

Memorandum

Date: March 31, 2023

To: Sue-Ellen Atkinson, City of San Mateo Public Works

CC: James Choe, MTC

From: Matt Goyne and Molly Riddle, Fehr & Peers

Subject: City of San Mateo Transportation Demand Management (TDM) Ordinance – Existing Conditions Document Review

SF23-1283

Introduction

The City of San Mateo is developing a Transportation Demand Management (TDM) Ordinance to encourage citywide mode shift and reduce vehicle travel, particularly via use of single-occupancy vehicles. TDM policies, programs, and strategies that reduce single occupancy vehicle travel and shift trips to transit, active transportation, and carpooling can provide a range of benefits, including but not limited to: alleviating traffic congestion, reducing vehicle miles traveled (VMT) and greenhouse gas emissions, managing parking demand, promoting more physically active communities, and making efficient use of the existing transportation system.

Numerous plans and policies already in place at the local, regional, and State level provide a policy foundation or guidance for the future TDM Ordinance. This memorandum provides a comprehensive review of the existing technical and policy considerations that will inform the development of the TDM Ordinance as well as the City's current TDM-related efforts.

Table 1 summarizes the plans and policies that recommend and guide development strategies for inclusion in the City of San Mateo TDM Ordinance.



Table 1: Existing Conditions Documents Reviewed

| Document Name | Year Adopted |
|--|-------------------------------|
| State Plans and Policies | |
| Senate Bill 743 | 2019 |
| Assembly Bill 2097 | 2022 |
| Assembly Bill 2206 | 2022 |
| CAPCOA's Handbook for Quantifying Greenhouse Gas Mitigation Measures | 2021 |
| Regional Plans and Policies | |
| Plan Bay Area 2050 | 2021 |
| MTC Transit-Oriented Communities Policy (Resolution 4530) | 2022 |
| C/CAG Congestion Management Program | 2021 |
| C/CAG Transportation Demand Management (TDM) Policy | 2022 |
| C/CAG VMT Estimation Tool | 2022 |
| Local Plans and Policies | |
| City of San Mateo General Plan (2030) | 2010 |
| City of San Mateo General Plan (2040) | Draft in-progress |
| City of San Mateo Municipal Code | 2023 (Continuously updated) |
| City of San Mateo Reach Codes | 2019 |
| City of San Mateo Transportation Impact Analysis (TIA) Guidelines | 2020 |
| City of San Mateo Climate Action Plan | 2020 |
| Bicycle Master Plan | 2020 |
| Pedestrian Master Plans | |
| Citywide Pedestrian Master Plan | 2012 |
| San Mateo Transit-Oriented Development Pedestrian Access Plan | 2022 |
| Sustainable Streets Plan | 2015 (Published, not adopted) |
| Subarea Plans and Policies | |
| San Mateo Rail Corridor Transit-Oriented Development Plan | 2005 |
| City of San Mateo Hillsdale Station Area Plan | 2011 |
| City of San Mateo Downtown Area Plan | 2009 |
| Bay Meadows Specific Plan Amendment (Phase II) | 2005 |
| El Camino Real Master Plan (from Belmont to Highway 92) | 2001 |
| Mariner's Island Specific Plan | Adopted 1973, Updated 1995 |
| Shoreline Specific Plan | Adopted 1971, Updated 1990 |
| Detroit Specific Plan | Adopted 1984, Updated 1990 |
| North Central Community Based Transportation Plan | 2011 |

Source: Fehr & Peers, 2023.



State Plans and Policies

The City of San Mateo will consider the following recent state laws and policies when developing the TDM ordinance.

Senate Bill 743 (2019)

California Senate Bill 743, adopted in 2019, seeks to balance the needs of congestion management with statewide goals to reduce greenhouse gas emissions, promote infill development, and improve public health by encouraging use of active transportation modes. SB 743 also ensures that the environmental impacts of traffic such as noise, air pollution, and safety concerns continue to be addressed and mitigated through CEQA, with transportation impacts measured in terms of VMT. Development that would generate VMT exceeding an applicable threshold may be determined to have a significant impact which must be mitigated via the implementation of measures that would reduce VMT to the relevant target level. Development located within a transit priority area or that would reduce VMT, are presumed to have a less than significant VMT impact. The City of San Mateo adopted revised Transportation Impact Analysis (TIA) guidelines and amended the General Plan to be compliant with SB 743 in August 2020, as described in the Local Plans and Policies section.

Per SB 743, lead agencies have the discretion to choose the methodology by which project VMT is evaluated including identifying a VMT metric, methodology for calculating VMT, establishing a VMT significance threshold, and mitigation options. One VMT mitigation option for land use projects involves requiring trip reduction strategies as part of a transportation demand management (TDM) program. The City of San Mateo identified TDM measures as an appropriate mitigation option within the City's TIA guidelines.

