

APPENDIX G

Land Use Guidelines and Compliance Monitoring

C/CAG

CITY/COUNTY ASSOCIATION OF GOVERNMENTS
OF SAN MATEO COUNTY

*Atherton • Belmont • Brisbane • Burlingame • Colma • Daly City • East Palo Alto • Foster City • Half Moon Bay • Hillsborough • Menlo Park • Millbrae
Pacifica • Portola Valley • Redwood City • San Bruno • San Carlos • San Mateo • San Mateo County • South San Francisco • Woodside*

September 21, 2004

TO: City Managers, Planning Directors, and Public Works Directors

FROM: Tom Madalena, Planner II, City/County Association of Governments

SUBJECT: REVISED C/CAG GUIDELINES FOR THE IMPLEMENTATION OF THE
LAND USE COMPONENT OF THE CONGESTION MANAGEMENT
PROGRAM

At the C/CAG meeting on September 9, 2004, the Board adopted revised guidelines for the land use component of the Congestion Management Program. We would like to keep you informed of all changes to this policy. The purpose of this revision is to increase the number of options for reducing the impacts of traffic, to provide clarity for the stakeholders involved in the implementation of this policy, and to reallocate the credits associated with some of the transportation demand management measures. All of the revisions to the guidelines are noted in **bold** text. These revisions will take effect immediately.

As a reminder, the Congestion Management Program policy and guidelines must be followed for all projects that meet the following criteria:

1. The project will generate a net 100 or more peak hour trips on the Congestion Management Program roadway network.
2. The project is subject to CEQA review.

If you have a project that meets these criteria, you should follow these steps:

1. Review the guidelines with the project applicant and determine if a combination of the acceptable options/measures will fully reduce the net number of trips that this project is anticipated to generate on the CMP roadway network.
2. If yes, include this information as part of the environmental documents that are circulated and adopted by the local jurisdiction Board.
3. If no, or if new or revised measures are being proposed, contact Tom Madalena for C/CAG review and approval as early in the process as possible so that the agreed upon plan can be included in the environmental documents placed in circulation.

4. If agreement is not reached with C/CAG staff on the plan, an immediate review by the C/CAG Board will be scheduled so that the local jurisdiction project approval process will not be delayed.

As an ongoing and living document, we welcome any suggestions that you may have for the guidelines. Please contact Tom Madalena at 650/363-1867 (tmadalena@co.sanmateo.ca.us) if you have any questions or comments.

Attachment

GUIDELINES FOR IMPLEMENTING THE LAND USE COMPONENT OF THE CONGESTION MANAGEMENT PROGRAM

All land use changes or new developments that require a negative declaration or an Environmental Impact Report (EIR) and that are projected to generate a net (subtracting existing uses that are currently active) 100 or more trips per hour at any time during the a.m. or p.m. peak hour period, must be reported to C/CAG within ten days of completion of the initial study prepared under the California Environmental Quality Act (CEQA). Peak period includes 6:00 a.m. to 10:00 a.m. and 3:00 p.m. to 7:00 p.m. **Peak hour is defined as the hour when heaviest daily traffic volume occurs and generally occurs during morning and afternoon commute times. Traffic counts are obtained during AM and PM peak periods and the volume from the heaviest hour of AM or PM traffic is used to define peak hour for those time periods. The highest number of net trips resulting from AM or PM peak hour will be used. Net trips are calculated by subtracting trips for existing uses from those generated by the new project.** Although projects that generate less than 100 peak hour trips are not subject to these guidelines, local jurisdictions are strongly encouraged to apply them to all projects, particularly where the jurisdiction has determined that the impacts of the project will have an adverse effect on traffic in that jurisdiction.

These guidelines are not intended to establish a Countywide **threshold** of significance of 100 peak hour trips for CEQA purposes. The determination of what level of traffic results in a significant impact is left in the first instance to the local jurisdiction. These guidelines do contemplate, however, that all trips resulting from projects that are reviewed by C/CAG and fall under these guidelines will be mitigated, whether or not it rises to a level of significance under CEQA.

