City of Alexandria, Virginia

MEMORANDUM

DATE: DECEMBER 8, 2010

TO: THE HONORABLE MAYOR AND MEMBERS OF CITY COUNCIL

FROM: JAMES K. HARTMANN, CITY MANAGER

SUBJECT: CONSIDERATION OF TRANSPORTATION MANAGEMENT PLAN (TMP) POLICY REVIEW CHANGES

ISSUE: Proposed revisions to the City's TMP program.

RECOMMENDATION: That City Council approve the eight specific recommendations detailed in this memorandum and direct staff to bring draft language for a text amendment and administrative guidelines to Council in the first quarter of calendar year 2011.

DISCUSSION: In May 1987, City Council adopted the Transportation Management Plan (TMP) Ordinance which requires that developers reduce the Single Occupant Vehicle (SOV) traffic associated with new development projects. The purpose of the ordinance was not to limit the number of developments, or the size of a development, but to address the problem of increased congestion by managing the transportation demand of a given development. The program requires that developers of projects of a certain size fund a TMP that includes programs to incentivize transit (such as offering transit subsidies) and disincentives to those commuters who drive alone (such as establishing market rate parking fees). There are 45 active TMP's in the City.

The key elements to mitigate negative transportation impacts of new development are managing transportation demand and appropriate land use and transportation planning. Transportation Demand Management (TDM) is defined as the application of strategies and policies to reduce travel demand (specifically that of single-occupancy private vehicles). Managing travel demand is a cost-effective alternative to increasing capacity and building new infrastructure. A demand management approach to transportation can also have a positive impact on the environment, improve public health and create stronger communities, and more prosperous and livable cities. In order to make real change in transportation behavior, appropriate development paired with transportation infrastructure that supports transit and alternate modes of travel including bicycle, pedestrian and High Occupancy Vehicles (HOV) must be provided.

In 2008, the City received a Metropolitan Washington Council of Governments grant to review the City's TMP program, including survey methods and other programs, and to make recommendations for revisions to the City's TMP program. The report was received, and staff was directed to bring back recommendations for revisions to the program. The report (which can

be accessed at http://alexandriava.gov/TransportationCommission) identified challenges with the existing program and opportunities to incorporate national best practices into the program.

The challenges identified by staff, a stakeholder group, including the development community, and existing TMP administrators and documented in this report include:

- Difficulty in the administration and monitoring of TMPs, specifically for TMPs for smaller residential projects that rely on resident volunteers to carry out the work entailed in implementing the transportation measures of their TMP. They have difficulty spending the funds in a way that achieves the goals of the program.
- Lack of understanding from some TMP holders as to the goal and need for the program
- Enforcement
- Lack of flexibility in the TMP over the life of the development

In developing a proposal to revise the TMP program based on the report, T&ES and P&Z staff met with staff in neighboring jurisdictions including Arlington and Fairfax Counties and Montgomery County, Maryland to learn about their Transportation Demand Management (TDM) programs. Stakeholder interviews were conducted with TMP coordinators for retail, office and residential sites and TMP coordinators and presidents of community associations. Staff then established an internal staff working group with representatives from T&ES, P&Z and the City Attorney's Office and a stakeholder work group composed of members of the Northern Virginia Building Industry Association (NVBIA) and NAIOP, land use attorneys, existing residential and commercial TMP coordinators and City staff.

Recommendations to Revise the TMP Program:
The major program elements proposed below aim to address some of the challenges of the existing TMP program.

1. **Simplify Language in the Zoning Ordinance and Update Administrative Guidelines:** The language should contain only the regulatory requirements of the TMP program. Currently the ordinance contains a detailed outline of TMP program elements which should be removed from the Zoning Ordinance and incorporated into administrative guidelines.

2. **Evaluate and Adjust TMP Requirements Every 2-3 years over the Life of the TMP:** This will create opportunities to adjust rates and based on performance and adjust program requirements as TDM strategies change over time. The current TMP requirements are static over the life of a development.

3. **Incorporate an Administrative Fee for Non-Compliance:** Currently zoning violation fines are the only mechanism to address non-compliance for lack of timely compliance with the submission of the TMP mandatory reporting. An administrative fee for non-compliance as part of the TMP program will allow the City more flexibility to address cases of non-compliance.