Assembly Bill 2097 (2022; Friedman)

California Assembly Bill 2097, adopted in 2022, prohibits public agencies from imposing any minimum automobile parking requirement on most development projects located within a half-mile of a major transit stop. Major transit stops are defined as serving rail, bus rapid transit (BRT), or ferry service or the intersection of two or more bus routes with frequencies of 15 minutes or less during AM and PM peak commute periods.¹ This transit definition differs from SB 743's transit priority area which is defined as proximity to a major transit stop or a fixed-route bus

¹ A "Major transit stop" is as defined in California Public Resource Code §21064.3 as a site containing any of the following: (a) An existing rail or bus rapid transit station, (b) A ferry terminal served by either a bus or rail transit service, (c) The intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.



service stop along a high-quality transit corridor with frequencies of 15 minutes or less during peak commute periods. AB 2097 does not apply to certain land uses such as hotels and does not affect electric vehicle (EV) or accessible parking requirements.

AB 2097 has implications for on- and off-street parking supplies, development in-lieu fees, bicycle parking spaces where requirements are based on the number of on-site parking spaces provided, and VMT screening criteria that reference jurisdictions' minimum parking requirements. The City of San Mateo Parking and TDM Ordinance must account for how AB 2097 would alter the parking and TDM landscape and consider the resulting curb management issues.

Assembly Bill 2206 (2022; Lee, Alex)

California Assembly Bill 2206, adopted in 2022, would require lessors to list parking costs for employers that are subject to California's 1992 parking cash-out law (AB 2109, Katz). The existing law requires employers who provide subsidized parking for employees to offer a cash allowance in lieu of a parking space, thus incentivizing travel to work via modes other than a single-occupancy vehicle. AB 2206 aims to address prior issues regarding the lack of transparency in parking pricing by unbundling this cost from that of office space and other amenities included in a given lease.

Under AB 2206, developers or property management firms managing development projects in the City of San Mateo that implement parking cash-out policies must provide information on unbundled parking costs to tenant employers and facilitate implementation of parking cash-out programs. The ultimate aim is to facilitate compliance with existing law so the City and state can realize the desired traffic congestion relief and air pollution benefits.

CAPCOA's Handbook for Quantifying Greenhouse Gas Mitigation Measures (2021)

The California Air Pollution Handbook for Analyzing Greenhouse Gas Emission Reductions, Assessing Climate Vulnerabilities, and Advancing Health and Equity, adopted in 2021 by the California Air Pollution Control Officers Association (CAPCOA), provides data and methods to help communities enact policies that would reduce their greenhouse gas (GHG) emissions, VMT, and advance social equity. The CAPCOA Handbook provides methods to quantify VMT and GHG emission reductions from a specified list of measures, project-level and community-level actions. The Handbook also includes a method to assess potential benefits of different climate vulnerability reduction measures, as well as measures that can be implemented to improve health and equity.



Regional Plans and Policies

The City of San Mateo will consider the following regional and countywide plans and policies when developing the TDM Ordinance.

Plan Bay Area 2050 (2021)

Plan Bay Area 2050, adopted in 2021, is the Bay Area's regional long-range plan adopted by the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG). The plan lays out a \$1.4 trillion vision for a more equitable and resilient future for Bay Area residents. Plan Bay Area 2050 serves as the Bay Area's Regional Transportation Plan (RTP), as required by federal regulations, and the Sustainable Communities Strategy (SCS), as required by state statute.

A core element of Plan Bay Area is a Regional Growth Framework designed to coordinate transportation, housing, and land use planning across all Bay Area communities to make the best use of available resources. The five elements of the Regional Growth Framework include:

- *Priority Conservation Areas (PCA)* – Locations designated for the protection of natural habitats and the preservation of open space for future generations.
- *Priority Development Areas (PDA)* – Places near public transit that are planned for new homes, jobs and community amenities. MTC has designated two types of PDAs: Transit-Rich PDAs that have high-quality transportation infrastructure already in place, and Connected Community PDAs which offer basic transit services and have committed to policies that increase mobility options and reduce automobile travel.
- *Priority Production Areas (PPA)* – Industrial areas prioritized for the preservation and expansion of businesses that are essential to the region's economy.
- *Priority Sites* – Places that are planned for a large number of homes that are affordable to households with a wide range of incomes. The plans also include essential services, green space, and local and regional destinations.
- *Transit-Oriented Communities Policy* - Prioritizing housing development that is near to transportation, putting public transit in reach for more people and improving the quality of life in the Bay Area.

