

# No Great “LOS”

How San Francisco switched to VMT



SAN FRANCISCO  
**PLANNING DEPARTMENT**

Planning Horizons  
July 27, 2016

# MAKING THE SWITCH



- SB 743 and the Transportation Sustainability Program
- Why it is No Great LOS
- Milestones (and rest stops)
- Analyzing VMT
- Conclusion
- Q&A

# TIMELINE

**1973.** San Francisco City Planning Commission and Board of Supervisors adopted the Transit First Policy.

**1981.** The Transit Impact Development Fee (TIDF) was enacted by local ordinance.

**2003.** SFCTA Board requested policy analysis of alternative to auto Level of Service (LOS).

**2007.** SFCTA recommended eliminating LOS and replacing it with an auto trip generation measure & mitigation fee.

**2012.** Transportation Sustainability Program (TSP) Ordinance was introduced.

**2013.** City/County form Technical Working Group to develop a different metric.

City/County initiate 'TDM Framework for Development' project.

(Region) Plan Bay Area adopted July 18, 2013.



CITY DEVELOPS NEW METRICS



STATE SETS GUIDELINES

**2013.** SB 743 passed requiring replacement of LOS as a development review metric with a different metric that promotes GHG reduction, multimodal transportation, and infill development.

**2009.** City staff worked with State Resources Agency to revise CEQA guidelines: New language allows LOS or "an alternative measure".

**2008.** Senate Bill 375, "The California Sustainable Communities and Climate Protection Act of 2008" enacted (Steinberg).



