



HEXAGON TRANSPORTATION CONSULTANTS, INC.

1933 Pulgas Avenue Residential Development

Transportation Demand Management Plan

Prepared for:

The City of East Palo Alto on Behalf of Citiview Development LLC

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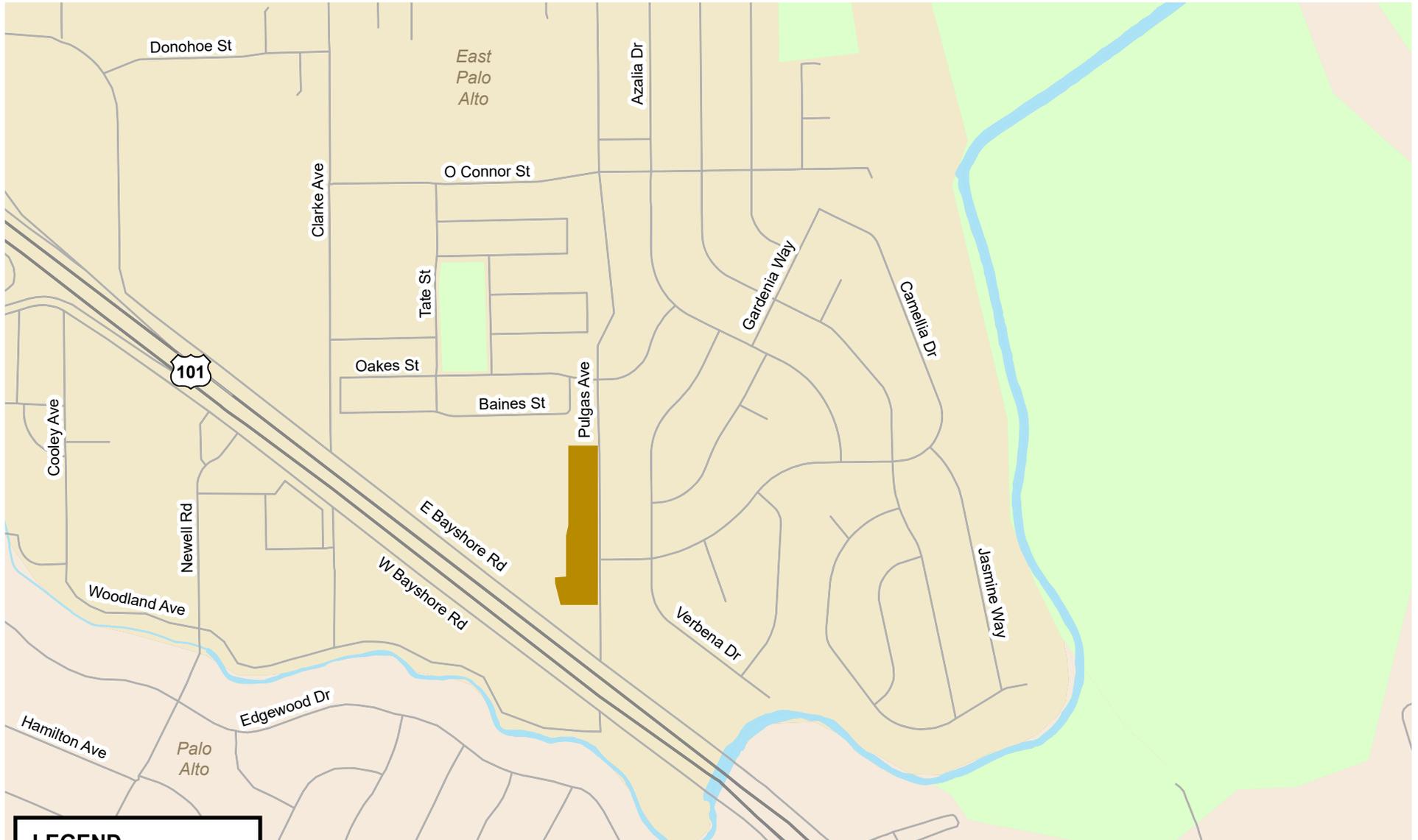
1. Introduction

This Transportation Demand Management (TDM) plan has been prepared for the proposed residential development at 1933 Pulgas Avenue in East Palo Alto, California. Per the East Palo Alto Municipal Code Section 10.32.040(A), a TDM plan is required for all projects that generate more than 110 average daily vehicles trips and would have 10 or more residential units. This project would generate more than 110 daily trips and would provide more than 10 residential units, so a TDM plan is required per the City's requirements. The project is exempt from the C/CAG TDM Policy because the City of East Palo Alto's TDM requirements are more stringent than the C/CAG TDM requirements.

