

Government of Tamil Nadu and Chennai Metro Rail Limited (CMRL), India Friday 10th March, 2023

Using Pragmatic Strategies to Legitimise Implementation

Dr James Reynolds, Professor Graham Currie Public Transport Research Group Monash Institute of Transport Studies Monash University, Australia





MONASH INSTITUTE OF TRANSPORT STUDIES





Agenda

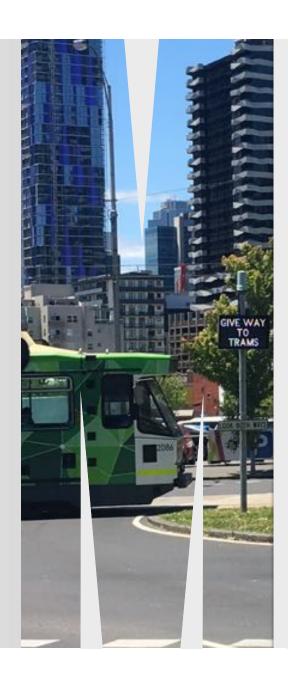
Introduction

Context

Legitimacy

Pragmatic Strategies

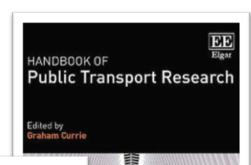
Conclusions



Using Pragmatic Strategies to Legitimise Implementation

How to get (possibly controversial) transport projects done...

...in the real-world (of political, institutional and public opposition)







Dr James Reynolds Professor Graham Currie
Public Transport Research Group (PTRG)
Institute of Transport Studies (ITS)
Civil Engineering Monash University

10. New approaches and insights to managing on-road public transport priority

James Reynolds and Graham Currie

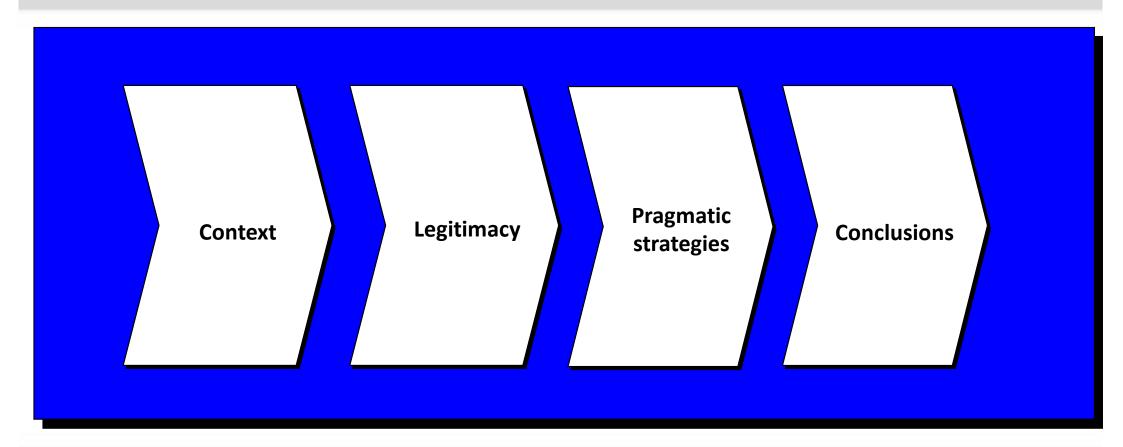
10.1 INTRODUCTION

The technical justification for transit priority in congested urban conditions is simple. Buses and streetcars can move people more efficiently than private cars and therefore can make better use of the limited road space and intersection time that is available in urban areas. Clear examples of the potential of prioritising transit are provided by the successful implementation of priority measures in Zurich (Nash 2001; 2003; Mees 2010; Nash et al. 2018) and Curitiba's bus system, which rivals the capacity of heavy rail and has made the city famous as the 'cradle of Bus Rapid Transit' (BRT) (Lindau et al. 2010b). However, implementing transit priority measures is not necessarily easy in practice, particularly in more car-centric cities where opposition may be more likely.





The rest of this presentation is structured as follows:









Agenda

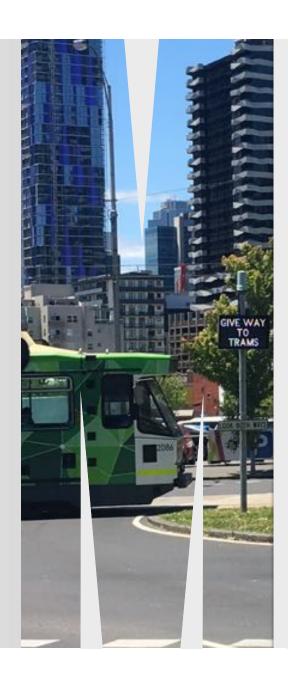
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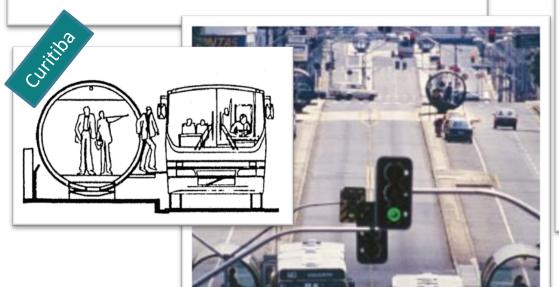
Conclusions



Technical answers are known...

Curitiba, the Cradle of Bus Rapid Transit

LUIS ANTONIO LINDAU, DARIO HIDALGO and DANIELA FACCHINI









Technical answers are known, but implementation is hard













Agenda

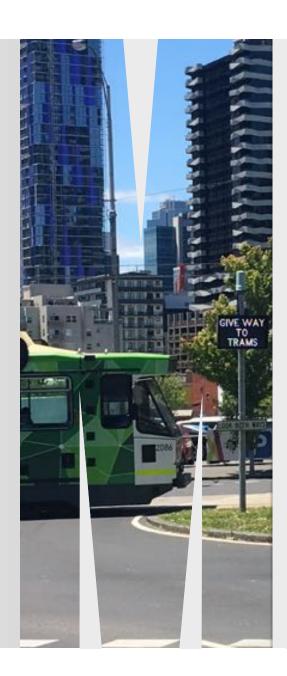
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Many good reasons to improve our transport systems...



Source: City of Munster (1991)





...but implementation is difficult

No more new bike lanes for CBD after council cops complaints

THE AGE





Cyclists make their way along a narrow bike lane along Collins Street. JOE ARMAO

Source: Jacks (2018)
Source: Waters (2022)





Many different types of legitimacy



Source: Jacks (2018)

- normative legitimacy
 the law requires accessible tram stops
- legitimacy through reasonableness unreasonable there is no wheelchair access
- legitimacy as trust engineers recommend a platform stop
- sociological legitimacy widespread support for DDA compliance
- legitimacy through consent voted on by our political representatives
- unconditional duty cyclists must always have a bike lane(?)
- conditional normative support (NIMBYism)
 I agree with the idea of DDA compliance,
 but not without a bike lane...

