



Town of Lexington Planning Board

TRANSPORTATION DEMAND MANAGEMENT POLICY

Adopted by Vote of the Board, September 16, 1998
Originally Adopted March 10, 1997

OBJECTIVES:

This Policy focuses on meeting the transportation needs of Lexington by a variety of measures that affect the **demand** for, and use of, various modes of travel rather than changes in the **supply** of transportation facilities, such as the construction of roadways and multi-level off-street parking facilities.

The Policy seeks to reduce the use of automobiles, particularly single occupant vehicles (SOV), in order to:

1. permit vehicular traffic on Lexington streets to move in an efficient manner without excessive delay or congestion,
2. reduce motor vehicle and pedestrian accidents on the town's streets,
3. permit emergency vehicles to reach homes and businesses with a minimum of delay,
4. reduce the awareness of and impact from vehicular traffic on a predominantly residential town,
5. promote safe and convenient routes for pedestrians and bicyclists,
6. promote cleaner air and reduce automotive exhaust emissions caused by vehicles standing and idling for an excessive time,
7. maintain a balance between the traffic generating capacity of businesses and residential development in the town and the traffic carrying capacity of streets and intersections.

The Policy also seeks to:

1. assure adequate opportunities for mobility for all Lexington residents, workers and visitors, and
2. expand the Town's inventory of data about transportation needs and transportation utilization.

The Policy seeks to aid Lexington businesses and other establishments to:

1. reduce the cost of operations for Lexington companies and establishments caused by delays in vehicular traffic,
2. expand the pool of potential employees who can reach places of work in Lexington more easily and economically,
3. employ a more efficient and satisfied work force less concerned at the work place by the frustrations of transportation, particularly commuting,
4. permit potential customers and clients to reach places of business in Lexington more easily and economically,
5. provide transportation services more effectively in collaboration with other businesses and with the Town.

TERMINOLOGY: DEFINITIONS OF TRANSPORTATION TERMS AND CONCEPTS

ALTERNATIVE TRANSPORTATION SERVICES: Alternatives to the use of the single occupant automobile including but not necessarily limited to public transit, ride-sharing, van pooling, and use of pedestrian or bike ways.

CONGESTED INTERSECTION: an intersection of two or more streets that meets the test set forth in paragraph 12.2.3. of the Zoning Bylaw for an intersection "likely to be affected by the proposed development" that now has, or is projected to have, a traffic level of service of "C" or below or has experienced that level in the past.

FIXED ROUTE TRANSPORTATION SYSTEMS: a transportation service that operates on a specific route according to a pre-determined schedule. (See subsection 3 on page 5 for a description of these services.) Other "demand responsive" services are flexible, respond to calls for service from customers and do not have a specific schedule.

TRAFFIC LEVEL OF SERVICE (LOS): a method of evaluating the degree of congestion of intersections as described in the "Highway Capacity Manual, 1985 Edition" published by the Transportation Research Board. The system has six levels from "A" to "F" with "A" being the least congested and "F" being near failure.

TRANSPORTATION HANDICAPPED: any of several classes of people who are not able to use private automobiles, or in some cases regular public transportation, due to age, economic condition or physical disability. The term typically applies to children who do not have a driver's license, older people no longer able to drive, those unable to afford a private automobile and those with various physical disabilities.

TRANSPORTATION MANAGEMENT ASSOCIATION: a non-profit group formed by local businesses, corporate employers, owners/developers of properties, and civic leaders to address community transportation problems that can be dealt with more efficiently on a collective basis. Some are single purpose organizations formed specifically to address transportation concerns to facilitate private sector involvement in addressing transportation issues. Others are elements of broader multi-purpose civic organizations.

TRANSPORTATION DEMAND MANAGEMENT (TDM): various services and programs to affect the behavior of motorists and encourage them to use alternatives to driving alone. Transportation Demand Management strategies focus on reduction of vehicle trips, especially commuter trips during peak travel periods.

TRANSPORTATION SYSTEMS MANAGEMENT (TSM): a program to improve the efficiency of the existing transportation system by more effective use of facilities or resources.

