


City Council


Item #6L. – 20-551
 Transportation Policy
 Establishing Vehicle Miles
 Traveled as the Methodology
 for Analyzing Transportation
 Environmental Impacts in
 Compliance with State Law
 June 23, 2020

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Agenda

- Policy formation process
- Policy components
- Recommendation



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Policy Formation Process

Workplan

- Outreach
- Engagement
- Technical evaluation
- Circulate draft policy/policy formation
- Policy adoption

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Outreach

Senate Bill 743

- Identify Stakeholders
- City VMT webpage
- Social Media – City Manager's Blog
- Schedule Public meetings

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Engagement

Introducing Vehicle Miles Traveled (VMT)

- Two community meetings
- Study sessions (City Council and Planning Commission)
- VTA's Countywide LOS to VMT Transition Working group
- VMT team weekly coordination meeting

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Technical Evaluation

Implementing VMT in Santa Clara

- Office of Planning and Research Technical Advisory Guidelines
- VTA's VMT working group
- VMT webinars and other training
- Research other cities

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Policy Formation/Circulation

Implementing VMT in Santa Clara

- Coordination within the City of Santa Clara
- Coordination with other agencies
- Second Study Session (City Council and Planning Commission)
- BPAC Presentation
- City webpage and developer outreach

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Baseline/Thresholds of Significance

Land Uses	Countywide (Baseline)	15% Threshold
Total Household VMT per Capita	13.33	11.33
Total Employment VMT per Employee	16.64	14.14

- Countywide is recommended due to resources, monitoring, and transportation funding at the County level
- State recommends 15% threshold (achievable)
- Goal: Project VMT to be 15% **below** existing baseline VMT

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CEQA – Exempted Projects

State Recommended

Type:

- Small Infill Projects (110 trips/day)
- Local Serving Retail (50K or less)
- 100% Affordable Residential Projects
- Local serving public projects



*Local Serving Retail
Santa Clara Station*

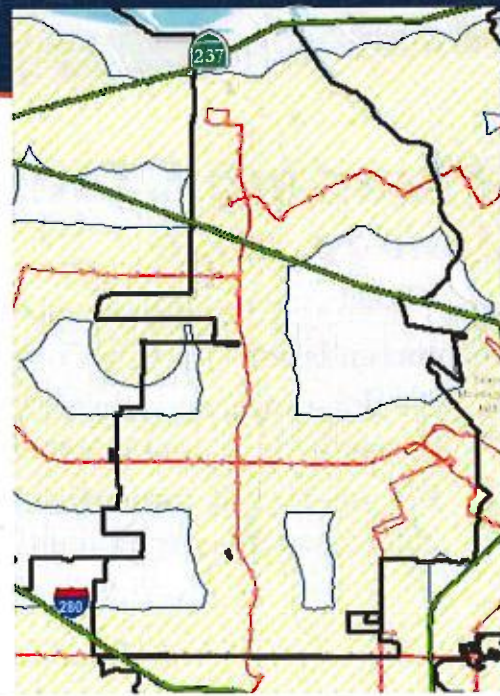
Location:

- Transit supportive developments within 1/2 mile of existing Transit

Development Near Transit

Within 1/2 mile of existing transit stop/station or high-quality transit corridor

- Tan areas = within 1/2 mile transit
- Red = stop/stations/high quality transit
- Transit supportive projects within light green areas are exempt from VMT analysis





Development Near Transit

Within 1/2 mile of ex. transit stop/station or high-quality transit corridor

Transit Supportive Requirements:

- Floor Area Ratio (FAR) no less than 0.75
- Minimum 35 du/acre for residential
- Promotes multimodal transportation
- No excessive parking
- Transit Oriented design
- Does not replace ex. affordable with market rate residential



Lawrence Station

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Planning Commission

June 10, 2020

The Planning Commission voted 7-0-0 to approve policy with two recommendations for City Council:

1. Set the significance threshold for employment uses (office and research/development) to 20 percent
2. Require transit supportive projects to provide one secured bicycle parking spot per each multi-family residential unit.