Local jurisdictions must ensure that the developer and/or tenants will reduce the demand for all new peak hour trips (including the first 100 trips) projected to be generated by the development. The local jurisdiction can select one or more of the options that follow or may propose other methods for mitigating the trips. It is up to the local jurisdiction working together with the project sponsor to choose the method(s) that will be compatible with the intended purpose of the project and the community that it will serve. The options identified in these guidelines are not intended to limit choices. Local jurisdictions are encouraged to be creative in developing options that meet local needs while accomplishing the goal of mitigating new peak hour trips. The additional measures that are not specifically included in these guidelines should be offered for review by C/CAG staff in advance of approving the project. Appeals to the decisions by C/CAG staff will be taken to the full C/CAG Board for consideration.

The Congestion Management Program roadway network includes all state highways and selected principal arterials. When considering land use projects, local jurisdictions may either require that mitigation for impacts to the Congestion Management Program roadway network be finally determined and imposed as a condition of approval of the project, or may conditionally approve such project, conditioned on compliance with the requirements to mitigate the impacts to the Congestion Management Program roadway network. In those instances where conditional approval is given, a building permit may not be issued for the project until the required mitigation is determined and subsequently imposed on the project.

Some of the choices for local jurisdictions include:

1. Reduce the scope of the project so that it will generate less than 100 net peak hour trips.
2. Build adequate roadway and/or transit improvements so that the added peak hour trips will have no measurable impact on the Congestion Management Program roadway network.
3. If a local jurisdiction currently collects traffic mitigation fees, any portion of the fees that are used to mitigate the impacts of the project's traffic on the Congestion Management Program roadway network will count as a credit toward the reduction in the demand for trips required under the Congestion Management Program. The developer may also contribute a one-time only payment of \$20,000 per peak hour trip (including the first 100 trips) to a special fund for the implementation of appropriate transportation demand management system measures at that development. These funds will be used to implement transportation demand management programs that serve the development making the contribution.
4. Require the developer and all subsequent tenants to implement Transportation Demand Management programs that have the capacity to fully reduce the demand for new peak hour trips. The developer/tenants will not be held responsible for the extent to which these programs are actually used. **The developer shall pay for a monitoring program for the first three years of the development. The purpose of the monitoring program is to assess the compliance of the project with the final TDM plan.** The following is a list of acceptable programs and the equivalent number of trips that will be credited as reduced. Programs can be mixed and matched so long as the total mitigated trips is equal to or greater than the new peak hour trips generated by the project. These programs, once implemented, must be on going for the occupied life of the development. Programs may be substituted with prior approval of C/CAG, so long as the number of **mitigated trips** is not **reduced**. Additional measures may be proposed to C/CAG for consideration. Also there may be special circumstances that warrant a different amount of credit for certain measures. For example, a developer may elect to contract with the Alliance or another provider of TDM services to meet this requirement. These situations can also be submitted to C/CAG in advance for consideration. It is up to each local jurisdiction to use its best judgment to determine the extent to which certain measures are "reasonable and effective." For example, there will be a point where additional showers will not result in more people riding bicycles or walking to work.
5. Adopt Congestion Management Program guidelines for projects within its jurisdiction and submit those guidelines for approval by C/CAG. The local jurisdiction would then apply these guidelines to the appropriate level of project and provide an annual report describing affected projects and guidelines applied. C/CAG would review the jurisdiction's efforts on an annual basis and could require amendments to the jurisdiction's guidelines if the jurisdiction's guidelines were not meeting Congestion Management Program goals.

6. Adopt the C/CAG guidelines for application to the appropriate level of project in the jurisdiction, and submit an annual report describing affected projects and guidelines applied. C/CAG would review the jurisdiction's efforts on an annual basis and could require amendments to the jurisdiction's guidelines if the jurisdiction's guidelines were not meeting Congestion Management Program goals.
7. Negotiate with C/CAG staff for other acceptable ways to mitigate the trips for specific developments on a case-by-case basis.
8. **C/CAG recognizes that for retail or special uses appropriate TDM measures may be difficult to implement. Please contact C/CAG to develop appropriate measures for these types of projects.**

Transportation

<u>Demand Management Measure</u>	<u>Number of Trips Credited</u>	<u>Rationale</u>
Secure bicycle storage	One peak hour trip will be credited for every 3 new bike lockers/racks installed and maintained. Lockers/racks must be installed within 100 feet of the building.	Experience has shown that bicycle commuters will average using this mode one-third of the time, especially during warmer summer months.
Showers and changing rooms.	Ten peak hour trips will be credited for each new combination shower and changing room installed. An additional 5 peak hour trips will be credited when installed in combination with at least 5 bike lockers	10 to 1 ratio based on cost to build and the likelihood that bicycle utilization will increase.
Operation of a dedicated shuttle service during the peak period to a rail station or an urban residential area. Alternatively the development could buy into a shuttle consortium.	One peak hour trip will be credited for each peak-hour round trip seat on the shuttle. Increases to two trips if a Guaranteed Ride Home Program is also in place. Five additional trips will be credited if the shuttle stops at a child-care facility enroute to/from the worksite.	Yields a one-to-one ratio (one seat in a shuttle equals one auto trip reduced); utilization increases when a guaranteed ride home program is also made available.