....or the loss of on-street parking



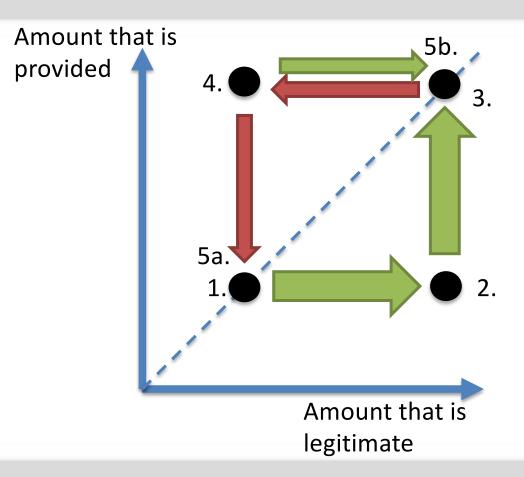


Mapping legitimacy through time:

- Starting point
 What is provided = what is legitimate
- 2. Proposal to increase amount Increases amount that is legitimate
- 3. Implementation
 What is provided = what is legitimate
- 4. Complaints, protest

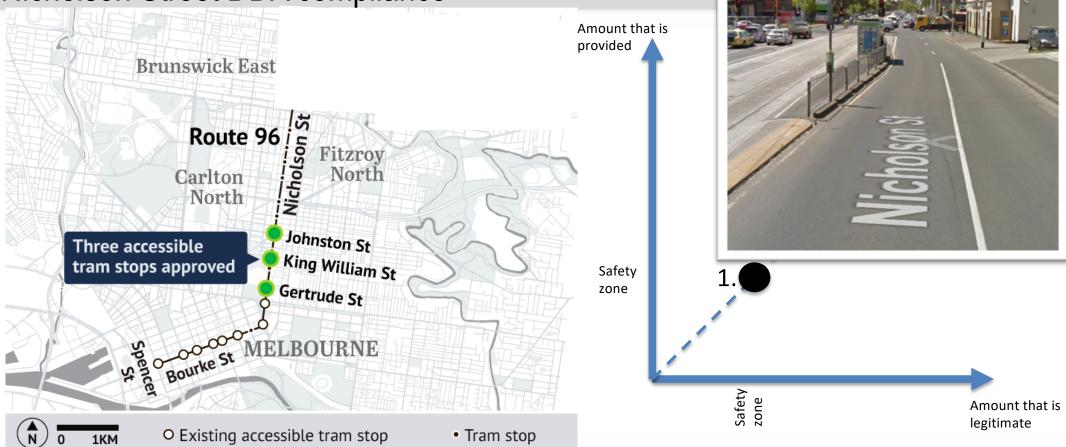
 Decreases amount that is legitimate
- 5a. Failure, removal
- 5b. Success, retention