TDM is a combination of services, incentives, facilities, and actions that reduce single-occupant vehicle (SOV) trips to help relieve traffic congestion, parking demand, greenhouse gas emissions, and air pollution problems. The purpose of a TDM plan is to promote more efficient utilization of existing transportation facilities and to ensure that new developments are designed to maximize the potential for sustainable transportation usage.

Project Description

The project site is located along Pulgas Avenue, opposite Camellia Drive (see Figure 1). The project proposes to subdivide a 2.536-acre parcel and construct 58 townhomes on a 2.110-acre lot and retain the existing retail commercial building on a 0.426-acre lot. The project would demolish four existing single-family homes and storage space on site. The proposed new townhomes would have vehicular access to and from Pulgas Avenue via two full-access driveways. Access to the existing retail building would be unchanged (see Figure 2).



LEGEND

 = Site Location

Figure 1
Site Location

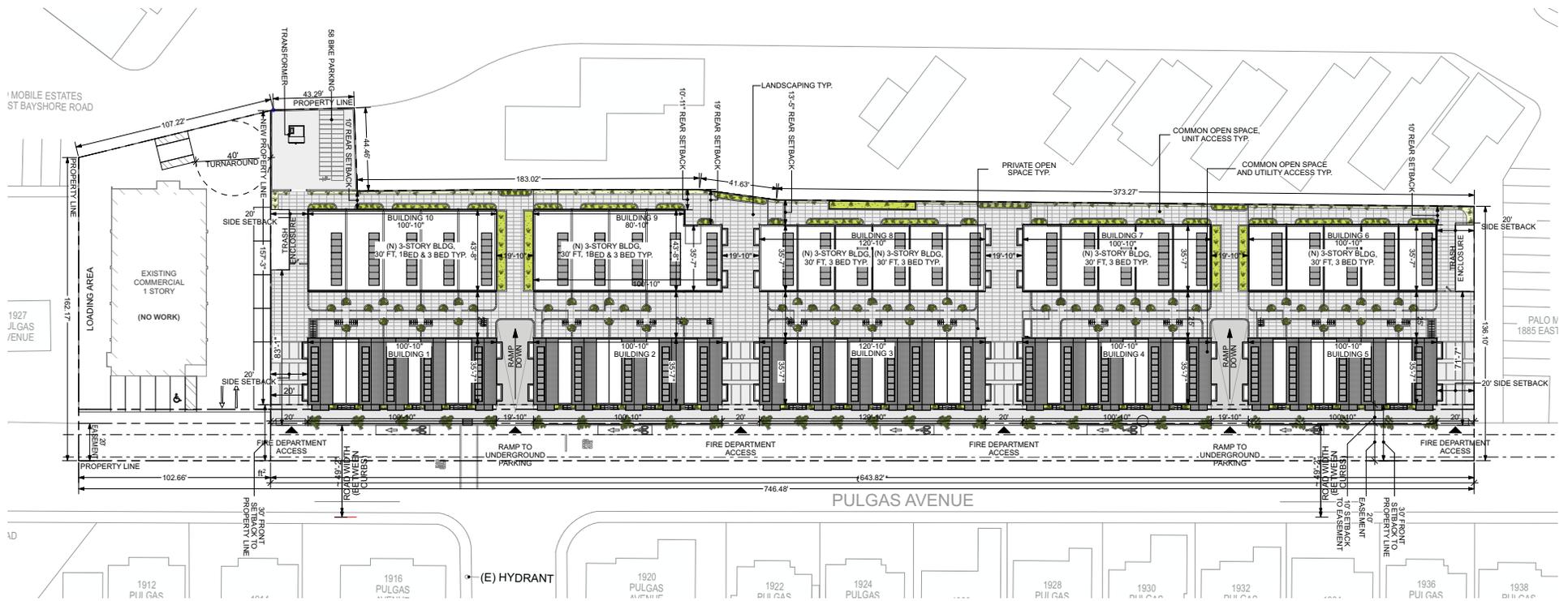


Figure 2
Proposed Project Site Plan

Project Trip Generation

Trip generation resulting from the proposed townhomes was estimated using the trip rates for “Single-Family Attached Housing” (Land Use 215) published in the Institute of Transportation Engineers’ (ITE) *Trip Generation Manual, 11th Edition* (2021). Based on the published trip rates, the project is expected to generate 418 daily trips, which would be reduced to 251 daily trips through TDM measures (see Table 1). The trip generation in Table 1 is provided for informational purposes.

