

CITY OF MOUNTAIN VIEW

ENVIRONMENTAL PLANNING COMMISSION
STAFF REPORT
NOVEMBER 1, 2023

5. STUDY SESSION

5.1 Citywide Transportation Demand Management Ordinance

RECOMMENDATION

Staff is requesting Environmental Planning Commission input on the following questions:

1. Does the Environmental Planning Commission concur with the draft Vision Statement in support of developing the Transportation Demand Management Ordinance Framework or have other feedback?
2. Does the Environmental Planning Commission concur with the draft Project Goals or have other feedback?

PUBLIC NOTIFICATION

The Environmental Planning Commission (EPC) agenda is advertised on Channel 26, and the agenda and this staff report appear on the City's website. All interested stakeholders were notified of this meeting, and the meeting information was also posted on the City's [TDM project website](#).

BACKGROUND

Transportation Demand Management (TDM) is the use of targeted strategies and incentives to reduce drive-alone trips and facilitate mode shift to healthy, sustainable transportation options. Commonly applied TDM measures for new development include transit passes or subsidies, membership in a Transportation Management Association, parking cash-out, hybrid work schedules, priority vanpool/carpool parking, and end-of-trip facilities for bicyclists (showers, changing rooms, and lockers, etc.). Successful TDM programs can effectively reduce traffic congestion, improve air quality, advance equitable transportation systems, improve community health, promote urban livability, bolster economic vitality, advance affordable mobility options, and improve access in all areas of the City.

On [July 10, 2012](#), the City Council adopted the 2030 General Plan identifying key mobility goals to reduce travel demand through implementation of TDM strategies for existing and new development. Such strategies were deemed necessary to advance the City's goals of

sustainability by reducing greenhouse gas (GHG) emissions and managing roadway demand.

On July 10, 2012, the City Council also approved a [Greenhouse Gas Reduction Program \(GGRP\)](#) to implement the General Plan's mobility element and comply with Statewide climate change legislation (SB 375 and AB 32). As such, the GGRP established Transportation as one of five areas for GHG reduction in the City, with TDM (Measure T-1.1) serving as the key element in this area. Under this Measure, GGRP called for adoption of a Citywide TDM Ordinance by 2014, whereby all new nonresidential development would be required to reduce drive-alone trips and adhere to mandatory trip reductions. The trip targets were formulated to address transportation-related emissions that account for nearly 60% of GHG emissions Citywide. Additionally, the ordinance was expected to establish TDM performance reporting requirements, procedures, and funding mechanisms. As of the current fiscal year, work on the Citywide TDM Ordinance has significantly progressed and is on track with [City Council's Fiscal Year 2023-2025 Strategic Priorities](#).

In addition to the General Plan and GGRP, the City has adopted four Precise Plans with TDM requirements, including the North Bayshore Precise Plan (2014, amended in 2017), El Camino Real Precise Plan (2014), East Whisman Precise Plan (2019), and San Antonio Precise Plan (2014). New development projects in these Precise Plan areas are subject to TDM requirements as a condition of approval through the City's planning and building permit entitlement process. Criteria used to determine the applicability of TDM requirements to new developments include the proposed project location, size, land use type, and adjacent roadway capacities. These criteria are reflected in customization of TDM measures and performance standards. The Existing Conditions Report (Attachment 1) provides further details of specific TDM requirements contained within each of these four Precise Plans as a reference.

On [October 22, 2019](#), the City Council adopted the Sustainability Action Plan 4 (SAP-4) that created a three-year fund for sustainability projects and prioritized specific actions to achieve the largest reduction in GHG emissions per funds spent. TDM (Task T6) is one of nine transportation-related actions. This task involves "[expanding] TDM to new areas of the City and [developing] new programs in support of existing businesses and residents to help reduce single-occupancy vehicle trips Citywide." With the funding made available through SAP-4, the Public Works Department was able to fill the role of TDM Analyst in January 2022, allowing work to begin on TDM monitoring and development of a Citywide TDM Ordinance.

On February 20, 2023, the City executed a contract with Steer Davies & Gleave Inc. (Steer) to provide professional services to support the development of a Citywide TDM Ordinance. The intent of the TDM Ordinance is to build on the demonstrated effectiveness of TDM policies adopted in recent Precise Plans and apply its practice Citywide. This will allow for

a more consistent, standardized approach that would be more effective in achieving the City's sustainability and transportation goals.