 What is provided = what is legitimate



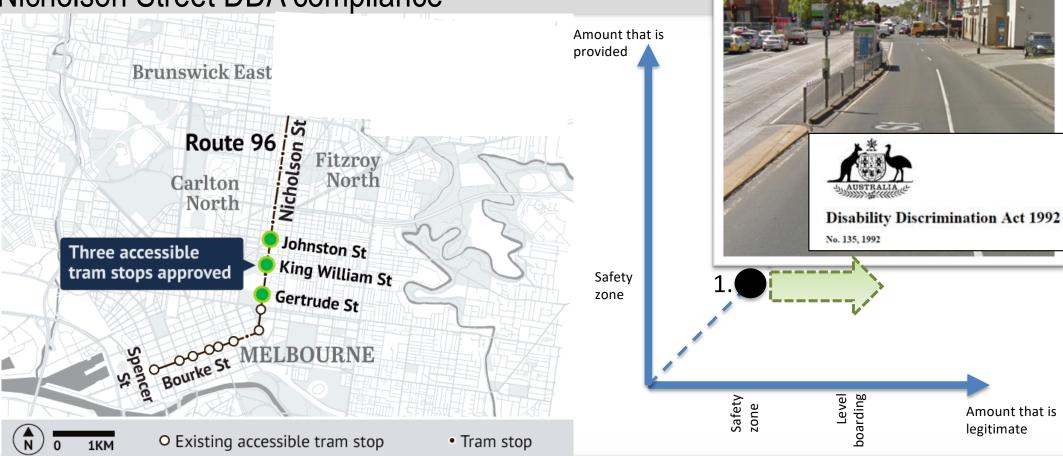






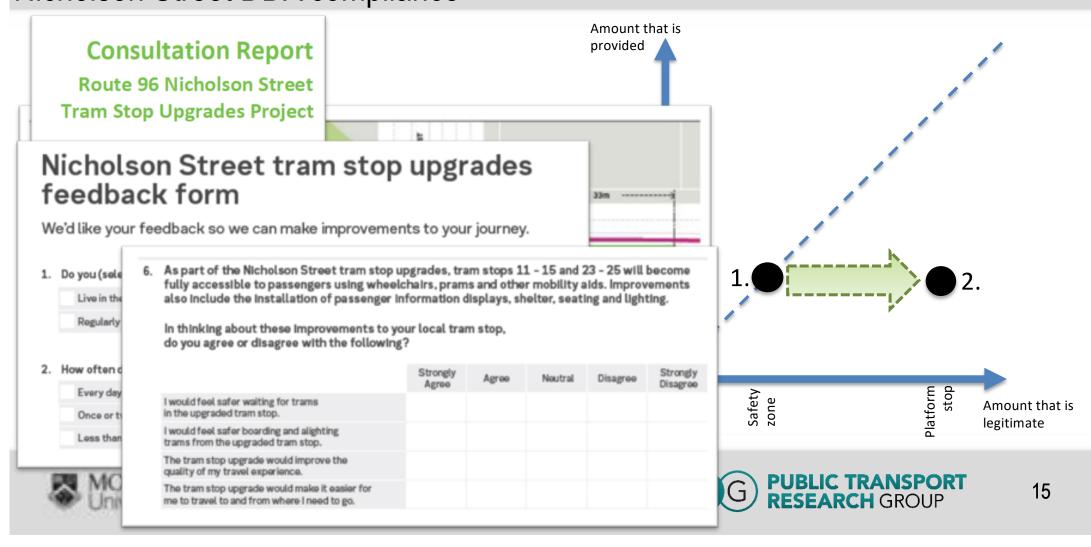




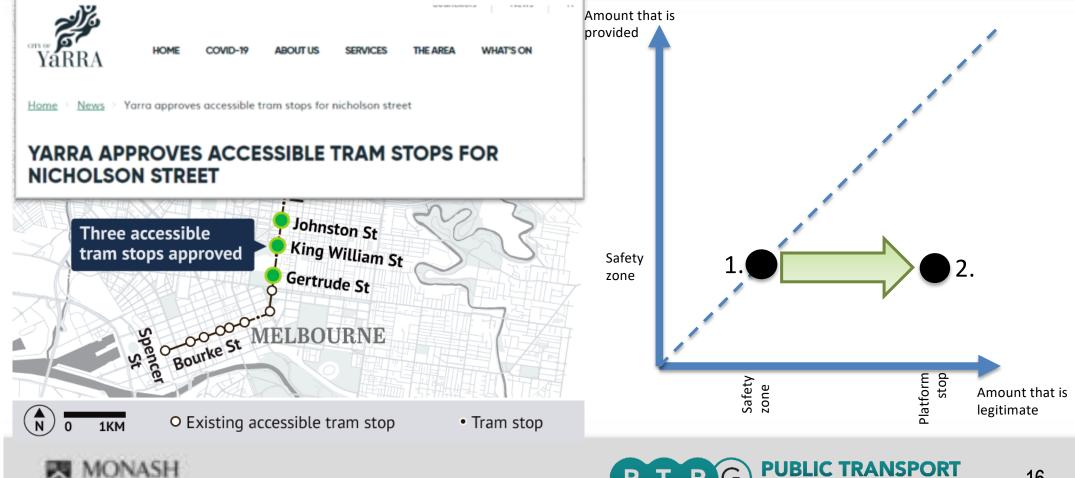






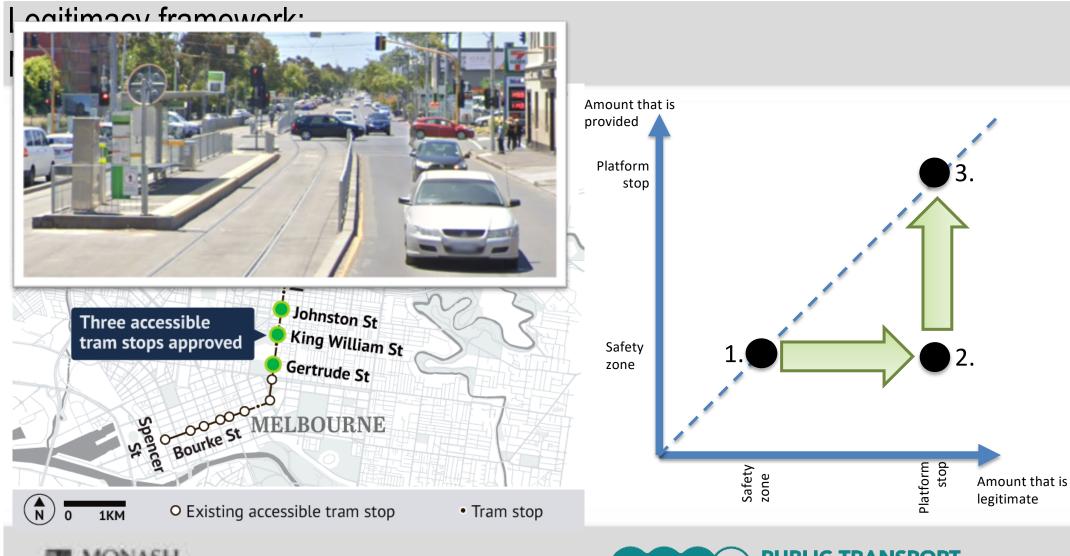


Nicholson Street DDA compliance





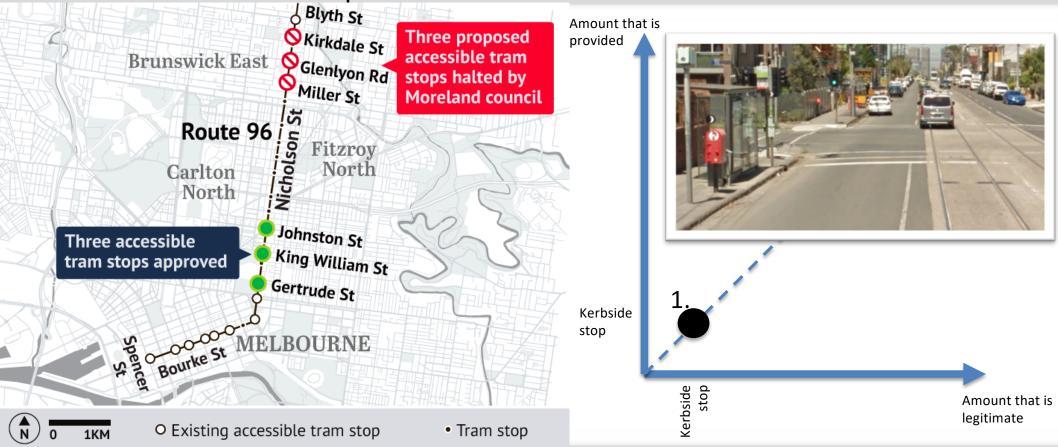








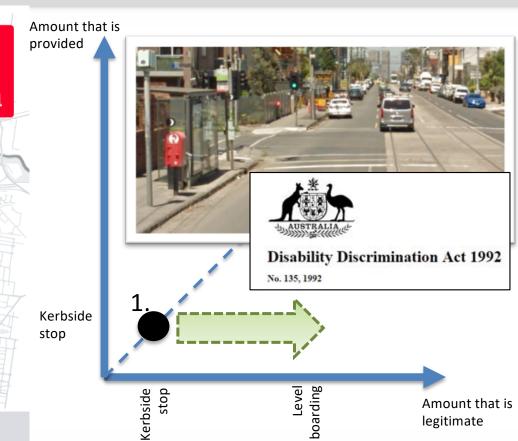
Nicholson Street DDA compliance







Nicholson Street DDA compliance

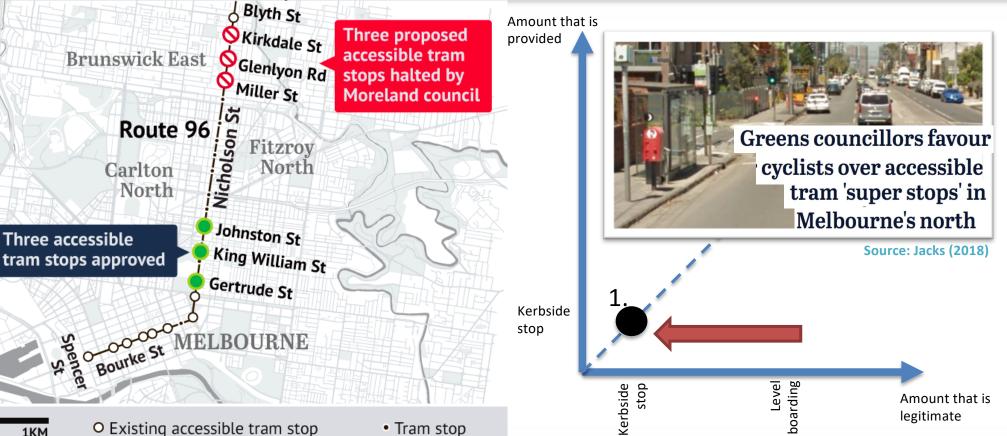








Nicholson Street DDA compliance







Nicholson Street DDA compliance

...meanwhile... in the north

Blyth St

Kirkdale St

Brunswick East

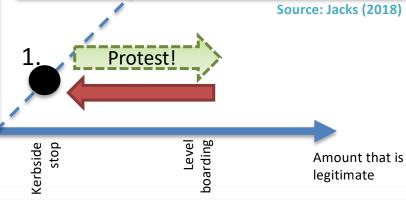
Miller St

Three proposed accessible tram stops halted by Moreland council

Amount that is

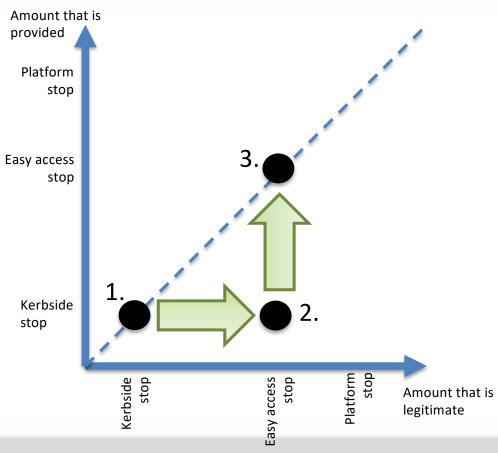
provided











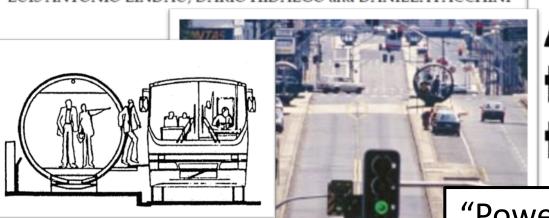




Curitiba Bus Rapid Transit (BRT)

Curitiba, the Cradle of Bus Rapid Transit

LUIS ANTONIO LINDAU, DARIO HIDALGO and DANIELA FACCHINI



Transit Planning

BY MICHAEL J. MAJOR

Brazil's busways: A "subway" that runs above the ground

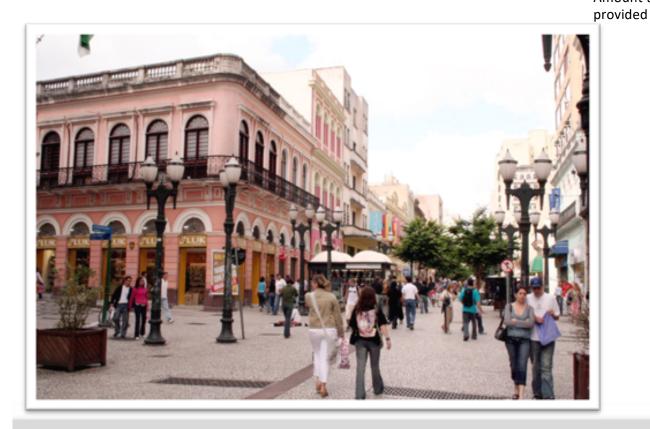
"Power is what matters...certainly much more than "political will" on its own"