Charging employees for parking.	Two peak hour trips will be credited for each parking spot charged out at \$20 per month for one year. Money shall be used for TDM measures such as shuttles or subsidized transit tickets.	Yields a two-to-one ratio
Subsidizing transit tickets for employees.	One peak hour trip will be credited for each transit pass that is subsidized at least \$20 per month for one year. One additional trip will be credited if the subsidy is increased to \$75 for parents using transit to take a child to childcare enroute to work.	Yields a one-to-one ratio (one transit pass equals one auto trip reduced).
Subsidizing pedestrians/bicyclists who commute to work.	One peak hour trip will be credited for each employee that is subsidized at least \$20 per month for one year.	Yields a one-to-one ratio (One pedestrian/bicyclist equals one auto trip reduced).
Creation of preferential parking for carpoolers.	Two peak hour trips will be credited for each parking spot reserved.	Yields a two-to-one ratio (one reserved parking spot equals a minimum of two auto trips reduced).
Creation of preferential parking for vanpoolers.	Seven peak hour trips will be credited for each parking spot reserved.	Yields a seven-to-one ratio (one reserved parking spot equals a minimum of seven auto trips reduced).
Implementation of a vanpool program.	Seven peak hour trips will be credited for each vanpool arranged by a specific program operated at the site of the development. Increases to ten trips if a Guaranteed Ride Home Program is also in place.	The average van capacity is seven.

Operation of a commute assistance center, offering on site, one stop shopping for transit and commute alternatives information, preferably staffed with a live person to assist building tenants with trip planning.

One peak hour trip will be credited for each feature added to the information center; and an additional one peak hour trip will be credited for each hour the center is staffed with a live person, up to 20 trips per each 200 tenants. Possible features may include:

- Transit information brochure rack
- Computer kiosk connected to Internet
- Telephone (with commute and transit information numbers)
- Desk and chairs (for personalized trip planning)
- On-site transit ticket sales
- Implementation of flexible work hour schedules that allow transit riders to be 15-30 minutes late or early (due to problems with transit or vanpool).
- Quarterly educational programs to support commute alternatives

This is based on staff's best estimate. Short of there being major disincentives to driving, having an on site TDM program offering commute assistance is fundamental to an effective TDM program.

Survey Employees to examine use and best practices.

Three peak hour trips will be credited for a survey developed to be administered twice yearly

This is based on staff's best estimate with the goal of finding best practices to achieve the mode shift goal.

Implementation of a parking cash out program.

One peak hour trip will be credited for each parking spot where the employee is offered a cash payment in return for not using parking at the employment site.

Yields a one-to-one ratio (one cashed out parking spot equals one auto trip reduced).

Implementation of ramp metering.

Three hundred peak hour trips will be credited if the local jurisdiction in cooperation with CalTrans, installs and turns on ramp metering lights during the peak hours at the highway entrance ramp closest to the development.

This is a very difficult and costly measure to implement and the reward must be significant.

Installation of high bandwidth connections in employees' homes to the Internet to facilitate home telecommuting

One peak hour trip will be credited for every three connections installed. This measure is not available as credit for a residential development.

Yields a one-to-**three** ratio.

Installation of video conferencing centers that are available for use by the tenants of the facility.

Five peak hour trips will be credited for a center installed at the facility.

This is based on staff's best estimate.

Implementation of a compressed workweek program.

One peak hour trip will be credited for every 5 employees that are offered the opportunity to work four compressed days per week.

The workweek will be compressed into 4 days; therefore the individual will not be commuting on the 5th day.

**Flextime:
Implementation of an alternate hours workweek program.**

One peak hour trip will be credited for each employee that is offered the opportunity to work staggered work hours. Those hours can be a set shift set by the employer or can be individually determined by the employee.