Photo: Sergio Ruiz

# Transportation Sustainability Program

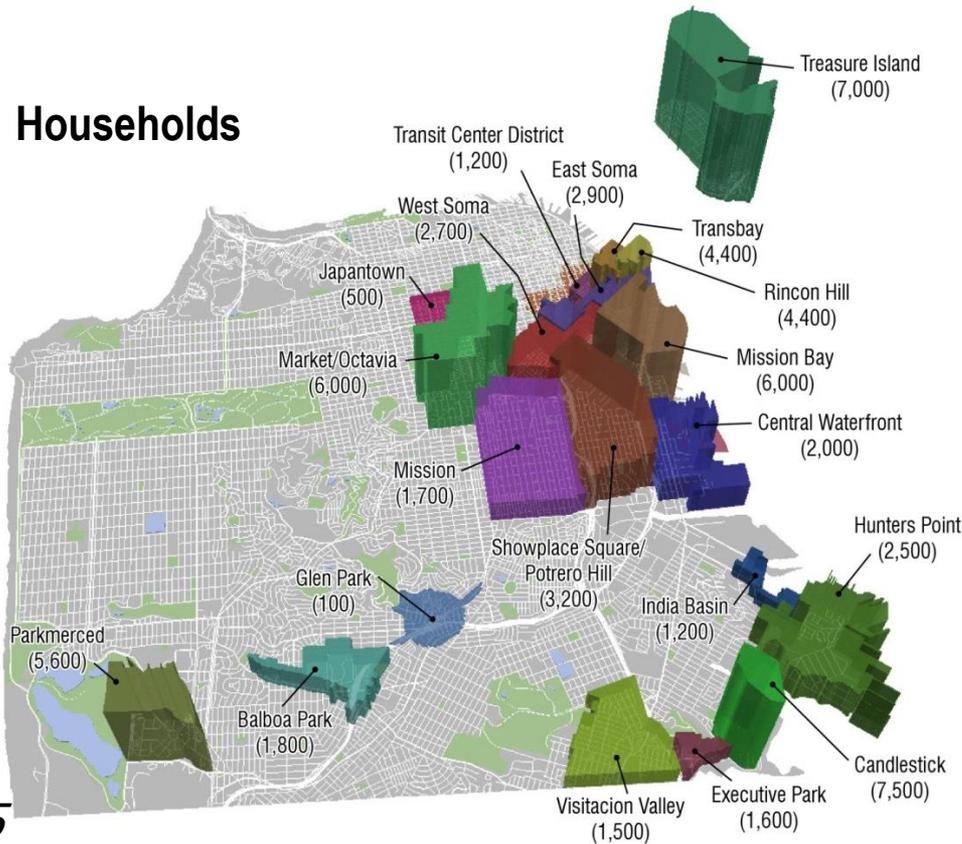


# HOW DO WE GROW SUSTAINABLY?

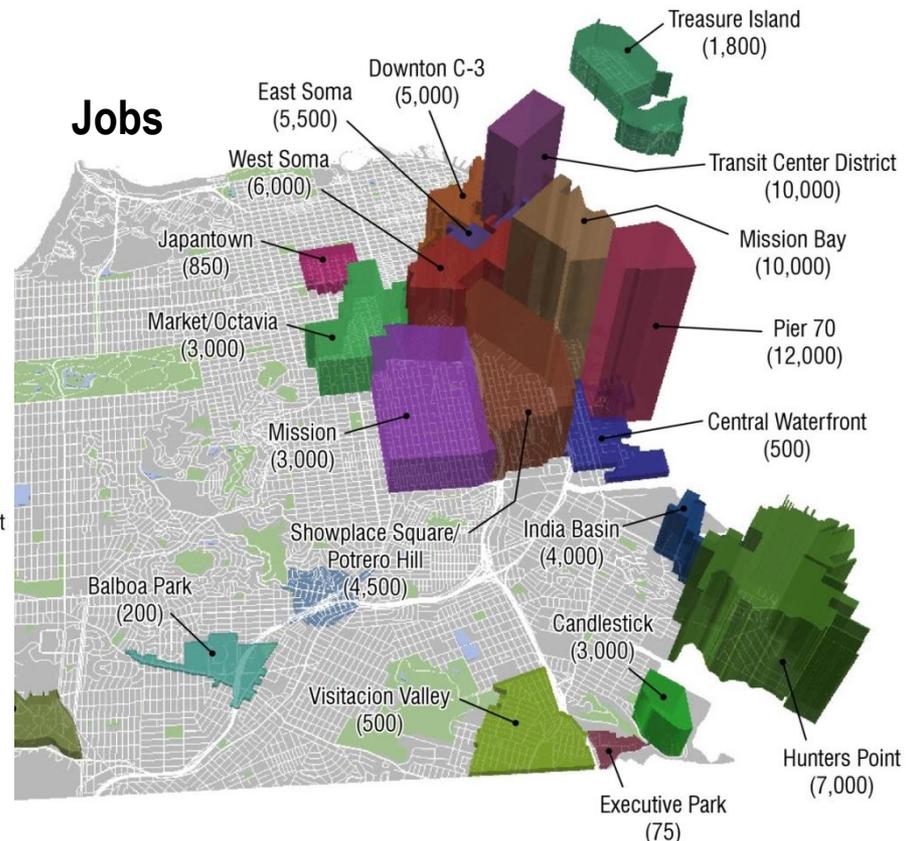
By 2040: **100,000+** new households  
**190,000+** new jobs

**40%** of housing projections already in pipeline

## Households



## Jobs





# LOS and Place

**Traffic Engineer:** **A**

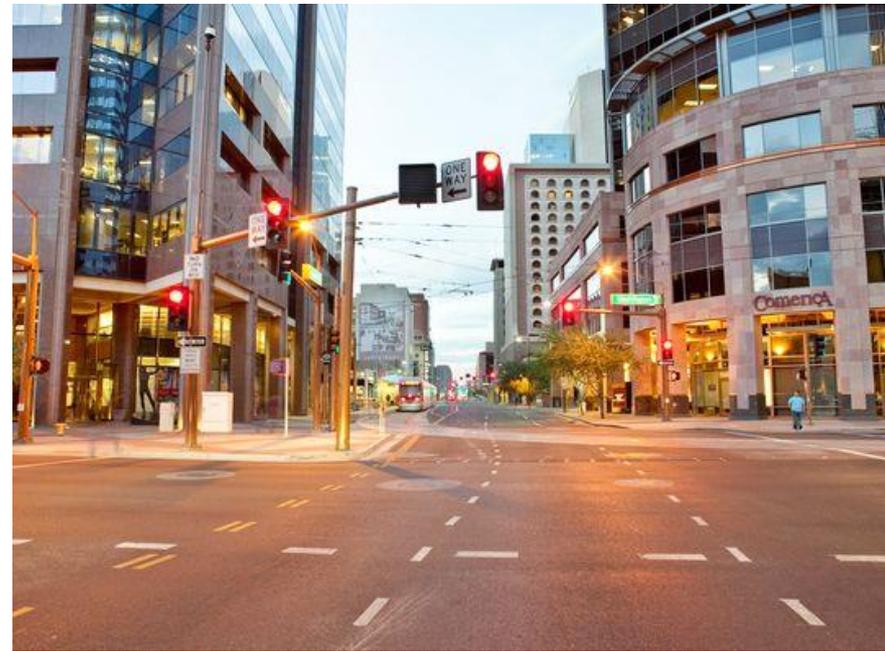
**Urban Life:** **F**

*Measures the delay of  
vehicles*

*(Letter Grade – A through F)*