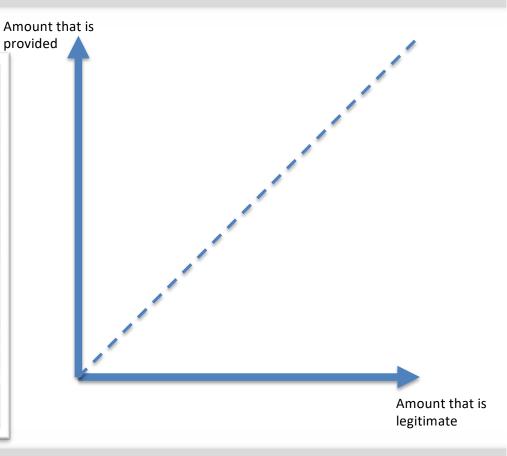
Ardila-Gomez (2004, p.424)





Curitiba Bus Rapid Transit (BRT) Military dictatorship + pedestrian mall





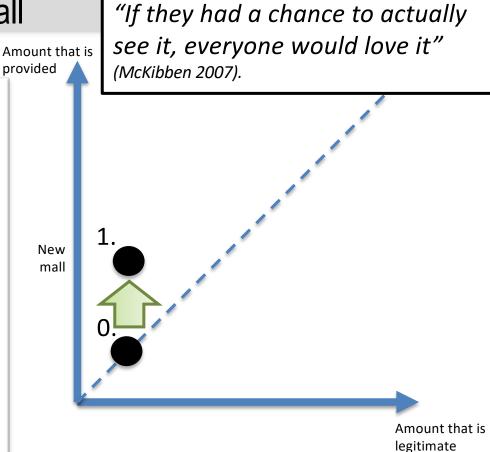




Curitiba Bus Rapid Transit (BRT) Military dictatorship + pedestrian mall

- 1. Work starts on a Friday:
 - after the law courts closed,
 - ...preventing legal injunctions.
- Roads suddenly closed.
- New mall complete by the following Monday.
- Armed police present (Moore 2007, p. 89),
 - but no use of force required,
 - mayor had backing of state governor.



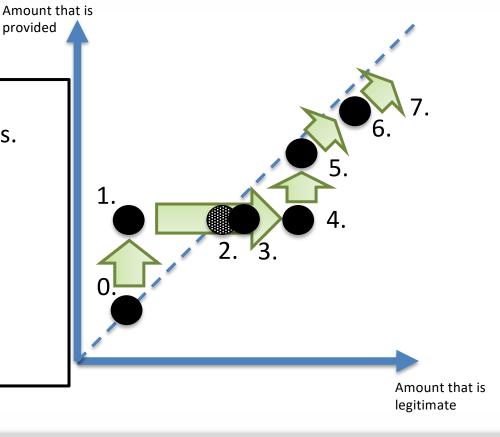






Curitiba Bus Rapid Transit (BRT) Military dictatorship + pedestrian mall

- 1. Work starts on a Friday
 - after the law courts closed
- Retailers ask state governor to sack the mayor:
 - Governor says he will meet them in 30 days.
 - 2. Mayor suggests a 30-day trial.
- 3. Mall proves successful:
 - No meeting with governor.
 - 4. 'Trial' is great success calls for expansion
- 5. Mall expands
- 6. Mall expands again
- 7. etc.



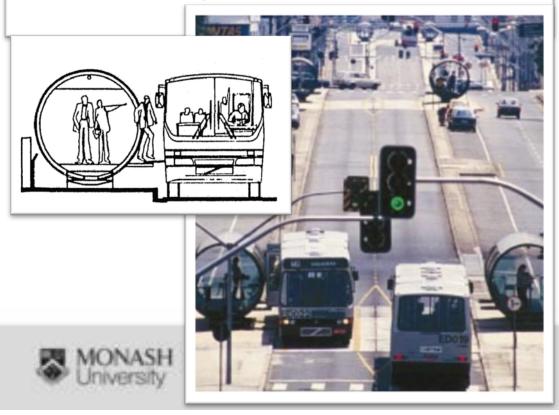


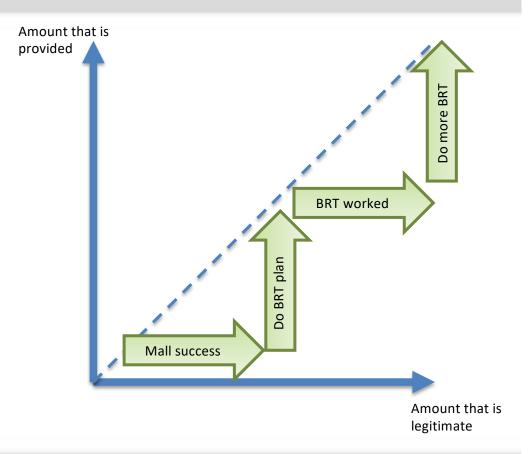


Curitiba Bus Rapid Transit (BRT)

Curitiba, the Cradle of Bus Rapid Transit

LUIS ANTONIO LINDAU, DARIO HIDALGO and DANIELA FACCHINI







This research: Legitimacy + case studies

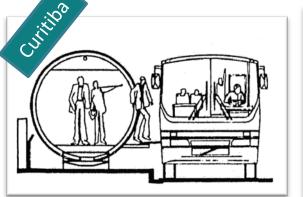
Clarendon Street tram stop trial gets the hook

Amount that is provided

Bus lanes returned to cars

Bernecich, Adrian . Knox Leader ;

the future of the Stud Rd lanes is still being discussed.





Boston Tests Faster Bus Service Simply By Laying Out Orange Cones

Negative impacts on other road users

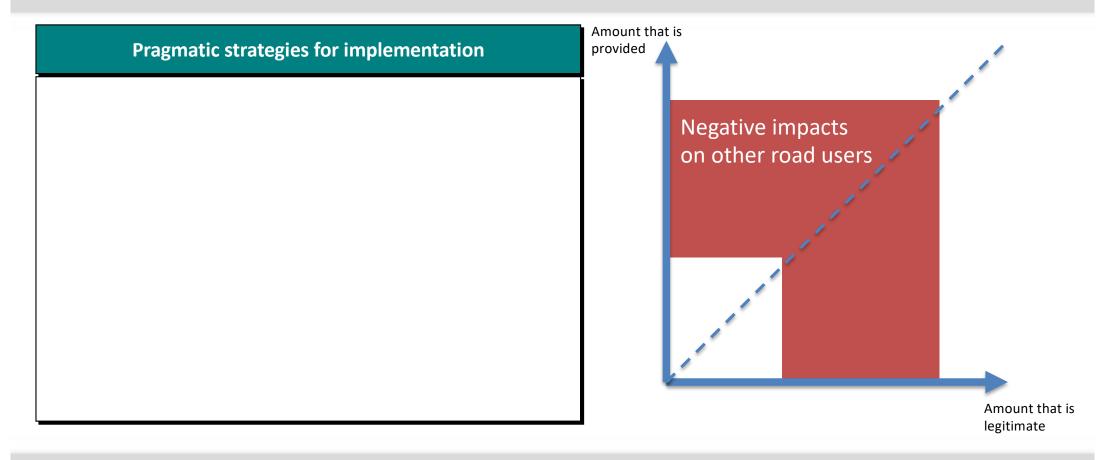
Amount that is legitimate





King Street transit pilot working, must continue, Toronto Mayor John Tory says









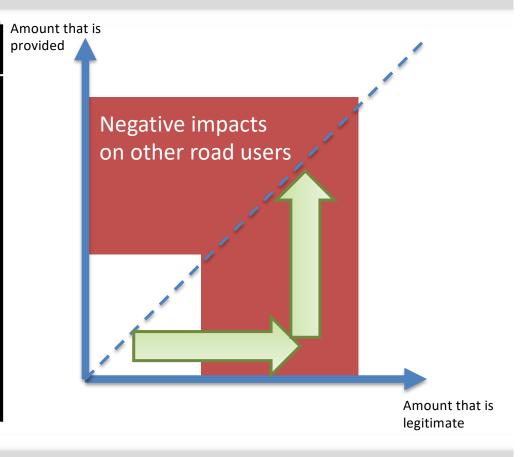
Pragmatic strategies for implementation

▶ Approach A. Build legitimacy **before** implementation:

A1: Technical enquiry,

A2: Transport planning, and/or

A3: Public processes or hearings;







Pragmatic strategies for implementation

▶ Approach A. Build legitimacy **before** implementation:

A1: Technical enquiry,

A2: Transport planning, and/or

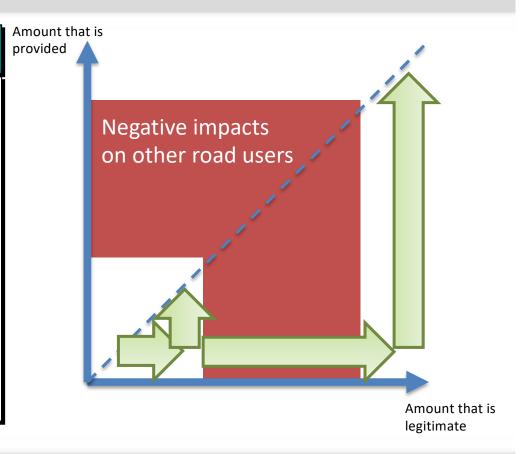
A3: Public processes or hearings;

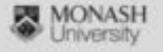
▶ Approach B. **Avoid impacts** on other road users:

B1: Grade separation,

B2: Build new capacity, and/or

B3: Subservience;







Pragmatic strategies for implementation

▶ Approach A. Build legitimacy **before** implementation:

A1: Technical enquiry,

A2: Transport planning, and/or

A3: Public processes or hearings;

▶ Approach B. **Avoid impacts** on other road users:

B1: Grade separation,

B2: Build new capacity, and/or

B3: Subservience;

▶ Approach C. Build legitimacy **through** implementation:

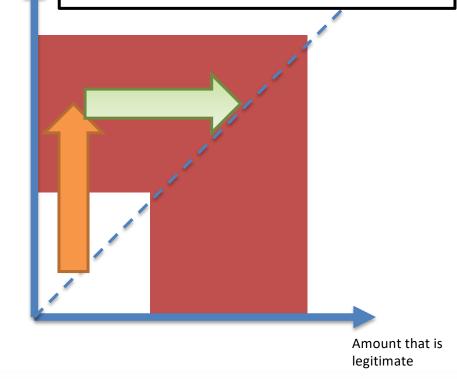
C1: Bottom-up and incremental,

C2: Pop-ups, and/or

C3: Trials.

Amount that is provided

"If they had a chance to actually see it, everyone would love it" (McKibben 2007).









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Introduction

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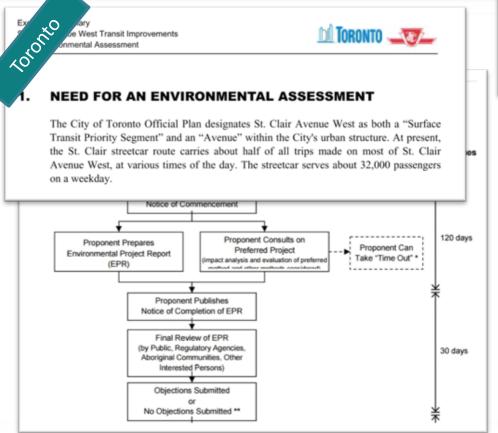
Workshop

Review and close



Before: A1. Technical enquiry: legitimise implementation through provision of



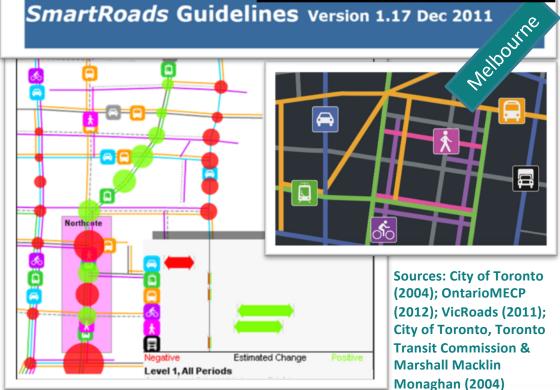


Approach A. Build legitimacy before implementation:
 A1: Technical enquiry,

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A2: Transport planning, and/or

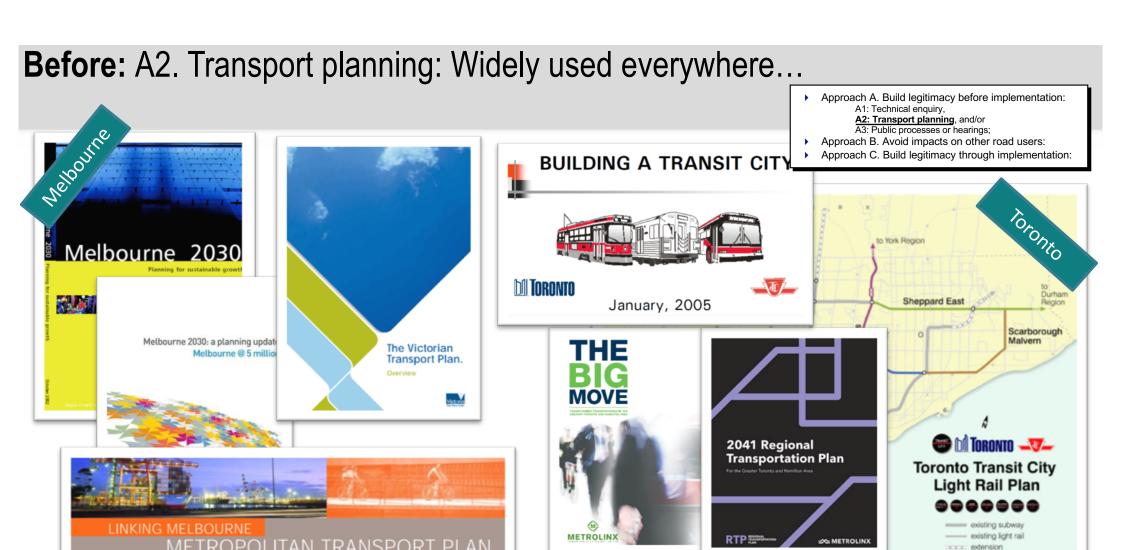
A3: Public processes or hearings;

- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation:







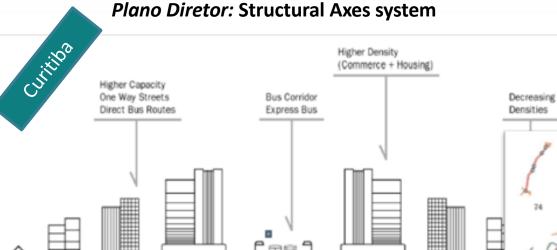






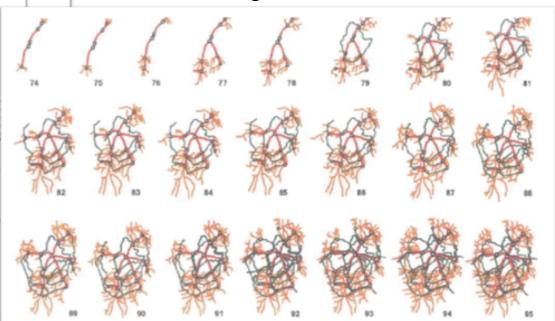
Before: A2 Transport planning: ...but might work well with vision-based plans

- Approach A. Build legitimacy before implementation:
 - A1: Technical enquiry,
 - A2: Transport planning, and/or A3: Public processes or hearings;
- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation:



Structural Sector

Evolution of Integrated Bus Network 1974-95



Sources: Levinson, Zimmerman, et al. (2003b, pp. 24-5), Suzuki et al. (2010, p. 172)



Housing Zones

Before: A3. Public processes and hearings: formal public participation in

decision making, citizens' juries, direct voting

Citizens' Transit Priority Initiative

Approach A. Build legitimacy before implementation:

A1: Technical enquiry,

A2: Transport planning, and/or

A3: Public processes or hearings;

Approach B. Avoid impacts on other road users:

Approach C. Build legitimacy through implementation:

At the expense of the investments fund, a credit of 200 million francs will be approved to permit, in the course of the ten years following the referendum, at a rate of 15 to at most 25 million francs per year, the financing of structural additions and improvements to the network of the transportation company of the City of Zürich, which will serve exclusively and substantially to eliminate all interference by private traffic and internal problems within the companies, so that the vehicles of the VBZ (Zürich transport company) can travel along their lanes or tracks virtually as fast as is technically possible.

