



DATE: June 7, 2016

CATEGORY: Consent

DEPT.: Community Development

TITLE: **North Bayshore Annual Trip Cap Report**

RECOMMENDATION

Review and accept the North Bayshore Annual Trip Cap Report.

BACKGROUND

North Bayshore Precise Plan

The City adopted the North Bayshore Precise Plan in 2014 based on the transportation policy foundations set by the 2030 General Plan and the North Shoreline Transportation Study.

The Precise Plan established an initial vehicle trip cap of 18,900 vehicles across the three North Bayshore gateways (Shoreline Boulevard, Rengstorff Avenue, and San Antonio Road). This trip cap number assumes a 45 percent single-occupancy vehicle (SOV) mode share. The Precise Plan also includes the following key standards to guide implementation of the trip cap:

1. **Vehicle trip cap monitoring.** The City shall monitor the number of vehicle trips during the morning peak period (7:00 a.m. to 10:00 a.m.) at each of the three major entry points to North Bayshore: San Antonio Road, Rengstorff Avenue, and Shoreline Boulevard. Monitoring shall occur at least twice a year during periods determined by the City.
2. **Vehicle trip cap.** If monitoring shows that the trip cap is reached at any of the three gateway locations after two consecutive data reporting periods, the City will not grant any new building permits for net new square footage in the North Bayshore Precise Plan area until the number of morning peak period vehicle trips is reduced below the trip cap, except as described in the next paragraph.

An application for new development may propose strategies, including, but not limited to, physical improvements to the transportation network and additional Transportation Demand Management (TDM) measures, along with traffic analysis demonstrating the proposed strategies and/or improvements will comply with the district vehicle trip cap prior to project occupancy. Proposed strategies and/or improvements shall be implemented prior to building occupancy, unless deemed otherwise by the City Council. The City Council will consider applications proposing improvements to the transportation network and/or additional TDM measures according to the review process established by Council policy.

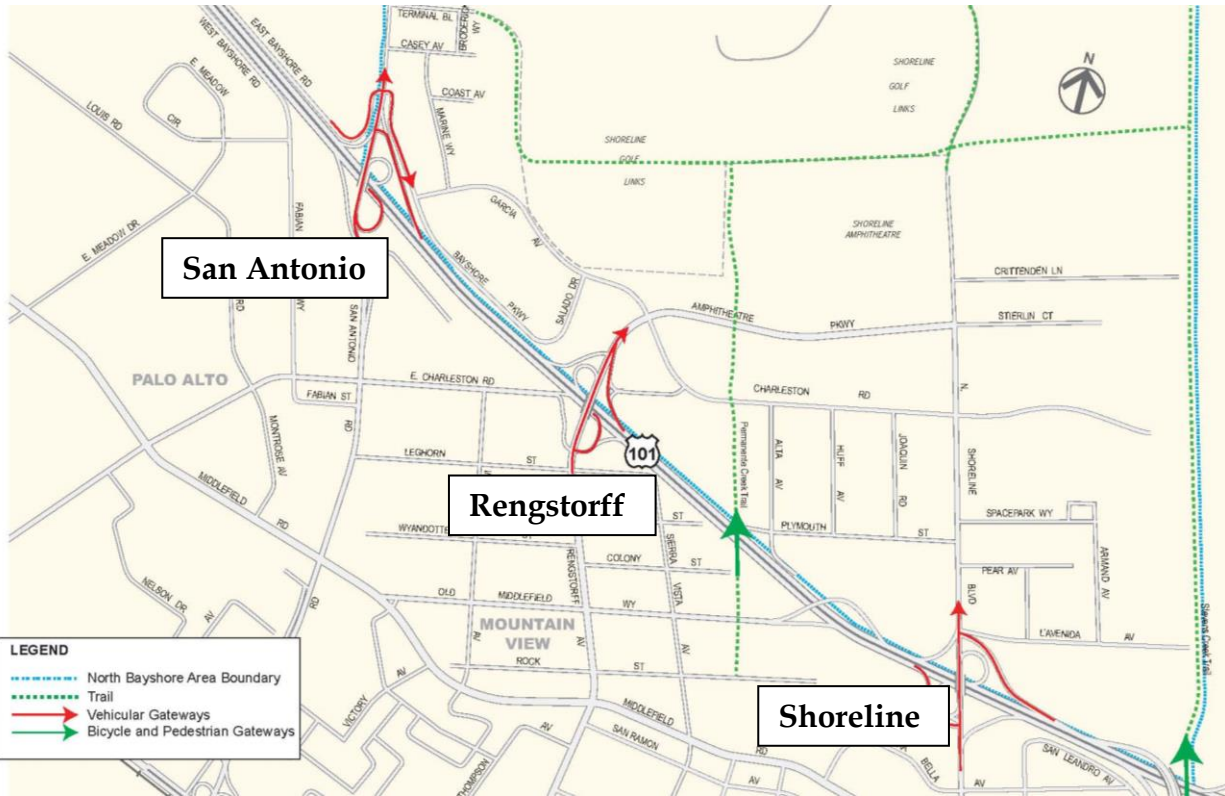
3. **Vehicle trip cap report.** The City shall prepare an annual North Bayshore vehicle trip cap report. This report will include data from the vehicle trip cap monitoring program, including the number of vehicle trips at each gateway and each gateway's vehicle trip capacity. The report will also document any trends or data regarding progress toward achieving the Precise Plan's mode-share targets. The report may also include, but is not limited to, the following: SOV percentage, implementation of employer TDM programs, and the timing and implementation of area transportation improvements.
4. **Vehicle trip cap evaluation.** The City Council shall review the annual vehicle trip cap report. The City Council will evaluate the report and may adjust the trip cap to reflect any new capacity at the gateways. If the report shows that the vehicle trip cap is not being achieved to the satisfaction of the City, the City Council may consider, but is not limited to, any of the following:
 - Require new development to implement additional project and/or areawide TDM strategies;
 - Increase the amount of City or developer contributions to fund area transportation improvements and implement a congestion pricing program for the area; and
 - Implement a congestion pricing program for the area.