**Traffic Engineer:** **F**

**Urban Life:** **A**



Source: [azcentral](#)



Source: [streetsblog](#)

# LEVEL OF SERVICE (LOS) PROBLEMS

*Outdated, Narrow Focus*



## Does not Protect the Environment

- Widened Roadways
  - Safety, Induced Demand
- Sprawl/Greenfield



Source: [FHWA](#)

## Conflicts with Adopted Policies

- Smart, Infill Development
- Reducing Emissions
- Mobility Options, Safety



Source: [Streetsblog](#)

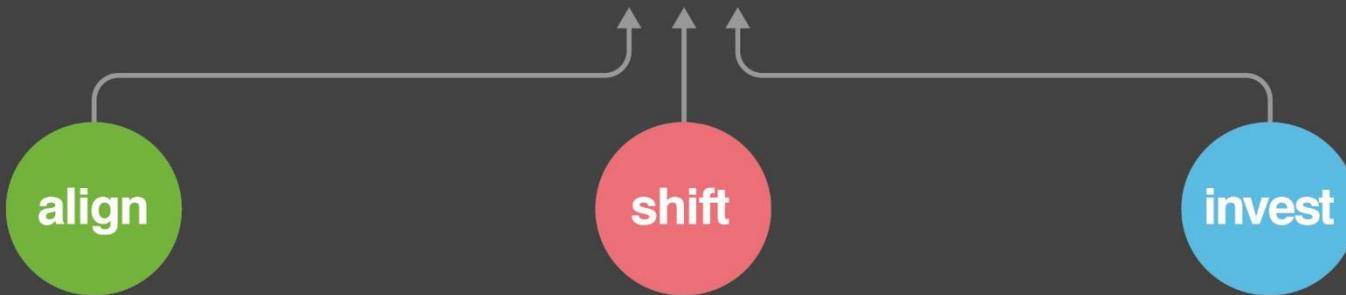


Source: [slate.com](#)