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Proposed Transportation Analysis Policy

Policy Content

- VMT as Transportation CEQA methodology
- VMT baseline and threshold
- Specific exemptions based on type and location
- LOS Transportation Operation Analysis requirement
- Establishes requirements for Transportation Projects

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Staff Recommendation

Adopt a resolution adopting a transportation policy establishing Vehicle Miles Traveled as the methodology for analyzing transportation environmental impacts in compliance with State Law

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City Council

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City of Santa Clara
The Center of What's Possible

Backup slides

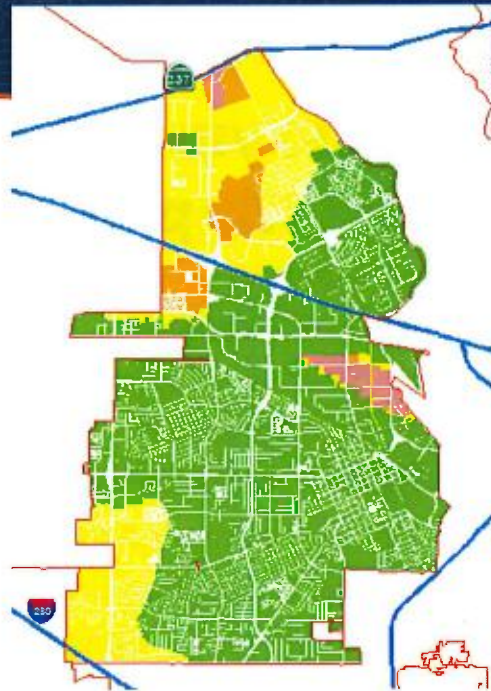
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Residential VMT Heat Map

Countywide Residential Average

- VMT per Capita
 - Baseline – 13.33
 - 15% Threshold – 11.33
- **Green** = meets threshold
- **Yellow** = minor mitigations
- **Orange** = major mitigations
- **Red** = difficult to mitigate

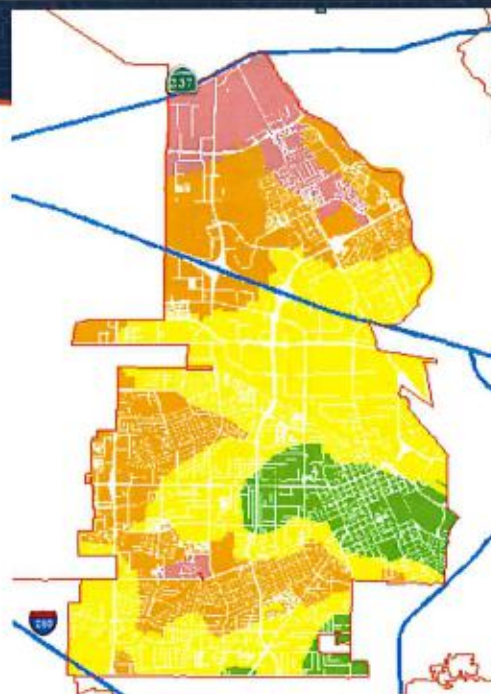


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Employment VMT Heat Map

Countywide Employment Average

- VMT per Employee
 - Baseline – 16.64
 - 15% Threshold – 14.14
- **Green** = meets threshold
- **Yellow** = minor mitigations
- **Orange** = major mitigations
- **Red** = difficult to mitigate

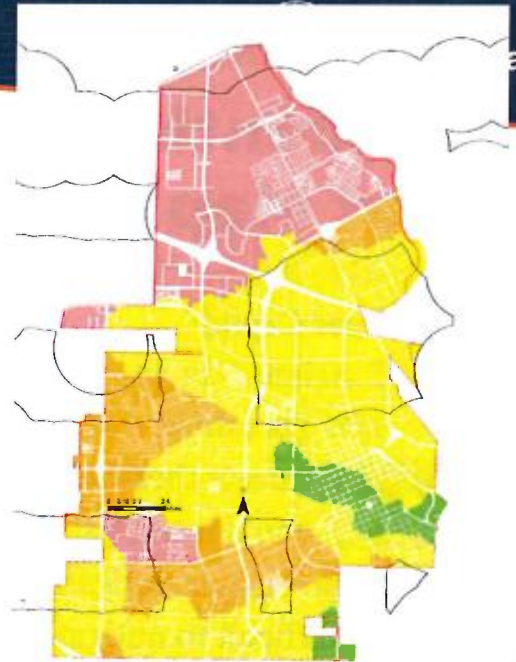


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Employment VMT Heat Map

Countywide Employment Average

- VMT per Employee
 - Baseline – 16.64
 - **20%** Threshold – 13.31
- **Green** = meets threshold
- **Yellow** = minor mitigations
- **Orange** = major mitigations
- **Red** = difficult to mitigate



