

Transportation Management Program Policy

Adopted by City Council May 23, 2023

Policy Statement

The purpose of this policy is to mitigate the traffic, transportation, and related impacts of certain land uses and development through the creation of a Transportation Management Program (TMP). The intent of the TMP Policy is to reduce single occupancy vehicle (SOV) trips, particularly from new development, by encouraging and promoting transportation and mobility options, including transit, ridesharing, walking, and bicycling. These impacts are considered in the review of the development special use permits (SUPs) pursuant to Zoning Ordinance Section 11-504.

Background

TMPs have historically been a tool for addressing congestion resulting from new development. Responding to this, City Council enacted legislation in 1987 to require developments to reduce SOV trips and shift trips to other modes. The Zoning Ordinance required that each TMP be approved as an SUP for nearly all properties over a certain size. As of September 2022, there are over one hundred approved TMPs.

This policy intends to make the program more effective by reducing congestion and improving multimodal access and options. Previously approved TMP SUPs were either overly prescriptive (such as requiring shuttles where high frequency buses exist) or allowed too much leeway. With over a hundred different TMPs, their effectiveness and associated funding has been diluted across multiple programs with varying degrees of success. TMP coordinators often have very little training in transportation, and administering the TMP is often a task added to their other property management responsibilities. While City staff time provided training and instruction to TMP coordinators at various levels of experience, the results were not always impactful. Finally, measurement of TMP success has proven difficult and unreliable as TMP coordinators are assigned this task and often are not trained or incentivized to conduct, collect, and report reliable results.

Overview

With the proposed policy updates, the majority of new developments would pay into a City-managed GO Alex Fund, which would be used to fund both citywide and neighborhood specific transportation programs and projects. This would promote economies of scale for spending on transportation projects by allowing multiple developments to help fund bigger projects and programs rather than dozens of smaller projects and programs. Instead of requiring each development to have their own TMP with designated coordinator and required reporting, the City would administer the program, assess performance and work with the developments to implement transportation improvements.

Additionally, developers would have the option to reduce the amount of their TMP contributions. The policy includes credits for early payment, capital improvements, and location in an enhanced transit area (ETA). These credits are explained in more detail below.

Further, TMP obligations would end after 30 years, consistent with requirements in other jurisdictions. Currently, TMP SUPs have no end date and contributions are required in perpetuity.

This policy would replace the existing TMP SUP requirement for new development, which currently requires a separate approval and application fee. Instead, conditions related to TMPs and consistent with this policy would be included in the approvals for development special use permits (DSUP). Enforcement of those conditions would align with other development conditions. For draft standard conditions, see Attachment A.

Land Uses Subject to the Policy

The following land uses reviewed through the DSUP process are subject to this policy:

- *Residential*: Any new or significantly altered building with 20 or more dwelling units.
- *Commercial*: Any new or significantly altered development with more than 9,999 square feet of commercial space. This includes office, retail, academic and laboratory space.
- *Hotel*: Any new or significantly altered hotel with 30 or more rooms.

Annual Rates

The base rate in the table below applies to all developments approved after the date of the adoption of the policy and Zoning Ordinance amendments by City Council. Thereafter, rates would adjust annually each Fiscal Year on July 1 based on the average change the Consumer Price Index for all Urban Consumers (CPI-U) between April of the previous year to March of the current year. For example, the CPI-U for FY24 will average CPI-U change between April 2022 and March 2023.

Land Use	Base Rate in FY23
Residential	\$100.78 per dwelling unit
Commercial	\$0.31 per square foot
Hotel	\$50.05 per hotel room

Payments

Each development would pay into the GO Alex Fund for thirty (30) years. All developments would be required to pay annually for 30 years unless they pay an equivalent amount of funds upfront (as discussed in the Credits section). In the case of a multi-phased development, 30 years would be assessed for each phase depending on the date of occupancy for that phase. Payments are due no later than September 30 of the year in which the rate is assessed. At the end of the thirty (30) years, the TMP payment requirement would end, although other obligations of the TMP program will continue where noted in the policy.

