Interagency TDM Strategy recommends implementing a TDM framework for growth to reduce single-occupancy trips associated with new development.



The Interagency Transportation Demand Management Strategy is available upon request.

RESULTS

San Francisco residents' and employees' commute trips are the most significant generator of single-occupancy vehicle driving, and usually occur at peak congestion times periods and locations, compounding impacts on crowded transit routes and air pollution.

The TDM Partnership compared effectiveness, impact, and cost of scored TDM measures and identified priority policies, programs, and enforcement measures for San Francisco. These include existing measures that may be expanded, innovative pilot projects, and new practices. Overall, regulatory policies and pricing (e.g. parking pricing, congestion pricing) were found to be the most cost effective TDM measures. The analysis also revealed several gaps and opportunity areas for San Francisco's TDM programs, described below.

RECOMMENDATIONS

- **Speak in a unified voice.** San Francisco's TDM programs have historically been isolated; agencies should coordinate to present a unified program and brand.
- **Programs should be comprehensive.** Reinforce desired travel behavior changes through multiple channels, including residences and worksites.
- **Provide high-quality, user-friendly transportation options.** Effective TDM programs rely on alternatives to the automobile and transit capacity constraints must be addressed.
- **TDM programs and services should be supported by strong, enforceable policies.** Continue to study or pilot policies such as congestion or parking pricing to gauge support for ongoing implementation.
- **Enforce existing and future regulation.** Enforcing existing developer TDM commitments is critical for the future.
- **Pursue comprehensive, systematic evaluation and report on the effectiveness of city TDM programs.** Begin a bi-annual, outcomes-based evaluation of city TDM programs.
- **Prioritize new ideas for projects or programs.** The TDM Interagency Strategy outlined a five-year program, with recommendations grouped according to priority: core (essential), priority, and supportive.

CONTACT US

For more information, contact John Knox White at 415.701.4473 or john.knoxwhite@sfmta.com

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