

DATE: August 3, 2021

TO: Members of the VMT Technical Advisory Committee (TAC)

FROM: Olivia Ervin, Principal Environmental Planner

Matt Goyne, Fehr & Peers

SUBJECT: Technical Advisory Committee Discussion of Petaluma's Citywide VMT

Reduction Program

RECOMMENDATION

It is recommended that the Technical Advisory Committee (TAC) receive a presentation and provide input regarding development of an interim Citywide VMT Reduction Program in advance of adoption of the updated General Plan and Climate Action and Adaptation Plan.

More specifically, it is requested that the VMT TAC consider and provide feedback regarding the following topics, as outlined in more detail below:

- TAC Objectives for Citywide VMT Reduction Program
- Citywide VMT Reduction Program Categories of Potential Actions:
 - 1. Align Policies with the Climate Emergency Framework
 - 2. Invest in VMT Reducing Infrastructure
 - 3. Shift Travel Behaviors (e.g., TDM Programs)
 - Reporting/Administrative Mechanism
- Public Outreach, Surveys, and Community Input

BACKGROUND

The City of Petaluma's VMT TAC provided input on the City's transition from a level of service (LOS) metric to vehicle miles traveled (VMT) metric. At the TAC's third meeting the Draft VMT Implementation Guidelines were considered, and TAC members provided recommendations to forward to Planning Commission and City Council for their deliberation in considering the Draft Guidelines.

On May 25, 2021, the Planning Commission considered the Draft VMT Guidelines including input from the TAC, and unanimously adopted Resolution No. 2021-13 recommending that City Council adopt the Draft VMT Implementation Guidelines with the criteria and modifications recommended by the TAC.

On June 21, 2021, the City Council considered the Draft VMT Guidelines including input from the TAC and Planning Commission and adopted Resolution No. 2021-112 adopting the VMT Implementation Guidelines and establishing VMT thresholds at 16.8% below the Citywide per capita average. The Planning Commission and City Council hearings resulted in the following:

- Majority support to adopt a more aggressive VMT threshold of 16.8% below the citywide per capita average and revisit and update the threshold as appropriate through the General Plan Update process.
- Consensus from Commissioners and Council members that the VMT TAC reconvene following adoption of the VMT Implementation Guidelines to focus on identifying citywide mitigation strategies that could be advanced in the near term while the General Plan Update is underway.
- VMT strategies should explore free transit, bike share programs, and increased connectivity to multi-use pathways. These strategies should be aligned with related good planning practices that may not achieve measurable VMT reductions, such as expanding electric vehicle charging infrastructure, installing wayfinding signage for people walking and bicycling, and updating the bicycle and pedestrian map.
- Expand public outreach effort for VMT mitigation strategies including use of social media.
- Monitor and track effectiveness of VMT reduction efforts and report back to Planning Commission/Council periodically on progress.

In accordance with direction received from the Planning Commission and City Council, the VMT TAC is now reconvening for a series of meetings to identify strategies and actions to incorporate within a Citywide VMT Reduction Program and advance recommendations to decision makers.

It is anticipated that the VMT TAC will reconvene over a series of three or more meetings to discuss various options and opportunities to realize citywide VMT reductions. The primary purpose for the first meeting is for the TAC to agree upon the objectives of the group and provide direction to staff about what actions should be investigated and the public engagement and outreach that should be completed to prepare the Citywide VMT Reduction Program. One approach for future meetings would be to focus on one of each of the Align, Invest, and Shift categories outlined below in each subsequent meeting.

DISCUSSION

The TAC may wish to provide input on these and other ideas for near term efforts to continue to address Citywide reduction in VMT while the larger discussion as part of the General Plan and Climate Action and Adaptation Plan is underway.

TAC Objectives

The role of the TAC is to support the development of a Citywide VMT Reduction Program with near-term implementation actions in advance of completing the General Plan Update and Climate

Action and Adaptation Plan. Consistent with Council direction and feedback from the City's transportation consultant, the following three objectives have been identified. The TAC should confirm or refine the VMT TAC objectives for the Citywide VMT Reduction Program, as appropriate:

- 1. Identify quantifiable VMT reduction strategies that new development or infrastructure projects can contribute to as needed to offset exceedance of VMT thresholds.
- 2. Identify strategies to reduce VMT for all Petalumens that support other City goals such as improving transportation safety, reducing carbon emissions, and advancing equity.
- 3. Shape the Citywide VMT Reduction Program and provide input and recommendations to forward on to decision makers for consideration and implementation.