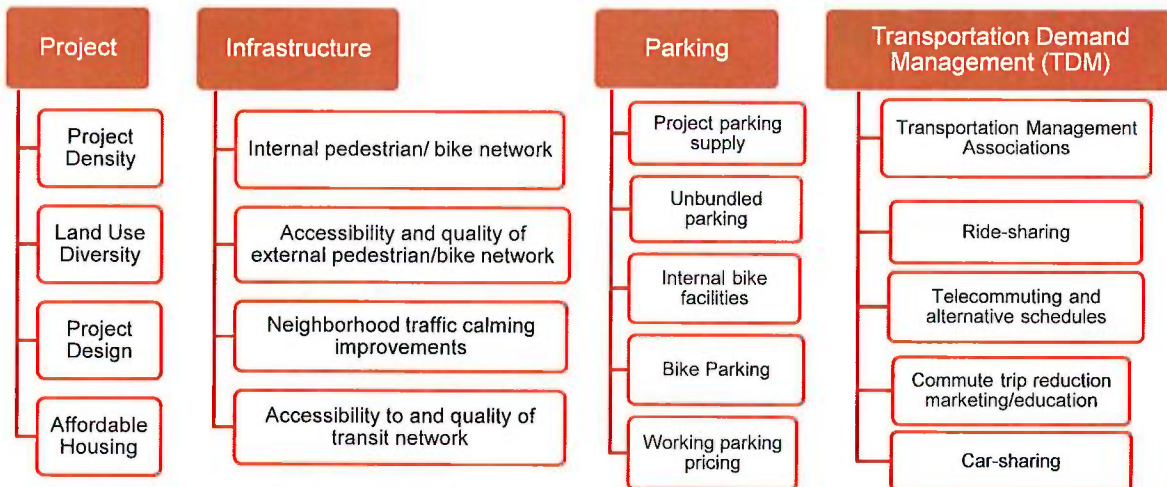
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City of Santa Clara
The Center of What's Possible

VMT Reduction Strategies



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Other Jurisdictions VMT Policies

Jurisdiction*	Residential Baseline	Residential Threshold	Employment Baseline	Employment Threshold
San Francisco (A)	Regional	15%	Regional	15%
Oakland (A)	Regional	15%	Regional	15%
Los Angeles (A)	Citywide	(6.0% - 9.4%)	Citywide	(7.6 - 15%)
San Jose (A)	Citywide	15%	Regional	15%
Mountain View (P)	Regional	15%	Regional	15%
Sunnyvale (P)	Countywide	15%	Countywide	15%
Los Altos (P)	Citywide	15%	Citywide	15%