# TRANSPORTATION SUSTAINABILITY PROGRAM



*Keeping people moving  
as our city grows*



**MODERNIZE  
ENVIRONMENTAL REVIEW**



*More meaningful  
transportation analysis that  
better captures  
environmental effects*

**ENCOURAGE  
SUSTAINABLE TRAVEL**



*On-site transportation  
amenities that reduce  
reliance on driving*

**ENHANCE TRANSPORTATION  
TO SUPPORT GROWTH**



*Development fee  
to help fund transit  
and safer streets*

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align



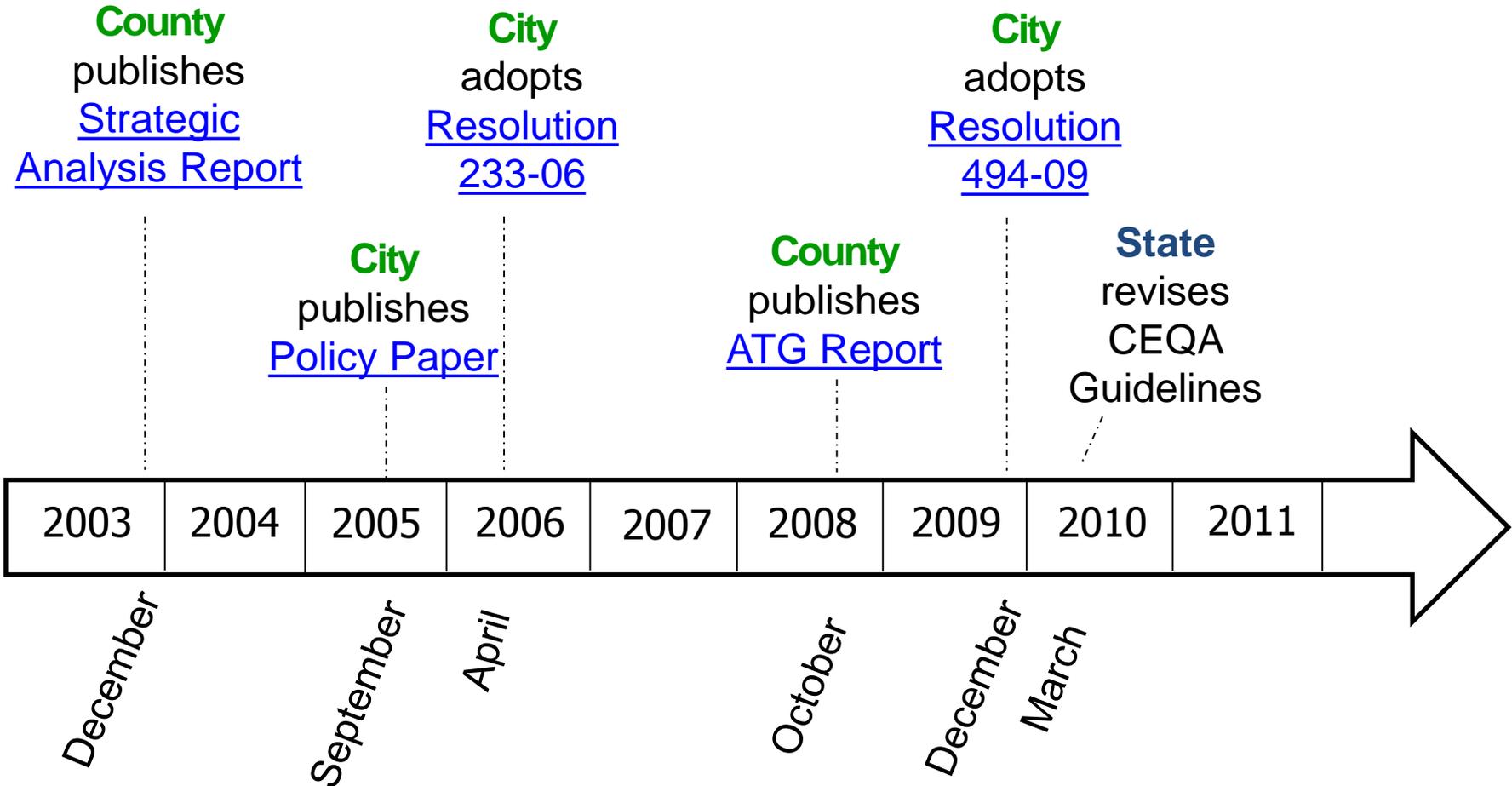
# MODERNIZE ENVIRONMENTAL REVIEW



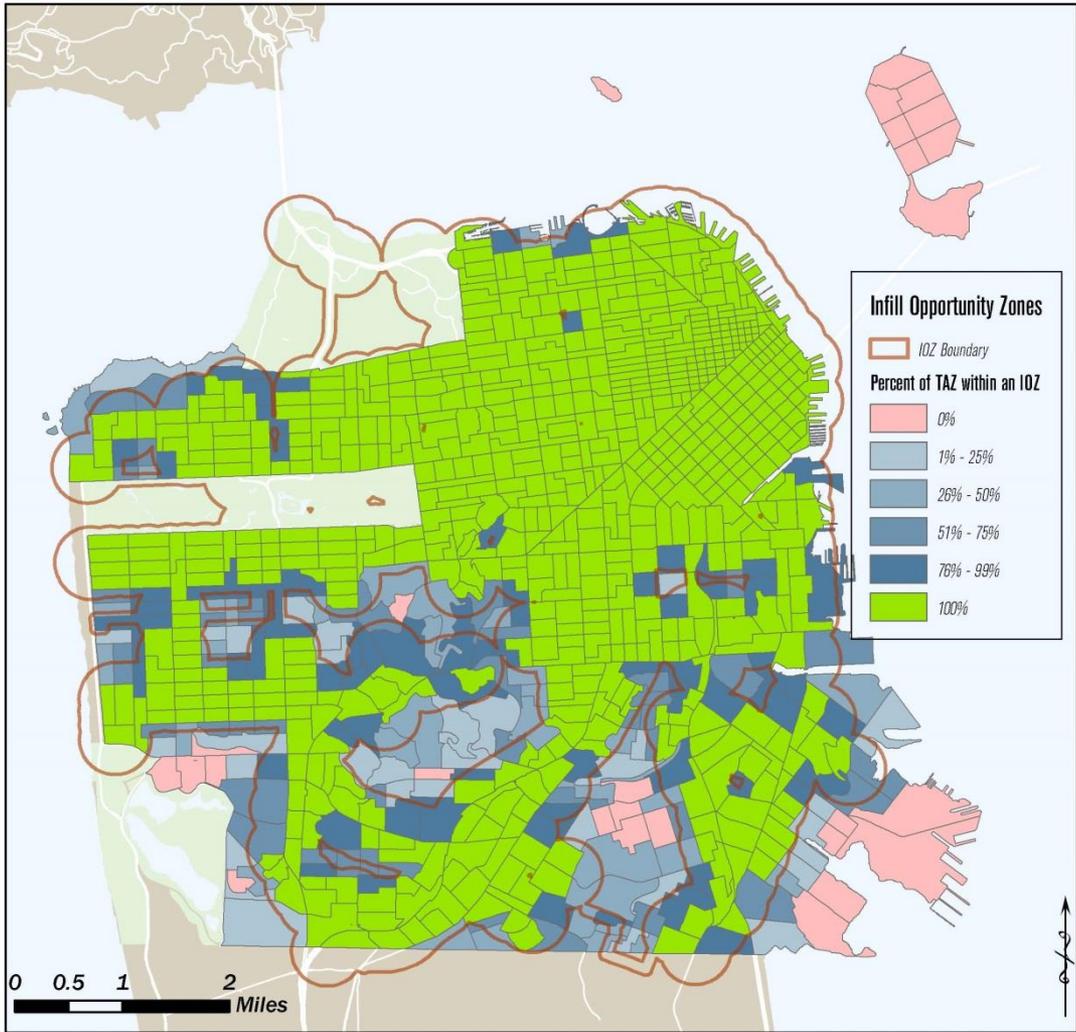
# CITY/COUNTY AND STATE LOS REFORM HISTORY



