

City of Alexandria, Virginia

MEMORANDUM

DATE: APRIL 4, 2012

TO: MEMBERS OF THE TRANSPORTATION COMMISSION

FROM: ABI LERNER, P.E. DEPUTY DIRECTOR, T&ES

SUBJECT: AGENDA ITEM #3 – TRANSPORTATION MANAGEMENT PLAN
ORDINANCE REVISION UPDATE

ISSUE: Transportation Management Plan (TMP) Ordinance Revision Update

RECOMMENDATION: That the Transportation Commission (Commission) review the TMP Ordinance Revision.

DISCUSSION: In May 1987, City Council passed the Transportation Management Plan (TMP) Ordinance which requires new development to reduce the Single Occupant Vehicle (SOV) traffic associated with their projects. The purpose of the ordinance was not to limit the number of developments or the size of a development but to address the problem of congestion by managing the transportation demand of a given development. The program requires development projects of a certain size to fund a TMP that includes programming to incentivize transit (example: offering transit subsidies) and provides disincentives to those commuters who drive alone (example: market rate parking fees).

In 2008, the City received a Metropolitan Washington Council of Governments (MWCOC) grant to review the City's TMP program, including survey methods and other programs, and make recommendations for revisions to the City's TMP program. The report was received by the City Council and staff was directed to bring back recommendations for revisions to the program. The report identified challenges with the existing program and opportunities to incorporate national best practices into the program.

At its December 14, 2010 meeting, City Council directed staff to move forward with revisions to the TMP program. The City Council docket memo (item #34) outlining the specific recommendations can be found here:
<http://dockets.alexandriava.gov/dsr/fy11dock.nsf/536ee1fcf306fd108525704b0064fc94/cfe049b23a10de2c852577f200588e82?OpenDocument>

In revising the TMP program based on the report and the City Council directive, T&ES and P&Z staff conducted more stakeholder interviews with TMP coordinators for retail, office and residential sites and TMP coordinators and presidents of community associations. The internal staff working group with representatives from T&ES, P&Z and the City Attorney's Office and a stakeholder work group comprised of members of the

Northern Virginia Building Industry Association (NVBIA) and NAIOP, The Federation of Civic Associations, land use attorneys, existing residential and commercial TMP coordinators and City staff continued to refine the program.

Recommendations to Revise the TMP Program:

The major program elements below aim to address some of the challenges of the existing TMP program.

1. **Simplify Language in Zoning Ordinance and Update Administrative Guidelines:** Currently the ordinance contains a detailed outline of TMP program elements which should be removed from the Zoning Ordinance and incorporated into administrative guidelines. The language in the Draft Zoning Ordinance contains only the regulatory requirements of the TMP program, and new administrative guidelines have been prepared to supplement the Ordinance.
2. **Evaluate and Adjust TMP Requirements Every 2-3 years over the Life of the TMP:** The current TMP requirements are static over the life of a development. The new program creates opportunities to adjust rates based on mode split goal performance, survey responses, and execution of program elements. Furthermore, using a review process every 1-3 years, the TMP program will allow adjustments to the program requirements as TDM strategies change over time.
3. **Incorporate an Administrative Fee for Non-Compliance:** Currently zoning violation fines are the only mechanism to address non-compliance for lack of timely compliance with the submission of the TMP mandatory reporting. An administrative fee has been incorporated into the Draft TMP Zoning Ordinance to allow the City to address cases of non-compliance. Fines are based on a percentage of the TMP funds with a set maximum of \$5,000, and the administrative guidelines describe the procedures for the TMP and staff when handling non-compliant TMPs.
4. **Expand the Citywide TDM Program:** Currently the City has a Citywide TDM program to encourage non-SOV travel. The program promotes non-SOV modes of travel including transit, car-sharing, carpooling and vanpooling and promotion of non-motorized transportation. The program does extensive employer outreach and runs special events promoting non-SOV travel.

As a part of the new TMP program, the additional resources from development will be used to expand the reach of the program and provide transportation resources and TDM tools to Alexandria residents and smaller commercial uses. Planned expansion for the program includes a City administered Transit Benefit Program, expansion of the Carshare Alexandria! program, website tools, and subsidized Capital Bikeshare memberships, among many others.

