

TRANSPORTATION DEMAND MANAGEMENT

Transportation Demand Management (TDM) refers to a collection of strategies to manage the demand for scarce parking and roadway capacity. It gives people incentives to choose alternatives to driving alone by making those alternatives more attractive and convenient.

TDM strategies are particularly appropriate for Glendale because they are one of the most cost-effective ways to allow new development in moderately dense areas without increasing traffic and parking demand.

Glendale has an existing TDM program which needs to be expanded. By investing in the following strengthened package of parking and transportation demand management strategies, the City can cost-effectively reduce parking demand in downtown (and the resulting traffic loads) by as much as 15%.

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6.1 PRINCIPLES

- ◆ Build on and strengthen Glendale's existing Transportation Demand Management programs and organization.
- ◆ Strengthen and clarify the relationship between the TMA, City of Glendale, and local businesses.
- ◆ Implement mandatory TDM requirements for both new and existing development to benefit all downtown employees and residents.
- ◆ Make the City of Glendale a model employer in TDM implementation to lead other employers and demonstrate success.

6.2 SUMMARY OF RECOMMENDATIONS

Recommendation 6.1

Adopt a new strengthened TDM Ordinance including mandatory TMA membership and TDM programs.

Recommendation 6.2

Require Beeline Universal Transit Passes to be provided to all downtown residents and employees as part of the new TDM Ordinance. Require MTA universal transit passes if feasible.

- a. Create a Universal Transit Pass Program for the Glendale Beeline by negotiating a deep bulk discount for both residents and employees.
- b. Require employers to provide Beeline passes to all new and existing downtown employees as part of TMA membership.
- c. Require provision of Beeline passes to all residents in new downtown developments as a condition of approval for new development, funded through condominium fees and rents.
- d. Negotiate with MTA for a deeper discount universal transit pass (deeper than currently exists) and depending on the outcome, require MTA passes to be provided to all downtown residents and employees as well.

Recommendation 6.3

Require parking cash-out for all employers as part of new TDM Ordinance:

- a. Begin an education and enforcement program on the existing state parking cash-out law.
- b. Adopt an expanded cash-out program in the new TDM Ordinance that applies to all downtown employers.
- c. Formalize an annual compliance monitoring program and enforcement mechanism for state and local cash-out requirements.

Recommendation 6.4

Revise development standards to include bicycle facility requirements as part of new TDM Ordinance.

Recommendation 6.5

Glendale should encourage establishment of a car-sharing service in Glendale with one or more shared vehicles located in the DSP area by converting part of the City fleet to a car-sharing program and/or subsidizing initial operations of the car-sharing provider.

Recommendation 6.6

Establish a centralized Downtown Transportation Resource Center managed by the Traffic and Transportation Administrator or new staff person.

Recommendation 6.7

Strengthen the existing Glendale Transportation Management Associates (TMA) and define roles and responsibilities between the TMA and the City.

Recommendation 6.8

Monitor effectiveness of TDM programs and implement new measures as needed.

6.3 DISCUSSION OF RECOMMENDATIONS

TDM policies can be a more cost-effective way to increase the efficiency of the transportation system than costly supply-side methods, such as expanding roadway and parking capacity. In addition to financial savings, TDM programs can have other positive benefits when compared to supply-side strategies, including reduced traffic congestion and air pollution, increased safety, improved public health, and better urban design.

TDM...can be used to manage the transportation system better, getting more bang for the buck, increasing mobility, and reducing pollution. [TDM] offers planners another lever that can be used to mitigate the negative consequences of development, most particularly increased traffic congestion and air pollution, while perhaps also encouraging additional development to occur through the avoidance of traffic gridlock, if [...] implemented properly.¹

The cost to construct new parking garages in downtown Glendale can be expected to be approximately \$44,000 per space gained, resulting in a total cost to build, operate and maintain new spaces of approximately \$265 per month per space, every month for the expected 35 year lifetime of the typical garage (see Appendix 5C for an explanation of these figures). These costs are far more than can be generated with current parking rates. These negative economics for parking garages lead to a simple principle: it can often be cheaper to reduce parking demand by switching auto trips to carpooling, transit, and other modes than to construct new parking.

As shown in Chapter 1, downtown residents already have lower drive alone rates than residents who live elsewhere in Glendale (70% compared to 75%) and commute by bike and on foot at twice the rate of employees commuting to other areas of Glendale. With a focused, coordinated TDM effort with direct financial incentives to downtown employees and residents, the growth in auto trips to and through downtown can be curtailed while new development occurs.

Therefore, Glendale's Downtown Transportation and Parking Management District should invest a portion of parking revenues (and other fees, grants, and/or transportation funds, when available) to establish a full menu of transportation programs to benefit all downtown residents and employers. (See Chapter 5 for details on Downtown Transportation and Parking Management District.)

¹ Ferguson, Erik. *Transportation Demand Management*. Planning Advisory Service Report 477. American Planning Association (1998), page 3.

Existing TDM Policy Framework

Glendale adopted a TDM ordinance in March 1993. The “Trip Reduction and Travel Demand Measures Ordinance” is applicable to new non-residential development of 25,000 square feet or greater and was passed as part of the county-required Congestion Management Program. The stated purpose of this ordinance is to “minimize the number of peak period vehicle trips, promote use of alternative transportation, and improve air quality.” Key requirements are listed below:

- ◆ Developments greater than 25,000 square feet: Display and distribution of transit, rideshare, and bicycling information to employees.
- ◆ Developments greater than 50,000 square feet: Dedication of preferential parking spaces for carpools and secure bicycle parking.
- ◆ Developments greater than 100,000 square feet: Designated carpool loading areas, pedestrian and bicycle connections, and transit facility improvements as needed.

Most project approvals have not been conditioned on meeting these requirements, however, and the TMA does not have any real power of monitoring and enforcement. Therefore, enforcement of this ordinance has been poor. Furthermore, in order to achieve the goals laid out in the DSP of a compact walkable downtown that is not plagued with traffic, the City must substantially strengthen its TDM Ordinance to include real financial incentives to take alternative modes, and strong monitoring and enforcement mechanisms to ensure compliance.

Best Practices: Models for Glendale to Consider

The consultant team looked at two existing TDM programs that could serve as viable models for Glendale to follow. They are examples of effective TDM programs as well as models of successful TMA-municipal partnerships. The two programs are:

Burbank has a mandatory trip-reduction program for all downtown employers with over 25 employees and requires membership in the non-profit **Burbank Transportation Management Organization (BTMO)**. As a neighboring peer that struggles with many of the same traffic problems that Glendale does, Burbank is a great model for Glendale to follow. Furthermore, City of Glendale and Glendale TMA staff are already familiar with the Burbank TMO and have admired its effectiveness, particularly the strength, success, and functionality of the partnership that exists between the City, the TMO, and the business community.

Portland, Oregon's Lloyd District Transportation Management Association (LDTMA). The Lloyd District is a shopping district located near downtown Portland. Widely recognized as a national example of success, the LDTMA has achieved significant results in reducing drive-alone rates and decreasing traffic congestion. It was created by interested businesses, has voluntary membership and mode split goals. Similar to Burbank, it was also highlighted in discussions with City and TMA staff as a good example for Glendale to follow.

Though wholly different in structure and requirements, both programs have achieved impressive results. The keys to success are:

- ◆ Clear roles, lines of authority, and performance standards
- ◆ Commitment of the membership
- ◆ Mandatory TDM programs requirements
- ◆ A stable, dedicated funding source
- ◆ Systems for evaluation and accountability

These two programs are thoroughly outlined in the case studies beginning on page 6-7.

Burbank Transportation Management Organization

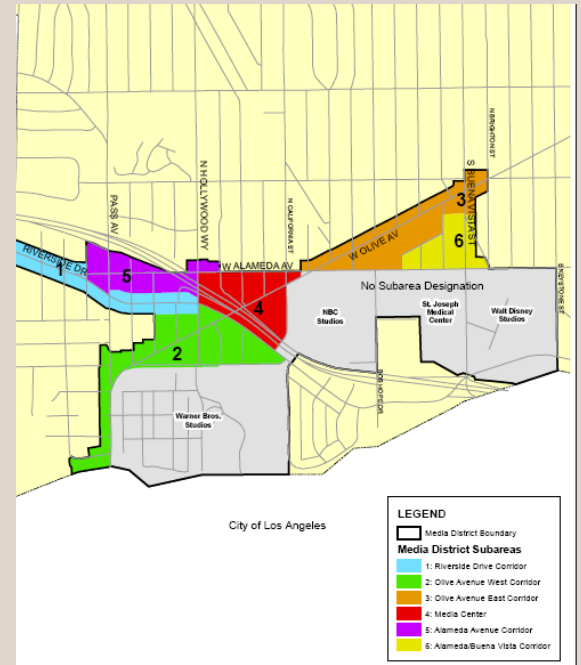
The Burbank TMO was created to help employers meet traffic reduction requirements passed by the City of Burbank as part of the Specific Plans for the Media District and Downtown.¹ All new and existing employers in these two geographical areas with 25 or more employees are required to reduce their PM peak-hour trips (4-6 pm) by 38% by 2010.² All employers subject to these requirements are required to join the Burbank TMO, to do an annual employee transportation survey, and to have a trained on-site transportation coordinator to implement their trip reduction strategies. No specific TDM strategies are required by the City, unless trip reduction goals are not met. As a whole, employers in both geographic areas have met the program goals every year since the program's inception.

The Burbank TMO is funded exclusively through member dues. Each employer pays \$18/employee annually.

Role of the City

Staff attributed the overall success of the TMO to one primary factor: a healthy functioning partnership between the City, the TMO, and the private sector. The City of Burbank is not a member of the TMO (nor is it on the TMO's Board) and has no direct relationship with the member employers in creating their TDM programs, unless trip reduction goals are not met. Clearly defined roles and responsibilities have helped to avoid confusion and misunderstanding and keep communication open. This has resulted in a supportive, mutually trustful atmosphere and an effective program.³ The partnership is as follows:

- ◆ The public sector (City) is the enforcement arm. They are in charge of calculating, monitoring, and enforcing trip reduction requirements. The City also plays a critical role in enforcing membership in the TMA. City staff reported that it does require a constant effort to keep all the employers participating, in particular smaller employers who have more difficulty meeting the trip reduction requirements.⁴
- ◆ The private sector partners (employers) choose the trip reduction strategies that will enable them to meet the requirements. They create the TMO, determine its structure, governance, budget and work plan, and pay dues and other mitigation fees.
- ◆ The nonprofit sector (TMO) creates the programming, facilitates the communications between the public and private sectors, and assists the private sector in addressing the policy and meeting the requirements. The Burbank TMO bills itself as a service organization to its members. It prides itself on good customer service, the breadth of services offered and the close relationship with its partners.



ABOVE: Map of Burbank Media District from Burbank's General Plan."