It is anticipated that some actions developed as a part of this program may require longer-term strategies, which could be incorporated into the General Plan Update and Climate Action and Adaptation Plan.

Citywide VMT Reduction Program - Potential Actions

The most effective City actions to achieve VMT reductions in a suburban setting such as Petaluma are those that increase the cost and decrease the convenience of personal automobile use. Actions that encourage sustainable modes of travel are most effective when paired with these complementary actions. City actions that could reduce VMT generally fall into the following three categories: (1) Align Transportation Policies with the Climate Emergency Framework, (2) Invest in VMT Reducing Infrastructure, and (3) Shift Travel Behaviors. Example actions that could be considered by the TAC are presented below. The first TAC meeting should include deciding which actions to explore in more detail in subsequent TAC meetings, which will include finalizing the actions and identifying responsible parties.

Align Policies with the Climate Emergency Framework + Goals and Priorities (2021-2023)

Many City policies may influence VMT trends in Petaluma. Staff in consultation with the city's transportation consultant Fehr & Peers has developed an initial list of policies that the TAC may want to review and potentially suggest amendments to better align with the City's Climate Emergency Framework. While it may not be feasible to amend existing General Plan policies while developing the Citywide VMT Reduction Program, the TAC may review current policies, compare them to best practice policies, learn which policies have a quantifiable effect on VMT reduction, and provide recommendations on the actions that decision makers should take to align them with the City's Climate Emergency Framework or other City goals and priorities as part of the General Plan Update.

- Adopt VMT thresholds (Completed June 21, 2021)
- Consider updating <u>Chapter 11.90 Trip Reduction Ordinance Program</u> which currently applies exclusively to employers with one hundred or more employees during the afternoon peak traffic period.

- In accordance with General Plan policy 5-P-13 establish a Transportation Demand Management Plan Ordinance that is applicable to all land use types. Attachment 1 presents the Sonoma County model-template for TDM ordinances.
- Consider Zoning Text Amendments to Chapter 11 of the Implementing Zoning Ordinance related to vehicle and bicycle parking, including relating to carshare requirements.
- Review City's street design standards and evaluate relative to VMT objectives.
- Revise/Replace General Plan Policy LOS (5-P-10) and update to TIS Guidelines for LOS.
- Consider fees, taxes, or other measures to increase the cost of personal automobile use.
- Advance VMT related City Goals and Priorities (2021-2023) identified by City Council at the June 28, 2021, Council meeting, as appropriate:
 - o Item #4 Review and update the City's Development Impact Fees where appropriate. Review of Traffic Impact Fees to reflect VMT transition.
 - o Item #14 Crosstown Connectors (CTC)- Discuss CTC and identify priorities.
 - o Item #26 Update City Bicycle and Pedestrian Plan and realize opportunities for cross town connections for all modes of transportation
 - o Item #27 Encourage transit use through expanded service, pass programs, partnerships, and promotions.
 - o Item # 103 Prioritize and incentivize sustainable infill development.
 - o Item # 194 Adopt VMT policy that is consistent with 2030 carbon neutrality goal.
 - o Item # 211 Establish a Slow Streets program that creates safe spaces for pedestrians and outdoor recreation.

Invest in VMT Reducing Infrastructure

VMT reducing infrastructure includes physical changes to the built environment, rather than policies or on-going programs. This may include near-term infrastructure projects, such as quick build or pilot projects, or long-term projects. The City currently collects impact fees for developments through a Transportation Impact Fee (TIF) program to fund infrastructure improvements. The TIF includes a nexus connecting the infrastructure improvements needed to support anticipated growth and development as identified in the current General Plan. The TIF currently includes measures targeted at reducing vehicle congestion and increasing the convenience of personal automobile travel, such as the Rainier Crosstown Connector and Caulfield Bridge. The TIF also includes measures that could reduce VMT by increasing the convenience of travel by sustainable modes, such as the Lynch Creek Trail and other bicycle and pedestrian network enhancements and transit facility upgrades. The TIF program cannot fund on-going operations or maintenance, such as enhancing transit service. Other funding mechanisms for

infrastructure projects or operations and maintenance include competitive grants and local sales tax or general fund allocations.