5. **Establish Equitable Triggers and Fee Structure, and Lower the Threshold for TMPs:** The current trigger for a TMP is based on square footage which does not generate similar traffic across uses. While the Draft TMP Zoning Ordinance triggers are also based on square footage, the number of trips by each land use has been incorporated into the TMP thresholds. The thresholds have been reduced

from the existing Zoning Ordinance to correspond to the increase in trips that a new development will produce.

The current fee structure is developed using a formula and often adjustments are made to the fee on a case by case basis with the end result being variation in the required contribution of different developments. The new program will implement a flat fee for each land use type that assures certainty for the development community and ensures appropriate funding levels for TDM administration and programming. The fee structure incorporates a discount of 10% for locating within a quarter of a mile to Metrorail stations. As previously submitted to the Transportation Commission, the Draft Zoning Ordinance will indicate annual rates of \$80/dwelling unit and \$0.25/commercial square foot. Rates for additional land uses such as retail (\$0.20/ square foot), hotel (\$40/room) and warehouse/industrial (\$0.10/square foot) have been added to the proposed Zoning Ordinance revision. Rates will be tied to the Consumer Price Index.

6. **Establish TDM Partnerships:** Partnerships allow for efficiencies in pooling resources to run more effective marketing campaigns and more cost-effective programming such as shuttles and car-sharing programs. By establishing partnerships, the administration of the TMPs will be coordinated and duplicative marketing and reporting efforts will be minimized.

Revised TMP Program

TMP Size	OPTIONS
De minimis development	Do nothing
Tier 1 (small development)	Pay in to Citywide TDM program
Tier 2 (mid-size development)	1. a. Partner with adjacent TMP or 1. b. Create an interim stand-alone TMP until adjacent TMPs are in place ¹ 2. Pay in to Citywide TDM program ¹
Tier 3 (large development)	1. Create stand-alone TMP 2. Partner with adjacent TMP

¹Requires approval from Director of T&ES

7. **Create an Opt-In Program for Existing TMPs:** Existing TMP SUPs will have an opportunity each year to opt-in to the new TMP program. If the TMP elects to join the new program, the previous TMP is null and void. If a TMP does not elect to opt-in to the new program, they will maintain the existing TMP.

Opt-In Program for Existing TMPs

TMP Size	OPTIONS
Small	1. Maintain existing TMP 2. Pay into Citywide TDM program at a reduced rate from approved TMP
Mid-size	1. Maintain existing TMP 2. Partner with adjacent CDD or TMP 3. Pay into Citywide TDM program at a reduced rate from approved TMP
Large	1. Maintain existing TMP 2. Partner with adjacent TMPs

Notes:

1. Any request made by existing TMPs to opt-in to revised program must be made in writing to the Director of T&ES
 2. Any agreement to partner with adjacent CDDs, Districts or TMPs must be reviewed and approved by the Director of T&ES
 3. Any changes must be approved by the Director of T&ES
 4. Any subsequent changes must go to the Council for a TMP-SUP Amendment.
8. **Non-Compliant TMPs Required to Participate in Citywide Program:** The current TMP ordinance allows the City to take over a development's funding if a TMP is non-compliant. Given the issues with non-compliance, the new program will require non-compliant TMPs to pay their fees to support the expanded Citywide program.

As a follow up to the implementation of the recommendations staff will evaluate the effectiveness of the revised program.

The administrative guidelines (titled "Multi-modal Transportation Study Guidelines") will accompany the text amendment. The purpose of the Guidelines is to outline the essential elements of transportation studies associated with a Transportation Management Plan Special Use Permit. The Guidelines are to be used to ensure that the mobility of pedestrians, transit users, bicyclists and motor vehicles will be maximized and that there is adequate transportation infrastructure and services to support the proposed level of development.

The document will provide technical guidelines to analyze and report the effects of new development on transportation facilities in Alexandria. The Guidelines are intended to add certainty to the development process and standardize the submittal requirements. Consistent evaluation of transportation systems will provide a comprehensive analysis of impacts related to development proposals and proposed mitigation strategies. The study results will be used to determine the level of mitigation needed for development, most notably the level of participation in the City's TMP program.

NEXT STEPS: The Zoning Ordinance language and the administrative guidelines will be submitted to the Planning Commission in May with final adoption anticipated by City Council in June.