Credits to Reduce the TMP Rate

Developments would be eligible for reductions to the TMP rate under the following four conditions:

1. *Participation in City Managed TMP* – Developments that pay into the City managed GO Alex Fund (as opposed to managing their own funds) may reduce the Base Rate by 5%.

2. Enhanced Transit Area (ETA) – An ETA is a defined area that has access to high-capacity transit services as shown on a map as described in Zoning Ordinance Section 2-142.1. Developments within these areas may reduce the Base Rate by 15%.
3. Capital Improvements – Transportation improvements may count toward a reduction in the overall TMP payment. Eligible improvements are listed in Attachment B. The total GO Alex Fund payment can be reduced by 25% of the value of these improvements, up to 25% of the total contribution. This list would be updated annually by staff during the review process with the Transportation Commission.
4. Payment Plans – While this TMP policy would require annual payments for 30 years, discounts are possible for early payment. There are the following three options for payments:
 - a. Annual Payments – The owner would make thirty (30) annual payments. Payments are adjusted based on the rate of inflation. Staff would send an invoice in July and all payments must be received by September 30.
 - b. Up-Front Payment – The current value of 30 annual payments would be reduced by 35% if a development makes the entire payment prior to issuance of the Certificate of Occupancy. Developer or owner may also exercise this option at a future date at the then current rate for the payments, with the lump sum and discount prorated to future years. Under this option, the TMP payment requirement would be fully satisfied upon payment.
 - c. Partial Up-Front Payment – The current value of 30 annual payments is reduced by 25% if the development makes a partial upfront payment. Under this option, a quarter of the total reduced payment is required prior to the issuance of the Certificate of Occupancy. The remainder of the payments would be made annually for five years. Staff would send an invoice in July and all payments must be received by September 30.

Self-Managed TMPs

Under this policy, developments may manage their own TMPs if they meet one of the following size criteria:

- Have more than 500,000 square feet of commercial space
- Have more than 300 dwelling units

If a development does not meet the size criteria for self-management, they are still eligible under the following conditions:

- Development provides detailed information showing they would run the program well (e.g, hire a competent outside consultant or have a dedicated staff person for TMP management).
- Demonstrates consistent good faith effort through the following and additional measurements as identified by staff for a specific development:
 - responding to staff requests within 5 business days (this means acknowledge receipt of the request and identify how it will be addressed)
 - providing semi-annual progress & fund balance reports
 - meeting with City staff on a semi-annual basis (unless a different schedule is agreed to by staff)

- Meets SOV goals set by City. This would be independently verified by the City using measurement tools, such as surveys and data analysis. Measurement costs would be paid by the property owner.

Developments that do not meet the SOV targets for three years in a row may be required to participate in the Citywide TMP program at the discretion of the Director of T&ES. Separate conditions of approval would be added for any development managing its own TMP. See Attachment A for draft condition language.

GO Alex Fund

All payments will go toward the City's GO Alex Fund to be used for transportation investments that will address the impacts of additional traffic generated by the new development. The fund will be spent on various transportation projects and programs across the City and in specific neighborhoods. Depending on funding and number of projects to be implemented, staff time to manage and implement these projects could be paid for from this funding. Funds would be allocated as follows:

Citywide Transportation Projects and Programs – 50%

Half of the funding received from developments would be used for Citywide transportation projects and programs that are documented to lower single occupant vehicle use. Staff would use the Alexandria Mobility Plan (AMP) as a guiding document for these Citywide projects and programs. As much as possible, the City will aim to fund citywide transportation projects that are proximate to developments that have paid into the fund.

Examples include bus infrastructure and operations, Capital Bikeshare infrastructure and operations, marketing for public transportation (e.g. Metro, DASH, VRE, bikeshare, etc.), incentive programs to try/use transit, and memberships for mobility options (e.g. bikeshare or scooters).

Neighborhood Projects and Programs – 50%

The other half of the funding will be used for projects and programs within the specific Small Area Plan boundaries where the development has occurred. Staff will consider unfunded projects in the Transportation chapters of the individual Small Area Plans or the AMP. Additionally, owners can work with staff to propose transportation projects if they were not built as part of their development and will reduce SOV trips.

