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MEMORANDUM

To: Mike Nilsson
From: Bonnie Nelson, Linda Rhine, Todd Vogel
Date: September 26, 2008
Subject: Policy Considerations for an updated TDM Ordinance

Introduction

The purpose of this memorandum is to provide policy guidance to the City of Glendale with the goal of strengthening its existing Transportation Demand Management (TDM) Ordinance and the successful implementation of TDM measures by Transportation Management Associations/ Organizations (TMA/TMOs)¹ in the downtown area and citywide. The overall objective is to reduce traffic congestion and improve access by all modes through a series of incentives and programs focusing on people who work in Glendale as well as new residents in larger residential developments.

The memo includes the following sections:

- A review of the existing TDM Ordinance
- A review of current functionality of the Glendale TMA
- A peer review of other TMAs and TDM Ordinances that could serve as models and/or references for the City of Glendale
- A discussion of characteristics of successful TMAs
- Recommendations for ways to improve the Glendale TDM Ordinance, especially as a tool to strengthen the role of TMAs in the City of Glendale to reduce vehicle trips and improve mobility in downtown Glendale and citywide.
- Detailed information about the TMAs reviewed is included in Appendix A of this memo. A summary of TDM ordinances is included as Figure 1. A draft revised TDM Ordinance for the City of Glendale, based on this analysis, is included as Appendix B.

¹ TMA and TMO are interchangeable, though Transportation Management Association is most common.

Existing Conditions – Glendale TDM Ordinance

The City of Glendale has enacted a TDM ordinance within the Parking and Loading Chapter (30.32) of the Title 30 Zoning Code of the Municipal Code.² The goal of the ordinance is “to minimize the number of peak period vehicle trips, promote the use of alternative transportation, and improve air quality.”

Key elements of the TDM ordinance include the following:

1. Review of Transit Impacts – prior to the approval of any development project for which an Environmental Impact Report (EIR) will be prepared under the California Environmental Quality Act (CEQ), the impacts of that project on regional and local fixed-route transit must be evaluated. Opportunities to mitigate impacts on transit service, while also still minimizing automobile trips on the Congestion Management Plan (CMP) network, should be identified. The ordinance does not, however, require that these mitigations be pursued or funding provided to support their implementation.
2. Development Standards – most new non-residential development (see below for exceptions) is required to make provision for the following transportation demand management measures:
 - Development that is 25,000 gross square feet or more: A bulletin board, display case, or kiosk displaying information about public transit, bicycling, carpooling and vanpooling, and ridesharing, as well as information about the Glendale TMA
 - Development that is 50,000 gross square feet or more: The above requirements, as well as the provision of preferential parking for carpools and vanpools, bicycle racks or other secure bicycle parking facilities (4 spaces plus an additional space for each additional 50,000 square feet of development)
 - Development that is 100,000 gross square feet or more: Above requirements plus a loading area for vanpools and carpools, sidewalks from public sidewalks to each building in the development, bus stop improvements (if deemed necessary by the director of public works), and access by bicycle from the external system to the parking facilities on-site.

These standards apply to all non-residential development, at the levels indicated above, except projects for which a development application has been deemed “complete” by the City pursuant to Government Code Section 65943, or for which a Notice of Preparation for a Draft EIR had been circulated or an application for a building permit had been received, prior to April 1, 1993.

Notably, the current TDM Ordinance does not have any requirements for residential development. This is an important consideration, because of the significant number of housing units being planned and built in downtown Glendale. Further, the requirements for non-residential development do not include participation in the Glendale TMA or other TMA, nor do they require any action on the part of the developer beyond making information available and making minor capital investments.

- Monitoring – the City shall monitor compliance in a manner it deems appropriate and reasonable. No specific requirements are indicated in the ordinance, though examples are provided, including monitoring during review and approval of site plan development permits, before the issuance of a certificate of use and occupancy, in response to complaints, and/or annually. Building owners are required, to sign an “Annual TDM

² http://www.ci.glendale.ca.us/gmc/Zoning_Code/Chapter30-32.pdf (p 23).

Ordinance Compliance Form,” to certify that the on-going requirements of the ordinance are being met.

- Enforcement is delegated to the neighborhood services section of the community development and housing division of the City of Glendale. It does not appear that there are penalties for non-compliance or a formal process for enforcement of mitigation measures, except the requirement that the compliance form mentioned above be signed and submitted each year.