In future meetings, the TAC may want to explore how funding is allocated in the Transportation Impact Fee program, the quantifiable effect of these or other infrastructure projects on VMT, alternative transportation funding options, and what near-term infrastructure projects should be prioritized for funding in advance of the updated General Plan. The TAC may also want to explore using TIF funds to construct projects from related infrastructure planning efforts, such as the ongoing Local Road Safety and Active Transportation plans, Safe Routes to Schools Plan, or recommend other programs such as a pilot program for EV charger installation in public right of way (similar to Berkeley model, although this doesn't reduce VMT).

Shift Travel Behaviors

Programmatic transportation demand management (TDM) measures typically require on-going administration and monitoring, and often complement the infrastructure improvements described in the above Invest section. These measures may occur on-site in development projects (as outlined in a TDM ordinance), may be provided to select populations throughout the City, or may be applicable to all Petaluma residents, workers, and visitors. Select populations could identify measures that would benefit low income and other disadvantaged populations – for example, junior college students, teachers, and other communities represented by Petaluma community benefits organizations (CBOs).

Attachment 2 includes a preliminary list of potential TDM measures available to Petaluma that can support shifting travel behaviors to non-automobile modes. As noted by the "Supportive" measures in Attachment 2, not all measures have a quantifiable benefit in Petaluma although they support best planning practices. Further, while the points-based system presented in the Attachment 1 is helpful to encourage best planning practices, they cannot be used to demonstrate effectiveness in CEQA mitigation. Finally, some of the measures listed in Attachment 2 include physical improvements, such as traffic calming measures, that may be implemented at a site-specific scale through building design policies or at a citywide scale through the Invest funding sources.

In future meetings, the TAC may want to review the measures that could be included at a site and community level, the populations that should be targeted for these measures, and the effectiveness and costs associated with these measures. The TAC may also want to review other existing programs such as the City's existing transit pass subsidy programs and the forthcoming SCTA pilot program/ bicycle share program to determine whether these programs warrant expansion.

PUBLIC OUTREACH, SURVEYS, AND COMMUNITY INPUT

Establishing the City of Petaluma's Citywide VMT Reduction Program is a public process with multiple opportunities to participate, provide input, and feedback, including during the VMT TAC meetings. The City has maintained a VMT webpage providing information on the process, links to all past public meetings, staff reports and attachments, and materials referenced. Staff will present findings from recent public outreach and seek input from the TAC to develop an outreach strategy that targets populations within Petaluma that may benefit from the VMT reduction strategies.

VMT TAC PROCESS

The role of the TAC is to provide input and feedback to develop a Citywide VMT Reduction Program. Following TAC's consideration of citywide mitigation strategies through a series of TAC meetings, TAC recommendations will be assembled and presented to decision makers for consideration and implementation.

ATTACHMENTS

Attachment 1: Draft TDM-Model-Ordinance Attachment 2: Draft Citywide TDM Measures

TDM ORDINANCE LANGUAGE FOR SONOMA COUNTY – DRAFT

Purposes

Sonoma County, or jurisdictions therein, seek to encourage and make progress in shifting transportation mode choice among county residents and visitors toward low-carbon transportation options.