4. **Expand the Citywide TDM Program:** Currently, the City has a Citywide TDM program to encourage non-single occupancy vehicle (non-SOV) travel. The program promotes non-SOV modes of travel including transit, car-sharing, carpooling and vanpooling and promotion of non-motorized transportation. The program includes extensive employer outreach and special events promoting non-SOV travel. A proposed revision to the TMP program would include the commitment of additional resources from developers and subsequent property owners to expand the reach of the program and to provide transportation resources and TDM tools to Alexandria residents and smaller commercial uses.

5. **Establish Equitable Triggers and Fee Structure, and Lower the Threshold for TMPs:** The current trigger for a TMP is based on building square footage which does not generate similar traffic across uses, such as a townhouse which will generate a different number and type of trips compared to an office building. Moving to a trip threshold system will address this issue.

    The current fee structure is developed using a formula and often adjustments are made to the fee on a case by case basis with the end result being variation in the required contribution of different developments. By implementing a flat fee there will be certainty for the development community and ensure appropriate funding levels for TDM administration and programming. However, the fee structure should incorporate a discount for proximity to Metrorail stations. Developments proximate to Metrorail stations generally have an easier time achieving their non-SOV goal. The proposed discount would apply to development within a quarter of a mile from a Metrorail station. Staff recommends $80/dwelling unit and $0.25/commercial square foot.

    Since the revisions to the program require smaller developments to pay in to a Citywide program and not administer their own TMP, staff recommends that more (smaller) developments be required to pay into the Citywide program, with a de minimis exemption for the smallest of developments.

6. **Establish TDM Partnerships:** By establishing partnerships, the administration of the TMPs can be coordinated and duplicative marketing and reporting efforts can be minimized. In addition, partnerships will allow for efficiencies in pooling resources to run more effective marketing campaigns and more cost-effective programming such as shuttles and car-sharing programs. This will help address the challenges of the smaller residential TMPs in particular.

Revised TMP Program

TMP Size	OPTIONS
De minimis development	Do nothing
Small development	Pay in to Citywide TDM program
Mid-size development	1. Partner with adjacent TMP[1] 2. Pay in to Citywide TDM program[1]
Large development	1. Create stand-alone TMP 2. Partner with adjacent TMP

1 Requires approval from Director of T&ES

7. **Create an Opt-In Program for Existing TMPs:**

Opt-In Program for Existing TMPs

TMP Size	OPTIONS
Small	1. Maintain existing TMP 2. Pay into Citywide TDM program at a reduced rate from approved TMP
Mid-size	1. Maintain existing TMP 2. Partner with adjacent CDD or TMP 3. Pay into Citywide TDM program at a reduced rate from approved TMP
Large	1. Maintain existing TMP 2. Partner with adjacent TMPs

Notes:
1. Any request made by existing TMPs to opt-in to revised program must be made in writing to the Director of T&ES
2. Any agreement to partner with adjacent CDDs, Districts or TMPs must be reviewed and approved by the Director of T&ES
3. Any changes must be approved by the Director of T&ES
4. Any subsequent changes must go to the Council for a TMP-SUP Amendment.

8. **Non-Compliant TMPs Required to Participate in Citywide Program:** The current TMP ordinance allows the City to take over a development's funding if the development's TMP does not comply with requirements. Given the issues with non-compliance, staff recommends requiring non-compliant TMPs to pay their fees to support the expanded Citywide program.

As a follow up to the implementation of the recommendations staff will evaluate the effectiveness of the revised program, and report back to Council.

FISCAL IMPACT: Additional funds from new TMPs would be used to expand the existing Citywide TDM program. The total revenues from existing TMPs and TMPs for approved new development total about $6.3 million per year City-wide. Under the new rate structure, although the calculation method would change, the total TMP revenue City-wide would remain approximately the same.

STAFF:
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Transportation Management Plan
Proposed Revisions

Alexandria City Council

December 14, 2010

Goals – Transportation Management Plan

Program Purpose:

To mitigate the traffic
and related impacts of such
certain office, retail,
industrial and residential uses
by requiring the preparation
and implementation of an
appropriate transportation
management plan

Strategic Goal #3:
Multimodal Transportation Network

Objective: Promote strong linkages and coordination between transportation and land development.