On March 13, 1977, the voters narrowly approved the People's Initiative for the Promotion of Public Transport by a vote of:

- YES 61,599 (51.25%)
- NO 58,588 (48.75%) ⁷⁸

Source: Nash and Sylvia (2001)





Avoid: B1. Grade separation: Toronto cancelled Transit City, but kept the mostly

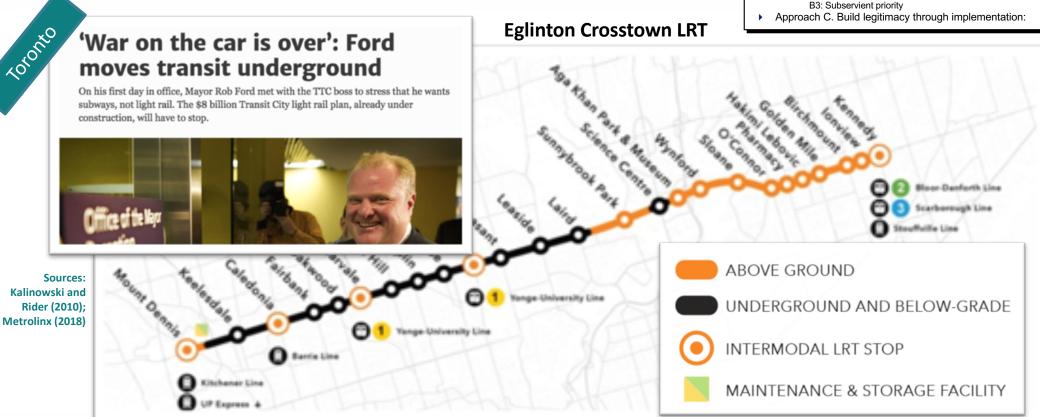
underground Eglinton Crosstown LRT

Approach A. Build legitimacy before implementation:

Approach B. Avoid impacts on other road users:

B1: Grade-separation,

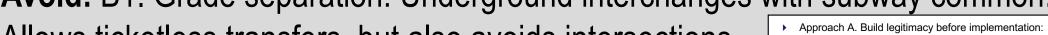
B2: Building new capacity, and/or

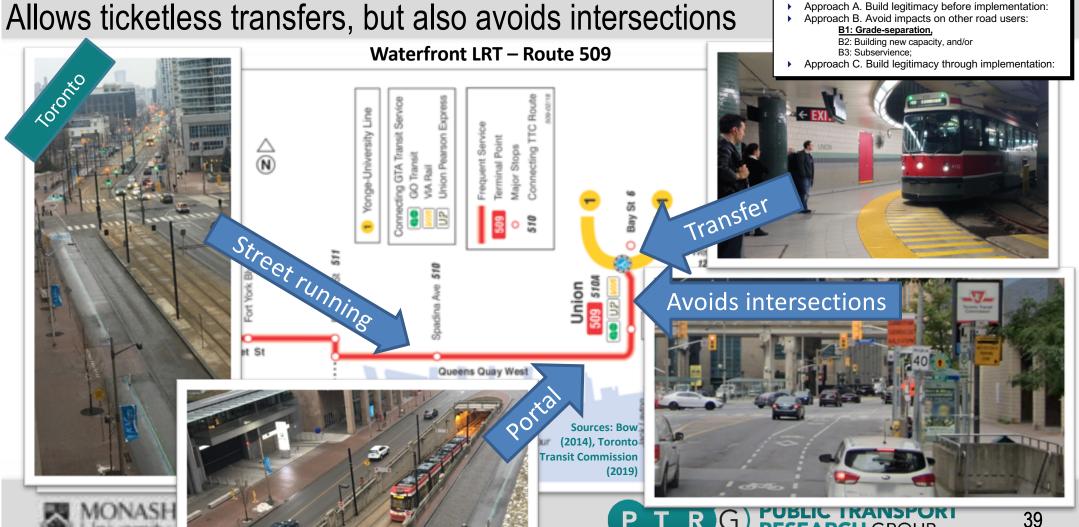






Avoid: B1. Grade separation: Underground interchanges with subway common.





Avoid B2. Building new capacity: Busways, road widening, shoulder running etc.

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
 B1: Grade-separation,

B2: Building new capacity, and/or

B3: Subservience;

Approach C. Build legitimacy through implementation:

Bus lanes returned to cars

Stud Road

Bernecich, Adrian . Knox Leader ; Knox, Vic. [Knox, Vic]05 Apr 2011: 15.

Scoresby MP Kim Wells had previously said the bus lanes between High St and Ferntree Gully Rd, and Kelletts and Wellington roads would stay because they had not replaced existing car lanes. But the future of the Stud Rd lanes between Borgalia Rd and Burwood Highway, which have replaced existing car lanes, is still being discussed.

Nelbourne

Eastern Freeway



Sources: Bernecich (2011); Google (undated); Reid (2010)





Avoid: B3. Subservience: measures that help transit/cyclists/pedestrians etc...

...but have little impact on others

Approach A. Build legitimacy before implementation:

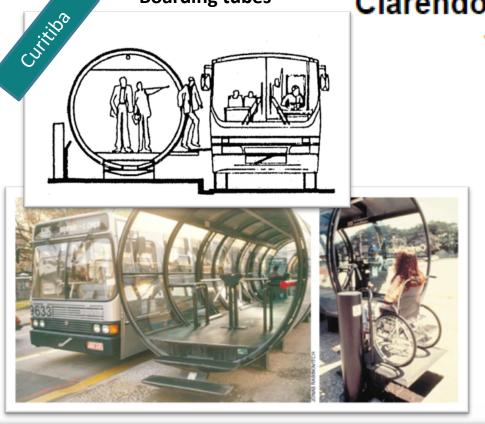
Approach B. Avoid impacts on other road users:

B1: Grade-separation,

B2: Building new capacity, and/or B3: Subservience;

▶ Approach C. Build legitimacy through implementation:

Clarendon Street tram stop trial gets the hook



Boarding tubes



Sources: Dera (1995); Rabinovitch & Leitmann (1996); Google (undated)

aurne

Hook turns retained





Through: C1. Bottom-up and incremental: small change over time...