Existing Conditions – Glendale TMA

The Glendale TMA was formed in 1989 by businesses and community organizations in Glendale to assist employers in meeting the new South Coast Air Quality Management District Regulation XV. These regulations require all employers with 250 or more employees to implement a ridesharing program to increase their overall vehicle ridership.³ Although the Air District regulations have been modified over time, the TMA continues in its work as an association of Glendale businesses. The TMA is a city-wide organization, with members located in most of the major business areas of the City. The majority of the current membership is located in downtown Glendale, circumscribed approximately by South Brand Blvd to the north, North Central Avenue to the west, East Colorado Street to the south, and Highway 134 to the north, including businesses fronting on each of these streets. Some member companies are also located along the San Fernando Road corridor, including the Walt Disney Company and DreamWorks Animation SKG.

The TMA is a private not-for-profit organization with 12 members – business and property-owners – including the City of Glendale, which is one of the City’s largest employers. The TMA has a Board of Directors with seven members, including four “Founding Members” and three “Regular Members.” The City of Glendale is one “Founding Member,” with a voting seat on the Board.⁴ The Board makes all policy decisions and the general members vote for the Board of Directors and on changes to the bylaws that affect membership.

The TMA has one paid staff member, an Executive Director working an average of 32 hours per week. The Glendale TMA represents between 10,000 and 15,000 employees, including 2,200 City employees.

Between 2000 and 2006, the TMA received \$40,000 grant funding through the Los Angeles County Metropolitan Transportation Authority (Metro). In 2007, it received a \$36,000 grant from Metro. The grant program ended in September 2007 and currently all funding for the TMA is obtained through annual membership dues.⁵ Companies with less than 250 employees currently pay \$7.30 per employee per year and those with 250 or more employees pay \$10.40 per employee per year, with fees capped at 750 employees. For developers (e.g. property-owners), the fee is \$0.015 per square foot of leasable space if their tenants are provided TMA services and pay TMA dues themselves, and \$0.03 per leasable square foot if tenants do not pay TMA dues and are therefore not provided TMA services. The TMA does not have any other funding sources, but are provided in-kind office space by the City and occasionally in-kind services by the other member companies. The Glendale TMA last changed their fees in 1993. The expected revenue

³ When first implemented, this regulation applied to employers with 100 or more employees, but subsequent amendments have reduced the threshold to employers with 250 or more employees.

⁴ The Founding Members of the TMA that are still doing business in Glendale are: City of Glendale, Glendale Galleria, The Walt Disney Company, Glendale Adventist Medical Center. Other members include: Catholic HealthCare West, CIGNA Healthcare, DreamWorks Animation SKG, Glendale Plaza, Nestle USA, and Person & Covey, Inc.

⁵ Per email communication received from the Executive Director of the Glendale TMA on August 6, 2008.

for the TMA in Fiscal Year 2008 is \$94,000, with the City contributing \$7,725 in membership dues.⁶

Programs and services currently provided by the TMA include:

- Immediate available resource for employees transportation needs
- Emergency Ride Home Program
- Marketing Material (including regular bulletin board material)
- New employee orientation materials
- Emergency information regarding transportation emergencies
- Monthly bus pass sales
- Consultation with regulatory programs
- Consultation with establishing transportation demand management programs
- Regular educational member meetings
- Vanpool listing and assistance
- Website
- Transportation updates
- Meeting with companies, including management presentations
- Onsite promotional events
- Other individualized programs to meet members needs
- A forum for businesses to work together to improve congestion
- Assistance with employee commute options compliance (per Air Quality Management District requirements)
- Parking management strategies to help employers reduce parking demand and costs to provide parking for employees.

Peer Review – TMAs

Nelson\Nygaard conducted a review of thirteen TMAs in California and Oregon to provide a point of comparison for Glendale. Criteria used in selecting the peer cities included the local geographic context and implementation of successful programs, strategies, and funding mechanisms that could be pursued in Glendale. Information gained by the peer review is included throughout the memo, and a matrix providing detailed information about each TMA is included in Appendix A of this memo.

