

TDM ORDINANCE CONSIDERATIONS

City of Madison

TPPB Meeting - 6th July 2020

OUTLINE

- Introduction & Purpose of TDM
- Existing TDM efforts in Madison
- TDM program elements
- Successful TDM examples
- TDM program legality
- Discussion: Purpose
- Discussion: Responsible Party (Land use vs. employer based)

WHAT IS TDM?

Various strategies that increase transportation system efficiency

(Victoria Transport Policy Institute)

Set of strategies aimed at maximizing traveler choices; more effective choices to improve travel reliability

(USDOT)

Methods to reduce the number or length of auto trips

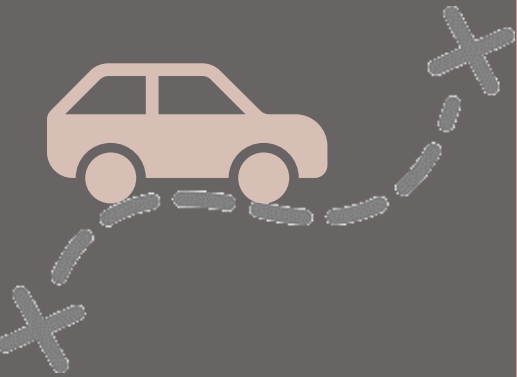
(Modernizing Mitigation, SSTI)

Transportation Demand Management (TDM) refers to policies and strategies implemented to shift travel patterns to better manage congestion

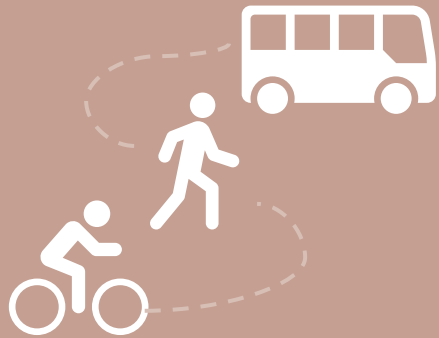
(Madison in Motion Plan)

PURPOSE

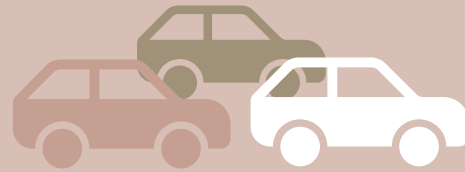
Mitigate VMT



Support multi-modalism and more equitable access



Mitigate Congestion



Support TOD and infill



Reduce traffic-related safety impacts



TDM IN MADISON'S ZONING CODE

Conditional Use:

Give consideration to TDM measures and participation in a TMA

Has been an option for use in approving conditional uses for ~15 years (2005);
May be required for 3 zoning categories (inserted in 2012)

Employment Campus District:

Requirement of master plan for any rezoning submittal which needs to have a TDM Plan with measurable goals, strategies, and actions to encourage non-SOV.

The TDM Plan would be managed by a property owners' association or other acceptable entity, which would need to provide annual reports to the Traffic Engineer.

Mixed Use Center District (MXC):

City Traffic Engineer may require a TIA to determine the impacts of the District. A TDM plan may be required to resolve traffic and parking concerns.

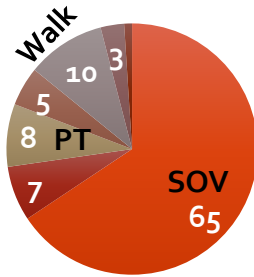
Urban Design Commission:

Single retail business establishments of or over 40,000 sq.ft. with 100 or more full-time employees required to have a TDM Plan or participate in a TMA.

