MADISON DEPARTMENT



Transportation Demand Management Program

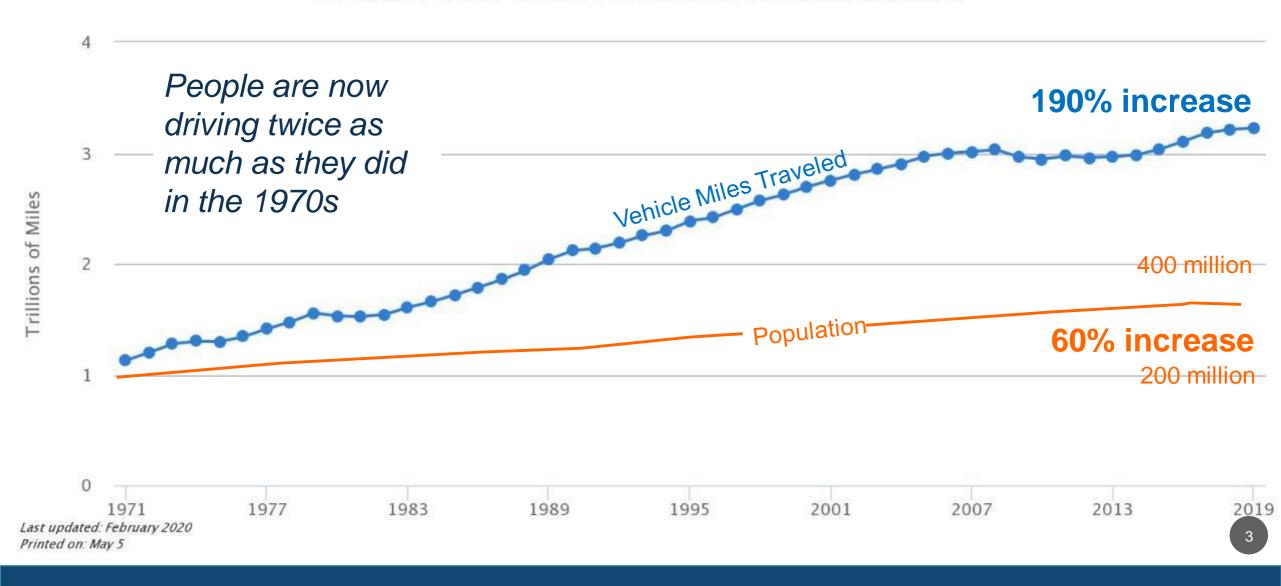
City of Madison Department of Transportation

WHAT IS TRANSPORTATION DEMAND MANAGEMENT?

A package of policies and strategies designed to increase transportation system efficiency and shift travel patterns to reduce the number and length of single-occupancy vehicle (SOV) trips.



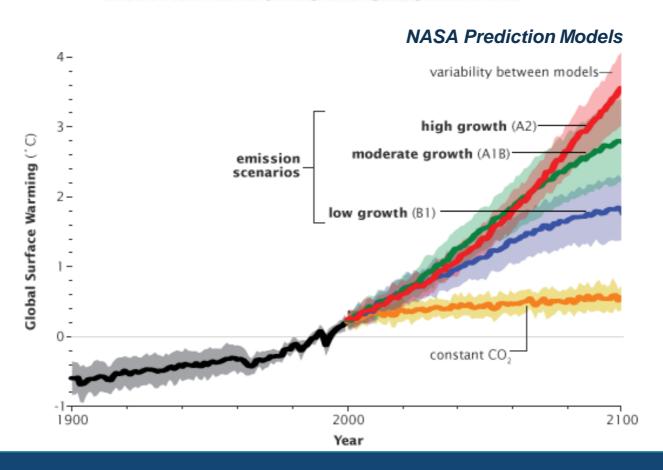
Annual Vehicle Miles Traveled in the United States

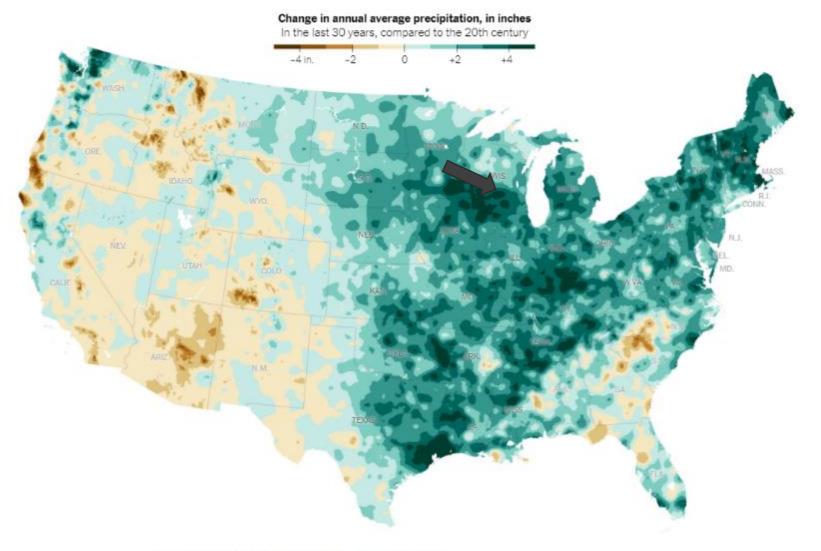




A Hotter Future Is Certain, Climate Panel Warns. But How Hot Is Up to Us.