The following TMAs were reviewed:

1. Lloyd District TMA (Portland, Oregon)
2. Gresham Regional Center TMA (Gresham, Oregon)
3. Westside TMA (Washington County, Oregon)
4. Emeryville TMA (Emeryville, California)
5. Moffett Park Business and Transportation Association (Sunnyvale, California)
6. Hacienda Business Park (Pleasanton, California)
7. South Natomas TMA (Sacramento, California)
8. North Natomas TMA (Sacramento, California)
9. Anaheim Transportation Network (Anaheim, California)
10. Burbank TMO (Burbank, California)
11. Irvine Spectrum TMA (Irvine, California)
12. Warner Center TMA (Los Angeles, California)
13. Downtown Denver TMA (Denver, Colorado)

⁶ Note that though membership dues are based on the number of employees, dues are capped at 750 employees, so dues are not assessed for any number of employees in excess of this.

Characteristics of Successful TMAs

The following characterize successful Transportation Management Associations, and will be important to consider to help reduce vehicle trips and improve multi-modal transportation access in downtown Glendale and citywide.

1. Coordination and support from Public Agencies

Most TMAs are private organizations, not public agencies. However, success is achieved through close coordination and communication with local cities and other government entities, and both the TMA and the City or other governing agency often have vested interests in the mission of the TMA. Thus, as in Glendale, it is common for public agencies to be members of the TMA board.

However, in most circumstances, public agencies have only an ex-officio non-voting position on the board of a TMA. This is to avoid a potential conflict of interest where the public agency must represent the interests of a broader, or somewhat different, constituency, compared to the membership of the TMA. Most of the TMAs reviewed in this memo have public agencies on their board. However, they are ex-officio members for almost all TMAs, except two:

- (1) In the Lloyd District, the public agencies on the board with voting privileges have employees and/or own property in the District, but do not fund nor have direct influence over the TMA (e.g. one such member is the U.S. Department of Wildlife)
- (2) The Westside TMA, represents an entire county, and according to TMA staff, they have had some difficulty recruiting new private members due to the strong presence of public agencies on the Board.

The City of Glendale is a voting “founding member” of the Board of the Glendale TMA. City employees represent a large proportion (about 20%) of all employees working in the TMA service area. Most TMAs reviewed have non-voting “ex-officio” members of the Board, due to concerns about there being a conflict of interest if a governing agency that has direct influence over the TMA also serves as a voting member of the Board. The determination of whether the City or another governing agency is a voting or non-voting member of the Board is currently determined in the by-laws, though it could be defined by the TDM Ordinance.

Public agencies can also play an important role in the determination of whether membership in a TMA is voluntary or mandatory, as described in the following section.

2. Voluntary versus Mandatory Membership

The existing TDM Ordinance does not require mandatory membership in a TMA. Membership requirements vary for the other TMAs reviewed. Some, such as the Lloyd District TMA and the Moffett Park Business and Transportation Association, have voluntary membership. Others, including the Burbank TMO, Emeryville TMA, and Irvine Spectrum TMA, require membership for new development and businesses in their service area. The policy process by which membership is required varies. The Irvine Spectrum TMA was formed when the property was initially developed, and thus new tenants and property owners must also join the TMA. The Emeryville TMA is citywide and funded by a Property-Based Business Improvement District, which assesses a property tax for all commercial land uses in the city. The Burbank TMO is not citywide, but the city has enacted a TDM Ordinance that specifically requires all new development to join the TMO.

Notably, the TMAs reviewed that require mandatory membership do so only for new development, or redevelopment. The Anaheim TMA has also added a covenant to the title of

some developed land so that if it changes ownership, the new property-owners will also be required to be members of the TMA. Mandatory membership for existing employers and property owners will require careful consideration of legal issues and exploration of examples where levies have been placed on existing property-owners to help pay for public benefits.⁷

3. Funding Sources

Funding sources for TMAs include fees assessed based on property size, building square footage, number of employees, etc. as well as “lump sum” grants from public agencies.. Just as with the Glendale TMA, several TMAs collect annual fees based on the number of employees. This is the sole source of funding for the Burbank TMO, though they have mandatory participation and charge a higher rate than the Glendale TMA, at \$18 per employee. It is important that higher fees be coupled with a TDM ordinance and TMA programs and activities that strongly encourage attainment of TDM goals.