*Provide a full priced monthly bus pass, or at least 3 of the following to all employees:
Ridesharing; preferred rideshare parking; bicycle parking, showers and lockers; emergency ride home; real-time transit info.; employee commuting subsidies;*

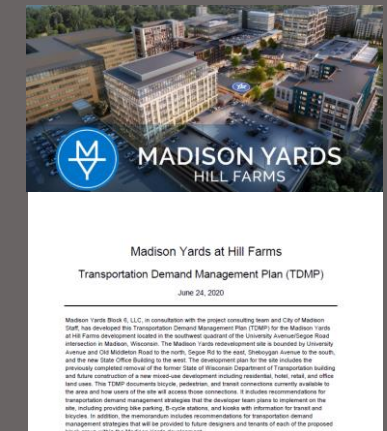
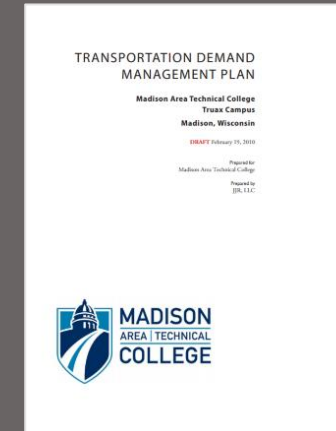
TDM EFFORTS IN MADISON

Population: 258,034
City Area: 78.8 sq.mi.
Density: 3274 pp.sqmi
Modeshare:



- Ad hoc requirements— based on discretion of staff and Planning Commission
- A handful of land uses have TDM requirements

- UW-Madison campus
- Madison Area Technical College
- UW Health
- Moxy Hotel
- Archipelago Village
- Madison Yards



- Developers can point to many other land uses without such requirements
- The plans have been required in the BRT corridor, while it may be preferable to impose fewer burdens there to attract development
- MPO implements regional TDM programs such as Rideshare, etc. for commuters / employers

TDM ORDINANCE

Need for a city-wide TDM ordinance to

- Provide clarity and uniformity in requirements for developers / employers
- Enable better administration and enforcement of TDM strategies by the City

May possibly be of interest to neighboring cities as well.

ALIGNED WITH CITY PLANS



Strategy 5 Action:

c) Facilitate the **creation of TMAs** and implementation of **TDM strategies** to serve high-intensity development at Activity Centers and along major transit corridors.



Priority Recommendations:

11. Develop a **prototype TMA** in Madison, at an appropriate area of the City, as a mechanism to organize individual employers and **administer TDM initiatives**.
12. Evaluate **employer-based TDM measures** to increase the use of **alternatives to the SOV** and to reduce the need for parking; recommend approaches to the ZTAST Staff Team for incorporation in the zoning code.

ELEMENTS OF A TDM PROGRAM

WHO

Which parties have to participate?

WHAT

What do they have to do?

HOW

How are those responsibilities met?

FEEDBACK

How is activity monitored and enforced?

ELEMENTS OF A TDM PROGRAM

WHO:

Which parties
have to
participate?

- Employer-based TDM (e.g. Santa Monica, Seattle)
- Land-used based TDM (e.g. Arlington, San Francisco)
- Parking-based TDM (e.g. Cambridge)

Any of these could exclude de minimis cases or scale responsibilities by size

ELEMENTS OF A TDM PROGRAM

WHO:

Which parties have to participate?

WHAT:

What do they have to do?

a) Meeting a **measurable performance goal**:

- SOV or non-SOV mode share target
- Average Vehicle ridership
- VMT target
- Ratio of parking spaces to employees

b) Meeting a **point target** based on a menu of TDM measures ranging from easy to more complicated, with proportional weightage

ELEMENTS OF A TDM PROGRAM

WHO:

Which parties have to participate?

WHAT:

What do they have to do?

HOW:

How are those responsibilities met?

- City-wide TDM ordinance separate from the zoning ordinance
(e.g. stormwater mgmt. facilities)
- Part of site approval / business license renewal, etc.?
- Individually or via TMA?
- Would the TMA be city-wide or established geographically?

ELEMENTS OF A TDM PROGRAM

WHO:

Which parties have to participate?

WHAT:

What do they have to do?

HOW:

How are those responsibilities met?

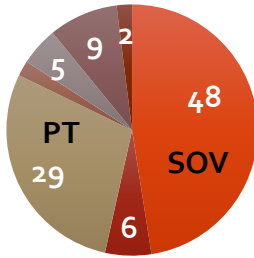
FEEDBACK:

How is activity monitored and enforced?