TOWN TRANSPORTATION COORDINATOR: The person appointed under the Lexington Selectmen/Town Manager Act to be the Transportation Coordinator.

APPLICABILITY

Inclusionary Transportation Services

In order to obtain a favorable recommendation, or where applicable, a favorable action, by the Planning Board on construction or other activity that will increase transportation demand, each:

- a. commercial establishment with 10,000 square feet or more of gross floor area on the lot, (including any existing floor area, but not including any floor area devoted to residential use or to off-street parking), or
- b. new housing development, with 25 or more dwelling units, which gains an increase in density greater than that previously allowed by right¹ in the zoning district in which it is located, or
- c. other activity that might not include new construction, such as a change of use, that increases the number of vehicular trips by 50 or more trips per day,

shall provide transportation services as described in this Policy.

COMPENSATORY BENEFIT: Where an action of the Town increases the value of a property, by permitting more intensive commercial development or a higher density of residential development, or reduces an owner's or developer's expense, by granting a waiver or variance from normal standards, the Town should receive a benefit, such as some type of transportation demand management program in return. Further, the Town should refrain from actions which increase value, or reduce expenses, unless it does receive such a benefit.

Written Transportation Demand Management Plan Required

A developer or property owner:

- a. constructing a more intensive commercial development or
- b. constructing a higher density of residential development or
- c. that proposes another activity that increases the number of vehicular trips by 50 or more trips per day,

shall be responsible for preparing and administering a written Transportation Demand Management Plan. [This responsibility may be delegated to a company or other tenant of a building.]

The developer may also propose alternative transportation infrastructure improvements and alternative transportation services in the event that the principal proposed facilities and services cannot be successfully achieved.

It will usually be necessary to enter into a written agreement with the Town to insure that the provisions of the Transportation Demand Management Plan are carried out by the developer and subsequent occupants or owners.

NOTE: Later sections of this Policy contain additional provisions for annual reporting and monitoring of compliance with the written Transportation Demand Management Plan.

¹ This does not apply to residential developments in cluster subdivisions with fewer than 25 dwelling units that are permitted under Section 9 of the Zoning Bylaw. Another consideration is that some cluster subdivisions may have a higher density, as measured by the number of dwelling units, but not have a greater impact in vehicular trips than a conventional subdivision otherwise permitted by right.

Once approved, the Transportation Demand Management Plan, shall apply to any successors or assigns, to any subsequent developer, property owner or business. The provisions of the Plan shall run with the property.

PROGRAM REQUIRED

The Transportation Demand Management Plan shall provide a program of transportation services, drawn from **each** of the nine categories below. The Plan shall generally include each of the numbered services in each of the nine categories except that the Planning Board may permit exceptions on a case by case basis. These new transportation services shall be a parallel program to any proposed intersection improvements to mitigate traffic congestion as required by subsection 12.3 of the Zoning Bylaw.

If a proposed development is near an intersection "likely to be affected by the proposed development" (as defined in ZBL 12.2.3.) that is a "congested" intersection, the Planning Board may require additional efforts in some of the nine categories - as listed below under "congested intersections". A "congested" intersection is one that now has, or is projected to have, a traffic level of service of "C" or below, or has experienced that level in the past.

1. Site Design

- 1.1 Include transportation infrastructure elements in the site design, such as:
 - a. Adequate street and driveway widths, turning radii, and vertical clearance (if applicable) to accommodate alternative transportation services vehicles.
 - b. Bus stops, turnarounds and/or pull-offs.
 - c. Bus stop shelters and benches. These may be provided in a building, such as part of a lobby area adjacent to a bus route/stop. Or they may be provided adjacent to the street in a comfortable, all weather passenger shelter. When not included in a building, a passenger shelter shall have lighting, landscaping, seating or other amenities for riders.
 - d. Drop-off and pick-up for alternative transportation services other than buses.
 - e. A number of off-street parking spaces that shall not exceed the minimum number of parking spaces required by Section 11.3 of the Zoning Bylaw unless the applicant can demonstrate that a greater number of parking spaces is required to serve the public interest.
 - f. Suitable signage.
 - g. Pedestrian routes that deal adequately with potential points of conflict with vehicular traffic.
 - h. Taxi stands (if applicable).
- 1.2 Provide preferential parking locations and arrangements closest to a building for vehicles other than single occupant automobiles. See ZBL 12.3.4 4)