Initiative: Adopt zoning ordinance changes to Transportation Management Plans that encourage more coordination and economies of scale.
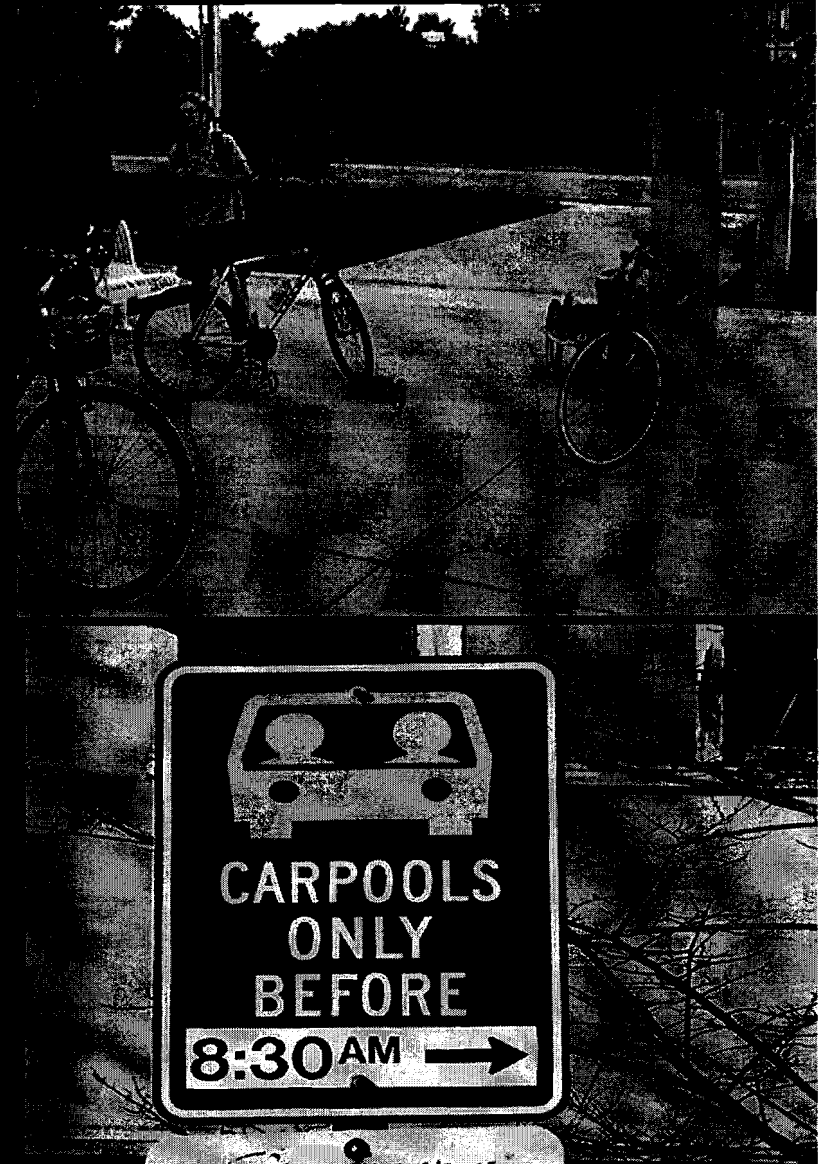
Background – Overview