1 The Burbank Media District Specific Plan, adopted January 8, 1991. The Burbank Center Plan, adopted in 1998.

2 Any new development with 25 or more employees or 25,000 office equivalent gross square feet or more are subject to the same requirements. Any existing firms located on the property of firms employing 25 or more employees are also subject to requirements. New developments must meet the trip reduction percentage that has been achieved by all existing employers as of its date of occupancy, and must continue to reduce trips with existing employers to meet the 38% reduction goal by 2010.

3 Email correspondence with JJ Weston, August 30, 2006.

4 Normally, letters and informal reminders suffice to encourage participation, however, the existence of strict penalties, like a misdemeanor citation ensure compliance.

Burbank TMO (continued)

Key Lessons

- ◆ **Focus on goals rather than means.** This focus allows each partner to have the freedom to do its part in whatever way works best to achieve the necessary trip reduction.
- ◆ **Functioning partnership between critical parties.**
- ◆ **Local, market-driven program.** The ability of the employers to choose the strategies that work best for them, enabling their TDM programs to be local, tailored, site-specific, and market driven.
- ◆ **Mandatory trip-reduction requirements established by ordinance.** (It should be noted that state law has since made mandatory trip reduction requirements illegal.⁵ Burbank has exemption from this law. Therefore this specific TDM tool is not currently available to Glendale, but state law does allow dozens of other types of TDM measures either as general ordinances or as part of specific development agreements.)

Accompanying programs

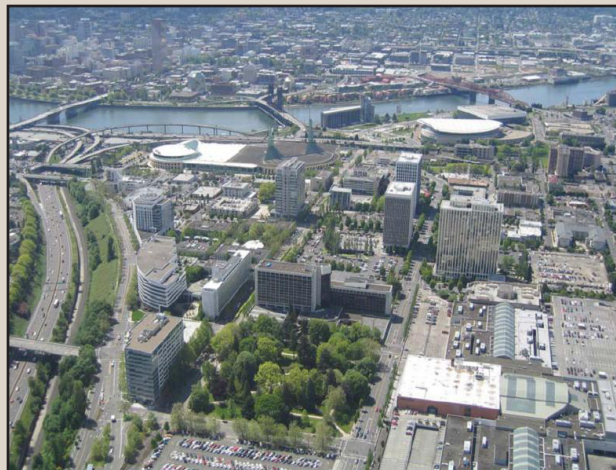
The *Media District Specific Plan* also called for establishment of a transportation mitigation fee levied on all new development and an Assessment District for existing development. The Assessment District was never implemented. The impact fee was established in 1994 and funds transit improvements, neighborhood protection programs, traffic calming, and street improvements including maintenance and capacity enhancements when needed. The fee ranges from \$2.50 to \$5.23 per office-equivalent square foot and may be changed by City Council via ordinance.⁶

5 SB437 (Lewis) was adopted by the California State Legislature in October, 1995, and is now enacted as Health and Safety Code Section 40717.9. SB437 declares that public agencies "shall not require an employer to implement an employee **trip reduction** program unless the program is expressly required by federal law..."

6 Primary sources for this section were: The Burbank Media District Specific Plan, adopted January 8, 1991; Interviews: JJ Weston, Burbank TMO Director, August 8, 2006; David Kriske, Burbank Community Development Department, August 8, 2006; Greg Hermann, Burbank Community Development Assistant Director, August 28, 2006.

Portland, Oregon (Lloyd District) Transportation Management Association¹

The Lloyd District is a shopping District across the River from downtown Portland. The Lloyd District Transportation Management Association (LDTMA) is a non-profit business association representing large and small employers in the Lloyd District. These businesses invest over \$1 million annually to commute trip reduction programs in the district. TMA programs include the Passport Annual Transit Pass, carpool matching services, and car-sharing. Part of the program's broader goal is to contribute to the City of Portland's development target of 17,000 new jobs and 4,000 new housing units, while minimizing the amount of traffic created by this new development.



ABOVE: Lloyd District, across the river from downtown Portland, OR.

Funding

Participating Lloyd TMA businesses pay no dues. Instead the association is funded through the following sources:

- ◆ A Business Improvement District (BID) that is a “fee/assessment” on property owners. The BID then provides membership to all businesses located in buildings paying the assessment. The BID generates 40% of the TMA's budget.
- ◆ Parking meter revenue which supplements the BID and is targeted toward programs that serve business and employee needs. This accounts for one-third of the budget.
- ◆ Commissions on the sales of transit passes. The TMA receives 3% on all transit passes sold to businesses through the TMA and/or its Transportation Store. In 2005, the TMA sold over \$1.2 million in transit passes, and therefore received about \$36,000 in commissions (comprising 16% of the TMA budget).
- ◆ A Business Energy Tax Credit passed from businesses to the District to fund additional improvements.²

Role of the City

There are two public sector agencies on the Board: the Portland Department of Transportation and Portland Development Commission. They chose to be ex-officio (non-voting) members to reduce conflicts between having to vote on decisions that are specific to the LDTMA mission and having to represent public interests that are larger than just the Lloyd District. Board membership still gives ex-officio Directors all rights of discussion, persuasion, and fiduciary responsibility in the oversight of the organization.

¹ Sources: www.lloydtma.com, accessed in September 2006; Lloyd TMA Annual Report 2006; Interview: Rick Williams, Lloyd TMA Representative, August 21-22, 2006.

² The state of Oregon has a Business Energy Tax Credit (BETC) for investments businesses make in employee transportation programs which result in measurable reductions in single occupancy vehicle (SOV) trips. Businesses can receive a 35% business income tax credit for investments in transit subsidy programs. The Lloyd TMA works with member businesses to transfer credits to the association. The TMA then packages the combined credits and sells them on the open market to companies in Oregon that have made profits (thus receiving a tax credit, much like air quality credits). Over the past three years, Lloyd TMA has averaged about \$200,000 a year in BETC credits. When a business transfers their BETC, they become a voting member of the “Transportation Opportunity Fund” which is a list of infrastructure improvements that the TMA then invests in (i.e., lighting, bus shelter improvements, transit trackers, streetscape art/amenities, pedestrian crossing improvements, etc.). All contributing members vote each year and infrastructure improvements are prioritized and funded annually. Essentially, businesses give their tax credits to the TMA, which subsequently uses them to provide additional transit, pedestrian and bike oriented infrastructure improvements throughout the district.

Portland, Oregon (Lloyd District) TMA

(continued)

Results

The Lloyd District has seen a remarkable decline in single occupancy vehicle (SOV) commute trips coupled with a rapid rise in bus and light rail use as shown in the Figure below. In the nine years since the baseline figures began in 1997,³ drive alone trips among *all* Lloyd District employees (including non-TMA employers) have fallen almost 29%. Meanwhile, transit ridership among *all* employees has increased more than 86% over the same period. Employees of TMA-member companies have demonstrated even more remarkable results: some TMA-member businesses have achieved a transit and bike mode share of nearly 65%, while the overall TMA-member business average is 39-40% transit mode share. Non-TMA employees range between 20-25% transit mode share. Over the last 9 years, TMA programs account for a reduction of four million peak-hour vehicle miles traveled. **In today's terms, this represents 1,008 vehicles per day removed from peak-hour traffic.**



ABOVE: Portland MAX Light Rail Red Line

2005 Employee Commute Choice Survey Results*

2005 SURVEY RESULTS		1997	2005	% Change
Commute Method	Total Trips	% of Trips	% of Trips	
Drive Alone	10,754	60%	42.7%	-28.9%
Carpool/Vanpool	2,766	16%	11.0%	-31.4%
Bus/MAX	9,849	21%	39.1%	86.2%
Bicycle	822	3%	3.3%	8.8%
Walk	567	2%	2.3%	12.5%
Telecommute	198	0%	0.8%	NA
Compressed Work Week	237	1%	0.9%	-5.9%
Total Weekly Trips	25,193	100%	100%	

* Source: Lloyd TMA Annual Report 2006, www.lloydtma.com, accessed in September 2006.

³ The TMA baseline figures set in 1997, representing approximately 5,000 employees, were established as a way to implement performance measures.

Portland, Oregon (Lloyd District) TMA

(continued)

The primary impetus behind this surge in riders is the Passport Annual Transit Pass Program. The Passport program allows every employee in the Lloyd District TMA unrestricted access to all Portland buses and light rail, free taxi rides home in cases of emergency, and ten cents off Starbucks coffee purchases. Businesses purchasing the program for their employees receive a business tax credit for the purchase and a discount on the price of the pass from TriMet. Passes are purchased at a discounted bulk rate of \$189 per employee whereas regular TriMet all-zone annual passes are \$792, a 76% discount.

The Passport program grew out of an agreement to eliminate parking. In return for agreeing to eliminate free commuter parking in the Lloyd District (i.e., monthly rates and meters) the business community was given special consideration for fares, which led to the development of the Passport Annual Pass program. In addition, the District was given revenue sharing from the meter district and signed an agreement to establish a maximum parking ratio on all new parking development of 2 stalls per 1,000 square feet (previously unregulated) which led to an agreement to provide new and enhanced transit service in the district. After the District achieved certain pre-established goals for ridership, mode split, and funding, it was able to join the existing downtown “Fareless Square” program, extending fare-free downtown zone to the Lloyd District.

It is notable that the transit mode share nearly doubled while carpooling and vanpooling declined, and bicycling and walking gained less significantly. The single most important factor driving the increase in transit ridership was the widespread provision of free transit passes to Lloyd District employees under the Passport Annual Transit Pass Program. For these employees, a \$792 per year transit pass suddenly became free. As described in the Universal Transit Pass section later in this chapter, these programs frequently result in a doubling or even tripling of transit commuting rates among those receiving free passes. By contrast, while the TMA and Lloyd District employers have marketing programs that encourage carpooling, vanpooling, walking and bicycling to work, and do offer some services and small benefits to these types of commuters, there is simply no financial incentive of equal power offered to commuters using these modes.

Key Lessons

The commute shift results that the LDTMA achieved make it clear that the key factor to success is the financial incentives facing the employee. In the Lloyd District, as can be seen in dozens of similar programs, employees shifted toward the commute mode that they were offered a substantial new financial incentive to use – toward transit, in the case of the Lloyd District. For the mode choices where financial incentives remained essentially the same, there was less change in behavior.

The four key reasons that the Lloyd District TMA structure has been successful are:

- ◆ **It is a free-standing organization with legal standing.** This gives the LDTMA the necessary autonomy and authority to carry out its programs successfully.
- ◆ **It has a clear mission and high investment of membership.**
- ◆ **There are clear standards and guidelines** for operating, policy development, and program delivery.
- ◆ **There are clear lines of authority** between Board, committees, and program delivery services.

Recommendation 6.1

Adopt a new strengthened TDM Ordinance including mandatory TMA membership and TDM programs.

6.3.1 NEW TDM ORDINANCE

Introduction

The new TDM Ordinance should have two primary components: mandatory membership in a Transportation Management Association and mandatory TDM programs. These two steps will give the City the necessary leverage, currently lacking, to compel downtown employers to do their part to reduce traffic downtown. Ultimately this will benefit all downtown stakeholders by ensuring the ongoing vitality and competitiveness of downtown Glendale.

