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OAKLAND

CITY OF OAKLAND

AGENDA REPORT

2010 DEC -2 PM 4: 32

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Public Works Agency
DATE: December 14, 2010

RE: **Informational Report Regarding Proposed Amendments to Standard Conditions of Approval Pertaining to Parking and Transportation Demand Management for All Projects Involving Fifty or More New Residential Units or Fifty Thousand Square Feet or More of New Non-Residential Space**

SUMMARY

The purpose of this report is to inform the City Council of the proposed amendments to the Parking and Transportation Demand Management (TDM) Standard Conditions of Approval (SCA) for major project applications (see *Attachment A*). The TDM SCA aim to reduce automobile traffic impacts from large developments through strategies that increase pedestrian, bicycle, transit, and carpool/vanpool use. The SCA are a set of staff level tools designed to address project impacts regardless of a project's environmental determination, and to comply with development policies and standards from various adopted City policies, plans, and ordinances. The TDM SCA only apply to development projects that include fifty or more additional residential units or that include fifty thousand square feet or more of new non-residential space.

The proposed revisions to the TDM SCA include various strategies that property owners may use to form a plan to reduce automobile traffic and maximize the potential for alternative transportation use and ridesharing. Proposed amendments to the TDM SCA include specific measures to address the impact of transportation and traffic from new development projects, minor textual changes that clarify and strengthen the language of existing measures, and a monitoring and enforcement program.

Prior to introduction of this proposed amendment to the SCA, there was no oversight of the TDM plan implementation or performance measurements beyond the requirement for property owners to submit a TDM plan (see *Attachment B*). The amended TDM SCA require City staff (or a peer review consultant, chosen by the City and paid for by the property owner) to review TDM programs on an annual basis to ensure that stated policy goals are carried out and mode share is achieved.

FISCAL IMPACT

Since this report is informational only, no fiscal impacts are included.

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BACKGROUND

Standard Conditions of Approval (SCA) were developed in 2007 and adopted by the City Council in September of 2008. The SCA cover various development related impacts, including transportation. At that time, planning staff was authorized to make amendments and updates as needed. The SCA set requirements for approval of individual projects and are applied based on the type of project, zoning district, and relevant plans. As an example, SCA related to creek protection permits are only applied to projects on creekside properties. The SCA are incorporated into project approvals regardless of a project's environmental determination. Proposed amendments to the TDM SCA are part of a regular set of updates to the SCA, which occur as new best practices are identified.

KEY IMPACTS

Proposed amendments to the TDM SCA act to strengthen and enforce TDM programs through clarification of strategies and actions, and by introducing a monitoring and enforcement program.

PROGRAM / POLICY DESCRIPTION

The TDM Standard Conditions of Approval aim to reduce automobile traffic impacts from large developments through strategies that increase pedestrian, bicycle, transit, and carpool/vanpool use. Through approved TDM plans, major development projects will be encouraged to reduce project related traffic and single-occupancy vehicle use, while maximizing the potential for alternative transportation use and creating more efficient transportation facilities. Property owners must continue to submit TDM plans for City review along with other submittals required by the SCA. The City (or a peer review consultant, chosen by the City and paid for by the property owner) will review the TDM plans along with other documents and plans requested.

The proposed TDM SCA differ from the existing TDM program by offering comprehensive strategies for transportation management and program monitoring. Some of these are one-time efforts, while others require on-going monitoring. These include:

- Onsite bicycle lanes, signage, and access to lanes
- Improved pedestrian access to transit and construction of transit stops/shelters
- Transit pass programs for residents, tenants, or employees
- Car-share, carpool, and vanpool parking and/or membership
- Flexible work hours and/or telecommuting for employees (for non-residential projects)
- Monitoring and enforcement

Of these elements, the biggest change from the existing program is the addition of a robust monitoring and enforcement program. The proposed monitoring and enforcement program

ensures that the desired alternative mode use and percentages set in the adopted TDM plans are achieved. Under the proposed TDM SCA, property owners are required to submit annual compliance reports for review and approval by the City. If timely reports are not submitted, the reports indicate a failure to achieve the stated policy goals, or the required alternative mode split is still not achieved, staff (or a peer review consultant, chosen by the City and paid for by the property owner) will work with the property owner to find ways to meet their commitments and achieve trip reduction goals. If the issues cannot be resolved, the matter may be referred to the Planning Commission for resolution. Property owners shall be required, as a condition of approval, to reimburse the City for costs incurred in maintaining and enforcing the trip reduction program for the approved project.

