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# People Plan

The 34th America's Cup

San Francisco  
November 2013






# Acknowledgements

The 34th America's Cup "People Plan" is an unprecedented regional planning effort, drawing from the time and resources of residential and business community groups, transportation advocates, environmental stewardship advocates, city departments, county authorities, local schools and universities, regional transportation planning and service agencies, state and federal safety and regulatory divisions, state and national parks departments, elected and appointed officials: all in collaboration with the America's Cup Event Authority.

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**"The People Plan sets a new standard in sustainable event-planning that will move millions of visitors along our waterfront when San Francisco hosts the 34th America's Cup in 2013. The natural amphitheater of San Francisco Bay sets the backdrop of this exciting international sporting event that will bring jobs and economic activity to our region. I commend the Event Authority for their support and acceptance of this critical public plan, and thank transit and community advocates and regional partners for their key role in its development." - Mayor Ed Lee**



Credit: America's Cup Event Authority

## Executive Summary

On December 31, 2010, San Francisco was selected as the host city for the 34th America's Cup and associated sailing regattas. The dramatic scenery, accessible waterfront viewing areas and reliable Pacific winds were among the compelling reasons to host these sailing races beside the Golden Gate: in fact, for the first time in this event's history, the America's Cup Final races will be held in close proximity to an urban waterfront. As demonstrated with the America's Cup World Series races held on San Francisco Bay in 2012, the excitement of the races set against the spectacular backdrop promises to make the Louis Vuitton Challenger Series and America's Cup Final races in 2013 an unforgettable and enjoyable experience for residents and visitors alike.

This "People Plan" describes the transportation programs and strategies that accommodate the thousands of America's Cup spectators along with the needs of residents, businesses and visitors not associated with the races. These programs and strategies have largely been structured to facilitate access to two major viewing sites (the America's Cup Park at Piers 27/29 and the America's Cup Village at Marina Green) around five guiding principles:

1. Public Safety
2. Resource Efficiency
3. Environmental Sustainability
4. Strategic Adaptability
5. Positive Legacy

Shaped as a response to the primary concerns of the City of San Francisco and the feedback received from community residents, businesses and advocacy groups, the Plan's highlights include



public safety and quality-of-life considerations designed to avoid automobile congestion and transportation conflicts. It emphasizes San Francisco's strengths as a destination for walking, bicycling, and public transit, while incorporating realistic assumptions about use of the private automobile, with innovations that effective communication and information technology can support.

In addition, the Plan's programs and strategies anticipate a legacy of benefit to the transportation infrastructure serving the City and Bay Area well beyond 2013, and as the 2012 races have shown, many

legacy benefits have already been realized as both expedited capital projects and more efficient operational strategies.

## Lessons from 2012

The 2012 experience showed the value of at least five objectives to guide the 2013 events:

1. adequate lead time for local and regional transportation providers to anticipate the demands, analyze the projections, and propose service solutions
2. an efficient network of “extra” service delivery using existing transit and focusing on the prime destinations
3. a sustained “base” level of transportation to serve other parts of the City and region during the Events,
4. a comprehensive, unified dissemination and marketing of the Plan strategies, and
5. a team approach to anticipating and immediately responding to safety concerns and service conflicts before and during the events.

The SFMTA’s “Special Events Team,” a People Plan legacy in itself, has been key to defining and applying these lessons to the 2013 events, and to large events in San Francisco in general.

## Preparing and Implementing the People Plan

The Plan development was led by the San Francisco Municipal Transportation Agency (SFMTA), the Office of Economic and Workforce Development (OEWD) and the Port of San Francisco. In compliance with the 34th America’s Cup Host and Venue Agreement among the City and County of San Francisco, the America’s Cup Event Authority (ACEA) and the America’s Cup Organizing Committee, the first draft of the People Plan was prepared between December 2010 and March 2011, ahead of (and to inform) the City’s environmental

review conducted to support hosting the Events. A revised, updated draft Plan was submitted to the ACEA and received approval in September 2011. Between December 2010 and September 2011, extensive input and feedback from the community, transportation service providers, transportation advocates and elected officials was provided during meetings, workshops and technical reviews.

This led to the successful certification of the environmental review as well as the safe and efficient accommodation of the America’s Cup World Series races in August and October of 2012. In particular, the People Plan and the SFMTA Special Events Team helped plan and manage transportation during the extraordinary concurrence of major events on the weekend of October 6 and 7, 2012, which included the 2012 races, Fleet Week, the Hardly Strictly Bluegrass Music Festival, the Columbus Day parade, a home game for both the San Francisco Giants and the San Francisco 49ers, and several street fairs.

The City continued to engage the community, City policymakers, transportation agency stakeholders and ACEA throughout 2013 to further refine the strategies outlined in this document.

## Event and Viewing Locations

The race course area in San Francisco Bay roughly extends from Pier 27 in the east to the Golden Gate Bridge in the west, and from Alcatraz Island in the north to the San Francisco waterfront on the south. This prompts a focus on transporting race viewers to and from waterfront areas with uninterrupted lines of sight. The official and primary race viewing venues in 2013 are the America’s Cup Park at Piers 27 and 29 and the America’s Cup Village at the Marina Green.

Other sites are immediately adjacent to the Race Area and are accessible to the public. As a result, they can be expected to attract varying levels of spectator traffic, which has factored into People Plan

safety and management strategies. They include the team bases at Piers 30-32, the accessible areas between Pier 29 and Pier 39 with views of the Race Area, the Fisherman's Wharf/Pier 39 Area, Aquatic Park, Fort Mason, Crissy Field, and to a limited extent, the Presidio and Fort Baker (in Marin County).

In addition, certain hilltop open spaces in San Francisco were identified as possibly being attractive for race viewing for their broad sightlines. The SFMTA is prepared and structured to respond quickly and efficiently should the traffic issues generated by viewing interest during the 2013 races prove to be a concern (although the 2012 experience indicates that this will not be an issue).

## Transportation Strategies

The streets of San Francisco are multi-modal: pedestrians, transit vehicles, automobile, vanpool, shuttles, trucks, motorcycles and bicycles all share a limited right-of way. Planning for the Events will affect these streets and, necessarily, all transportation modes. The People Plan aims to manage service and operations for safety, efficiency and livability.

### Public Transit: Muni

The transit strategies focus on increasing frequency of service along existing routes during weekend peak race days, with certain modifications to better serve planned Event activity and viewing locations. The Embarcadero, and especially **Muni's F Market and E Embarcadero** line rail services, will be key to moving people to and from Muni Metro, BART, Caltrain and the ferries. Additional fully-accessible Muni bus and rail capacity is needed to travel along the Embarcadero and to the America's Cup Village at Marina Green. This Plan proposes to augment the **Muni 47** bus service along Van Ness

Avenue between Civic Center BART and Fort Mason, and along the east-west corridor (used today by the **Muni 30X**) to link Piers 27/29 with the Marina.

### Public Transit: Regional Bus and Rail Services

The People Plan proposes similar augmentation of fully-accessible regional transit services for weekend peak race days in 2013: enlisting the support of BART, Caltrain, Golden Gate Transit bus service, the ferry networks (WETA, Golden Gate and Blue & Gold), as well as the PresidiGo free shuttle system. These plans include:

1. Golden Gate Transit's proposal to augment the 4 line on peak weekend race days along the northern waterfront, linking the North Bay to the key race venue sites, the Presidio and to BART. The augmented line as well as all other lines would be configured to permit local drop-off/pick-up service in San Francisco, using the existing Golden Gate bus stops.
2. BART's offer to increase capacity on an as-needed basis for the Events on its frequent, regional rail lines serving San Francisco, Alameda, Contra Costa and San Mateo Counties, the Oakland and San Francisco International Airports, as well as the Richmond, Emeryville (via shuttle) and Oakland Coliseum Amtrak stations. The prime viewing sites for the Events along the San Francisco waterfront are easily reachable from Embarcadero BART on foot, by bicycle and by transit. BART proposes to support the Events with focused augmentation of its services, particularly on peak weekend race days:
3. Caltrain's regional rail service between San Francisco, San Mateo and Santa Clara Counties, which connects to the San Jose and San Francisco International Airports. In addition, Caltrain connects with Amtrak, Capitol Corridor and ACE trains at the Santa Clara and San

Jose Diridon stations. The prime viewing sites for the Events along the San Francisco waterfront are reachable from the San Francisco station, located at Fourth and King Streets, on foot, by bicycle, bus and rail Muni service and potentially by shuttle. Caltrain proposes to support the Events with focused augmentation of its services, particularly on peak weekend race days, when service is not already augmented due to Giants' games or other special events.

### **Public Transit: Ferries**

Golden Gate Ferry, WETA and Blue & Gold propose to offer additional crossings from the North Bay (Larkspur, Sausalito, Tiburon, Vallejo), East Bay (Oakland, Alameda) and Peninsula (South San Francisco) to the San Francisco Ferry Building during weekend peak race days on an as-needed basis.

### **Bicycles**

The relative lack of hills along the San Francisco waterfront corridor, combined with its existing bicycle pathways create an exciting opportunity for significant bicycle use. Potential bicycle improvements include the following:

1. Secured bicycle parking near the America's Cup Park at Piers 27/29 and at the America's Cup Village at Marina Green.
2. Bicycle rentals and sharing facilities, including the 2013 debut of the city Bicycle Sharing pilot with stations near the America's Cup Park at Piers 27/29, the Ferry Building, major downtown transit hubs.
3. Enhanced, traffic-protected bicycle route treatments, especially along the Embarcadero.
4. Maps and bicycle wayfinding signage.

### **Private Automobiles, Automobile Parking and Goods Movement**

To enhance and supplement the extended use of public transit and bicycles in transporting race viewers to the waterfront, automobile traffic and parking will be both anticipated and managed to provide comprehensive access while reducing congestion. Key measures to accommodate auto traffic include:

1. Coordinated communications through online real-time information and message signs
2. Select signal timing and traffic capacity measures to improve local/non-visitor traffic to flow during peak race days and facilitate delivery and truck traffic access
3. Parking Control Officers at strategic points to manage congestion, ensure safety and enforce parking regulations; and as needed, to ensure local resident/business and service access along the Embarcadero, the east side of Telegraph Hill and the Marina Green
4. SFMTA's SFpark initiative, to provide real-time parking availability information
5. The establishment and promotion of high-volume satellite parking facilities away from the waterfront with effective transit, bicycle and shuttle connections to the venue sites.

### **Pedestrians, including Access for the Disabled**

The cluster of event attractions along the waterfront will allow for a wide range of participants and race viewers to travel to their destinations on foot. The People Plan calls for enhancing the pedestrian experience through such measures as:

1. Temporary and permanent wayfinding signage linking destinations

and transit hubs

2. Partial and temporary street lane closures to facilitate pedestrian safety in key locations at peak race days, such as the northbound lane Embarcadero segment, between the Ferry Building and Piers 27/29, in September (which also accommodates increased bicycle capacity and emergency vehicle access)
3. Siting vendor facilities and other event-related structures, to ensure access to people with disabilities while avoiding pedestrian conflicts (where pedestrian volumes are expected to be high)
4. Expedited capital walkway and sidewalk improvements along the waterfront.

### **Taxis, Pedicabs, Private Shuttles, Chartered Buses and Other On-Demand Services**

The SFMTA's taxi division, which expanded its fleet by increasing the number of available medallions, is coordinating with the event planning to pilot designating cabstands and expanded cab loading areas in close proximity to the prime destinations in summer 2013, such as at the Ferry Building, AT&T Park and Caltrain.

The pedicab route network was expanded in 2011-2012 to support the Event, based on SFPD/SFMTA guidelines to avoid conflicts. Pedicab expansion could include supporting race management staff and serving as a supplement to satellite parking shuttles, linking parking lots and garages to major viewing sites, such as the America's Cup Park at Piers 27/29 and the America's Cup Village at Marina Green.

The America's Cup Event Authority is providing regular, for-pay shuttle service on peak race-day weekends from Lot "A" south of AT&T Park, to the America's Cup Park at Piers 27/29. Stops include: AT&T Park, Ferry Building, America's Cup Park at 27/29, Pier 39, SS Jeremiah O'Brien at Pier 45, and America's Cup Village at Marina

Green. Layover parking and loading/unloading locations for shuttles bringing people to the waterfront view sites has been designed to prioritize waterfront-proximate off-street parking for shuttles and other high-occupancy vehicles, and to discourage single-occupancy private automobiles from driving and parking in the vicinity of these view sites.

### **Transportation Demand Management Strategies and Services**

As demonstrated in 2012, the marketing and promotion of the multi-modal People Plan transportation strategies is essential to their successful and sustained use by visitors and locals alike. Through the People Plan, the SFMTA and OEWD have led in coordinating with the regional planning services of the Metropolitan Transportation Commission and the Bay Area Air Quality Management District to utilize existing real-time information, website outreach and new, event-specific maps and brochures to provide visitors and local residents and workers alike with ready, accurate information to guide and assist trip-making. The People Plan also partnered with local employer-based Transportation Management Associations and SF Travel to connect with and to utilize the extensive marketing and information infrastructure to provide a variety of transportation uses with information and advice.

To commemorate the 2013 events, the People Plan supported the development of a America's Cup-branded Clipper Card that facilitates transit fare purchase across the wide variety of participating service providers in the Bay Area – and increased the number of Card purchase and distribution points to better meet the increased demand for these cards.





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# Overview



This People Plan is one of several Implementation Plans developed to support the 34th America's Cup and associated sailing regattas during both the 2012 and 2013 events ("the Events"). The City and County of San Francisco developed these Implementation Plans in close coordination with the America's Cup Event Authority (ACEA), along with appropriate federal, state, regional, and local agencies, as well as interested organizations and individuals. The People Plan, led by the San Francisco Municipal Transportation Agency (SFMTA), was also a key guiding document to facilitate transportation analysis and impact mitigation for the environmental review of San Francisco's proposal to host the 34th America's Cup races.

The City conducted this environmental review, as required under CEQA and certified an EIR on December 15, 2011. The City also supported the completion of federal environmental assessment under the National Environmental Policy Act. The environmental review and permitting processes identified a set of mitigation measures and protection measures to protect environmental resources that could potentially be affected by the Events activities. For transportation issues, these measures were largely addressed and vetted in the initial 2011 People Plan, and as evidenced from the August and October 2012 race experiences, the Plan's policies and programs successfully minimized negative impacts and maximized use of sustainable, alternative transportation to accommodate the Events.

## 1.1 The America's Cup Host and Venue Agreement

On December 31, 2010, the Golden Gate Yacht Club selected San Francisco as the host city for a series of regattas leading up to and including the 34th America's Cup Final (the "America's Cup"),

all as further described in the 34th America's Cup Host and Venue Agreement (the "Agreement") among the City and County of San Francisco (the "City"), the America's Cup Event Authority ("ACEA") and the America's Cup Organizing Committee (the "ACOC"), a copy of which can be found on the website of the City's Office of Economic and Workforce Development at <http://www.oewd.org>

ACEA and ACOC are contractual partners with the City: ACEA is the private corporation responsible for managing the on-shore aspects of the Events described in the Agreement; while the ACOC is a nonprofit public benefit corporation charged with fundraising and other initiatives in support of the Events.

### **The sailing events proposed for San Francisco Bay under the Agreement include:**

1. One or two America's Cup World Series pre-regattas in late August and early October 2012, each lasting approximately one week (the "2012 Events"),
2. The Louis Vuitton Cup, America's Cup Challenger Series,
3. The America's Cup Defender Series (if held), and
4. The America's Cup Finals in September 2013 (the "2013 Events" and, together with the 2012 Events, the "Events").

In compliance with Section 8.1 of the Agreement, the City submitted the People Plan to the ACEA for review and received approval on September 30, 2011, after extensive input and feedback from the community, transportation service providers, transportation advocates and elected officials during meetings, workshops and technical reviews over a period of eight months.

Included in this series were meetings with neighbors, agencies and advocates, including the Marina Community Association,

the Cow Hollow Neighborhood Association, residents in Golden Gateway and Telegraph Hill Landing, Union Street Merchants, the Neighborhood Association for Presidio Planning, the Presidio Trust, Fort Mason Center, Golden Gate National Recreation Area/National Park Service staff, Harbor Masters of the Bay Area, San Francisco Board Sailors, the members of the Golden Gate Yacht Club and the St Francis Yacht Club, the Sierra Club, the Audubon Society, the San Francisco Bicycle Coalition, Walk SF, Livable City, the Bay Conservation and Development Commission, the Association of Bay Area Government's Bay Trail staff, the Transportation Authority of Marin, and the Metropolitan Transportation Commission.

Also included were technical and operational feasibility meetings with regional transportation service providers, including San Francisco Municipal Transportation Agency ("SFMTA"), Bay Area Rapid Transit ("BART"), the California Department of Transportation ("Caltrans"), the Golden Gate Bridge, Highway and Transit District ("GGBHTD"), Peninsula Corridor Joint Powers Board ("PCJPB"), the Presidio Trust's PresidiGo shuttle system, San Mateo County Transit District ("SamTrans") and the Water Emergency Transportation Authority ("WETA"). Input and cooperation from these groups and others throughout San Francisco and the region guided the development of the People Plan to its ultimate supporting role in the certification of the EIR consistent with CEQA, and effected the successful, efficient, safe, local-regional, multi-modal accommodation of the 2012 Events. This includes the extraordinary coincidence of major events on the weekend of October 6 and 7, 2012, which included the 2012 races, Fleet Week, the Hardly Strictly Bluegrass Music Festival, a home game for both the San Francisco Giants and the San Francisco 49ers, and several street fairs. The City's intention is to continue engaging the community, City policymakers, transportation agency stakeholders and ACEA to further refine the strategies outlined in this document. This includes applying the "lessons learned" from the 2012 Events in preparation

for the 2013 Events, and a separate post-Events summary of the San Francisco Bay Area transportation experience accommodating the 34th America's Cup.

## 1.2 Context: The Event Planning Progress

The relatively limited interval between the signing of the Agreement and the hosting of the Events required that the City, ACOC, ACEA and the America's Cup Race Management coordinate and engage in a comprehensive planning and implementation effort within a very compressed time frame. The People Plan represents just one facet of this complex, multipronged process, and its successful implementation has included measuring the performance of transportation programs in this People Plan after the 2012 Events, including:

1. the feasibility and efficacy of the Plan's programs;
2. the adequacy and responsiveness of the Plan to the manageability and operability of the network and its various transportation modal components;
3. the consistency of the monitoring results with the People Plan principles and other City and regional goals and targets; and
4. the opportunities to modify the programs, infrastructure and policy goals.

This monitoring and evaluation effort in turn has actively informed the adjustments and revisions to better prepare the City and region for the 2013 Events.

## 1.3 The People

Hosting these sailing regattas on San Francisco Bay has created an experience that attracts spectators from throughout the Bay Area, across the United States, and around the world. These spectators and Event staff place demands on transportation infrastructure that already serves a wide range of residents and visitors. Therefore, this People Plan has been developed with different groups of travelers in mind, with the goal of accommodating circulation and providing strategies that support the needs of each individual group, while minimizing conflicts between or among these groups:

### 1.3.1 America's Cup Participants

Special transportation needs for this "Participant" group include, but are not limited to, staff access to race areas and other constricted waterfront areas as part of their Event-related duties, attending Event-related functions, staging and maintenance of property, and so forth. These activities may require unique and frequent vehicle access to various sites: in particular, the America's Cup Park at Piers 27/29, the America's Cup Village at Marina Green and Piers 30-32. Further development of circulation strategies has required close coordination with Participant needs to set the stage for the successful implementation of the Event program itself.

### 1.3.2 Visitors and Spectators

The race viewers represent the major portion of the expected Event-related increase in transportation demands. Race viewers may have

limited or extended stays, with local, regional or more far-reaching points of origin. This group includes officially-recognized sponsors of the Events, and as such, the final People Plan will include tailored transportation arrangements to attend their designated viewing locations. Race viewer trips to Event sites are generally not characterized by the same immediate, urgent nature of trips of the participant group.

### 1.3.3 Businesses and Neighbors

Although the anticipated Participant and Race Viewer transportation demands are the primary impetus for the development of this People Plan, the refinement of the People Plan continues to be informed by the needs of all of the people who live and work near the main venue sites and utilize these transportation systems on a day-to-day basis. This also extends to businesses, organizations and institutions that rely on these same transportation facilities for their ongoing operations.

### 1.3.4 Other Travelers

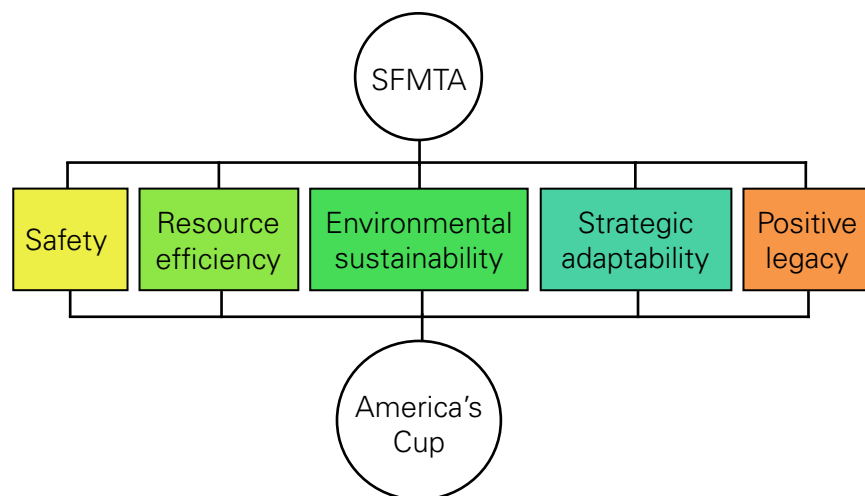
This category includes people who may not be in the vicinity of the main venue sites and who rely upon or frequent the local and regional transportation services and infrastructure that will be affected by the Events or altered by the Event accommodation, including commuters and truck traffic, even if their travels are not in the vicinity of the Events.



## 1.4 Guiding Principles

The ultimate objective of any transportation strategy is to provide and communicate a set of transportation options that address anticipated demands through safe, reliable and predictable operations. This People Plan represents an effort to identify how this effectiveness and reliability can be achieved.