Mandatory Membership in a Transportation Management Association

The first step the City of Glendale must take to create a strong, effective TDM program is to require membership in a Transportation Management organization such as the existing Glendale Transportation Management Associates (the current TMA is discussed in a later section of this chapter). This will provide ongoing funding and strength to a Glendale TMA, as well as give employers the tools they need to reduce trips in a meaningful way and meet the other requirements of the TDM ordinance. Notably, the existing Glendale TMA is currently the only voluntary TMA in Southern California.

Glendale should make membership in a TMA mandatory for all new and existing employers and new commercial development, regardless of size. Due to the similar circumstance and the notable successes of the Burbank TMO, Glendale should adopt similar membership requirements including: all member employers should be required to pay an annual fee, conduct an annual employee transportation survey, and have a trained on-site transportation coordinator to implement their TDM strategies.

The membership fees should be leveraged on either a per-employee or per-auto-trip basis. In the short term, Glendale could implement a per-employee fee to streamline immediate implementation (exact fee amount should be determined through further study – Burbank’s annual fee is \$18/employee). In the long term, a per-auto-trip fee would help achieve goals beyond merely programmatic funding by providing a financial incentive to employers to reduce trips, and would reward those employers who already have low auto trips to their workplace. In the latter approach, the City could also consider implementing a trip threshold, above which auto trip generation triggers the TDM requirements; this would further reward those developments that have very low auto use. In either case, employers would be required to submit employee transportation survey data which can be used for measuring success, monitoring, and enforcement.

TDM Requirements for New and Existing Development and Employers

Today, many California communities who seek to control traffic or want to revitalize their downtowns without increasing traffic choose to require mandatory transportation demand management actions, either as general ordinances or as part of specific development agreements. For example, Santa Monica requires employers to give cash payments to employees who do not drive; Menlo Park requires a cap on vehicle trips from some new developments; Mountain View has conditioned some new developments on the provision of free transit passes to employees; and Palo Alto requires bicycle facilities.

Glendale has a broad array of TDM measures it can require, all of which will help meet traffic reduction goals for downtown. (Mandating trip reductions specifically, as was done in Burbank when they initiated their TDM program, is a tool Glendale does not have at its disposal because this has since been prohibited by California law.²) To start, there are 3 primary TDM programs that Glendale should require at all new and existing development in downtown Glendale:

- ◆ Universal Transit Passes
- ◆ Parking Cash-out
- ◆ Bicycle Facility Requirements

These are each discussed in detail below. As Glendale's TDM program grows and matures, the City should monitor the effectiveness of these programs, expand those that are successful, and implement new measures as needed (as described more fully later in this chapter).

² SB437 (Lewis) was adopted by the California State Legislature in October, 1995, and is now enacted as Health and Safety Code Section 40717.9. SB437 declares that public agencies "shall not require an employer to implement an employee **trip reduction** program unless the program is expressly required by federal law..." SB437 was enacted specifically in response to the repeal of the 1990 Amendments to the federal Clean Air Act "employee trip reduction programs" defined in (now repealed), and does not mention the much broader term "transportation demand management." It applies only to this one specific technique, not to all types of transportation demand management. To emphasize this point, SB437 includes this statement: "Nothing in this section shall preclude a public agency from regulating indirect sources in any manner that is not specifically prohibited by this section, where otherwise authorized by law." The term "indirect source" is not defined in state law but is broadly defined in federal law to mean "a facility, building, structure, installation, real property, road, or highway which attracts, or may attract, mobile sources of pollution"

Recommendation 6.2

Require Beeline Universal Transit Passes to be provided to all downtown residents and employees as part of the new TDM Ordinance. Require MTA universal transit passes if feasible.

- a. **Create a Universal Transit Pass Program for the Glendale Beeline by negotiating a deep bulk discount for both residents and employees.**
- b. **Require employers to provide Beeline passes to all new and existing downtown employees as part of their TMA membership.**
- c. **Require provision of Beeline passes to all residents in new downtown developments as a condition of approval for new development, funded through condominium fees and rents.**
- d. **Negotiate with MTA for a deeper discount universal transit pass (deeper than currently exists) and depending on the outcome, require MTA passes to be provided to all downtown residents and employees as well.**

Universal Transit Passes

The City of Glendale can increase transit ridership and reduce vehicle trips downtown by requiring employers and developments to provide free transit passes to all downtown residents and employees. This is the most basic form of financial incentive: making transit free for most of the regular users of downtown increases the likelihood that they will use it, especially if alternatives like driving continue to increase in cost. In recent years, growing numbers of cities and transit agencies have recognized the advantages of providing free transit passes and have teamed with universities, employers, or residential neighborhoods to implement “universal transit pass” programs.

Universal transit pass programs offer employers or residential developments the opportunity to purchase deeply discounted transit passes for their employees or residents on the condition that there is universal enrollment of all employees at a firm or all of the residences at an apartment complex. The principle of universal transit passes is similar to that of group insurance plans – transit agencies can offer deep bulk discounts when selling passes to a large group, with universal enrollment, on the basis that not all those offered the pass will actually use them regularly. Employers, schools, and developers, in turn, are willing to absorb the costs because it can lower other costs like parking construction. Overall, the program provides multiple benefits for all parties involved.

Benefits of Universal Transit Pass Programs

For transit riders:

- ◆ Free access to transit
- ◆ Rewards existing riders, attracts new ones
- ◆ For employees who drive, making existing transit free can effectively create convenient park-and-ride shuttles to existing under-used remote parking areas

For transit operators:

- ◆ Provides a stable source of income
- ◆ Increases transit ridership, helping to meet agency ridership goals
- ◆ Can help improve cost recovery, reduce agency subsidy, and/or fund service improvements

For downtown districts:

- ◆ Reduces traffic congestion and increases transit ridership
- ◆ Reduces *existing* parking demand: Santa Clara County’s (CA) Eco Pass program resulted in a 19% reduction in parking demand

- ◆ Reduces *unmet* parking demand: UCLA's BruinGo! program resulted in 1,300 fewer vehicle trips which in turn resulted in 1,331 fewer students on the wait list for parking permits (a 36% reduction)
- ◆ Reduces *future growth* in parking demand: University of Washington's U-Pass program helped avoid construction of 3,600 new spaces, saving \$100 million (since 1983 the university population has increased by 8,000 while the number of parking spaces has decreased)

For developers:

- ◆ Universal transit pass programs can benefit developers if implemented concurrently with reduced parking requirements, which consequently lower construction costs
- ◆ Providing free cost transit passes for large developments provides an amenity that can help attract renters or home buyers as part of lifestyle-oriented marketing campaign appealing to those seeking a "downtown lifestyle"

For employees/employers:

- ◆ Reduces demand for parking on-site
- ◆ Provides a tax-advantaged transportation benefit that can help recruit and retain employees

As Figure 6-1 illustrates, free transit passes are usually an extremely effective means to reduce the number of car trips in an area; reductions in car mode share of 4% to 22% have been documented, with an average reduction of 11%. By removing any financial cost barrier to using transit and some of the inconvenience, including the need to search for spare change for each trip, people become much more likely to take transit to work or for non-work trips.



ABOVE: Requiring downtown development to provide universal transit passes to all employees and residents will increase ridership on the Bee-line and gets cars off the road.

Figure 6-1 Mode Shifts Achieved With Free Transit Passes

Location	Drive to work		Transit to work	
	Before	After	Before	After
Municipalities				
Santa Clara (VTA) ^a	76%	60%	11%	27%
Bellevue, Washington ^b	81%	57%	13%	18%
Universities				
UCLA (faculty and staff) ^c	46%	42%	8%	13%
Univ. of Washington, Seattle ^d	33%	24%	21%	36%
Univ. of British Columbia ^e	68%	57%	26%	38%
Univ. of Wisconsin, Milwaukee ^f	54%	41%	12%	26%
Colorado Univ. Boulder (students) ^g	43%	33%	4%	7%

a Santa Clara Valley Transportation Authority, 1997.^b 1990 to 2000; www.commuterchallenge.org/cc/newsmar01_flexpass.html.

b White et. al. "Impacts of an Employer-Based Transit Pass Program: The Go Pass in Ann Arbor, Michigan."

c Jeffrey Brown, et. al. "Fare-Free Public Transit at Universities." *Journal of Planning Education and Research* 23: 69-82, 2003.

d 1989 to 2002, weighted average of students, faculty, and staff; From Will Toor, et. al. *Transportation and Sustainable Campus Communities*, 2004.

e 2002 to 2003, the effect one year after U-Pass implementation; From Wu et. al, "Transportation Demand Management: UBC's U-Pass – a Case Study", April 2004.

f Mode shift one year after implementation in 1994; James Meyer et. al., "An Analysis of the Usage, Impacts and Benefits of an Innovative Transit Pass Program", January 14, 1998.

g Six years after program implementation; Francois Poinsatte et. al. "Finding a New Way Campus Transportation for the 21st Century", April, 1999.

A Cost-effective Transportation Investment

Many cities and institutions have found that trying to provide additional parking spaces costs much more than reducing parking demand by simply providing everyone with a free transit pass. For example, a study of UCLA's universal transit pass program found that a new parking space costs more than 3 times as much as a free transit pass (\$223/month versus \$71/month).

In addition, on-street parking spaces formerly taken by commuters' autos free up more spaces for short-term parkers. This can provide additional parking revenue to pay for improvements in the Downtown Transportation and Parking Management District. For example, the same study of UCLA's universal transit pass program mentioned above found that an hourly space on-campus generates 30% more revenue than a monthly space if used 50% of the time and 149% more revenue than a monthly space if used 100% of the time.

Other "Universal Transit Pass" Programs

The term Universal Transit Pass has been used to refer to a broad range of transit programs. It is sometimes used to refer to regional pass programs, such as Metro's EZ Pass program in the Los Angeles region, which allows transit riders to purchase a monthly pass that is good for passage on several different transit systems. It is also occasionally used to refer to electronic universal fare cards, such as the Translink program (under development for the San Francisco Bay Area) or the Transit Access Pass Program (currently being tested by LA MTA), which acts as an "electronic purse," deducting fares for many different transit systems as the rider uses each system. The programs described here (offering deeply discounted transit passes to employers or residential developments in exchange for universal enrollment) should not be confused with these other programs. For more information on the distinctions between these programs, see the "Additional Studies Needed" section of Chapter 8



Case Studies

Eco-Pass Program in Boulder, CO

An excellent example of a universal transit pass is the Eco-Pass program in downtown Boulder, which provides free transit on Denver's Regional Transportation District (RTD) light rail and buses to more than 8,300 employees, employed by 1,200 different businesses in downtown Boulder. To fund this program, Boulder's downtown parking benefit district, managed under the Central Area General Improvement District (CAGID),³ pays a flat fee for each employee who is enrolled in the program, regardless of whether the employee actually rides transit. Because every single employee in the downtown is enrolled in the program, the Regional Transportation District (RTD) provides the transit passes at a deep bulk discount.