Numerous cities, including South San Francisco, San Mateo, Santa Monica, Pasadena, and Cambridge, MA employ similar TDM strategies to address development project impacts. Improved and enforced TDM programs can benefit tenants, residents, and employees of new developments through better access to multiple modes of transportation, ride sharing opportunities and/or flexible work schedules. New facilities that enhance pedestrian, bicycle, and transit safety would benefit residents and employees of the new developments as well as those in the surrounding neighborhoods.

SUSTAINABLE OPPORTUNITIES

Economic: Individual developers pay the cost of preparing required TDM documents and later studies to meet the existing program requirements, and will continue to do so under the proposed TDM program. However, effective implementation of TDM strategies (where walking, biking and transit uses are supported by adequate facilities) can increase the opportunities for employees, patrons and commuters' to reconsider the use of income that would have otherwise been spent on the high costs of vehicle ownership, parking, and maintenance.

Environmental: Benefits of TDM programs include reduced smog and greenhouse gases, reduced storm water pollution, improved aesthetics and quality of life through reduced automobile traffic and congestion, and additional transit, bicycle, and pedestrian facilities.

Social Equity: All tenants, employees, and residents of developments with enforced TDM plans would benefit from increased transit options and improved bicycle, pedestrian, and transit infrastructure. These programs will in turn reduce the impact of traffic on the surrounding neighborhoods, city, and region.


DISABILITY AND SENIOR CITIZEN ACCESS

TDM Standard Conditions that involve construction of new pedestrian infrastructure must incorporate ADA compliant sidewalks, ramps, and crosswalks. Inclusion of transportation alternatives in residential and commercial projects will improve accessibility for the disabled and senior citizens.

ACTION REQUESTED OF THE CITY COUNCIL

Staff recommends that the City Council accept this report.

Respectfully submitted,

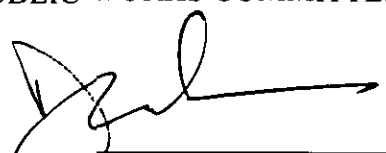


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APPROVED AND FORWARDED TO THE
PUBLIC WORKS COMMITTEE:



Office of the City Administrator

Attachments:

Attachment A: Proposed Parking and Transportation Demand Management Standard
Conditions of Approval

Attachment B: Existing Parking and Transportation Demand Management Standard
Conditions of Approval

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Attachment A: Proposed Parking and Transportation Demand Management Standard Conditions of Approval

These Development Standards apply to ALL projects involving 50 or more new residential units or 50,000 sq. ft. or more of new non residential space.

1. Parking and Transportation Demand Management

Prior to issuance of a final inspection of the building permit.

The property owner shall pay for and submit for review and approval by the City a Transportation Demand Management (TDM) plan containing strategies to:

- Reduce the amount of traffic generated by new development and the expansion of existing development, pursuant to the City's police power and necessary in order to protect the public health, safety and welfare.
- Ensure that expected increases in traffic resulting from growth in employment and housing opportunities in the City of Oakland will be adequately mitigated.
- Reduce drive-alone commute trips during peak traffic periods by using a combination of services, incentives, and facilities.
- Promote more efficient use of existing transportation facilities and ensure that new developments are designed in ways to maximize the potential for alternative transportation usage.
- Establish an ongoing monitoring and enforcement program to ensure that the desired alternative mode use percentages are achieved.