Compared to a fee based on building square footage or property size, the per employee fee is more directly related to the goal to reduce the number of vehicle trips per employee.

4. Roles and Responsibilities

TMA members, public agencies, and the TMA itself each have important roles and responsibilities to help reduce vehicle trips in the TMA service area. An especially important opportunity for public agencies is to require, through policy decisions, membership in a TMA, and to require members to implement programs and strategies to reduce vehicle trips. Public agencies can also set trip reduction goals either for an entire TMA service area or separately for individual businesses/developments.

In some circumstances, new development is required to join a TMA as part of their development agreements. Such a process, however, can increase the planning and permitting process for new development, especially if terms are open for negotiation. In other circumstances, such as Burbank, a TDM or other trip reduction ordinance specifically requires all businesses and/or property owners to join the TMA and pay dues if they are located within the service area of the TMA. The increased costs from TMA dues are offset by the reduced costs of a streamlined development process as well as, of course, the benefits of the services offered by the TMA.

In Glendale, many employers have a relatively small number of employees (less than 100). Property managers of office parks and other development leasing to these employers can play a key role as members of the TMA, similar to the role of the management of the Galleria. This approach is used by the Irvine-Spectrum TMA. Similarly, housing associations could be members of the TMA, on behalf of individual residents.

5. Visibility and Identity

It is important for a TMA to have a strong identity and presence to be able to effectively reach out to potential new customers, especially when encouraging a shift in travel behavior. If staff from the TMA are interacting directly with potential customers, it is often helpful for their office to be located in a prominent highly visible location to attract passers-by whom they especially wish to target with their programs and services.

⁷ Assessment Districts and Mello-Roos Districts are two examples of this in California, but both have become more limited in their application in recent years.

6. Monitoring and Enforcement

Travel behavior surveys and other evaluation methods are important to ensure efficient use of resources to maximize vehicle trip reductions and improved access for TMA members. A TMA can develop a single survey to administer to all members, through a website and/or distributed on paper through member representatives. Several of the peer TMAs conduct surveys, typically on an annual basis, including the Lloyd District TMA, Emeryville TMA, and Burbank TMO.

TMAs can also help ensure employers and other TMA members effectively implement programs that they have committed to. If an employer, for example, is not offering commuter checks to their employees, an employee can contact the TMA to help resolve the situation, rather than having to directly confront their employer. Penalties are rarely assessed. TMAs instead try to work collaboratively with employers and other members to help them pursue program objectives more effectively. If employers are unable to meet their targets TMAs work with employers to focus their efforts on strategies that may yield more effective results.

7. Performance Measures

The members of a TMA, including employers and public agencies, share a common mission and goals, and responsibility to pursue these goals. They also make a significant financial contribution towards this effort. Thus, it is prudent for members and governing agencies to monitor the progress of a TMA towards reaching its goals, and to be able to ensure that a TMA is pursuing these goals as effectively as possible. Specific performance measures can be defined to measure progress towards specific goals. TMAs often, for example, are able to help people become more aware of and comfortable with various transportation options available to them. A performance measure could therefore be defined confirming whether all new members of a TMA are contacted and offered the opportunity to learn more about the transportation options available to them.

In practice, performance measures are not defined for a TMA, despite a TMA often having performance measures for its members. Defining performance measures for a TMA, however, would help both TMA members and TMA staff understand how to adjust programs and strategies to better meet the goals of the TMA. If a TMA is having trouble reaching out to new employers or residents, then the success of its other programs will be compromised, no matter how effective they could be otherwise. Thus, a discrete set of performance measures defined in relationship to each activity of a TMA could help identify areas of success as well as goals which might require additional resources or a different approach to be more successful.

Recommendations to Strengthen TMAs

In consideration of the experiences of other TMAs and the context for the City of Glendale, Nelson\Nygaard recommends that the following strategies be pursued to strengthen the role of a TMA in reducing vehicle trips and improving multimodal access downtown and elsewhere in Glendale.

1. Coordination and support from Public Agencies

The City is a Founding Member of the TMA and continues to invest significant resources and time to create and support the TMA, and City employees currently constitute 20% of the employee base in the TMA. However, if the City strengthens the TDM ordinance and places additional reporting and compliance requirements on developments, the City of Glendale will represent a broader constituency than the employee base of the TMA. Furthermore, it is typically the responsibility of the City or other public entity to enforce certain requirements, such as program monitoring and implementation.