The City of San Mateo is home to four PDAs, all of which are Transit-Rich PDAs: Downtown, El Camino Real, Grand Boulevard Initiative, and Rail Corridor.² Development within these PDAs must be supportive of multimodal transportation access and a mode shift away from non-automobile

² For more information, see MTC's Priority Development Areas (PDAs) webpage:
<https://mtc.ca.gov/planning/land-use/priority-development-areas-pdas>



travel, and will be subject to requirements related to TDM set forth in an implementation action such as MTC's Transit-Oriented Communities Policy.

MTC Transit-Oriented Communities Policy (Resolution 4530)

MTC's Transit-Oriented Communities (TOC) Policy, adopted in 2022, seeks to support the region's transit investments by creating communities around transit stations and along transit corridors that not only support transit ridership, but that are places where Bay Area residents of all abilities, income levels, and racial and ethnic backgrounds can live, work and access services, such as education, childcare, and healthcare.³ The policy applies to areas within a half-mile of existing and planned fixed-guideway transit stops and stations serving regional rail, commuter rail, light-rail transit, bus rapid transit, and ferries. The policy establishes parameters for the following elements and compliance is advised by 2026 to be eligible for regional funding:⁴

1. Minimum required and allowed residential and/or commercial office densities for new development;
2. Policies focused on housing production, preservation and protection, and commercial anti-displacement and stabilization;
3. Parking management, including parking maximums, shared parking, and TDM plans; and
4. Transit station access and circulation.

Within San Mateo, this policy applies to the areas surrounding the Caltrain stations but does not include El Camino Real bus stops, given the requirement for a fixed-guideway transit that occupies a separate right-of-way to qualify as bus rapid transit. Given this level of transit service, San Mateo is classified as Tier 3 city with a required residential density within TOC areas of 50 to 75 units per net acre. The City of San Mateo TDM Ordinance will need to account for each one of these TOC elements as they pertain to the City and its subareas.

³ For more information, visit: https://mtc.ca.gov/sites/default/files/documents/2022-10/MTC_Resolution_4530.pdf. The TOC policy provides the following definition: "Fixed guideway means a public transportation facility that uses and occupies a separate right-of-way or rail line for the exclusive use of public transportation and other high occupancy vehicles or uses a fixed catenary system and a right of way usable by other forms of transportation. This includes, but is not limited to, rapid rail, light rail, commuter rail, automated guideway transit, people movers, ferry boat service, and fixed-guideway facilities for buses (such as bus rapid transit) and other high occupancy vehicles." (49 CFR § 611.105)

⁴ Per the MTC Administrative Guidance: Transit-Oriented Communities Policy update published on March 31, 2023: "To ensure eligibility for OBAG 4 funding and any other discretionary funding that may be linked to TOC Policy compliance, jurisdictions should anticipate demonstrating compliance prior to adoption of OBAG 4, expected in 2026." For more information see: https://mtc.ca.gov/sites/default/files/documents/2023-03/MTC_Draft_TOC_Policy_Administrative_Guidance_Mar2023.pdf



C/CAG Congestion Management Program

The City and County Association of Governments of San Mateo (C/CAG) is responsible for overseeing the San Mateo Congestion Management Program (CMP) which is updated on a biennial basis. The purpose of the CMP is to identify strategies to respond to future transportation needs, develop procedures to alleviate and control congestion, and promote countywide solutions. The CMP is required to be consistent with the Metropolitan Transportation Commission (MTC) planning process that includes regional goals, policies, and projects for the Regional Transportation Improvement Program (RTIP).

The CMP contains a Trip Reduction and Travel Demand Element which promotes the use of alternative transportation modes and ways to reduce future travel demand. This element highlights improving a county's jobs/employed residents balance and implementing TDM strategies as means of attaining these objectives. The CMP also contains a Land Use Impact Analysis Program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems and estimate the costs associated with mitigating the projected impacts. The most recent Land Use Implementation – TDM Program (a.k.a., TDM Policy) is discussed below.

C/CAG Transportation Demand Management (TDM) Policy and VMT Estimation Tool

C/CAG TDM Policy

The C/CAG Transportation Demand Management (TDM) policy, adopted in 2000 with new policy requirements implemented January 1, 2022, is a component of the C/CAG CMP which provides guidelines for analyzing the impacts of land use decisions made by C/CAG member jurisdictions. The TDM Policy provides community standards for consistent, system-wide review of development-related transportation impacts with the purpose of preserving acceptable performance on the countywide CMP network.

The January 2022 guidelines require that member jurisdictions in San Mateo County notify C/CAG of any new development project within their purview that is estimated to generate at least 100 net new Average Daily Trips (ADT). Previously, the threshold was 100 net peak hour trips or projects proposed as part of a General Plan Amendment (GPA). All C/CAG member jurisdictions, including San Mateo, are subject to this TDM Policy unless expressly exempted by C/CAG.