*Since at least 2003*



# INFILL OPPORTUNITY ZONES

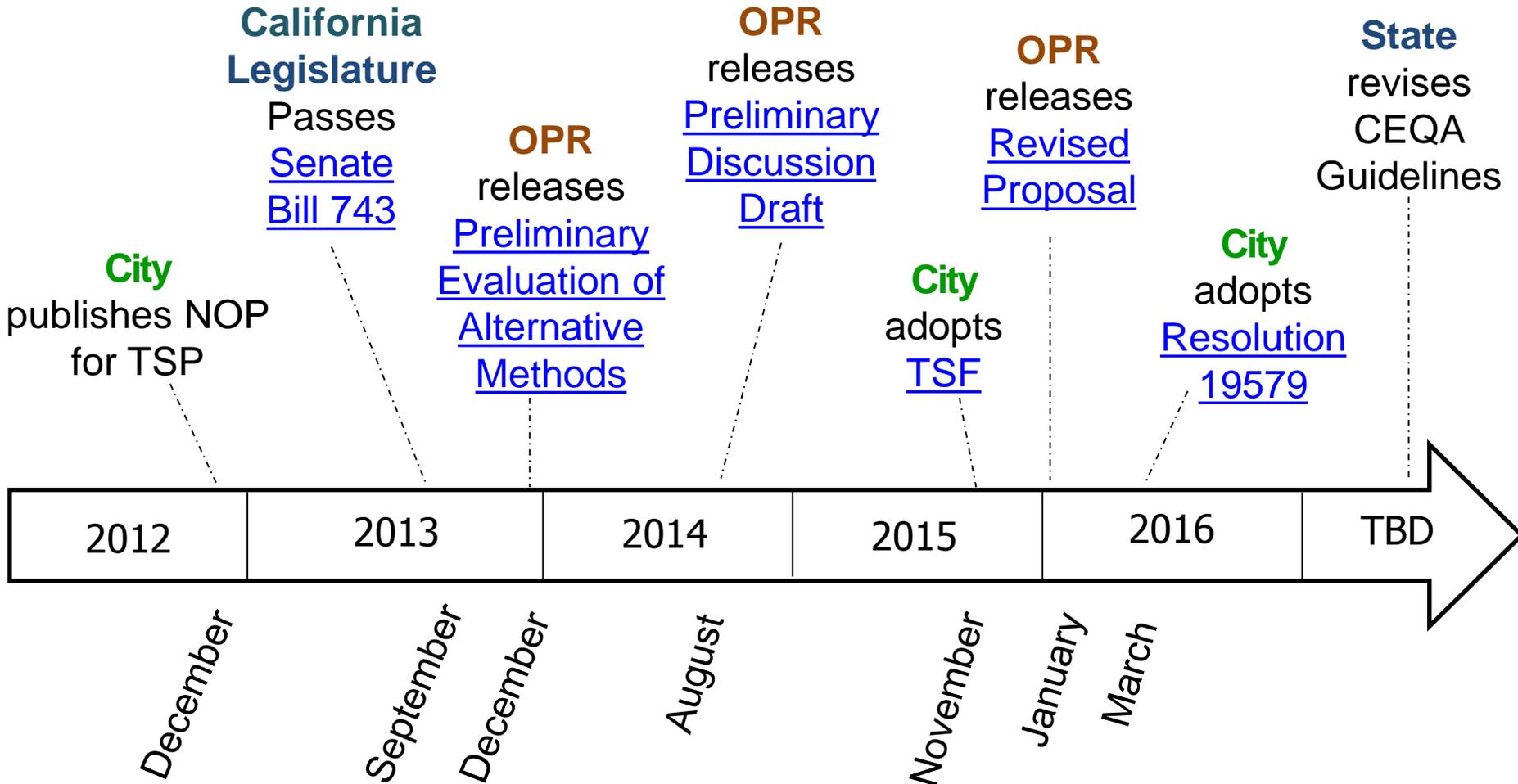


*San Francisco TAZs within Infill Opportunity Zones  
By Percentage of TAZ contained within IOZ*