- Program monitoring and enforcement – Separate staffing or private contracting?
- Status reporting mechanism
- Non-compliance response

LAND USE-BASED: ARLINGTON, VA

Population: 237,521
 City Area: 26 sq.mi.
 Density: 9140 pp.sqmi
 Modeshare:

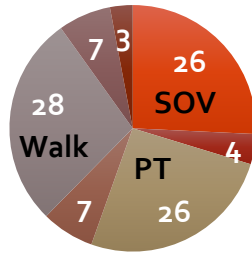


- TDM for Site Plans targets developers and property managers for large residential and commercial projects
- Responsible party: building owner; responsibility runs with the land
- TDM strategies laid out as site plan conditions. TDM Plans need to be prepared upon approval.
- Strategies are tailored to address the transportation impacts of the project, based on the TDM Policy Matrix (1990) – *sample shown*
- A citywide TMA (private contractor) provides technical assistance, administers measures and tracks performance

	Strategies	Land Use Category			
		A	B	C	D
Rideshare Marketing	Information dissemination				
	Distribute/ Display	X	X	X	X
	Employee Surveys	X	X	X	X
	Operate Vanpools		X		X
	Subsidize Vanpools				
	Match State Subsidies			X	X
	Double Match State Subsidies				X
	Backup, Reserve Maintenance Vehicle				X
	Employee Transportation Coordinator				
	Part-Time	**	X	X	
	Full-Time				X
	On-Site Ride Matching				X
	Transit Store or TMA Contribution				
	\$7,970/ Year	**	X		
	\$15,947/ Year			X	
	\$23,911/ Year				X
Locate/ Operate Transit Store				X	
Emergency Ride Home		***	***	X	
Parking Management	Unlimited Reserved Rideshare Parking	X	X	X	X
	Market Rates for SOV Parking	X	X	X	X
	Outsource Parking Management ⁵		X	X	X
	Reserved Vanpool Parking Space	X	X	X	X
	One-Half Market Rate	X		X	
	Free		X		X
	Variable Rate for Carpools (2+ Employees)				
	Market Rate	X			
	One-Half Market Rate		X	X	
Free				X	

PARKING-BASED: CAMBRIDGE, MA

Population: 118,967
 City Area: 6.4 sq.mi.
 Density: 18610 pp.sqmi
 Modeshare:



- Participation trigger: owner of non-residential property proposes to add parking above the registered number
- Goal: Trip reduction (VMT) and SOV rate reduction
- Approach could be incorporated in employer or land use-based programs

APPLICABILITY

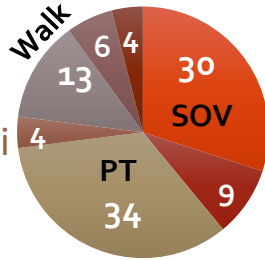
No. of parking spaces	Type of PTDM Plan	TDM requirements
5-19	Small Project PTDM Plan	3 TDM measures required (<i>shown</i>)
20 or more	Large Project PTDM Plan	SOV mode-share reduction commitment to below 10 % of avg census tract rate, comprehensive set of measures, annual reporting

Source: PTDM Small Project Form, City of Cambridge

Measure	Details
<input type="checkbox"/> Transit subsidy (must be at least 50%)	Amount of monthly subsidy per person:
<input type="checkbox"/> Charge drivers directly for cost of auto parking	Cost of parking charged directly to driver: Percent of full cost:
<input type="checkbox"/> Subsidy for other modes	Amount of monthly subsidy (indicate mode):
<input type="checkbox"/> Shuttle service to nearby MBTA station	Station(s) served: Peak frequency:
<input type="checkbox"/> Preferential carpool parking program	Attach parking plan and application form for use of reserved spaces.
<input type="checkbox"/> Reduced rates for carpool parking	Cost of monthly parking for a carpool: Attach application needed to qualify for reduced rates.
<input type="checkbox"/> Bicycle amenities (above zoning requirement)	Describe:
<input type="checkbox"/> Car-share parking space	Describe terms (donated or leased):
<input type="checkbox"/> Other measures (See PTDM Officer list)	Attach description.