Thus, as is the experience of other TMAs, under most circumstances public entities such as the City of Glendale are better able to support the goals and programs of the TMA by serving as non-voting “ex-officio” members of the Board. Therefore, we recommend that the City reconsider whether a TMA could be more effective if they City were a non-voting ex-officio member of the Board.

Notably, public agencies do, however, continue to pay dues at the rate of other members of the TMA, typically based on the number of employees served by the TMA. This approach is also recommended for the City of Glendale.

2. Voluntary versus Mandatory Membership

As is common practice for other TMAs, the City should require new development and subsequent occupants to become dues paying members of a TMA or similar City-endorsed organization. This would yield a significant revenue stream from new development to be spent on programs to improve transportation, both for that new development and for all employees, residents, and visitors to the City of Glendale. This requirement would be best enacted through a revised TDM Ordinance.

An important consideration is the number of employees at an organization. It may be preferable to permit voluntary membership for employers outside of the downtown who have a smaller number of employees. Property owners citywide with employers as tenants that, in combination, have a greater number of employees should be required to join the TMA. Property managers in these circumstances could serve as a liaison between the TMA and their tenants. This policy would mirror the policy of the City of Los Angeles stating that new commercial properties of at least 30,000 square feet join a TMA serving their location. For example, this would require that the Americana be a TMA member even though their individual tenants might be small.

Additionally, all new residential development over a certain size, perhaps 6-10 dwelling units in a single development, should also be required to join the TMA. Typically these larger developments have a home-owners association or renters-association, which are excellent bodies through which residents can obtain representation on the TMA, and for the TMA to most effectively communicate with residents of the development.

3. Funding Sources

The effectiveness of TMA programs and activities is significantly dependent on the level of funding the TMA receives. Funding from member dues typically represents a significant (or sole) source of funding for a TMA. An increase in dues may be desirable for a TMA to be more successful, but this must be balanced by consideration of what members consider an appropriate level, especially voluntary members.

Therefore, Nelson\Nygaard recommends consideration of one or more of the following strategies to increase the ability of a TMA to improve mobility and reduce congestion in the City of Glendale:

- New market-rate housing development downtown should be required to join a TMA. Membership fees should be per dwelling unit or perhaps per bedroom. If per dwelling unit, a lower fee should be assessed for multi-family and rental units.
- New development over a minimum square footage (25,000 square feet) and ALL new development in the Downtown Specific Plan area could be required to join a TMA by ordinance. In addition, approval of any parking exception could be linked to participation in a TMA and development and implementation of an active TDM plan for the applicant.

- The Glendale TMA has received grant funding through the Los Angeles County Metropolitan Authority (Metro) for approximately \$40,000 per year for the years 2000 through 2006, and \$36,000 from the grant in 2007, to help support outreach activities to the community. Though this grant expired in September 2007, similar grant opportunities should be explored and pursued, especially in coordination with the City of Glendale, LA Metro, and other TMAs in the region.
- A member company could provide in-kind office space to reduce administration costs for a TMA in Glendale. The by-laws could be written to require voting member companies elected to the Board to provide in-kind office space for a TMA on a rotating basis.
- Furthermore, funding for expanded outreach efforts, combined with a more prominent physical location for the TMA office, and increased coordination with property managers leasing to smaller employers (two additional strategies noted below), could help a TMA recruit new members and increase funding from membership dues.
- In addition, the following two measures could be considered for non-voluntary members, or if supported comfortably by voluntary members of a TMA:
 - The cap on membership dues from each employer could be raised to increase the fees paid by larger companies and shift the per employee fee (based on total number of employees) to be more equitable between large and small employers. The total revenue for the TMA could then be increased by 10 or 20% or more, to support expansion of its programs and services.
 - The per employee fee could be raised to be closer to the level assessed by the Burbank TMO (\$18 per employee). It also does not appear necessary for a TMA to charge a lower rate for smaller companies.

Glendale is considering a Business Improvement District (BID) in the downtown area, currently focused on improving security. It may be possible to expand the BID to include implementation of the Downtown Mobility Plan. Members of the BID could be automatically enrolled in a TMA serving the downtown, with the remainder of the funding generated from this element of the BID managed through the Downtown Transportation Fund (see separate report on the Downtown Transportation Fund).