Some devastating impacts of global warming are now unavoidable, a major new scientific report finds. But there is still a short window to stop things from getting even worse.



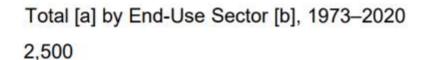


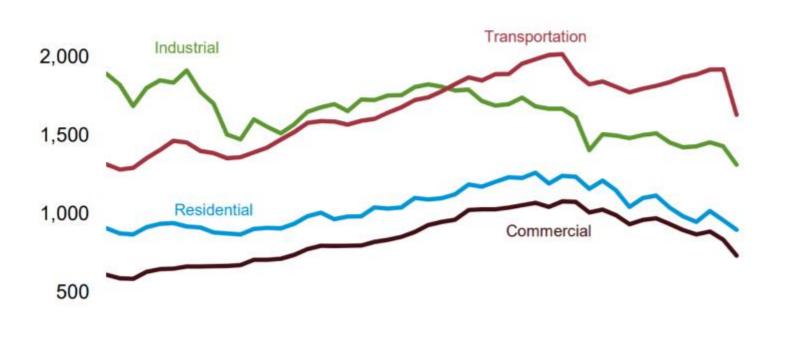
Source: NOAA's National Centers for Environmental Information



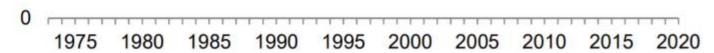


Carbon Dioxide Emissions by Sector

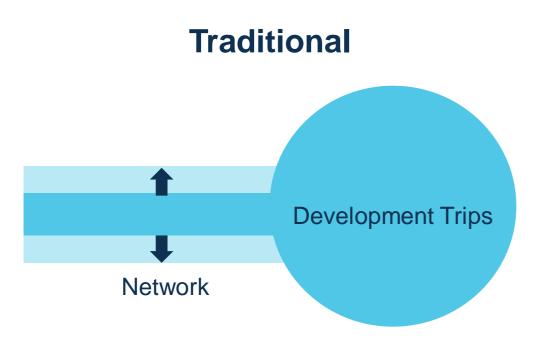




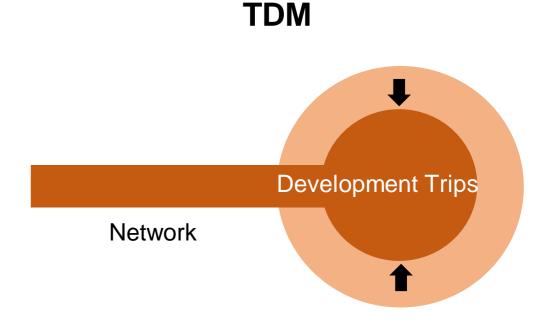
Transportation is the largest contributing sector



Methods of Facilitating Growth



Increase network capacity to accommodate trips

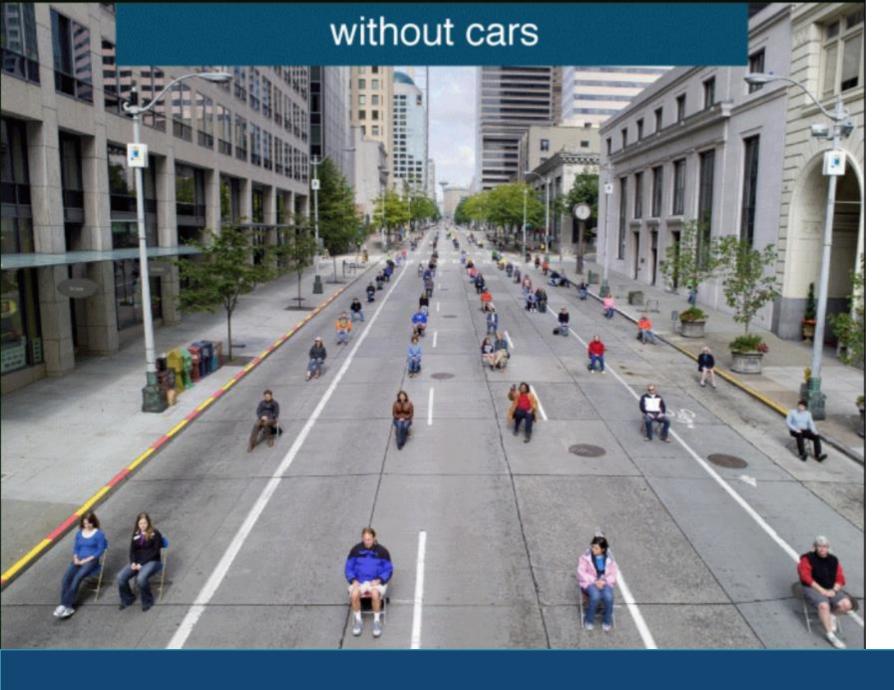


Reduce trips to accommodate network



How Do We Do this?

- Walking
- Biking
- Transit



How Do We Do this?