The SFMTA has coordinated a multiagency vetting process that allows for the refinement and articulation of a number of strategies to reach this objective. In addition, the SFMTA created the Special Events Team “SET” preceding the 2012 Events to oversee and manage the multi-disciplinary strategies and responses of SFMTA staff to implementing the People Plan policies. The strategies set forth in this People Plan have been developed according to five organizing principles: **safety, resource efficiency, environmental sustainability, strategic adaptability, and positive legacy.**



**Figure 1: Five Organizing Principles of SFMTA Strategies**

### 1.4.1 Safety

Safety will remain the single overarching priority in the development and reconciliation of the various modes of transportation that make up the network supporting the Events in 2013. Accommodating this priority will include ensuring access for emergency vehicles, anticipating a possible natural disaster, managing crowds of people and volumes of vehicle traffic, and informing transportation decisions, based on an assessment of the physical environment through which people circulate in conjunction with the Events.

Safety-related strategies will be integrated throughout development of the multi-modal transportation system serving the Events. The principal governing decisions related to transportation are the Mission Statement and three Goals stated below:

#### **People Plan Public Safety Mission Statement:**

To develop a local/regional strategy that ensures the priorities of public safety and security in the transportation planning, services and operations throughout the 2013 Events related to the 34th America's Cup.

#### **People Plan Public Safety Goals:**

1. Safety and security as priorities in all transportation-related strategies for the 34th America's Cup Events that will guide resolutions when conflicts may arise among transportation options;
2. Consistency between the transportation-related elements and implementation programs of the 34th America's Cup Public Safety Plan and the People Plan; and

3. Identification and procurement of adequate training, staffing, equipment, emergency access provisions and financial resources in preparation for – and throughout the execution of – all Events related to the 34th America's Cup.

Specific public safety strategies related to this Mission Statement and its goals include the following:

### **Staffing**

1. Safe and coordinated crowd management and emergency service provisions to support spectators and visitors at the Events race area viewing sites (and on the supporting transportation networks) depends on advance information of crowd sizes, modes of arrival, schedule and length of Events, and overview of the transportation system performance for 2013. An assessment of the staffing needs and deployment strategies for Event days is being developed in the Public Safety Plan, concurrent with the People Plan.

2. These indicators are constantly being refined for more precise estimation, data which must be shared with the Transportation Control Centers at SFMTA, the San Francisco Police Department (SFPD), San Francisco Fire Department (SFFD) and with the Department of Emergency Management (DEM).

### **Scenario Review**

The transportation needs to support public safety vary in response to different circumstances (e.g., natural disaster, terrorist threat, crowd management, medical emergency). Advance planning and review drills have included a broad range of scenarios to better prepare the City and Region for these variables, including the possible cumulative conditions of each and all circumstances.

### **Facilities Inventory**

Sites that are potentially attractive for viewing, but that are not officially programmed and may not be structurally sound to safely support crowds, should be inventoried by the Port, the Department of Public Works (DPW), the Recreation and Parks Department and the National Park Service in advance of the Events to facilitate traffic management. These sites are especially critical near major activity and access points, and could include dilapidated piers and buildings, un-barricaded waterside areas, construction zones, and other infrastructure that could pose threats of injury.

### **Information Sharing**

1. The People Plan proposes a sophisticated and coordinated network of publicly-accessible real time information, monitors and scheduling services for all modes of transportation supporting the Events, coordinated by SFMTA's Special Events Team (SFMTA-SET) and linked to the BART, Caltrain, the Metropolitan Transportation Commission's (MTC's 511 programs) and other major points of transportation information.

2. This communication network is part of SFMTA-SET's incident command system approach that assists in delivering rapid response services while providing wide-scale information dispatch. The SFMTA-SET will also help monitor and respond to broader, Event-related quality-of-life issues that may result from large viewing crowds adjacent to residential neighborhoods.

3. The information program will anticipate the extraordinary demands of large crowds on transmitting and receiving information, and develop strategies that coordinate core technology programs and staffing functions to ensure safety and access needs are accommodated, particularly for those with disabilities.

4. Prior to the Events of 2012, preparatory drills were conducted to optimize and refine these specific public safety strategies, and lessons learned have been applied to planning for 2013.

### **Emergency Vehicles Access**

1. A core network ensuring emergency vehicle access that reaches even the most congested portions of the Event viewing sites should be maintained at all times throughout the 2013 Events. This network will include, but should not be limited to, the following rights-of-way: the E/F-line streetcar tracks, the northbound right lane and parking lane of the Embarcadero when closed to auto traffic, Herb Caen Way, Ferry Plaza, Justin Herman Plaza, and other segments of streets where closure to automobile traffic is deemed necessary by the SFPD, the SFMTA, Presidio Trust, National Park Service, and/or the California Highway Patrol to ensure greater public safety.

2. Path connecting to preserve access during peak race days to the Marina Green from points east could include the parallel internal road at Fort Mason, west of Octavia and along Laguna, and a clear path within the parking lot and Fort Mason access lots, north of Marina Boulevard to the Marina Green.

3. The Golden Gate Transit and WETA ferry networks should also be considered for use as potential transportation facilities to accommodate overflow in the event that a mass evacuation requires additional capacity on the existing transbay corridors of highway, rail and ferry systems.

## **1.4.2 Resource Efficiency**

Efficiency for purposes of the People Plan relates to the use of a finite amount of transportation resources in the most effective manner. This principle fosters the development of a number of mutually

supportive strategies, including but not limited to the following:

1. Provision of a number of different options to arrive at key destinations, including multiple modes, routes and price points.
2. Utilization and enhancement of the existing transportation network, i.e., building upon what is already in place and familiar, and reducing the disorientation caused by new and untested programs and networks.
3. Information tools that not only educate potential users about the available options, but also provide real-time information to foster individual decisions that can spread demand more efficiently.
4. Encouragement of higher volume methods of transport to constricted areas, instead of the private automobile.

## **1.4.3 Environmental Sustainability**

As described in the Agreement, the City, ACEA and the ACOC are committed to making the Events a model of environmental stewardship. Public transit, shuttles, bicycle rentals, bicycle sharing and secure bicycle parking areas will be promoted over use of the private vehicle through an aggressive and coordinated marketing program. A safe, convenient pedestrian circulation network accommodating large crowds will be complemented by a robust system of wayfinding and signage. Automobile use in the immediate vicinity of the key spectator areas will be controlled, not only to encourage the use of alternate modes of transportation, but also to limit the negative effects of automobile congestion in close proximity to sensitive areas along the Bay waterfront.

## **1.4.4 Strategic Adaptability**

Part of the appeal that brings the Events to San Francisco Bay is the opportunity to create a new kind of viewing experience for the

July - September 2013

Saturday	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday
					4 July Opening Ceremony	5 July Opening Series
6 July	7 July	8 July	9 July	10 July	11 July	12 July Special Event
	LVC Round Robin 1	Reserve Day	LVC Round Robin 1	Reserve Day	LVC Round Robin 1	Reserve Day
1200 Def Access 1300	1215 ETNZ vs LR		1215 ART vs ETNZ 1330 Def Access 1430		1100 Def Access 1200 1215 LR vs ART	
13 July	14 July	15 July	16 July	17 July	18 July	19 July
LVC Round Robin 2	LVC Round Robin 2	Reserve Day	LVC Round Robin 2	Reserve Day	LVC Round Robin 3	Reserve Day
1130 Def Access 1200 1215 LR vs ETNZ 1330 Def Access 1400	1130 Def Access 1200 1215 ETNZ vs ART 1330 Def Access 1400		1215 ART vs LR 1330 Def Access 1430		1100 Def Access 1200 1215 ART vs ETNZ	
20 July	21 July	22 July	23 July	24 July	25 July	26 July
LVC Round Robin 3	LVC Round Robin 3	Reserve Day	LVC Round Robin 4	Reserve Day	LVC Round Robin 4	Reserve Day
1130 Def Access 1200 1215 LR vs ART 1330 Def Access 1400	1130 Def Access 1200 1215 ETNZ vs LR 1330 Def Access 1400		1215 LR vs ETNZ 1330 Def Access 1430		1100 Def Access 1200 1215 ART vs LR	
27 July	28 July	29 July	30 July	31 July	1 August	2 August
LVC Round Robin 4	LVC Round Robin 5	Reserve Day	LVC Round Robin 5	Reserve Day	LVC Round Robin 5	Reserve Day
1130 Def Access 1200 1215 ETNZ vs ART 1330 Def Access 1400	1130 Def Access 1200 1215 ETNZ vs LR 1330 Def Access 1400		1215 ART vs ETNZ 1330 Def Access 1430		1100 Def Access 1200 1215 LR vs ART	
3 August	4 August	5 August	6 August	7 August	8 August	9 August
Reserve Day	Reserve Day	Reserve Day	LVC Semi Final	LVC Semi Final	Reserve Day	LVC Semi Final
			1230 Def Access 1300 1315 SF - Race 1 1430 Def Access 1500	1230 Def Access 1300 1315 SF - Race 2 1430 Def Access 1500		1315 SF - Race 3 1400 Def Access 1500
10 August	11 August	12 August	13 August	14 August	15 August	16 August
LVC Semi Final	Reserve Day	LVC Semi Final	LVC Semi Final	Reserve Day	LVC Semi Final	Reserve Day
1230 Def Access 1300 1315 SF - Race 4 1430 Def Access 1500		1200 Def Access 1300 1315 SF - Race 5*	1315 SF - Race 6*		1200 Def Access 1300 1315 SF - Race 7*	
17 August	18 August	19 August	20 August	21 August	22 August	23 August
LVC Final	LVC Final	Reserve Day	Challenger & Defender Access 1100 - 1600	LVC Final	1200 Def Access 1400	Reserve Day
1230 Def Access 1300 1310 Final - Race 1 1340 Def Access 1400 1410 Final - Race 2	1230 Def Access 1300 1310 Final - Race 3 1340 Def Access 1400 1410 Final - Race 4			1310 Final - Race 5 1410 Final - Race 6		
24 August	25 August	26 August	27 August	28 August	29 August	30 August
LVC Final	LVC Final	Reserve Day	Challenger & Defender Access 1100 - 1600	LVC Final	1200 Def Access 1400	LVC Final
1310 Final - Race 7 1340 Def Access 1400 1410 Final - Race 8* 1440 Def Access 1510	1310 Final - Race 9* 1340 Def Access 1400 1410 Final - Race 10* 1440 Def Access 1510			1310 Final - Race 11* 1410 Final - Race 12*		1310 Final - Race 13* 1430 Def Access 1530
31 August	1 September	2 September	3 September	4 September	5 September	6 September
Reserve Day	Red Bull Youth AC 1100 - 1400 Challenger & Defender Access 1400 - 1600	Red Bull Youth AC 1100 - 1400 Challenger & Defender Access 1400 - 1600	Red Bull Youth AC 1100 - 1400 Challenger & Defender Access 1400 - 1600	Red Bull Youth AC 1100 - 1400 Challenger & Defender Access 1400 - 1600		
7 September	8 September	9 September	10 September	11 September	12 September	13 September
America's Cup Match	America's Cup Match	Superyacht Regatta	America's Cup Match	Superyacht Regatta	America's Cup Match	Superyacht Regatta
1310 AC Match - Race 1 1410 AC Match - Race 2	1310 AC Match - Race 3 1410 AC Match - Race 4	1100 Start	1310 AC Match - Race 5 1410 AC Match - Race 6	1100 Start	1310 AC Match - Race 7 1410 AC Match - Race 8	1100 Start
14 September	15 September	16 September	17 September	18 September	19 September	20 September
America's Cup Match	America's Cup Match	Reserve Day	America's Cup Match	Reserve Day	America's Cup Match	Reserve Day
1310 AC Match - Race 9 1410 AC Match - Race 10*	1310 AC Match - Race 11* 1410 AC Match - Race 12*		1310 AC Match - Race 13* 1410 AC Match - Race 14*		1310 AC Match - Race 15* 1410 AC Match - Race 16*	
21 September	22 September	23 September	24 September	25 September	26 September	27 September
America's Cup Match						
1310 AC Match - Race 17*						

Figure 2: Calendar of Race Events

Credit: America's Cup Event Authority - updated June 7, 2013



highest level of competitive sailing, with races held in close proximity to urban areas and accessible shoreline, instead of on the open seas.

Accordingly, the City has sought and will continue to seek to seed the strategies set forth in the People Plan with a measure of adaptability to allow for the strategic deployment of a finite amount of transportation resources across the spectrum of transportation demands associated with the Events. This will be conducted in accordance with the expected demands of each day, while essentially maintaining current transportation levels of service in the City and Bay Area. As a planning matter, this effort included the use of the 2012 Events as a pilot or testing ground for the strategies that will be employed more widely for the 2013 Events, i.e., which are of longer duration and will generate greater spectator interest than the 2012 Events. On an ongoing basis, this effort will include the monitoring and analysis of transportation demand and potential opportunities, so that informed decisions can be made on a day-to-day or hour-to-hour basis to foster the provision of the most effective transportation and universal access options to the widest range of users.

For initial planning purposes, the days during which the Events take place in 2013 will be allocated into two groups of prototypical plan implementation days, so that the transportation resources can be more adequately planned for and deployed between July 4 and September 21, 2013: the majority being average weekdays and certain weekends between July 6 – September 6, and others being described as “peak” or “superpeak” race days, typically weekend and holiday days when races and related events are planned that are projected to draw larger crowds. The specific dates of these peak race days may change due to weather and to adjustments in race match-ups, schedules, crowd projections or overriding, compelling safety and logistics factors: for these reasons, the exact dates of peak and non-peak race days can only be estimated and as they vary

over the course of the summer, will be coordinated between ACEA, SFMTA-SET, ACRM, the Coast Guard and other entities charged with effective day-to-day planning responsibilities.

The expected attendance characteristics of these days will be further refined as the race schedule is better defined, and additional prototypical days could be added to this initial list. In addition, the planning efforts and lessons learned from the 2012 Events will serve to further define the types and characteristics of such days.



“Whatever we do, whatever we build, whatever we improve, has got to be an improvement that benefits all San Franciscans for future generations to come. We’re looking at transportation and the infrastructure that we invest in with a future that will not only handle the 200,000 people a day, the millions of people that come here, but will benefit our city in the long run.”

- **Mayor Ed Lee**



## 1.4.5 Positive Legacy

The People Plan recognizes that the Events represent a unique moment in the history of the City and San Francisco Bay Area in providing enjoyment and other benefits to residents and visitors alike. Therefore, development of the strategies laid out in this Plan has been and will be informed not only by the specific Events in question, but also by considerations of how these efforts can create a positive legacy for future transportation services in the Bay Area.

Positive legacy considerations include the following:

1. SFMTA-SET and the supportive information programs, tools and processes that can be applied on a wider basis for future special events;
2. Base-level transportation planning, operations and investments that accommodate large numbers of people (themselves traveling to the waterfront destinations) that are the subjects of improvements as legacy benefits (such as the projects being developed at lands under Port of San Francisco jurisdiction as described further below);
3. Environmental justice and social equity benefits in terms of developing models for reliable and affordable transportation connections to and from underserved communities;
4. Partnerships among transportation agencies allowing access to additional resources without incurring excessive costs;
5. Plans, strategies and outcomes that demonstrate successful, coordinated and efficient partnerships among the myriad of Bay Area transportation service providers;
6. New techniques and mechanisms that return more revenue, more directly, to the transportation service providers; and
7. Capital improvements to non-revenue transportation infrastructure.

“The “super” race-day weekend in October 2012 and the exciting final races in 2013 showed that San Francisco and the Bay Area was well-prepared for hosting this international event. The People Plan set sustainable transportation goals, and we exceeded them.

**- Edward Reiskin, Director of Transportation, San Francisco Municipal Transportation Agency**



**Figure 3: Cycletrack along Embarcadero**

**Above: in 2012**  
**Credit: Streetsblog San Francisco**

**Below: rendering**  
**Credit: SPUR**









# Event Locations

The first step in developing a transportation plan for the America's Cup Events was to analyze the likely destinations of the Participant and race viewer populations. That understanding was then used to develop strategies for handling the increase in transportation demand resulting from the race viewers, while ensuring accessibility for race staff as well as residents, commuters and other travelers not affiliated with the Events.

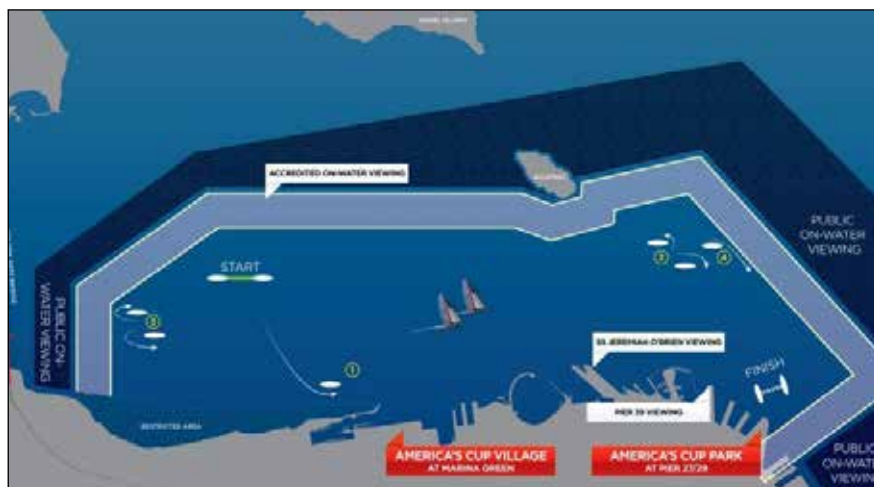
## 2.1 Analytical Approach

As described above, ACEA and ACRM, together with the City of San Francisco, have developed innovative, never-before-seen public access and race viewing opportunities in the so-called "natural amphitheater" of San Francisco Bay. Unlike more traditional sporting events and amphitheatres, there is no single facility or venue that can be expected to attract the majority of visitors. Rather, the program of events and ACEA facilities creates an array of locations (based primarily in San Francisco) that include major spectator venues and programs to attract, manage and support public enjoyment of the races. In addition, other locations in San Francisco and in the North Bay can be expected to attract varying levels of spectators and associated transportation demands that are addressed in this People Plan. The two primary drivers for the 2013 Events' transportation demands are the (i) construction of America's Cup Event-related facilities on Port of San Francisco lands along the City's northeast and central waterfront; and (ii) waterfront locations with views of the race area identified by ACRM, as depicted in **Figure 4: the "Primary Race Area**. Analysis of the transportation programs of the 2012 Events has allowed refinements and revisions to be made, as necessary, to better accommodate the needs of the 2013 Events.

## 2.2 Race Area Viewing Locations

### 2.2.1 The Race Area

The Race Area extends roughly from Pier 27 (the Embarcadero at Battery) in the east to the Golden Gate Bridge to the west, and from Alcatraz Island to the north to the San Francisco waterfront to the south. This represents the maximum area within which the races may be conducted, and includes the potential for races in 2013 to start and/or finish in close proximity to the America's Cup Park at Piers 27 and 29. To protect sensitive wildlife habitat and species at Alcatraz Island and at the Crissy Field Wildlife Protection Area, the project sponsors have agreed to prohibit race-related motorized boating activities within NPS-designated offshore waters at those two locations.



**Figure 4: Races Area**  
**Credit: America's Cup Event Authority**

## 2.2.2 Waterfront Locations in Closest Proximity to the Race Area

The location of the Race Area prompts a focus on transporting Race Viewers to and from waterfront areas with uninterrupted lines of sight. The City and ACEA are therefore focusing their efforts to optimize public viewing and enjoyment of these sites, while balancing the protection of sensitive habitat and cultural resources that make these areas so valuable. To that end, the strategies identified under this People Plan for further analysis and/or implementation emphasize the provision of transportation options along these waterfront corridors. The City is working with ACEA and the relevant

trustee agencies to evaluate potential Event-related programming at the park lands listed below. In particular, City staff is coordinating with staff from the Presidio Trust and the National Park Service to develop environmental and transportation impact and mitigation strategies relating to increased visitor demand from the Events, and from places like Cavallo Point and Marin Headlands. These locations present attractive viewing opportunities, but are constrained by limited transportation access.

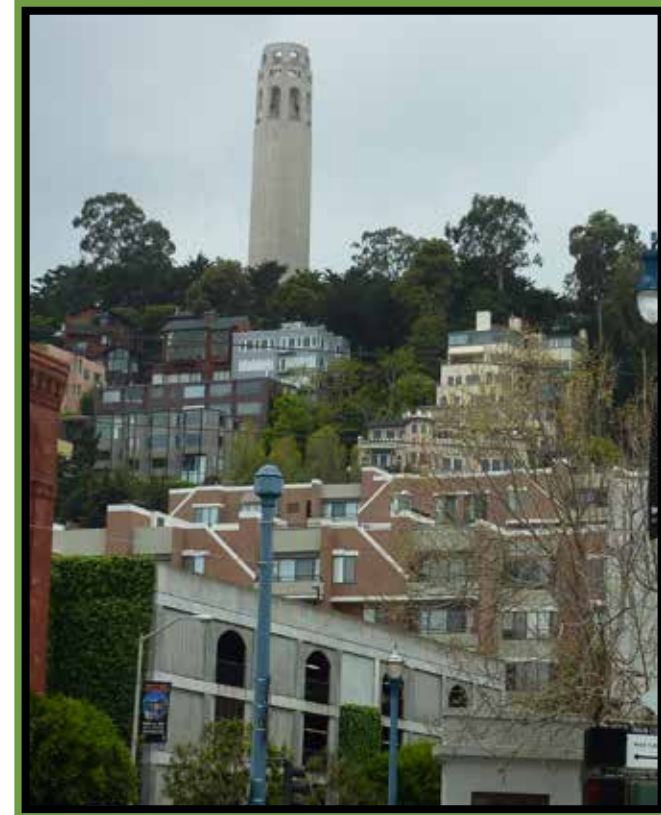
The following sites are immediately adjacent to the Race Area and are accessible to the public. As a result they can be expected to attract varying levels of spectator traffic:

1. The Presidio (Presidio Trust)
2. Crissy Field (National Park Service/GGNRA)
3. The America's Cup Village at Marina Green (SF Recreation and Park Department)
4. Fort Mason (National Park Service/GGNRA)
5. Aquatic Park (National Park Service/SFNMHD)
6. The Fisherman's Wharf/Pier 39 Area (Port of San Francisco)
7. The America's Cup Park at Piers 27 and 29 in 2013 (Port of San Francisco)
8. The team bases at Piers 30-32, and the accessible areas between Pier 29 and Pier 39 with views of the Race Area (Port of San Francisco)
9. Fort Baker (National Park Service/GGNRA)
10. Angel Island State Park (California Department of Parks and Recreation)
11. Alcatraz Island (National Park Service/GGNRA)
12. Treasure Island and Yerba Buena Island (Treasure Island Development Authority)
13. Piers 19 and 23

## 2.2.3 Nearby Hilltop Locations

In addition to the viewing sites located in areas more specifically addressed in this Plan (Fort Mason, Aquatic Park, Marina Green, Crissy Field, etc.), some hilltop parks and open spaces in San Francisco were identified in 2011 as being possibly attractive for viewing for their broad sightlines. However, the 2012 experience, including the much-larger crowds drawn by the combined Fleet Week/AC34 October weekend, demonstrated that demand for race viewing was not particularly strong from such sites as Pioneer Park on Telegraph Hill, Alice Marble Tennis Courts, Ina Coolbrith Park, Russian Hill Park and Open Space, Inspiration Point in the Presidio, Alta Plaza and Lafayette Park, Angel Island, Vista Point, or Fort Baker and the Headlands in Marin County.