Figure 6-2 shows the rates that the RTD offers to downtown Boulder businesses to buy employees passes. The cost per employee per year varies from \$86 to \$118, which is only 6% to 8% of the cost of an equivalent annual ValuPass (\$1,485 per year). Since CAGID has a special contract with RTD and encompasses more than 2,000 employees, all employers therein are treated as a single entity and passes are purchased at the rate of \$83 per person. Other downtown employers outside CAGID boundaries purchase passes at the rates below.

Six years after the program implementation the Eco-Pass has reduced the drive-to-work mode share by 10%. The Eco-Pass program alone has also reduced commuter parking demand by 850 spaces, according to Boulder's Downtown Management Commission.

This program also extends to residential development. Both residential building managers and entire neighborhoods (even typical single-family areas) can purchase Eco-Passes for their residents. In the latter, neighborhood volunteers collect contributions on an annual basis, and once the minimum financial threshold is met, everyone living in the neighborhood is eligible for the transit pass. Alternatively, a neighborhood can elect to increase property taxes to purchase neighborhood-wide Eco-Passes.

³ The Central Area General Improvement District (CAGID) is a special district which was established in the 1970s. The Board of CAGID, which makes the final decisions on issues such as new parking construction, is comprised of the City Council. However, considerable power over decisions such as parking charges is held by the Downtown Management Commission (DMC), which is made up of local businesses and property owners, although its actions are subject to City Council review.

Figure 6-2 Boulder 2006 Eco-Pass Pricing

Employees	Contract Minimum Per Year	Per Employee/Per Year				
		1-24 Employees	25-249 Employees	250-999 Employees	1,000-1,999 Employees	2,000+ Employees
1-10	\$1,188					
11-20	\$2,376	\$118	\$106	\$97	\$90	\$86
21+	\$3,564					

King County, WA FlexPass Program

A King County Metro FlexPass costs \$65 per year per employee for employers compared to the normal annual cost of \$396-\$1,584. The King County Metro, WA, notes that in downtown Bellevue, FlexPass is responsible in part for a 24% drop in drive alone commutes from 1990 to 2000 (81% to 57%).

Sillicon Valley’s Eco Pass Program

Santa Clara Valley Transportation Authority (VTA) provides both employee and residential Eco Passes. The cost per pass varies depending on size of the company or residential area and proximity to high-quality transit service. Figure 6-3 shows the variable rates. The cost per annual Eco Pass varies between \$7.50 and \$120, which is only 0.6% and 9%, respectively, of an Adult Express Pass (\$1,348 per year), which is comparable to an Eco Pass. The result has been a 19% decrease in parking demand at employers participating in the program.

Figure 6-3 Company Location/Service Level

	1 – 99 Employees	100 – 2,999 Employees	3,000-14,999 Employees	15,000 + Employees
Downtown San Jose	\$120	\$90	\$60	\$30
Areas served by bus & light rail	\$90	\$60	\$30	\$15
Areas served by bus only	\$60	\$30	\$15	\$7.50

Implementation Details for Universal Transit Pass Program in Glendale

These case studies provide models for the implementation of a Universal Transit Pass Program in Glendale. The program will take time to implement fully, and will include the following key steps.

The first step is to negotiate the cost for residential and employee universal transit passes on the Beeline. For the Beeline, the important thing is to create a price structure for the

universal transit pass that is at least revenue neutral. Since the mode share for the Beeline is low, the price for the passes can be quite low and should still create revenue for the Beeline. (If huge jumps in transit ridership occur as a result of the program, the pass price can be revisited. In fact, if this “problem” did in fact occur, it would probably create more benefits than downsides.) This negotiation can be led by a TMA and/or the Glendale Traffic and Transportation Division staff (perhaps the new Downtown Mobility Coordinator, a new recommended position under the Traffic and Transportation Division, described in Chapter 5).

This negotiation should be a top priority in Glendale’s implementation of the *Downtown Mobility Study* recommendations, as other requirements hinge on negotiation of a bulk price.

The second key step is to require provision of Universal Transit Passes to all residents and employees in the DSP area as part of the new TDM Ordinance. This requirement can only go into effect *after* a bulk rate is negotiated with the Beeline. If the Ordinance passes before the price structure is determined, the Ordinance should include a clause to that effect. Implementation details such as how this requirement is enforced and how the passes should be paid for, vary for each type of development as described below.

Downtown Residents. All new multi-family residential developments should be required to provide universal transit passes to all residents as a condition of approval. For ownership units, on-going funding for this expense could be provided through:

- ◆ Condominium association dues;
- ◆ Homeowner’s association dues; and/or
- ◆ Neighborhoods (as described in Boulder and Santa Clara examples above).

For rental units, the property owner or manager could be responsible, who could in turn collect money for the passes through rents. There are currently very few residents in the DSP, so implementation of this program should focus on new residents.

Downtown Employees. Administration of a universal transit pass program for all downtown employers could be managed by a TMA with compliance monitoring and enforcement handled by the City’s Traffic and Transportation Division. The transit pass program could be paid for through some combination of the following funding sources:

- ◆ Employers managed through partnership with a TMA.
- ◆ Grants from environmental, public health, and transit sources (grants usually fund pilot projects). For example, the new transportation bond passed in November 2006 will provide

substantial funding to LA MTA, some of which is flexible and could be used for such a program (see Chapter 7 on Funding and Financing for further details).

A summary of implementation details for each type of pass-recipient (owners, renters, existing employees, and new employees) is included in Figure 6-4.

Implementation details and division of responsibilities between City Departments and a TMA will have to be worked out as implementation of the *Downtown Mobility Study* proceeds.

Coordination with LA MTA

The way to maximize the effect of a universal transit pass program in terms of increasing transit ridership and decreasing traffic would be to offer a single free transit pass usable on any bus in Glendale, including MTA and Beeline buses. This is a long term vision, and will require a few steps to implement.

LA MTA currently offers a discount universal business transit pass program, the "B-TAP" (see sidebar for more details). In the short term, the City could require businesses to purchase B-TAP passes in addition to the Beeline passes.

However, the cost of the annual B-TAP pass is 15-31% of a regular annual pass which is much higher than most other universal transit pass programs (Boulder's and Santa Clara VTA's universal transit passes, discussed above, cost less than 10% of a regular annual pass). So, requiring purchase of B-TAP passes at current prices, especially on top of a Beeline pass, could be infeasible, both politically and financially.

Glendale could attempt to negotiate with MTA for a lower bulk purchase price for the business transit pass program. Since transit mode share in Glendale is currently only 6%, the price for the passes could be quite cheap and still result in new revenue for MTA. This negotiation could go hand-in-hand with the other MTA negotiations recommended in Chapter 4 (Transit Service) of this *Downtown Mobility Study*, including more fare coordination and universal farecard instruments. Ultimately, perhaps a single universal transit pass could be negotiated, which could be used on Beeline and MTA buses and could be purchased at a deep bulk discount by downtown employers (and perhaps by residential developments as well). Notably, Metro is already investigating the possibility of including other LA-based transit agencies into its universal transit pass program (like their EZ Pass program which covers more than 20 transit agencies throughout the Greater Los Angeles Region).

It is important to keep in mind that there does not necessarily have to be any connection between creating a universal transit

LA MTA Business Transit Pass Program

B-TAP (Business Transit Pass) was designed exclusively for businesses wanting to offer annual transit passes as part of benefits packages. This pass is distributed to all full-time employees. However, the employer can get exemptions for vanpool riders and transit commuters who can not take Metro to work, but rely on another transit provider. Each business has the flexibility to choose how the passes are paid for, either by a full or partial subsidy or by allowing employees to pay the cost through payroll deductions. The cost of each employee pass is based on the service level of transit stopping within two blocks of each site. There are three levels of service:

- ◇ **High** (bus frequency of 20 minutes or less) with an annual cost of \$194 per employee. This equals 31% of the cost of a regular annual pass.
- ◇ **Medium** with an annual cost of \$138 per employee. This equals 22% of a regular annual pass.
- ◇ **Low** (only a few buses stopping per day) with an annual cost of \$92 per employee. This equals 15% of the cost of a regular annual pass.

In addition, the fee is prorated for new employees or for a company who does not join in the beginning of the year.

The B-TAP program was introduced in August 2005, but was not marketed until November 2005. There are currently 25 B-TAP members, varying in size from a few employees to 220 employees (June, 2006).



ABOVE: Expanding Glendale’s Universal Transit Pass program to include MTA buses as well would allow all downtown residents and employees to board any bus in downtown, including MTA Local (bottom photo) and Rapid buses (top photo).

pass program for the Glendale Beeline, and requiring employers to sign up for the MTA Business Transit Pass program. It will be important for Glendale to move ahead with the Beeline universal transit pass program regardless of the status of negotiations with MTA. For more information, see the “Additional Studies” section of Chapter 8.

Summary: Universal Transit Passes

Implementing a universal transit pass program for the DSP area in Glendale could have significant benefits in both reducing traffic and increasing transit ridership. The key steps are:

- ◆ Require Beeline Universal Transit Passes to be provided to all downtown residents and employees as part of the new TDM Ordinance. (If a price has not been negotiated as of passage of the ordinance, include a clause that describes when the requirement will go into effect).
- ◆ Create a Universal Transit Pass Program for the Glendale Beeline by negotiating a deep bulk discount for both residents and employees. Key elements to emphasize are:
 - ◇ Universal coverage for all residents and employees, which allows lower per rider costs and a deeper discount to be offered by the participating transit agencies.
 - ◇ Automatic opt-in, which lowers sign-up barriers and encourages greater participation and transit ridership gains.
- ◆ Require employers to provide Beeline passes to all new and existing downtown employees as part of their TMA membership.
- ◆ Require provision of Beeline passes to all residents in new downtown developments as a condition of approval for new development, funded through condominium fees and rents.
- ◆ Plan for targeted service improvements to further encourage usage of the universal transit pass and/or to respond to increased ridership after the program is launched (See Chapter 4 for further recommendations on transit service improvements).
- ◆ If feasible, require MTA universal transit passes to be provided to all downtown residents and employees. First, negotiate with MTA for a deep discount universal transit pass (deeper than currently exists).

Figure 6-4 Summary of Universal Transit Pass Requirements

Development Type		Regulatory Mechanism	Programmatic/ Administrative Responsibility	Potential Funding Mechanisms	Compliance Monitoring/ Enforcement Responsibility
New Residents/ Residential Development ^a	Ownership Units	Condition of Approval/Proof of compliance prior to issuing occupancy permits/ CC&R ^b	Developer/ Homeowners Association contracts with TMA or City's Traffic and Transportation Division	Developer impact fees, and/or Homeowner's Association dues	City's Traffic and Transportation Division, with support from the Planning Department
	Rental Units	Condition of Approval		Developer impact fees, and/or property owner/ manager	
New Employees/ Commercial Development		Mandatory TMA membership as condition of approval: proof of compliance submitted with annual dues payment	TMA and/or City's Traffic and Transportation Division	Employers, TMA membership dues, assessment district	City's Traffic and Transportation Division, with support from the Planning Department
Existing Employees/ Commercial Development		Mandatory TMA membership via new TDM Ordinance: proof of compliance submitted with annual dues payment	TMA and/or City's Traffic and Transportation Division		

a Upon redevelopment, renovation, or expansion of existing development, TDM requirements for new development are triggered and applied as part of the entitlement process.

b "In contemporary practice in the USA, a covenant typically refers to restrictions set on contracts like deeds of sale. "Covenants, Conditions, and Restrictions," abbreviated "CC&Rs," is a common term for covenants attached to a contract of sale for a house, condominium, or cooperative, particularly in the tens of millions of American homes governed by a Homeowners' Association (HOA) or condominium association." Source: <http://en.wikipedia.org/wiki/Covenant>, accessed on November 9, 2006.