LAND USE + PARKING BASED SAN FRANCISCO, CA

Population: 883,305
 City Area: 46.9 sq.mi.
 Density: 18850 pp.sqmi
 Modeshare:



Primary purpose: VMT Reduction for all new development projects and change of use

No performance target such as VMT or non-SOV mode-share goal

26 measures in TDM menu weighted based on VMT reduction efficacy (shown)

Estimated no. of vehicle trips per parking space

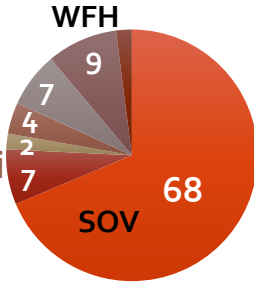
Land Use Category	Typical Land Use Type	# of Parking Spaces proposed by Land Use	Target
(A)	Retail	Base number: 0 ≤ 4	Base Target: 13 points
		Each additional 2*	1 additional point
(B)	Office	Base number: 0 ≤ 20	Base Target: 13 points
		Each additional 10*	1 additional point
(C)	Residential	0 ≤ 5	10 points
		6 ≤ 10	11 points
		11 ≤ 15	12 points
		16 ≤ 20	13 points
		Each additional 10*	1 additional point
(D)	Other	Any # of parking spaces	3 points

Category	Measure	Points
ACTIVE-1	Improve Walking Conditions: Option A - D Provide streetscape improvements to encourage walking.	1
ACTIVE-2	Bicycle Parking: Options A - D Provide secure bicycle parking, more spaces given more points.	1-4
ACTIVE-3	Showers and Lockers	1
ACTIVE-4	Bike Share Membership: Locations A - B Provide a bike share membership to residents and employees for one point, another point given for each project within the Bike Share Network.	1-2
ACTIVE-5A	Bicycle Repair Station	1
ACTIVE-5B	Bicycle Maintenance Services	1
ACTIVE-6	Fleet of Bicycles	1
ACTIVE-7	Bicycle Valet Parking	1
CSHARE-1	Car-share Parking and Membership: Options A - E	1-5
DELIVERY-1	Delivery Supportive Amenities	1
DELIVERY-2	Provide Delivery Services	1
FAMILY-1	Family TDM Amenities: Options A - B	1
FAMILY-2	On-site Childcare	2
FAMILY-3	Family TDM Package	2
HOV-1	Contributions or Incentives for Sustainable Transportation: Options A - D	2-8
HOV-2	Shuttle Bus Service: Options A - B	7-14
HOV-3	Vanpool Program: Options A - G	1-7
INFO-1	Multimodal Wayfinding Signage	1
INFO-2	Real Time Transportation Information Displays	1
INFO-3	Tailored Transportation Marketing Services: Options A - D	1-4
LU-1	Healthy Food Retail in Underserved Area	2
LU-2	On-site Affordable Housing: Options A - D	1-4
PKG-1	Unbundle Parking: Locations A - E	1-5
PKG-2	Short Term Daily Parking Provision	2
PKG-3	Parking Cash Out: Non-residential Tenants	2
PKG-4	Parking Supply: Option A - K	1-11

Source: TDM Program Standards, City of San Francisco (2018)

EMPLOYER + DEVELOPER BASED SANTA MONICA, CA

Population: 91,417
 City Area: 8.4 sq.mi.
 Density: 10,860 pp.sqmi
 Modeshare:



APPLICABILITY

10 – 29 employees	Annual Worksite transportation plans
30 or more employees	Emission Reduction Plan (ERP)
Non-residential – 7500 sq.ft.	Developer TDM Plans
Residential – 16 units	

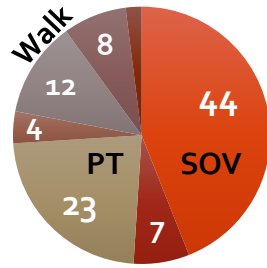
Average Vehicle Ridership targets based on land use and location – developers need to achieve, and employers have to strive to achieve

ERP implemented through purchase of Mobile Emission Reduction credits or **Employee Trip Reduction Plans with mandatory cash out program**

- Good faith effort by employers if they don't meet AVR target based on menu of TDM measures:
- 5 marketing strategies
 - 5 basic support strategies
 - 5 direct strategies

EMPLOYER-BASED: SEATTLE, WA

Population: 744,949
 City Area: 83.9 sq.mi.
 Density: 8880 pp.sqmi
 Modeshare:



Targets businesses > 100 employees working at a single site between 9am – 6pm

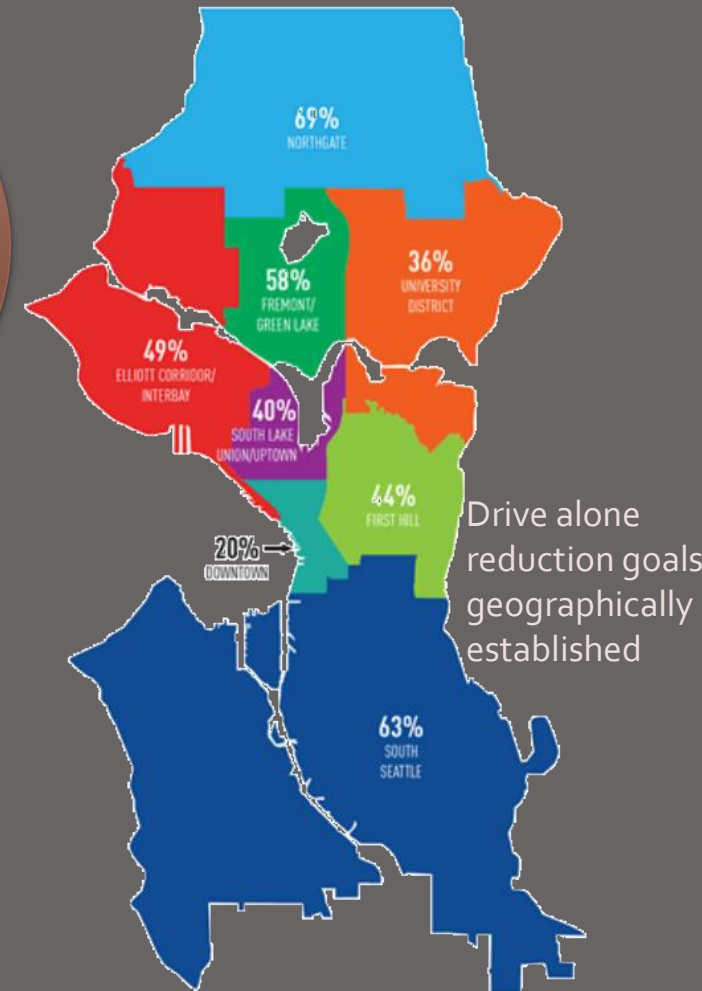
Employee Transportation Coordinator for each employer

Commuter surveys to measure SOV rate; biennial report submission

Separate Transportation Management Program for new commercial buildings > 100,000 sq.ft. gross area, to mitigate traffic / parking impacts

Employers select at least 2 TDM strategies from each category:

Category A	Category B	Category C
Employee info. & amenities	Subsidies & modal support	Parking management
<ul style="list-style-type: none"> - Real time transportation information - Flexible work schedule - Employee shuttles - Rideshare matching - Bicycle parking facilities - Guaranteed ride home 	<ul style="list-style-type: none"> - Transit subsidies - Carpooling subsidies - Vanpooling provision - Pre-tax transportation benefits 	<ul style="list-style-type: none"> - Increased charges for SOV parking - Daily rate (not monthly) - Parking cash-out program - Preferential HOV/ bicycle/ micromobility parking - Carshare parking



Source: Seattle's 2019-2023 CTR Strategic Plan

TDM PROGRAM LEGALITY

- A city wide TDM ordinance (could be separate from the zoning code) will ensure uniformity and clarity
- TDM requirements may be set by location, size, use or parking capacity
- Important to include specific requirements in the ordinance – land use, size, etc.
- Land use vs. Employee trigger can both be used
- A menu of TDM measures can be provided with a point target
- Alternatively, a standard such as cars per occupants can be required.
- Option to pay for TDM services can be provided (if voluntary and not an obligation for the developers, it is not a form of tax)

DISCUSSION: PURPOSE

Draft purpose statement

The Madison TDM program primarily seeks to mitigate systemwide traffic (VMT) but also seeks to reduce negative localized traffic impacts from [employment centers/new developments].