While the SFMTA-SET determined at its post-2012 reconnaissance briefings that large crowds in these areas would be unlikely for 2013, the team is structured to respond quickly and efficiently to congestion and illegal parking concerns should the Louis Vuitton Challenger Series or the America's Cup Finals prove to be more attractive to viewers at these sites after all.



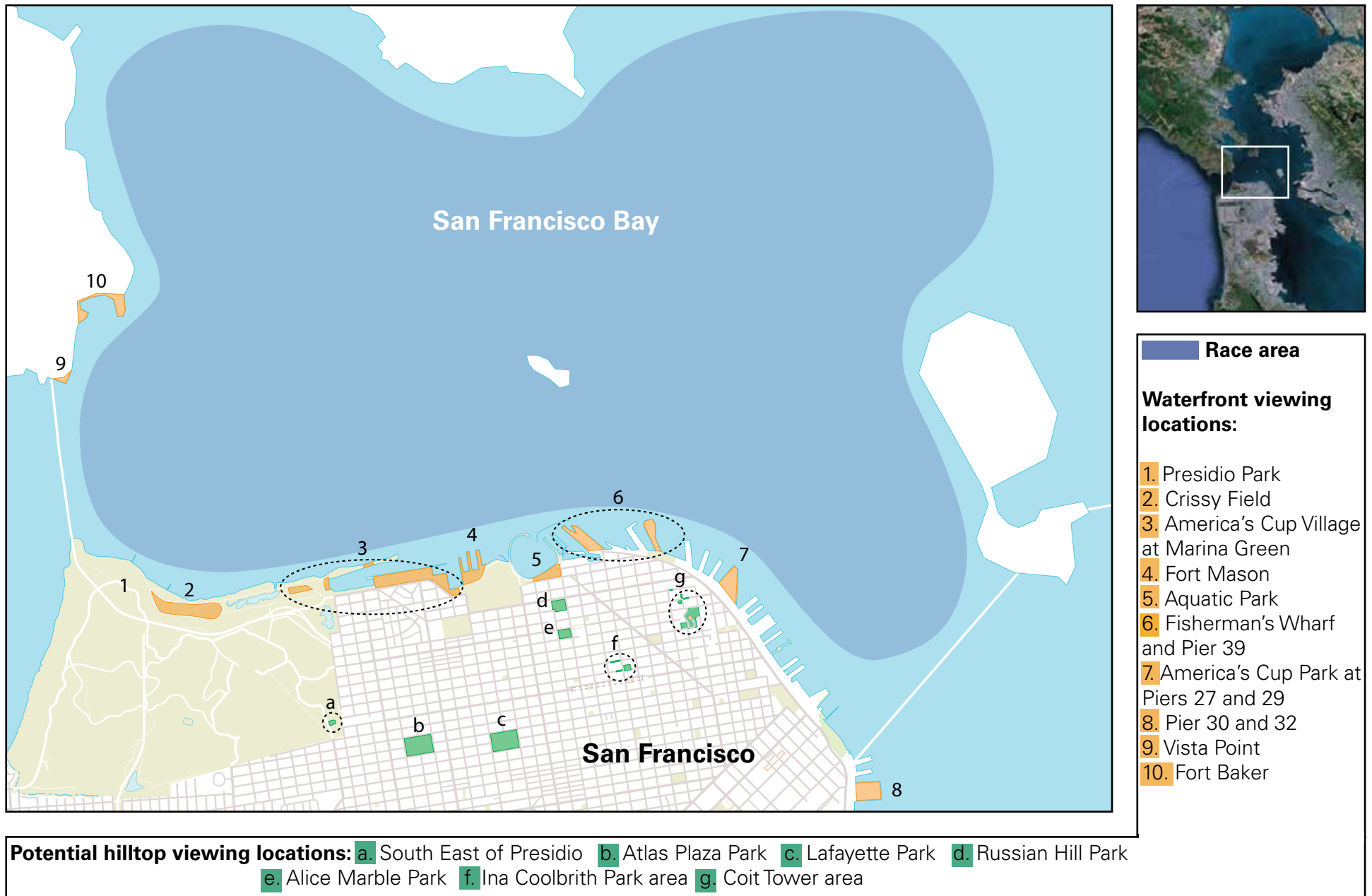


Figure 5: Viewing locations related to the America's Cup



A person wearing a white t-shirt, light-colored shorts, and a red cap is riding a red bicycle on a paved path. The person has a blue backpack. In the background, the Golden Gate Bridge is visible, spanning across a body of water. The bridge's towers and suspension cables are clearly seen. The sky is clear and blue. The overall scene is bright and sunny.

# Multi-Modal Transportation Strategies

The recommendations of the People Plan are truly multi-modal, serving a City and region of tremendous transportation diversity.



San Francisco is known as a “walker’s paradise.” The People Plan places pedestrian circulation as a top priority.

Credit: ACEA/Gilles Martin – Raget

Accommodating the bicycle for the summer 2013 events will get a big boost when San Francisco’s bicycle sharing pilot makes its debut.



Taxis are not only a convenient choice, but an increasingly environmentally sustainable one in San Francisco.



**AREAS OF TRANSIT  
COVERAGE**





- Muni Metro
- Muni Bus
- Regional Bus
- Ferries
- BART
- Rail



The more than two dozen transit operators in the nine-county Bay Area comprise a vast fleet of local and regional bus, streetcar, cable car and light rail option operators. None carrying more daily riders than SFMTA.

Heavy rail and commuter rail, represented by BART, Caltrain, ACE and Capitol Corridor, link together six of the nine Bay Area counties.



Credit: Streetsblog San Francisco



The ferry network on San Francisco Bay, currently links cities in five counties to the San Francisco waterfront

## 3.1 Multi-Modal Transportation

The streets of San Francisco are multi-modal: pedestrians, transit vehicles, automobile, vanpool, shuttles, trucks, motorcycles and bicycles all share limited right-of way. As planning decisions for the Events that affect these streets necessarily affect all modes, the People Plan goals aim to balance flow and operations for safety, efficiency and livability. The programs listed below generally focus on one particular mode, but they acknowledge this balancing act and the need for trade-offs to be made well in advance or on the day of a specific race event. Some programs, such as Transportation Demand Management, are specifically intended to influence the behavior of people making trips, highlighting the trade-offs and facilitating choices that are most in line with overall People Plan goals.

Achieving the best balance of safety, efficiency and livability is a logistic and financial undertaking. To further support effective planning and inform next-steps, preliminary cost estimates of People Plan programs and strategies were developed, but will be further refined near or after the conclusion of the Events to ensure greater accuracy and inform future planning for special events. The multi-modal summary of both Event-related capital and operating costs will include the following:

1. Transit operating costs
2. Transit capital costs
3. Temporary traffic and pedestrian safety barriers
4. Automobile traffic signage/wayfinding
5. Traffic/transit Signal work

6. Curb paint and construction
7. Automobile parking management and information systems
8. Crosswalk work
9. Pedestrian signal work
10. Street furniture and Landscaping
11. Bicycle Sharing expansion
12. Bicycle and pedestrian signage/wayfinding
13. Bicycle parking (valet and self-park corrals)

The specific service expansion plans for each transit operator providing augmented service during the 2013 Events will include hours of operation, frequencies, vehicle capacities and route specifics for each service proposed. Per-day weekend costs for each operator service are based on these service expansion plans.

As much as the People Plan is a living document subject to refinements and clarifications, so is this exhibit: a useful tool to ensure adequate resources are in place to execute the People Plan programs and strategies, and to leverage additional resources that will support the local and regional transportation agencies partnering to implement the People Plan.

## 3.2 Transit Operations

The People Plan's guiding principles combined with the limited parking and travel capacity along the roadways in the vicinity of the waterfront race viewer destinations provide strong arguments favoring emphasis on transportation alternatives to the private automobile. The provision of robust transit options can create environmental sustainability and resource efficiency benefits while

laying the groundwork for a positive legacy of improved transit operations in these areas often frequented by residents and visitors alike.

### 3.2.1 Overall Strategies

The focus on transit strategies has been based on the increase in frequency of service along existing routes, with certain modifications to better serve planned Event activity and viewing locations. Using existing routes will reduce confusion for those familiar with the City's transit system, or for visitors with system maps. The route modifications and limited stop service are intended to increase efficiency of travel from regional transportation hubs to waterfront corridor locations on peak race days, while still maintaining basic service levels on all lines around the City and region.

The novelty of the Event format combined with the challenge of providing visitor projections at this planning stage require the development of criteria for increasing service above the baseline as conditions and demands warrant. Decisions under those criteria will be resource-driven, and adaptability among strategies, guided by SFMTA-SET, will facilitate the selection of the most effective options as we learn more about race viewer transportation and attendance patterns. For this reason, the proposed transit schedule changes developed for peak race days are indicated as a network graphic in this Plan, but the more precise schedule details may need to be adjusted to accommodate crowds avoiding excessive provision of supply based on actual day-of demand.

As noted throughout this People Plan, a factor in the success of the Events will be providing information, maps and signage to those making travel decisions and those assisting others in making

such decisions. Accordingly, this People Plan includes an effective communications plan to enable residents, workers, visitors and race management entities to incorporate transit options and the other Event transportation strategies in the early stages of planning their activities and transportation arrangements, including non-English speakers and persons with disabilities.

Another key factor in the success of transit use during the Events is fare simplicity. The Transportation Demand Management (TDM) section of the People Plan details the objectives behind promoting the Clipper Card as a simple, regional-to-local fare card serving the main transit providers in San Francisco. Perhaps more important to San Franciscans using the augmented transit service is this Plan's inclusion of on-going acceptance of basic fare programs separately from those devised for the 34th America's Cup: e.g., the Muni Fast Pass, one-time fares, issuances of transfers. **Figure 6: Transportation services for the 2013 America's Cup** depicts some of the proposed transit enhancements along selected routes that would serve the Events, as further described below.

### 3.2.2 Local Transit

#### Muni Bus: Increase Frequency on Key Existing Routes

The **E and F line rail** services are the primary means for moving people along the Embarcadero to and from Muni Metro, BART, Caltrain and the ferries, but additional Muni bus capacity is needed to travel to viewing sites in the national park areas west of Fisherman's Wharf.

The **22 Fillmore** provides local service, providing a number of key connections at the 16th Street BART Station, the Church Street

# PUBLIC TRANSPORTATION SERVICES FOR THE 2013 AMERICA'S CUP

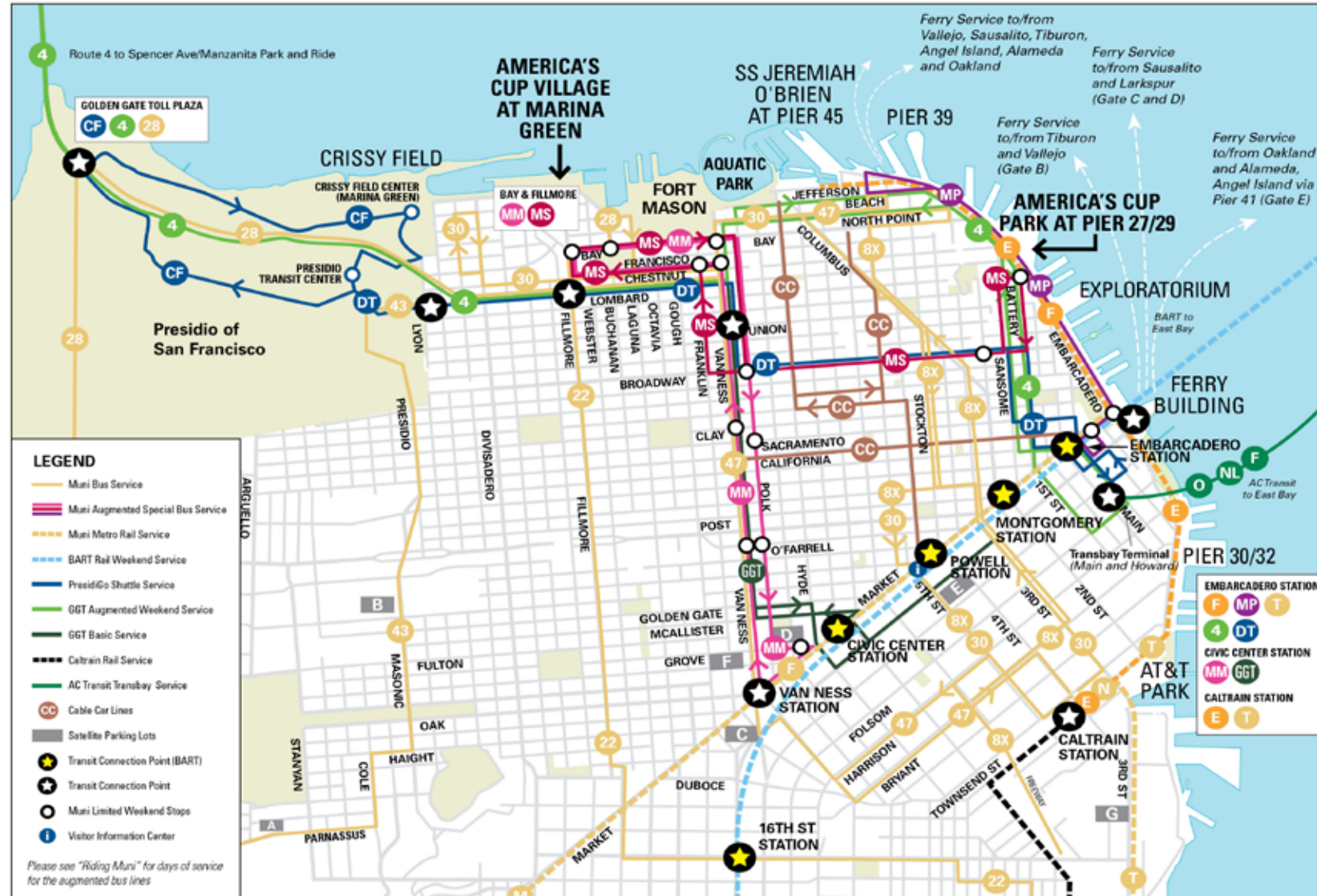


Figure 6: Public Transportation Services for the 2013 America's Cup

Muni Station, and the 38 Geary line, before terminating near Fort Mason and Marina Green.

The **28 19th Avenue** provides local service connecting the Presidio and Fort Mason with such major Muni lines as the N Judah and the 38 Geary. The **28L “Limited”** runs more rapidly along the same western San Francisco alignment, but stops south of the Presidio. The 28L now stops in the Presidio (at Presidio Bl. and Letterman Dr.) and continues on to Fort Mason through the Lombard Gate.

Construction activity along the temporary Doyle Drive (to be renamed Presidio Parkway) may create a barrier separating Crissy Field to the north from the Presidio to the south. Terminating the route at the Toll Plaza avoids congestion along the temporary Doyle Drive, and provides access to viewing points at Fort Point and the west end of Crissy Field. All other SFMTA buses will serve the east side of the Presidio. From the Toll Plaza, spectators would be able to walk down the hill or connect with the Golden Gate Transit Route 4 bus, other GGT buses, and the Presidio shuttles.

The **30 Stockton** provides a number of key connections, including the Fourth and King Caltrain terminal and the Powell Street BART station, a transfer point near the E/F line terminus at Fisherman’s Wharf, and direct access to the major tourist destinations of Union Square, Chinatown and North Beach. It runs adjacent to Marina Green and near the national park areas of Fort Mason and Crissy Field.

The **30X Marina** provides express service to the northern waterfront viewing areas from downtown transit hubs, including BART stations and the Temporary Transbay bus terminal. An augmented Muni line roughly paralleling this line (shown in **Figure 6** as the MS Shuttle) would run on peak weekends before and during the Finals with limited stops starting at Levi Plaza near the America’s Cup Park at Piers 27/29 and then continuing along Broadway, Van Ness and through

the Marina, terminating near Marina Green. Specific stops on Kearny and Broadway Streets would be developed to accommodate both tourist access and the needs of residents, as well as the goal of rapid cross-town access for all users.

The **43 Masonic** provides local service, connecting the central portions of San Francisco with such major Muni Metro lines as the K/L/M at Forest Hill Station, the N Judah in Cole Valley, the UCSF Parnassus campus and the 38 Geary, and also serves the Presidio before terminating near Fort Mason.

The **47 and 49 Van Ness Lines** provide key north-south connections between the Civic Center area and Fort Mason that allow travelers to avoid potential congestion along the Embarcadero or closer to downtown. This corridor is proposed for augmentation by a dedicated peak race day service between Civic Center BART and the Fort Mason area (shown in **Figure 6** as the MM Shuttle). It will provide limited stops from Civic Center (close to the BART station entrance at Eighth/Market Streets) to Fort Mason.

### **Muni Light Rail/Streetcar: Increase Frequency of Embarcadero Lines**

The dedicated Embarcadero rail right-of-way is critical to the effective transport of Race Viewers along this key corridor to bypass congestion while maintaining and augmenting capacity for residents and commuters who need to access these same areas for reasons unrelated to the Events. The existing rail lines will provide service from different points in the City to the northeast waterfront and will provide key connections between regional transportation hubs and the Event (and other) attractions on Port of San Francisco lands along the Embarcadero. North of Howard Street the Embarcadero rail right of way is limited to historic





streetcars due to overhead wire limitations. South of Howard the overhead wire and station platforms can accommodate either historic streetcars or the larger Breda Light Rail Vehicles

The Breda vehicles utilized by the **N-Judah and T-Third lines** provide high volume service from the western part of the City through the Market Street subway, connecting with BART, and then south along the Embarcadero to the Caltrain terminal at Fourth and King.

The **F-Market and Wharves line** currently provides historic streetcar service along Market Street, and then north to Fisherman’s Wharf. The F-line streetcars have become popular with tourists and residents, though they are smaller than the Breda vehicles and generally operate at full capacity, even without the added attraction of the Events.

A proposed service augmentation of the F-line would run between the Ferry Building and Fisherman’s Wharf throughout race days as needed to provide roughly a five-minute headway between streetcars. This is enhanced with a service between the America’s Cup Park at Piers 27/29 and the Ferry Building/Market Street Corridor to increase capacity for both visitors to Pier 27/29 and for residents and employees on the east side of Telegraph Hill. Originating this bus service (and using the protected rail right-of-way) from the Embarcadero station at Greenwich or Chestnut on peak race-day weekends allows full-capacity bus service to transit hubs like BART, Muni Metro and the ferries. Operating these augments to the F-line may require temporary removal of parking on Mission Street between Steuart and the Embarcadero to allow streetcar layover that would not obstruct the operation of the E-Line. For reasons of both safety and transit reliability, barricades sourced by the City are likely to be necessary at the streetcar terminal near Fisherman’s Wharf to separate pedestrian and bicycle traffic from the rail rights-of-way.

In addition, historic streetcars have also been proposed for use as the E-Embarcadero line on peak race days, running the length of the Embarcadero from Fourth and King in the south to Fisherman’s Wharf in the north, based on the successful “pilot” of this service in 2012. In the event of an emergency during periods when the Embarcadero roadway is congested, the protected rail right-of-way for both the F- and the E-lines additionally provides an emergency vehicle access route option along the Embarcadero.

SERVICE CATEGORIES*	LINES			
	 Marina-Pier 27 Shuttle	 Market-Marina Shuttle	 Market-Pier 39 Shuttle	 E-Embarcadero Line
Select Weekday Race Days	✓	✓		
Weekend Race Days	✓	✓		
Select Weekend Race Days	✓	✓	✓	✓
Red Bull Youth America’s Cup			✓	

\*Go to [www.sfmta.com/AC](http://www.sfmta.com/AC) or call 311 for calendar of services by day. Service is subject to change.

**Figure 7: Transit Schedule Table during the Events**

### Muni Cable Car

San Francisco’s iconic cable car system provides a number of connections at locations with strategic significance to the Events. These include linking the Ferry Building area with the Van Ness Avenue bus corridor, as well as linking the Market Street corridor with the northern waterfront. The cable car speeds and capacity are limited, but they continue to be an attraction for visitors seeking a uniquely San Franciscan transit experience.

Tourists in San Francisco often make the cable car a destination in itself, as well as a means of transportation. While the Powell Street turntable is typically the site of throngs of tourists in lines so long that the wait can exceed an hour, the California Street cable car line typically has no waiting line and serves the Ferry Building area of

the waterfront. Widely sharing this information through concierges, on-line travel tip services and 511 for tourists who simply want to ride a cable car may relieve the burden at Powell Street, balance the crowds and reward a larger number of visitors with a positive experience.

### **Partnerships that Support Customers: Presidio Shuttle (PresidiGo)**

The **PresidiGo shuttle** currently provides three routes: two around the Presidio National Park (one serving the Golden Gate Bridge and Crissy Field and one serving destinations in the southern portion of the park) and one connecting the Presidio with Downtown San Francisco locations, including Muni, BART, and Transbay Terminal transit options. The intra-park shuttle routes (Around the Park) run on weekdays and weekends, while the downtown shuttle operates only on weekdays. Both networks connect to the Presidio Transit Center in the Main Post.

To supplement transit service between the Presidio and downtown San Francisco, the PresidiGo will operate its weekday Downtown shuttle routes on peak race-day weekends for the general public.

The shuttles would stop outside the Presidio, at Lombard and Fillmore, Van Ness and Union, Broadway at Battery and Sansome, near Embarcadero BART/Muni and at the Transbay Terminal; these stops offer links to augmented service by Muni and Golden Gate Transit. This sharing of stops facilitates interregional transit cooperation to reduce crowding on these transit services and to satisfy non-Event (e.g., commuting, museum travel, school) travel needs in this corridor. The shuttle also goes into the park and terminates at the Transit Center, which allows passengers to connect with the Crissy Field route.