Examples include widening sidewalks, Capital Bikeshare stations and bikes and operating fees for those stations, or bus stop and shelter amenities and improvements. Building-specific requests from contributing developments can also be accommodated with a portion of this funding (e.g. Smartrip cards for residents, TransitScreen annual fees, bikeshare memberships for employees, etc.). The funding will also be used to conduct assessments, collect data and help determine if the new developments are meeting their assumed mode split goals.

TMP Coordinator

All developments would be required to designate a single point of contact as the TMP coordinator. The coordinator shall be responsible for paying City invoices for participation in the program,

assisting City staff with surveys and event programming, and serving as a point of contact for the City. For developments that manage their own TMP, the coordinator will manage the program and the TMP fund for that development. The coordinator must be affirmed with the City annually.

A development is expected to maintain a coordinator for the life of the building(s), even after the payment obligation has ended, to continue serving as a point of contact for the City for surveys, disbursement of information, event programming, and other activities as necessary to administer the Citywide TMP program.

Evaluation and Survey of TMP

The City will evaluate projects participating in the Citywide GO Alex Fund for mode split. In general, the City would look for downward or stable single occupancy vehicle rates and use that data in decisions on projects using GO Alex Funds. The City would review mode split utilizing best practices for SOV trip measurement and staff may propose new surveying methods as technology evolves.

The City would conduct an evaluation of each property at least once every three years and the evaluation would be paid for with GO Alex Funds. A development may be evaluated even after the TMP payment requirement has expired. The City will coordinate with the designated coordinator prior to any survey activity occurring for the development. All developments participating in the TMP fund shall provide the City with updated parking garage data upon request.

Annual Review Process

T&ES staff will provide a report and work plan to the Transportation Commission each year for approval. The annual report will outline total annual revenue, expenditures, and remaining fund balance. The funding report will also provide a breakdown of citywide funds versus funds available for specific neighborhoods. When surveys are conducted, staff will provide performance metrics of each participant in the TMP, as well as reporting on self-managed TMPs. The City will track development metrics over time. The annual work plan will include the budget and proposed projects for the upcoming fiscal year. The report and work plan will be a public hearing item, and the Transportation Commission and members of the public will have an opportunity to comment on the budget and proposed expenditures prior to adoption by the Commission.

Existing TMPs

Developments that have approved TMP SUPs may be eligible to opt into this policy by submitting an application for an administrative amendment to the TMP SUP under the Zoning Ordinance. Section 11-715 outlines the criteria for approval of an amendment. This would shorten the payment period for existing TMP SUPs to 30 years from the date of the Certificate of Occupancy. For phased developments, the 30-year payment period will be assessed for per phase and will be based on the date of the Certificate of Occupancy for each phase. Existing developments that opt into the Policy are eligible to manage their own TMPs if they chose so long as they meet the requirements outlined under the Self-Managed TMPs section.

Some existing TMPs are currently required to provide a shuttle service, typically to a nearby Metro station. By opting into the Policy, this requirement would be eliminated. However, prior to

approval of the elimination of shuttle service, a requirement of the application for an administrative amendment will be to provide more information about the shuttle service. The TMP Coordinator must work with City staff to determine the usefulness of the shuttle in meeting SOV targets and must provide the following upon request:

- Ridership information for the previous 2 years broken down by individual pick-up and drop-off locations.
- An outreach plan identifying how the TMP will notify residents or employees that the service will be ending and information and incentives that will be provided to existing shuttle users to encourage them to use existing bus service.
- Other site-specific improvements as determined by staff that will help the transition to using existing public transit. Existing TMP funds from the development can be used as approved by staff to complete these requirements.
- Provide follow-up feedback from previous shuttle users regarding impact and mode shift due to termination of shuttle.

If staff determines that the shuttle provides a necessary transportation service that is not otherwise provided by current public transportation service, the City may elect to use the TMP Fund to provide a shuttle or similar service or some other program to accommodate transportation options for people who previously used the shuttle.