ANALYSIS

The 2016 annual trip cap report was prepared by AECOM, Inc. The report provides the City with updated information on the North Bayshore vehicle trip cap and SOV rates.

Trip Cap Report Summary

Trip counts were taken in March 2016 across the three gateway locations (Shoreline Boulevard, Rengstorff Avenue, and San Antonio Road), as shown below:



The tables below show recent March 2016 data with previous data to provide a comparison of data over time. The complete trip cap report is included in Attachment 1.

Table 1 – Inbound Gateway Available Capacity: Peak Period

Gateway/Roadway Segment	Weekday a.m. Peak Period						
	Gateway Capacity	March 2015		September 2015		March 2016 ⁽¹⁾	
		Vehicle Volume	Available Capacity	Vehicle Volume	Available Capacity	Vehicle Volume	Available Capacity
1. San Antonio Road	4,150	2,270	1,870	2,470	1,680	2,400	1,750
2. Rengstorff Avenue	8,020	5,110	2,910	5,260	2,760	4,690	3,330
3. Shoreline Boulevard	6,740	6,290	550	5,530	1,210	5,740	1,000
TOTAL	18,910	13,670	5,230	13,260	5,650	12,830	6,080

⁽¹⁾ For the purposes of comparison, volumes were rounded to the nearest 10.

Table 2 – Inbound Person-Trips Mode Share

Weekday a.m. Peak Period (7:00 a.m. – 10:00 a.m.)	March 2015		September 2015		March 2016	
	Person-Trips	Mode Share	Person-Trips	Mode Share	Person-Trips	Mode Share
Single-Occupancy Vehicle	11,809	55.1%	11,398	52.7%	10,900	59.9%
High-Occupancy Vehicle	2,719	12.7%	3,030	14.0%	2,521	13.8%
Transit/Shuttle	5,267	24.6%	5,284	24.4%	3,460	19.0%
Other ⁽¹⁾	301	1.4%	312	1.4%	190	1.0%
Bicycle	1,114	5.2%	1,315	6.1%	906	5.0%
Pedestrian	235	1.1%	280	1.3%	232	1.3%
All Modes Total	21,443	100.0%	21,617	100.0%	18,209	100.0%

⁽¹⁾ The “Other” category includes motorcycles, trucks, and intercampus Google shuttles at one person trip per vehicle.

The following are several key findings from the report, with staff comments in italics:

- **Gateway Trips.** As shown in Table 1, a total of 12,830 vehicle trips entered the North Bayshore Area in March 2016 during the morning a.m. peak period. This is a slight decrease from September 2015, when 13,260 vehicle trips were counted during this time. The Precise Plan’s districtwide vehicle trip cap for inbound vehicles during this peak period is 18,910 vehicle trips.
- **45 Percent SOV Target.** As shown in Table 2, the weekday a.m. peak period SOV mode share is 60 percent. This is an increase from September 2015 counts, when the weekday a.m. peak period SOV mode share was 55 percent.

Staff response: This report shows the SOV rate increasing from previously reported SOV rates and away from the adopted 45 percent SOV target. Staff expects that we will likely see fluctuations in SOV rates in the near-term, until proposed office developments implement additional TDM measures and planned infrastructure improvements are completed.

The annual trip cap report is for informational purposes on the current SOV rate and gateway capacity. Efforts to move towards the 45 percent SOV rate will be carried out through Council review of pending development applications, the gateway analysis currently under way, and the update to the Precise Plan to add residential uses.

- **Shoreline Boulevard.** Table 1 shows Shoreline Boulevard is still the most impacted gateway. There was a slight decrease in available capacity on Shoreline Boulevard during the a.m. peak period between September 2015 (5,530

trips/6,740 trip capacity, or 82 percent of capacity) and March 2016 (5,740 trips/6,740 trip capacity or 85 percent of capacity).

Staff response: Although the Shoreline Boulevard gateway is technically still below its available capacity, the North Bayshore office developments under review will exceed available gateway capacity on Shoreline Boulevard. The City anticipated this and, therefore, had begun a detailed "gateway analysis" to analyze the amount of expected vehicle trips impacting Shoreline Boulevard associated with these developments and factoring in the proposed infrastructure improvements such as the realigned Highway 101 off-ramp, the Plymouth Street/Space Park Way realignment, and a new north-south connecting road east of Shoreline Boulevard. The results of this analysis will be brought to Council later in June.

- **Transit Mode Share.** Table 2 shows the percentage of person-trips using transit decreased from approximately 25 percent in March 2015 to 19 percent in March 2016.

Staff response: There is no conclusive evidence, such as lower gas prices or transit service interruptions, that might explain this decrease in transit mode share. Staff and the consultant team have contacted several North Bayshore employers to see if they might help explain this decrease.

NEXT STEPS

The next set of trip counts will take place in fall 2016. This data will be shared with Council in a memorandum and will be available on the City's website.

FISCAL IMPACT

None. Funding for this work is already in the City's annual budget as a capital improvement project.

ALTERNATIVES

Provide alternative direction regarding the Annual Trip Cap Report.

PUBLIC NOTICING – Agenda posting.

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MA/7/CAM
891-06-07-16CR-E

Attachment: 1. Trip Cap Report