# CITY/COUNTY AND STATE LOS REFORM HISTORY



Since at least 2003









ON  EAST OF GRAND AVE  
OVER 4 1/2 TONS

Alameda  
Alameda  
San Jose  
San Francisco

 BUSES AND  
CARPOOLS ONLY  
5AM-10AM MON-FRI  
3PM-7PM  
San Francisco  
ONLY 

END  
CARPOOL  
LANE  
600 FEET  


 Oakland   
San Jose  
  

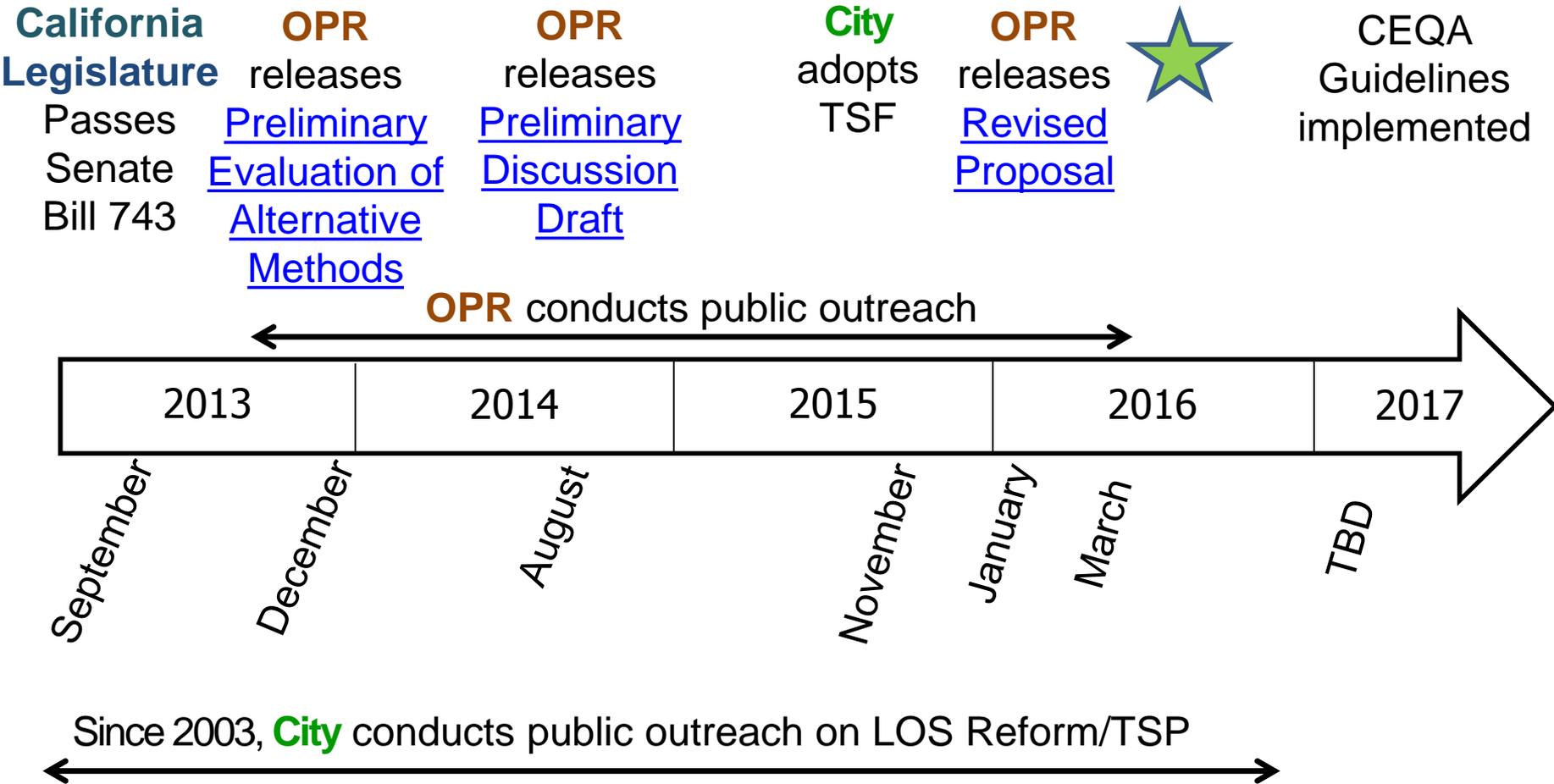
149

KEEP  
ROADWAY

# California Senate Bill 743 - Timeline



## Removal of Automobile Delay – Vehicular Level of Service



# SUMMARY OF PREVIOUS TRANSPORTATION REVIEW



## Transportation and Circulation Sub-Topics\*

### 1. *Automobile Delay (Level of Service)*

2. Riding Transit

3. Walking

4. Bicycling

5. Loading (freight and passenger)

6. Emergency Vehicle Access

7. Construction

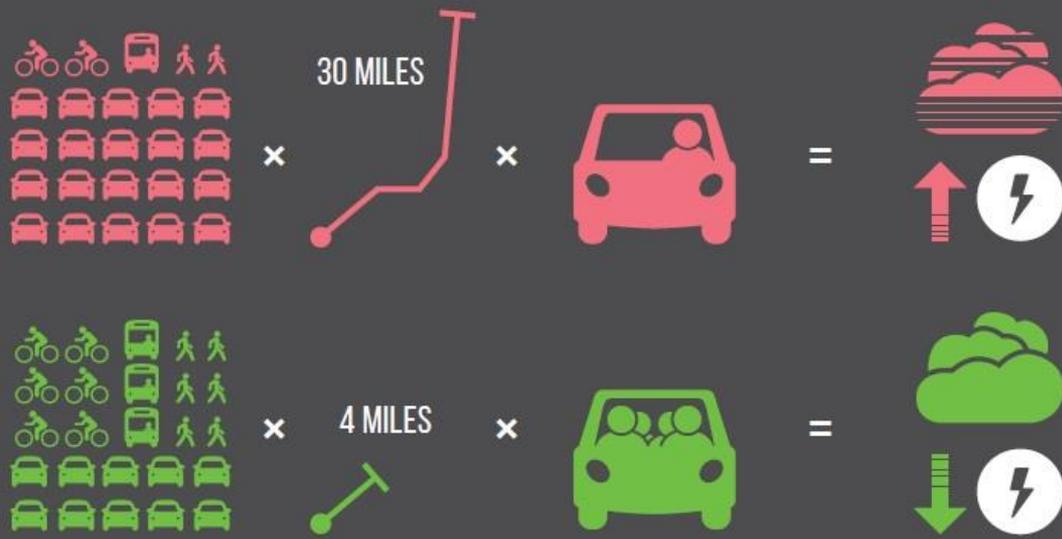
### \*Each Sub-Topic Evaluates

- Conflicts with Plans and Policies
- Site Circulation and Access

# VEHICLE MILES TRAVELED – DEFINED



## VEHICLE MILES TRAVELED (VMT)



HOW DO YOU TRAVEL?

HOW FAR DO YOU TRAVEL?

WHO DO YOU TRAVEL WITH?