Developments that meet the threshold must develop and implement a TDM plan using a land use-specific C/CAG checklist identifying appropriate strategies and their corresponding trip reduction credits. The trip reduction credits used in C/CAG's TDM policy are intended for CMP compliance while VMT reduction estimates for CEQA must use the reduction factors presented in the C/CAG VMT Estimation Tool (described below) or other sources that include reductions supported by substantial evidence, such as the CAPCOA Handbook.



C/CAG VMT Estimation Tool

The C/CAG VMT Estimation Tool can be used to estimate the amount of VMT a project will generate, how much this VMT could be reduced by certain VMT-reducing measures (including TDM plans), and how the resulting VMT compares to the applicable jurisdiction's threshold. The tool screens for limited items, such as proximity to a low VMT generating area and proximity to transit priority areas, but excludes other requirements that a jurisdiction may have, such as minimum parking or transit-supportive uses. Use of this tool, in compliance with jurisdiction-specific requirements, allows jurisdictions to estimate the effectiveness of TDM measures for CEQA analysis based on the project type and location based on research presented in CAPCOA's 2010 Handbook. C/CAG plans to update the 2021 Handbook in the future.



Local Plans and Policies

City of San Mateo General Plan (2030)

The City of San Mateo's General Plan Policy C 2.10, C 2.11 and C 2.12 strive to promote TDM as a means of reducing the traffic impacts of development throughout the city, in line with C/CAG requirements, and within the Downtown, Rail Corridor Transit-Oriented Development Plan area, and Hillsdale Station Area Plan area:

C 2.10 - Transportation Demand Management (TDM). Participate in the TDM Program as outlined by the San Mateo City/County Association of Governments (C/CAG). Encourage TDM measures as a condition of approval for development projects, which are anticipated to cause substantial traffic impacts. C/CAG requires the preparation of a TDM program for all new development that would add 100 peak hour trips or more to the regional road network.

C 2.11 - Transportation Demand Management (TDM) in Rail Corridor Transit-Oriented Development Plan (Corridor Plan). Establish and implement a TDM program consistent with the Corridor Plan policy and program requirements for development within Transit-Oriented Development (TOD) areas designated by the Corridor Plan, as well as for all properties within the Hillsdale Station Area Plan.

C 2.12 - Transportation Demand Management (TDM) in Downtown. Establish and implement a TDM program, a Transportation Management Association (TMA), and other measures to reduce vehicle trips and encourage transit use and promote bicycle and pedestrian accessibility for development within one-half mile of the Downtown transit center.

The General Plan Policy C 3.1 also highlights how public information campaigns can be coordinated with TDM programs to promote transit ridership:

C 3.1 – Increase Bus Ridership. Strongly promote increased bus ridership and improved accessibility to bus transit by encouraging SamTrans to implement the following bus service improvements:

d. Promote increased bus ridership through an expanded Public Information Program such as at train stations, public institutions, and through TDM.

City of San Mateo General Plan 2040 (draft in-progress)

The City of San Mateo is currently engaged in a General Plan update, estimated to be completed in late 2023. To date, the planning process has identified a preferred land use scenario which



concentrates higher density residential and commercial development Downtown, along transportation corridors, and within a half-mile radius of Caltrain stations. Draft goals, policies, and actions for General Plan 2040, published in July 2022, highlight the importance of Transportation Demand Management (TDM) for City of San Mateo development, as noted below:

- *Goal C-2: Use transportation demand management (TDM) to reduce the number and length of single-occupancy vehicle trips and encourage sustainable travel behaviors through policy, zoning strategies, and targeted context-appropriate programs and incentives.*
 - *Policy C-P2.1 – TDM Requirements. Require new or existing developments that meet specific size, capacity, and/or context conditions to implement TDM strategies.*
 - *Action C-A2.1 – Implement TDM Ordinance. Develop and implement a citywide TDM ordinance for new developments with tiered trip reduction and VMT reduction targets and monitoring that are consistent with the targets in their relevant area plans. Consider parking requirement reductions for projects that include TDM measures.*
 - *Action C-A2.2 – TDM Education and Outreach. Pursue education for developers and employees about programs and strategies to reduce VMT, parking demand, and the resulting benefits.*
 - *Action C-A2.3 – Leverage TDM Partnership Opportunities. Work with regional partners to identify and fund TDM strategies that can be implemented at new and existing developments.*
 - *Action C-A2.4 – Facilitate TDM Services. Facilitate the provision of TDM services to employees and residents through development agreements, TMAs, and coordination with regional partners.*
 - *Action C-A2.5 – Travel to Schools. Reduce private automobile school trips and support student health by collaborating with private and public partners to increase the number of students walking or bicycling to school through expanded implementation of Safe Routes to School. Prioritize school travel safety improvements in disadvantaged communities.*
 - *Action C-A2.6 – New Development Shuttle Services. As an option to fulfill TDM requirements, encourage new developments to provide shuttle services to and from activity centers such as the College of San Mateo, Caltrain stations, Downtown, or the Hillsdale Shopping Center. Shuttle service should accommodate the needs and schedules of all riders, including service workers.*
 - *Action C-A2.7 Unbundled Parking. Encourage residential developments to unbundle the costs of providing dedicated parking spaces. Encourage additional parking capacity created by unbundling to be reallocated as shared or public parking spaces.*



