APPENDIX G

Land Use Guidelines

C/CAG

CITY/COUNTY ASSOCIATION OF GOVERNMENTS OF SAN MATEO COUNTY

Atherton • Belmont • Brisbane • Burlingame • Colma • Daly City • East Palo Alto • Foster City • Half Moon Bay • Hillsborough • Menlo Park Millbrae • Pacifica • Portola Valley • Redwood City • San Bruno • San Carlos • San Mateo • San Mateo County • South San Francisco • Woodside

TO: All City Managers and Planning Directors

FROM: Walter Martone

DATE: June 11, 2002

RE: REVISED C/CAG GUIDELINES FOR THE IMPLEMENTATION OF THE LAND USE COMPONENT OF THE CONGESTION MANAGEMENT PROGRAM

At the C/CAG meeting on May 9, 2002, the Board adopted revised guidelines for the land use component of the Congestion Management Program. The purpose of the revision is to increase the options for reducing the impacts of the traffic created as a result of new development. The new options include trip credits for transportation demand management programs that encourage walking and bicycling to and from work. The changes to the guidelines are noted in **BOLD CAPITAL** LETTERS. The revisions to the guidelines will take effect immediately. As a reminder, the Congestion Management Program policy and guidelines must be followed for all projects that meet the following criteria:

1. the project will generate a net 100 or more peak period trips on the Congestion Management Program network, and
2. the project is subject to CEQA review, and
3. the project will not have completed the scoping and initial study process prior to May 25, 2000.

If you have a project that meets these criteria, you should follow these steps:

1. review the Guidelines with the project applicant and determine if a combination of the acceptable options/measures will fully reduce the net number of trips that this project is anticipated to generate on the CMP roadway network.
2. if yes, include this information as part of the environmental documents that are circulated and adopted by the local jurisdiction Board.
3. if no, or if new or revised measures are being proposed, contact Walter Martone for C/CAG review and approval as early in the process as possible so that the agreed upon plan can be included in the environmental documents placed in circulation.
4. if agreement is not reached with C/CAG staff on the plan, an immediate review by the C/CAG Board will be scheduled so that the local jurisdiction project approval process

will not be delayed.

Although the C/CAG policy must be followed when a project generates 100 or more peak hour trips, local jurisdictions may want to consider implementing the policy at lower thresholds (less than 100 trips) in order to manage the traffic impacts more effectively.

Local jurisdictions are encouraged to develop creative solutions to reducing the traffic impacts of development. To that end it is highly beneficial that C/CAG staff be consulted at the very early stages of project development. Working together we can ensure that this new requirement provides benefits to the community and does not add further paperwork and delay to the development review process. Contact Walter Martone at 650 599-1465 (or e-mail at wmartone@co.sanmateo.ca.us) if you would like to discuss this policy and/or have specific projects to be reviewed.

GUIDELINES FOR IMPLEMENTING THE LAND USE COMPONENT OF THE CONGESTION MANAGEMENT PROGRAM

All land use changes or new developments that require a negative declaration or an Environmental Impact Report (EIR) and that are projected to generate a net (subtracting existing uses that are currently active) 100 or more trips per hour at any time during the a.m. or p.m. peak period, must be reported to C/CAG within ten days of completion of the initial study prepared under the California Environmental Quality Act (CEQA). Peak period includes 6:00 a.m. to 10:00 a.m. and 3:00 p.m. to 7:00 p.m. Although projects that generate less than 100 peak hour trips are not subject to these guidelines, local jurisdictions are strongly encouraged to apply them to all projects, particularly where the jurisdiction has determined that the impacts of the project will have an adverse effect on traffic in that jurisdiction.

These guidelines are not intended to establish a Countywide level of significance of 100 peak hour trips for CEQA purposes. The determination of what level of traffic results in a significant impact is left in the first instance to the local jurisdiction. These guidelines do contemplate, however, that all trips resulting from projects that are reviewed by C/CAG and fall under these guidelines will be mitigated, whether or not it rises to a level of significance under CEQA.

Local jurisdictions must ensure that the developer and/or tenants will reduce the demand for all new peak hour trips (including the first 100 trips) projected to be generated by the development. The local jurisdiction can select one or more of the options that follow or may propose other methods for mitigating the trips. It is up to the local jurisdiction working together with the project sponsor to choose the method(s) that will be compatible with the intended purpose of the project and the community that it will serve. The options identified in these guidelines are not intended to limit choices. Local jurisdictions are encouraged to be creative in developing options that meet local needs while accomplishing the goal of mitigating new peak hour trips. The additional measures that are not specifically included in these guidelines should be offered for review by C/CAG staff in advance of approving the project. Appeals to the decisions by C/CAG staff will be taken to the full C/CAG Board for consideration.