AIR POLLUTION, GREENHOUSE GASES, ENERGY

# SUMMARY OF CHANGES

*Goodbye LOS...Hello VMT!*



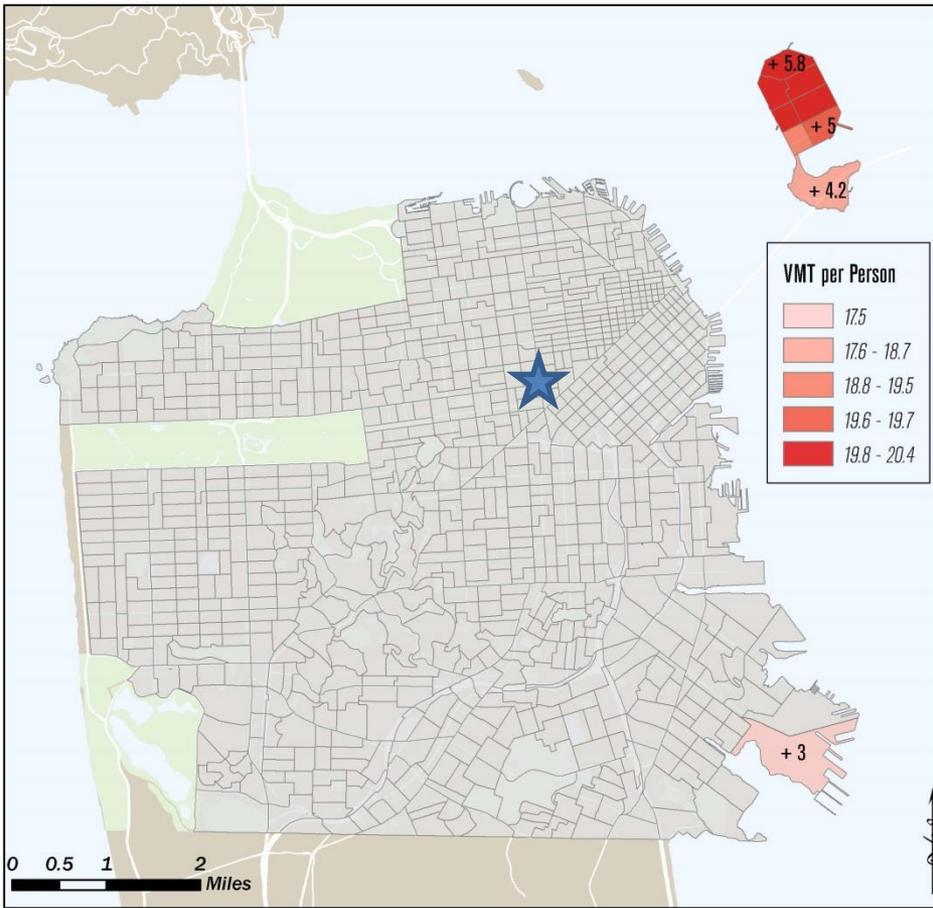
## TRANSPORTATION PROJECTS

- VMT Significance Criteria
  - Substantially Induce Additional Automobile Travel
    - » Examples: Expansion or Creation of New Highways
- Presumed Less than Significant on VMT
  - Transit lanes
  - Vision Zero improvements
  - Bicycle facilities



# SUMMARY OF CHANGES

Goodbye LOS...Hello VMT!



## LAND USE PROJECTS

- VMT Significance Criteria
  - **Residential, Office, and Retail** = compare to regional average

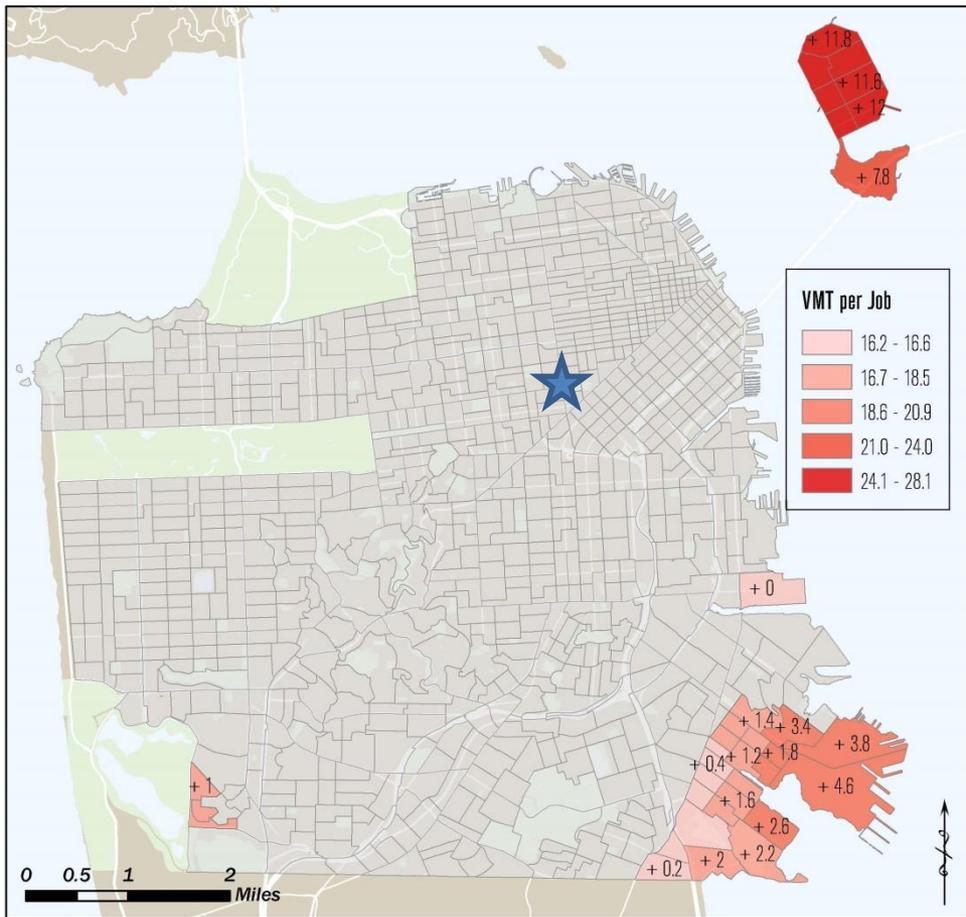
Land Use	Daily Regional Average	Daily Regional Average minus 15 %	Daily City Hall Area 
Households (Residential)	17.2	14.6	2.3
Employment (Office)	19.1	16.2	7.5
Employment (Retail)	14.9	12.6	7.9

San Francisco TAZs Exceeding VMT Thresholds  
Regional Average Household VMT minus 15%

Source: SF-CHAMP; access VMT data at [sf-planning/tim](http://sf-planning/tim)

# SUMMARY OF CHANGES

Goodbye LOS...Hello VMT!



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San Francisco TAZs Exceeding VMT Thresholds  
Regional Average Work-related VMT per Job minus 15%

Source: SF-CHAMP; access VMT data at [sf-planning/tim](http://sf-planning/tim)