This is based on staff's best estimate.

Provision of assistance to employees so they can live close to work.

If an employer develops and offers a program to help employees find acceptable residences within five miles of the employment site, a credit of one trip will be given for each slot in the program.

This assumes that a five-mile trip will generally not involve travel on the freeways.

Implementation of a program that gives preference to hiring local residents at the new development site.

One peak hour trip will be credited for each employment opportunity reserved for employees recruited and hired from within five miles of the employment site.

This assumes that a five-mile trip will generally not involve travel on the freeways.

Provision of on-site amenities/accommodations that encourage people to stay on site during the workday, making it easier for workers to leave their automobiles at home.

Five peak hour trips will be credited for each feature added to the job site. Possible features may include:

- banking
- grocery shopping
- clothes cleaning
- exercise facilities
- child care center

This is based on staff's best estimate.

Provide use of motor vehicles to employees who use alternate commute methods so they can have access to vehicles during breaks for personal use.

Five peak hour trips will be credited for each vehicle provided.

This is based on staff's best estimate.

Provide use of bicycles to employees who use alternate commute methods so they can have access to bicycles during breaks for personal use.

One peak hour trip will be credited for every four bicycles provided.

This is based on staff's best estimate.

Provision of child care services as a part of the development

One trip will be credited for every two child care slots at the job site. This amount increases to one trip for each slot if the child care service accepts multiple age groups (infants=0-2yrs, preschool=3&4 yrs, school-age=5 to 13 yrs).

This is based on staff's best estimate.

Developer/property owner may join an employer group to expand available child care within 5 miles of the job site or may provide this service independently

One trip will be credited for each new child care center slot created either directly by an employer group, by the developer/property owner, or by an outside provider if an agreement has been developed with the developer/property owner that makes the child care accessible to the workers at the development.

This is based on staff's best estimate.

Join the Alliance's guaranteed ride home program.

Two peak hour trips will be credited for every 2 slots purchased in the program.

Experience shows that when a Guaranteed Ride Home Program is added to a TDM program, average ridership increases by about 50%.

Combine any ten of these elements and receive an additional credit for five peak hour trips.

Five peak hour trips will be credited.

Experience has shown that offering multiple and complementary TDM components can magnify the impact of the overall program.

Work with the Alliance to develop/implement a Transportation Action Plan.

Ten peak hour trips will be credited.

This is based on staff's best estimate.

The developer can provide a cash legacy after the development is complete and designate an entity to implement any (or more than one) of the previous measures before day one of occupancy.

Peak hour trip reduction credits will accrue as if the developer was directly implementing the items.

Credits accrue depending on what the funds are used for.

Encourage infill development.

Two percent of all peak hour trips will be credited for each infill development.

Generally acceptable TDM practices (based on research of TDM practices around the nation and reported on the Internet).

Encourage shared parking.	Five peak hour trips will be credited for an agreement with an existing development to share existing parking.	Generally acceptable TDM practices (based on research of TDM practices around the nation and reported on the Internet).
Participate in/create/sponsor a Transportation Management Association.	Five peak hour trips will be credited.	Generally acceptable TDM practices (based on research of TDM practices around the nation and reported on the Internet).
Coordinate Transportation Demand Management programs with existing developments/employers.	Five peak hour trips will be credited.	This is based on staff's best estimate.
For employers with multiple job sites, institute a proximate commuting program that allows employees at one location to transfer/trade with employees in another location that is closer to their home.	One peak hour trip will be credited for each opportunity created.	Yields a one-to-one ratio.
Pay for parking at park and ride lots or transit stations.	One peak hour trip will be credited for each spot purchased.	Yields a one-to-one ratio.