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 1.3 Participate in a site development that provides more concentrated development that is served more easily by alternate transportation services. *[In some cases, this is likely to transcend property lines and require modification of traditional zoning and site development requirements.]*

2. Transportation Information

- 2.1 Designate a transportation coordinator for each property. The transportation coordinator for the property shall coordinate the provision of transportation services with each business with five or more employees on the property.
- 2.2 The transportation coordinator for the property shall:
 - a. Provide a data center where prospective users of alternative transportation services can locate others with whom they can ride.
 - b. Maintain and promote information about alternative transportation services. This includes both an office and informational bulletin boards or a kiosk. It includes assisting the promotional activities of others, such as LEXPRESS, MBTA or transportation management associations that serve the site.

3. Connection to Existing Public Fixed Route Transportation Systems

In the context of this Policy, *Public Fixed Route Transportation Systems* includes:

- the MBTA Red Line rail rapid transit service with a terminal at the Alewife station and all other parts of the MBTA rail rapid transit service that connect to it;
- the MBTA Green Line light rail transit service with a terminal at the Riverside station and all other parts of the MBTA rail rapid transit service that connect to it;
- the MBTA Commuter Rail service with nearby stations in Belmont, Waltham, Lincoln, Concord, Woburn and Winchester;
- MBTA buses that have part of their route in Lexington, or at the Alewife Red Line terminal or the Riverside Green Line terminal, or
- the Lexington LEXPRESS service.

Elsewhere in the Policy there are references to cities and towns served by *Existing Public Fixed Route Transportation Systems*. That includes:

- the metropolitan core, i.e., cities and towns with:
 - MBTA rail rapid transit service that have access to the Alewife Red Line terminal,
 - MBTA light rail transit service that have access to the Riverside terminal, and
 - any other parts of the MBTA rail rapid or light rail services that connect to the Alewife or Riverside terminals.
 - communities, such as Arlington, Belmont, Concord, Lincoln, Waltham, Woburn or Winchester through which MBTA bus routes or commuter rail routes pass, and
 - Lexington.
- 3.1 The transportation coordinator for the property shall maintain and promote information about public fixed route transportation services. Route and schedule information for all public fixed route transportation systems and any transit service, such as the Alewife Shuttle, (operated by the 128 Business Council) that connects to an MBTA or LEXPRESS service, shall be displayed.
 - 3.2 The property owner or tenant shall financially assist (paying at least half the cost of a pass) for any employee requesting a pass for use on:
 - a. a fixed route public transportation system, as described above, or
 - b. any transit service, such as the Alewife Shuttle, (operated by the 128 Business Council) that connects to an MBTA or LEXPRESS service. See ZBL 12.3.4 1).

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 3.3 Pay the full cost of a pass for any employee requesting one for use on:
 - a. a fixed route public transportation system, as described above, or
 - b. any transit service, such as the Alewife Shuttle, (operated by the 128 Business Council) that connects to an MBTA or LEXPRESS service. See ZBL 12.3.4. 1).
- 3.4 Contribute financially annually and for an extended period to a transportation fund devoted to assuring the continued provision of transportation services by the Town. This includes both transportation coordination services and LEXPRESS.
- 3.5 Contribute financially annually and for an extended period to allow LEXPRESS service to serve the site or for the frequency of LEXPRESS service to be increased.
- 3.6 Make a capital investment in a public transportation service such as purchase of a LEXPRESS bus.