- Established 1987

- Adopted into Zoning Ordinance in 1992

- Requires Traffic Impact Study

- Current Requirements
  - 50,000 sq.ft. Office (500ADT)
  - 40,000 sq.ft. Retail (1,600 ADT)
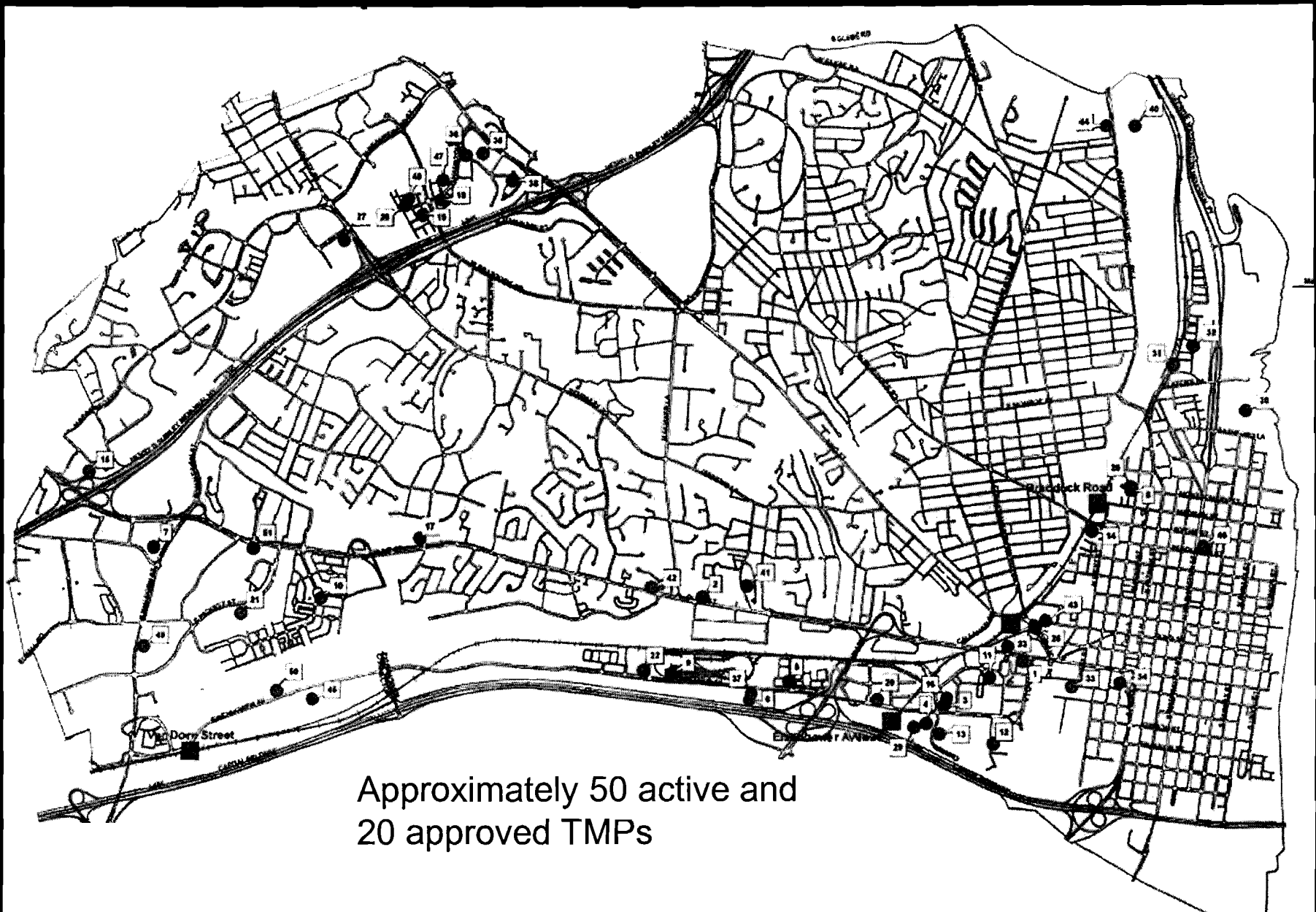 - 250 Dwelling Units (1,400 ADT)