Definitions

As used in this chapter, the following terms shall have the following meanings:

- (a) "TDM" stands for "Transportation Demand Management."
- (b) "Carpool" shall mean a motor vehicle occupied by two or more employees commuting together.
- (c) "Commute" shall mean a trip from home to work or from work to home.
- (d) "Commute Choices" shall include any alternative to commuting to work in a single occupancy vehicle and shall include carpools, vanpools, bicycles, transit, shuttles, alternative work hours, telecommuting and walking.
- (e) "Complex" shall mean any business park or other non-residential development in separate or common ownership, which can be identified by two or more of the following characteristics:
 - (1) it is known by a common name;
 - (2) it is governed by a common set of covenants, conditions and restrictions;
 - (3) it was (or will be) approved as an entity by the County;
 - (4) it is covered by a single final subdivision or parcel map;
 - (5) it is operated by a single management;
 - (6) it shares common parking facilities.
- (f) "Employee" shall mean any person hired by an employer to perform work at the workplace, including part-time and seasonal employees working 20 or more hours per week, but excluding independent contractors.
- (g) "Employer" shall mean any public or private employer who has a permanent place of business in the [implementing agency's geographic jurisdiction].
- (h) "Employer TDM Program" shall mean a written report in a format to be determined by the TDM Coordinator and to include the components further described in section [xxx].
- (i) "Parking Management" shall mean expanding, restricting or pricing the supply of parking in order to support TDM objectives and may include provision to employees of transit passes or cash subsidies in place of free parking.
- (j) "Single-occupancy vehicle" shall mean a motor vehicle occupied by one employee for commute purposes, excluding motorcycles, unipeds and other two-wheeled vehicles.

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- (k) "Work site" shall mean the usual and customary place of employment, base of operations or predominant location of an employee.
- (l) "Residential Project" means any residential development application containing thirteen or more dwelling units that must be approved through a public hearing process and has not received final approval.
- (m) "Non-Residential Project" means any non-residential or, mixed-use development application that must be approved through a public hearing process and has not received final approval. Non-residential project also includes an application to expand an existing office or industrial structure that has at least five thousand square feet of gross floor area, by twenty-five percent or more of the structure's gross floor area.
- (n) Project Sponsor" means the owner or developer of a residential or non-residential project.

Application

This ordinance applies to all land in [jurisdiction implementing this ordinance should insert language describing geographic applicability]. Work sites and development project sites in [implementing agency's jurisdiction] may also be subject to the requirements of the Bay Area Air Quality Management District's (BAAQMD) Regulation 14, Rule 1, which establishes a baseline for commuter benefits for the region¹ [this sentence may be omitted if jurisdiction is outside of the Bay Area Air District]. Local TDM ordinances may call for additional programs to address Sonoma's mode shift goals.

Requirements

Requirements for Employers

The following requirements with respect to an employee commute program are required of employers within the applicable geographic extents with 25 or more employees.

- (1) Conduct an Employee Survey. Every employer in the applicable geographic area, as defined in subparagraph of section [XX Application] above, shall complete and submit to the city's/jurisdiction's TDM Coordinator a confidential employee survey when the program is initiated and periodically thereafter, at a minimum of every five years. Employee surveys shall include information on number of employees, residence of employees, mode of travel to work, usual work schedule, and interest of employees in commute alternatives. A sample survey shall be provided by the implementing jurisdiction to support the employers in this requirement.
- (2) Disseminate Commute Mode Choice Information. Each employer of 25 or more employees, and every commercial/office complex of 25 or more employees, shall distribute to its employees, on a regular basis, commute alternative information on ridesharing, transit, bicycling and other commute alternatives. The appropriate materials will be kept updated and made available in a digital format by the city's/jurisdiction's TDM Coordinator.
- (3) Implement TDM Measures. Employers of 25 or more employees shall select transportation initiatives from the below list worth at least three (3) points for implementation at their work site and/or with their employees, in addition to the survey and materials distribution

¹ BAAQMD Regulation 14, Rule 1: http://www.baaqmd.gov/~/media/files/planning-and-research/rules-and-regs/reg-14/rg1401.pdf?la=en

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requirements discussed above. Employers shall send a brief letter to the TDM coordinator describing the transportation initiatives chosen for implementation from the list below.