## **3.2.3 Regional Transit**

### **Bus**

Where regional bus service is proposed to complement Muni service (as outlined below), the coordination of regional and local bus operations will be needed in advance of the 2013 Events. This coordination may include agreements to:

1. temporarily share resources and facilities, (drivers, mechanics, buses, vehicle storage, layover and operator break facilities, shelters, transit information at shelter monitors and transfer points),
2. facilitate driver orientation for route/stop familiarity, and,
3. where buses at on-street stops queue, the removal of on-street parking at bus zones to lengthen the curb zone for loading and unloading buses.

### **Golden Gate Transit**

For the 2013 event weekend peak race days, Golden Gate Transit proposes augmenting the 4 line. This augmented line would serve the same northern waterfront corridor in San Francisco as the regular 4 line and would be shortened to circulate between the Transbay Terminal and Manzanita Park-and-Ride Lot. The augmented line as well as all other Golden Gate Transit lines would be configured to permit local drop-off/pick-up service in San Francisco, using the existing Golden Gate bus stops. All buses Golden Gate operates in San Francisco have a seating capacity of either 40 or 57 passengers, and agency policy permits up to 10 standees per bus. The 4 "Short" line runs from the Manzanita Park-and-Ride Lot in southern Marin County to the Embarcadero BART/Transbay Terminal area via the Presidio, the Marina, Fisherman's Wharf, eastside Telegraph Hill and

the Financial District to South of Market. Like the regular Golden Gate lines, the 4 “short” is proposed to provide local (on/off in San Francisco) service throughout the day to accommodate event activity, complementing Muni’s augmented and regular waterfront service, providing a Marina-to Pier 27/29 link, and serving the eastside Telegraph Hill-to-Market corridor. Each of the buses Golden Gate would operate on the augmented 4 line would have a seated capacity of 40 passengers.

## **Rail**

### **Bay Area Rapid Transit (BART)**

BART proposes to increase capacity on an as-needed basis for the Events on its frequent, regional rail lines that serve San Francisco, Alameda, Contra Costa and San Mateo Counties, the Oakland and San Francisco International Airports, as well as the Richmond, Emeryville (via shuttle) and Oakland Coliseum Amtrak stations. The prime viewing sites for the Events along the San Francisco waterfront are reachable from Embarcadero BART on foot, by bicycle and by transit. A key objective of the People Plan is to improve these connections to BART for capacity, comfort, orientation and safety. The main BART Stations highlighted for access and local connections, possibly with ambassador support to guide visitors looking to reach to AC34 venue sites, are at the **Embarcadero** and **Civic Center/UN Plaza**.

BART proposes to support the Events with focused augmentation of its services, particularly on peak weekend race days. These augmentation proposals will typically include extended trains as demand warrants, and coordination with other events in San Francisco that might be better accommodated with extended service / enhanced frequency. These service and schedule changes will be determined in regular coordination with SFMTA-SET.

Service to San Francisco International Airport (SFO) - Trip-planning information provided by BART, 511, SFTravel, the 34th America’s Cup Eventsite, and others will promote BART as a primary means of reaching San Francisco from SFO as the alternative to driving. Where feasible Clipper Cards will be provided with local hotel bookings when making reservations. Pre-purchase of round trip vouchers from the BART website and a special pre-loaded, configurable version of the Clipper Card specifically designed to support the Events will be promoted.

Service to Oakland International Airport (OAK) - As with SFO above, trip-planning polices will promote BART as the primary transfer option for San Francisco-bound visitors from OAK, along with pre-purchase of tickets and the Clipper Card via BART, 511, and other websites as feasible.

BART Parking Strategies for Weekdays and Weekends in 2013 - BART service is especially frequent between West Oakland and Daly City, which may serve as key intercept points for regional bus and shuttle transfers and for bicycle and carparking. Stations with extensive parking capacity, such as Millbrae, will also be promoted. BART and MTC will assist the City in ongoing evaluation of East Bay, Peninsula BART stations as remote satellite parking sites.

### **Caltrain**

Caltrain provides regional rail service between San Francisco, San Mateo, and Santa Clara Counties, and connects to the San Jose and San Francisco International Airports. In addition, Caltrain connects with Amtrak, Capitol Corridor and ACE trains at the Santa Clara and San Jose Diridon stations. The prime viewing sites for the Events along the San Francisco waterfront are reachable from the San Francisco Caltrain station, located at Fourth and King Streets, on foot, by bicycle, bus and rail Muni service and potentially by shuttle. Improving these connections to Caltrain for capacity, comfort, orientation and safety is a key objective of the People Plan.



Similarly, Caltrain proposes to support the Events with focused augmentation of its services, particularly on peak weekend race days. These augmentation proposals are outlined below:

Weekends 2013 - Caltrain is capable of augmenting regular service as-needed on peak race-day weekends with two extra weekend trains in each direction during the Events, each carrying 650-800 people and 50-80 bicycles, provided that there are no home Giants games. On those days, extra service is already provided. When feasible, additional trains could operate up to two hours before the event (northbound) and two hours after the event (southbound).

On-Train Bicycle Storage - All Caltrain trains have two bicycle cars. However, the exact capacity may vary from train to train. Some train sets have space for 48 bicycles per train and others have space for 80 bicycles per train. This will assist in accommodating the bicycle-transit link that supports overall People Plan goals for the 2013 Events.



Credit: executive education

## 3.2.4 Waterfront Transport

### Ferry

Ferries represent a high-capacity mode of transport that can provide connections to the waterfront corridor while removing some land-side congestion. Operating agencies include **Golden Gate** (to Larkspur and Sausalito), **WETA** (to Oakland, Alameda, Vallejo, South San Francisco and, in the near future, Treasure Island) and **Blue and Gold** (to Tiburon and Angel Island).

For more than four decades, the Metropolitan Transportation Commission (MTC) has supported various forms of coordination. For example, in 2007-2008, it formally introduced the Clipper Card, a universal transit fare instrument that facilitate ferry-land-side transfers. Interagency collaboration between MTC, ferry providers and ferry-served cities (e.g., Tiburon, Larkspur, Vallejo, Oakland) can complement San Francisco-based management of ferry access demand and related demand for automobile and bicycle parking at terminals outside San Francisco.

The demand for ferry terminal parking, and the ability to connect remote parking lots with the terminals, varies between weekends and weekdays, based on regular commute patterns. Strategies to manage these weekend-weekday differences can include adjacent parking facilities of land uses whose “peak” demand periods best complement the demand of a given race day (e.g., job centers and school lots may be available on weekends, playground and church lots are available on weekdays).

Due to the location of the Events, ferry service could be affected by a variety of factors. In response, the Ferry routes and schedules themselves will be coordinated to minimize conflicts with the on-

water Event activities, while still delivering needed service to Race Viewers, Participants and other groups not associated with the Events.

In addition, any management of waterfront roadways will need to provide access to ferry terminals. For example, multi-modal capacity improvements will be made on the Embarcadero, and bicycle and ferry parking/shuttle programs (as described in the "Parking" and "Bicycle" sections of this Plan) will be developed at terminal areas outside San Francisco. All public dock-to-ferry connections, including floating docks at ferry terminals, must comply with accessibility standards.

Outlined below are Event service augmentation proposals that are proposed to accommodate peak race-day ferry transit demand:

### **Golden Gate Ferry (Larkspur)**

An additional crossing from Larkspur to San Francisco is possible on weekend peak race days if needed to increase transit capacity.

### **Golden Gate Ferry (Sausalito)**

Golden Gate plans to operate additional crossings between Sausalito and San Francisco during the summer 2013 season, and the additional crossings will have sufficient capacity to accommodate peak weekday and weekend race day demand.

### **WETA/Baylink (Vallejo)**

WETA is capable of running up to two extra boats for race-day weekends. This service operates from the Vallejo Ferry Terminal to the San Francisco Ferry Building and to Pier 41 in Fisherman's Wharf. One additional vessel with a capacity for 300 passengers could be added to the existing nine weekend round trips between 1 pm and 7 pm, including a trip via AT&T Park on weekends, when races and baseball games are held. In addition to the ferry service,

the Vallejo Baylink Route 200 Bus service from the Vallejo terminal to the San Francisco Ferry Building has a capacity of 55 passengers and supplements the ferry service with one weekend round trip.

### **WETA/Oyster Point (South San Francisco)**

This ferry terminal opened at Oyster Point in 2012, and WETA is proposing to inaugurate ferry service between San Francisco and the South Bay, with limited potential to support Events in 2013. Coordination between WETA and South San Francisco will be needed to support adequate parking facilities in South San Francisco and/or shuttles that could provide access to the terminal.

### **Alameda/Oakland Ferry Service (AOFS)**

This service operates from Main Street in Alameda and from Clay Street in Oakland to the San Francisco Ferry Building and to Pier 41 in Fisherman's Wharf. One additional vessel with a capacity of approximately 350 passengers could be added to the existing weekend service on peak race days. The existing AOFS service offers six weekend round trips, and is capable of being augmented by up to four weekend trips on peak race days.

### **WETA/Harbor Bay (Alameda)**

WETA proposes to offer four round trips between noon and 8pm on weekends between this facility in Alameda and San Francisco.

### **Blue and Gold (Tiburon)**

Blue & Gold currently provides service between San Francisco and Tiburon, and to Angel Island, and is considering adding midday weekend service on these routes. The attraction of Angel Island as a potential viewing site shall be included in the coordination of ferry demand management between MTC and the City of Tiburon, and on-line advance ticketing for ferry access to Angel Island could

provide a tool to manage demand and traffic in Tiburon. Additional ferry service during special events is possible, as has been provided in the past between Tiburon and San Francisco for the Fourth of July fireworks show.

WETA, Blue and Gold, and Golden Gate Ferry service planning should include additional advance coordination with MTC to universally accept the Clipper Card. Coordination with the U.S. Coast Guard and the Port of San Francisco may also be needed to ensure adequate layover space at the Ferry Building, and to accommodate any extra travel time in scheduling and vessel speed to compensate for necessary route deviations, i.e., to avoid conflicts with the race course.

### **Spectator Vessels**

There will be a number of Race Viewers and Participants who will choose to access the Events from vessels on the Bay. This traffic will be coordinated as part of the on-water permitting process and the management of the Race Area, and are addressed in the Air and Water Traffic Plan. The primary Event-related berthing locations are still under discussion in connection with the Event planning and environmental review processes. Further coordination of land-side access to these berthing locations will be a key to ensuring the efficient management of this aspect of the race viewer and Participant experiences.

### **Water Taxis**

Additional water taxi service will be evaluated as Event planning moves forward, but the current options for water taxis supporting transportation to the Event sites for 2013 appear limited to agreements with private parties of limited size, and in particular, waterside transportation connections to venue sites in the Marina Green area.

### **Other Water Transport Opportunities**

Non-transit water transportation is discussed in the America's Cup Air and Water Traffic Plan. As part of the discussion among the affected ferries and waterside regulatory and security agencies, there may be occasion to address other opportunities to incorporate water-based transportation options to further alleviate congestion on land. Such discussions could include further partnerships with existing ferry operators for additional service to new locations or potentially other initiatives, including a pilot or demonstration project for a clean, non-diesel zero or near-zero emissions water taxi that operates primarily on renewable energy, such as wind, solar, biofuels or fuel cells.



Credit: WETA

## 3.3 Bicycles

Each of the guiding principles set forth above (safety, efficiency, sustainability, adaptability and legacy) supports the establishment of cycling as a viable option for the widest possible range of Race Viewers. The relative lack of hills along the San Francisco waterfront corridor, combined with its existing bicycle pathways creates an exciting opportunity to achieve this objective. Further development of the People Plan will evaluate ways to leverage these assets to create a cycling-friendly set of Events.

### 3.3.1 Secured Bicycle Parking

An initial step in encouraging cycling is to ensure that there will be secure and convenient locations to store bicycles once the rider arrives at his or her destination. The degree of free “valet” bicycle parking provided will be appropriately-scaled according to expected visitation levels on all event days. Event planners have identified temporary bicycle valet stations along the San Francisco waterfront, near the America’s Cup Park at Piers 27/29 and at the America’s Cup Village at Marina Green. These stations will be located in close proximity to key points of interest and connecting bicycle routes.

**Figures 8: Bike Services for the 2013 America’s Cup and 9: San Francisco Bicycle Sharing Proposed Phase 1** depict the proposed Bicycle Valet parking, key bicycle routes, as well as the Bicycle Sharing Pilot Service Area and Parkwide Bicycle Rental stations.

### 3.3.2 Established Bicycle Rental and Bicycle Sharing Facilities at Strategic Locations

The People Plan identifies ways in which race viewers without their own bicycles can obtain one for a short trip or a longer duration, in each case reducing demand for other, more energy- and space-intensive transportation modes.

#### Bicycle Rentals

The City is home to a number of thriving bicycle rental businesses. Some of them already capitalize on attractions in the Fisherman’s Wharf, Presidio, Fort Mason, Golden Gate Bridge and Embarcadero areas to bolster their business. The City plans to engage in dialogue with these operations to understand the limits of their existing capacity. If after evaluating these existing rental options in relation to the potential Event-related demands it is determined that additional bike rental space or more strategic locations would be beneficial to the Events, the City could pursue a solicitation for bicycle rental concession space along the waterfront corridor or at other strategic locations like satellite parking facilities.

Other additional bicycle rental opportunities exist in San Francisco. An example is the Recreation and Park Commission-approved “Parkwide,” a bicycle rental concession serving parks throughout the City, with staffed stations at Union Square, the America’s Cup Village at Marina Green, Justin Herman Plaza and Golden Gate Park. This system allows users to pick up and drop off rented bikes and helmets at all locations. A key to the successful use of rental bikes and the Parkwide network is ready, user-friendly access to (and the dispensation of) information to guide potential users to the bike



Figure 8: Preferred Bicycle and Pedestrian Routes

service that best suits their needs and budget. Providing staff to assist with secure bicycle parking, bicycle valet services, and information and check-in/check-out services for bicycle sharing customers will be key to sustaining a robust bicycle mode-split, as well as encouraging (and informing) the expanded use of bicycles for 2013.

The People Plan encourages the review and consideration of expanding bicycle rental options outside San Francisco, where tourists may be attracted to go for bayside race viewing or for day trips while in the area.

### **Bicycle Sharing**

Similar to car sharing, bicycle sharing is a term used to describe a membership-based system of short-term bicycle rental. Members can check a bicycle out from a network of automated bicycle stations, ride to their destination, and return the bicycle to a different station. In the past few years, bicycle sharing has enjoyed a global explosion in growth with the development of purpose-built bicycles and stations that employ high tech features, like smartcards, solar power, wireless internet and GPS technologies.

With the support of the Air District and the SFMTA, the Bay Area Regional Bicycle Sharing Pilot Program will test bicycle sharing in downtown urban centers of varying sizes and population densities along the San Francisco Peninsula transportation corridor. Participating jurisdictions include the City of San Francisco and the cities of San Jose, Mountain View, Palo Alto and Redwood City. This project will demonstrate the potential to effectively reduce vehicle miles traveled by initially deploying 350 shared-use bicycles at 35 movable stations in San Francisco.

The launch of this pilot is currently targeted for August 2013. Near the event viewing areas, the SFMTA has plans to locate bicycle sharing stations adjacent to the America's Cup Park at Piers 27/29, the Ferry

Building, and major downtown transit hubs.

Bicycle sharing stations along major pedestrian corridors such as the Embarcadero will primarily be located between the major bicycle routes and the sidewalks, largely to avoid bicycle cross-traffic conflicts with pedestrians, and particularly with those in wheelchairs. The base bicycle sharing pilot already includes the transit-dense areas of Downtown/Union Square, SoMa, Mission Bay, Chinatown, and regional transit hubs therein.

While bicycle sharing is being piloted in San Francisco in August 2013, key view-site destinations outside San Francisco may wish to follow the pilot program for consideration of bicycle sharing as a supplement to bicycle rentals in these communities for the 2013 Events. This could particularly be of interest to those communities served by ferry and with constrained streets in the ferry terminal areas that are already popular with bicycle-to-ferry connections by tourists, such as Sausalito and Tiburon.

### **3.3.3 Bicycles on (and Connecting to) Transit**

Bicycles are allowed on Caltrain every day (between 50-80 per train, in "bicycle" cars only), on BART (with a current pilot to examine logistics of allowing bikes on all cars except the front car throughout the day), on Golden Gate, WETA and Blue and Gold ferries; and in quantities limited by bicycle rack capacity, on Muni buses, AC Transit (two per bus) and Golden Gate Transit (three per bike rack, or two in luggage bays on certain vehicles). All Caltrain trains have two bicycle cars, however, the exact capacity may vary from train to train. Some train sets have space for 48 bicycles per train and others have space for 80 bicycles per train. Muni Metro only allows riders to carry on small, foldable bicycles.

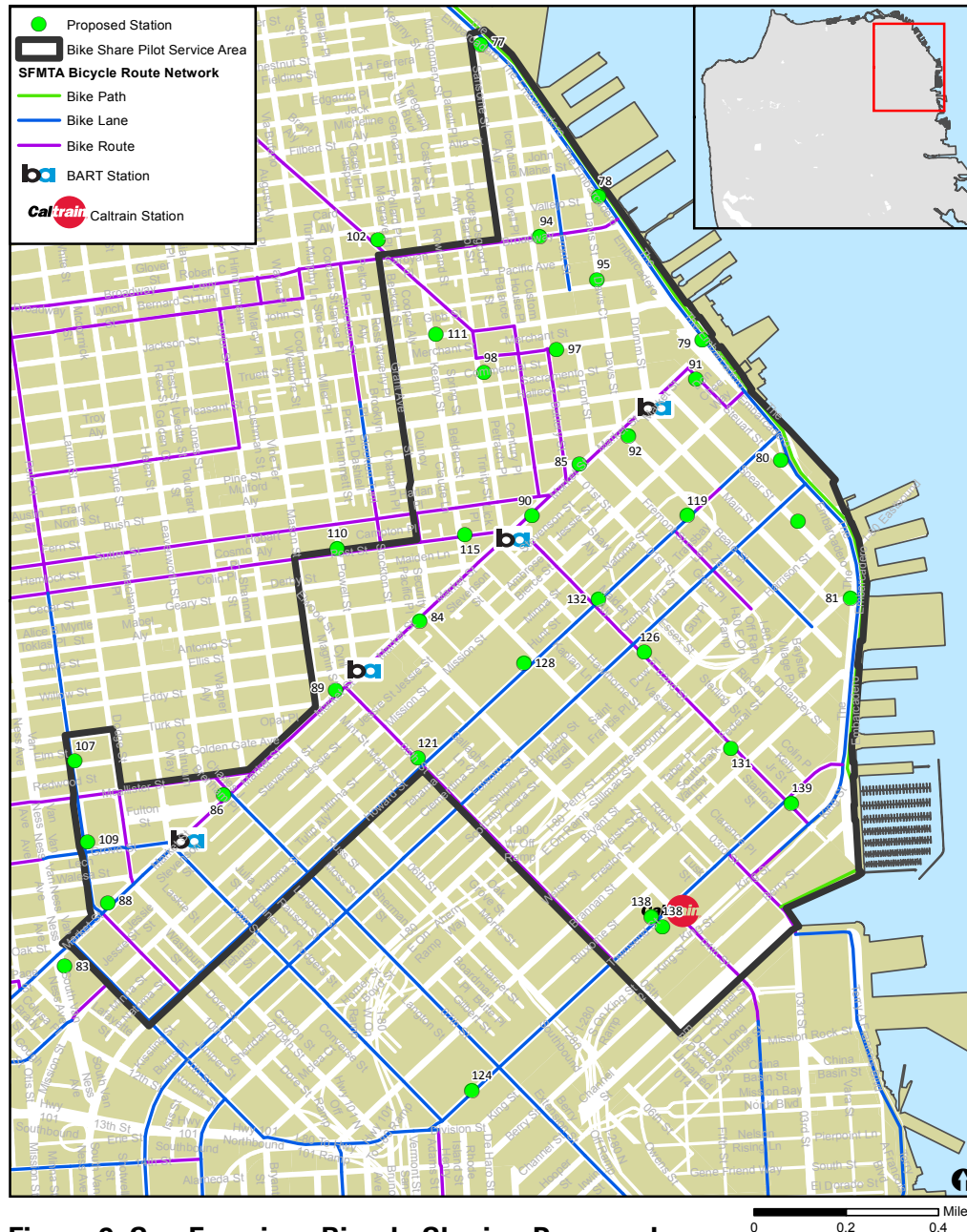


Figure 9: San Francisco Bicycle Sharing Proposed Phase 1 Stations

On weekdays, bicycle capacity is often more constrained due to heavy usage of bicycle-transit connections by commuters. BART has plans to continue studying an all-day access plan to its system for bikes, with the possibility of eliminating the current, officially-designated “black-out periods” in the peak commuting directions: towards downtown San Francisco on weekday mornings and away from downtown San Francisco on weekday afternoons.

It is expected that many spectators wishing to view the races from Marin will ride bicycles across the Golden Gate Bridge, or take bicycles on buses and ferries from San Francisco to Sausalito, Larkspur, Vallejo, Tiburon or Angel Island. The use of bicycles and transit should be aggressively promoted to access these sites and to help offset and reduce the potential impacts of automobile congestion. Planning for bicycle storage and bicycle-to-ferry and to-bus connections will be supported by MTC, regional transit providers and communities where demand for extra bicycle storage and on-transit accommodations is likely to be greatest, with provisions to anticipate and accommodate bicycle needs for commuters and visitors alike. Cooperation with and support for the traffic management and safety staff will be needed as part of an overall America’s Cup Events staffing and training strategy, to assist and augment congestion management, enforcing traffic regulations and ensuring bicycle and pedestrian safety in the downtown areas, near ferry terminals and on narrow, steep roadways that lead to these destinations.

The People Plan proposes that the SFMTA and MTC coordinate and advance parking strategies for bicycles, to support bicycle-to-transit connections that will further reduce automobile congestion. Bicycle rental demand will likely increase at these ferry terminal areas with viewing sites, as well as at tourist-popular destinations like Napa Valley, that may be reachable from ferry and transit connections in Vallejo and downtown Napa. These bicycle augments to transit use outside San Francisco should be explored for expansion and transit

partnerships to enhance car-free travel to these sites, especially for visitors who do not have a bicycle and would otherwise consider renting an automobile for such excursions.

### 3.3.4 Maps and Signage

Efforts to encourage visitors and casual cyclists to use bicycles as a primary mode of transport must be accompanied by the means to get them to their desired destinations. At a basic level, this includes the ability to find the best routes to get to the Event waterfront attractions. Therefore, a wayfinding network for bicycles is being installed for the Events, along with maps, on-site signs and “ambassadors” to help people find valet, rental, and bicycle sharing stations and major bicycle routes. Through the appropriate public agencies, the City is overseeing coordination of efforts to identify key locations and routes for signage to assist cyclists in unfamiliar surroundings. Such an effort could also provide an additional legacy benefit by being a catalyst for a citywide wayfinding system.