- Requires special use permit (SUP)
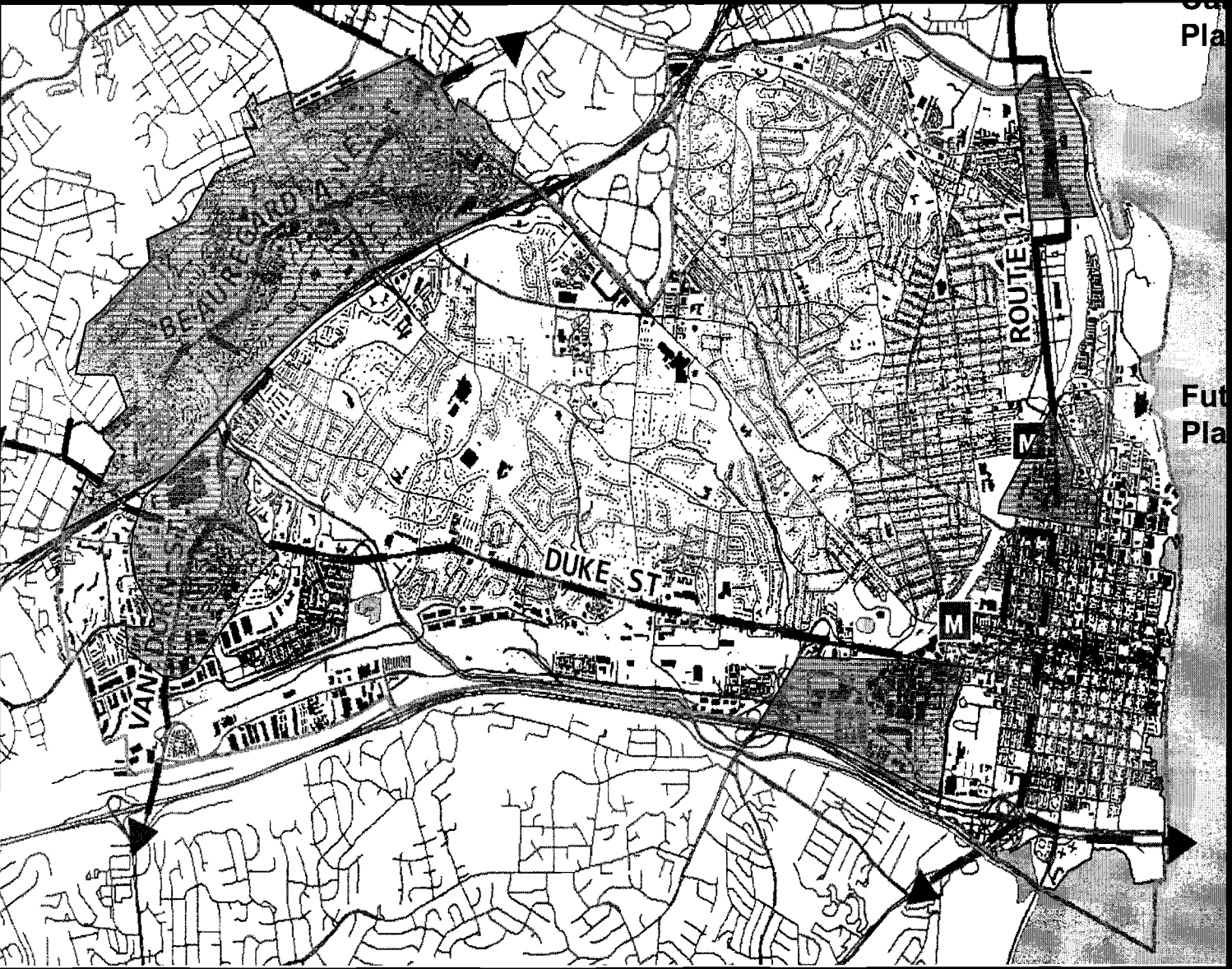
Components of a **Transportation Management Plan**

- TMP Coordinator
- Carpool Spaces
- Subsidized Transit Fare media
- Ridesharing Program
- Staggered – Flextime Programs
- Parking Management
- Carsharing

CARPOOLS ONLY BEFORE 8:30 AM →

Background – Overview

Approximately 50 active and
20 approved TMPs

Current and Recent Planning Areas

Existing vs Proposed

Existing TMP

CHALLENGES:

- Performance Standards

- Administration

- Perceived Control of Funds

- Lack of Flexibility

- Compliance

Proposed TMP

CHALLENGES:

- Administration

- Existing TMPs

- Performance Standards

OPPORTUNITIES:

- Flexibility

- Streamline Administration

- Economies of Scale

Recommendations

1. Simplify Language in Zoning Ordinance and Update Administrative Guidelines

2. Evaluate and Adjust TMP Requirements over the Life of the TMP

3. Administrative Fee for Non-Compliance

4. Expand Citywide TDM Program

Recommendations

5. Establish Equitable Triggers and Fee Structure, and Lower Threshold for TMPs

6. Establish TDM Partnerships

7. Create an Opt-In Program for Existing TMPs

8. Non-Compliant TMPs Required to Participate in Citywide Program

New TMP Program

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Questions?