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation C1: Bottom-up and incremental

 - C2: Pop-ups, and/or
 - C3: Trials





Source: Google (undated)







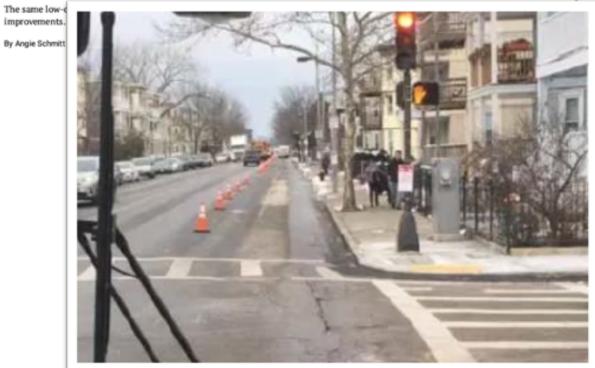




Through: C2. Pop-ups: low risk, and can just pop-down again

Boston Tests Faster Bus Service Simply By Laying Out Orange Cones

improvements. By Angie Schmitt



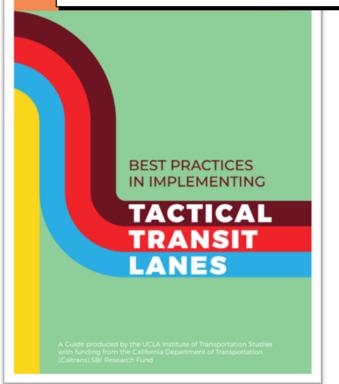
Approach A. Build legitimacy before implementation:

Approach B. Avoid impacts on other road users:

Approach C. Build legitimacy through implementation

C1: Bottom-up and incremental

C2: Pop-ups, and/or



Boston set up a bus lane using orange cones. Photo: Jacqueline Goddard

Sources: Schmitt (2017); Gahbauer & Matute (2019)





Through: C2. Pop-ups: ... tactical urbanism, 'guerrilla' action!

Guerrilla road safety group 'politely' install illegal bike lane protectors on Cherry Street

Posted on April 4, 2013 by Tom Fucoloro



Seattle Makes Guerrilla Bike Lane Permanent

By Angie Schmitt | Jul 16, 2013 | COMMENT HERE











ow about a round of applause for Seattle? This spring, a group of activists calling themselves "Reasonably Polite Seattleites" installed a protected bike lane on Cherry Street. How did Seattle officials react?

Well, this week the city made it permanent.

An extremely polite group of anonymous guerrilla road safety activists armed with \$350 worth of reflective plastic pylons turned the painted Cherry Street bike lane under I-5 into a protected bike lane Monday morning.

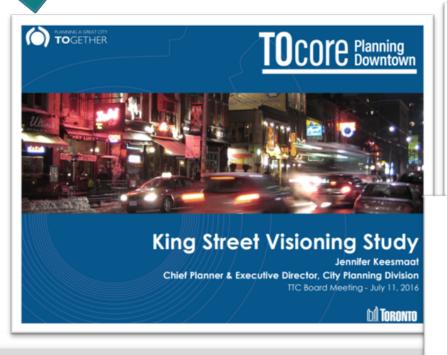




Through C3. Trials: Using a formal trial to get from a plan...

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental
 - C2: Pop-ups, and/or
 - C3: Trials

- Busiest streetcar in Toronto 65,000 passengers per day.
- "...we want to...move people quick(ly) but also want to make sure we don't impact businesses" (Councillor Pam McConnell in Cheung (2016)).



City needs to solve King Street congestion, councillors say











Council will mull a revamp of busy King Street in December when it looks at downtown plan

King Street plan good for transit, bad for families, Ryerson professor warns

A 'transit priority' King Street is part of comprehensive city planning study for downtown core

Trevor Dunn · CBC News · Posted: Nov 09, 2016 5:00 AM ET | Last Updated: November 13, 2016





Through: C3. Trials: ...to having legitimacy for an experiment,...

EX26.1

1 Toronto

REPORT FOR ACTION

Proposed King Street Transit Pilot: Bathurst Street to Jarvis Street

Date: June 9, 2017 To: Executive Committee

From: General Manager, Transportation Services and Chief Planner and Executive

Director, City Planning

Wards: 20 (Trinity-Spadina), 28 (Toronto Centre-Rosedale)

SUMMARY

This report has been prepared in collaboration with the Chief Executive Officer of the Toronto Transit Commission (TTC).

This report seeks Council authority to proceed with implementation and monitoring of a proposed King Street Transit Pilot between Bathurst Street and Jarvis Street in the Downtown.

King Street is the busiest surface transit route in the entire city, moving more than 65,000 riders on an average weekday, compared to only 20,000 vehicles. Only the Yonge-University and Bloor-Danforth subway lines carry more people on transit.

But King Street is not currently working well for transit. Streetcar service can be slow, unreliable, and erratic, with unpredictable travel times, especially during rush hours, but also during some late evening and weekend times. People end up having to plan for their slowest trip. Along some parts of King Street, walking is sometimes faster, especially between Bathurst Street and Jarvis Street, where we see the most traffic congestion. When streetcars do arrive, they are often overcrowded, especially in rush hours. The TTC estimates that the line is currently about 20% overcapacity.

The King Street Transit Pilot is about moving people more efficiently on transit, improving public space, and supporting business and economic prosperity along King Street. Primarily, the transit pilot is about improving transit reliability, speed, and capacity on the busiest surface transit route in the entire city.

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- ▶ Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental C2: Pop-ups, and/or
 - C3: Trials







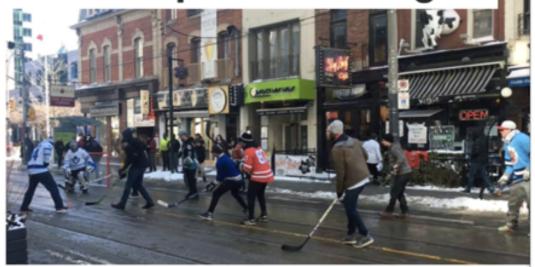
Through: C3. Trials: ...past protest,...

- ▶ Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- ▶ Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental
 - C2: Pop-ups, and/or

C3: Trials

Lauren O'Neil Posted on January 30, 2018

Street hockey the newest form of transit protest on King St.



Sources: O'Neil (2018); Harris (2018)

Report Inaccuracy

Some businesses give an icy middle finger to King St. pilot







Through: C3. Trials: ...to improve the trial,...

- ▶ Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- ▶ Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental
 - C2: Pop-ups, and/or
 - C3: Trials

Chris Selley: Give Toronto's King Street pilot a fair shot

For the love of God, let's not repeat the humiliating spectacle of shutting down King for TIFF — the act of a profoundly unserious city.



Talking to residents this morning about the King Street Transit Pilot. So far the streetcar pilot has improved transit service dramatically with increased reliability & ridership.





"Listen, this is a pilot. Nobody said it was going to be perfect on day one. In fact, it's not supposed to be. But it is the direction our city must go, needs to go and together ... we are going to make sure it's a success for everybody."

Sources: Selley (2018); Draaisma (2018)

Mayor unveils plan to 'animate' King Street amid business complaints about pilot project





Through: C3. Trials: ...and to gain and publicise real-world data,...

Toronto

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental
 - C2: Pop-ups, and/or
 - C3: Trials

May and June 2018 dashboard report for the King Street Transit Pilot

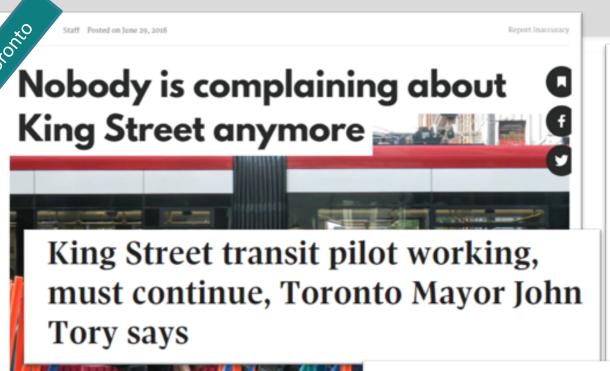


Source: City of Toronto and Toronto Transit Commission (2018)





Through: C3. Trials: ...which build legitimacy for retention



Sources: blogTO (2018); CBC (2019);

Moore (2019); Mok (2018)

Approach A. Build legitimacy before implementation:

Approach B. Avoid impacts on other road users:

Approach C. Build legitimacy through implementation

C1: Bottom-up and incremental

C2: Pop-ups, and/or

C3: Trials









Through: C3. Trials: However, it has to be believed to be a real trial...