When considering land use projects, local jurisdictions may either require that mitigation for impacts to the Congestion Management Program roadway network be finally determined and imposed as a condition of approval of the project, or may conditionally approve such project, conditioned on compliance with the requirements to mitigate the impacts to the Congestion Management Program roadway network. In those instances where conditional approval is given, a building permit may not be issued for the project until the required mitigation is determined and subsequently imposed on the project.

Some of the choices for local jurisdictions include:

1. Reduce the scope of the project so that it will generate less than 100 net peak hour trips.

2. Build adequate roadway and/or transit improvements so that the added peak hour trips will have no measurable impact on the Congestion Management Program roadway network. This means that 100% of the demand for new trips will be reduced.
3. If a local jurisdiction currently collects traffic mitigation fees, any portion of the fees that are used to mitigate the impacts of the project's traffic on the Congestion Management Program roadway network will count as a credit toward the reduction in the demand for trips required under the Congestion Management Program. The developer may also contribute a one-time only payment of $20,000 per peak hour trip (including the first 100 trips) to a special fund for the implementation of appropriate transportation demand management system measures at that development. These funds will be used to implement transportation demand management programs that serve the development making the contribution.
4. Require the developer and all subsequent tenants to implement Transportation Demand Management programs that have the capacity to fully reduce the demand for new peak hour trips. The developer/tenants will not be held responsible for the extent to which these programs are actually used. The following is a list of acceptable programs and the equivalent number of trips that will be credited as reduced. Programs can be mixed and matched so long as the total mitigated trips is equal to or greater than the new peak hour trips generated by the project. These programs, once implemented, must be on going for the occupied life of the development. Programs may be substituted with prior approval of C/CAG, so long as the number of reduced trips is not lessoned. Additional measures may be proposed to C/CAG for consideration. Also there may be special circumstances that warrant a different amount of credit for certain measures. For example a developer may elect to contract with the Alliance or another provider of TDM services to meet this requirement. These situations can also be submitted to C/CAG in advance for consideration. It is up to each local jurisdiction to use its best judgment to determine the extent to which certain measures are "reasonable and effective." For example, there will be a point where additional showers will not result in more people riding bicycles or walking to work.
5. Adopt Congestion Management Program guidelines for projects within its jurisdiction and submit those guidelines for approval by C/CAG. The local jurisdiction would then apply these guidelines to the appropriate level of project and provide an annual report describing affected projects and guidelines applied. C/CAG would review the jurisdiction's efforts on an annual basis and could require amendments to the jurisdiction's guidelines if the jurisdiction's guidelines were not meeting Congestion Management Program goals.
6. Adopt the C/CAG guidelines for application to the appropriate level of project in the jurisdiction, and submit an annual report describing affected projects and guidelines applied. C/CAG would review the jurisdiction's efforts on an annual basis and could require amendments to the jurisdiction's guidelines if the jurisdiction's guidelines were not meeting Congestion Management Program goals.
7. Negotiate with C/CAG staff for other acceptable ways to mitigate the trips for specific developments on a case-by-case basis.

Transportation Demand Management Measure	Number of Trips Credited	Rationale
Bicycle lockers and racks.	One peak hour trip will be credited for every 3 new bike lockers/racks installed and maintained.	Experience has shown that bicycle commuters will average using this mode one-third of the time, especially during warmer summer months.
Showers and changing rooms.	Two peak hour trips will be credited for each new combination shower and changing room installed.	Two bicyclists can sequentially use one shower/changing room during the peak commute time.
Operation of a dedicated shuttle service during the peak period to a rail station or an urban residential area.	One peak hour trip will be credited for each peak-hour round trip seat on the shuttle. Increases to two trips if a Guaranteed Ride Home Program is also in place. Five additional trips will be credited if the shuttle stops at a child care facility enroute to/from the worksite.	Yields a one-to-one ratio (one seat in a shuttle equals one auto trip reduced); utilization increases when a guaranteed ride home program is also made available.
Charging employees for parking.	One peak hour trip will be credited for each parking spot charged out at $20 per month for one year.	Yields a one-to-one ratio (one parking spot charged out equals one auto trip reduced.
Subsidizing transit tickets for employees.	One peak hour trip will be credited for each transit pass that is subsidized at least $20 per month for one year. One additional trip will be credited if the subsidy is increased to $75 for parents using transit to take a child to childcare enroute to work.	Yields a one-to-one ratio (one transit pass equals one auto trip reduced).