### 3.3.5 Potential Bike Improvements Facilitating Travel along the Waterfront Corridor

Lastly, while the waterfront corridor itself does present a potentially attractive area for people on bicycles, there are locations that could benefit from temporary or permanent improvements to bicycle circulation. These include the following:

1. Enhancing Bicycle Safety and Capacity along the Embarcadero. The need to accommodate safe and voluminous bicycle circulation along the Embarcadero, particularly during the peak Finals period, will be reflected in the People Plan recommendation to create a separated



bicycle facility from September 7 through September 21. This would be accomplished by closing to automobile traffic one northbound travel lane and the adjacent parking lane along the Embarcadero, between Washington Street and the vicinity of the America's Cup Park at Piers 27/29 for additional bicycle provision. These limits encompass the area that is expected to experience the greatest numbers of visitors accessing the America's Cup Finals events, i.e. the area with the greatest need for increased capacity and safety measures for cyclists. The closure of one northbound lane to vehicles would allow cyclists to use the right lane of the Embarcadero and avoid conflicts with the increased pedestrian traffic on the sidewalk, providing separation between drivers and cyclists. This path would be interrupted at strategic points to allow pedestrian crossings and where driveway access to bayside facilities is needed, for limited and controlled traffic. This path will also be made available to emergency vehicles, as needed at each intersection. The lane, identified as a "Multi-Purpose" lane, would vary in width from just over 10 feet to over 24 feet, allowing comparatively abundant capacity for bicycles, and allowing for emergency vehicle access. Evaluating special traffic management programs, signage, and/or other bike improvements to improve flow along the northbound Embarcadero and manage cross-traffic will be considered part of this capacity and safety enhancement.

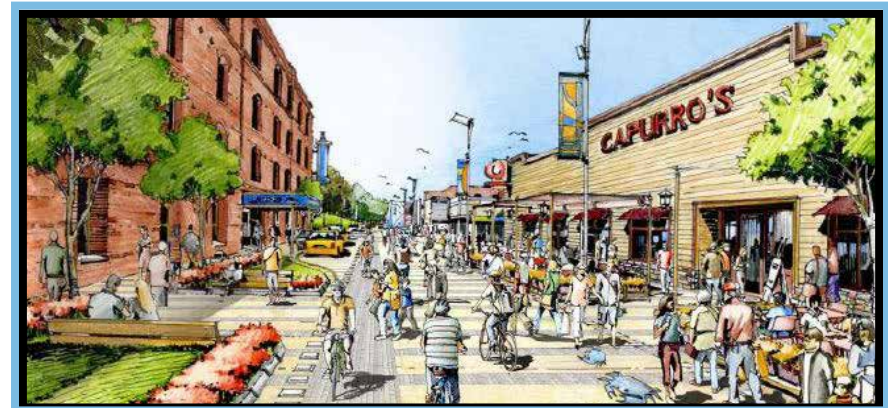
The SFMTA is exploring whether this would be a peak event, weekend-only or a full-time facility during the two week period. This concept was tested for an even longer segment, but for just one weekend (October 6-7) in 2012, and met with a general consensus of support and appreciation by bicyclists, pedestrians and local businesses alike. As with 2012, the intent of the more extended duration of this temporary bicycle facility is to avoid full closure of the northbound lanes, and to strategize with tenants for the provision of deliveries and access to active driveways, in advance of time of lane closure on race days.

SFMTA is also evaluating whether a two-way configuration with contra-flow circulation might be feasible if safety permits:

the challenges being the need for reverse-direction traffic control at pedestrian crossings and driveways, the capacity for Traffic/Parking Control Officers to manage the more complicated crossings that a two-way facility would require, the provision of sufficient room for passing opportunities for cyclists, and the provision of safe connections to southbound lanes on the west side of the Embarcadero where the bicycle facility would begin and end. **Figure 11: Concept Illustration of Temporary Closure to Cars of Embarcadero** depicts the temporary lane closure to cars concept on the Embarcadero.

In response to these concerns, including the need to accommodate passenger cruise ship operations affecting the Embarcadero, the bike lane pilot was tested from September 8-15, 2013. The bike lane was well-utilized during the race weekends, and lightly utilized during the week. While the Embarcadero was crowded, there were no recorded bike-pedestrian collisions during this period.

2. Jefferson Street Public Realm. The SFMTA and DPW are completing a two-block segment of the long-planned "Jefferson Street Public Realm" improvements that increases space for safe pedestrian and bicycle circulation. (**Figure 10: Jefferson Street - Fisherman's Wharf Public Realm**).



**Figure 10: Jefferson Street – Fisherman's Wharf Public Realm**

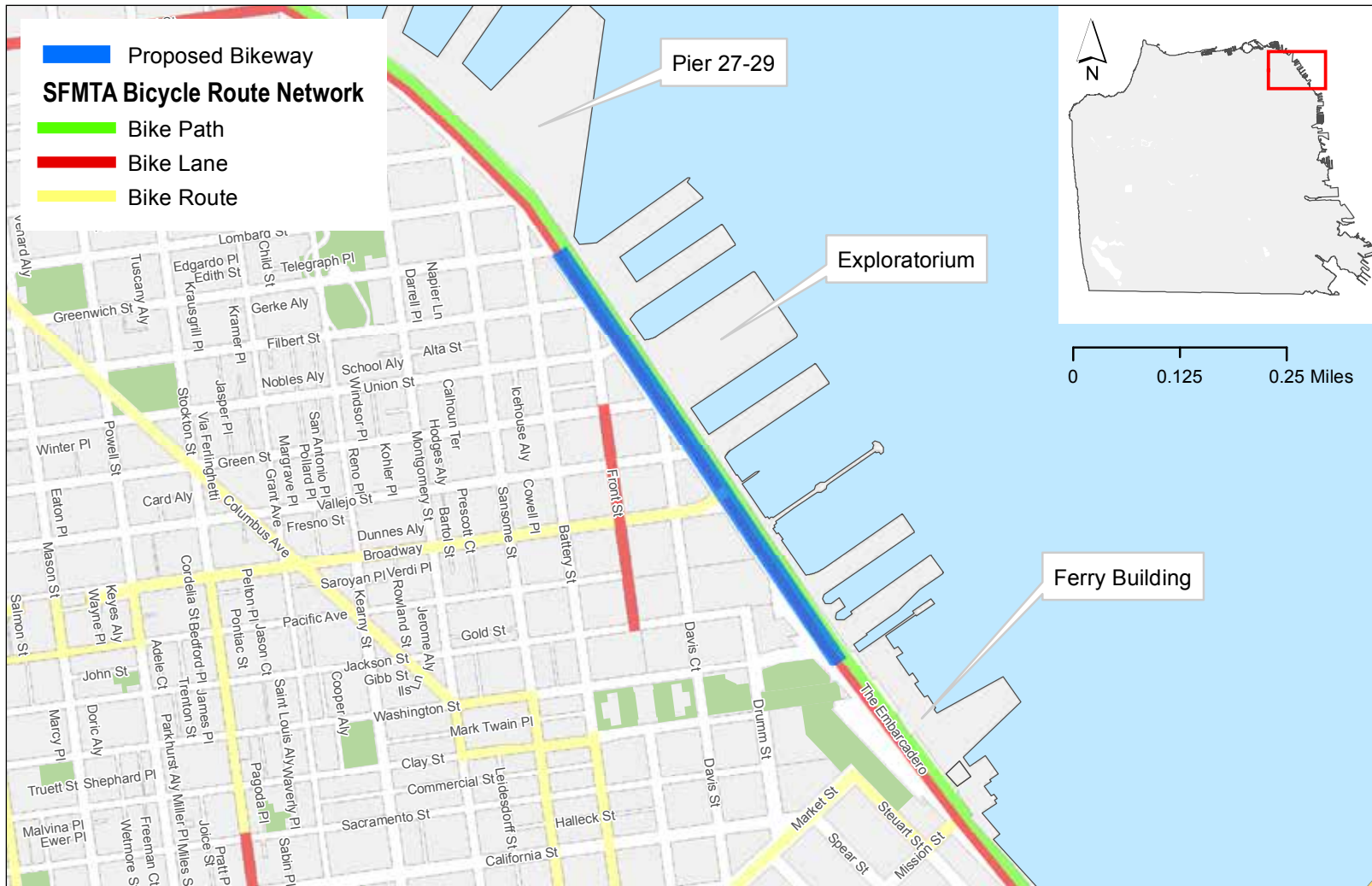
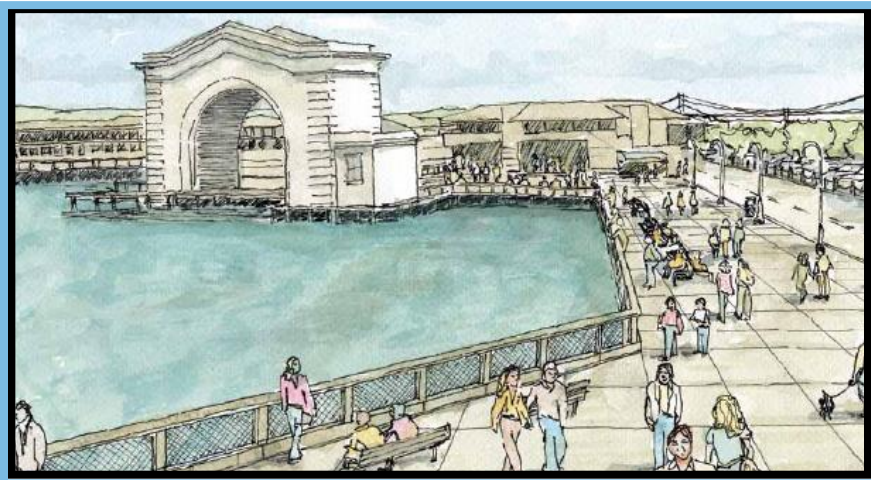


Figure 11: Concept Illustration of Temporary Closure to Cars of Embarcadero

3. Utilizing the Pier 43 Promenade. The Port of San Francisco has recently completed a promenade that provides new additional off-street capacity for pedestrians (and accordingly, for bicycles) in the vicinity of Pier 43 (**Figure 12: Pier 43 Promenade**).



**Figure 12: Pier 43 Promenade**

4. Provision of a temporary Class 2 path to connect Class 1 paths in Aquatic Park with the hill path on the northside of Upper Fort Mason (for cyclists who wish to ride between the Aquatic Park and Fort Mason). This path may require the temporary elimination of on-street parking on the northern last block of Van Ness Avenue (**Figure 13: Path Improvements around the America's Cup Village at Marina Green**).

5. Coordinating with the Marina Bicycle and Pedestrian Path. Ongoing coordination is underway with Fort Mason, the Recreation and Parks Department, DPW and the Presidio to implement pedestrian and bicycle safety improvements on both the east and west ends of the Marina Green. These improvements are scheduled for completion in time to serve the 2013 Events (**Figure 14: Aquatic Park to Fort Mason Bike Route**). Additional bicycle capacity through the Fort Mason parking lot will also be provided as part of the multi-purpose

corridor proposal.

6. For reasons of both safety and transit reliability, proposing barricades along rail rights-of-way at the streetcar terminal near Fisherman's Wharf. This modification will separate pedestrian and bicycle traffic from the rail rights-of-way and protect a path for emergency vehicle access. They are projected for the dedicated bike lanes south on Van Ness from Aquatic Park and west along Bay St. to Laguna on peak and high medium weekend race days to alleviate pedestrian/bike conflicts on that Bay Trail segment.

7. In light of the possible increased demand for bicycle access, ongoing coordination is required with the Golden Gate Bridge, Highway and Transit District, the Presidio Trust and Marin County to anticipate and prepare for possible changes to the multi-modal traffic functions of the Golden Gate Bridge and ensure safety for all Bridge users.

8. Implementing improvements from the San Francisco Bike Plan (described further in Section 5.4.5 below).



**Figure 13:  
Path Improvements  
around the America's  
Cup Village at Marina  
Green**

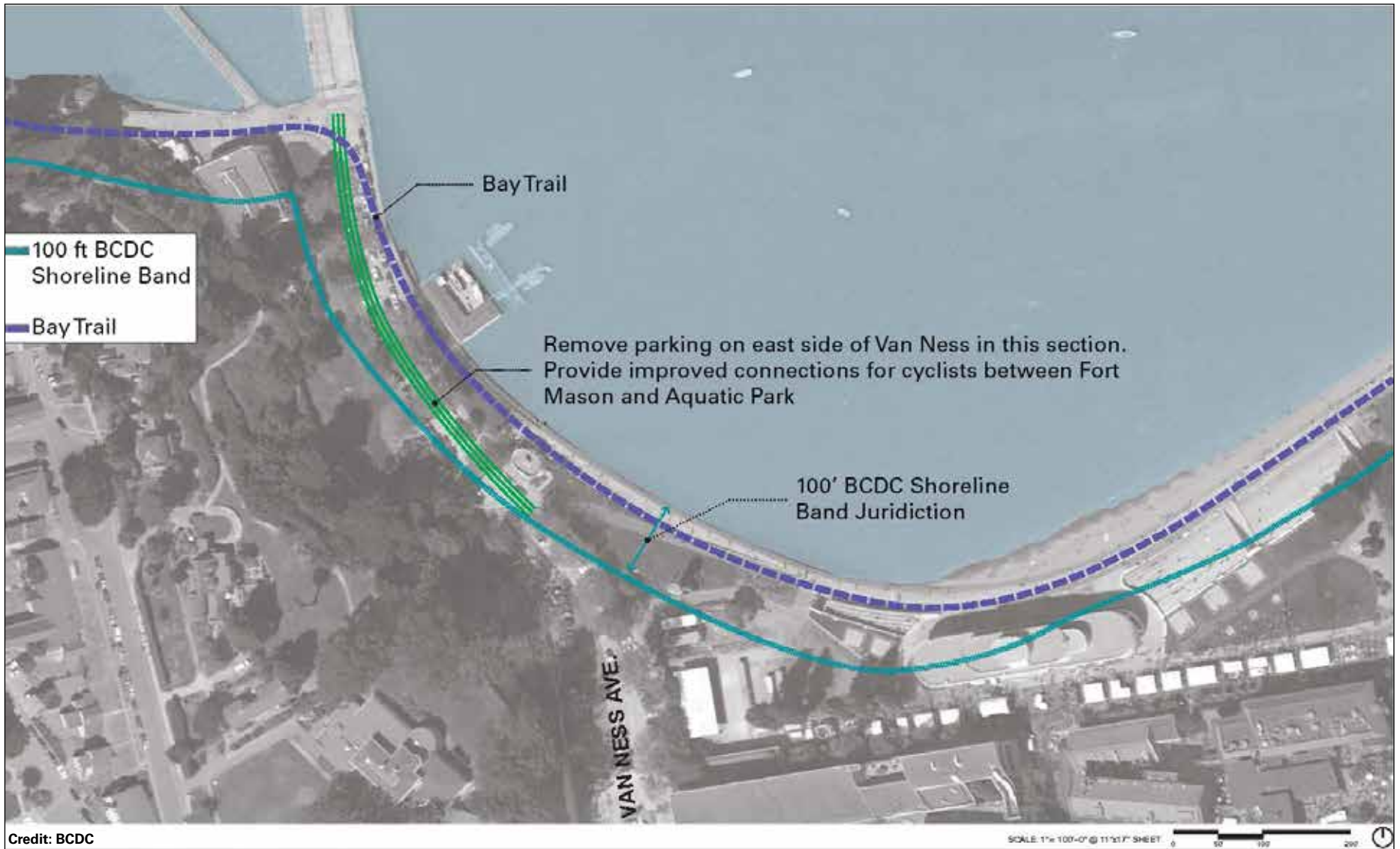


Figure 14: Aquatic Park to Fort Mason Bike Route

## 3.4 Private Automobiles, Automobile Parking and Goods Movement

Despite the advantages of bicycles and transit in transporting Race Viewers to these constricted waterfront areas, a large segment of the Race Viewers will still choose to drive to the events in their own car. Although the guiding principles listed above are all supported more directly by transit and bicycles, automobile access can still be managed in ways that foster efficiency, sustainability, adaptability and legacy.

### 3.4.1 Information

A key factor in the success of these Events will be providing ample information to those making travel decisions, including automobile drivers and their passengers, as part of a City-coordinated, event communications plan. This includes:

1. **Strategic outreach** via the internet and with travel planners and concierges, to ensure that detailed transportation information is in visitors' hands before they make decisions about their travel plans.
2. **Real-time information** via the internet and through changeable message signs, advising drivers and parkers of local congestion, parking availability, changing street and highway conditions and detours.
3. **Day-of-event signage** providing drivers along the waterfront with

information via temporary congestion update signs and satellite parking direction signage.

4. **Permanent wayfinding systems** benefitting Event spectators and long-term users alike.

5. **Pre-arranged access verification systems**, as needed, to facilitate access for local business deliveries, customers and employees, area educational and recreational institution operation, and local residents, i.e., to accommodate critical, non-Event traffic when congestion conditions might otherwise restrict general traffic access and parking.

6. **Officers, operators and ambassadors** managing transit and vehicular traffic and overseeing public safety. This can include PCOs, police officers, transit operators and volunteers, who will also be trained to disseminate general and standardized transportation information to the extent that a primary safety responsibility allows for enhancements by real-time updates from the SFMTA Special Events Team. A transportation and safety information network and simplified transit guides will be designed to orient travelers to basic transit services, hubs and view site access.

7. **Dedicated AC34 weblinks**, established by the Project Sponsors, to NPS and GGNPC websites that inform park visitors on both real-time information for race activities, as well as alternate travel routes and all access planning information.

This communications plan relies on accurate information being coordinated by the City from a variety of sources, including relevant AC34, land management and transportation agencies, as well as such large-scale roadway and transit construction projects as the new East Span of the Bay Bridge and the Central Subway project. In addition, the dissemination of information must be provided in an accessible format to accommodate the full range of spectators.

### 3.4.2 Automobile Parking

Parking options in close proximity to the waterfront areas are limited, and could potentially be further limited in connection with times of automobile access restrictions, as described below. Therefore, it will be important to manage the spaces that are accessible in the most efficient manner possible. Three key strategies in this effort include:

1. the use of SFMTA-SET and Parking Control Officers to enforce parking regulations in the Golden Gateway and Barbary Coast neighborhoods, those east of Telegraph Hill (near the America's Cup Park at Piers 27/29), and those in the Marina closest to the America's Cup Village at Marina Green;
2. SFMTA's SFpark initiative, and
3. the establishment of higher-volume satellite parking facilities in other locations that have reliable and effective connections to the waterfront areas described above.

In order to alleviate congestion, reduce emissions, and protect habitat and open space, the Events aspire to be "green" and to rely heavily on alternative, sustainable transportation. The urban nature of San Francisco streets and neighborhoods, the limited capacity on its bridges and highway and parking, and the importance of protecting natural open spaces and parks make parking management a critical concern in planning for the Events.

The Event-oriented parking strategy, which will be coordinated by SFMTA, includes two general approaches:

1. Closely-managed use of parking lots and garages within the main viewing sites along the waterfront that draws on cooperation with SFMTA-SET, SFMTA parking control officers (PCOs), advance authorizations for City-owned street, lot and garage

use, and general traffic management of routes serving lots and garages. Use priority will be given to emergency vehicles, high-occupancy vehicles (carpools, vanpools, tour buses, shuttles), disabled parking, expanded bicycle parking and designated facilities for Event/Race management as needed, all controlled to avoid overwhelming adjacent neighborhoods, transit operations and bike lanes. It will also include the SFMTA-SET offering area neighborhoods a direct number for parking and general congestion enforcement issues; and,

2. Satellite parking farther away from the waterfront viewing sites, allowing large numbers of people to park and ride shuttles, streetcars, buses, cabs, and to use the new bicycle sharing and waterfront promenades designed to be open by summer 2013.

The overriding objectives of resolving these details are to ensure access for all through reasonable pricing and choice, while incentivizing travel behavior to reduce congestion, promote sustainable transportation alternatives and protect neighborhood quality of life and natural areas in San Francisco and the Bay Area.

#### **SFpark**

The SFMTA is piloting a program called SFpark that has the potential to manage parking availability and provide significant benefits in an effort to provide information about parking options to drivers on a real-time basis. SFpark provides a web and smart phone interface that provides drivers with up-to-the-minute parking availability.

To help achieve the right level of parking availability, SFpark periodically adjusts meter pricing up and down to respond to demand. Demand-responsive pricing encourages drivers to park in underused areas and garages, reducing demand in overused areas. With SFpark, real-time data and demand-responsive pricing work together to readjust parking patterns in the City, so that parking is easier to find.

Since 2011, SFpark has been testing its new parking management system at 6,000 of San Francisco's 25,000 metered spaces and 12,250 spaces in 15 of 20 City-owned parking garages.

In addition to the parking benefits, the City team will be looking at potential opportunities to tie in additional real-time data on traffic, spectator venue capacity, and similar issues that can prove helpful as Race Viewers and others make their travel decisions.

### **Close-In Parking**

Off-street parking facilities that are close to the key waterfront viewing sites such as Golden Gateway Garage, the east side of Telegraph Hill, the America's Cup Village at Marina Green, Fort Mason, the Aquatic Park and Crissy Field, are limited and will likely attract more vehicles than parking spaces available, and if unmanaged on peak race days, could contribute to local congestion. Use of and access to these sites will be managed with enhanced enforcement by the SFMA-SET. When lots and garages themselves are controlled by the City or through private-public agreements, they will also be managed and coordinated, using pre-arranged passes and other forms of agreement to prioritize the following uses:

1. for emergency vehicle access, particularly on peak race days;
2. for managed, Event/Race-urgent parking, access and delivery needs that could not feasibly be accommodated by shuttles, bicycles and transit;
3. for high-occupancy vehicles (shuttles, tour buses) that, by efficiently carrying large numbers of Event spectators and/or visitors to nearby institutions, reduce local street and parking congestion that single-occupancy vehicles would otherwise generate;
4. for secure bicycle parking;

5. for bicycle sharing stations;
6. for deliveries and goods movement at existing area businesses and services where diminished on-street parking would present critical access and economic challenges;
7. for managed, controlled parking access for persons with disabilities, provided on a pre-arranged basis, in conjunction with Parks Events Operations planning; and
8. for institutions and businesses, particularly in non-transit rich areas, such as Crissy Field and Fort Mason, where pre-arranged provisions for special parking access for groups is vital to the successful operation of the business or institution.