**Table 1
Estimated Trip Generation**

Land Use	Size	Daily	
		Rate	Trips
Proposed Land Use			
Single-Family Attached Housing ¹	58 Dwelling Units	7.20	418
<i>TDM Reduction (40%)</i>			-167
Net Project Trips			251
<i>Source: ITE Trip Generation Manual, 11th Edition (2021).</i>			
¹ Average rate used for Single-Family Attached Housing - (Land Use			

TDM Goal

Based on Section 10.32.090 (F) of the Municipal Code, residential developments are required to achieve a 40 percent reduction in average daily trips from baseline conditions. Based on the City of East Palo Alto TDM Program Guidelines for Multi-Family Residential Development, projects can demonstrate compliance with the 40 percent reduction by providing a TDM plan that will incorporate strategies per Section XI, Multiple Family TDM Points, of the Guidelines. Residential projects with 100 or more residential units must incorporate selected TDM strategies to meet a minimum of 10 points. The TDM point requirement is prorated for residential projects with fewer than 100 residential units. According to the Guidelines, the project needs to earn six TDM points (58 units*10 points/100 units) by providing a combination of the TDM Program Strategies included in the Guidelines.

2. Transportation Facilities and Services

Transportation facilities and services that support sustainable modes of transportation include buses, shuttles, and bicycle and pedestrian facilities. This chapter describes existing facilities and services near the project site that would support the TDM measures described in this plan.

Bus Routes

Existing bus service to the study area is provided by the San Mateo County Transit District (SamTrans). SamTrans provides bus service within East Palo Alto and throughout San Mateo County. The closest bus stop to the project site is located on Pulgas Avenue at East Bayshore Road approximately 200 feet south of the proposed residential development. This bus stop serves SamTrans Routes 81 and 280. Residents may also access SamTrans Route 296 at a bus stop on Clarke Avenue at O'Connor Street approximately 0.5 miles away. Access between this bus stop and the project site is provided via sidewalks on Pulgas Avenue, Oakes Street, Tate Street, Tinsley Street, and Clarke Avenue. The existing SamTrans service¹ in the project vicinity is described below and shown on Figure 3. The closest bus stops within walking distance of the project site are also shown on Figure 3.

SamTrans Route 81. Route 81 is a school-oriented route that provides service between various neighborhoods in East Palo Alto, Menlo Park, and Atherton. There is one run at the Pulgas/East Bayshore stop in the morning and two runs in the afternoon except for on Thursday which only has one.

SamTrans Route 280. Route 280 operates between the University Village neighborhood at the intersection of Purdue Avenue and Fordham Street and the Stanford Mall via University Avenue and Pulgas Avenue with 70-minute headways during the weekday hours of 5:30 AM to 11:00 PM.

SamTrans Route 296. Route 296 provides service between the Redwood City Transit Center and the Ravenswood 101 retail center with 20-minute headways during the weekday hours of 5:15 AM to 11:00 PM. Within the project vicinity, Route 296 operates on Clarke Avenue and East Bayshore Road.



¹ SamTrans routes and schedule effective February 23, 2025. Samtrans.com accessed on February 26, 2025



Figure 3
Existing Transit Services

Bicycle Facilities

The existing and planned bicycle facilities within one-half mile of the project site (see Figure 4) include multi-use trails (Class I bikeway), striped bike lanes (Class II bikeway), shared bike routes/boulevards (Class III bikeway), and separated bikeways (Class IV bikeway). Bike paths or multi-use trails are shared between pedestrians and bicyclists and separated from motor vehicle traffic. Bike lanes are lanes on roadways designated for use by bicycles with special lane markings, pavement legends, and signage. Bike routes are signed bike routes where bicyclists share a travel lane with motorists. Class IV bikeways, also referred to as separated bikeways or cycle tracks, includes a vertical element of separation between the bikeway and the through vehicular traffic via flexible posts, inflexible physical barriers, or on-street parking.