4. Outreach to Areas Not Serviced Well by Existing Public Transportation Systems

In the context of this Policy, *Areas Not Serviced Well by Existing Public Transportation Systems* means suburban towns and cities that are **not** serviced by *Existing Public Fixed Route Transportation Systems*, as described above. They are typically west, north and south of Lexington.

- 4.1 Encourage use of carpools, ridesharing and vanpools by a continuous program of education of employees, and visitors on the need for, and existence of, alternative transportation services and by marketing these transportation services to encourage greater use by them. The transportation services may be operated by others. See ZBL 12.3.4 1)
- 4.2 Provide preferential parking locations and arrangements closest to a building for vehicles other than single occupant automobiles See ZBL 12.3.4 4)

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 4.3 Actively participate in, including financial support of, an organization that operates car pools and vanpools.
- 4.4 Actively participate in promotional activities for alternative transportation services whether provided by transportation management associations or by the Town.
- 4.5 Provide, or contribute to the provision of, day care services on or near the site and encourage greater use of car pools, ride sharing and vanpools for those with child care or elder care responsibilities.
- 4.6 Provide, at the developer's or business' expense, vans or automobiles for use by own employees in vanpools or car pools.
- 4.7 Reduce the number of parking spaces to the minimum number required by the Zoning Bylaw or to fewer than those required by using the special permit provision for a reserved parking area.

5. Other Trip Reduction Techniques

- 5.1 Provide only a minimum number of parking spaces that meet minimum Town requirements rather than more spaces than are required.

Comment: The Planning Board needs to review the parking standards in the Zoning Bylaw to be sure that they are the minimum.

- 5.2 Utilize the special permit provision in the Zoning Bylaw (paragraph 11.8.a.) to construct fewer parking spaces than the minimum number otherwise required if a plan shows there is a "reserve area" where parking spaces could be built if needed.
- 5.3 Encourage employees to work at home and "telecommute" to the company by electronic means for some parts of the day, particularly during peak travel hours, or parts of the week.
- 5.4 Schedule hours of operation, such as flex-time, staggered work hours, and spread scheduling that reduces trips during peak traffic hours See ZBL 12.3.4 3) while still reducing the total number of single occupant vehicles (SOV).

*Comment: Flex-time is an effective technique for reducing trips **during peak hours**. It may not result in an absolute reduction of, but a shift in, SOV trips to another time period. The applicant shall consider, and address in the Transportation Demand Management Plan, the possibility that flex-time can be competitive to, and reduce utilization, of other alternative transportation services that depend on a group of riders necessary to make alternative transportation services feasible. A developer or property owner preparing a transportation demand management plan needs to address the potential conflict between*

flex-time and alternative transportation services in the Plan so that flex time still permits a reduction in the total number of single occupant vehicles (SOV).

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 5.5 Provide, or contribute financially to an organization that provides, vans or a shuttle bus service to restaurants, banks or other mid-day employee needs that are not available within walking distance of the work site.
- 5.6 Adopt a formal Trip Reduction Plan with a specific target percentage of single occupant vehicles (SOV) accessing the site. The penalty could be a financial charge to the company - deposited into a fund for alternative services transportation operated by the Town or by a non-profit association.
- 5.7 Arrange for car rentals, operate delivery and passenger shuttles, consolidate courier or mail pick-up services to reduce the number of vehicle trips to and from the property.
- 5.8 Provide employee incentives, such as prizes, trips, time off etc., for using alternative transportation services.
- 5.9 Place restrictions on access to, or egress from, off-street parking areas during peak traffic hours. See ZBL 12.3.4 5)

6. Other Travel Modes

- 6.1 Provide bicycle parking facilities that are secure and protected from the weather, and other measures such as locker and shower facilities to encourage bicycle commuting. See ZBL 12.3.4 6)
- 6.2 Construct a sidewalk or a bicycle/pedestrian path on own property that connects to a larger network of sidewalks, or bicycle/pedestrian paths in the area. (Connections to a larger network that is planned but is not yet constructed in its entirety are included.)
- 6.3 Provide for the issuance of taxi vouchers, or other means to aid the mobility of "transportation handicapped" (see Terminology) site occupants or visitors who do not use private automobiles.