Prior Meetings and Hearings

On October 25, 2023, [the Bicycle/Pedestrian Advisory Committee \(BPAC\)](#) considered the draft TDM Ordinance vision and goals for the Citywide TDM Ordinance. The BPAC members were generally supportive of the draft vision and goals, and provided the following feedback:

- Add clarification in the Existing Conditions Report on transfer of TDM conditions upon sale of a property;
- Consider how to integrate existing projects (not just new development) in the ordinance framework to ensure the burden of responsibility for compliance and the provision of benefits are equally shared from an equity perspective;
- Focus on reduction of vehicle miles traveled (VMT) and greenhouse gas (GHG) emissions is a suitable goal for the TDM Ordinance;
- Ensure that the ordinance framework includes measurable goals and robust enforcement mechanisms to realize the best impact; and
- Identify impactful TDM measures as demonstrated by data and Best Practices that effectively reduce single-occupancy vehicle (SOV) trips. Examples of efficient TDM measures may include reduced parking provision, those that do not require ongoing enforcement, and pooling of resources to provide services with broader impact beyond the site level.

ANALYSIS

To develop a framework for a Citywide TDM Ordinance, the project team has been synthesizing information on the state of current TDM requirements (Attachment 1, Existing Conditions Report), conducting community and stakeholder outreach, and formulating a draft Vision Statement and Project Goals to guide development of the ordinance. The draft Vision Statement and Project Goals are presented for input in the Discussion section of this EPC staff report.

After refining the Vision Statement, subsequent phases of the project will include development of key performance indicators, a TDM toolkit, and draft standards which will shape the TDM Ordinance. The draft TDM Ordinance is scheduled for review in spring 2024. As part of the draft framework, the project team will also develop tools and strategies for

ongoing monitoring and enforcement of TDM programs. Figure 1 summarizes the key tasks and anticipated timeline for the project.

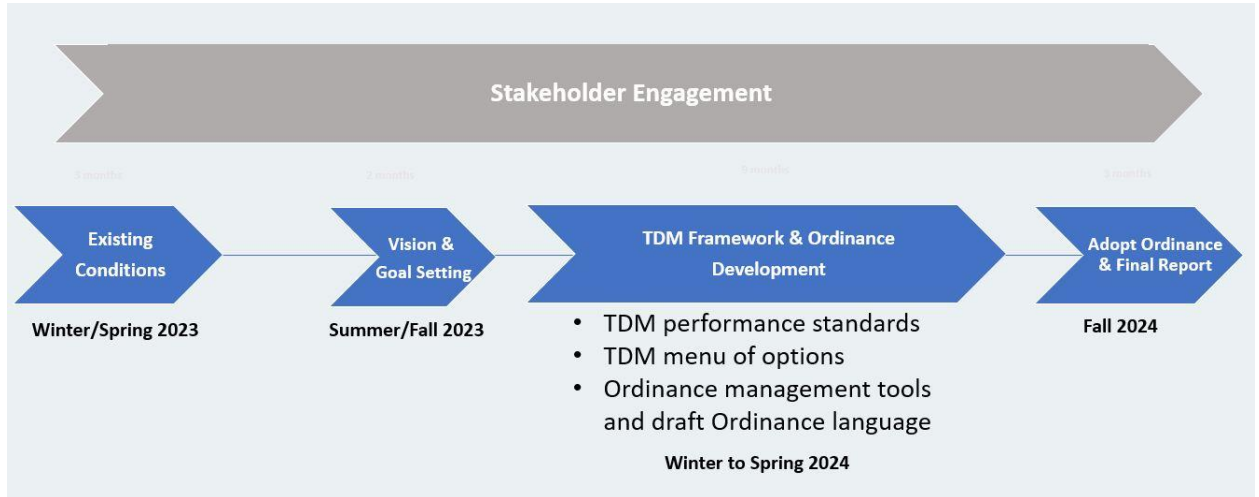


Figure 1: TDM Ordinance Project Work Plan

Community and Stakeholder Engagement

The project team has conducted several outreach and engagement activities as listed below:

- In early 2023, the project team provided introductory presentations on the TDM Ordinance effort to stakeholders from the business community, including the Downtown Business Association (DBA), Chamber of Commerce Businesses and Public Policy (BIPP) Committee, and the Mountain View Transportation Management Association (MTMA) Board.
- In June and July 2023, the project team conducted 14 one-on-one interviews with employers, local developers, property managers, small business managers, MTMA, and City staff to understand their experiences with the City's current TDM requirements and obtain input on goals and priorities for the forthcoming ordinance.
- On September 11, 2023, City staff and key stakeholders participated in a Vision and Goal-Setting Workshop. At this event, the project team presented findings from the review of existing conditions and facilitated vision and goal-setting exercises with the group. Stakeholders provided key insights from their experience with current TDM requirements and input on values and concerns that should guide the TDM Ordinance process.