City of San Mateo Municipal Code

Several sections of the *City of San Mateo's Municipal Code* (hereafter referred to as "Code") establishes development and programmatic requirements for land use developments that have implications for the City's TDM Ordinance.

Chapter 23 – Buildings and Construction establishes regulations for various aspects of property development within the City. Section 23.40 governs site development of private property, including design of the site relative to existing multimodal transportation facilities. Section 23.44 establishes regulations for electric vehicle charging stations. Section 23.70 specifies how development within the City of San Mateo is subject to the California Green Building Standards Code, including regulations regarding the number and type of electric vehicle charging stations required for new residential and non-residential developments. The City recently adopted reach codes, described below, which update these requirements for electric vehicle readiness.

Section 24.01 establishes a Transportation System Management (TSM) Program aimed at reducing vehicle trips and vehicle miles traveled and reducing the need for increasing gasoline taxes and costly major road improvements. The Ordinance codifies the City's participation in countywide efforts to reduce vehicle trips via adherence to Bay Area Air Quality Management District Regulation 13, Rule 1 and the local TSM Ordinance. A TDM Ordinance may replace this code section.

Section 27.64 specifies off-street parking and loading requirements for the purpose of alleviating or preventing congestion of public streets, and to promote the safety and welfare of the public. Section 27.64.100 - Parking Assessment and Special Districts and Section 27.64.110 Computation would need to be considered in the TDM Ordinance and in light of recently adopted AB 2097.

Section 27.39.090 requires zero-setbacks unless a setback is provided for landscaping, and thus does not allow setbacks for TDM measures such as to provide additional sidewalk consistent with the City's Pedestrian Design Guidelines, Appendix B of the 2012 San Mateo Pedestrian Master Plan, described below.

Section 27.90 establishes the Transit Oriented Development (TOD) district in line with the San Mateo Rail Corridor Transit Oriented Development Plan (Rail Corridor Plan). Section 27.90.060 establishes that all projects developed within the TOD area shall be consistent with the Rail Corridor Plan Chapter 7 (G) Transportation Demand Management (TDM), including participation in the Transportation Management Association (TMA).

City of San Mateo Reach Codes

City of San Mateo reach codes, adopted in 2019 and applicable to the January 1, 2020 to December 31, 2022 Code Cycle, establish mandatory local green building and energy code



amendments.⁵ Reach codes pertinent to the TDM Ordinance speak to electric vehicle readiness and require a higher number of electric vehicle (EV) Capable parking spaces than what is required by the State for new construction projects. Per the codes, an EV Capable space contains electrical capacity and raceway but is not required to contain the actual electrical vehicle supply equipment (EVSE) installed. The reach codes also require new non-residential projects to install EVSE in a portion of their parking spaces.

City of San Mateo Transportation Impact Analysis (TIA) Guidelines (2020)

The City of San Mateo Transportation Impact Analysis (TIA) Guidelines provide guidance to city staff, applicants, and consultants on the requirements to evaluate transportation impacts for projects in the City of San Mateo. Adopted in August 2020 by the City Council, these guidelines are designed to align with SB 743 and use of VMT as the most appropriate measure of transportation impacts under CEQA. Consistent with State CEQA Guidelines section 15064.3, the City of San Mateo adopted thresholds of significance to determine when a project will have a significant transportation impact based on VMT. The City has developed screening criteria to streamline the analysis for projects that meet certain criteria, referred to as project screening. A project is exempt from a detailed VMT analysis if it meets at least one of the following criteria:

1. Is considered a small project – generates fewer than 110 vehicle daily trips;
2. Provides 100% affordable housing – 100% affordable housing components of development projects are exempt from detailed VMT screening;
3. Is considered local-serving retail – the local-serving retail component must constitute 50,000 square feet or less of gross floor area;
4. Is located in a High-Quality Transit Area (HQTa) and:
 - a. Has a floor area ratio (FAR) greater than 0.75;
 - b. Does not provide greater than the minimum required parking for use by residents, customers, or employees (if the jurisdiction requires the project to supply parking);
 - c. Is consistent with the applicable Metropolitan Transportation Commission's (MTC) Sustainable Communities Strategy (SCS), as determined by the City; or
 - d. Does not replace affordable residential units with a smaller number of moderate- or high-income residential units.
5. Is located in a low VMT area:
 - a. Residential projects proposed in TAZs with total daily resident-based VMT per capita that is 15% less than the existing average baseline level for the County of San Mateo;
 - b. Office or the employment portions of other non-residential uses with total daily employee-based VMT per employee that is 15% less than the existing average baseline level for the County of San Mateo.

⁵ City of San Mateo Reach Codes (2020-2020), 2019, <https://www.cityofsanmateo.org/4674/Reach-Codes-2020-2022>.



The TIA Guidelines' VMT maps in Attachment B denote TAZs that meet the geographic screening thresholds.

For projects that require a VMT analysis, the thresholds of significance, designated by land use, are included in Table 2 of the TIA Guidelines and reproduced here:



Impact Thresholds by Land Use Type

| Land Use Types | Impact Threshold |
|--------------------|--|
| Residential | A significant impact occurs if a Proposed Project VMT/capita is greater than 15 percent below the existing San Mateo County average. Regional Average: 15.5 VMT/capita Impact Threshold: 13.1 VMT/capita |
| Office | A significant impact occurs if a Proposed Project VMT/employee is greater than 15 percent below the existing San Mateo County average. Regional Average: 18.0 VMT/employee Impact Threshold: 15.3 VMT/employee |
| Retail | A significant impact occurs if a Proposed Project causes a net increase in total VMT. The total VMT for the region without and with the project is calculated. The difference between the two scenarios is the net change in total VMT that is attributable to the project |
| Other Land Uses | The City will make a determination of the applicable thresholds on a case-by-case basis based on the land use type, project description and setting. Student housing and senior housing land uses may be treated as residential for screening and detailed VMT analysis. Research and development, industrial, medical offices, assisted living, and hospital projects may be evaluated as office projects using the VMT/employee metric. Projects such as hotels, private schools, grocery stores, local-serving entertainment venues, religious institutions, regional parks, athletic clubs and medical offices should be treated as retail for detailed VMT analysis. The determination of the applicable threshold will be made at the time of each application review. |
| Mixed-Use Projects | Evaluate each component of a mixed-use project independently and apply the significance threshold for each land use type. Alternatively, the evaluation would apply only the project's dominant use if it generates 80% of the total daily trips. |

Note:

1. Impact thresholds provided in this table represent the level used to indicate a significant transportation impact under VMT metrics. VMT Threshold values may change over time as updated traffic models or new ABAG land uses are adopted.

Source: City of San Mateo Transportation Impact Analysis Guidelines, July 16, 2020, p. 9.

The TIA Guidelines state that VMT impacts from development projects may be mitigated via implementation of low-VMT project characteristics, multimodal improvements, parking strategies, and Transportation Demand Management (TDM) measures. No detailed guidance is provided on the measures to be included in TDM Plans or the structure of those plans, which will be clarified as a part of the TDM Ordinance.

City of San Mateo Climate Action Plan (2020)

The City of San Mateo's Climate Action Plan establishes *ST 6 - Transportation Demand Management (TDM)* as one of seven transportation-specific measures the City will leverage to achieve its emission reduction targets for the 2020 to 2050 timeline. Recommended actions associated with this target include:



- Require new developments of at least six multi-family units and/or 10,000 square feet of nonresidential space to implement a suite of TDM strategies to comply with the appropriate trip reduction target identified in applicable area plans.
- Require developments of at least 20 multi-family units and/or 50,000 square feet of nonresidential space undergoing additions or alterations (as defined in San Mateo Municipal Code Section 23.06.012⁶) to implement TDM strategies consistent with the targets in relevant area plans.
- Educate developers working on projects in San Mateo not located in a TDM area about ways to reduce vehicle miles traveled and the resultant benefits.
- Publicize developments and businesses with successful TDM programs.
- Work with regional partners to fund successful TDM strategies for existing developments that can be implemented with little or no cost to property owners.

Bicycle Master Plan (2020)

The City of San Mateo Bicycle Master Plan, adopted in 2020, serves as a blueprint for expanding and improving the San Mateo bicycle and mobility network in the coming years. The plan reflects a citywide interest in making bicycling, other forms of micromobility (e.g., bikeshare and electric scooters) and active travel safer, more convenient, and more connected throughout the city. Plan goals include:

- Connectivity – Seamless bicycle connectivity to major destinations throughout the city.
- Safety and Comfort – Safe and comfortable riding for people of all ages and abilities.
- Community – Creation of a robust active transportation community in San Mateo.
- Equity – Equitable infrastructure investments that prioritize underserved communities.
- Ridership – A significant mode shift from driving to bicycling and other forms of micromobility for trips around town.