The Bay Trail runs roughly parallel to Pulgas Avenue between the Ravenswood Open Space Preserve and San Francisquito Creek's intersection with E. Bayshore Road. The trail can be accessed from Verbena Drive, approximately one-quarter mile southeast of the project site, or from O'Connor Street, approximately one-half mile northeast of the project site. There is also a bridge for pedestrians and bicycles to cross US 101 at Clarke Avenue and Newell Road. A two-way cycle track is found on the west side of Clarke Avenue between the US 101 crossing and Tinsley Street.

Within the immediate project vicinity, striped bike lanes are present on Pulgas Avenue south of Oakes Street. In the northbound direction, the Pulgas Avenue bike lane is provided along the entire segment between East Bayshore Road and Oakes Street. In the southbound direction, the Pulgas Avenue bike lane ends approximately 100 feet north of the project site, and bike route markings (sharrows) continue south to East Bayshore Road. O'Connor Street also has bike lanes between Pulgas Avenue and Clarke Avenue.

Planned Facilities

Based on the East Palo Alto Bicycle Transportation Plan, adopted in 2017, Class II bike lanes are planned on Pulgas Avenue between Bay Road and E. Bayshore Road, and on Clarke Avenue south of O'Connor Street. A Class III bike route is planned on East Bayshore Road. The project would implement a Class II bike lane along the project frontage on Pulgas Avenue and construct a multi-use sidewalk/bike lane for a distance of approximately 100 feet north of the project site to connect to existing bike and pedestrian facilities. These proposed bicycle facilities would improve connectivity between the project site and the surrounding areas.

Pedestrian Facilities

The pedestrian facilities within the study area include sidewalks along many of the streets and striped crosswalks at major intersections. Sidewalks are present along the north side of East Bayshore Road and on both sides of Pulgas Avenue with the exception of the project frontage on the west side of Pulgas Avenue and extending approximately 100 feet to the north. The project proposes to construct a seven-foot-wide sidewalk along the project frontage and will construct a multi-use sidewalk/bike lane north of the project site to connect to the existing sidewalk. Pedestrians also have access to the Bay Trail east of the project site.

The intersection of Pulgas Avenue and East Bayshore Road has a marked crosswalk on only the north leg (Pulgas Avenue). Crosswalks are not needed on the east and west approaches because the US 101 freeway directly abuts East Bayshore Road so there is no sidewalk on the south side of the street. The intersection of Pulgas Avenue and Camellia Drive operates under all-way-stop control and has marked crosswalks across the south and east legs, which would facilitate residents walking to and from the Bay Trail via Verbena Drive. The two-way stop-controlled intersection of Pulgas Avenue and Oakes

Street has marked crosswalks across the west and south legs. A crosswalk is also missing at the south approach at the Pulgas/O'Connor intersection.



Figure 4
Existing and Planned Bicycle Facilities

3.

Proposed TDM Measures

This chapter describes Transportation Demand Management (TDM) measures that will be implemented by the proposed residential project to obtain six TDM points from the City's TDM Program Guidelines. The TDM measures include planning and design measures that encourage walking, biking, and the use of transit. Table 2 presents a summary of the measures proposed in this plan. An indication of who will have primary responsibility for implementing each measure is also shown on the table.

Affordable Housing

The project will include nine affordable residential dwelling units (20 percent of the 46 units base density) including five inclusionary units at 80 percent Area Median Income (AMI) and four inclusionary units at 120 percent AMI. The affordable units will be available to families with median or moderate incomes. Affordable housing has been shown to generate fewer vehicle trips and vehicle miles traveled than market rate housing.

TDM Administration and Promotion

TDM Coordinator

Experience with other TDM programs indicates that having a TDM Coordinator who focuses on transportation issues and is responsible for implementing the TDM program is key to the plan's success. The development's homeowners' association will appoint an individual as the TDM Coordinator to serve all 58 townhomes. They will be responsible for implementation of the TDM program throughout the project and will be available to answer questions from residents. That person's name and contact information will be provided to the City. The development's homeowners' association will be responsible for notifying the City if the TDM Coordinator changes.

