Appendix A

Transportation Impact Analysis

KITTELSON & ASSOCIATES

MILLBRAE 2040 GENERAL PLAN TRANSPORTATION IMPACT ANALYSIS

MILLBRAE, CA

July 11, 2022

Millbrae 2040 General Plan Transportation Impact Analysis

Millbrae, CA

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CONTENTS

LIST OF FIGURES

LIST OF TABLES

APPENDICES

Section 1
Introduction and Summary

INTRODUCTION AND SUMMARY

This report presents the findings of the transportation impact analysis (TIA) conducted for the updated Millbrae General Plan (2040 General Plan) and the Downtown and El Camino Real Specific Plan (Specific Plan) in Millbrae, California.

INTRODUCTION

PROJECT DESCRIPTION

The plan has three primary components:

1) the 2040 General Plan
2) the Downtown and El Camino Real Specific Plan (Specific Plan), including the Broadway and El Camino Real Streetscape Master Plan as an appendix to the Specific Plan, and
3) associated Zoning Code amendments for the General Plan and Specific Plan.

The 2040 General Plan would serve as a long-term framework for future growth, reflect issues identified from community input and changes in State law, and update all elements of the General Plan including the Land Use and Built Environment Element (including an optional Environmental Justice Element); Mobility Element; , Health, Safety, and Hazardous Materials Element; Recreation, Arts, and Culture Element; , and Natural Resource Conservation Element. The Housing Element will be updated separately.

The Specific Plan would support sustainable, mixed-use development in downtown Millbrae near the Millbrae Station serving Bay Area Rapid Transit (BART), SamTrans, and Caltrain with provision of development, streetscape, and design standards and guidelines.

The Zoning Code would be amended to ensure consistency with the 2040 General Plan and Specific Plan.

STUDY AREA

The 2040 General Plan encompasses the entirety of the City of Millbrae. The Specific Plan focuses on land use policies within a subarea of the City of Millbrae in the vicintiy of El Camino Real (Figure 1).

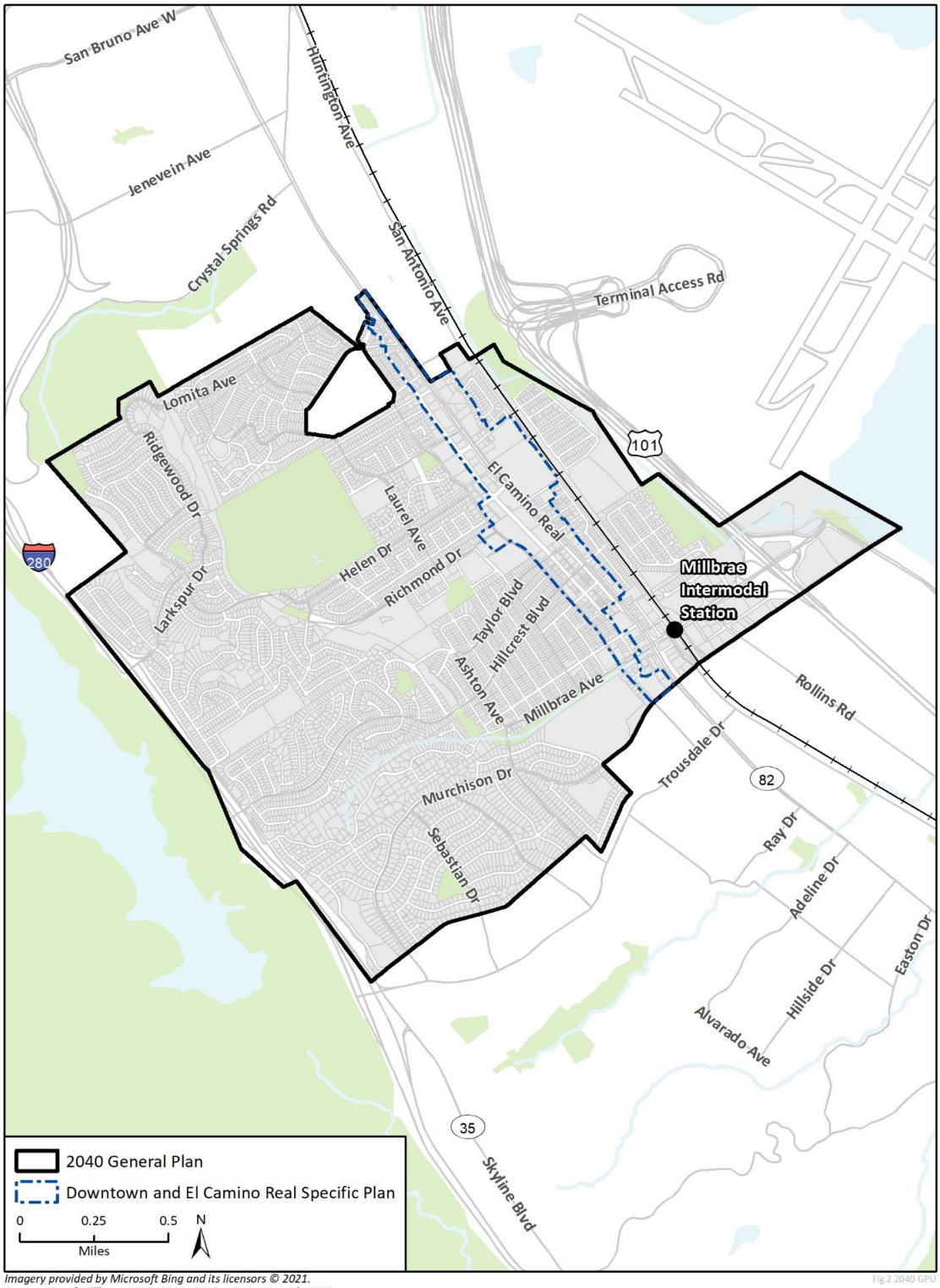
The General Plan area includes the area defined in the Millbrae Station Area Specific Plan (MSASP), which is adjacent to the Specific Plan area.

SCOPE OF TRANSPORTATION IMPACT ANALYSIS

The transportation impact analysis may include two levels of evaluation:

- California Environmental Quality Act (CEQA) transportation analysis
- Local transportation analysis

Figure 1: General Plan and Specific Plan Boundaries



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Source: City of Millbrae, 2017; ABAG, 2017; Mintier Harnish, 2018.

CEQA Transportation Analysis

The CEQA transportation analysis includes four transportation impact areas:

a. Conflicts with circulation system programs
b. Vehicle-miles of travel (VMT)
c. Hazards
d. