

# Metropolitan Setting<sup>1</sup>

## GENERAL CHARACTERISTICS

Until recently San Francisco was unquestionably the most important metropolitan area on the West Coast. Today, although exceeded by Los Angeles in population, San Francisco is still the most important governmental, corporate, financial, cultural, and transportation center in the west.

Three major cities are within the San Francisco Bay Area. To the south is San Jose, a rapidly growing SMSA of over one million people in 1970. Oakland on the east side of San Francisco Bay, had a population of nearly 400,000 in 1970. San Francisco, the economic and cultural center of the region, had over 700,000 people in 1970. San Francisco and Oakland are the central cities of the San Francisco SMSA and make up 34.7 percent of the population. The data on the accompanying figures cover the San Francisco SMSA only and exclude the San Jose SMSA.

The recent growth in the SMSA has occurred entirely in the suburban ring, with San Francisco losing 3.3 percent of its population between 1960 and 1970 (see Figure 2) and Oakland losing 1.6 percent during the same time. (The low density characterizing most of this recent growth contrasts sharply with the high population density of the city of San Francisco. With 15,764 people per square mile, San Francisco is the second most densely populated major central city in the U.S. But the SMSA is slightly less densely populated than the average among the 33 largest SMSA's in 1970.

The difference between the city and suburban development patterns also can be illuminated by comparing transit ridership. In 1970, 35 percent of all work trips by San Francisco city residents were made on public transit, while only 8 percent of the suburban residents used transit (see Figure 3).

## EXISTING PASSENGER TRANSPORTATION SYSTEM

Outside of the city of San Francisco an extensive network of freeways and bridges provides good

<sup>1</sup>See Figure 1, pages 18 and 19. This map and other figures in this section cover only the San Francisco SMSA and exclude San Jose

highway access within the suburban area and to San Francisco. Within the city, however, freeways are limited, and the emphasis is on transit.

The city-owned Municipal Railway (Muni) provides extensive service that carries about 400,000 revenue passengers on an average weekday. The city-owned system was set up in 1912 and has encouraged transit ridership in the city to the point where San Francisco now has more transit riders per capita than any other U.S. city except New York. Muni is a multimodal operation with the largest fleet of cable cars and trolley buses in the United States as well as one of the Nation's largest streetcar fleets. Transit service is supplemented by over 600 diesel buses, and the streetcar service is speeded through the extensive use of tunnels.

In the East Bay region the Alameda-Contra Costa Transit District (AC Transit) has provided bus service since 1960, when this public body took over operations of the privately owned Key System. This system handles less than half the number of riders on Muni.

The third largest transit system in the Bay Area is BART, which, since opening in 1973, has been the most advanced rapid rail operation in the country (see Figure 4). The 7.5 miles of tracks serve three corridors in the East Bay while connecting these communities with San Francisco and Daly City in San Mateo County through a transbay tube. In 1975 BART is expected to serve about one-quarter the number of passengers on Muni and one-half the passengers on AC Transit.

Other major transit operations are Golden Gate Transit, which serves Marin County and provides commuter service by bus and ferry to San Francisco, and Santa Clara Transit, which serves San Jose and Santa Clara County.

The Southern Pacific Railway's operations between San Jose and San Francisco provide the only commuter rail service west of Chicago.

The support for transit in the Bay Area has been expressed not only by a willingness to support these transit services with local taxes and taxing authority but also by ridership figures. The San Francisco SMSA was one of only three major metropolitan areas to show an increase in transit

LAND AREA (1970)  
(square miles)

Center City	45.4
Suburban Ring	2,434.6
Entire SMSA	2,480.0

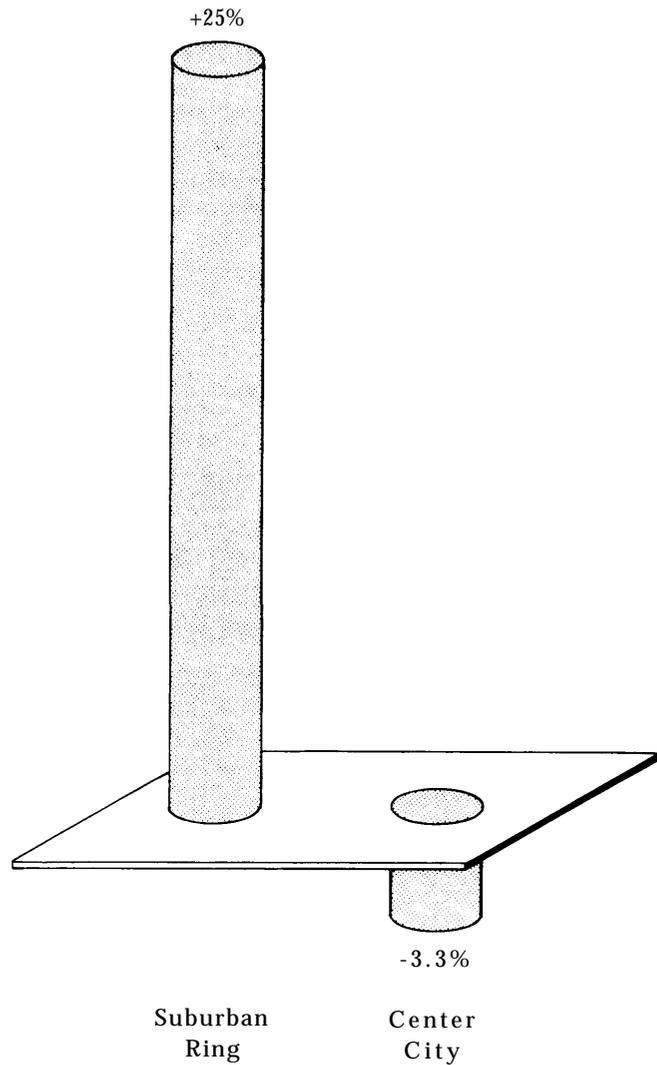
POPULATION

	<u>Suburban Ring</u>	<u>Center City</u>
1960	1,908,446	740,316
1970	2,392,348	715,674

DENSITY  
(population/square mile)

	<u>Suburban Ring</u>	<u>Center City</u>
1960	784	16,307
1970	983	15,764

POPULATION  
Percent Change 1960-1970

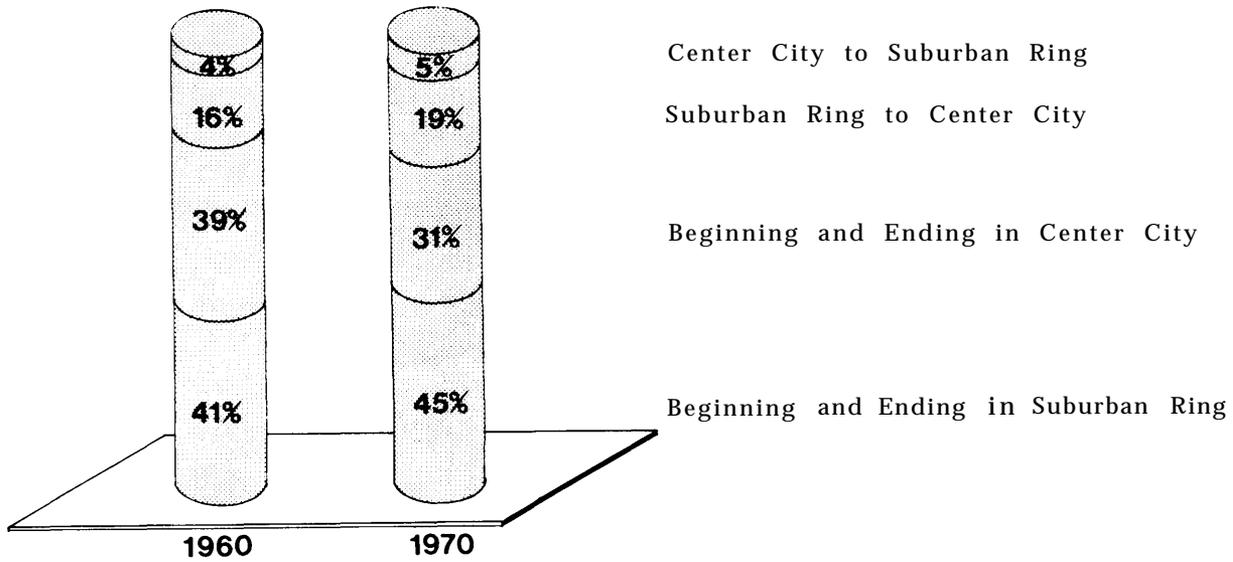


**FIGURE 2 : SAN FRANCISCO METROPOLITAN CHARACTERISTICS**

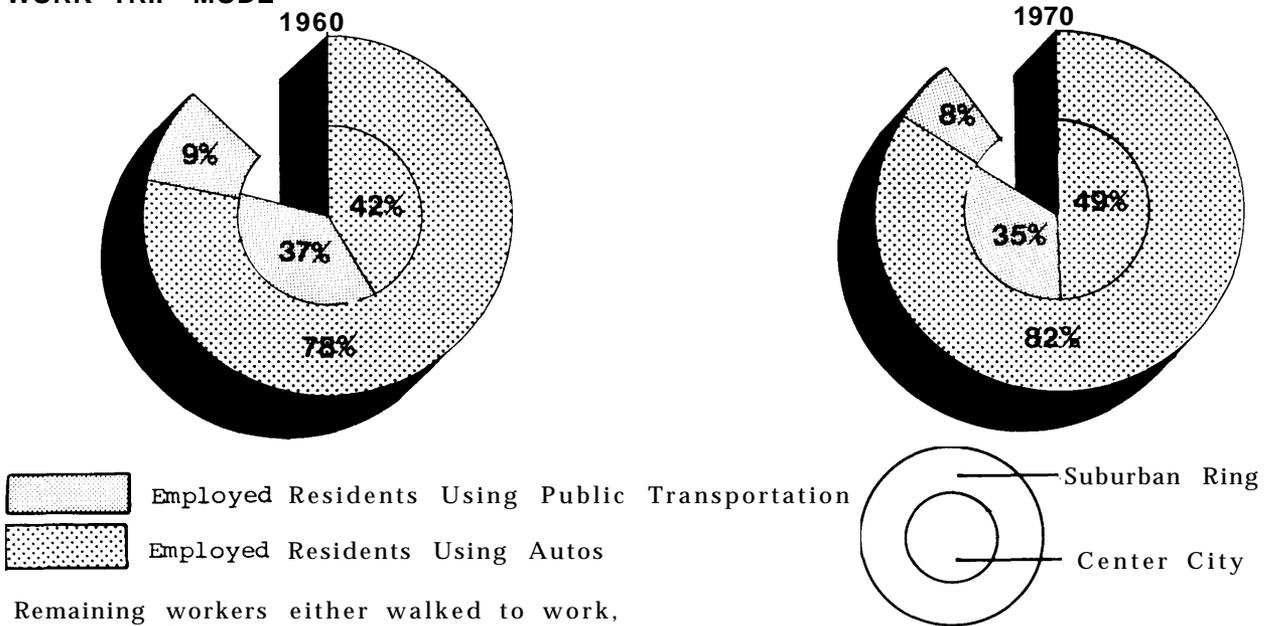
Source: Urban Transportation Fact Book, American Institute of Planners, and the Motor Vehicle Manufacturers Association of the U.S., Inc.

A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities), usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.

### WORK TRIP DISTRIBUTION

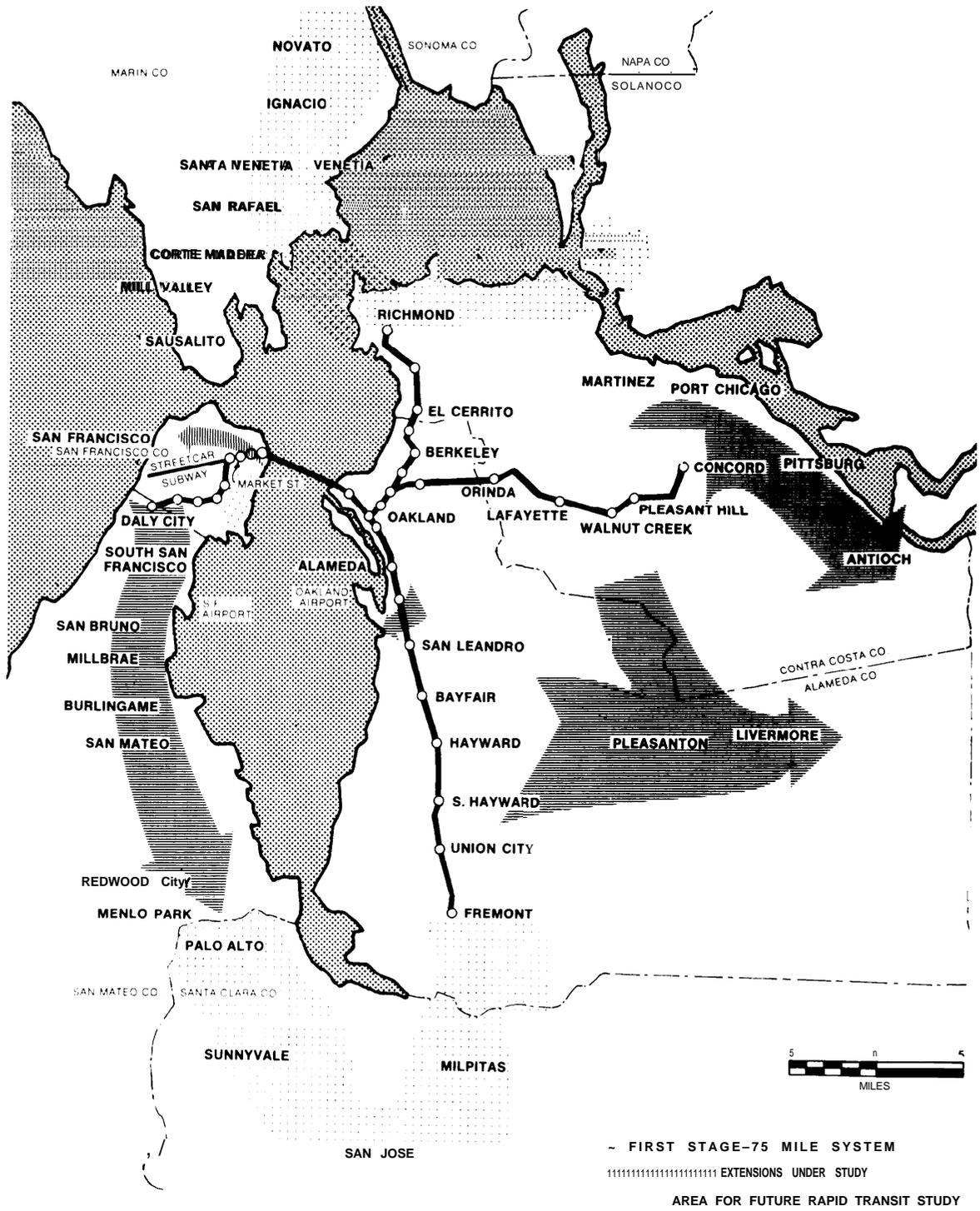


### WORK TRIP MODE



**FIGURE 3: SAN FRANCISCO TRAVEL CHARACTERISTICS**

Source: Urban Transportation Fact Book, American Institute of Planners and the Motor Vehicle Manufacturers Association of the U.S., Inc., 1974. A Standard Metropolitan Statistical Area (SMSA) includes a center city (or cities), usually with a population of at least 50,000, plus adjacent counties or other political divisions that are economically and socially integrated with the central area.



**FIGURE 4: BAY AREA RAPID TRANSIT SYSTEM**

Source: Bay Area Rapid Transit District, November 1971.

riders between 1960 and 1970. In this period transit patronage increased 4 percent in Washington, D. C., 2 percent in Miami, and 1 percent in San Francisco, while the 33 largest SMSA's averaged a 13 percent decrease. The San Francisco increase occurred without the help of BART, which did not begin full operations until 1974.

Residents have voted taxing authority for AC Transit, and San Francisco subsidizes Muni. With relatively low fares (25 cents is the base fare for Muni and AC), these subsidies are high. San Francisco city residents pay well over \$100 per capita in transit subsidies, which is the highest per capita rate in the Nation.

Table 1 shows total Federal transit capital and technical assistance grants to transit programs in the San Francisco metropolitan area.

**TABLE I.—Federal Assistance to San Francisco Transit Programs From F.Y. 1962 to May 31, 1975**

Type of Assistance	UMTA Share	Total Costs
Capital Grants . . . . .	\$469,137,000	\$931,279,000
Technical Studies . . . . .	7,839,000	15,916,000
<b>TOTAL . . . . .</b>	<b>\$476,976,000</b>	<b>\$947,195,000</b>

Source: Urban Mass Transportation Administration

## TRANSPORTATION PLANNING INSTITUTIONS

In the Bay Area the regional transportation planning agency has been playing an increasingly significant role in transportation planning at the expense of the transit operators, which traditionally dominated decisionmaking. The local governments act through the regional bodies and thus do not play a great public role in the planning process.

### Metropolitan Transportation Commission (MTC)

MTC has greater powers than most regional transportation planning bodies. The Commission is mandated to develop the regional transportation plan for highways, bridges, and mass transit. It is also the regional A-95 review agency for transpor-

tation and the designated Metropolitan Planning Organization.<sup>3</sup>

**TABLE 2.—Federally Recognized Regional Agencies**

Designation	Agency
A-95	Association of Bay Area Governments (the Metropolitan Transportation Commission has been delegated responsibility for transportation reviews)
MPO	Metropolitan Transportation Commission

In 1971 MTC was given authority to allocate about \$3.5 million per year from the Transportation Development Act funds (.25 percent of all local sales taxes) among the several transit operators in the nine-county region. MTC has the authority to determine whether the funds are to be used immediately or kept in reserve for future needs, and to determine how the funds are to be used: for planning, operation, or construction, and in the more rural counties, for either highway or transit.

Fourteen of the Commission's 19 members are appointed by Bay Area county supervisors and mayors. One member each is designated by the

<sup>2</sup>Circular A-95 of the Federal Office of Management and Budget requires one agency in each region to be empowered to review all proposals for Federal funds from agencies in that region. Circular A-95 replaced Circular A-82, which was created to implement Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966 (42 U.S. C. 3301). MTC has been delegated responsibility for reviewing transportation-related applications by the Association of Bay Area Governments, which retains A-95 review responsibilities for other subjects.

<sup>3</sup>The Urban Mass Transportation Administration and the Federal Highway Administration require Governors to designate a Metropolitan Planning Organization (MPO) in each area to conduct a "continuing, comprehensive transportation planning process carried out cooperatively." (the "3-C" process) mandated by the Federal-Aid Highway Act of 1962 and the Urban Mass Transportation Assistance Act of 1974. According to joint UMTA-FHWA regulations published in September 1975, MPO's must prepare or endorse (1) a long-range general transportation plan, including a separate plan for improvements in management of the existing transportation system; (2) an annually updated list of specific projects, called the transportation improvement program (TIP), to implement portions of the long-range plan; and (3) a multiyear planning prospectus supplemented by annual unified planning work programs.

Association of Bay Area Governments, the Bay Conservation and Development Commission, the California Secretary of Transportation, and U.S. Department of Transportation and Housing and Urban Development. To permit citizen participation, MTC conducts regular town meetings in each county and informal meetings with community groups.

#### **Association of Bay Area Governments (ABAG)**

ABAG is the regional planning agency for the nine-county Bay Area. The Federal A-95 review power is lodged with ABAG, but MTC reviews transportation plans, subject to ABAG concurrence.

Membership in ABAG is voluntary. As of 1970, eight of the nine counties in the Bay Area were participating, as were 84 of the region's 91 cities.

ABAG consists of a general assembly, comprising the mayor or a councilman from each county. An executive committee includes a supervisor from each member county and one representative to all the cities in each county; six at-large members appointed by the general assembly; and an elected president and a vice president, one representing a county and the other a city.

#### **Bay Area Rapid Transit District (BARTD)**

BARTD was established by the California State Legislature in 1957 to plan, construct, and operate a regional rapid transit system.

Until recently, BARTD's board members were appointed, four from each of the three participating counties. As a result of criticism and evolving interest in more direct community control, board members are now directly elected. In general, five

members come from Alameda County, three from San Francisco, and one from Contra Costa, but one district overlaps San Francisco and Alameda counties.

#### **San Francisco Municipal Railway (Muni)**

San Francisco's city charter of 1900 calls for public ownership of utilities, including transportation. When it was created in 1912, Muni became one of the Nation's first public transit authorities. It is directed by a general manager who is responsible to the city's Public Utilities Commissioner and its general manager. The Public Utilities Commissioner is appointed by the mayor.

To meet increasing costs without going to the polls, the city set up a nonprofit corporation in 1968. The San Francisco Municipal Railway Improvement Corporation is able to issue bonds, backed by city credit, to raise money for purchasing equipment. This equipment—rolling stock and the like—is leased back to Muni to pay off the bonds.

#### **Alameda-Contra Costa Transit District (AC)**

AC was established by the State legislature in 1956. Since AC took over the Key System in 1960, patronage has increased by 60 percent. The AC district includes all of Alameda and the urban portions of Contra Costa County.

AC's seven-member board of directors is elected by the voters of the two counties. As of 1970 most of the district's operating costs were met by fares, but deficits are increasing. (An operating deficit of \$13 million was expected in 1974.)

The local share of capital improvements is financed by AC's taxing powers.