**Table 2
Proposed TDM Measures**

TDM Measure	Implementation Responsibility	TDM Points
Affordable Housing		
9 Inclusionary Units (20% of 46 units base density)	Building Developer	0.75
Program Administration		
Designate a TDM Coordinator	Homeowners' Association	0.25
Orientation, education or materials distribution of transit, wayfinding and other TDM information and programs to new residents as they move in and annually to all residents	Homeowners' Association	0.25
Proximity to Commercial Uses		
Provide on-site amenities (gym, dog park, dog washing station)	Building Developer	1
Participation in Commute.Org		
Certified participation in Commute.org Certified Developer Program	Building Developer and Homeowners' Association	1
Bicycle Facilities		
Bicycle parking	Building Developer	0.25
Bicycle repair station	Building Developer	0.25
Access Improvements		
New sidewalk and bike lane along project frontage and extending approx. 100 ft. to the north to connect with existing facilities	Building Developer	2
Delivery Amenities		
Central mail and package delivery area	Building Developer	0.5
Family-Supportive Amenities		
On-site secure storage for car seats, strollers, and cargo bikes	Building Developer	1
Total TDM Points:		7.25

TDM Communication

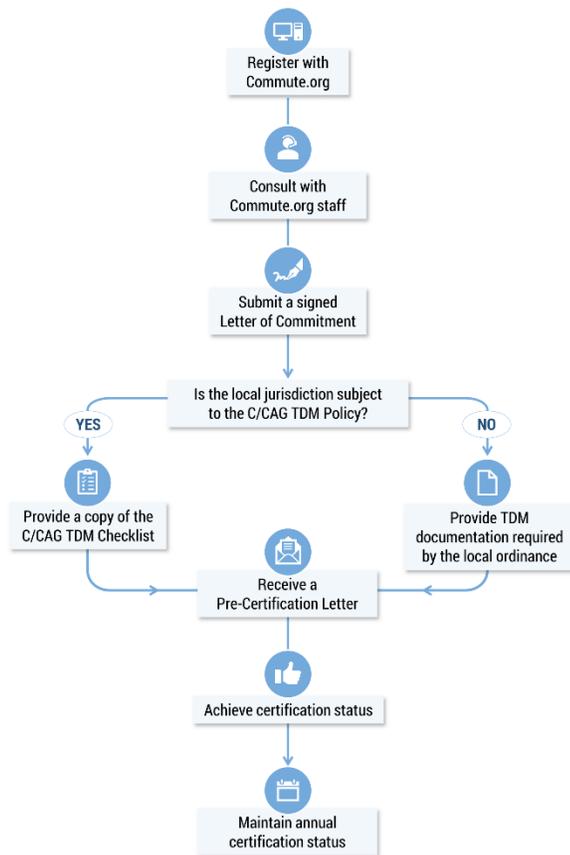
The TDM Coordinator will proactively present alternative transportation programs to residents and will be responsible for ensuring that residents are aware of all transportation options and how to fully utilize the TDM plan. The TDM Coordinator will provide the following services and functions to ensure the TDM plan runs smoothly:

- Provide transportation information to new residents and annually to all residents, including items listed later in this chapter.
- Provide trip planning assistance to residents who are considering an alternative mode.
- Distribute transportation news and commuter alerts.

On-Site Amenities

On-site amenities can be beneficial in reducing vehicle trips by offering common retail uses and services on site. The development will include a gym, community room, dog run, and dog washing station that will be open to all residents. These on-site amenities will reduce trips by residents traveling to a gym or community space elsewhere. Fitness centers can often encourage alternative modes of transportation by educating users of the additional benefits that can be obtained by using active modes of transportation for other trips. Furthermore, the dog run and dog washing station will allow residents to care for their pets without traveling to an off-site dog park or grooming facility.

Participation in Commute.org Certified Development Program



The project will participate in the Commute.org Certified Development Program. The program is intended to provide developers access to a set of TDM programs and services to reduce VMT and trip counts to new commercial, residential, or mixed-use developments in San Mateo County.

The project developer will complete the pre-certification process during the pre-construction phase. Within six months of receiving a Certificate of Occupancy, the project will complete the following steps to achieve full Certification:

- Transportation Coordinator will complete Commute.org program training.
- Transportation Coordinator will submit initial TDM Survey to confirm the programs and services offered at the development.