SUBSIDIZING PEDESTRIAN/ BICYCLISTS WHO COMMUTE TO WORK.	ONE PEAK HOUR TRIP WILL BE CREDITED FOR EACH EMPLOYEE THAT IS SUBSIDIZED AT LEAST $20 PER MONTH FOR ONE YEAR	YIELDS A ONE-TO-ONE RATIO (ONE PEDESTRIAN/BICYCLIST EQUALS ONE AUTO TRIP REDUCED
Creation of preferential parking for carpoolers.	Two peak hour trips will be credited for each parking spot reserved.	Yields a two-to-one ratio (one reserved parking spot equals a minimum of two auto trips reduced).
Creation of preferential parking for vanpoolers.	Seven peak hour trips will be credited for each parking spot reserved.	Yields a seven-to-one ratio (one reserved parking spot equals a minimum of seven auto trips reduced).
Implementation of a vanpool program.	Seven peak hour trips will be credited for each vanpool arranged by a specific program operated at the site of the development. Increases to ten trips if a Guaranteed Ride Home Program is also in place.	The average van capacity is seven.
Operation of a commute assistance center, offering on site, one stop shopping for transit and commute alternatives information, preferably staffed with a live person to assist building tenants with trip planning.	One peak hour trip will be credited for each feature added to the information center; and an additional one peak hour trip will be credited for each hour the center is staffed with a live person, up to 20 trips per each 200 tenants. Possible features may include: • Transit information brochure rack • Computer kiosk connected to Internet • Telephone (with commute and transit information numbers) • Desk and chairs (for personalized trip planning) • On-site transit ticket sales • Implementation of flexible	This is based on staff's best estimate. Short of there being major disincentives to driving, having an on site TDM program offering commute assistance is fundamental to an effective TDM program.

	work hour schedules that allow transit riders to be 15-30 minutes late or early (due to problems with transit or vanpool). • **QUARTERLY EDUCATIONAL PROGRAMS TO SUPPORT COMMUTE ALTERNATIVES**	
Implementation of a parking cash out program.	One peak hour trip will be credited for each parking spot where the employee is offered a cash payment in return for not using parking at the employment site.	Yields a one-to-one ratio (one cashed out parking spot equals one auto trip reduced.
Implementation of ramp metering.	Three hundred peak hour trips will be credited if the local jurisdiction in cooperation with CalTrans, installs and turns on ramp metering lights during the peak hours at the highway entrance ramp closest to the development.	This is a very difficult and costly measure to implement and the reward must be significant.
Installation of highband width connections in employees' homes to the Internet to facilitate home telecommuting.	One peak hour trip will be credited for each connection installed.	Yields a one-to-one ratio.
Installation of video conferencing centers that are available for use by the tenants of the facility.	Twenty peak hour trips will be credited for a center installed at the facility.	Assumes that there will be one teleconference per day that includes twenty people.
Implementation of a compressed workweek program.	One peak hour trip will be credited for every 5 employees that are offered the opportunity to work four compressed days per week.	The workweek will be compressed into 4 days; therefore the individual will not be commuting on the 5th day.

Provision of assistance to employees so they can live close to work.	If an employer develops and offers a program to help employees find acceptable residences within five miles of the employment site, a credit of one trip will be given for each slot in the program.	This assumes that a five-mile trip will generally not involve travel on the freeways.
Conduct a local-based hiring program by registering with and using the Alliance Job Link Program.	One peak hour trip will be credited for every 2 job listings posted with this program.	This is based on staff's best estimate.
Implementation of a program that gives preference to hiring local residents at the new development site.	One peak hour trip will be credited for each employment opportunity reserved for employees recruited and hired from within five miles of the employment site.	This assumes that a five-mile trip will generally not involve travel on the freeways.
Provision of on-site amenities/accommodations that encourage people to stay on site during the workday, making it easier for workers to leave their automobiles at home.	One peak hour trip will be credited for each feature added to the job site. Possible features may include: • banking • grocery shopping • clothes cleaning • exercise facilities • child care center	This is based on staff's best estimate.
PROVIDE USE OF MOTOR POOL VEHICLES TO EMPLOYEES WHO USE ALTERNATE COMMUTE METHODS SO THEY CAN HAVE ACCESS TO VEHICLES DURING BREAKS FOR PERSONAL USE.	**ONE PEAK HOUR TRIP WILL BE CREDITED FOR EACH VEHICLE PROVIDED.**	**THIS IS BASED ON STAFF'S BEST ESTIMATE.**