Recommendation 6.3

Require Parking cash-out for all employers as part of new TDM Ordinance:

- a. **Begin an education and enforcement program on the existing state parking cash-out law.**
- b. **Adopt an expanded cash-out program in the new TDM Ordinance that applies to all downtown employers.**
- c. **Formalize an annual compliance monitoring program and enforcement mechanism for state and local cash-out requirements.**

Parking Cash-out

Parking cash-out programs ensure that all employee commute modes are subsidized equally and create incentives for commuters to carpool, take transit, and bike or walk to work. Parking cash-out is a program by which employers who offer free or reduced price parking to their employees are required to offer an equal “transportation fringe benefit” to employees who use modes other than driving alone to get to work. These employees could use this money to purchase transit passes, cover carpooling expenses, or simply take the cash as additional take-home salary (if they walked to work for example).

Many employers in Glendale (including the City) provide free or reduced price parking (e.g. a subsidized price usually below lease costs and well below the full costs to build, operate, and maintain the parking) for their employees as a fringe benefit. Under a parking cash-out program, employers could:

- Subsidize all modes equally by continuing to offer subsidized parking on the condition that they offer the cash value of the parking subsidy to any employee who does not drive to work, ideally in one of the following two forms:
 - ✧ A transit/vanpool subsidy equal to the value of the parking subsidy (of which up to \$105 is tax-free for both employer and employee)
 - ✧ A taxable carpool/walk/bike subsidy equal to the value of the parking subsidy
- Discontinue all subsidies by charging employees market rates to park.

Employees who opted to cash out their parking subsidies would not be eligible to receive free parking from their employer, but could still drive to work sometimes if they paid the market-rate parking charges on those days when they drove.

Parking cash-out is already required under California’s existing “Parking Cash-Out” law for employers with 50 or more employees who lease their parking, but it is not enforced at the state level and thus is up to local jurisdictions to enforce the program (see Appendix 6A for a summary and full legal citation of the state’s parking cash-out law).

The administrative costs to employers of complying with state or local parking cash-out requirements are minimal. The actual out-of-pocket costs for employers can be minimal as well. If an employer complies with parking cash-out by eliminating parking subsidies for employees who drive, then they simply charge daily market-value rates (e.g. the current per-space lease rate) or daily cost-recovery rates (e.g. the cost to build, operate, and maintain the parking) with no monthly discount rate, which puts no ad-

ditional financial burden on the employer and in fact saves them the money they currently spend on employee parking. For those employers who wish to continue to provide a parking subsidy to their employees, parking cash-out requirements would simply require an equivalent subsidy be offered to all employees.

This latter option is more costly for employers in terms of out-of-pocket costs, but initial start-up costs could be reduced by using revenues from mandatory TMA membership dues (the per employee-based dues paid by employers to the TMA), City parking revenues, or other City or TMA funds. This cross-subsidy should only occur during a pre-defined and limited initial start-up period, at which point employers who choose to continue offering employees free parking at work would be responsible for providing an equivalent transportation benefit to employees who don't drive, or instituting employee parking fees to subsidize a general transportation fringe benefit for all employees.

Developers and employers are generally comfortable complying with rules that improve the quality of life and regional competitiveness of the jurisdiction they are considering doing business in, so long as: a) they are provided some certainty as to what the rules are, b) the regulations are equal and fair, and c) any revenues generated are used to improve the business environment. As cities such as Santa Monica and Los Angeles have already implemented or are in the process of implementing expanded parking cash-out programs, Glendale's competitiveness in the regional office market will not be significantly disadvantaged by implementing parking cash-out. In fact, most employers will prefer to locate in a jurisdiction that is being proactive in addressing traffic congestion problems and investing in commute alternatives for their employees because it increases their ability to attract and retain employees.

Benefits of Parking Cash-out

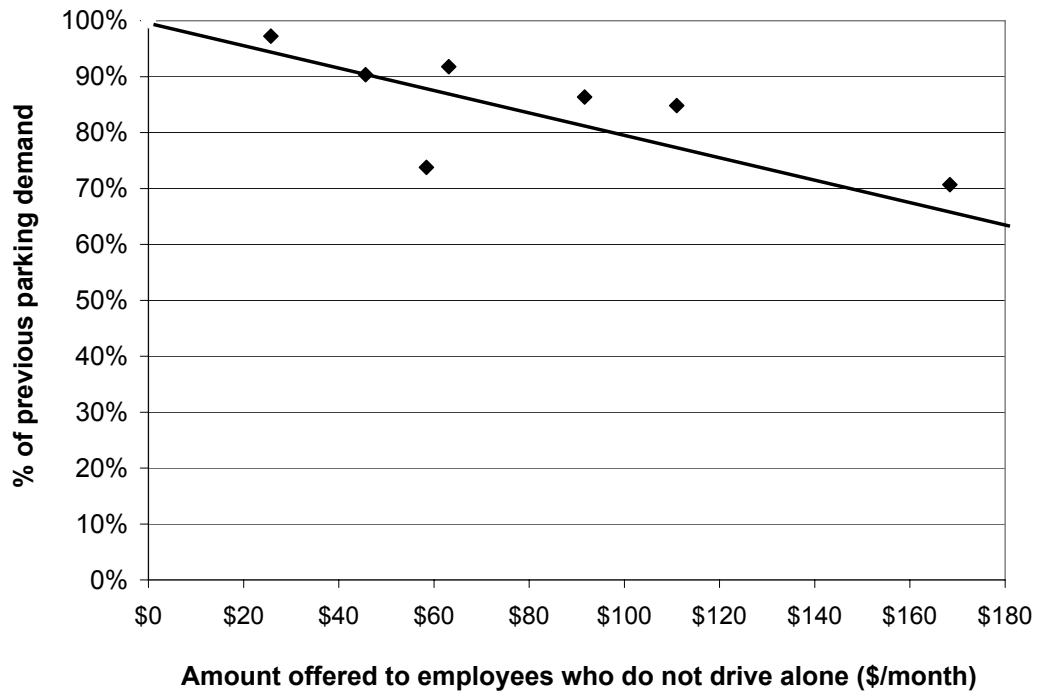
The benefits of parking cash-out are numerous, and include:

- ◆ Provides an equal transportation subsidy to employees who ride transit, carpool, vanpool, walk or bicycle to work. The benefit is particularly valuable to low-income employees, who are less likely to drive to work alone.
- ◆ Provides a low-cost fringe benefit that can help individual businesses recruit and retain employees.
- ◆ Employers report that parking cash-out requirements are simple to administer and enforce, typically requiring just one to two minutes per employee per month to administer.

In addition to these benefits, the primary benefit of parking cash-out programs for downtown as a whole is their proven effect on reducing auto congestion and parking demand. Figure 6-5 illus-

trates the effect of parking cash-out at seven different employers located in and around Los Angeles. It should be noted most of the case study employers are located in areas that do not have good access to transit service, so that a large part of the reduced parking demand that occurred with these parking cash-out programs resulted when former solo drivers began carpooling.

Figure 6-5 Effects of Parking Cash-out on Parking Demand*



* Source: Derived from Donald Shoup, "Evaluating the Effects of Parking Cash-Out: Eight Case Studies," 1997. Based on the cost in 2005 dollars.

Figure 6-6 outlines key research on commuter responsiveness to financial incentive programs implemented throughout the United States. The studies illustrate programs implemented in cities, colleges, and by individual employers, covering tens of thousands of employees and hundreds of firms. The findings show that, even in suburban locations with little or no transit, financial incentives can substantially reduce parking demand. On average, a financial incentive of \$70 per month reduced parking demand by over one-quarter. At the University of Washington, a financial incentive of just \$18 per month reduced parking demand by 24%.

Figure 6-6 Effect of Financial Incentives on Parking Demand

Location	Scope of Study	Financial Incentive per Month (1995 \$)	Decrease in Parking Demand
Group A: Areas with little public transportation			
Century City, CA ^a	3,500 employees at 100+ firms	\$81	15%
Cornell University, NY ^b	9,000 faculty and staff	\$34	26%
San Fernando Valley, CA ^c	1 large employer (850 employees)	\$37	30%
Bellevue, WA ^d	1 medium-size firm (430 employees)	\$54	39%
Costa Mesa, CA ^e	State Farm Insurance employees	\$37	22%
Average		\$49	26%
Group B: Areas with fair public transportation			
Los Angeles Civic Center ^f	10,000+ employees, several firms	\$125	36%
Mid-Wilshire Blvd, LA ^g	1 mid-sized firm	\$89	38%
Washington DC suburbs ^h	5,500 employees at 3 worksites	\$68	26%
Downtown Los Angeles ⁱ	5,000 employees at 118 firms	\$126	25%
Average		\$102	31%
Group C: Areas with good public transportation			
University of Washington ^j	50,000 faculty, staff and students	\$18	24%
Downtown Ottawa ^k	3500+ government staff	\$72	18%
Average		\$102	31%
Overall Average		\$67	27%

a Willson, Richard W. and Donald C. Shoup. "Parking Subsidies and Travel Choices: Assessing the Evidence." *Transportation*, 1990, Vol. 17b, 141-157 (p145).

b Cornell University Office of Transportation Services. "Summary of Transportation Demand Management Program." Unpublished, 1992.

c Willson (1990).

d United States Department of Transportation. "Proceedings of the Commuter Parking Symposium," USDOT Report No. DOT-T-91-14, 1990.

e *Employers Manage Transportation*. State Farm Insurance Company and Surface Transportation Policy Project, 1994.

f Willson (1990).

g Ibid.

h Miller, Gerald K. "The Impacts of Parking Prices on Commuter Travel," Metropolitan Washington Council of Governments, 1991.

i Shoup, Donald and Richard W. Wilson. "Employer-paid Parking: The Problem and Proposed Solutions," *Transportation Quarterly*, 1992, Vol. 46, No. 2, pp169-192 (p189).

j Williams, Michael E. and Kathleen L. Petrait. "U-PASS: A Model Transportation Management Program That Works," *Transportation Research Record*, 1994, No.1404, p73-81.

k Willson (1990).



ABOVE: High-rise office towers in Glendale are large trip generators in downtown Glendale and therefore are great candidates for implementation of parking cash-out.