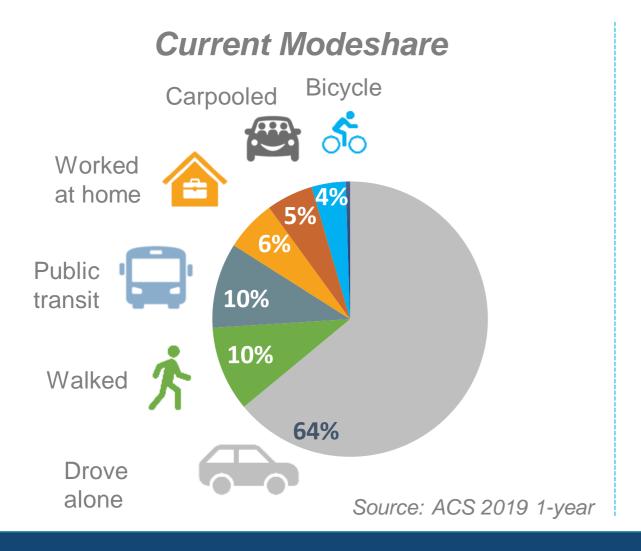
- Walking
- Biking
- Transit



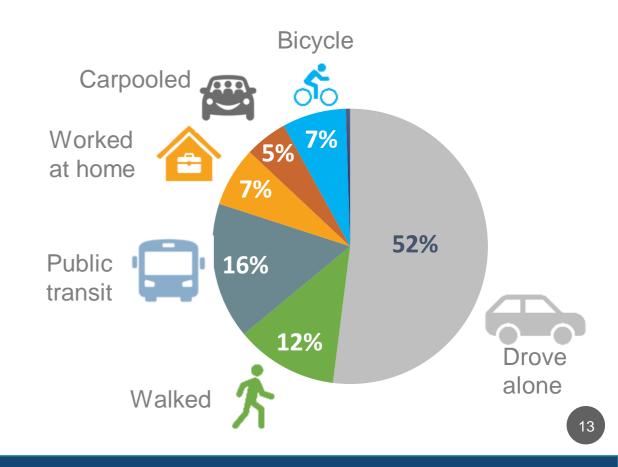
How Do We Do this?

- Walking
- Biking
- Transit

What Would a New TDM Program Do?



Modeshare After TDM



Are TDM Programs Effective?

National Research shows that TDM strategies can reduce VMT by the following percentages



MARKETING/EDUCATION 1% - 5%

Motivating people with information and incentives to modify travel behavior.



PARKING MANAGEMENT 2% - 7%

Managing parking supply and demand, encouraging turnover of parking spaces and use of other modes of travel.



CAR SHARING 1% - 2%

Using car-sharing services to easily rent a car only when you need one.



ORDINANCES

5% - 15%
Using policy to incorporate
TDM strategies into
developments and employer
commute programs.



CARPOOLING 1% - 15%

Encouraging and facilitating the sharing of rides. A vehicle is twice as efficient with two people in it!



TRANSIT SUBSIDIES 3% - 10%

Encouraging use of public transit with financial incentives.



TELECOMMUTING

1% - 5%
Working from home takes away the dreaded commute entirely!



LAND USE 5% - 20%

Reducing the need to travel by vehicle through land use policy.

^{*}Based on data from the research report, "Quantifying Greenhouse Gas Mitigation Measures;" by the California Air Pollution Control Officers Association. August 2011 taken from Austin's TDM Explainer

Examples of Communities with TDM Programs

Arlington Co VA

Atlanta GA

Austin TX

Bellevue WA

Boca Raton FL

Boulder CO

Buffalo NY

Cambridge MA

Carlsbad CA

Chula Vista CA

Dallas TX

Denver CO

Everett WA

Fairfax VA

Fort Washington PA

Glendale CA

Hayward CA

Irvine CA

La Crosse WI

Los Angeles CA

Monterey CA

Montgomery CO MD

Montgomery Co PA

New York City NY

Newark NJ

Oregon City OR

Orlando FL

Palo Alto CA

Park City UT

Pasadena CA

Pittsburg PA

Pleasanton CA

Portland ME

Portland OR

Richmond CA

Sacramento CA

San Diego CA

San Francisco CA

San Jose CA

San Ramon CA

Santa Monica CA

Seattle WA

St Paul MN

West Hollywood CA

**UW-Madison

TDM is Aligned with City Plan Strategies



Strategy 5 Action:

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



Priority Recommendations:

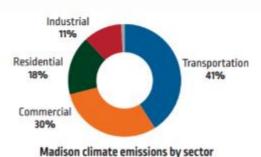
- 11. Develop a prototype TMA in Madison, at an appropriate area of the city, to organize individual employers and **administer TDM initiatives**.
- 12. Evaluate employer-based **TDM measures to increase the use of alternatives to the SOV** and reduce the need for parking.

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Aligned With Sustainability Vision



Climate change threatens our health, our economy, our environment, and our quality of life. Simply put, it is one of the greatest threats of our time, and we all need to do our part to fix it. Madison is ready to do its part. We know that making a big dent in our emissions will mean doing things a little differently. Luckily, changing our ways comes with a lot of benefits — cleaner air and water, lower asthma rates, lower energy bills, less flooding, and more jobs. Madison is ready to step up and build a better economy and community for our future.



Continue to invest in transit and other low-carbon transportation modes

- Charge forward by constructing a bus rapid transit system with clean electric buses
- Continue improving and expanding Metro routing to provide fast, frequent service
- Require new development to incorporate features that help future residents and workers get around without a car
- Construct bike lanes and bike paths to eliminate barriers and reach unserved areas
- Keep improving our street crossing to improve access and connectivity for walking

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TDM In Madison Land Use Regulations

Conditional Use

Give consideration to TDM measures and participation in a transportation management association (TMA).

Planned Development District

A TDM plan may be required to resolve traffic and parking concerns. It should include measurable goals, strategies, and actions to encourage travelers to use alternatives to driving alone, especially at congested times of day.