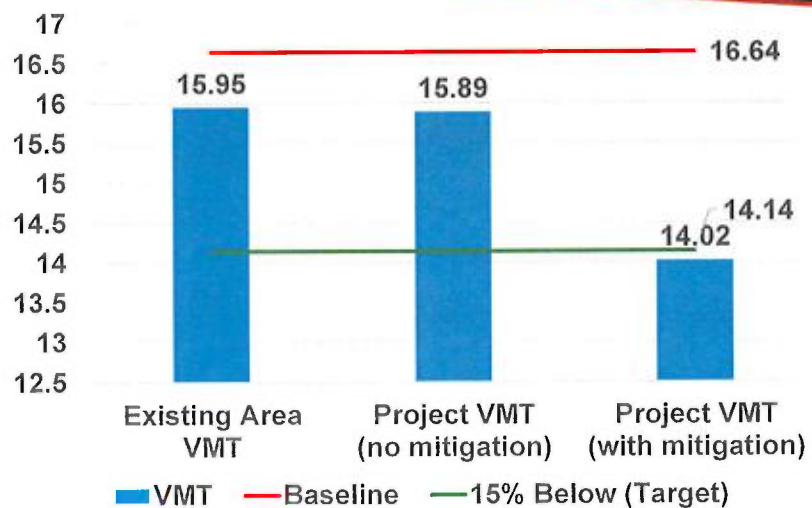
*A = Adopted, P = Proposed



Example 1

Santa Clara Office

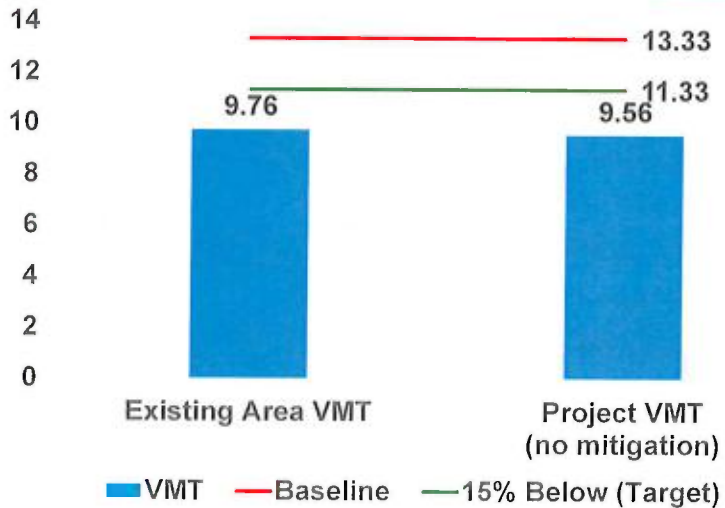
- 500,000 sf office
- 1500 spaces on 7.5 ac
- VMT Baseline = **16.64**
- 15% Threshold = **14.14**



Example 2

El Camino Real Mixed Use Residential

- 10,000 sf commercial w/60 residential units
- Not Transit Supportive due to density
- Not exempt from VMT analysis
- VMT Baseline **13.33**
- 15% Threshold **11.33**



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Measuring Level of Service

Current CEQA Requirement	Proposed non CEQA Requirement
Measures delay at intersections	Measures delay at intersections
Potential environmental impact	Operational deficiency
Requires CEQA mitigation or override	City Policy to address (not CEQA)
Mitigation includes roadway widening or intersection capacity improvements	Improvements (roadway widening, intersection capacity improvements, multimodal, or TDM measures)

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Level of Service as an Operational Analysis Element

Transportation analysis requirements outside of CEQA

- **Intersection operational analysis (LOS)**
- Queuing analysis
- Driveway operations
- Signal warrant studies
- Pedestrian, bicycle and transit assessment/improvements
- Traffic control and crosswalk evaluation
- Neighborhood intrusion/cut-through
- Loading zones, parking evaluation
- Congestion Management Program requirements

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Analyzing Transportation Projects

CEQA Analysis Elements

- Consistent with State greenhouse gas reduction goals
- Near-term and Long-term Project induced vehicle travel
- Impacts on multimodal transportation networks
- Impacts on diversity of land uses



*Lawrence Expressway
ramp improvements*

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6/23/20

Item 6.L

Nora Pimentel

From: Nora Pimentel
Sent: Monday, June 22, 2020 7:01 PM
To: Deanna Santana; Simrat Dhadli
Cc: Reena Brilliot; Michael Liw; Karen Mack; Alexander Abbe; Brian Doyle
Subject: June 23 Council Agenda Consent Item 6.L Revised Resolution and VMT Policy
Attachments: CC Reso 20200623 AA clean.doc; VMT Policy - CC 20200623.doc

Importance: High

Good evening Mayor and Councilmembers,

For Item 6.L (RTC 20-551), the agenda packet inadvertently included an early draft of the proposed VMT policy and resolution. A revised policy and resolution is attached, which is consistent with the version considered by the Planning Commission on June 10. The main changes are:

- The revised policy replaced the term “public quasi/public uses” with “uses with a regional draw” to avoid a conflict with a term in our zoning ordinance; and
- “Affordable housing projects” are exempt from the requirement to have a VMT analysis. The revised policy now defines “affordable housing projects”.