Close-in, off-street parking facilities not used for the above priority purposes should be managed with a limited "early-in" access program and real-time occupancy information services connected to the communications network used by the SFMTA-SET, Parking Control Officers and the SFPD to reduce excess traffic, and to intercept and divert drivers seeking parking to satellite parking facilities well before the drivers reach the neighborhoods adjacent to the prime viewing areas. The SFMTA-SET is currently considering a plan of controlled street access to the Kearny/Francisco garage during peak race days that is coordinated with its occupancy status: when full, drivers searching for parking there may be directed by PCOs to other sites before they enter the immediate garage vicinity.

The 2012 Events afforded an invaluable opportunity for the SFMTA, SFPD and the ACEA to coordinate with local businesses and residents on the logistics of parking and street access limitations, including the successful execution of the most of the People Plan policies and programs during the concurrent Fleet Week/Hardly Strictly Bluegrass/49ers game/Giants game/Columbus Day/America's Cup World Series weekend of October 6-7.

Details on the process and phases of a parking management strategy for 2013 (to be developed beyond the programs in this Plan)

should include alternate access routes, an inventory of streets and lots that may be closed, triggers to determine the need for closure, a wayfinding and communication plan to alert drivers, business and residents of traffic changes, extent of use of signage and parking control officers to manage and direct traffic, and geographic distribution of these resources.

### **Satellite Parking and Multi-Modal Transfer Hubs**

The anticipated Race Viewer demand for parking in close proximity to the waterfront is expected to exceed the available supply, especially on weekends and other high-interest days. Therefore, this Plan proposes use of higher-volume satellite parking options at locations away from the waterfront, but with good wayfinding, transit links, bicycle connections, or shuttle options to provide connections to the final waterfront destinations.

Some of the sites that offer satellite parking sites are multi-modal transfer hubs, where important regional-to-local-transit or transit-to-bike connections are currently made. These require prioritization of operations and access pathway design to incentivize these alternative transportation connections.

This proposal includes sites and garages within the City, as well as at locations outside the City, at strategic interception points. Some of these potential options are set forth below and highlighted for their access to key transit connections.

1. UCSF Mission Bay and Lot A south of AT&T Park – linked by Muni E line and Golden Gate Transit line 4
2. Civic Center Garage - linked by Muni 47, MM Shuttle
3. Performing Arts Garage - linked by Muni 47/49, MM Shuttle
4. 5th/Mission Garage – linked by Muni Metro, F, 30 Stockton
5. 12th and Kissling Garage - linked by Muni 47/49, MM Shuttle

6. UCSF Parnassus Campus Mulberry Union Garage - linked by Muni 43
7. UCSF Mission Bay -- linked by Muni T Third or within walking distance of Muni's E-Embarcadero
8. USF's Koret Lot and Hayes Healy parking facilities - linked by Muni 43
9. Other key regional transit transfer hub garages and lots (garages and lots associated with Caltrain, BART's Daly City, Millbrae and West Oakland stations, Larkspur Ferry, Alameda/Harbor Bay Ferry, Vallejo Ferry).

**Figure 15: Satellite Parking Locations** presents a map of these San Francisco satellite parking facilities and the nearby transit connections facilities.

### **3.4.3 Restricted Access Areas**

The People Plan is designed to avoid large-scale road closures to automobile traffic through its program of advance information, and Transportation Demand Management (TDM), inducing alternative transportation use by locals and visitors alike. The Plan also limits specific lane closures to auto traffic on peak weekend race days, where more capacity is needed for the increase in bicycle and pedestrian traffic that the inducements have produced, and to ensure access for emergency vehicles.

However well the Plan is designed to encourage alternative travel behavior, preparations must be made in the interest of safety and efficient access for a scenario where more people drive automobiles to the view sites than the existing parking and street capacity can reasonably accommodate. As a result, in certain locations and circumstances it will be strategically appropriate to develop policies to restrict private, non-area resident, non-Event "urgent" automobile access during high-volume points of the day. This will facilitate



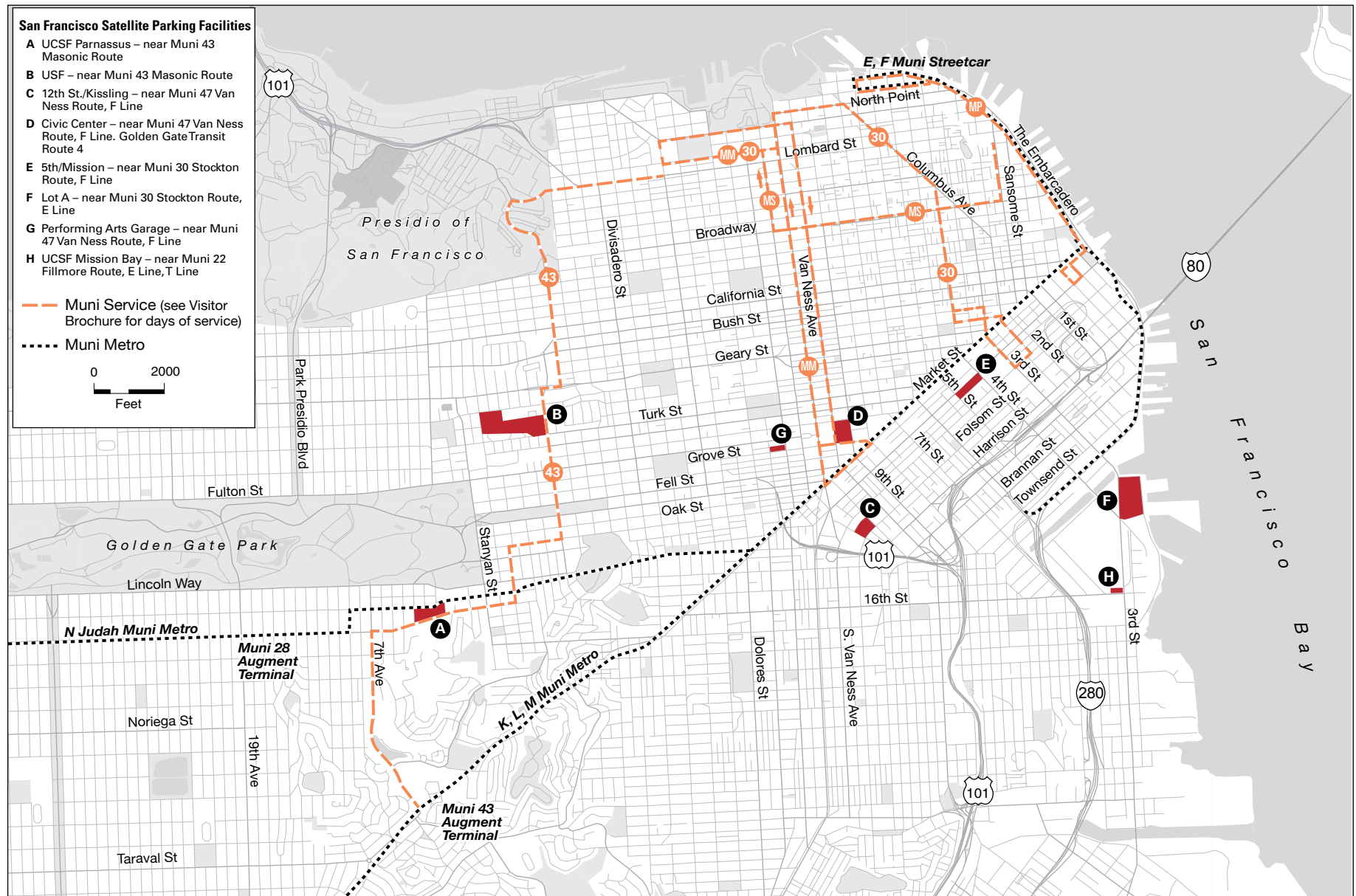


Figure 15: Satellite Parking Locations

access for emergency vehicles and for official Event and Team vehicle circulation.

## **Types of Restrictions**

Depending on the location, the restriction may limit vehicular access to City vehicles (police, fire, transit) and other authorized vehicles, including some combination of Event and Team staff, media and sponsors. On city streets, where residents would be heavily impacted by access restrictions, a “residents only” area managed by parking control officers using license checks or other pre-arranged forms of verification for residents and club members could be developed in partnership with the local neighborhood associations: a prototype of this is being considered with the east side of Telegraph Hill depending on SFMTA-SET’s assessment of need.

Similarly, in areas where businesses would be heavily impacted and where no other access options exist, auto restrictions could include exceptions to allow for such access. Each of these restricted access configurations requires outreach and further discussions with affected communities. Any such restrictions must be managed as an overall plan and on a day-to-day basis to reduce adverse impacts on residents and businesses.

## **Potential Locations for Restricted Access**

The following are some potential locations for such restricted automobile access.

### **The Northbound Lane of the Embarcadero**

Between September 7 and September 21, the proposed closure of the northbound right lane and parking lane of the Embarcadero to private vehicles, between Washington Street and Greenwich Street, would present an opportunity to create an emergency vehicle access

“multi-purpose corridor,” and a pedestrian-, transit- and bicycle-friendly environment that enhances the safety and popularity of the Events.

On peak weekend race days, the City would work with Caltrans to designate the remaining lane(s) open to traffic on the Embarcadero as local access only, with advance marketing and trip information, changeable message signs at freeway off-ramps and suggested alternative routes, with complementary efforts by Parking Control Officers.

The Event attractions, ferry terminals and other non-race-event businesses along the waterfront require some level of access across those same lanes, not to mention residents and commuters in the area who depend on the Embarcadero as a major travel facility.

### **Northern Waterfront Area (North of Broadway)**

Similarly, there may be benefits to restricting automobile access at different locations along the City’s northern waterfront, generally to the north of Broadway.

### **East Side of Telegraph Hill**

The SFMTA is coordinating with the Special Events Team to study restrictions to non-resident automobile traffic along segments of Montgomery, Chestnut and/or Lombard Streets on the east side of Telegraph Hill, if select traffic lane and signal timing measures do not appear to alleviate congestion during peak weekends.

### **Bay Street**

As was done for the October 6-7 Events in 2012, parking removal may be extended along Bay Street to create extra capacity on peak weekend race days to link Fort Mason and the Marina Green. This would include the temporary restriction of on-street parking along the northern edge of Bay Street between Van Ness and Octavia.

If needed, an emergency access path may continue west on the parallel interior roadways in Fort Mason, and the driveway and parking lots between Fort Mason and the Marina Green.

### **National Parks Sites**

In coordination with the GGNRA, the Department of and Recreation Parks, the Presidio Trust and the St. Francis Yacht Club, additional considerations for managing use parking lots and roadways may be needed to avoid congestion and impacts on adjacent neighborhoods, and to encourage use of alternative transportation in the Presidio/Crissy Field and Marina Green areas.

In addition to the considerations listed above, these locations also include commercial areas that may require access to parking garages and businesses. These can be designed to avoid congested or pedestrian/bicycle protected routes, and can be managed in partnership with SFMTA through parking control officer pre-arranged access needs verifications. Effective communications and the utilization of the 2012 Events as a testing ground will be critical to developing a strategy that works in 2013 for all concerned.

### **Jefferson Street**

The Jefferson Street area bordering Fisherman's Wharf and Pier 39 is a congested location that requires careful coordination to balance competing transportation demands. Restrictions on private automobiles in this area could bolster pedestrian and bicyclist safety, while freeing up the area for continued light rail operations at the Jones Street turnaround.

### **Automobile Wayfinding and Signage**

The City may consider pursuing the approach that was successful during 2012 FleetWeek of supplementing fixed and variable message signs with additional temporary variable message signage for the Events. In this case, specific messages would be used to bolster

strategies regarding restricted automobile access and satellite parking alternatives. The variable message signs would vary and adapt to the changing traffic conditions as an event day unfolds.

### **Vehicle/Pedestrian Signals and Crossings**

As noted in the Agreement, the proposed programming at the America's Cup Park at Piers 27/29 will require the deployment of an effective strategy for safely moving pedestrians across Embarcadero to this key location. Similar considerations will apply at other Embarcadero locations where safety improvements are already planned or underway, including the crossing in front of the Ferry Building, the new Exploratorium site, Pier 39 and, as needed, at Piers 30-32.

At other locations, such as on Lombard at the Embarcadero, traffic signal re-timing and/or turning lane facilitation measures are proposed to allow more protected right turn traffic movements from the residential area east of Telegraph Hill, where current timing and turn lane configurations might otherwise generate local gridlock conditions when the southbound Embarcadero and its pedestrian/bicycle volumes are greatest, SFMTA-SET will evaluate and recommend (as appropriate) these signal timing and traffic configuration measures to anticipate the projected event crowds.

The SET will also determine the appropriate deployment of Parking Control Officers to assist in the orderly management of competing pedestrian, transit and automobile demands. These strategies will be crafted to be adaptable and effective in delivering safe passage to those seeking to attend these waterfront locations. Similarly, the public dialogue and further analysis of automobile restrictions on the northern waterfront area west of the Embarcadero should include the identification of potential pedestrian crossing challenges and the strategic resources required to address them. In addition, specific pedestrian safety measures and bus priority treatments have been expedited and are proposed to enhance access to Crissy Field and

along Marina Green at the complex intersection of Marina, Mason, Yacht and Lyon. This includes permits to facilitate bus entry to the Palace of Fine Arts and the repainting of crosswalks to highlight pedestrian crossings. These measures and others will be reviewed and refined as the Presidio Parkway project advances, necessitating on-going coordination between the Presidio Trust, NPS, Recreation and Parks Department, Caltrans and the City. Along Marina Boulevard, select crosswalks have recently been repainted for higher visibility to link transit stops to the waterfront. At major pedestrian crossing locations or at intersections projected to experience the most severe congestion (such as the intersection of Marina/Mason/Yacht/Lyon), City traffic control officers will be stationed to facilitate the safe and efficient flow of traffic and people.

### 3.4.4 Deliveries and Goods Movement

The peak race days of the Events may result in high levels of congestion and possible restrictions to motor vehicle traffic on streets most heavily-impacted by the large numbers of pedestrians and bicyclists along the waterfront. Accordingly, advance plans for these days should be considered: deliveries for businesses, institutions and residents; and as feasible, advance arrangements made with SFMTA and SFPD for Parking Control Officers and others responsible for traffic management in the Events areas to admit time-sensitive and otherwise urgent deliveries.

The experience of managing spectator crowds in the area in 2012 should be seen as instructive opportunities for refining access plans for 2013.

## 3.5 Pedestrians

The general cluster of Event attractions along the City waterfront will allow for a wide range of Participants and race viewers to travel to their destinations on foot. The People Plan calls for enhancing the pedestrian experience throughout the corridor for both residents and visitors alike. Many of these pedestrian considerations are detailed in relation to the other transportation strategies set forth above, and together, provide some of the promising legacy benefits that can be enjoyed by a large sector of the population. The comprehensive pedestrian strategy developed in conjunction with the People Plan includes, but is not limited to the following aspects:

1. Temporary and permanent wayfinding signage (as with bicycle signage, providing a positive legacy opportunity, **Figure 16: Pedestrian and Bike Wayfinding Sign Locations 2013**);
2. Partial and temporary street lane closures to facilitate pedestrian safety in key locations, such as proposed for the northbound lane of the Embarcadero, which also accommodates increased bicycle capacity and emergency vehicle access;
3. Special consideration to siting vendor facilities and other Event-related structures, to avoid pedestrian conflicts, particularly for the disabled (where pedestrian volumes are expected to be high).
4. Expedited capital improvements along the waterfront, in cooperation with the Port of San Francisco, the Recreation and Parks Department and the Department of Public Works (where pedestrian volumes are expected to be high). This includes the westernmost two blocks of the Jefferson Street Public Realm improvements associated with the Fisherman's Wharf Public Realm; the new crosswalk at Green and the Embarcadero that already supports a



Figure 16: Pedestrian and Bike Wayfinding Sign Locations 2013

large volume of pedestrians visiting the Exploratorium, the Pier 43 Promenade, the Brannan Street Wharf; and the east-west Marina pathway and Bay Trail improvements between Fort Mason and Crissy Field improvements; and

5. Recent and on-going evaluation and repainting by SFMTA of the Marina Boulevard crosswalks at Baker, Broderick and Mason Streets.

In light of the possible increased demand for pedestrian access, ongoing coordination is required with the Golden Gate Bridge, Highway and Transit District, the Presidio Trust and Marin County to anticipate and prepare for possible changes to the multi-modal traffic functions of the Golden Gate Bridge to ensure safety for all Bridge users.

## 3.6 Taxis, Pedicabs, Private Shuttles, Chartered Buses and Other On-Demand Services

Taxis and chartered buses represent additional modes of transport available to Race Viewers. These modes can provide some benefits at addressing aspects of demand, but their success depends on careful planning. This includes identifying appropriate drop-off and pickup locations in relative proximity to the waterfront and, in the case of buses, an appropriate location for them to park during the times they are not occupied. The selection of these locations must be informed

by a better understanding of Event-related programming at such locations as such plans come into focus. In the case of taxis, further work on the Plan will include additional analysis of the relative supply of taxis at the projected and actual times of increased Race Viewer demand for transportation, and potential mechanisms by which that capacity can be increased to meet demand. Further development of this People Plan will include evaluations of all of these considerations as part of the comprehensive transportation strategy.

### 3.6.1 Taxicabs

The SFMTA's Taxi Division is proposing to expand its fleet by increasing the number of available medallions. In addition, it is exploring the possibility of creating and designating cabstands and expanded cab loading areas in close proximity to the prime Event viewing areas. Areas of focus include supporting existing cabstands at waterfront hotels with signage and real-time information networks, installing new and improved cabstands where intensive demand suggests need, such as at the Ferry Building, AT&T Park and Caltrain, and devising cabstands in the corridor being temporarily created along the right-hand, northbound Embarcadero for bicycles in such strategic locations as the America's Cup Park at Piers 27/29 and the Exploratorium. The role taxicabs play in providing accessible paratransit service emphasizes the need for close access and safe pathways across bicycle routes wherever these cab stands are developed, particularly along the waterfront. Paratransit service provided by taxis will be allowed as needed to promote universal accessibility where general automobile and taxi access might otherwise be restricted.

Other efforts include working with the Taxi Division of SFMTA to accommodate the extra demand for drivers and cabs during the peak race days.

### 3.6.2 Pedicabs

Pedicabs serve as useful supplements to transit, taxis and shuttles, and should be managed to avoid conflicts with transit, bicycles and pedestrians. Pedicabs may also provide relatively fast and viable transportation alternatives for local trips in the adjacent Financial District and SOMA areas. The Pedicab network augments access and transportation choices for access to waterfront view sites, and avoids intensively-used bus routes and major arterials while giving customers additional evening options besides taxi and bus service for returning to hotels, homes, satellite parking or regional transit hubs from programmed sites and nearby commercial areas.

To manage and facilitate the expanded use of pedicabs, certain current restrictions on where and when pedicabs may operate were revisited and the permissible network was expanded in 2011-2012. The expansion is based on SFPD/SFMTA guidelines to avoid conflicts where and when right-lane, frequent transit service operates, and to supplement these services where they are not extensive in reach and when they operate at lower-frequency off-peak schedules. Further coordination with the Port and SFMTA will be needed to designate and clearly sign waiting areas for pedicabs.

Pedicabs could support race management staff and serving as a supplement to satellite parking shuttles, linking parking lots and garages to major viewing sites, such as the America's Cup Park at Piers 27/29, Crissy Field and the America's Cup Village at Marina Green.

### 3.6.3 Private Shuttles

Shuttle service that is operated privately or by public institutions will be an essential complement to the network of satellite parking

facilities, transit hubs, taxi service and Events viewing sites. The America's Cup Event Authority is providing regular, for-pay shuttle service on peak race-day weekends from Lot "A" south of AT&T Park to the America's Cup Park at Piers 27/29. Stops include: AT&T Park, Ferr Building, America's Cup Park at 27/29, Pier 39, SS Jeremiah O'Brien at Pier 45, and America's Cup Village at Marina Green.

To further reduce local congestion as part of a Transportation Demand Management program coordinated by SFMTA, non-Event shuttles will also provide riders with additional incentives to reduce the use of private automobiles during peak race periods. Layover parking and loading/unloading locations for shuttles used to bring people to the waterfront view sites has been designed to prioritize waterfront-proximate off-street parking for shuttles and other high-occupancy vehicles, and to discourage single-occupancy private automobiles from driving and parking in the vicinity of these view sites.

# Transportation Prog





# Transit and Measures



## 4.1 Coordinated Communications Strategy

### 4.1.1 Overall Communications Strategy

Providing visitors and residents with transportation information ahead of time can influence travel decisions to the benefit of both the Events and the Bay Area as a whole. An active pre-Event communications plan that has been developed and coordinated by the City with land management agencies in viewing areas will include web portals, real-time transit and congestion information, contacts with key travel businesses and representatives (agents, concierges, ambassadors) and local community and organizational outreach to promote transportation choices such as transit, shuttles, bicycle-sharing and taxi should help reduce congestion and parking problems in adjacent neighborhoods and along the national parklands waterfront sites.

The “Transportation Demand Management” discussion outlined in Section 4.3 (below) covers communication objectives and policies to assist with Events-concurrent transportation planning for area businesses, workplaces and institutions that may or may not be specially related or proximate to the Events viewing sites, but have interdependent transportation concerns.

### 4.1.2 Visitor Accommodation

Planning transportation services for the 34th America’s Cup, one of the largest international sporting events in terms of spectator draw, necessarily requires a focus on the needs of visitors who speak other languages than English and who are unfamiliar with San Francisco and the Bay Area. San Francisco’s tradition of welcoming visitors from every nation should be met with the same five-level strategy guiding the structure of the People Plan: ensuring that the transportation services and the information conveying them are provided efficiently and sustainably, with safety, adaptability and long-term legacy in mind.

With tourism as a primary San Francisco industry, the People Plan recognizes that the hundreds of thousands of race spectators visiting San Francisco in 2013, as evidenced by the success of 2012, will also likely be drawn to numerous other diversions and attractions. The transportation network itself is one of these draws: the cable cars, the Golden Gate Bridge, the ferries and historic streetcars are destinations in and of themselves. Similarly, major tourist destinations, such as Chinatown, North Beach and Fisherman’s Wharf, are as likely to be visited during the race periods as the race viewing sites. The augmented transit services and broadened pedestrian and bicycle networks proposed in this Plan anticipate this, and add universal accessibility, frequency and capacity where possible to accommodate travel along the waterfront, and to Chinatown and Union Square. Coordination with SF Travel, the Metropolitan Transportation Commission and regional transportation agencies has helped the City expand and streamline information provided by services such as 311 and 511 in multiple languages, with specific America’s Cup Events-related travel planning guides and trip-planning suggestions. Meeting the needs of the disabled and emergency service providers will include City provisions for core communication networks that remain intact even with large crowds.