- On September 14, 2023, City staff presented the results of the Vision and Goal-Setting Workshop to the Mountain View Coalition for Sustainable Planning (MVCSP). The meeting was attended by over 15 members of the public who voiced support for the project and further engagement opportunities to provide input.

Existing Conditions Analysis

Key findings from the Existing Conditions Report (Attachment 1) and stakeholder input are summarized in the following sections. A summary of the strengths, weaknesses, opportunities, and challenges (SWOC) analysis of the City's current TDM requirements and processes is also displayed in Figure 2.



Figure 2: Strengths, Weaknesses, Opportunities, and Challenges with Current TDM Arrangements

Strengths

The City's strengths in relation to current TDM requirements and offerings include the following:

- **Broad Enabling Policies**: Various enabling policies support the City's efforts, including the City's General Plan, GGRP, and SAP-4 as well as various State laws and regulations;
- **Cutting-Edge Policies**: Mountain View's TDM policies such as the North Bayshore trip cap and mode-split goals are broadly seen as cutting edge in this field.
- **Robust Data Collection**: The City has strong data collection requirements such as gateway and project-specific vehicle and person-trip counts, trip generation, and commute surveys.
- **Perceived Value of TDM**: Stakeholders understand the value of TDM measures in providing benefits to employees in terms of safe, sustainable, and equitable mobility options.
- **Justification for Corporate Investment**: Some employers indicated that the City's TDM requirements help justify investment in their commuter programs.

Weaknesses

Weaknesses associated with current TDM requirements include the following:

- **Lack of Standardization**: Employers and developers noted that the current process for imposing TDM conditions of approval could benefit from increased standardization of requirements to increase predictability during the entitlement process.
- **Lack of Detailed Guidance**: Developers and employers requested additional guidance and resources to help them successfully comply with TDM requirements. For example, some employers and property managers felt there was a need for further clarification on methodologies for conducting data collection and analysis associated with annual TDM monitoring and reporting. Staff from small businesses or properties also expressed a need for more general information on TDM implementation appropriate to their operations.
- **Inflexibility of Plans**: Several stakeholders requested greater flexibility to update or adjust their TDM Plan (developed during entitlement), particularly if sites encounter challenges in implementing measures that may no longer be available or effective.

- **Implementation Difficulties:** Some TDM strategies require buy-in and commitment from a third-party provider such as transit agencies offering transit pass programs or car-share or bike-share providers, who select locations based on their own commercial considerations.
- **Limited Compliance Tracking:** Until recently, the City did not have staff resources for TDM policy development, implementation, or monitoring.
- **Limited Tracking Tools:** The City currently lacks tools to effectively track compliance with TDM requirements at scale. This concern will become more complex as more developments are entitled with TDM Conditions of Approval.

Opportunities

Opportunities associated with existing TDM requirements include the following:

- **Integration with Online Permitting and Entitlement:** The City is currently transitioning to a new online permitting process using ProjectDox, which might allow TDM integration with the plan check and interdepartmental project review process.
- **Support for Standardization:** Stakeholders expressed eagerness for greater standardization of TDM requirements, including a TDM menu of options from which they can select to shape their TDM Plans and meet their transportation goals.
- **Pooling of Resources:** To avoid duplicative TDM services, there is significant interest in pooling resources amongst smaller employers, developers, and property managers and forging partnerships to scale common solutions between the City and the Transportation Management Association (TMA).
- **MTMA Open to Expanded Services:** MTMA staff is considering expanding services to include TDM delivery for residential members as well as data collection and other support to meet TDM monitoring and reporting requirements. An increased role of the TMA would require buy-in from voting members.

Challenges

Finally, challenges associated with current TDM requirements include the following:

- **Lack of Small Business Capacity:** Smaller employers noted that it has been challenging to staff and administer TDM programs, and indicated that they would benefit from guidance or information-sharing on finding appropriate talent. Other

small properties indicated that they could not afford to hire a dedicated TDM coordinator as TDM-related tasks often get rolled into administrative staff duties. Overall, the potential costs associated with TDM requirements can be burdensome for smaller businesses and affordable housing developers, even when discounts are offered.