Additional Measures for Residential Developments

Develop schools, convenience shopping, recreation facilities, and child care centers in new subdivisions.	Five peak hour trips will be credited for each facility included.	This is based on staff's best estimate.
Provision of child care services at the residential development and/or at a nearby transit center	One trip will be credited for every two child care slots at the development/transit center. This amount increases to one trip for each slot if the child care service accepts multiple age groups (infants, preschool, school-age).	This is based on staff's best estimate.
Make roads and streets more pedestrian and bicycle friendly.	Five peak hour trips will be credited for each facility included.	This is based on staff's best estimate.
Revise zoning to limit undesirable impacts (noise, smells, and traffic) instead of limiting broad categories of activities.	Five peak hour trips will be credited.	This is based on staff's best estimate.
Create connections for non-motorized travel, such as trails that link dead-end streets.	Five peak hour trips will be credited for each connection made.	This is based on staff's best estimate.
Create alternative transportation modes for travel within the development and to downtown areas - bicycles, scooters, electric carts, wagons, shuttles, etc.	One peak hour trip will be credited for each on-going opportunity created (i.e. five bicycles/scooters/wagons = five trips, two-seat carts = two trips, seven passenger shuttle = seven trips).	This is based on staff's best estimate.
Design streets/roads that encourage pedestrian and bicycle access and discourage automobile access.	Five trips will be credited for each design element.	This is based on staff's best estimate.
Install and maintain	Five trips will be credited for each	This is based on staff's best

alternative
transportation kiosks.

kiosk.

estimate.

Install/maintain safety
and security systems
for pedestrians and
bicyclists.

Five trips will be credited for each
measure implemented.

This is based on staff's best
estimate.

Implement jitneys/
vanpools from
residential areas to
downtowns and transit
centers.

One trip will be credited for each
seat created.

Yields a one-to-one ratio.

Locate residential
development within
one-third mile of a
fixed rail passenger
station.

All trips from a residential
development within one-third mile
of a fixed rail passenger station
will be considered credited due to
the location of the development.

This is based on staff's best
estimate.

The local jurisdiction must also agree to maintain data available for monitoring by C/CAG, that supports the on-going compliance with the agreed to trip reduction measures.

City County Association of Governments * Congestion Mangement Program

Land Use Impact Analysis Program Compliance

Jurisdiction	Date of Document	Type of Document	Project	Jurisdictional Status	Measures Taken	C/CAG Compliance
Daly City	April 2004	Final EIR	Landmark Plaza Project	Approved	TDM plan incorporated into Draft EIR	TDM Plan approved by C/CAG
Redwood City	October 2003	Draft EIR	Abbott Labs	Approved, but on hold	TDM plan incorporated into Draft EIR	TDM Plan approved by C/CAG
East Palo Alto	October 2002	Mitigated Negative Declaration	YMCA	Approved	TDM plan submitted to C/CAG for review	TDM plan approved by C/CAG
Burlingame	September 2004	Final EIR	Peninsula Medical Center Replacement Project	Approved	TDM is included as a condition of approval	TDM plan will be provided to C/CAG prior to issuance of building permit
Brisbane	November 2003	Final EIR	One Quarry Road	Pending	None yet	None yet
Pacifica	March 2005	Draft EIR	Cypress Walk Residential Project	Pending	None yet	None yet
Redwood City	November 2004	Final EIR	Bayside Gardens	Pending	Final EIR states TDM plan will be submitted to C/CAG prior to final project approval	TDM plan to be sent to C/CAG for review
Redwood City	March 2005	TDM Plan	High Tech High Bayshore	Approved, but in appeal	TDM provided by the project sponsor	TDM plan approved
Half Moon Bay	none yet	Draft EIR pending public release	Cabrillo Corners Commercial Project	Pending	None yet	None yet
Menlo Park	August 2004	Traffic Study	Safeway	Pending	TDM plan submitted to C/CAG by consultant	TDM plan will be approved by C/CAG as long as it is included as a condition of approval that is to be met prior to occupancy

Daly City	April 2005	Final EIR	Westlake Shopping Center	Approved	TDM plan is required as a condition of approval to be met prior to occupancy	TDM plan to be submitted to C/CAG for review
South San Francisco	December 2003	Initial Study & Proposed Mitigated Negative Declaration	Genentech B 33 & B 37	Approved	TDM Plan incorporated into Genentech Corporate Facilities Master Plan	South San Francisco's TDM Ordinance exceeds C/CAG's requirements
South San Francisco	March 2005	Final EIR	333 Oyster Point Blvd.	Approved	TDM plan was incorporated with a requirement to achieve 35% mode shift and was included as a condition of approval	South San Francisco's TDM Ordinance exceeds C/CAG's requirements
South San Francisco	March 2005	Initial Study/Mitigated Negative Declaration	Genentech B 31	Pending	TDM Plan to be incorporated into Genentech Corporate Facilities Master Plan	South San Francisco's TDM Ordinance exceeds C/CAG's requirements