The plan identifies a priority infrastructure network for citywide projects, emphasizing local, short trips to key destinations like schools and parks, connectivity within and between neighborhoods, and connections to transit. The Plan also includes policy and programmatic recommendations that support proposed network infrastructure as well as a prioritized project list, planning-level cost estimates, and a list of potential funding sources. The Bicycle Master Plan will be the primary resource when defining the bicycle facilities recommended for implementation as a part of TDM plans in the TDM Ordinance.

⁶ This *Code* section was repealed in 2019 per Ordinance 2019-13 § 1(a).



Pedestrian Master Plans

Citywide Pedestrian Master Plan (2012)

The Citywide Pedestrian Master Plan, adopted in 2012, is a blueprint for improving the pedestrian environment, securing funding for pedestrian safety and livable communities initiatives, and increase the number of walking trips in the City of San Mateo guided by the following six goals:

- Goal 1: Mobility – Increase and improve pedestrian access to employment centers, transit, community destinations and recreation across the City of San Mateo for all ages and abilities.
- Goal 2: Safety – Improve pedestrian safety through the design and maintenance of sidewalks, streets, intersections, and other roadway improvements such as signage and lighting, and landscaping; as well as best practice programs to enhance and improve the overall pedestrian safety.
- Goal 3: Infrastructure and Support Facilities – Maintain and improve the quality, operation and integrity of the pedestrian network infrastructure that allows for convenient and direct connections throughout San Mateo.
- Goal 4: Programs – Increase awareness of the value of pedestrian travel for commute and non-commute trips through encouragement, education, enforcement and evaluation programs that support walking.
- Goal 5: Equity – Improve pedestrian accessibility for all residents through equity in public engagement, service delivery and capital investments.
- Goal 6: Implementation – Implement the Pedestrian Plan over the next 20 years.

The plan and its recommended priority projects, design guidelines, and implementation strategies aim to increase the viability, safety, and comfort of pedestrian travel in the City of San Mateo in line with facilitating a mode shift away from automobile travel. The Pedestrian Master Plan, including the City's Pedestrian Design Guidelines (Appendix B of the Master Plan), will be the primary resource when defining the pedestrian facilities required as a part of TDM plans in the TDM Ordinance.

Supplemental guidance for transit-oriented neighborhoods in San Mateo is provided through the San Mateo Rail Transit-Oriented Development Pedestrian Access Plan (2022).

San Mateo Transit-Oriented Development Pedestrian Access Plan (2022)

The Transit-Oriented Development Pedestrian Access Plan, adopted in 2022, serves as a roadmap to enhance pedestrian safety and create comfortable walking routes to transit for all ages and abilities. The Plan focuses on improving conditions for people walking to, from, and around the three Caltrain stations (Downtown, Hillsdale, Hayward Park) and on El Camino Real. This plan provides a list of priority projects, a toolbox of measures to address common pedestrian issues,



and an implementation action plan for projects. The outcome of the plan is to help the City prioritize walking and transit use, improve safety and comfort for all ages and abilities, and reduce reliance on single-occupancy automobile travel surrounding high-quality transit stops. This plan serves as an important reference for future TDM implementation as TDM plans should incorporate the recommended projects and toolbox to enhance pedestrian facilities adjacent to new development within one-half mile of high-quality transit.

Sustainable Streets Plan (2015)

The Sustainable Streets Plan, published in 2015 but not formally adopted, provides guidance on how San Mateo could alter its transportation system over time to create more vibrant, sustainable, comfortable, safe, and economically productive streets. The plan outlines strategies the City could leverage the public rights-of-way to serve all users, present and future, and provides guidelines, policies and an implementation plan the City could use to support delivery of Sustainable Streets projects. This plan is rooted in the concepts of Complete Streets and Green Streets:

- Complete Streets – routinely planned, designed, operated, and maintained with the consideration of the needs and safety of all travelers along and across the entire public right-of-way, including people of all ages and abilities who are walking, driving, bicycling, using transit, traveling with mobility aids, or hauling freight.
- Green Streets – incorporate environmental features like trees, rain gardens, and infiltration planters to slow the course of runoff and filter it naturally before it reaches major waterways and sensitive plant and animal life.

The plan's Vision, Policies, and Objectives provide a sample framework which could serve as a reference for updating the City's General Plan Circulation Element to achieve sustainable streets objectives. Recommended Sustainable Streets programs of relevance to a future TDM Ordinance include:

- A new development review process and fee based around transportation performance metrics, including VMT per capita, that are more in line with Plan goals;
- A citywide Transportation Demand Management Plan, requiring new development to include trip reduction programs and incentives;
- Efforts to institutionalize Sustainable Streets in City agencies; and
- Existing Program Revisions: Residential Parking Permit Program and Neighborhood Traffic Management Program.