- **Uncertainty Surrounding Hybrid Work:** Post-COVID hybrid work arrangements bring uncertainty and complexity in terms of travel and parking demand as TDM services like carpool matching and shuttles see varying rates of utilization, and TDM managers do not yet have a new normal baseline for planning purposes.
- **Low-Reporting Compliance:** Staff continues to observe low rates of compliance with annual TDM reporting requirements. This may be due to a prior lack of City staff capacity and effective mechanisms to monitor and enforce TDM requirements as well as difficulties with maintaining on-site contact information as properties change hands from developers to corporations or tenants after entitlement.
- **Lack of Continuity Across Real Property Changes:** Residential developers indicated that TDM requirements are very difficult to achieve with for-sale properties compared to rental properties. Additionally, many existing TDM agreements do not address how requirements transfer after a change of property ownership or tenure.
- **Lagging Data for Standards:** Trip caps used in TDM performance standards were based on established manuals such as the Institute of Transportation Engineers (ITE) Trip and Parking Generation Handbooks, which were, in turn, compiled using data that would be considered out of date.

DISCUSSION

Staff is seeking feedback on the draft Vision Statement and Project Goals proposed for guiding development of the Citywide TDM Ordinance.

Draft Vision Statement

The following draft Vision Statement for the TDM Ordinance was developed based on the existing conditions review, staff and stakeholder input, and the review of key policy documents:

The Transportation Demand Management (TDM) Ordinance seeks to reduce single-occupancy vehicle trips for new development and increase use of multi-modal transportation alternatives that are sustainable, equitable, effective, and respond to changing demands.

Draft Project Goals

The draft goals displayed in Figure 3 are intended to guide development of the TDM Ordinance framework and ensure it reflects the views and contributions of key stakeholders and the community. The first two goals—Predictability and Effectiveness—reflect operational considerations such as the predictability, clarity, and consistency of the TDM requirements; and the palatability, scalability, and effectiveness of transportation benefits. The second two goals—Sustainable Mobility and Equity—address Citywide benefits of the TDM requirements, including emissions reduction, mode choice, and affordable access for low-income residents and workers.

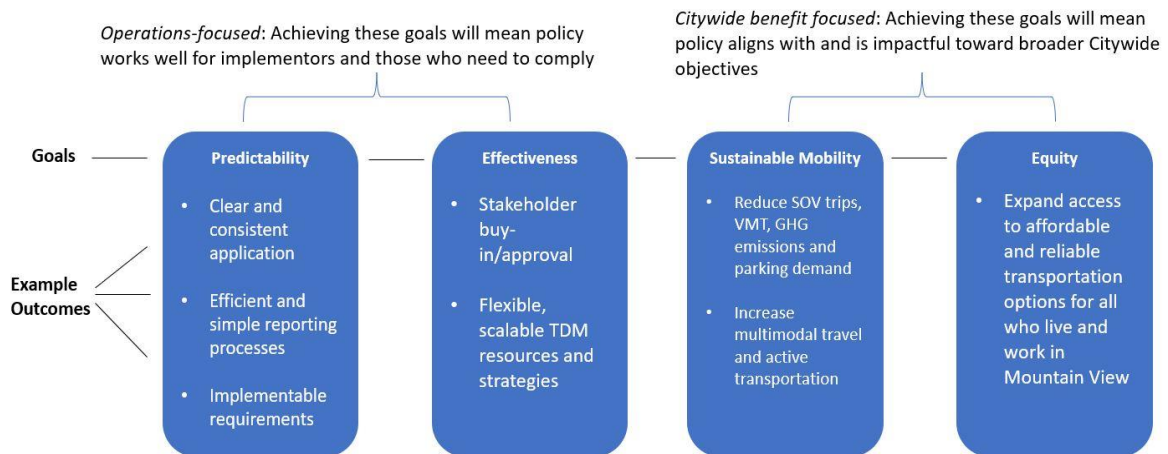


Figure 3: Draft Project Goals to Guide Development of the TDM Ordinance Framework

NEXT STEPS

Staff will present the existing conditions analysis, draft vision and goals, and input from the BPAC and EPC to the Council Transportation Committee in early 2024 in order to obtain direction for finalizing the Vision Statement and Project Goals for the TDM Ordinance.

The project team will then develop a draft framework for the TDM Ordinance, including potential performance standards, a TDM strategies list and/or toolkit, and ordinance management tools for ongoing implementation, monitoring, and enforcement. This framework will incorporate a review of TDM policies in other jurisdictions to provide benchmark comparison of successful TDM policy examples.

After developing the draft framework, the project team will conduct a second round of engagement in spring 2024. This engagement will involve community members, advocacy

groups, non-English-speaking stakeholders, business stakeholders, BPAC, EPC, and City Council to refine the TDM Ordinance framework prior to drafting ordinance language.

Final tasks include preparing ordinance language and presentation to the City Council in late 2024.

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Exhibits: 1. Existing Conditions Report
2. [BPAC Report, October 25, 2023](#)

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