Thank you

Nora Pimentel, MMC | Assistant City Clerk | City Clerk's Office
City of Santa Clara, California
1500 Warburton Ave. | Santa Clara, CA 95050
(O) 1.408.615.2222 | (F) 1.408.241.6771
npimentel@santaclaraca.gov | www.santaclaraca.gov



POST MEETING MATERIAL
POST MEETING MATERIAL

RESOLUTION NO. _____

**A RESOLUTION OF THE CITY OF SANTA CLARA, CALIFORNIA
TO AMEND RESOLUTION 5713 TO ADOPT A
TRANSPORTATION ANALYSIS POLICY TO COMPLY WITH THE
CALIFORNIA ENVIRONMENTAL QUALITY ACT PURSUANT TO
STATE SENATE BILL 743 (2013) AND CEQA GUIDELINES
SECTION 15064.3**

BE IT RESOLVED BY THE CITY OF SANTA CLARA AS FOLLOWS:

WHEREAS, the California Environmental Quality Act (CEQA) was enacted by the State of California in 1970 to ensure the long-term protection of the environment and requires public agencies to analyze and disclose the effects of their actions on the environment;

WHEREAS, the California Office of Planning and Research develops the CEQA Guidelines to interpret CEQA statutes and published court decisions, including several appendices to the CEQA Guidelines that contain forms and guidance for lead agencies when performing environmental review;

WHEREAS, in order to carry out their mandate under CEQA, public agencies are encouraged to develop standards and procedures necessary to evaluate their actions including thresholds of significance;

WHEREAS, thresholds of significance are identifiable quantitative, qualitative or performance level measures of a particular environmental effect, non-compliance with which means the effect will normally be determined to be significant, and compliance with which means the effect normally will be determined to be less than significant;

WHEREAS, in circumstances where public agencies decide to develop their own thresholds of significance for general use, the CEQA Guidelines provide that thresholds of significance must be formally adopted through a public review process and supported by substantial evidence;

WHEREAS, the City of Santa Clara ("City"), as a lead agency on certain projects, implements CEQA pursuant to the Santa Clara Charter and City Code;

WHEREAS, on June 23, 1992, the City Council adopted Resolution No. 5713 which adopted

local environmental review procedures;

WHEREAS, the City of Santa Clara has established Level of Service Analysis as the methodology to meet CEQA requirements and enable the City to require that projects include mitigation measures to reduce its transportation impacts and to conform to City of Santa Clara General Plan. This methodology addressed impacts to Level of Service (“LOS”) at signalized intersections and required mitigation, typically in the form of expanded roadways and intersections, to accommodate estimated increases in vehicular traffic associated with projects;

WHEREAS, pursuant to establishment of LOS methodology, LOS is utilized to measure automobile delay at intersections and is represented as a letter grade A through F. LOS A represents little to no automobile delay, while LOS F represents congestion conditions with substantial amounts of automobile delay. Under the LOS methodology, a project causing the LOS at signalized intersections to degrade below the LOS D standard represents a significant impact under CEQA;

WHEREAS, pursuant to the General Plan, the Valley Transportation Authority’s Congestion Management Program (CMP) establishes minimum LOS performance level at LOS E at designated regional transportation intersections. LOS is utilized to measure automobile delay at intersections and is represented as a letter grade A through F. Under the CMP methodology, a project causing the LOS at signalized intersections to degrade below the LOS E standard represents a significant impact under CEQA;

WHEREAS, LOS is still in effect today and provides a process for the analysis and consideration of the overall conformance of project with the City’s General Plan sustainability, and multimodal transportation policies. It is also used as the environmental analysis threshold of significance and as a tool for transportation planning and operational analysis;

WHEREAS, the General Plan contains policy goals (including but not limited to 5.1.1-P12, 5.3.1-G1, 5.3.1-G3, 5.3.1-P13, 5.3.1-P14, 5.3.4-G3) to:

- implement an alternate vehicular Level of Service standards or other substantiated

threshold as a City-wide criteria for streets and intersections under the City's jurisdiction,

- reduce dependence on single occupant automobile use,
- promote projects that minimize vehicle miles traveled, capitalizes on public investment in transit, and are compatible with surrounding land uses,
- support high density and intensity projects within a quarter mile of transit hubs and stations and along transit corridors,
- encourage transportation demand management strategies and the provision of bicycle and pedestrian amenities in new development, and
- promote mixed-use projects that maximize accessibility to alternate transportation modes and integrates pedestrian, bicycle, transit, open space and outdoor uses to encourage active centers.