Implementation Details for Parking Cash-Out in Glendale

State Parking Cash-Out Law

As a first step, Glendale should begin an education and enforcement program on the existing state parking cash-out law for downtown commercial employers. California’s existing “Parking Cash-Out” law applies to those employers with 50 or more employees who lease their parking. (Appendix 6A has more information on the state parking cash-out law). The two most likely avenues for the education program are:

- ◆ The Transportation Resource Center (see recommendation later in this chapter)
- ◆ TMA communications with its membership

Local Parking Cash-out Legislation

To achieve the full potential of parking cash-out, Glendale should adopt local legislation that extends the state parking cash-out requirements to all employers in the *Downtown Specific Plan* area who provide free or reduced price parking to their employees, including both those who own or lease their parking.

Such an ordinance would simply require that any downtown employers that provide subsidized parking to one or more of their employees must provide all their employees with the option to “cash out” their employee parking by taking the cash value or partial cash value of the parking subsidy. To establish the value of parking, the ordinance should define the market value of parking downtown using the most recent estimate of the cost to add additional parking spaces to downtown, including both the opportunity costs of land, and the cost to build, operate and maintain parking itself. As described earlier, for downtown Glendale this figure currently stands at approximately \$265 per month.

In order to protect residential neighborhoods adjacent to major downtown employers from potential parking spillover problems (caused by employees who may take the parking cash-out option but then drive to work and park on residential streets), the City should implement the recommendations for residential parking districts discussed in Chapter 5.

Local enforcement measures to ensure compliance

Several local jurisdictions have developed enforcement mechanisms to enforce parking cash-out requirements. For example, Santa Monica requires proof of compliance with the State’s parking cash-out law before issuing occupancy permits for new commercial development. (See Appendix 6B for a full explanation of Santa Monica’s parking cash-out enforcement mechanism and samples of their forms). Los Angeles is currently developing

a parking cash-out program including an ordinance that would allow the City Council to enforce parking cash-out, and revision of the 2007 City tax forms to gather employer-leased parking information through annual tax submittal.

Another enforcement mechanism available to Glendale would be to require employers to provide proof of compliance (via an affidavit signed by a company officer) at the same time that they receive/renew their business license or pay their annual business taxes. This method ensures that *all* employers are in compliance with parking cash-out requirements on an ongoing basis, rather than limiting proof of compliance to a one-time enforcement for employers occupying new or renovated commercial buildings.

Summary: Parking Cash-out Program

The parking cash-out recommendations for downtown Glendale are:

- ◆ Begin an education and enforcement program on the existing state parking cash-out law for all downtown commercial employers that the law applies to, as follows:
 - ✧ Education program can be run through the Transportation Resource Center (see recommendation later in this chapter) and through TMA communications with its membership.
 - ✧ Enforcement will be done by the Traffic and Transportation Division
- ◆ Consider passage of an expanded program that applies to all downtown employers via local ordinance.
- ◆ Formalize an annual compliance reporting, monitoring, and enforcement mechanism for state/local cash-out requirements, as other Southern California cities such as Santa Monica and Los Angeles have done.

Recommendation 6.4

Revise development standards to include bicycle facility requirements as part of new TDM Ordinance.

Bicycle Facility Requirements

Bicycling is an underutilized form of transportation in Glendale. Given its temperate climate and flat streets, the City has a lot of potential to raise the use of bicycling as a primary mode of transportation for both residents and employees. In fact, the *Bikeway Master Plan*,⁴ adopted in 1995, set a goal of 10% bike mode share. Currently the bike and walk mode share combined is only 6% for downtown residents.⁵

The *Bikeway Master Plan* called for investigating the usefulness of a revision of development standards to require provision of bicycle storage, showers, and lockers as part of their development agreements to meet the following adopted goals:

- ◆ Ensure the provision of an adequate and secure supply of bicycle parking facilities at likely destinations such as transportation centers, park-and-ride lots, public institutions and major community facilities, multi-family housing, and employment centers.
- ◆ Encourage the provision of showers, lockers, and other storage facilities at destinations where practical and economically feasible.
- ◆ Promote the use of bicycles for recreation, commuting, shopping and other purposes through education, enforcement, and incentive programs.

Glendale does have minimal bicycle requirements already in place. The TDM ordinance (March 1993) requires non-residential development to have varying levels of bicycle support facilities and/or educational information based on building square footage:

- ◆ 25,000 square feet or more: must have bicycle bulletin board with local and regional route and facility information.
- ◆ 50,000 square feet or more: must also have secure bicycle parking- 4 spaces for the first 50,000 sq. ft. and one spot per additional 50,000 sq. ft.
- ◆ 100,000 square feet or more: must also provide safe convenient access from the external circulation system to bicycle parking facilities on site.

While this is a good start and shows Glendale's commitment to increasing bicycle mode share, simply providing a bicycle bulletin board without real incentives and facilities that support bicycling will not encourage bicycle use sufficiently to meet DSP goals. For example, the requirements for a 50,000 square-foot building result in construction of 4 bike parking spaces per 200 auto parking spots. This does not support the goal of a 10% bike mode share as called for in the 1995 *Bikeway Master Plan*.⁶

⁴ *Bikeway Master Plan*, City of Glendale, December 1995.

⁵ 2000 US Census.

⁶ The first goal in the *Bikeway Master Plan* is: "Plan and provide a bicycle network in order to increase the modal share of bicycle travel to at least 10% over the next 20 years."

Implementation Details for Bicycle Facility Requirements in Glendale

Glendale should revise development standards to include bicycle facility requirements. Specifically, the following facilities should be required for the following types of development as a condition of approval:

- ◆ **New residential developments:** secure, well-lit, visible, indoor ground-floor or below-grade bicycle parking for residents, as well as secure bicycle parking for guests.
- ◆ **New non-residential development:** secure, well-lit, visible, indoor ground-floor or below-grade bicycle parking for employees, ground-floor or below-grade commuter change room with showers and lockers; secure bicycle parking for visitors; prohibit building restrictions on bringing bicycles into buildings.

Bike parking should be provided at a rate that accommodates a 10% mode share for the building according to adopted City policy. General guidelines for bicycle parking requirements, as established by the American Planning Association in their "Bicycle Facility Planning Report"⁷ include:

- ◆ Office and government building are recommended to provide 10% of the number of automobile spaces.
- ◆ Movie theaters, restaurants, and many other uses are recommended to provide 5-10% of the number of automobile spaces.

A few samples of existing bicycle parking requirements from peer cities across the country:

- ◆ Cambridge, MA: One space for every 10 automobile spaces for most uses. In multifamily residential buildings, one space or locker per unit must be provided.
- ◆ Santa Cruz, CA: For commercial, industrial, office, retail, service, two spaces + 15% of auto parking requirement.

Other bicycling-related development requirements can include parking cash-out or other subsidies for bicycling, showers, lockers, bicycle safety classes, TDM programs, performance measures and timelines. In conjunction with completing the citywide bike network, as called for in the 1995 plan, requiring all employers to provide bicycle parking, showers, lockers and incentives can increase bicycle mode share significantly and should be seriously considered as Glendale seeks to limit its peak-hour car trips and achieve its goals for downtown.

Summary: Bicycle Facility Requirements

As part of the new TDM Ordinance, Glendale should revise its development standards to include requirements for bicycle facilities and programs including some or all of the following:

- ◆ Bicycle parking to accommodate 10% mode share
- ◆ Subsidies for bicycling

⁷ American Planning Association, Planners Advisory Service Report 459.

- ◆ Showers & lockers
- ◆ Bicycle safety classes and other bicycle programs

Summary: New TDM Ordinance

Glendale's new TDM Ordinance should include the following provisions:

- ◆ Mandatory membership in a Transportation Management Association, like current TMA, for all new and existing employers and new commercial development. Membership requirements should include the following components:
 - ◇ Annual per-employee or per-auto-trip dues
 - ◇ Annual employee transportation survey
 - ◇ Trained on-site coordinator to implement trip reduction strategies
 - ◇ TDM programs (as described below)
- ◆ Mandatory provision of transportation demand management programs for all new and existing development, including universal transit passes, parking cash-out, and bicycle facility requirements (Figure 6-7 provides a summary of recommended requirements).
 - ◇ All TDM program requirements for commercial development and employers can be a part of their membership in a TMA. A TMA will provide programmatic support to help developers and employers provide TDM programs. Documentation of compliance can be submitted as part of their annual survey and dues payment. Documentation will be collected by a TMA, however ultimate enforcement of compliance will be the job of the City's Traffic and Transportation Division.
 - ◇ TDM program requirements for residential development will be managed by the City's Traffic and Transportation Division, with support from the Planning Department and a TMA. Fulfilling the requirements could be done by the developer, property manager, and/or homeowners association contracting with a TMA or done through the Traffic and Transportation Coordinator (who is the City's liaison with a TMA). Enforcement mechanisms include the permitting process (proof of compliance as a condition of approval, prior to issuing occupancy permits, and/or as a CC&R).⁸ The details of the relationship between the City's Traffic and Transportation Division, a TMA, and developers will have to be refined by the City as part of implementation.

⁸ "In contemporary practice in the USA, a covenant typically refers to restrictions set on contracts like deeds of sale. "Covenants, Conditions, and Restrictions," abbreviated "CC&Rs," is a common term for covenants attached to a contract of sale for a house, condominium, or cooperative, particularly in the tens of millions of American homes governed by a Homeowners' Association (HOA) or condominium association." Source: <http://en.wikipedia.org/wiki/Covenant>, accessed on November 9, 2006.

Figure 6-7 TDM Ordinance Summary

	Summary of TDM Ordinance Requirements for New and Existing Development
Commercial Development	Membership in a TMA Provide Universal Transit Passes to all employees (once bulk rate has been negotiated) Parking Cash-out Bicycle Facilities (for new development)
Residential Development	Universal Transit Passes for all new residential development, paid through HOA dues or rents (once bulk rate has been negotiated) Bicycle Facilities
Employers	Membership in a TMA Provide Universal Transit Passes to all employees Parking Cash-out

Recommendation 6.5

Glendale should encourage establishment of a car-sharing service in Glendale with one or more shared vehicles located in the DSP area by converting part of the City fleet to a car-sharing program and/or subsidizing initial operations of the car-sharing provider.

6.3.2 ESTABLISH A CAR-SHARING PROGRAM

Car-sharing is a hassle-free way to rent cars by the hour. Rather than being concentrated at a central location like a rental car company, car-sharing cars are dispersed throughout an urban area at convenient centralized locations, such as residential or commercial developments, civic buildings, or central parking facilities. Car-share operators use telephone and Internet-based reservation systems that are totally self-service. Members are charged hourly and sometimes mileage-based fees for their use and receive a single bill at the end of the month for all their usage. Special membership plans for businesses and organizations enable easy access for all employees, which can augment or replace fleet cars or use of personal vehicles for work trips. Car-sharing operators generally have a diverse fleet so that members have access to anything from a compact sedan to a pick-up truck.

Currently, there are over 30 car-sharing organizations in North America operating in 36 metropolitan areas.⁹ As of this writing, the two national car-sharing operators are FlexCar (www.flexcar.com; currently operating in the Los Angeles area) and ZipCar (www.zipcar.com).