The Clarendon Street Campaign

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental
 - C2: Pop-ups, and/or
 - C3: Trials

MEDIA RELEASE

Embargoed until 11AM, Wednesday 16 March

16 March 2005

Batchelor's Tram Experiment Fails Clarendon Street www.clarendonstcampaign.org

Don Watson, a South Melbourne newsagent who has run his Clarendon Street business for 22 years, says that the recent traffic and tram stop changes on the street may force hi and others to close down.

The changes – which are part of a trial conducted by VicRoads, Yarra Trams and the Ci of Port Phillip – have eliminated around 35 percent of Clarendon Street's car parks, and introduced hook turns that are confusing motorists and endangering cyclists and pedestrians.

"They haven't thought this through," according to Mr Watson.

A delivery driver who often works on Clarendon Street, Jo Giaccotto, believes that the changes have made the strip dangerous for drivers.

"You nearly get killed every time you go through that intersection. It makes it very hard to do my job," Mr Giaccotto said.

Don Watson is concerned that the initiative which was promoted as a trial is in fact set in concrete.

"We were told that, after the trial period, there would be genuine evaluation and consultation. We are now getting the message loud and clear that this is a done deal. It makes a mockery of the government's so-called commitment to consultation.

"In the interests of traders, motorists, cyclists, shoppers and residents, the government must act now to return Clarendon Street to its original state," Mr Watson said.

Source: Quin (2005a)





Through: C3. Trials: ... and presenting results clearly to the public is critical

Yarra Trams Clarendon Street technical analysis

King Street monthly dashboard

- Approach A. Build legitimacy before implementation:
- Approach B. Avoid impacts on other road users:
- Approach C. Build legitimacy through implementation
 - C1: Bottom-up and incremental
 - C2: Pop-ups, and/or
 - C3: Trials



Source: Yarra Trams (2005)

Source: City of Toronto and Toronto Transit Commission (2018)







Agenda

Introduction

Context

Legitimacy

Pragmatic Strategies

Conclusions



This presentation has been about pragmatic strategies for making change...

Pragmatic strategies for implementation

- Approach A. Build legitimacy <u>before</u> implementation:
 - A1: Technical enquiry,
 - A2: Transport planning, and/or
 - A3: Public processes or hearings;
- ▶ Approach B. **Avoid impacts** on other road users:
 - B1: Grade separation,
 - B2: Build new capacity, and/or
 - B3: Subservience;
- Approach C. Build legitimacy <u>through</u> implementation:
 - C1: Bottom-up and incremental,
 - C2: Pop-ups, and/or
 - C3: Trials.

...and legitimacy

- normative legitimacy
 the law requires accessible tram stops
- legitimacy through reasonableness unreasonable there is no wheelchair access
- legitimacy as trust

 engineers recommend a platform stop
- sociological legitimacy
 widespread support for DDA compliance
- legitimacy through consent voted on by our political representatives
- unconditional dutycyclists must always have a bike lane(?)
- Conditional normative support (NIMBYism)

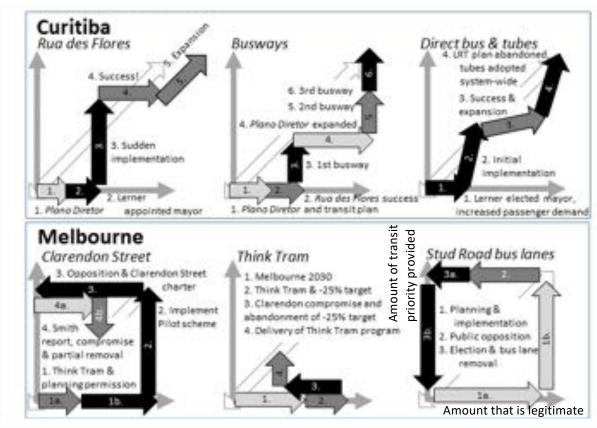
 I agree with the idea of DDA compliance,
 but not without a bike lane...
 or the loss of on-street parking





Thesis: Detailed literature review, case studies, framework development









Papers: Bottom-up and incremental, public policy approaches

Book chapter

Top-down versus bottom-up perspectives on streetcar priority

PAPER NUMBER 18-06428

FINAL SUBMISSION

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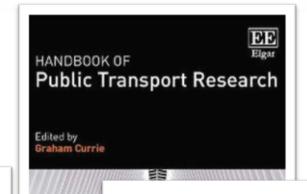
Australasian Transport Research Forum 2017 Proceedings 27 - 29 November 2017, Auckland, New Zealand Publication website: http://www.atrf.info

Moving beyond techno-rationalism: new models of transit priority implementation

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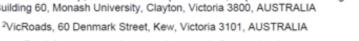
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10. New approaches and insights to managing on-road public transport priority James Revnolds and Graham Currie

10.1 INTRODUCTION

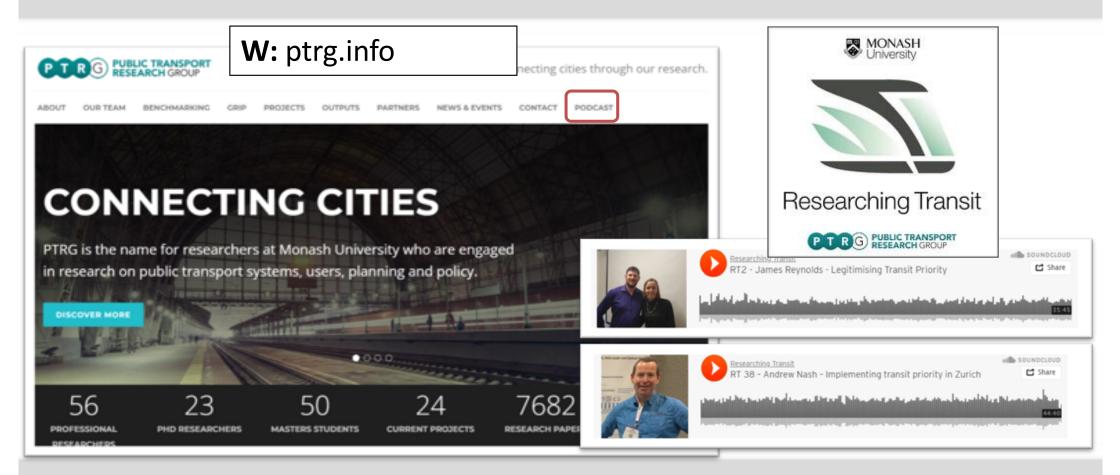
The technical justification for transit priority in congested urban conditions is simple. Buses and streetcars can move people more efficiently than private cars and therefore can make better use of the limited road space and intersection time that is available in urban areas.1 Clear examples of the potential of prioritising transit are provided by the successful implementation of priority measures in Zurich (Nash 2001; 2003; Mees 2010; Nash et al. 2018) and Curitiba's bus system, which rivals the capacity of heavy rail and has made the city famous as the 'cradle of Bus Rapid Transit' (BRT) (Lindau et al. 2010b). However, implementing transit priority measures is not necessarily easy in practice, particularly in more car-centric cities where opposition may be more likely.







Two episodes of the Research Transit podcast on transit priority implementation







Questions?

Pragmatic strategies for implementation

- ▶ Approach A. Build legitimacy before implementation:
 - A1: Technical enquiry,
 - A2: Transport planning, and/or
 - A3: Public processes or hearings;
- ▶ Approach B. Avoid impacts on other road users:
 - B1: Grade separation,
 - B2: Build new capacity, and/or
 - B3: Subservience;
- ▶ Approach C. Build legitimacy through implementation:
 - C1: Bottom-up and incremental,
 - C2: Pop-ups, and/or
 - C3: Trials.



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...Sydney Road as an example