# SUMMARY OF CHANGES

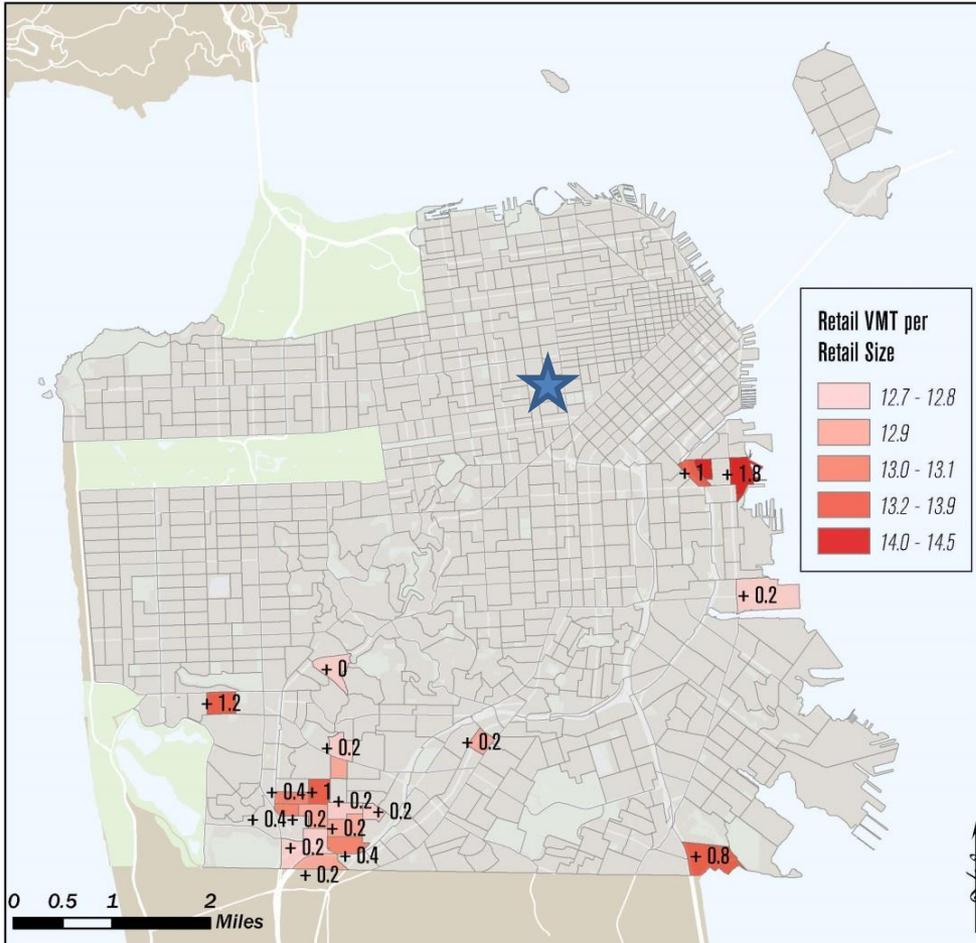
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San Francisco TAZs Exceeding VMT Thresholds  
Regional Retail VMT per Size of Retail minus 15%

Source: SF-CHAMP; access VMT data at [sf-planning/tim](http://sf-planning/tim)

# SUMMARY OF CHANGES

*Goodbye LOS...Hello VMT!*



## LAND USE PROJECTS

- If significant impact:
  - Mitigation Measures
    - » Transportation Demand Management



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F MARKET & WHARVES CASTRO

1061

**ENCOURAGE SUSTAINABLE TRAVEL**

# TDM Ordinance Target



Based on # off-street vehicular parking spaces

Land Use Category	Typical Land Use Type	# of Parking Spaces proposed by Land Use	Target
A	Retail	Base number: 0 <= 4	Base Target: 13 points
		Each additional 2	1 additional point
B	Office	Base number: 0 <= 20	Base Target: 13 points
		Each additional 10	1 additional point
C	Residential	Base number: 0 <= 20	Base Target: 13 points
		Each additional 10	1 additional point
D	Other	Any # of parking spaces	3 points



# TDM Menu

## 26 Measures:

Under the control of the developer or tenant

All reduce vehicle miles traveled (VMT)

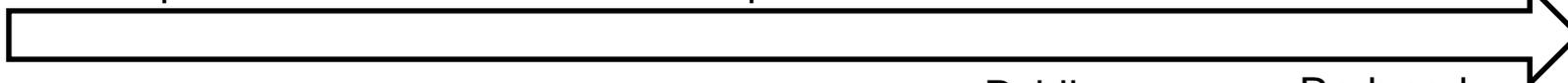


## Range of Effectiveness: Sample Measures

Low: 1 point

Medium: 3 points

High: 10+ points



Showers  
and  
Lockers

Family  
TDM  
Amenities

Additional  
Bicycle  
Parking

Public  
Transit  
Subsidy

Reduced  
Parking  
Supply

Transportation Sustainability Program

# POST-LOS TRANSPORTATION REVIEW



## Transportation and Circulation Sub-Topics

*Automobile Delay (Level of Service)*

1. VMT and Induced Automobile Travel Analysis
2. Riding Transit
3. Walking
4. Bicycling
5. Loading (freight and passenger)
6. Emergency Vehicle Access
7. Construction

## Development Standards

- TDM Plan

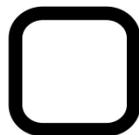
# Transportation Sustainability Program



November 2015



March 2016



Next Steps

- Planning Commission Adoption – August 7
- Board of Supervisor hearings – Fall
- Implementation – Fal/Winter

# YOU CAN DO IT, TOO



- Find your tools now (don't wait for OPR)
- It doesn't take 13 years
- Work with CMA
- Steal from others! Use everything out there
- Don't forget about police power (zoning)
- Give something back
  - “We're going from counting cars to doing something about them”

**THANK YOU**

**TRANSPORTATION  
SUSTAINABILITY PROGRAM**



*Keeping people moving  
as our city grows*

**Website: [sf-planning.org/transportation-sustainability-program](https://sf-planning.org/transportation-sustainability-program)**

**Email: [tsp@sfgov.org](mailto:tsp@sfgov.org)**