The property owner shall implement the approved TDM plan. The TDM plan shall include strategies to increase pedestrian, bicycle, transit, and carpool/vanpool use. All four modes of travel shall be considered, and parking management and parking reduction strategies should be included. Actions to consider include the following:

- a) Inclusion of additional long term and short term bicycle parking that meets the design standards set forth in chapter five of the Bicycle Master Plan, and Bicycle Parking Ordinance, and shower and locker facilities in commercial developments that exceed the requirement.
- b) Construction of and/or access to bikeways per the Bicycle Master Plan; construction of priority bikeways, onsite signage and bike lane striping.
- c) Installation of safety elements per the Pedestrian Master Plan (such as cross walk striping, curb ramps, count down signals, bulb outs, etc.) to encourage convenient and safe crossing at arterials.
- d) Installation of amenities such as lighting, street trees, trash receptacles per the Pedestrian Master Plan and any applicable streetscape plan.
- e) Construction and development of transit stops/shelters, pedestrian access, way finding signage, and lighting around transit stops per transit agency plans or negotiated improvements.
- f) Direct onsite sales of transit passes purchased and sold at a bulk group rate (through programs such as AC Transit Easy Pass or a similar program through another transit agency).

- g) Employees or residents can be provided with a subsidy, determined by the property owner and subject to review by the City, if the employees or residents use transit or commute by other alternative modes.
- h) Provision of shuttle service between the development and nearest mass transit station, or ongoing contribution to existing shuttle or public transit services.
- i) Guaranteed ride home program for employees, either through 511.org or through separate program.
- j) Pre-tax commuter benefits (commuter checks) for employees.
- k) Free designated parking spaces for on-site car-sharing program (such as City Car Share, Zip Car, etc.) and/or car-share membership for employees or tenants.
- l) On-site carpooling and/or vanpool program that includes preferential (discounted or free) parking for carpools and vanpools.
- m) Distribution of information concerning alternative transportation options.
- n) Parking spaces sold/leased separately for residential units. Charge employees for parking, or provide a cash incentive or transit pass alternative to a free parking space in commercial properties.
- o) Parking management strategies; including attendant/valet parking and shared parking spaces.
- p) Requiring tenants to provide opportunities and the ability to work off-site.
- q) Allow employees or residents to adjust their work schedule in order to complete the basic work requirement of five eight-hour workdays by adjusting their schedule to reduce vehicle trips to the worksite.
- r) Provide or require tenants to provide employees with staggered work hours involving a shift in the set work hours of all employees at the workplace or flexible work hours involving individually determined work hours.

The property owner shall submit an annual compliance report for review and approval by the City. This report will be reviewed either by City staff (or a peer review consultant, chosen by the City and paid for by the property owner). If timely reports are not submitted, the reports indicate a failure to achieve the stated policy goals, or the required alternative mode split is still not achieved, staff will work with the property owner to find ways to meet their commitments and achieve trip reduction goals. If the issues cannot be resolved, the matter may be referred to the Planning Commission for resolution. Property owners shall be required, as a condition of approval, to reimburse the City for costs incurred in maintaining and enforcing the trip reduction program for the approved project.

Attachment B: Existing Parking and Transportation Demand
Management Standard Conditions of Approval

These Development Standards apply to ALL projects involving 50 or more new residential units or 50,000 sq. ft. or more of new non residential space.

1. Parking and Transportation Demand Management

Prior to issuance of a final inspection of the building permit.

The applicant shall submit for review and approval by the Planning and Zoning Division a Transportation Demand Management (TDM) plan containing strategies to reduce on-site parking demand and single occupancy vehicle travel. The applicant shall implement the approved TDM plan. The TDM shall include strategies to increase bicycle, pedestrian, transit, and carpools/vanpool use. All four modes of travel shall be considered. Strategies to consider include the following:

- a) Inclusion of additional bicycle parking, shower, and locker facilities that exceed the requirement
- b) Construction of bike lanes per the Bicycle Master Plan; Priority Bikeway Projects
- c) Signage and striping onsite to encourage bike safety
- d) Installation of safety elements per the Pedestrian Master Plan (such as cross walk striping, curb ramps, count down signals, bulb outs, etc.) to encourage convenient crossing at arterials
- e) Installation of amenities such as lighting, street trees, trash receptacles per the Pedestrian Master Plan and any applicable streetscape plan.
- f) Direct transit sales or subsidized transit passes
- g) Guaranteed ride home program
- h) Pre-tax commuter benefits (checks)
- i) On-site car-sharing program (such as City Car Share, Zip Car, etc.)
- j) On-site carpooling program
- k) Distribution of information concerning alternative transportation options
- l) Parking spaces sold/leased separately
- m) Parking management strategies; including attendant/valet parking and shared parking spaces