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 trips.

Mixed Use Center District

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

Big-box Retail

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

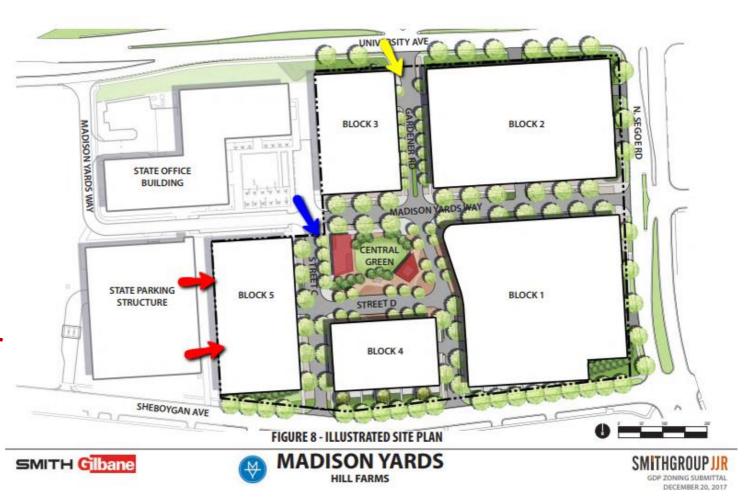


Current TDM Challenges

- Madison has been requesting/requiring some form of TDM and transportation impact mitigation through the development review process for over 20 years.
- Its application has been uneven.
- Developers are unsure what TDM measures may be required.
- Plan Commission and Council members struggle to determine how many TDM measures are enough to warrant approval – leading to prolonged discussions.
- Environment of uncertainty for developers and policy makers.

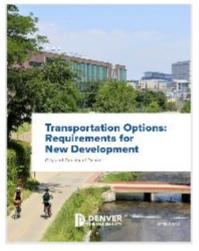
TDM in Madison – Madison Yards

- 4/13/20 PC
- 4/27/20 PC
- 5/19/20 CC
- 6/8/20 PC
- 6/17/20 TPPB
- 7/14/20 CC over 1 hour
- 7/27/20 CC



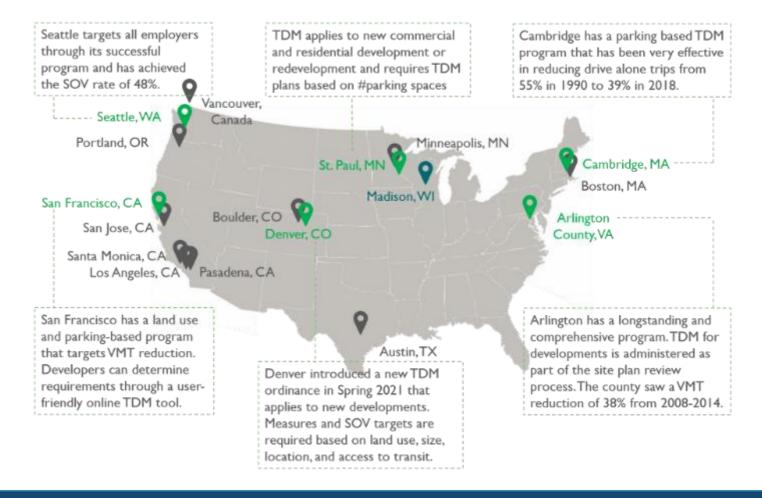
Communities Across the Country are Implementing TDM Programs











Madison's Proposed TDM Process

 Determine applicability

Step 1

Step 2

 Determine TDM requirements

- Create & submit TDM plan
 - Step 3

Step 4

 Implement TDM measures; reporting and monitoring

Factors That Determine TDM Requirements



Land use(s)

Requirements and measures vary across residential and non-residential uses (employment, commercial, institutional).



Development size

Requirements are proportional to the development size, i.e., number of residential units or non-residential floor area.



Proposed parking

Requirements also depend on parking capacity. Higher parking ratios mean more TDM requirements.