Benefits of Car-sharing

Car-sharing can have environmental, economic, and social benefits for both the individual user and for the transportation system and community as a whole. For individuals it can provide cost savings, greater mobility, and convenience. For the community, car-sharing can reduce car ownership and vehicle travel, thereby reducing parking demand, supporting more compact development, and reducing emissions. Car-sharing fleets also tend to be low-emission and fuel-efficient which augments the environmental benefits of reduced driving. Some of these potential benefits are described more fully below.

Vehicle Ownership

Car-sharing has proven successful in reducing both household vehicle ownership and the percentage of employees who drive alone to work because of the need to have a car for errands during the workday. For residents, car-sharing reduces the need to own a vehicle, particularly a second or third car. Recent surveys have shown that 50% of car-share members are able to give up a vehicle after joining and that 70% of members are able to avoid buying a car by joining a car-share program.¹⁰ As a result, car-sharing can be an important tool to reduce parking demand.

⁹ FlexCar website, www.flexcar.com, accessed on January 8, 2007.

¹⁰ "Car-sharing: Where and How it Succeeds." Transit Cooperative Research Program Report 108, Transportation Research Board, 2005.

Car-sharing can also allow public agencies to reduce the size of their vehicle fleets. Often agencies maintain a fleet large enough to serve their base load and use a car-sharing provider for extra vehicles, rather than paying to maintain a fleet large enough to serve occasional peaks in demand. Flexcar reports that savings of 25% to 60% are typical for public agencies that replace all or some of their fleet with car-sharing vehicles.¹¹ For example, the National Highway Traffic Safety Administration Pacific Northwest Region opted to use Flexcar and get rid of a \$350/month fleet car, and its \$175 parking space. As a result, they saved over \$1,300 (84% of their former cost) in 3 months.

Travel Behavior

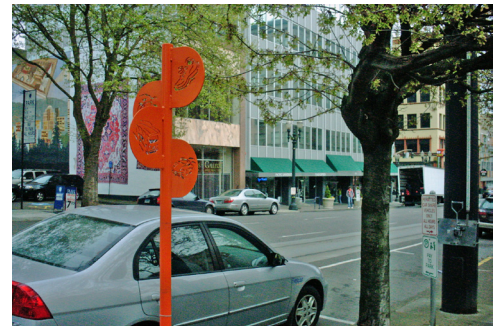
Car-sharing can greatly reduce both the number and length of vehicle trips because the variable cost of each trip is much higher. Unlike owning a car, where around 80% of the costs are sunk costs and therefore not perceived on a trip-by-trip basis, car-sharing makes almost all costs of driving visible for every trip. If you own a car, the only costs you consider when deciding whether to make a trip are gasoline and parking, and perhaps tolls. Car-sharing operators charge for miles driven and/or time used and these costs include all the costs of owning and maintaining that vehicle. Car-sharing can also reduce vehicle trips by reducing the need for employees to drive to work because they need their car for errands during the day. Study results vary considerably in the magnitude of change that car-sharing makes in vehicle trips, but all studies have shown a decline in vehicle miles traveled by car-sharing members.

Car-sharing makes the car no longer the default mode for all trips and therefore makes members weigh the benefits and costs of each mode of travel for every trip. A survey done in Philadelphia showed that members who previously owned vehicles, used transit, biked, and walked more after joining Philly Car-Share (see Figure 6-8 for their results).



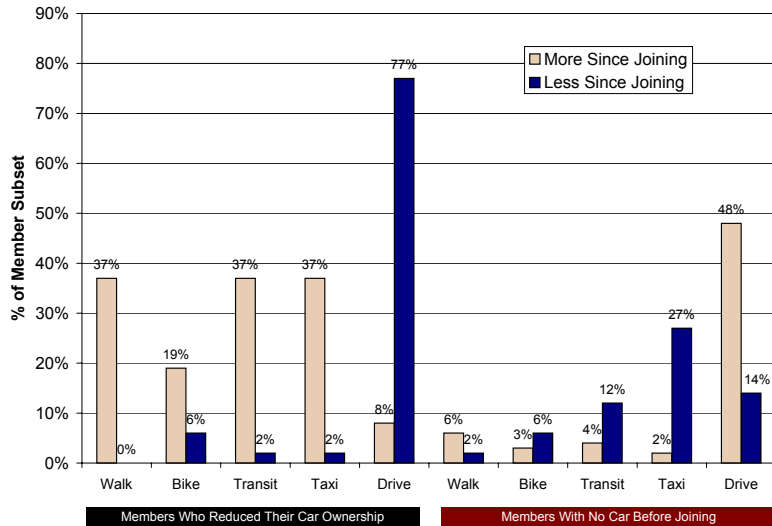
ABOVE: The City of Seattle, WA grants parking spaces for "car-sharing vehicles," but not for a specific company.

BELOW: Portland, OR installs high-profile orange poles at dedicated on-street carsharing spaces to promote their carsharing program.



¹¹ FlexCar website, www.flexcar.com/default.aspx?tabid=344, accessed on November 13, 2006.

Figure 6-8 Self-Reported Changes in Travel Behavior, Philly Car-Share Members



Car-sharing in Glendale

Car-sharing will enable more downtown commuters in Glendale to carpool, take transit, bike, or walk to work by ensuring that a shared car will be available for work trips when needed. In addition, an expanded program would enable existing and new downtown residents to reduce the number of private vehicles they own by ensuring that a shared car will be available for household trips when needed. Lastly, the City of Glendale currently has around 900 cars in their fleet, which are likely a substantial cost to the City. Contracting out existing fleet operations to a car-sharing provider can offer significant cost savings over existing fleet capital and maintenance costs.

With the pending and proposed development of several new mixed use housing units in downtown Glendale and the implementation of other TDM strategies recommended in this *Study* (such as requiring that employers offer the option to employees to cash-out parking at work), car-sharing becomes much more viable. If employee parking remains free with no cash-out program, then the prospects for successful car-sharing program will be considerably diminished.

Several cities, including the City of Berkeley and Portland (OR), have helped establish a car-sharing program in their communities and reduced their own fleet costs by contracting out some portion of their vehicle fleet to a car-sharing provider. In this arrangement, the City serves as an “anchor subscriber,” which increases the feasibility of entering a new market or expanding opportunities in an existing one for the car-sharing operator. This approach also creates the necessary scale at start-up so that more

vehicles can be made available to the public, especially on evening and weekend hours when usage by city employees is low.

Implementation Details for Car-sharing Program in Glendale

The City of Glendale should encourage the establishment of a car-sharing service in Glendale with one or more shared vehicle “pods” strategically located in the *Downtown Specific Plan* area. In order to help establish a car-sharing service in Glendale, the City should begin negotiations with an existing car-sharing provider and consider the following strategies:

- ◆ Recruit an existing car-sharing service provider to expand into the Glendale market.
- ◆ Replace some existing city-owned fleet vehicles with car-sharing vehicles; City Departments pay usage-based costs.
- ◆ Partially or fully subsidize operation costs for a specified term. Funding mechanisms include:
 - ◇ Using per-usage fees
 - ◇ Conversion savings
 - ◇ Direct City subsidy
 - ◇ Revenues from Downtown Transportation and Parking Management District or assessment district
- ◆ Require developers to pay into a car-share start-up fund (through impact fees on new development).
- ◆ Provide other incentives as appropriate, such as:
 - ◇ Offering convenient and visible spaces in downtown parking facilities to car-sharing providers for locating car-sharing “pods” (see photo from Portland on page 6-35).
 - ◇ Requiring developers of large downtown projects to offer car-sharing operators the right of first refusal for a limited number of parking spaces (such as one car share space per 100 private parking spaces).
 - ◇ Offering city employees discounted annual car-sharing memberships. If the City uses car-sharing for some or all of its fleet vehicles, City employees will have to be members of the car-sharing company to use them. Once this is established, the City could enable employees to also use car-share cars for personal trips as an employee “perk.” Many organizations who have “business” memberships with a car-share vendor offer this to employees because it is an easy way to enhance your employee benefit package. All it requires is for employees to indicate on their reservation that it is a personal trip and then it is just an accounting procedure to deduct this amount from employee paychecks.

Implementation of a universal transit pass (free transit pass for all downtown residents and employees) may also spur increased usage of the City’s existing vehicle fleet by existing city employees



ABOVE: BART, a rail system in the San Francisco Bay Area, provides valuable marketing assistance to help car-sharing to grow. Glendale could provide similar marketing help to a new car-sharing vendor.

(who begin taking transit but occasionally need a car for work trips). Therefore it is advisable that the City immediately begin negotiations with an existing car-sharing operator in order to be able to establish a car-sharing program concurrent with the launch of the recommended transit pass program.

6.3.3 TRANSPORTATION RESOURCE CENTER

The Downtown Transportation Resource Center would be a storefront office that provides personalized travel information, carpool matching, transit routes and schedules, marketing pre-tax transit passes, bicycle routes, and other transportation options. The Downtown Transportation Resource Center would first and foremost provide “one-stop shopping” for new and existing downtown employees and residents to get information on transportation options and services available to them.

Establishing a Transportation Resource Center that provides a wide array of individualized transportation resources to employees, residents, and visitors will be a key component to help Glendale reduce auto congestion in downtown. This kind of personalized transportation planning has shown significant results in shifting trips from driving alone to other modes. For example, one outreach pilot program in Alameda County (CA) called TravelChoice, is working with households on a one-to-one basis to help them learn about and analyze their range of travel choices and shift some of their daily trips away from single passenger automobile trips. TravelChoice staff contacts residents via phone or door-to-door visits. Preliminary results show that TravelChoice has decreased the number of single-passenger vehicle trips made by surveyed participants by 14%.¹²

Implementation Details for the Glendale Transportation Resource Center

The City Traffic and Transportation Division should establish the Transportation Resource Center in a storefront along Brand or in another high visibility location downtown. It could be in an existing City building, such as in shared space with the Central Public Library. Most importantly, it must be in a high-visibility, convenient location to ensure its use. The City’s Traffic and Transportation Division would manage the public interface working out of the Transportation Resource Center.

The Center could also house the Transportation and Parking Management District staff, and could take responsibility for administering and actively marketing all demand management programs. The TMA could also remain the administrator of most TDM programs depending on the arrangement reached between the City and the current TMA for implementation of the new TDM Ordinance. Parking operations and administration could be housed here as well.

¹² Transportation and Land Use Coalition, <http://transcoalition.org>, accessed on November 7, 2006. Funding for TravelChoice is provided by the Alameda County Congestion Management Agency, The Transportation Fund for Clean Air, AC Transit, BART, Alameda County’s Public Health Department, and the cities of Alameda and Oakland.

Recommendation 6.6

Establish a centralized Downtown Transportation Resource Center managed by the Traffic and Transportation Administrator or new staff person.

Recommendation 6.7

Strengthen the existing Glendale Transportation Management Associates (TMA) and define roles and responsibilities for the TMA and the City.