WHEREAS, in 2013, the State of California Legislature passed and Governor Brown signed Senate Bill 743 (Steinberg). Senate Bill 743 directs the California Office of Planning and Research to produce new CEQA guidance for cities that removes automobile LOS from transportation analysis under CEQA and replaces it with Vehicle Miles Traveled ("VMT"), or another measure that "promote(s) the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses." The intent of this change is to shift the focus of transportation analysis from driver delay to the reduction of greenhouse gas (GHG) emissions, creation of multimodal networks, and promotion of integrated land uses;

WHEREAS, VMT measures the amount and distance people drive, taking the number of passengers within a vehicle into account. Typically, projects at a greater distance from other uses, located in areas with limited access to non-auto modes of travel, generate more driving than those that are located proximate to other complementary uses and/or where there are transportation options other than the automobile. The information used to calculate VMT is already required to calculate and factor air quality and greenhouse gas emissions;

WHEREAS, on December 28, 2018, the California Natural Resources Agency certified and adopted a CEQA Guidelines update package, including the Guidelines section implementing Senate Bill 743 (§ 15064.3) and directs all public agencies to utilize VMT as a threshold of significance by July 1, 2020;

WHEREAS, the City is adopting this Policy to bring the City of Santa Clara's transportation analysis methodology in line with State and City goals pursuant to Senate Bill 743 and the City of Santa Clara General Plan;

WHEREAS, the City proposes to amend Resolution 5713 to append Exhibit A ("Local Procedure for Implementing the California Environmental Quality Act of 1970") with the "Transportation Analysis Policy" attached hereto and incorporated herein by this reference, which establishes:

- 1) The transportation analysis framework for proposed projects, developments, land use plans, and transportation projects in the City of Santa Clara;
- 2) VMT based analysis for transportation impacts under CEQA; and
- 3) The requirement that projects perform Transportation Operational Analysis to analyze Intersection Level of Service and other transportation elements for their conformance with the multimodal transportation strategies, goals, and policies in the General Plan including Congestion Management Program requirements; and address operational deficiencies found in that analysis to the transportation system;

WHEREAS, CEQA Guidelines Section 15064.7(b) directs the City to adopt thresholds of significance based on substantial evidence by ordinance, resolution, rule or regulation through a public process;

WHEREAS, outreach efforts were conducted with the community including hosting two public outreach meetings (October 24, 2019 and October 30, 2019), presenting at the City's Bicycle and Pedestrian Advisory Committee meeting (January 27, 2020), and conducting study sessions before the Planning Commission (December 11, 2019 and April 22, 2020) and City

NOES: COUNCILORS:

ABSENT: COUNCILORS:

ABSTAINED: COUNCILORS:

ATTEST: _____
NORA PIMENTEL, MMC
ASSISTANT CITY CLERK
CITY OF SANTA CLARA

Attachments incorporated by reference:

1. Exhibit A – Transportation Analysis Policy

S:\Attorney\RESOLUTIONS\Form Resolution-City.doc

EXHIBIT A

Transportation Analysis Policy

Purpose/Intent

The California Environmental Quality Act (CEQA) requires all California Cities to evaluate and disclose potential transportation environmental impacts of any proposed "Project". It is the intent of this policy to establish Vehicle Miles Traveled (VMT) as the methodology for analyzing transportation environmental impacts and establish baseline, threshold and exemptions for environmental review to comply with State law. This policy also establishes the requirement of a transportation operational analysis to address transportation deficiencies resulting from a Project.

Policy

This policy requires all projects to evaluate and disclose transportation environmental impacts by measuring Vehicle Miles Traveled (VMT) per CEQA and also establishes Level of Service (LOS) as an operational measure of intersection efficiency, which is not defined as transportation environmental impact per CEQA.

Evaluating Vehicle Miles Traveled (VMT)

The City will use the Countywide Average VMT as the established environmental baseline. To evaluate whether a proposed project will have a significant impact under CEQA, the City will compare the project's VMT with this baseline. As detailed in Table 1, for residential and office projects, a Project will have a less than significant impact if the Project results in a 15% VMT reduction compared to the baseline. Consult Table 1 for other project types.

Evaluating Level of Service (LOS)

To evaluate LOS, the City will continue to rely upon the standards set by the City's General Plan. The General Plan Mobility and Transportation Diagram references the LOS "D" standard for local City streets for the Phase I of the plan (2010-2015). For Phase II (2015-2023) and Phase III (2023-2035), the plan allows for exemptions and modifications to the LOS standard based on the context, location and circumstance. The plan also establishes a LOS "E" on the regional roadway facilities.

Applicability

All proposed projects are required to undergo environmental review as part of the City's approval process. This includes an analysis of CEQA impacts (VMT) and non CEQA operational measures of intersection efficiency (LOS).