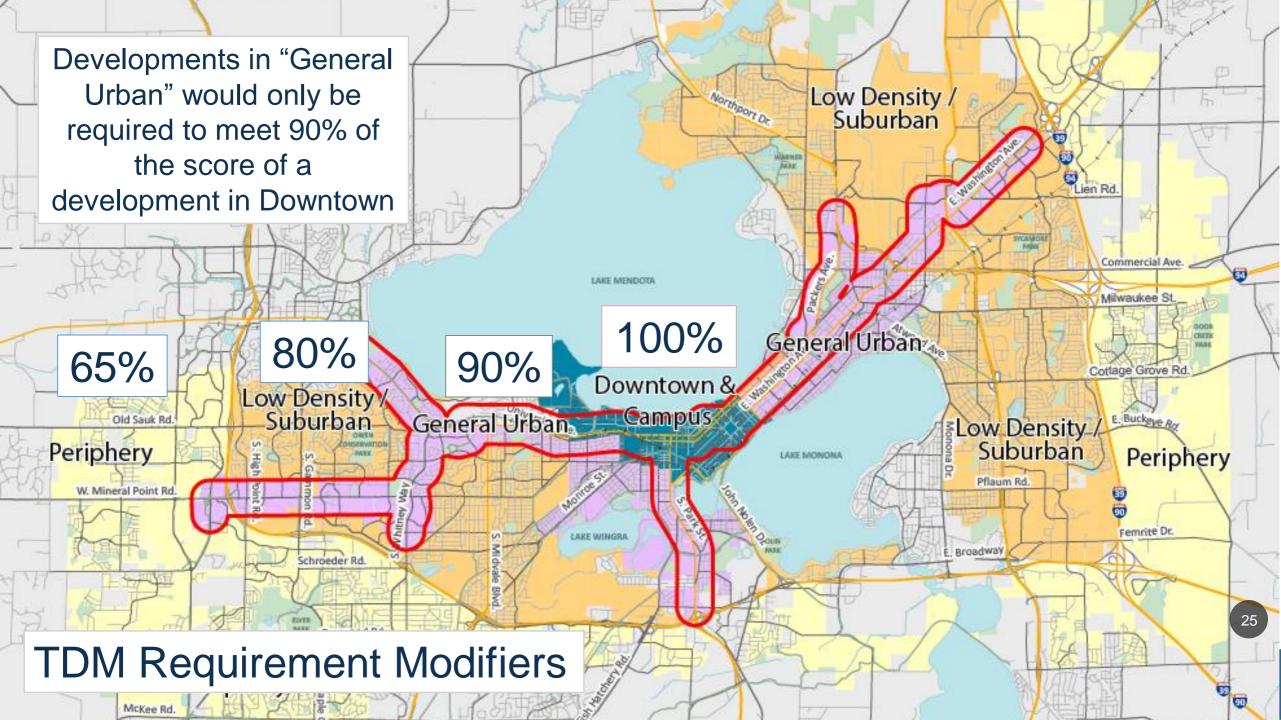
Location

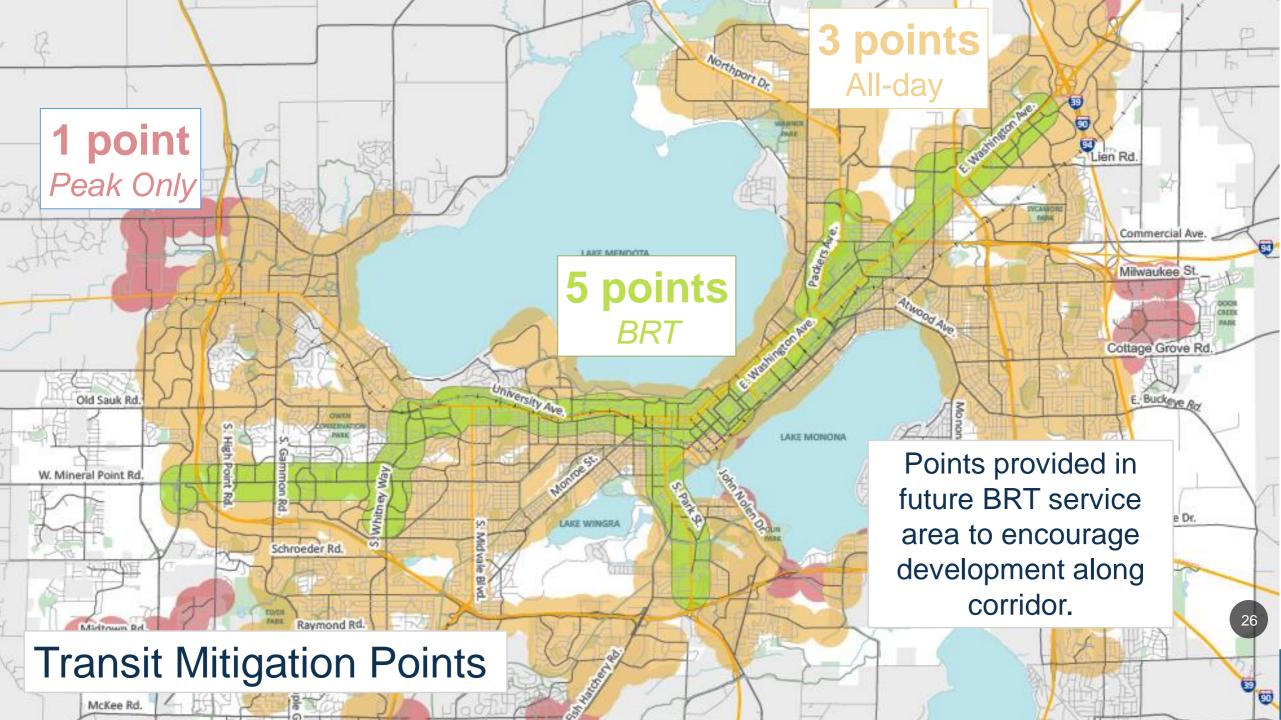
Proximity to transit service provides base points. Ability to implement measures influences TDM requirements.