Bicycle Facilities

Providing secure bicycle parking encourages bicycle commuting and increases the parking supply available to residents. Fifty-eight Class I bicycle parking spaces will be provided near the southwest corner of the site for long-term use by residents and four short-term bicycle parking spaces would be provided on the sidewalk along the project frontage adjacent to the proposed bike lane on Pulgas Avenue. For bicycle parking requirements, the City of East Palo Alto requires facilities to be in compliance with *VTA Bicycle Technical Guidelines Section III*. For general multi-dwelling residential uses, VTA recommends one long-term (Class I) parking space per unit and one short-term (Class II) parking space per 20 units. The proposed bike parking meets the City's code requirement and CALGreen requirements. A bike repair station will also be provided near the long-term bike parking to enable residents to maintain and repair their bicycles.



Access Improvements

The project will include multimodal improvements to the existing transportation network that will encourage residents of the project and neighbors to walk, bike, or ride transit and avoid traffic congestion while traveling in private vehicles.

Sidewalk Gap Closure

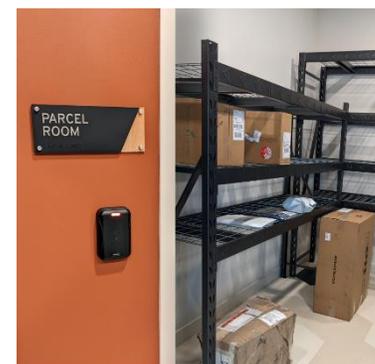
Currently, there is a gap in the sidewalk on the west side of Pulgas Avenue along the project frontage and the adjacent property to the north. The project proposes to construct a seven-foot sidewalk along the project frontage and will construct a multi-use sidewalk/bike lane north of the project site to connect to the existing sidewalk to provide a safe and comfortable pedestrian connection to the Pulgas/Oakes intersection, where bus stops are located, to facilitate multimodal transportation options.

New Bike Lane

The project will provide a bike lane along the project frontage on the west side of Pulgas Avenue and will construct a multi-use sidewalk/bike lane north of the project site to connect to the existing bike lane. This measure will encourage residents to bike to nearby destinations and is consistent with the East Palo Alto Bicycle Transportation Plan.

Delivery Amenities

Delivery-supportive amenities can help reduce the need for individual vehicle ownership and vehicle trips by consolidating multiple trips at one central location. The project will provide a secure package room near the mail lobby for receipt of parcels and deliveries. This amenity will reduce vehicle trips by individual residents to retail establishments and to offsite delivery locations such as Amazon Locker.



Family-Supportive Amenities

Families with small children face extra obstacles when attempting to walk or bike to nearby destinations. The project will reduce one obstacle by providing secure storage for personal car seats, strollers, cargo bicycles, or other large bicycles within the parking garage. This amenity will enable families to choose modes of travel other than a private vehicle.

Trip Planning Resources & Incentives

Residents may not be aware of several free trip-planning resources. The TDM Coordinator may share these resources with residents.



On Winslow Street @ Redwood City Caltr

2201 Bay Rd, Redwood City, CA 94063

Google Maps

Google has collaborated with select regional transit agencies to provide a public transit planner for SamTrans and Caltrain riders. Residents can find free services online at www.google.com/maps/dir/.

SamTrans Mobile

The [SamTrans mobile app](#) is a valuable resource for commuters planning to ride on the SamTrans system. Residents can use this app to pay bus fares, buy and activate tickets, and see SamTrans departures, timetables, and routes.

Free Try Transit

The TDM Coordinator can promote the Commute.org Try Transit Passes for residents considering switching to transit use. Drive-alone commuters can apply for free tickets on a practical transit mode for their commute. Helping incentivize commuters to start a different commute mode is critical to shifting behavior from driving alone. Commuters can learn more about the Try Transit program at <https://commute.org/rewards/#try-transit>.

Bicycle Resources & Incentives

Resources useful to cyclists may be provided by the TDM Coordinator. For example, the local bikeways map can be posted for easy reference. The following resources are available to bicycle commuters through 511.org:

- Bicycle maps
- Bicycle safety tips
- Information about taking bikes on public transit
- Location and use of bike parking at transit stations
- Information on Bike to Work Day
- Tips on selecting a bike, commuter gear, and clothing
- Links to bicycle organizations

Commute.org will reward bicycle commuters with up to \$100 when they track their bicycle commutes on the Strava app and allow the app to automatically report the trip to the Commute.org STAR platform. The TDM Coordinator can promote this bicycle incentive program to residents.