Figure 1 **Employer TDM Measures**

Transportation Program Category	Initiative Name and Description	Points Awarded
Carpool	Offer financial incentives to those employees who carpool to work with colleagues.	1
	Develop a companywide rideshare/carpool network or platform where employees can find colleagues who live near them for carpool purposes.	1
	Install preferential parking for carpool vehicles at your work site.	1
Transit	Offer free or discounted transit passes to employees.	1
	Introduce shuttle connections between work site and SMART station or other transit hubs near your work site.	1
Guaranteed Ride Home	Introduce and promote a guaranteed ride home program which provides employees with reimbursement for taxi use in case of an emergency.	1
Bicycle	Install sufficient bicycle parking at work site with protection from the weather and in a safe location easily accessed by bicyclists.	1
	Offer financial incentives to those employees who bicycle to work.	1
Parking	Introduce a parking cash-out program which offers financial incentives to employees who do not drive alone to work.	2
	Partner with local car share operators as available to offer free car share memberships to employees; alternatively, provide access to company car fleet to employees for personal errands as needed.	1
Other	Introduce a pre-tax commuter benefits program.	1

Requirements for Developers

The requirements in this section shall apply to all development projects, residential or nonresidential, located within the area described in the Application sub-section above.

- (1) Pursuant to this section, a project may qualify to provide less off-street parking than dictated in the [XX off-street parking requirements of implementing jurisdiction, based on local zoning code or other parking policy]. A sponsor requesting parking reductions shall submit a conceptual TDM program to the community development department concurrently with the application for the project. If the tenant is known, the project sponsor and tenant shall jointly submit the conceptual TDM program.
- (2) Conceptual TDM Program. The conceptual TDM program shall identify TDM measures that can be demonstrated to attain the trip reductions necessary to qualify for the requested parking reductions and/or to mitigate vehicle miles traveled (VMT) and motor vehicle trip generation in any required traffic studies. The department shall review the project's conceptual TDM program and make a recommendation to the division of the planning agency hearing the

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project application. The conceptual TDM program shall include acknowledgement and discussion of the following:

(a) Project sponsor should select at least two (2) TDM measures from the list located in the table below, or describe an additional measure not included in the table the sponsor would like to implement to meet the requirements.

Figure 2 Development Project TDM Measur

Transportation Program Category	Initiative Name and Description	Points Awarded
Carpool / Vanpool	Install preferential parking for carpool or vanpool vehicles at your development site.	1
Bicycle / Pedestrian	Partner with local municipalities to ensure safe pedestrian/bicycle environment in vicinity of development site, particularly routes between site and transit hubs.	1
	Install safe pedestrian and bicycle facilities on development property, including sidewalk facilities meeting xx standards [ADA or specific local/ district requirements], traffic-calming infrastructure, and bicycle lanes.	1
	Install sufficient bicycle parking at development site with protection from the weather and in a safe location easily accessed by bicyclists.	1
Parking	Seek approval for reduced parking on-site.	1
	Install car share parking spaces on site.	1
	Install electric vehicle parking stations on site in addition to any already required under other regulations.	1

- (b) If the project lies within a transit service area identified in the circulation element of the general plan, the sponsor shall consult with the transit service provider on the need to provide infrastructure to connect the project with the transit services. Evidence of compliance with this requirement may include correspondence from the local transit provider(s) regarding the potential need for installing bus turnouts, shelters or bus stops at the site, and shall be provided as part of the conceptual TDM plan.
- (c) Project sponsors of residential projects containing thirteen (13) or more dwelling units, or non-residential projects of any size, shall distribute to residents and tenants, on a regular basis, information on ridesharing, transit, bicycling and other transportation mode alternatives. The appropriate materials will be kept updated and made available in a digital format by the city's/jurisdiction's TDM Coordinator. Materials shall be provided no later than the close of escrow, for owner-occupied units, or the time the rental agreement is executed, for rental units. Acknowledgement of this requirement shall be included in the conceptual TDM plan.
- (3) Final TDM Program. The design and implementation of the final TDM program shall be a condition of a project's approval. The sponsor and all subsequent owners of the project shall provide deed notification of mandatory participation in the final TDM program to all subsequent purchasers and owners of the project.

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Requirements for Implementing Jurisdictions

The implementing jurisdiction shall designate or hire a TDM Coordinator to assist employers and development project sponsors with their efforts to meet the requirements outlined in this TDM ordinance.