### 4.1.3 Day-of Event Information

While advance information can benefit a wide range of potential travelers, effective day-of-Event communications initiatives are also needed, in part to assist those who have not had the opportunity or inclination to plan in advance. These communications initiatives will be used jointly by Event hospitality, visitors and commuters information services and SFMTA's SET, and can include greeters, concierges and valets at key regional transfer points such as Fort Mason, the cable car turnaround, the F-Market terminal, and near the Palace of Fine Arts, along with information technology, such as the further development of SFpark to support individuals' transportation demands regardless of location. The SFMTA-SET comprehensively manages multi-disciplinary strategies, effectively ensuring that issues are responded to in an efficient manner. The SFMTA and ACEA will also provide ambassadors who will provide transit and event information at key regional transfer points, including Embarcadero BART/Muni Station, the Ferry Building, Caltrain Terminal, Civic Center BART/Muni Station, Transbay Terminal and AT&T Park.

## 4.2 Access for the Disabled

The City and ACEA are coordinating strategies that can be deployed to enhance Event access for the persons with disabilities and seniors, in full compliance with the Americans with Disabilities Act (ADA). This effort will accommodate regional-to-local transit, shuttle and automobile trips, parking, wayfinding and access paths from parking and transit hubs to viewing sites. It will also include a free "reservation" system, to be defined and managed as advised in partnership with the Mayor's Office on Disabilities, where accessible viewing areas are at a premium to ensure efficient management,

along with training of professional and volunteer staff to better assist disabled persons. The City and ACEA is also publishing guides to inform persons, including those with disabilities, how to access key accessible parkland and adjacent viewing sites, and how to circulate within those sites.

The People Plan recognizes that a dedicated effort of special expertise and training skills helped ensure that the Events of 2012 presented a legacy of universal accessibility, above and beyond the issues of transportation, that will be built upon for 2013. The San Francisco Mayor's Office on Disabilities will assist OEWD, the SFMTA and MTC in determining the extent to which this expertise should be staffed to help coordinate the programs and policies of the People Plan, and the qualifications, role and work program of a staff resource managing this function.

### 4.2.1 Pedestrian Access

Given that the People Plan encourages pedestrian access over automobile access, it is important to ensure the safety of all Events visitors, and to take into account the diverse needs of disabled pedestrians. Where new roadwork and sidewalk projects in the vicinity of viewing sites were undertaken before the 2013 Events, this Plan promoted the prioritization and installation of accessible pedestrian signals, curb ramps on sidewalks and at crosswalks surrounding viewing areas, and sidewalk design considerations that ensure adequate sidewalk width and clear separation from bicycle and motor vehicle traffic. Vendor facilities and other Event-related structures will be designed and located to avoid interference with the flow and circulation of the large volume of pedestrians expected to navigate on foot and in wheelchair, particularly along the

Embarcadero. Accessible pedestrian signals emit sounds to indicate the appropriate phase for crossing the street.

## 4.2.2 Accessible Transit Options

Advance information to assist persons with disabilities in transit trip-making will be coordinated between the 311 and 511 services, and with the transit service providers, informed by the experience of the 2012 Events and refined as needed in anticipation of the demands of 2013. Fare programs that feature reduced fares for people with disabilities are loadable onto Clipper Cards and should be clarified in advance of pre-purchase Clipper Cards, so that visitors know that their disability does not exclude them from using public transit. In many cases these discounts will require submittal of proof of conditions for which the discounts are intended prior to purchasing the Card or loading the program.

### SFMTA - Muni

Muni buses are equipped with wheelchair ramps, lifts and kneelers. Legally, any bus brought in from around the country to supplement the transportation needs must also have full access for the disabled. Seeing-eye dogs and other service animals are currently allowed free rides on Muni vehicles, as long as they are leashed and do not occupy a seat.

All Muni Metro Underground stations are accessible via elevator and escalator from the street. Prior to the Events, these elevators and escalators will be carefully tested in order to ensure that they are fully functional and capable of handling an influx of people in the stations.

Braille signage is available at the entrance to all Muni Metro stations. To assist in using Muni for Event and non-Event transit needs, SFMTA will ensure basic etiquette training for drivers and other SFMTA staff who interact with persons with disabilities, and will pre-Event test for readiness and performance the on-vehicle announcement / alert systems to facilitate awareness of upcoming transit stops, as well as for emergency incidents, for all persons.

### BART

As with Muni Metro, all BART stations are wheelchair-accessible from the street, within the stations, and in the vehicles. BART provides level boarding for wheelchair access, as well as designated wheelchair areas within the cars. BART additionally provides textured tiles on platforms at train car entrances to ensure the safety of the visually impaired, and has the same guidelines regarding service dogs as Muni. Braille signage is available at the entrance to all BART stations as well as on the signs within the stations and the vehicles.

### Other Transit

Caltrain, WETA, Golden Gate Transit, Blue and Gold Ferry, and AC Transit services all provide ADA-compliant transit access to San Francisco transit hubs, from which Muni, shuttles and accessible pedestrian paths are provided. Augmentations of these services will also be fully ADA-compliant, and will be included in the 511 and 311 information services that also comply with ADA standards.

### 4.2.3 Messages and Real-Time Information

Both Muni and BART offer audio announcements on transit vehicles, narrating stops and directions for boarding and leaving the vehicles. In anticipation of the arrival of disabled visitors from a number of countries, these messages will be translated into a number of languages. SFMTA's TDM program is prepared to coordinate with SFMTA's Accessible Services Division and the Mayor's Office on Disabilities to engage other willing, cooperating transportation systems that do not yet offer this service to assess the feasibility and logistics of demonstrating and transferring this technology.

Audible alerts regarding the arrival time of buses are available at various bus stops, as well as in the Muni/BART Powell Street station and at the 4th and King Caltrain station on the N-Judah and T-Third lines. These audible alerts will be expanded to include notifications about the highly demanded stations surrounding the waterfront areas, making real-time information available.

"Talking signs" are also in place in locations such as the Yerba Buena Gardens, Main Library, and other popular intersections around San Francisco. Having these in place near the waterfront and in other densely-visited areas will help the visually impaired find their way to the viewing areas more easily.

### 4.2.4 Paratransit

Paratransit SF will work to increase the number of vans used on peak race days and to incorporate more van use around the viewing areas and other Event sites. These shuttles will also be provided access to

designated drop-off and pick-up zones in close proximity to the race viewing areas.

### 4.2.5 Motor Vehicles and Parking for the Disabled

There will be a designated number of conveniently-located parking spaces available to persons with disabilities, and a system may be instituted to reserve these spaces in advance.

### 4.2.6 Viewing Areas and Visibility

The City's Event Operations Plan will ensure adequate accommodations for people with disabilities wishing to view the Events, and will benefit from the experience of providing similar priority access accommodations in 2012. This will include a free "reservation" system that gauges demand and ensures provision of accessible viewing seating in City areas for those who have the greatest need and are pro-active in requesting accommodations at City viewing areas. Communication and technology programs will be used to support real-time information and occupancy of accessible viewing sites. These programs can also be used to assist in the provision of emergency services, and will be enhanced to anticipate the extraordinary demands on cellphone/PDA transmitting and reception due to large crowds, to ensure on-going accommodation of the basic access and public safety needs of the disabled.

## 4.3 Transportation Demand Management and Partnerships

The goal of Transportation Demand Management (TDM) is to enable changes in travel behavior to reduce dependency on the private automobile and support access by use of sustainable means of transportation. This TDM section of the People Plan outlines various programs and policies that support the transportation needs of residents, employers, employees, businesses, commuters, schools, service organizations and institutions during the potentially extraordinary circumstances of the America's Cup Events. The key to successful TDM is partnership. The People Plan advocates and supports strengthening a network of TDM partners, including the official transportation management agencies of large employment areas and individual schools and institutions, the leaders in the hospitality industry, and the transportation information networks that support them to promote the People Plan policies well in advance of the peak raceday weekends of 2013.

### 4.3.1 Motor Vehicle Parking

Other sections of the People Plan outline strategies that expand transit, walking, and bicycling options to make these the primary means of accessing the Events. This general philosophy is reflected in Section 4.4, encouraging people not to drive, but rather to choose from a viable set of alternatives is the first approach to managing parking and transportation demand and traffic congestion associated with the Events. The same concern and strategy also applies to commuters,

shoppers and other non-Events related trips during the summer of 2013.

A primary TDM strategy in this regard is to use the TDM partners to promote the People Plan policies of intercepting those who do choose to drive for some part of their trip and encouraging them to park at remote parking facilities that are well-served by transit, and avoid contributing to congestion by searching for parking near the Waterfront venues. Parking at transit hubs and using regional transit to access the Event will limit personal vehicle traffic into San Francisco, diminishing congestion on bridges and highways.

Rail stations and ferry terminals around the Bay Area region will serve as primary park-to-transit locations. These include Millbrae BART/Caltrain station, West Oakland BART, Daly City BART, El Cerrito del Norte BART, the Larkspur Ferry terminal, the Vallejo Ferry terminal, Fremont BART, and others (**Figure 17: Regional Transit: Park and Ride and Airport Access**).

Where parking capacity, as opposed to transit capacity, limits the potential for ferries, buses, or trains to meet the demand for regional access to San Francisco, shuttles coordinated by the transit providers or others may play a role in providing additional access between off-site parking lots and the regional transit service. Transit planners will need to be mindful of the parking and transit capacity limits of these regional hubs, as well as of concerns regarding local community impacts, such as overflow parking.

### Parking Enforcement

TDM partners, such as neighborhood groups, merchants associations, and transportation management associations and the information network that support them, should emphasize the People Plan program of strict enforcement of parking regulations, including permit requirements, tow away zones, and double parking, that will take place in a zone adjacent to the Events. Roving Parking Control

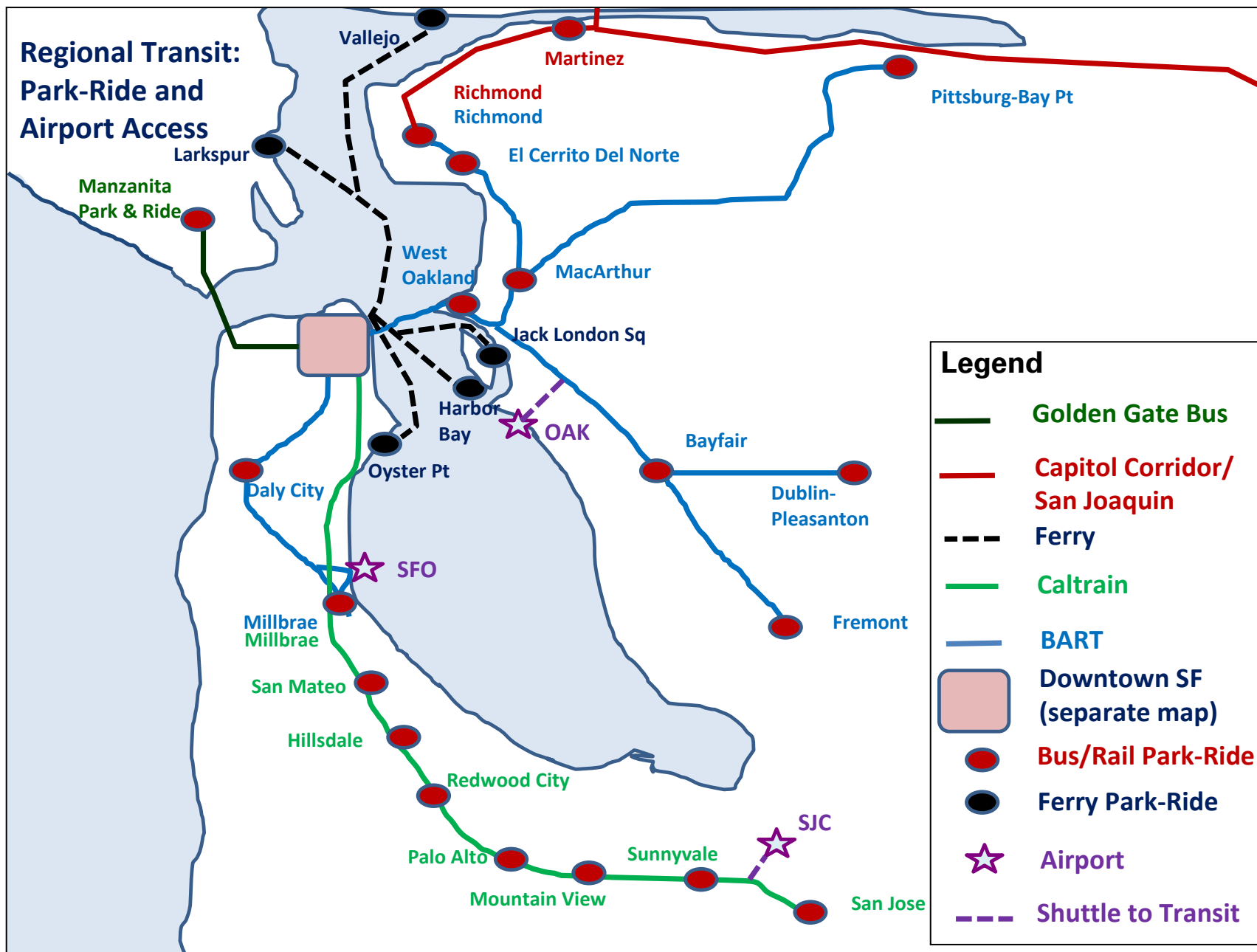


Figure 17: Regional Transit: Park and Ride and Airport Access

Officers will be ticketing and towing parking violators, particularly in areas near Viewing Sites.

## 4.3.2 TDM Alternative Transportation Strategies

### **Bicycle Access and Bicycle Parking**

In addition to encouraging bicycling as an option for travel to, from, and between the Events (Section 4.3), TDM partners should promote bicycling as a useful alternative for basic transportation needs for

all San Francisco trips. Bicycle rentals—including San Francisco’s pilot bike sharing program— will be located at key locations along the waterfront, as well as near regional transit hubs and in city-promoted parking locations. Safe and secure bicycle parking will be provided by on-street corrals, permanent sidewalk bicycle parking facilities, and bicycle stations. The demand for bicycle parking will be monitored so that additional capacity can be added as necessary, i.e., as a means of reducing car trip demand. Furthermore, Event publicity will include information on locations of bicycle sharing and bicycle renting opportunities and secured bicycle parking.

### **Clipper Card**

Transit riders are able to pay fares on a number of Bay Area transit agencies via the Clipper Card. Currently, Muni, BART, AC Transit, Samtrans, Caltrain, Golden Gate Transit and Ferry, VTA and some WETA services participate in the Clipper Card

program.

The Clipper Card presents several opportunities to promote transit use during the Events:

1. The Clipper Card makes the multiple transit agencies specific fare requirements invisible to the visitor, thereby removing confusion and barriers to using the various systems.
2. Strategies for dissemination of information in multiple languages about the Clipper Card’s features, availability, and customer service options, as well as for actual distribution of Clipper Cards should continue to be developed and promoted on transportation websites including 511, SF Travel, SFMTA, BART and others. The strategies

should encompass dissemination and distribution both in advance of, and during, the Events.

3. As more detailed planning regarding the Events and Clipper Card occurs, consider the needs of different target customer groups: local attendees of the Events who already use the Clipper program; local Event attendees who have never used Clipper before; local residents who do not plan to attend Events, but who use transit; out-of-area visitors and Event attendees who are familiar with Clipper/local transit; and those out-of-area visitors who are not familiar with it.

4. Planning should also anticipate that surges in demand for Clipper Card and related use and service issues may be both near and far from the Events venues and viewing sites, wherever in the Bay Area persons are using transit. The ACEA will have on-site Clipper vending equipment at the America’s Cup Park at Piers 27/29 to help manage this demand and improve the visitor experience.



**Figure 18: Commemorative Clipper Card**



5. A commemorative 34th America's Cup Clipper Card will be developed for local residents and visitors alike during the Events. The ACEA has worked with MTC and SFMTA to approve the design of this Card (**Figure 18: Commemorative Clipper Card**).

6. The Clipper Card will be available for purchase in advance of trips to the San Francisco Bay Area as well as at identified locations once a visitor is in the region. Pre-loaded Clipper Cards in set denominations may be sold in conjunction with hotel rooms and through travel reservation websites, and delivered by mail to visitors in advance of their trip, along with information on how to use the card, tourist destinations accessible by transit, and transit maps. In addition, cards with customized values will be available via the Clipper website and at specific retail outlets.

Exploring the opportunities that the Clipper Card presents will require close coordination with regional partner agencies. The Metropolitan Transportation Commission, which runs the Clipper program, has a central role to play in the Clipper Card strategies.



### 4.3.3 Wayfinding and Signage

Wayfinding signage was developed in 2012 by the City to enhance

orientation and access to the Event viewing sites. This will be elaborated upon for 2013, and supports the TDM objectives of encouraging use of alternative transportation by facilitating walking, bicycling, and use of transit along the waterfront and between transit hubs and the Event areas. Wayfinding signage and maps will also highlight preferred bicycling routes, rapid buses, and preferred walking routes. Wayfinding signage may be deployed on the street, in transit stations, and other strategic locations. Signage will use best practices for visibility.

### 4.3.4 On-street and Gateway Ambassadors

As in 2012, on-street City ambassadors will be stationed in 2013 at key transit hubs to provide directional guidance and promote walking, bicycling, and transit access to Events, effectively furthering TDM goals. The training program for these ambassadors will include basic etiquette in working with persons with disabilities.

Additionally, ambassadors with information about transit options, maps, and Clipper Card outlets may be located at the San Francisco, San Jose, and Oakland Airports and interregional rail stations in Emeryville and San Jose, and at the Transbay Terminal. Basic transit information and other TDM service options will be included in the Event-related training and information dissemination materials for PCOs, police officers and transit operators.

### 4.3.5 Employer Outreach

TDM plays a major role in the City of San Francisco's commitment to ensuring that employees who regularly commute can continue

to get to work during the Events. Efforts are already underway with tenants of the Port and with Fisherman's Wharf Community Benefits District to develop employer TDM strategies that will facilitate access to work during the Events. The City will work with business improvement districts, transportation management associations, and commercial business districts to provide clear information and identify access options for employees who regularly drive to work. Proposed services include:

1. Working with local TMAs, TMA SF Connects and MTC to find efficiencies and economies of scale in managing transportation demand in the city.
2. Information about expanded transit and bicycling options and dates during which supplemental services will be offered.
3. Expanded transit pass and Clipper card sales near major employment centers, particularly in Downtown San Francisco and close to the waterfront.
4. Outreach on the City's Emergency Ride Home program, ridesharing program, and federal pretax commuter benefits well in advance of the Events, so that employees can register for those services that require advanced sign-ups.
5. Information concerning the advantages of offering off-site work arrangements (e.g., telecommuting, flexible work hours) to employees wishing to avoid congestion in the downtown.
6. Expanded employee-supported "guaranteed ride home" provisions and carsharing to discourage use of private, single-occupant vehicles for commuting during the Events.
7. Augmentation of existing shuttle services, such as those provided by the Presidio Trust, and the Mission Bay Transportation Management Association.

Ideally, these services should be positioned so that employees are encouraged to continue using alternative modes of transportation when the 34th America's Cup is over.

### **4.3.6 Schools and Other Institutions and Service Providers**

As with Deliveries and Goods Movement above, advance planning should be undertaken in anticipation of possible street closures on schools and other institutions. Coordination between the San Francisco Unified School District (SFUSD), private schools, service providers and institutions clustered in such areas as Crissy Field, Fort Mason and the Presidio is underway. The experience of other spectator crowds in the area in 2012 has been instructive in refining access plans for 2013.

### **4.3.7 Communications & Marketing**

Clear and consistent communication about transportation system changes, enhancements, and options is a critical TDM strategy for maximizing use and efficiency of the transportation system during the Events. Communication, along with transportation service readiness, played a major role in the much-documented success of the People Plan in inspiring visitors and commuters likely to use alternative transportation during the 2012 events. Repeating and sustaining this travel behavior is a key PeoplePlan goal for summer 2013. As demonstrated from that experience, three moments at which future Event attendees, residents and workers can be made aware of system changes and enhancements include: 1) months and weeks in advance of the Events, when advance plans are being made; 2) on the day of travel; and 3) mid-trip.

## **In Advance of the Events (Months and Weeks Before Trips)**

When visitors are researching travel arrangements and making reservations for their trip to San Francisco, they should be informed that they do not need a car to travel from the San Francisco and Oakland International Airports. Available information should clearly communicate that a personal vehicle is not necessary for visiting San Francisco or for viewing the Events. To do this, visitors will need to be made aware of both the range of alternative transportation choices available and the high cost and difficulty of parking, at the time they make travel reservations. This phase of communication presents an opportunity to pre-sell Clipper Cards or Muni passes, possibly in conjunction with hotel reservations and/or with advance travel and program bookings.

For those who reside and/or work in San Francisco, this stage relies on effective communication about which streets will be closed during the Events, and what additional transportation services will be offered that minimize negative impacts on business, work, and travel throughout the City.

Strategies for this phase include:

1. Creating a presence on web-based travel assistance sites with information about transportation options during the Events, including on the ACEA site.
2. Partnering with hotel/hospitality providers in San Francisco to ensure that they have the most up-to-date information about transportation alternatives during the Events and provide them with key websites that will continue to provide the most up-to-date sources of transportation information.
3. Partnering with car sharing companies to discourage extensive use of rental or private cars by visitors, integrating carsharing into lodging services and facilitating visitor carsharing registration.
4. Collaborating with Muni and Clipper on advertising the ability to purchase passes in advance.
5. Exploring the possibility of bundling a commemorative Clipper card with Event information and/or hotel room purchases. As outlined above, this pre-purchased Clipper Card could be purchased at time of reservation and mailed to users in advance along with information on how to use Clipper and the transit system.
6. Developing a how-to-get-there guide that is consistent across print, web and mobile applications. The guide should include maps with key viewing areas and major destinations and the bicycle routes, walking routes, and transit lines that connect to them.
7. Supporting a regional campaign (something similar to Spare the Air or the Bay Bridge eastern span closures) that encourages regional residents not to drive to work (or the Event) on Event days.
8. Reaching out to employers, area schools, commercial business districts, and transportation management associations to provide information (in advance of the Events) on restricted access areas; registering for San Francisco's Emergency Ride Home program, which guarantees a ride home in case of emergency for employees who choose not to drive to work; supplemental transit services, including carsharing and bicycle sharing, remote parking lots; bicycle parking; special event parking rates; and other transportation information.
9. Reaching out to institutions near the Event venues and viewing areas and downtown San Francisco (e.g. Exploratorium, the Walt Disney Family Museum, the Aquarium of the Bay, SF Museum of Modern Art) to highlight alternative transportation options on their web-based, phone-based, and print information for visitors.