PROVIDE USE OF BICYCLES TO EMPLOYEES WHO USE ALTERNATE COMMUTE METHODS SO THEY CAN HAVE ACCESS TO TRANSPORATION DURING BREAKS FOR PERSONAL USE.	**ONE PEAK HOUR TRIP WILL BE CREDITED FOR EVERY 4 BICYCLES PROVIDED.**	**THIS IS BASED ON STAFF'S BEST ESTIMATE.**
Provision of child care services as a part of the development	One trip will be credited for every two child care slots at the job site. This amount increases to one trip for each slot if the child care service accepts multiple age groups (infants=0-2yrs, preschool=3&4 yrs, school-age=5 to 13 yrs).	
Developer/property owner may join an employer group to expand available child care within 5 miles of the job site or may provide this service independently	One trip will be credited for each new child care center slot created either directly by an empoyer group, by the developer/property owner, or by an outside provider if an agreement has been developed with the developer/property owner that makes the child care accessible to the workers at the development.	
Join the Alliance's guaranteed ride home program.	One peak hour trip will be credited for every 2 slots purchased in the program.	Experience shows that when a Guaranteed Ride Home Program is added to a TDM program, average ridership increases by about 50%.
Combine any ten of these elements and receive an additional credit for five peak hour trips.	Five peak hour trips will be credited.	Experience has shown that offering multiple and complementary TDM components can magnify the impact of the overall program.

Work with the Alliance to develop/ implement a Transportation Action Plan.	Five peak hour trips will be credited.	This is based on staff's best estimate.
The developer can provide a cash legacy after the development is complete and designate an entity to implement any (or more than one) of the previous measures before day one of occupancy.	Peak hour trip reduction credits will accrue as if the developer was directly implementing the items.	Credits accrue depending on what the funds are used for.
Encourage infill development.	Two percent of all peak hour trips will be credited for each infill development.	Generally acceptable TDM practices (based on research of TDM practices around the nation and reported on the Internet).
Encourage shared parking.	Five peak hour trips will be credited for an agreement with an existing development to share existing parking.	Generally acceptable TDM practices (based on research of TDM practices around the nation and reported on the Internet).
Participate in/create/sponsor a Transportation Management Association.	Five peak hour trips will be credited.	Generally acceptable TDM practices (based on research of TDM practices around the nation and reported on the Internet).
Coordinate Transportation Demand Management programs with existing developments/ employers.	Five peak hour trips will be credited.	This is based on staff's best estimate.

For employers with multiple job sites, institute a proximate commuting program that allows employees at one location to transfer/trade with employees in another location that is closer to their home.	One peak hour trip will be credited for each opportunity created.	Yields a one-to-one ratio.
Pay for parking at park and ride lots or transit stations.	One peak hour trip will be credited for each spot purchased.	Yields a one-to-one ratio.

Additional Measures for Residential Developments

Develop schools, convenience shopping, recreation facilities, and child care centers in new subdivisions.	Five peak hour trips will be credited for each facility included.	This is based on staff's best estimate.
Provision of child care services at the residential development and/or at a nearby transit center	One trip will be credited for every two child care slots at the development/transit center. This amount increases to one trip for each slot if the child care service accepts multiple age groups (infants, preschool, school-age).	
Make roads and streets more pedestrian and bicycle friendly.	Five peak hour trips will be credited for each facility included.	This is based on staff's best estimate.
Revise zoning to limit undesirable impacts (noise, smells, and traffic) instead of limiting broad categories of activities.	Five peak hour trips will be credited.	This is based on staff's best estimate.