The City is currently developing a Complete Streets Plan that will provide a plan to allocate roadway space and synthesize the findings from this and other plans listed above. This on-going planning effort will be coordinated with the TDM Ordinance where feasible.



Subarea Plans and Policies

The following plans guide development in the corresponding subareas of the City of San Mateo.

San Mateo Rail Corridor Transit-Oriented Development Plan (2005)

The City of San Mateo Rail Corridor Transit-Oriented Development Plan Implementation Chapter 7, Section G - Transportation Demand Management (TDM) establishes goals for the TOD area to help maximize opportunities for achieving transit-oriented goals and minimizing vehicle trips. The TDM framework includes:

- Establishment of a 25 percent corridor-wide trip reduction goal;
- Establishment of a Transportation Management Association with membership requirements;
- Requirement for single-occupant vehicle trip reduction goals for individual projects that will also be required to submit a trip reduction and parking plan as part of their development application;
- Definition of a range of TDM measures to achieve trip reduction goals; and
- Requirements for ongoing monitoring to ensure compliance, and the actions to be taken for non-compliance.

The Plan's Technical Appendix includes a detailed discussion of recommended TDM measures and how they can be implemented in the San Mateo Rail Corridor, which will be considered as a part of the TDM Ordinance.

City of San Mateo Hillsdale Station Area Plan (2011)

The City of San Mateo Hillsdale Station Area Plan (SAP), adopted in 2011, includes parking management strategies of import to the future TDM Ordinance. Namely, the plan proposes that Policy 7.19 of the Rail Corridor Plan be expanded to cover all new development in the Hillsdale SAP, thus requiring new development in the Hillsdale area to complete a Trip Reduction and Parking Management Plan. The policy encourages flexibility but recommends specific measures for inclusion in employer and residential TDM Plans to help ensure the success of complementary TDM measures and support the vehicle trip reduction goals of the Rail Corridor Plan.

Recommended measures include, but are not limited to, establishing preferential parking spaces for carpools, vanpools, and carshare vehicles, implementing parking pricing for residents (unbundled from rent) and employees if feasible, providing bicycle parking facilities for employees, visitors, and residents, reducing parking ratios, and sharing parking between adjacent commercial uses.

The plan also lists potential TMA TDM Measures which could be provided by the Rail Corridor TMA and provides supporting analysis estimating the reductions that could be achieved should



strategies be implemented. Annual vehicle trip monitoring reports for the TMA are available for 2015 through 2018 on the City's website.

City of San Mateo Downtown Area Plan (2009)

The City of San Mateo Downtown Area Plan, adopted in 2009, is grounded in eight goals, the eighth of which is to:

- *Support Sustainable Initiatives in Downtown* – Downtown projects and operations should support the City's sustainability efforts. Specific projects related to the use of Transportation Demand Management (TDM) measures pedestrian enhancements, use of public transit, support for high density development and high intensity uses (particularly in the vicinity of the Downtown Train Station) support this goal. City-wide sustainable initiatives shall be incorporated and shall be used in the implementation of Downtown Plan policies. Initiatives shall be incorporated and shall be used in the implementation of Downtown Specific Plan policies.

Chapter 4 - Downtown Plan Policies discusses the provision of parking in Downtown San Mateo, participation in TDM measures, and development of a Downtown Transportation Management Agency (TMA). The plan highlights several parking strategies including a provision for reduced parking requirements within a half-mile of the Downtown Transit Center on a case-by-case basis. The plan also requires that development projects anticipated to generate significant parking and traffic impacts in Downtown San Mateo to participate in TDM measures such as car/van pooling, car sharing, staggered work hours and transit use, as a condition of approval. Projects with smaller impacts are also encouraged to seek out opportunities to incorporate TDM measures. Lastly, the plan establishes a Downtown TMA to provide support and oversight of the Downtown residential and commercial transportation opportunities and enhance the use of public transit and/or bicycles while reducing the use of single-occupant vehicles.

Other Subarea Plans

The plans and policies listed below provide additional guidance on the multimodal transportation facility and sustainable design principals to incorporate into development in specific subareas of the City of San Mateo.

- *Bay Meadows Specific Plan Amendment (Phase II) (adopted 2005)*
- *El Camino Real Master Plan (from Belmont to Highway 92) (adopted 2001)*
- *Mariner's Island Specific Plan (adopted 1973, updated 1995)*
- *Shoreline Specific Plan (adopted 1971, updated 1990)*
- *Detroit Specific Plan (adopted 1984, updated 1990)*
- *North Central Community Based Transportation Plan (adopted 2011)*