- (1) For employers, the TDM coordinator shall field and respond to questions; gather, maintain, and provide links to transportation materials; and receive survey results and TDM program letters, as described in section xx above.
- (2) For development project sponsors, the TDM coordinator shall field and respond to questions regarding the development of conceptual TDM plans and the selection of TDM measures; and review and approve final TDM plans in coordination with local planning bodies.

Fees

The [City Council/Town Council/Board of Supervisors may assess annual fees on all public and private employers in order to contribute toward the costs of the County's TDM program. The amount of such fees shall be calculated as part of the annual budget preparation for the [jurisdiction's] TDM program and shall not exceed five (5) dollars per employee per year. For development project sponsors, fees related to this ordinance may be collected in the form of an existing or new Transportation Impact Fee. [This section should be revised to reflect whether a transportation impact fee is already imposed, or whether a new one will be imposed as a separate ordinance/as part of this ordinance.]

Enforcement/ Monitoring

Employers shall submit a summary of ongoing TDM programs annually as a record of implementation.

The failure of any employer or complex to comply with the provisions of this ordinance, within ninety days of written notice to comply, shall be liable to the implementing jurisdiction for a civil penalty in the amount of \$250 per day for each day of noncompliance, commencing with the ninety-first (91) day. After said notice, the civil penalty shall be in addition to any fine that may be assessed.

No employer who acts diligently and in good faith to comply with the provisions of this ordinance shall be responsible for noncompliance by a tenant or other circumstances beyond the employer's reasonable control.