Carpool/Vanpool Resources & Incentives

Ride Matching Resources

Merge

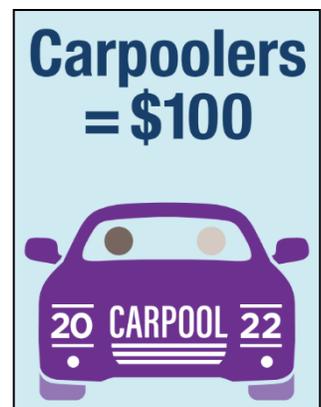
Merge is 511.org's free ridematching service and provides an interactive, on-demand system that helps commuters find carpool and vanpool partners. The TDM Coordinator can promote the online 511 services to residents. This free carpool and vanpool matching tool helps commuters find others with similar routes and travel patterns with whom they may share a ride. Registered users provide their commute information and get matched with other users. Participants can then contact a match to discuss schedules and see if the match is a good fit. The service also lists existing carpools and vanpools in their residential area that may have vacancies.

Carpool/Vanpool Incentives

STAR

Commute.org has established a STAR program (Support, Track, and Reward). Residents and commuters who log their alternative to driving alone trips to or from San Mateo County earn points that can be redeemed for fun items or a donation in their name to a non-profit organization of their choice. In addition, residents who log their sustainable commutes are automatically entered to win quarterly e-gift cards.

STAR also hosts a rewards program where users can earn up to \$100 when they carpool to or from work. Users can log their carpool trip and are verified when other members of the carpool log the same trip. Users are then eligible for a \$25 e-gift card reward after ten days of carpooling, up to four times per year. A similar rewards program exists for participants commuting via vanpool.



The TDM Coordinator should promote this reward program in communications with residents.

Vanpool Programs

The TDM Coordinator can inform the residents about the \$500 monthly vanpool subsidy from the Bay Area Vanpool Program. Enterprise partnered with the Metropolitan Transportation Commission (MTC) to provide an all-inclusive option to make vanpooling easy. A Commute with Enterprise vanpool comes with a recent-model, low-mileage van or SUV, including roadside assistance and maintenance. Commuters who start or end their commute in one of the nine eligible Bay Area counties can participate in [the vanpool incentive program](#).

Commute.org will reward vanpool commuters with up to \$100 when they log their vanpool trips on the commute.org STAR portal as an incentive for vanpooling. The TDM Coordinator can promote this subsidy to residents.

4. TDM Implementation and Monitoring

The purpose of this TDM plan is to reduce the daily trips generated by the proposed residential building to comply with the East Palo Alto Municipal Code Chapter 10.32 and TDM Program Guidelines for Multi-Family Residential Development.

Implementation

The project applicant will ensure that the TDM trip reduction measures are implemented. After the residential units are sold, the project owner or the development's homeowners' association will identify a TDM Coordinator. The TDM Coordinator for the project will be responsible for implementing the ongoing TDM measures and making residents aware of the transportation options and how to fully utilize the TDM plan.

Monitoring and Reporting

The Citywide TDM Ordinance does not require monitoring for residential uses. Instead, residential project owners can demonstrate compliance with the TDM Ordinance by selecting and incorporating selected TDM strategies to meet a minimum number of points.

Nevertheless, participation in the Commute.org Certified Developer Program requires ongoing monitoring and reporting. The Transportation Coordinator will be responsible for the following monitoring and reporting tasks:

1. Provide a copy of the Final TDM Plan approved by the City of East Palo Alto to Commute.org.
2. Provide a copy of the East Palo Alto Multi-family TDM Point Checklist to Commute.org.
3. Maintain an active point of contact with Commute.org.
4. Receive communications from Commute.org.
5. Attend annual Commute.org program training.
6. Actively promote applicable Commute.org programs and services to residents.
7. Host an annual transportation-oriented event for residents.
8. Sponsor and/or participate in Commute.org challenges and special events.
9. Participate in a Commute.org sponsored shuttle if the project is located on or near an existing shuttle route.
10. Complete an annual update of the Commute.org TDM Survey confirming programs and services offered at the development.