In addition to establishing the baseline and significant impact threshold, this policy establishes certain projects that are presumed to have a less than significant impact per the State's guidance and will not require a VMT analysis. The following is the list of projects that do not require VMT analysis:

- Small Projects (generating 110 daily trips or less)
- Retail uses of 50,000 square feet or less ("Local Serving Retail")
- Local serving public projects such as fire stations, neighborhood parks, libraries, and community centers

- 100% Affordable Housing projects¹
- “Transit Supportive Projects.” A project will qualify as a Transit Supportive Project if it meets the following requirements:
 - The Project is located within ½ mile of an existing Major Transit Stop² or an existing transit stop along a High-Quality Transit Corridor³
 - For Office/R&D projects, a minimum Floor Area Ratio of 0.75
 - For Residential projects, a minimum density of 35 units/acre
 - Project promotes multimodal transportation networks
 - Project includes transit-oriented design elements
 - No excess parking: the project does not include more parking for use by residents, customers, or employees of the project than required by the City Code
 - No loss of affordable dwelling units: the project does not replace affordable residential units with a smaller number of affordable units, and any replacement units are at the same level of affordability

Projects that do not meet the above requirements are required to evaluate and disclose potential VMT environmental impacts with the established baseline and threshold criteria. Projects that do not require VMT analysis will be required to measure LOS as part of an operational analysis, as appropriate, and provide improvements or address project related operational deficiencies.

The following chart outlines the types of projects and the VMT analysis requirement:

Table 1. Project Type and VMT Thresholds of Significance

Project Type	Threshold for Determination of Significant Transportation Impact
Residential Units	15% below the existing Countywide VMT per resident. If project VMT per resident exceeds this amount, impact is significant.
Employment (e.g. office, R&D)	15% below the existing Countywide VMT per employee. If project VMT per employee exceeds this amount, impact is significant.
Industrial Uses (e.g. warehouse, manufacturing and distribution uses)	15% below the existing Countywide VMT per employee. If project VMT per employee exceeds this amount, impact is significant. This applies to the work trip element of the

¹ “100% Affordable” means one hundred percent of the total units, exclusive of a manager’s unit or units, are for lower income households, as defined by Section 50079.5 of the Health and Safety Code

² “Major transit stop” means a site containing any of the following: (a) an existing rail or bus rapid transit station; (b) the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods; or (c) a major transit stop that is included in Plan Bay Area 2040. Pub. Res. Code §§ 21064.3, 21155(b).

³ “High-Quality Transit Corridor” means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours. Pub. Res. Code § 21155(b).

	project (employee commute only).
Retail Uses	Existing Countywide VMT for retail uses. If Project will result in a net increase in the total existing VMT for the County for regional retail, impact is significant.
Uses With a Regional Draw	Land use projects drawing visitors from outside the City shall be analyzed using the most relevant threshold as determined by the Director of Public Works
Mixed Uses	Each land use component of a mixed-use project will be analyzed independently, applying the significance threshold for each land use in this Table 1
Change of Use or Additions to Existing Development	Change of use or additions to existing developments shall be analyzed when the change of land use or addition to existing development results in additional trips in excess of the small Project threshold (110 daily trips or less)
Focus growth Area Plans, Specific Plans or Precise Plans	Each land use component of a mixed-use project will be analyzed independently, applying the significance threshold for each land use in this Table 1.
General Plan Amendments (GPAs), if not covered by other categories on this Table 1. ("Standalone GPAs")	Net increase in VMT greater than the 2035 12.19 VMT per service population target consistent with Santa Clara General Plan Transportation and Mobility ⁴
Transportation Projects	Net increase in VMT greater than the 2035 12.19 VMT per service population target consistent with Santa Clara General Plan Transportation and Mobility Assumptions ³

Existing Approvals

Projects that are currently approved, or that are scheduled for adoption prior to July 1, 2020 (and actually adopted by that date), will not require any supplemental VMT environmental review unless the 'Project' requires supplemental environmental review not covered by an addendum.

Outcomes

Implementation of this policy will result in reducing VMT growth, promoting the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses and ultimately, meeting the State's long-term climate goals. This policy supports and aligns with the General Plan land use and transportation goals and facilitates the implementation of the three phases of development envisioned in the plan. Lastly, this policy will also support a more sustainable, healthy and livable community as outlined in the City's Climate Action Plan.