4. Roles and Responsibilities

The primary role of a TMA is to help its members and the City achieve its TDM goals, including a reduction in vehicle trips and increased mobility. One way the City could support this by strengthening its TDM ordinance, to require membership in a TMA and define discreet trip reduction goals for TMA members.

There is an increasing number of small employers in downtown Glendale that may not have the resources to participate fully in a TMA compared to larger employers. In these circumstances, property managers should take on an increased role to support the programs and activities of a TMA. They should sponsor membership in the TMA for their tenants, representing their common interests and acting as a liaison between individual employers and the TMA. This requirement could be enacted through a revised TDM Ordinance, as discussed further below.

TMAs and the City should also work together with the Glendale Beeline to explore the potential to establish a universal transit pass that is sold at a deep bulk discount to residents and employees. Similarly, the City and TMAs could negotiate with MTA a deeper discount on their universal pass, especially as new service comes online. Some changes to the MTA bus route structure may also be worth discussing, to better serve downtown employees and residents.

5. Visibility and Identity

A TMA should be encouraged to discuss the pros and cons of various locations for the TMA office. It may be most beneficial to be located in a prominent location visible to downtown employees and residents, where they can talk to someone directly for information about TMA programs and other transportation questions they may have.

6. Monitoring and Enforcement

The TMA, with the City's guidance, should conduct annual surveys of all downtown employees and residents, and ideally not just current members. The survey could be conducted online, and incentives offered to encourage people to participate. The cost to employers and property managers would be minimal, but would provide invaluable insight and information regarding travel behavior and transportation needs in downtown Glendale, and the success of various TMA programs in addressing these needs.

7. TMA Board Membership

Successful TMAs, especially with a smaller number of members having a large number of employees and/or residents, often have CEO's, CFO's and large developers on their board. Other TMAs may have board members representing smaller employers as well. In all circumstances, it is highly advantageous for board members to have a significant decision-making capacity in their organization, and such a requirement should be included in the by-laws developed for a TMA.

8. Performance Measures

The following are *examples* of performance measures that could be defined for the Glendale TMA, to measure its success in reaching out to its members, educating them about their transportation options, and supporting increased use of the variety of programs and activities of the TMA seeking to increase mobility and reduce congestion in the City of Glendale. The City or an independent organization could be enlisted to complete the evaluation on an annual basis.

Recommended TMA Programs and Strategies

The following programs and strategies should be considered as potential opportunities for a TMA to further increase mobility and reduce congestion in the City of Glendale.

1. City Carshare

Following on the merger of Flexcar and Zipcar, the presence of a carshare organization in the Los Angeles basin has declined dramatically. Zipcars are now only available at two university campuses (UCLA and USC). Recent successful experience in the City of Emeryville has demonstrated that there may be targeted potential to reopen the market in the Los Angeles area to carshare services, especially with increasing gas costs and new infill residential and office development occurring. In Emeryville, the TMA provided a partial subsidy to carshare services, to help test whether a viable market could be established. After less than a year of operation, this market has developed firmly, with some carshare pod locations no longer requiring a subsidy and others demonstrating potential to no longer need one with further outreach and adjustments to services.

2. Bikesharing

Though not firmly established in the United States, many cities are currently exploring the potential to provide shared bicycle services (similar to carshare). Washington D.C. has initially implemented a small bikeshare service this year, following on the tremendous success of bike sharing programs throughout Europe over the past several years. These experiences overseas, coupled with the work being done here in the United States, would provide useful information for the City of Glendale and the Glendale TMA to explore a pilot bikeshare program downtown or perhaps elsewhere in the City.

3. Travel Training and High-Touch Marketing

Transportation agencies around the world have been experimenting with travel training and face-to-face information sharing, often called high-touch marketing, where the focus is to personalize the experience and participation as much as possible. Rather than blanketing communities with transportation billboards or putting advertisements on radio stations, personalized travel information has demonstrated itself to often be the strategy of choice.

Many of the TMAs reviewed noted that this personal approach was their most effective strategy to recruit new members and encourage people to take advantage of TMA programs and other available transportation services. Activities include presentations to groups of employees and one-on-one conversations with individuals at a prominent and accessible office location for the TMA. Another successful strategy is to recruit people who already use TMA programs and are familiar with public transit to help others explore them as well.