Create connections for non-motorized travel, such as trails that link dead-end streets.	Five peak hour trips will be credited for each connection make.	This is based on staff's best estimate.
Create alternative transportation modes for travel within the development and to downtown areas - bicycles, scooters, electric carts, wagons, shuttles, etc.	One peak hour trip will be credited for each on-going opportunity created (i.e. five bicycles/ scooters/wagons = five trips, two-seat carts = two trips, seven passenger shuttle = seven trips).	This is based on staff's best estimate.
Design streets/roads that encourage pedestrian and bicycle access and discourage automobile access.	Five trips will be credited for each design element.	This is based on staff's best estimate.
Install and maintain alternative transportation kiosks.	Five trips will be credited for each kiosk.	This is based on staff's best estimate.
Install/maintain safety and security systems for pedestrians and bicyclists.	Five trips will be credited for each measure implemented.	This is based on staff's best estimate.
Implement jitneys/ vanpools from residential areas to downtowns and transit centers.	One trip will be credited for each seat created.	Yields a one-to-one ratio.
Locate residential development within one-third mile of a fixed rail passenger station.	All trips from a residential development within one-third mile of a fixed rail passenger station will be considered credited due to the location of the development.	This is based on staff's best estimate.

The local jurisdiction must also agree to maintain data available for monitoring by C/CAG, that supports the on-going compliance with the agreed to trip reduction measures.

City County Association of Governments * Congestion Mangement Program

Land Use Impact Analysis Program Compliance

Jurisdiction	Date of Document	Type of Document	Project	Jurisdictional Status	Measures Taken	C/CAG Compliance
East PaloAlto	5/10/02	Mitigated Neg. Dec.	Conroe Ventures LLC	approved		Approved prior to C/CAG review
Redwood City	6/03	Draft and Final EIR	Marina Shores Village Project	approved	TDM incorporated into the Precise Plan	TDM meets C/CAG guidelines
Redwood City	5/04/03	Draft and Final EIR	Kaiser Permanente Master Plan	approved	TDM incorporated into the Precise Plan	TDM meets C/CAG guidelines
Half Moon Bay	10/25/02	Notice Mitigated Neg Dec	Coastside Trail		not applicable	Walking trail generating no traffic impacts
Half Moon Bay	1/03	Draft EIR	Carnoustie Residential Development		unable to reach parties involved	
Redwood City	10/11/02	Initial Study	RWC Downtown Area Plan and Housing Element	preparartion		
Brisbane	1/31/03	Notice	Design Permit Michael Halper Valley Associates LLC	approved prior to C/CAG approval	not applicable	none needed
Brisbane		Notice	Design Permit Tom Stubbs TMG Brisbane Associates	approved prior to C/CAG approval	not applicable	none needed
Brisbane	4/2001	Notice of preparation of Final EIR	One Quarry Rd. Residential Project	pending		Pending
Half Moon Bay	12/10/02	Mitigated Neg. Dec.	Half Moon Bay Library Expansion	review	not applicable	Project generates less than 100 net peak period trips
San Bruno	2/03/03	Notice to adopt a Neg. Dec.	City of San Bruno Housing Element	approved	not applicable	Not a specific or precise plan

Redwood City	3/04/03	Initial Study	Abbott Labs West Coast Research Center	preparartion		C/CAG waiting review
Menlo Park	2/10/03	Revised Mitigated Neg. Dec	Allied Arts Guild	approved prior to C/CAG approval	none	Project generated greater than 100 net peak period trips
Redwood City	1/2003	Initial Study	Redwood City Branch Library Project/Redwood Shores	pending		C/CAG waiting review
South San Francisco		Mitigated Neg. Dec.	600-700 Dubuque Ave.	Died pending		C/CAG waiting review
San Carlos	6/2003	Initial Study	East Side Specific Plan	preparartion of EIR	TDM is being developed to incorporate into the project	Trip generation is great than 100 net peak period trips C/CAG waiting review of TDM
Burlingame	6/30/03	Initial Study and Notice of Draft EIR	Mills Peninsula Hospital Replacement Project	preparation of Draft EIR		C/CAG waiting review
San Bruno	1/10/03	Notice of Draft EIR	San Bruno General Plan Update	preparation of Draft EIR	not applicable	Not a specific or precise plan
Redwood City	6/12/03	Addendum to the mitigated neg. dec.	RWC Recycled Water Project		not applicable	Facilities upgrades no trip generation
South San Francisco	10/16/02	Notice of preparation of Neg. Dec.	SSF General Plan and Housing Element	preparation of neg. dec.	not applicable	Not a specific or precise plan
East PaloAlto		Notice of preparation of Draft EIR	Ravenswood Business District	preparartion		C/CAG waiting review