DISCUSSION: RESPONSIBLE PARTY

To whom
should these
obligations be
addressed

- Employers
- New land uses, based on
 - Building permits
 - Zoning map amendments (upzoning)
 - Already required
 - Conditional uses and planned developments
- Parking lots

LAND USE BASED TDM

WHO:

- **Non-residential** uses, based on a size threshold and/or parking requirements
- Could also include residential and mixed use development (based on no. units)
- Focus on **new developments, redevelopment and infill, rezoning / change of use** – existing development would probably not be affected
- Could **start with only specific non-residential uses, with parking lots of a specific size** and then expand the scope in the future
- The **thresholds may be revised** every 3-5 years, or as required

WHAT:

- **Developers** or building owners would be the responsible party; the TDM requirements would **run with the land**
- **Variable TDM requirements** based on land use and size of development & geog. location
- **Menu of measures – land use categories** designated with **point targets** for each category
- Or **other performance targets**- non-SOV modeshare, VMT target, AVR or parking ratio;
- **Special considerations** for development in the **TOD zone** (in proximity of the BRT stations)

HOW:

- Would preferably be separate from zoning ordinance
- TDM as a condition of approval of site plan
- **City wide TMA (private contractor)** managing the program and reporting regularly to the City (possible model – Madison Yards)

FEEDBACK:

- **Staff from the city – capacity?** New staffing specifically for TDM? Depends on size of net cast
- Reporting and enforcement mechanisms can be discussed in the future

Politically – may be **easier** as it would **target new / expanding developments**; could however impact **fewer properties** and take a longer time to get results

EMPLOYER BASED TDM

WHO:

- Target employers based on a threshold of **number of employees** (300?) **and establishment year** and/or **parking requirements**
- Smaller employers may opt-in
- Could include all existing employers above the threshold and so may target more (scope could be narrowed if development approval is given consideration too)
- Could **start with a higher threshold** to target fewer employers
- Employee thresholds may be **revised every 3-5 years**

WHAT:

- **Employers** would be the responsible party
- Could have a **menu of measures; variable point targets** based on **employee size / geographical location / zoning district**
- Or **other performance targets** such as non-SOV mode share, VMT target, average vehicle ridership or parking ratio
- **Special considerations** for development in the **TOD zone** (in proximity of the BRT stations)

HOW:

- Would be **separate from the zoning ordinance** – could be done as part of **business license registration / renewal**
- **City wide TMA (private contractor)** managing the program and reporting regularly to the City

FEEDBACK:

- **Staff from the city – capacity?** New staffing specifically for TDM? Depends on no. of employers and employee threshold
- More comprehensive plan, measures and reporting required from the larger employers

Programmatically may be easier as it would include all employers meeting the threshold within its ambit at once;
Political / stakeholder considerations?

NEXT STEPS

- Ordinance development timeline
- When TPPB will be consulted again and on what
- Any other general comments from committee members
- RP3 policy to complement the TDM program
- Special considerations for TOD Overlay Zone

ADDITIONAL SLIDES

Potential TOD Overlay Zone:

- Parcels completely within 1/4 mile radius
- Parcels partly within 1/4 and those within 1/4 - 1/2 mile radius may opt-in

Consideration:

Leveraging the proximity of TOD zone properties to transit in promoting more aggressive use of the TDM program here

VS

TDM relaxation to impose fewer burdens and encourage development here since the overlay zone would anyway reduce parking minimums and/or maximums



TRANSPORTATION MANAGEMENT ASSOCIATIONS

- TMAs may be formed under MPOs, private umbrella entity such as the Chamber of Commerce, employer districts, etc.
- Typically includes employers (as opposed to land use)
- TMAs can help with car/vanpooling, commute mode surveys, transit pass programs, shuttle services
- City wide vs local area level TMA could be decided based on potential number of employers being targeted by the TDM program (and employee threshold)
- Geographic district based TMAs in large cities like Atlanta, Houston, Portland, Denver
- City wide TMA: clearer and more uniform management; could get launching support from MPO
- Could consider separate TMA for suburban employment areas, downtown, etc. Local TMAs would need to ensure successful partnerships with other TMAs and prevent duplication of work