City of Petaluma

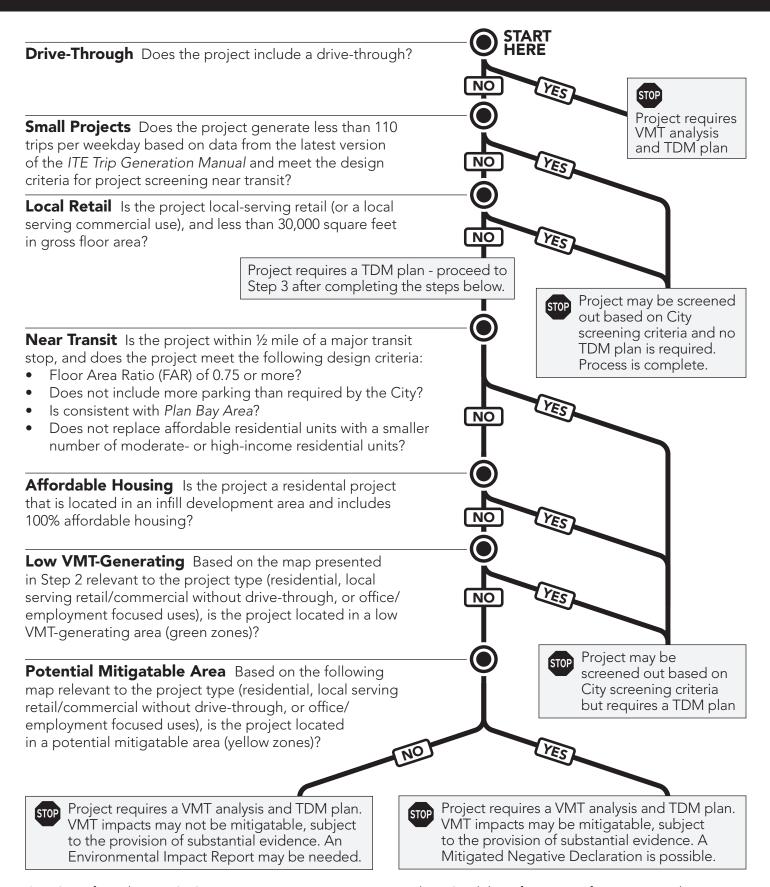
Final Citywide TDM Requirements

July 2021

prepared by FEHR & PEERS

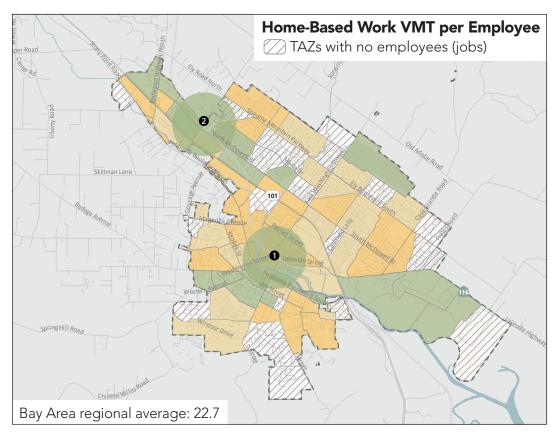


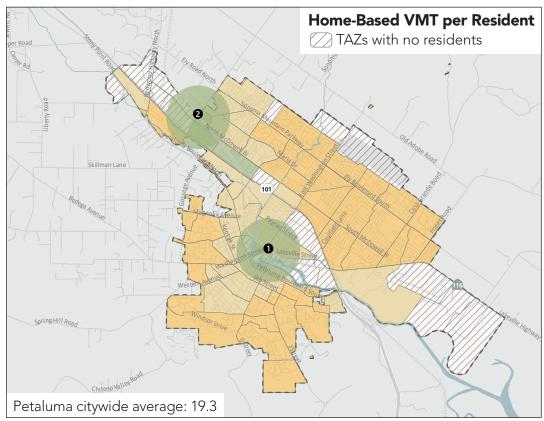
Step 1: Transportation CEQA Process



^{*} See City of Petaluma's CEQA VMT Transportation Impact Analysis Guidelines for more information on these steps

Step 2: VMT Maps





Legend

Data from Sonoma County Travel Demand Model

- 16.8% or more below average
- Between 16.8% and 0% below average
- Above average
- Petaluma Downtown
 SMART station
- Petaluma North
 SMART station (future staff discretion remains for screening pending funding)
- ½-mile station buffer
- City limits
- * These values were calculated using the 2015 base year of the August 2020 version of the Sonoma County Transportation Authority (SCTA) travel demand model. This model incorporates 'Big Data' to refine trip length estimates for inter-county trips. The 2015 horizon year was chosen as a baseline due to the effects of 2017 and 2019 Sonoma County wildfires and the 2020 COVID-19 pandemic. These values should be updated with new baseline SCTA model information as it becomes available.

Step 3: Draft Menu of TDM Measures

Effectiveness of Measure Key

Measures are sorted by effectiveness (**HIGH** ● ● ● , **MEDIUM** ● ● , or **LOW** ●) (SUPPORTIVE) denotes measures that meet planning best practices, but whose effectiveness is unknown for a setting like Petaluma. Additional study is required to establish their effectiveness in Petaluma.



Measure Applicability **Based on Location**

All measures may be applicable throughout the City, but marked as most appropriate for areas in Igreen, yellow, or Igold in the maps from Step 2.

Project/Site Level Strategies

These strategies can influence travel behavior for residents, employees, and visitors to a project.







Increase density



Increase transit accessibility



Encourage telecommuting





Subsidize transit passes



SUPPORTIVE

Reduce parking supply and unbundle parking



On-site TDM Coordinator



Support micromobility and bike sharing



Provide realtime transit information





Improve existing pathways to meet design standards



Collaborate with appbased ridehail services for first/last mile connections



Implement employee parking "cash-out"



Provide short- and long-term bike parking and supporting services



Implement a commute trip reduction program (commercial uses only)



Add affordable housing



SUPPORTIVE

Provide on-site childcare



Provide delivery services

Community Level Strategies

Individual development projects have limited ability to implement these strategies, but may be able to contribute to established strategies through site design or off-site measures via citywide fee programs. These strategies generally have a low effectiveness, which increases when applied to a large population/neighborhood.



Market price public parking (on-street)



MOT

Increase transit service frequency and speed



Micromobility share program



MOT

Incentivize trips by active transportation



Traffic calming measures and lowstress bike network improvements



Subsidize transit passes



Vision Zero education strategies



Incentivize nonvehicular tourism

* Additional information on measures with quantifiable VMT reductions is provided in Senate Bill 743 Vehicle Miles Traveled Implementation Guidelines (July 2021).