Identify Mitigation Measures

- Each measure is worth points ranging from one to ten.
- Points depend on efficacy in reducing vehicle travel, documented best practices, cost, and contextual relevance for Madison.
- Measures may include modifiers for proximity to transportation services (transit, carshare, bikeshare)

Category	Code	TDM Measures	Max Points
Active	AT-1	Dedicated Access to Bike Parking	1
Transportation	AT-2	Indoor Covered Bike Parking	1
	AT-3	Bicycle Maintenance Facilities	1
	AT-4	Clothes Lockers and Showers	1
	AT-5	Bicycle Lockers or Secure Storage Room	2
	AT-6	Shared Fleet of Bikes for On-site Users	2
	AT-7	Off-site Bike Infrastructure	1-4
	AT-8	Off-site pedestrian infrastructure	1-4
	AT-9	Traffic calming	1-4
Transit	T-1	Validate Transit Passes for Visitors	1
	T-2	Subsidize Monthly Transit Passes OR Daily Passes	1-3
	T-3	Fund Transit Facilities and Amenities	1-4
	T-4	Complementary Transit Passes	7
Parking	P-1	Cash out for employees	10
Management	P-2	Unbundle Parking	10
	P-3	Market-Rate Parking Fees	10
	P-4	Shared Parking Agreement or Off-Site Parking	5
	P-5	Carpool preferential/free parking	1
Shared Mobility	SM-1	Provide a Shuttle bus	3
	SM-2	Provide Vanpool	3
	SM-3	Provide car share parking space.	2
	SM-4	Car share memberships	2
	SM-5	Install a bike share station	6
	SM-6	Provide memberships to employees and residents	2
	SM-7	Emergency Ride Home program	2
	SM-8	Shared Fleet of Vehicles	1
Information &	I-1	Marketing & informational campaign	1
Communication	I-2	Multimodal wayfinding signs	1
	I-3	Alternative Transportation Kiosk	2
Delivery	D-1	Delivery Supportive Amenities	1
	D2	Package Drop-Off Area	2
	D-3	Provide VMT-Reducing Delivery Services	1
Land Use	LU-1	Affordable Housing at 30% AMI	1-10
	LU-2	Affordable Housing at 60% AMI	1-5
	LU-3	Add Land Use Mix	1-5
	LU-4	On-site Daycare Facility	4
	LU-5	Provide Other Specific Trip-reducing Service	1
Employer	EP-1	Flexible Work Schedules Policy	1
Policies	EP-2	Work from Home Policy	1
Other	0-1	Join a Transportation Management Association (TMA)	1
	O-2	Innovative measure	As desired

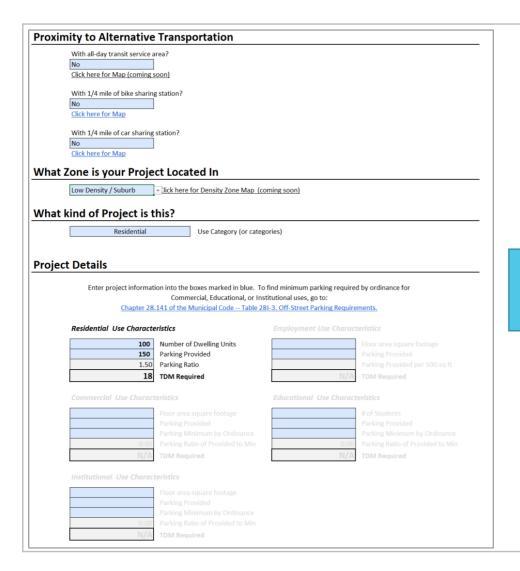


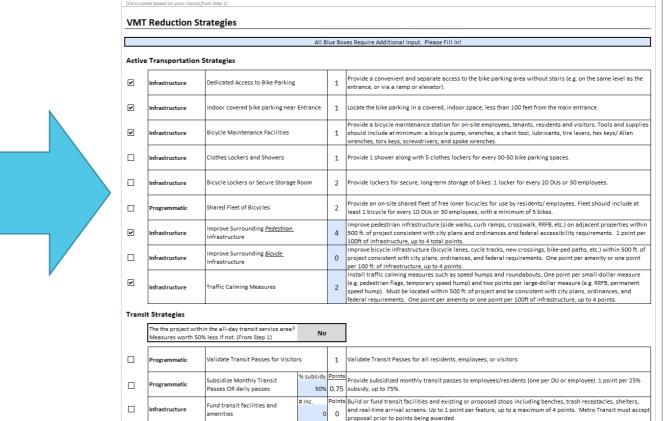


Would Use TDM Tool For Process

Required Points

Complementary Transit Passes





Provided Points

23 Residential

Compliant

3.5 Provide complementary monthly transit passes to employees/residents (one per DU or employee

Other Considerations

- Program would go into effect 6 months after approval
- Program would not impact existing properties until:
 - Expansion of Parking
 - Expansion of Use
 - Change of Use
 - Redevelopment

Modifications due to Stakeholder Feedback

- Have made approximately 40 modifications to program due to developer/stakeholder feedback
- Feedback has made program more feasible & implementable
- Changes hopefully reduce burden while maintain effectiveness





n Madison Municipal Building 215 Martin Luther King Jr Blvd Suite 109 P.O. Box 2986 Madison, Wisconsin 53701-2986 Phone: (608) 266-4761

September 28, 2022

Re: Proposed Changes to Draft TDM Measures

From: Philip Gritzmacher, AICP

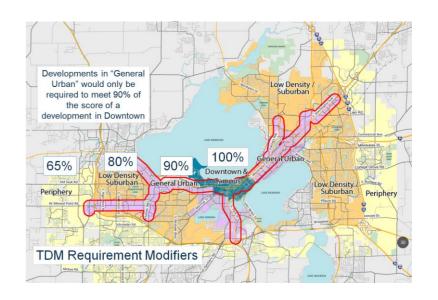
Since developing the final draft of the TDM program in December 2021, DOT staff has revised the program in response for feedback from other city staff, elected officials, and impacted stakeholders. Generally, the plan was revised to ensure that the plan is achievable, equitable, and fair for all that may take part in the program. These refinements include:

Adjustments of Mitigation Measure Definitions and Values

- <u>Indoor Covered Bike Parking Near Entrance</u> allow for indoor covered bike parking to be near any building entrance, rather than just main entrance
- <u>Bike Lockers or Secure Storage Room</u> reduce emphasis on lockers. Removed requirement for specific number of storage lockers, changed to suggestion.
- <u>Bicycle Maintenance Facilities</u> removed requirement for lubricants, changed to suggestion.
- <u>Clothes Lockers and Showers</u> Adjusted language to allow to lockers, showers, or both.
 Increased value of measure to provide 2 points for both lockers and showers, or one point for either lockers or showers alone.
- <u>Shared Fleet of Bikes</u> removed requirement for number of bicycles in shared fleet, changed mandate to recommendation.
- <u>Provide Complimentary Bikeshare Membership or Passes</u> clarified language to specify that passes are only required to be distributed to employees that wish to obtain one.
- Shared Fleet of Vehicles adjust definition for clarity based on stakeholder feedback.
- <u>Emergency Ride Home Program</u> adjusted definition for clarify and to deemphasize Greater Madison MPO.
- <u>Subsidize Monthly Transit Passes OR daily passes and Complementary Transit Passes</u> adjust language to ensure it is clear that passes are only offered to employees/residents that want them.
- <u>Validate Transit Passes or Provide Free Two-Ride Passes</u> removed option for transit pass validation and adjusted definition for clarity.

Modifications due to Stakeholder Feedback

- TDM modifiers to reduce points requirements where TDM measures are harder to implement (periphery).
- Reduced the reliance on Walkscore, which penalized new developments.
- Streamlined measures to reduce complexity.
- More closely aligned point values to coincide with cost to implement
- Developed procedure for existing mall and other multi-use sites.





Modifications due to Stakeholder Feedback

- Point reduction / appeals process added for special circumstances /cases
- Clarify Mitigation Measure Definitions
- Split some measure to make them more achievable
- Moved to bi-annual re-certification to reduce administrative burden for stakeholders
- Adding additional outreach meetings
- Adding report-out after 6 months, to gather feedback from those participating in program



Responses to Stakeholder's Comments & Concerns

TDM will only have modest impact: Madison Residents work outside of city, Majority of Employees are Commuters

- TDM promotes all forms of alternative transportation, while acknowledging that driving may be the only viable option for some. It levels the playing field and provides options.
- Madison has been making <u>significant</u> investments in regional transportation that will link Madison with suburban communities
- The Transit Network Redesign brings frequent service throughout the community, including suburban areas such as Sun Prairie, Fitchburg, Middleton, Monona, and Verona. These routes connect to Madison.

Responses to Stakeholder's Comments & Concerns

TDM encourages owners to charge separately for parking. This could present a hardship for single parents.

- There are 42 mitigation measures in TDM program the three parking measures (unbundling, cash-outs, charging market rate) are not required.
- Applicants can provide a Transportation Allowance that pays for parking fee. Yet those who do
 not drive, can use that transportation allowance for other transportation modes.
- It is possible to meet TDM requirements without implementing parking policies.
- Parking policy changes have been shown to be the most effective measures at reducing VMT and improving modeshare away from SOV.
- Parking measures offer the highest mitigation in the program as a recognition of the impact, value, and potential difficulty of implementing the measures.
- Not all employees have free parking. Employees that do not have free parking available at their workplace or do not drive would benefit from TDM.

Responses to Stakeholder's Comments & Concerns New multi-tenant employment or commercial buildings are unable to meet TDM requirements, examples in TDM program in downtown Madison are unfeasible.

- New properties are already subject to TDM, though specific requirements are not defined and may be higher than proposed TDM program.
- New buildings are able to meet requirements more easily than existing properties, due to the flexibility presented when building new.
- Multi-tenant buildings can share measures between uses and receive points for certain measures in most cases: shared parking, add to land use mix
- Multiple projects have been tested including those requested by developers –
 to ensure that it is possible to meet TDM requirements. City has used *Village on*Park Street as a test and required compliance with each phase of development

Responses to Stakeholder's Comments & Concerns Most tenants will refuse to take this responsibility for TDM or will require rental reduction to implement. Owners will not want to shift responsibility to tenants due to potential fines.

- Measures have been labeled as "infrastructure" and "programmatic" at the developers' request to identify measures building owners could implement, vs those that a tenant might implement.
- Many businesses already offer commuter benefits, such as transit passes, to employees as a commuter alternative or "perk." Depending on structure, this could be a 10 point measure (parking cash out)
- Building owners often shift responsibility for meeting city requirements to tenants and pass city-ordinance violations and responsibilities to tenants in lease agreements(zoning, property maintenance, etc.).

Responses to Stakeholder's Comments & Concerns It is challenging to Comply with TDM requirements in a Suburban Environment.

- In response to this concern, the City developed the "modifiers" system to ensure that suburban properties can meet TDM requirements. Suburban properties are only required to meet 65% of the requirements of properties in the downtown core.
- Many properties have been tested including examples provided by development community – to ensure it was possible to meet TDM requirements using a variety of measures.
- TDM will require a shift in mindset, but from numerous staff tests, all properties were able to meet requirements in a variety of ways.
- For existing properties, appeals process added to address financial concerns and space constraints

Responses to Stakeholder's Comments & Concerns

TDM program will apply to tenant spaces constructed before TDM ordinances is enacted when uses change.