ATTACHMENT A – PROPOSED STANDARD CONDITIONS

The following are proposed standard conditions to include with the development's conditions of approval. The specific language in these conditions may be modified through the current process for updating standard conditions.

City Managed TMPs

1. Contribute to the Citywide Transportation Management Plan (TMP) at the rate specified by the TMP policy. Unless the upfront payment or partial upfront payment option is chosen as described below, payments will be made once a year no later than September 30 for thirty years. For the purposes of determining the first year of assessment, this assessment will be made for any development that obtains a Certificate of Occupancy prior to July 1. Rates shall be adjusted each subsequent year based on the April-to-March Consumer Price Index change as reported by the Bureau of Labor Statistics.
 - a. A development may receive a 35% discount for paying the entire 30-year amount (unadjusted for inflation) prior to Certificate of Occupancy. Under this option, no further TMP payments are required.
 - b. A development may receive a 25% discount for paying a quarter of the entire 30-year amount (unadjusted for inflation) before Certificate of Occupancy and five subsequent payments over the next five years. The five annual payments will be made no later than September 30 each year. After these payments are made, no further TMP payments are required. (T&ES)
2. Upon determination of the Director (T&ES) after receiving a formal request by a development, the development can manage its own TMP and fund, provided that property has met specific single occupancy vehicle targets for at least three years in a row and has provided the City with detailed information about how they will manage the TMP for the development. Development would retain the annual TMP contributions and must spend it exclusively on transportation related activities approved by the Director of T&ES or designee. (T&ES)
3. Designate an on-site TMP Coordinator prior to the issuance of the first Certificate of Occupancy. Provide the name, address, email, and telephone number of the coordinator to the City's Mobility Services Division, updating this information annually or as needed. This person will be the City's point of contact for the development and will be responsible for paying invoices, coordinating with staff on TMP related activities as needed. (T&ES)

Self-Managed TMPs

1. Contribute to a development Transportation Management Plan (TMP) at the rate specified by the TMP policy. Rates shall be adjusted each subsequent year based on the April-to-March Consumer Price Index change as reported by the Bureau of Labor Statistics. Submit to the Mobility Services Division an annual funding report for the TMP outlining the

funding for the program and the expenditures. Payments into this fund shall be for 30 years. (T&ES)

2. Designate an on-site TMP Coordinator for the entire development prior to the issuance of the first Certificate of Occupancy. Provide the name, address, email, and telephone number of the coordinator to the City's Mobility Services Division, updating this information as needed. This person will be responsible for implementing and managing all aspects of the TMP for the development. (T&ES)
3. The Director of T&ES may require that the funds be paid to the City upon determination that the responsible person or entity has not made a reasonable effort to use the funds for activities that support single occupant vehicle reduction. The Director may determine effort based on plans proposed by TMP coordinator, implementation of plans, and communication with staff. As so determined, any unencumbered funds remaining in the TMP account at the end of each reporting year may be either reprogrammed for TMP activities during the ensuing year or paid to the City for use in transportation support activities which benefit the site. Should the Director determine that a reasonable effort has not been made, the TMP will be required to participate in the City managed TMP. (T&ES)

ATTACHMENT B – TRANSPORTATION IMPROVEMENTS ELIGIBLE FOR CREDIT

The following is a list of transportation improvements that are eligible for credit towards the developments overall TMP obligation. This list may be modified during the annual review before the Transportation Commission. Credit will be for up to 25 percent of construction costs or value established by the City and must be included in the original site plan to receive credit. The total discount for capital improvements cannot exceed 25 percent of the total required payment. For items where the cost has not been set by the City, an invoice will be required to justify the construction cost.

- Capital Bikeshare capital improvements
- Bus Shelter/Pad/Bench
- Real Time Signage
- Bicycle Repair Station
- Bicycle Parking
- Bike Runnel
- Rapid Flash Beacon/Other high visibility pedestrian beacon
- Raised Crosswalk
- Carshare/Vanpool spaces
- New Mobility Improvements, as approved by the Director of T&ES