4. Transit Passes

TMAs, especially those located in central locations, often are able to facilitate the purchase of transit passes by individuals represented by their member organizations. Sometimes, passes can be purchased at a bulk discount, to reduce the cost for each individual pass. This convenience, particularly if costs are reduced, can be a key incentive to encourage individuals to use public transit instead of driving.

Peer Review – TDM Ordinances

A peer review was conducted of TDM ordinances enacted by other cities in California. Ordinances from the following cities were reviewed:

- Burbank
- Pasadena
- Santa Monica
- West Hollywood
- Los Angeles
- South San Francisco

The City of Pleasanton was also reviewed, but is not included in the table because their ordinance is voluntary (for both existing and new development). Furthermore, several other cities investigated appear to have no TDM ordinance, including Irvine, Anaheim, Sacramento, Emeryville, and San Mateo (all in California), and the city of Portland, Oregon. A matrix providing summary information about each TDM ordinance is included as Figure 1 below.

Significant variations were found between the TDM ordinances reviewed. These variations lead to important questions about what type of ordinance would be appropriate for the City of Glendale, including:

1. To what types of development (land use and size) should the ordinance apply?
2. What target should be set for reduction in vehicle trips? How should the baseline rate be determined?
3. What facilities to support TDM should be required of new development?
4. What TDM programs should be required to help meet the trip reduction goal? Should they be prescriptive (e.g. parking cash-out) or performance-based (e.g. chosen by the developer or property manager)?
5. How should monitoring occur, and what level of enforcement should be applied if the target is not met? Who should pay for the monitoring and enforcement?

Recommendations for a Revised TDM Ordinance

The peer review demonstrates that a key strategy for a strong TMA is through a more robust and comprehensive TDM Ordinance. An updated TDM Ordinance could enable a TMA to:

- Increase their membership base and revenue
- Increase the impact of existing programs and pursue new programs and strategies
- Provide for monitoring of programs and ensure enforcement.

An updated TDM Ordinance could also support other TDM strategies the City wishes to pursue, including improved bicycle, pedestrian, and public transit facilities, more strategic use of the existing parking supply, and an overall increase in mobility in downtown Glendale.

Nelson\Nygaard therefore recommends the following elements be included in an updated TDM Ordinance for the City of Glendale. A draft ordinance based on these recommendations is included as Appendix B.

- **Objectives and Purpose.** State the objectives and purpose of the TDM Ordinance. Objectives should include defining what types of development are subject to the ordinance and who is required join a TMA and pay membership dues. The ordinance should also define a targeted reduction in vehicle trips, and have monitoring and enforcement provisions to ensure participation by all that are subject to the ordinance.
- **Definitions.** Clearly define the meaning of Terms such as “Transportation Demand Management” and “Carpool.”
- **Applicability.** Define what types of development will be subject to the terms of the ordinance. Overall, all new development of a minimum size and expansions of existing development should be subject to the ordinance. Opportunities to incentivize TMA membership and/or participation in TDM programs and activities should be explored.
- **Requirements.** Stipulate what facilities and programs will be required of new development, or what performance level is required. Facilities include bicycle parking and pedestrian, bicycle, and transit access requirements, and preferred parking for carpools and vanpools. Programs include designation of an on-site transportation coordinator, information sharing and outreach, ridesharing and parking cash out.
- **Monitoring and Enforcement.** Require an annual survey and report to City staff by participants. The City should enforce requirements by levying a fine until compliance is achieved. Compliance with the State of California’s parking cash out law should also be demonstrated by participants.
- **Reimbursement for City Costs.** Stipulate which party or parties will pay for monitoring and enforcement actions. Participants should pay for monitoring costs, whereas the City would provide staff time for review and enforcement activities.
- **Performance Measures.** The following set of performance standards should be required of any TMA in the City of Glendale. The City should withhold any dues or other funding provided to the TMA until such measures are met.
 - Conduct an annual AVR survey for all member organizations
 - All members of the board should be decision makers or their designees, for the organizations they represent
 - The Board should meet at least four (4) times per year with a quorum of at least 50% at all meetings.

<insert TDM Ordinance Summary Table>