- Yes without this requirement, a two-tier system of development would form between existing and new properties. The program is designed to bring existing properties into compliance over time to prevent this.
- Often, sub-uses will not change for a specific site, meaning many existing properties will not be brought into the program until redevelopment occurs.
- When uses change, trip generation rates changes and stresses on the transportation network can be amplified.
- TDM point reduction process added to address space/financial constraints
- Many new and existing uses exempt from program, including employment uses under 10,000 sqft and commercial uses under 40,000 sqft

Responses to Stakeholder's Proposed Changes

1. Adding a "sunset provision"

- TDM requirements are already found within the code of ordinances. Sunsetting would roll back program, but not TDM requirements.
- This would create an "environment of uncertainty" around the program. TDM program was created to remove uncertainty
- Staff would he hired using program revenues to support program, sunsetting would jeopardize that concept

2. Remove TDM Program applicability to existing properties

- This would create a two-tier system of properties in Madison.
- This could discourage redevelopment of existing properties.
- This would <u>significantly</u> reduce the effectiveness of the TDM program over time.
- Goals of reducing greenhouse gas emission and reduce VMT <u>significantly</u> impacted by this change.

Responses to Stakeholder's Proposed Changes

3. Modify Unbundling Parking to allow for uncontrolled, free surface lots

- This would significantly reduce the effectiveness of the measure.
- Developers could submit this measure as an "other unique measure" and a recommended point value. If submitted multiple times, could be added to program.

4. Double Points for certain low-value TDM measures

- Measures highlighted are the lowest-impact
- Staff has worked with stakeholders and modify most of the measures mentioned in document, making them easier to implement.
- Modifiers system already nearly doubles impact of these measures in periphery
- Change would significantly reduce efficacy of program.

Timeline

- Introduction to Council Nov 1
- Plan Commission Nov 21
- Sustainability Committee Nov 28
- Transportation Commission Nov 30
- TPPB Dec 5
- Consideration at Council Dec 6

Requir	ed Points		Provided	l Poin	its (Compliant				
18	Residential Residential		23	23 Residential		ES				
	Employment	Employment		Employment						
	Commercial				ercial					
	Educational				tional					
	Institutional				itional					
(Calculate	ed based on your inputs fr	om Step 1)		,						
VMT Reduction Strategies										
All Blue Boxes Require Additional Input. Please Fill In!										
Active	Transportation S	Strategies								
V	Infrastructure	Dedicated Access to Bike Parking		1	Provide a convenient and separate access to the bike parking area without stairs (e.g. on the same level as the entrance, or via a ramp or elevator).					
~	Infrastructure	Indoor covered bike parking near Entrance			Locate the bik	e parking in a covered, indoor space, less than 100 feet from the main entrance.				
V	Infrastructure	Bicycle Maintenance Facilities			Provide a bicycle maintenance station for on-site employees, tenants, residents and visitors. Tools and supplie should include at minimum: a bicycle pump, wrenches, a chain tool, lubricants, tire levers, hex keys/ Allen wrenches, torx keys, screwdrivers, and spoke wrenches.					
	Infrastructure	Clothes Lockers and Showers			Provide 1 shower along with 5 clothes lockers for every 30-50 bike parking spaces.					
	Infrastructure	Bicycle Lockers or Secure Storage Room			Provide lockers for secure, long-term storage of bikes: 1 locker for every 20 DUs or 30 employees.					
	Programmatic	Shared Fleet of Bicycles			Provide an on-site shared fleet of free loner bicycles for use by residents/ employees. Fleet should include at least 1 bicycle for every 10 DUs or 30 employees, with a minimum of 5 bikes.					
V	Infrastructure	Improve Surrounding <u>Pedestrian</u> Infrastructure			500 ft. of pro	strian infrastructure (side walks, curb ramps, crosswalk, RRFB, etc.) on adjacent properties within ect consistent with city plans and ordinances and federal accessibility requirements. 1 point per structure, up to 4 total points.				
	Infrastructure	Improve Surrounding <u>Bicycle</u> Infrastructure			project consi	le infrastructure (bicycle lanes, cycle tracks, new crossings, bike-ped paths, etc.) within 500 ft. of tent with city plans, ordinances, and federal requirements. One point per amenity or one point nfrastructure, up to 4 points.				
V	Infrastructure	Traffic Calming Measures		2	(e.g. pedestria speed hump).	calming measures such as speed humps and roundabouts. One point per small-dollar measure in flags, temporary speed hump) and two points per large-dollar measure (e.g. RRFB, permanent Must be located within 500 ft. of project and be consistent with city plans, ordinances, and ements. One point per amenity or one point per 100ft of infrastructure, up to 4 points.				
Transit	t Strategies									
		roject within the all-day transit service area? s worth 50% less if not. (From Step 1)								
	Programmatic	Validate Transit Passes for Visitors		1	Validate Tran	sit Passes for all residents, employees, or visitors				
	Programmatic	Subsidize Monthly Transit Passes OR daily passes	% subsidy 50%		Provide subsi	dized monthly transit passes to employees/residents (one per DU or employee). 1 point per 25% 75%.				
	Infrastructure	Fund transit facilities and amenities	# Inc. 0		and real-time	transit facilities and existing or proposed stops including benches, trash receptacles, shelters, arrival screens. Up to 1 point per feature, up to a maximum of 4 points. Metro Transit must accep r to points being awarded.				
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Questions?

Contact Info:

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P: 608-267-1148