⁴ Santa Clara General Plan, Appendix 8.7 Transportation and Mobility Assumptions, Table 8.7-4, pages 8.7-7

EXHIBIT A

Transportation Analysis Policy

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In addition to establishing the baseline and significant impact threshold, this policy establishes certain projects that are presumed to have a less than significant impact per the State's guidance and will not require a VMT analysis. The following is the list of projects that do not require VMT analysis:

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ATTACHMENT 3

- 100% Affordable Housing projects¹
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² “Major transit stop” means a site containing any of the following: (a) an existing rail or bus rapid transit station; (b) the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods; or (c) a major transit stop that is included in Plan Bay Area 2040. Pub. Res. Code §§ 21064.3, 21155(b).

³ “High-Quality Transit Corridor” means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours. Pub. Res. Code § 21155(b).

ATTACHMENT 3

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⁴ Santa Clara General Plan, Appendix 8.7 Transportation and Mobility Assumptions, Table 8.7-4, pages 8.7-7

6/23/20

Item 6.L

Nora Pimentel

From: Nora Pimentel
Sent: Tuesday, June 23, 2020 11:13 AM
Cc: Deanna Santana; Brian Doyle; Michael Liw; Karen Mack; Reena Brilliot
Subject: June 23 Council Agenda Consent Item 6.L
Attachments: VTASupportLetter_SantaClaraSB743Policy_June2020.pdf

Good morning Mayor and Councilmembers

Attached is a letter of support that was just received from the Valley Transportation Authority for Consent Item #6.L.

Nora Pimentel, MMC | Assistant City Clerk | City Clerk's Office
City of Santa Clara, California
1500 Warburton Ave. | Santa Clara, CA 95050
(O) 1.408.615.2222 | (F) 1.408.241.6771
npimentel@santaclaraca.gov | www.santaclaraca.gov



POST MEETING MATERIAL



June 22, 2020

Mayor Gillmor and Council
Santa Clara City Hall
1500 Warburton Ave
Santa Clara, CA 95050

Subject: Policy Implementing Senate Bill 743 (SB 743) and the Use of Vehicle Miles Traveled (VMT) in Transportation Analysis

Dear Mayor Gillmor and Council:

On behalf of the Santa Clara Valley Transportation Authority (VTA), I am writing to express VTA's support for the proposed policy to implement SB 743 that the Santa Clara City Council will be considering this month.

VTA has worked with its Member Agencies (the 15 cities/towns of Santa Clara County, as well as the County of Santa Clara) extensively over the past several years to prepare for the implementation of SB 743. These efforts have included information-sharing through a countywide working group of agency staff; generation of base VMT estimates across Santa Clara County from the VTA travel demand model; and development of a Santa Clara Countywide VMT Evaluation Tool for Member Agencies to use when evaluating VMT generated by land development projects. Santa Clara staff has been actively involved in all efforts.

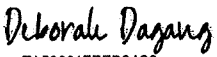
More broadly, VTA will continue to work with the City of Santa Clara and all its Member Agencies to provide mobility solutions that help implement SB 743 and reduce VMT. Transit will be an important part of this equation, and VTA is planning to incrementally restore service which has been impacted by the COVID-19 pandemic, as operating revenues allow and passenger demand returns. Telecommuting and Transportation Demand Management (TDM) measures will be another important part of the solution, and VTA will continue to work with public and private sector partners to support such initiatives. VTA will also continue to fund bicycle and pedestrian improvements, Caltrain grade separations and other targeted infrastructure investments that provide multimodal transportation options, support lower-VMT development, and create more sustainable, equitable, and economically vibrant communities.

The City proposed policy also aligns with many VTA goals, such as promoting more focused, mixed-used development near transit, facilitating the development of multimodal transportation networks, and supporting the reduction of Greenhouse Gas emissions. VTA encourages the Santa Clara City Council to adopt this policy and looks forward to continuing to partner with the City on its implementation.

Thank you for the opportunity to provide these comments on the City's proposed policy.

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Sincerely,

DocuSigned by:

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Deborah Dagang
Director of Planning & Programming

cc: City of Santa Clara: Karen Mack, Lesley Xavier, Carol Shariat
VTA: Scott Haywood, Jim Lawson, Aaron Quigley