6.3.4 GLENDALE TRANSPORTATION MANAGEMENT ASSOCIATES

The City of Glendale already has an active transportation management association that operates several demand management programs. This association, known as the Glendale Transportation Management Associates Inc. (“TMA”) is a non-profit organization formed in 1989 by a number of businesses, building owners, developers, and downtown community organizations with the full support and participation of the City of Glendale. The TMA’s membership currently consists of approximately 17 major downtown employers and building owners in addition to the City of Glendale. The TMA’s activities are largely funded by membership dues (with the City itself being a major financial partner) and supplemented by grant funding.

In spite of being a well-established organization, there are many ways in which the Glendale TMA’s programs could be strengthened and its effectiveness improved. The TMA will be the primary partner of the City of Glendale in the implementation of the new TDM Ordinance. Therefore, strengthening the existing Glendale TMA and clarifying its relationship with the City is a crucial step in Glendale’s new TDM program.

A review of the current TMA organization, including interviews with TMA and City staff, identified the following needs:

- ◆ Measurable goals and expectations for the TMA and its programs that are agreed upon by all partners (City and TMA staff and board).
- ◆ A functioning, supportive, and trusting partnership between the TMA, the City, and Glendale employers consisting of a revitalized management structure with clear delineation of roles and responsibilities, stronger communication, and management protocols.
- ◆ The Board of the TMA should consist of key decision makers to ensure the commitment of the TMA and the major employers in downtown Glendale to the policies recommended in the *Downtown Mobility Study*.
- ◆ An enhanced TDM Ordinance requiring provision of TDM programs by Glendale businesses and development to employees and residents, and mandatory membership in the TMA.
- ◆ Evaluation, monitoring, and enforcement of these requirements by the City. Glendale must require and fund ongoing evaluation of existing and new TDM programs in order to expand effective programs and discontinue or change less successful programs.
- ◆ Stable, dedicated funding sources for TDM programs.

Implementation Details for Strengthening the TMA

Through an assessment of conditions in Glendale and an evaluation of other TMA structures – in particular the Burbank and Lloyd District examples (see Appendix 6C for a review of other TMAs) – the consultant team recommends the following actions to strengthen the TMA, clarify the relationship between the TMA and the City, and ensure the future success of Glendale’s TDM programs.

- ◆ Create a self-funding, independent TMA.
 - ◇ Better enforcement mechanisms, mandatory membership, dedicated, stable funding sources, as well as required participation of members in TDM programs should all help strengthen the existing TMA.
 - ◇ Membership dues, combined with grant opportunities should enable the TMA to be self-sustaining
- ◆ The City of Glendale must work with the TMA to evaluate their structure and to define the best way to fulfill the new TDM Ordinance.
- ◆ Establish clear goals, roles and responsibilities for the TMA and a strong system of accountability.
- ◆ The new TDM Ordinance shall allow the City to have a greater role if the independent TMA fails to meet goals.
- ◆ The City of Glendale should remain on the Board of the TMA, but should become an ex-officio board member when the City is no longer a major funding source. Similar to the LDTMA model, this means the City representative cannot vote, but does retain all rights of discussion, persuasion, and fiduciary responsibility in the oversight of the organization. This structure would recognize that the City (1) is a major downtown employer, (2) is a founding member, (3) has a successful TDM program than can serve as an example, but also (4) that they are the enforcement arm for employers in the TMA, and therefore should not be a full voting member in order to balance their responsibilities.
- ◆ The City of Glendale must remain involved as a member of the TMA because it is one of the major employers in downtown Glendale, unlike both the Lloyd District and Burbank models. The City should continue to seek to be a model employer for other TMA members.
- ◆ The City of Glendale must be the enforcement arm- in charge of enforcing membership requirements, dues payment, annual surveys, etc. There must be penalties for employers who do not comply. This enables the TMA to establish itself as a trusted partner with local businesses, a service organization they see as helping them meet their goals.

Recommendation 6.8
Monitor effectiveness of TDM programs and implement new measures as needed.

6.3.5 COORDINATION, MONITORING, COMPLIANCE, AND ENFORCEMENT

Implementation of these TDM recommendations will require participation of and close coordination between three city departments: the Public Works Department's Traffic and Transportation Division, the Planning Department, and the Redevelopment Agency, as well as the Glendale Transportation Management Associates.

As described in Chapter 5 (Parking Management), this study recommends that the City hire a new full-time Downtown Mobility Coordinator position to manage implementation, monitoring, and enforcement of all *Downtown Mobility Study* recommendations. The Downtown Mobility Coordinator will be accountable to the City Traffic and Transportation Administration and City Council for achieving transportation-related goals envisioned for downtown by this *Downtown Mobility Study*. In particular, this person will be in charge of implementation of parking recommendations and the above TDM recommendations.

Regardless of the status or timing of hiring a new Downtown Mobility Coordinator, the Traffic and Transportation Division staff will be in charge of coordination between the three City Departments and will be the primary liaison to TMA Board and staff and downtown merchants' and residents' groups. They will be responsible for monitoring effectiveness of all the TDM programs described here and will compile an annual report including: mode choice of employees and residents in downtown, and recommendations for funding priority (e.g. which programs should be expanded and which should be altered or discontinued).

As the City's liaison to the TMA, the Traffic and Transportation Division staff will be in charge of getting results from the annual employee transportation surveys from a TMA. In addition, they should administer a similar survey for residential development. They will then compile and analyze results for the annual report. Traffic and Transportation Division staff will also be in charge of monitoring compliance and enforcing the requirements of the new TDM Ordinance including TMA membership, dues payment, annual surveys, and TDM programs (as described in the first section of this chapter).

The responsibilities of City staff versus those of a TMA are outlined in Figure 6-9. These may change over time, especially as the existing Glendale TMA and City determine the most appropriate structure for the TMA and re-evaluate their relationship as described in the previous section.

Figure 6-9 Summary of Responsibilities of TMA and the City of Glendale

TDM Recommendation	City's Traffic and Transportation Division	TMA
TDM Ordinance: TMA Membership	Pass TDM Ordinance to require TDM programs and TMA membership.	Provide programmatic support to assist member businesses to meet requirements of TDM Ordinance.
	In the case of non-payment, the City will enforce fee requirement and levy a penalty if necessary.	Collect annual dues from member businesses.
	In the case of non-compliance, the City will enforce requirements.	Help businesses acquire and train an on-site transportation coordinator.
	Administer annual residential transportation survey for residential development.	Administer annual employee transportation survey to downtown Glendale employers.
	Compile an annual report based on compilation and analysis of results of downtown transportation surveys. Report will include: effectiveness of TDM programs, mode choice of employees and residents in downtown, and recommendations for future funding priority.	
TDM Ordinance: Universal Transit Passes	<i>TBD who has programmatic and administrative responsibility for negotiating the price and managing the purchase and distribution of universal transit passes (see Figure 6-5 for potential options).</i>	
	Responsible for compliance monitoring and enforcement of pass program with support from the Planning Department.	Provides resources to employers, may purchase passes in bulk for resale or distribution.
TDM Ordinance: Parking Cash-Out	Education on both local and state parking cash-out laws through Transportation Resource Center.	Educate member employers on both local and state parking cash-out laws. Provide programmatic support to members to implement parking cash-out.
	Develop new local parking cash-out program.	
	Formalize and administer an annual reporting, compliance monitoring, and enforcement mechanism for state and local cash-out requirements (with support of other City Departments depending on the enforcement mechanism).	
TDM Ordinance: Bicycle Facility Requirements	Enforce new bicycle facility requirements at new development (work with Planning Department to enforce as condition of approval).	Assist members to procure, install, and maintain bicycle facilities at their sites. Assist members to effectively promote bicycling to their employees.
Establish Car-sharing Program in Glendale	Lead City initiative to attract a car-sharing vendor to expand into the Glendale market. Coordinate with other City Departments as necessary.	Encourage members to join car-sharing program if/when established, provide programmatic support as needed.
	Once established, work with City Departments to replace some or all City fleet vehicles with car-sharing and manage City contract with car-share operator.	
Downtown Transportation Resource Center	Manage Downtown Transportation Resource Center. Administer and market TDM programs in coordination with the TMA.	Work with City on personalized transportation information and services offered through Center. Administer and market TDM programs pending agreement reached with City.
Strengthen TMA	Support TMA's application for new grant funds.	Apply for new grant funding opportunities.
	Evaluate TMA structure and define roles for implementation of new TDM Ordinance: establish clear goals, roles, and responsibilities for TMA.	

Boulder, Colorado

Boulder's downtown business district, having recovered from near-death in the 1970s, today comprises some 700 businesses and more than 7,500 employees. Faced with a shortage of parking for customers, the city developed a program that combines restrictions on downtown parking with aggressive demand management. These initiatives have been introduced through a special district – the Central Area General Improvement District (CAGID), which was established in the 1970s. The program was set up in conjunction with the design of the Pearl Street pedestrian mall. The intention was to provide parking on a district-wide basis on the periphery of the mall, avoiding the need to provide on-site parking for each business. It was seen as a tool for economic revitalization and promoting a good pedestrian environment, with the two going hand in hand.

Key characteristics include a desire to create a walkable, vibrant community, with a focus on a high quality of life. In addition, Boulder (at least at present) is dependent on bus transit to meet its public transportation needs. It should be noted that Boulder had very little transit at the time that CAGID was established; bus service improvements have arrived subsequently. The City of Boulder has a population of around 96,000 people.

CAGID's transportation demand management programs and incentives include:

- ◆ Analyzing most cost-effective mix of new parking or transportation alternatives
- ◆ Management and construction of all public parking downtown
- ◆ Provide a broad array of transportation demand management programs and incentives including the following commuter benefits:
 - ◇ Free universal transit pass (Eco-Pass)
 - ◇ Guaranteed Ride Home
 - ◇ Ride-matching services
 - ◇ Bicycle parking rentals

All of these programs are funded by a \$325,000/year budget, funded by \$1 million in meter revenue that is transferred to CAGID via a Parking Benefit District mechanism. Boulder's efforts are achieving results: carpooling increased from 35% in 1993 to 47% in 1997 and the Eco-Pass program (the free universal transit pass program) has reduced commuter parking demand by 850 spaces. Overall, Boulder has found that in many cases, it is cheaper to provide free transit and strong ridesharing programs to all downtown employees, than to provide them with parking. (Appendix 6D provides additional detail on Boulder's programs.)

CAGID also funds a successful Transportation Resource Center that implements a variety of transportation alternatives. The "Transportation Resource Center" is in a downtown storefront and its responsibilities include the following:

- ◆ Provide personalized advice and information on transit, bike, and pedestrian travel to downtown
- ◆ Provide personalized ride-matching services for employees
- ◆ Oversee regular marketing of transportation programs and incentives
- ◆ Coordinate events to highlight transportation choices (Bike-to-Work Day, etc.)
- ◆ Manage rentals of bike lockers throughout downtown
- ◆ Outreach to individual businesses to identify transportation needs of their employees and customers



ABOVE: Boulder's public shared parking garage wrapped in retail and office space.

BELOW The downtown pedestrian-oriented "Pearl Street Mall" has tripled in length in the past decade, largely as a result of the package of parking and TDM measures Boulder has implemented.