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 6.4 Construct, or make a financial contribution to, a sidewalk or a bicycle/pedestrian path **off their own site** that is part of a larger network of sidewalks, or bicycle/pedestrian paths in the area. (Contribution to a fund for maintenance or security in that network is included.)

7. Coordination With Other Transportation Demand Management Activities

- 7.1 Be a contributing, dues paying member of a Transportation Management Association or of a transit service, such as the Alewife Shuttle, (operated by the 128 Business Council) that connects to an MBTA or LEXPRESS service. See ZBL 12.3.4 1)

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 7.2 Take a leadership role in organizing a Transportation Management Association, or a transit service, such as the Alewife Shuttle, (operated by the 128 Business Council) that connects to an MBTA or LEXPRESS service. See ZBL 12.3.4 1)

- 7.3 Make a financial contribution to a private association or to the Town for establishing or maintaining activities that promote one or more transportation management association(s) in Lexington.

8. Related Development Actions

- 8.1 Include basic support services for employees and business operations on site so they do not have to drive elsewhere to obtain those services. These include food service establishments, automatic teller machines and other convenience goods and day care.

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 8.2 Include additional support services for employees and business operations on site so they or the employees of other nearby establishments do not have to drive elsewhere to obtain those services. These include restaurants and other food service establishments, banks, dry cleaners, convenience goods, day care, elder care and auto repair.

9. Transportation Reporting

The transportation coordinator for the property shall:

- 9.1 Prepare an Annual Transportation Report that shall be submitted to the Town's Transportation Coordinator with information on:
- a. compliance with the Transportation Demand Management Plan,
 - b. the number of persons regularly employed on the site and the zip code of the home of each such employee on the site. [Name and home address of employee not included.]
- 9.2 If the property owner or business files a Rideshare report to the Department of Environmental Protection, provide a copy of that report with the material submitted to the Town's Transportation Coordinator.

In the case of a "congested intersection" (see Terminology), the Planning Board may also require the developer or applicant to:

- 9.3 The transportation coordinator for the property shall include in the Annual Transportation Report:
- a. A survey of the mode of travel of each person regularly employed on the site showing those arriving at the site by:
 - single occupant automobile
 - carpool
 - vanpool
 - public transportation - MBTA or LEXPRESS
 - private transit service, such as the Alewife shuttle
 - bicycle
 - walking

In the case of employees who work at home and/or "telecommute" to the property, the Report may include a tabulation of the time that those employees are off the property.

- b. A survey of the time of arrival and departure of persons regularly employed on the site.
- 9.4 As needed, the property owner shall provide funds necessary for independent monitoring of compliance with any special features of the Transportation Demand Management Plan for the development.

OTHER POLICIES

The transportation management services and programs shall not be discriminatory. They shall be designed and operated to maximize convenience of use for the primary on-site users but the services and programs shall be available for use by all.

The transportation management services and programs shall be consistent with, and mutually supportive of, other transportation management services and programs in the Town. Any questions on inconsistency shall be resolved in consultation with the Town Transportation Coordinator.

Through the execution of appropriate written agreements, the transportation management services provided by the developer shall remain operational and in use for an indefinite period, and be subject to the annual review and approval of the Transportation Coordinator. The written agreements shall provide penalties, which may be financial, for failure to provide the transportation management services included in the Transportation Demand Management Plan.

The developer shall be responsible for the construction and maintenance of the on site and off site transportation infrastructure elements included in the Transportation Demand Management Plan. Off site facilities may be constructed and maintained by the Town or by others, with the costs thereof borne by the developer or its successor.

The Planning Board will not make a recommendation on a proposed development subject to the requirements for Inclusionary Transportation Services until it has provided an opportunity for the Town's Transportation Coordinator to make a recommendation to the Board. If either the Board or the Transportation Coordinator requests, the Transportation Advisory Committee or designated representative(s) shall be provided an opportunity for the Town's Transportation Coordinator to make a recommendation to the Board as well.