## **Day-of Travel Planning Assistance**

Visitors and local or regional residents who have not left their departure location, but who either plan on attending an Event, or who plan on traveling in Event areas, must have up-to-date information about parking availability and pricing, supplemental transit service, locations of bicycle rentals and bicycle parking.

Trip-planning tools must be available and user-friendly. They will be a primary source of information that websites, hotel concierge staff, and Event publications direct people towards for day-of trip planning. Strategies for day of communication could include:

1. A dedicated America's Cup page on both the SF Travel and 511 websites.
2. Trip-planning information: coordinating with 511, 311, SFpark, Google Transit, and other web- and phone-based services to provide clear information about traveling to the Events, and to other locations in the region impacted by the Events, including locations of bicycle sharing, bicycle rentals and parking, augmented transit services, parking rates and remote parking locations, and restricted areas.
3. SFpark applications that communicate information about current parking availability, restrictions and rates.
4. Updates on transportation options for hotel and visitors' information center personnel, that they may display, provide, and reference for guests to assist with trip planning to the Events.

## **Immediate Trip Planning Needs (Mid-Trip)**

After people have left their homes or hotels and are en route, they may need information on the best way to get to their destinations. Strategies to meet these needs include:

1. Applications for smart phones that provide updated information on the next trains and buses available, and other trip planning support.
2. Wayfinding kiosks (static or dynamic/electronic) to help walkers, bicyclists and transit-users orient themselves.
3. Staffed transportation and information kiosks; possible kiosk locations include the Fourth and King Caltrain Station, Harry Bridges Plaza and the Ferry Building, and the Temporary Transbay Terminal.
4. Distribution of Event-focused transit maps to hotels, visitor centers and transportation kiosks, including pocket-sized maps to accompany Clipper Cards.
5. Distribution of bicycle maps indicating all designated routes to hotels, visitor centers, bicycle rentals, bicycle parking, and bicycle sharing locations;.
6. On-street City ambassadors stationed at key locations to help people identify walking routes and transit options (possibly in coordination with WalkSF).
7. Necessary additions to 511 and 311 to respond to questions about traveling during the Events, including adjusted 511/311 staffing levels to meet demand estimates and to provide information in multiple languages.
8. Advertisements for 511 and 311 on buses, bus stops, and in other visible locations to direct people to up-to-date information and personal assistance.
9. Promotion of [www.SFpark.org](http://www.SFpark.org) for up-to-date information on parking availability, with related and essential safety advisories regarding the use devices to consult SFpark programs while driving;
10. Media outreach to provide frequent travel information updates to web-based, text feed, and radio news providers, indicating where viewing space is available and where there are already crowds, as well as updates such as lane closures, enhanced transit services.



Credit: America's Cup Event Authority

## 5 Post-Event Evaluation: A Sampling of Key Indicators

This section presents performance results for a number of transportation services offered during the AC34 events of 2012 and 2013.

Through the People Plan, the America's Cup Event Authority (ACEA), the Office of Economic and Workforce Development (OEWD), the Port of San Francisco and the San Francisco Municipal Transportation Authority (SFMTA) collectively forged a partnership to ensure the safe and efficient use of sustainable transportation in San Francisco during the 34th America's Cup (AC34) events of 2012 and 2013 in San Francisco. This focus on the ongoing provision of effective and efficient modes of transportation to and from the events was further supported by the guiding principles of the People Plan to ensure *public safety, resource efficiency, environmental sustainability, strategic adaptability and a positive legacy for the future.*

To this end, these two authorities teamed up with local private and public agencies and partners to provide visitor participants with a wide array of sustainable alternatives to the private car, including local and regional transit services, as well as bicycle, pedicab and pedestrian facilities. These agencies and partners targeted areas of improvement for increased levels of travel demand generated by the events. The most notable legacies coming out of this collaborative partnership include the following:

1. **San Francisco Municipal Transportation Agency ("Muni").** This included the debut of E-Embarcadero line (Caltrain -Wharf) service; piloting of limited runs on select lines (e.g., MM,MS and MP); increased frequency on multiple runs; and installation of smart signal

fiber to coordinate signal procession and prioritize transit operations on The Embarcadero.

2. **Regional Transit.** Various service enhancements were made, such as the expansion of interagency transfers and connections on BART and Caltrain, the piloting of "within San Francisco" service on Golden Gate Transit and AC Transit and weekend Route 4 service on Golden Gate.

3. **Ferries.** Efforts to enhance ferry service included the piloting of water taxi services, ferry service augmentation (e.g., Sausalito), and Oyster Point ferry service to/from the city.

4. **Regional Transit /Parking Hubs.** A pilot system featured transit shuttle service between satellite parking lots (e.g., UCSF) and event sites, while another included local planning around BART, Caltrain and ferry parking lots (outside of the city) to accommodate overflow parking.

5. **Pedestrian Safety.** This set of integrated efforts included improvements to the Jefferson Public Realm area, crosswalk improvements and redesign along the Waterfront for improved safety; and sidewalk restrictions for bicycles to avoid conflicts.

6. **Bicycle Sharing.** This included expansion of the city's bike sharing program, and coordination of multiple bike sharing types/services (long or short-term use, light or heavy bicycles).

7. **Bicycle Paths and Routes.** These facilities included the Bay Trail along the Waterfront, a two-way cycle track along The Embarcadero, the Fort Mason-to-Crissy Field bike path, the Polk Street bike routes and the Bay/Alhambra alternative to the congested Fort Mason path.

8. **Travel Demand Management (TDM).** An integrated set of measures included the piloting of a visitor-oriented program; the development of platforms containing sustainable modes information; and the provision of real time information on traffic and transportation options.

9. **Clipper Card.** This regional smart card program pioneered pre-loaded cards and a branded souvenir card; developed a fare structure to more directly generate transit revenue; and expanded the network of points where Clipper cards are sold and upgraded.

10. **Special Events Team.** This effort featured creation of an interdisciplinary Special Events Team to manage large events, creating a report-back/evaluating method to effectively refine and improve service response.

In order to evaluate the relative success of the People Plan, the SFMTA collected data, including ridership totals from transit operators, bicycle counts, valet bicycle counts and pedicab revenue figures. These data effectively allow us to gauge the impact of AC34 event activities on the use of transportation in 2012 and 2013.

### **Brief Overview**

The AC People Plan appears to have met the aspirational goals set forth at the beginning of the process. Results of the post-event evaluation suggest that these changes further improved the city's impressive transit and bicycle mode splits. For example, BART witnessed a 14 percent increase in system ridership between 2011 and 2012, while ferry services witnessed ridership increases of 14 to 20 percent during the same period. The following sections provide specific details.

## **AC34 Augmented Regional Transit Service**

### **1. Muni Service and E Line Ridership: Summer 2013**

In the summer of 2013, Muni provided a number of augmented transit services in anticipation of increased transit demand during the 2013 AC34 event. On race days between July and September, Muni operated three special routes: the MM (formerly the 47L) bus along Van Ness Avenue; the MS between Pier 27 and Marina Green; and the MP along the Embarcadero. Due to low initial ridership figures in late July 2013, services were adjusted from their original level, of up to every five minutes to an MM bus running every half-hour and an MP bus every 10 minutes. Weekend ridership totals on

the MP bus and the E-Line streetcar were consistent, however daily weekend ridership totals on the MS and MM ranged from 5 to 15 passengers per trip through the end of August.

In September 2013, Muni increased service on its special routes. It ran E-Line streetcars every 15 minutes, from the Caltrain Depot at Fourth and King Streets to Jones and Jefferson Streets in Fisherman's Wharf. Preliminary ridership estimates for the weekend of September 7-8, 2013 indicated that approximately 1,500 to 2,000 passengers per day took the E-Line.

Similarly, service was increased on the MM and MS lines, with 15-minute headways on race days. On the weekend of September 14-15, 2013, supervisors reported the following daily ridership estimates for these special routes: MS: 900-1000 passengers, MM: 600-700 passengers, and MP: 2500 passengers

### **2. BART and Ferry Ridership: August 2011 vs. August 2012**

In the summer of 2012, some regional transit operators provided augmented service into San Francisco in an attempt to anticipate the increased transit demand generated by the AC43 World Series events. In an effort to measure these impacts that the August 2012 AC34 World Series had on the transit system, a simple comparison was made between ridership on Saturday, August 25, 2012 and the previous Saturday, August 27, 2011 when no racing events were held (see Tables 1 and 2). From one year to the next BART Saturday ridership increased by 27,017 (14 percent), from 189,751 passengers in 2011 to 216,768 in 2012. WETA (the authority that oversees management of most ferry services) saw a similar percentage gain in ridership between 2011 and 2012 for the Oakland/Alameda and Vallejo Ferries (700 or 17 percent). Ferry ridership represents a small fraction of the overall transit ridership for the region; however, these increases were significant as well. During August 2012 AC34 World Series, most of the remaining transit operators serving San Francisco increased transit supply only marginally.

**Table 1: BART Systemwide Saturday ridership for late - August 2011 and late - August 2012**

Sat., Aug. 27, 2011 (no races)	Sat., Aug. 25, 2012 (AC34 races)	Difference: 2011-2012
189,751	216,768	+27,017 (14.2%)

Sources: Jay Bolcik, BART.gov website

**Table 2: WETA Saturday ferry ridership for late-August 2011 and late-August 2012**

Service	Aug. 27, 2011 (no races)	Aug. 25, 2012 (AC34 races)	Difference: 2011-2012
Oakland/ Alameda Ferry	2,083	2,382	+299 (14.4%)
Vallejo Ferry	2,074	2,475	+401 (19.3%)
TOTAL	4,157	4,857	+700 (16.8%)

Source: Chad Mason

### 3. BART and Ferry Ridership: FleetWeek 2011 vs. FleetWeek 2012

For the AC34 World Series events in August and October 2012, transit's greatest challenge was the October 6-7 weekend, when a number of additional activities took place at or near the San Francisco Waterfront (e.g., Fleet Week events, etc.). The SFMTA, in conjunction with the ACEA and a number of regional transit operators ensured that transit service was augmented to meet the demand generated by AC34 events. While this augmentation of service also transported individuals attending other events, these services had not been offered before and were primarily targeted at AC34 World Series events.

In order to get a better idea of the relative impact of the October 2012 AC34 World Series on regional transit ridership, a comparison was drawn between ridership on Saturday, October 6, 2012 and the Fleet Week Saturday of the previous year (see Tables 3 and 4). In the case of BART, the Saturday ridership increased by more than 100,000 (47 percent), from 217,599 passengers in 2011 to 319,484 in 2012. For WETA, the rise in ridership between 2011 and 2012 (on the Oakland/Alameda and Vallejo Ferries) was substantial, but less dramatic, with an increase of 2,737 passengers, or just over 25 percent. All of these ridership figures reflect the importance of additional transit service (in response to increased demand) in 2012.

**Table 3: BART Systemwide ridership for Fleet Week Saturdays in 2011 and 2012**

Oct. 8, 2011 (no races)	Oct. 6, 2012 (AC34 races)	Difference: 2011-2012
217,599	319,484	+101,885 (46.8%)

Sources: Jay Bolcik, BART.gov website

**Table 4: WETA ferry ridership for Fleet Week Saturdays in 2011 and 2012**

Service	Oct. 8, 2011 (no races)	Oct. 6, 2012 (AC34 races)	Difference: 2011-2012
Oakland/ Alameda Ferry	6,802	8,735	+1,933 (28.4%)
Vallejo Ferry	3,781	4,585	+804 (21.3%)
TOTAL	10,583	13,320	+2,737 (16.8%)

Source: Chad Mason



#### 4. Other Regional Transit Service: 2012 and 2013

A number of other transit agencies also augmented transit services during the AC34 events of 2012 and 2013, including Golden Gate Transit (GGT) to Marin, Caltrain to the Peninsula and PresidiGo within San Francisco. While comparative ridership totals were not available for these three operators, the SFMTA did work closely with each of them to coordinate the augmentation of transit service on a selected set of routes serving the Northern Waterfront and adjacent areas. These included special weekend services on GGT Routes 4 and 10, as well as the Sausalito and Larkspur ferries; a few Caltrain runs on Giant game days and weekend services on the Downtown and Crissy Field PresidiGo Routes. While October 6-7, 2012 was the peak weekend for regional transit service, some operators chose to offer less service in 2013, at least during the months of July and August.

### Bicycle Use During the AC34 Events

#### 1. Embarcadero Bicycle Volumes: 2012 and 2013

Many individuals watching the 2012 AC34 World Series and 2013 AC34 events were able to easily access viewing sites via bicycle, a feat that was much more difficult to achieve with a private car, as many streets near the events sites were restricted. During the AC34 World Series events of 2012 and 2013, bicycle counts were taken at a few points along The Embarcadero. Table 5a. (below) reveals that on August 25, 2012 between noon and 2:00 p.m., 502 bicycles traveled northbound and 125 bicycles traveled southbound along The Embarcadero at Bay Street (across from Pier 33). In contrast, on October 6, 2012 at the same location and time, 1,458 bicycles traveled northbound and 252 bicycles traveled southbound, an increase of 172 percent over the total for August 2012.

**Table 5a: Bicycle Volumes at Embarcadero/Bay in August 2012 and October 2012**

Embarcadero at Bay		
Bicycle Counts (inc. Pedicabs)	Sat., Aug. 25, 2012 (AC34)	Sat., Oct. 6, 2012 (AC34/Fleet Week)
Northbound travel lanes	502	1458
Southbound travel lanes	125	252

Source: Patrick Golier, SFMTA

In addition, bicycle counts were conducted at the Embarcadero/Broadway intersection both with and without the cycle facility to help determine how the presence of the separated facility led to changes in cycling activity and behavior. Table 5b. provides the results of cycle counts during three time periods; weekday mid-day (12-2pm), weekday PM peak (4:30-6:30pm) and weekend peak (Saturday 12-

2pm) during the weeks of August 19 and September 8.

**Table 5b: Bicycle Volumes at Embarcadero/Bay in August 2013 and September 2013**

Embarcadero at Broadway						
Bicycle Counts (inc. Pedicabs)	2013 Weekday Mid-Day (12-2p)		2013 Weekday PM Peak (4:30-6:30p)		2013 Weekend Peak (12-2p)	
	Thu., 8/22	Thu., 9/12*	Tue, 8/20	Thu., 9/12*	Sat., 8/24	Sat., 9/14*
Northbound travel lanes	1	0	16	0	35	0
Northbound Bike Lane (east)	273	531	546	530	658	915
Southbound Bike Lane (east)	0	103	0	105	0	104
Southbound Bike Lane (west)	86	96	384	318	195	152
Northbound on Promenade	35	4	31	17	29	21
Southbound on Promenade	66	17	60	36	118	13
Total	461	751	1,037	1,006	1,035	1,205

\* America's Cup Finals Races, with two-way protected bikeway

Source: Patrick Golier, SFMTA

Indications are that many visitors to the finals races in 2013 used a bicycle to travel to the viewing areas, at least for part of their trip. The total number of people on bikes using the Embarcadero

during the America's Cup finals week increased significantly on race days during the time periods immediately prior to the races as compared to a non-race day in August. For example, cycling on the Embarcadero increased by 63 percent and 16 percent on Thursday, September 12 and Saturday, September 14, respectively, during the 12-2pm time period (races on each day started at 1:15pm) versus similar days/times on non-race weeks. On the other hand, cycling on the Embarcadero remained flat during the PM peak period (4:30-6:30pm) during the race week versus the August non-race week. No people on bikes during this time period would have been going to/from the America's Cup Park. This is not surprising given that the short-term temporary nature of the protected bikeway would not have been established long enough to change commute patterns.

## 2. Bicycle Parking at AC34 Venues in 2013

In response to a rise in bicycle traffic along The Embarcadero and a corresponding rise in demand for bicycle parking, the San Francisco Bicycle Coalition (SFBC) provided two staffed Valet Bicycle Parking corrals and first class bicycle valet services during AC34 event activities in 2012 and 2013. The SFBC reported that between the beginning of July 2013 and the end of September 2013 it parked 7,400 bicycles, 2,400 at the America's Cup Village at Marina Green and 5,000 bicycles at the America's Cup Park corral at Pier 23. (see Table 6)

**Table 6: Bicycle Parking at AC34 Venues in 2013**

Location	Jul. - Sep. 2013
AC Village (Marina Green)	2,400
AC Park (Pier 23)	5,000

Source: SFBC

## **Pedicab Ridership and Operator Earnings During AC34 Events in 2012 and 2013**

Along the Waterfront, a rise in demand for transportation was reflected in greater use of pedicabs during the busiest AC34 weekends. According to available data, on August 25, 2012 between 12:00 noon and 2:00 p.m. at The Embarcadero and North Point, 45 pedicabs traveled southbound and 45 traveled northbound. For the same period on October 6, 2012, 184 pedicabs traveled southbound and 210 traveled northbound, an increase of 338 percent. Unfortunately, no pedicab counts were taken in 2011 and the counts taken in 2013 were at The Embarcadero and Broadway, about  $\frac{3}{4}$  of a mile south. In the case of the latter, it was reported that on August 24, 2013 between 12:00 noon and 2:00 p.m., a total of 49 pedicabs traveled southbound at Broadway and 76 pedicabs traveled northbound.

While pedicabs represent a small share of local trips, it appears that the AC34 events generated growth when compared to the previous year. According to Geoff Abraham, the pedicab industry experienced a 27.8 percent rise in earnings from Fleet Week weekend in 2011 to Fleet Week weekend in 2012.

## **Transportation Survey: September 2013**

In an attempt to capture the origin and preferred modes of individuals in and around the principle AC34 events on race days, spectator and volunteer surveys were conducted on Wednesday, August 21, 2013 and Saturday, August 24, 2013. A total of 770 spectators were surveyed at AC Park or AC Village, and 440 event volunteers were surveyed. The data revealed that only 15 to 17 percent of respondents drove to a venue parking facility, while the remaining respondents either took a sustainable transportation mode or drove to a satellite

location, where they took transit to the event.

### **1. Spectator Mode Choice**

Spectator respondents to the survey overwhelmingly preferred taking a sustainable mode (as opposed to driving) to the event site or a nearby transit station, with 71 percent not driving at all: 29 percent of all respondents walked, 5 percent bicycled, 26 percent took transit, 6 percent took a taxi and the rest took other modes or didn't answer. Of the transit riders, 39 percent took BART, 34 percent took the bus, 15 percent took a ferry, 5 percent took Caltrain and 6 percent took a shuttle bus (see Table 7).

### **2. Event Volunteer Mode Choice**

Event volunteers responding to the survey similarly preferred sustainable modes to driving, with 74 percent not driving to the events: only 12 percent of all respondents walked, 6 percent bicycled, a surprising 54 percent took transit, 2 percent took a taxi and the rest took other modes. Of the transit riders, about 27 percent took the bus, 28 percent took BART, 19 percent took a streetcar, 15 percent took a ferry, 8 percent took Caltrain and 1 percent took a shuttle bus (see Table 8, below). About 85 percent of the respondents reported that the Bay Area was their place of residence.

An initial challenge to staging the America's Cup in San Francisco was to develop an effective transportation plan that would avoid a sharp increase in the amount of auto traffic that such an activity could generate. Insofar as mode share is concerned, these data appear to confirm that the plan was indeed successful in encouraging spectators and volunteers to take alternative modes to the automobile.

**Table 7: Primary Mode of Transportation for Spectators**

Mode	Number	Share
Walk	223	29%
Bicycle	39	5%
Muni	66	9%
BART	76	10%
Caltrain	10	1%
Cable Car	9	1%
Ferry	29	4%
Automobile - parked at a transit station	95	12%
Automobile - parked near either AC Village or AC Park	134	17%
Taxi	46	6%
Shuttle Bus	6	1%
Pedicab	3	0%
Other	12	2%
Blank/Unidentified	22	3%
TOTAL	770	100%

Source: Jill Savery, 34th America's Cup

**Table 8: Primary Mode of Transportation for Event Volunteers**

Mode	Number	Share
Walk	54	12%
Bicycle	27	6%
Bus	64	14%
BART	66	15%
Caltrain	20	5%
Street Car (Muni)	45	10%
Cable Car (Muni)	3	1%
Automobile (parked at transit station)	49	11%
Automobile (parked near AC Village or AC Park)	66	15%
Taxi	7	2%
Shuttle Bus	3	1%
Ferry/Other	36	8%
TOTAL	440	100%

Source: Jill Savery, 34th America's Cup

## Concluding Remarks

An initial challenge to staging the America's Cup in San Francisco was to develop an effective transportation plan that would avoid a sharp increase in the amount of auto traffic and local congestion that such an activity could generate. The relative success in providing the public with a sustainable set of transportation alternatives for travel in San Francisco during the AC34 events of 2012 and 2013 highlights the importance of early planning and assessment of the mobility needs of travelers, as well as ongoing coordination between ACEA, the SFMTA and participating City and regional departments and agencies charged with providing services.

System performance data for transit, bicycle, and pedicab use reveal that temporary adjustments, such as transit service augmentation and expanded bicycle infrastructure and parking capacity, effectively allowed the system to accommodate the additional trips generated. These efforts did not merely constitute an increase in system capacity, but rather, were key components of a comprehensive demand management strategy designed to increase the attractiveness of a full set of alternatives to the car and mitigate the likely adverse impacts that a rise in car traffic would have brought to the City.

While these sustainable modes experienced significant increases in use during most of the AC34 events of 2012 and 2013, they played their most critical role during the weekend of October 6-7, 2012, when the AC34 World Series events coincided with a number of other activities simultaneously taking place in the City, including Fleet Week events, the Hardly Strictly Bluegrass Festival, SF Giants baseball home games, a SF 49er home game and other festivities.

Finally, the ability to increase capacity on many of these modes and work closely with regional partners— such as transit operators connecting San Francisco with the North Bay, East Bay and Peninsula—was key to ensuring that the AC34 events continued to provide an

enjoyable, world class sporting experience for tens of thousands. Clearly, the AC34 events of 2012 and 2013 will serve as a legacy for future events here and in other cities throughout the world, and the planning and implementation of the transportation plan (as reflected in the People Plan) will serve as a model for effectively and efficiently managing the transportation system to the benefit of participants, visitors and residents.



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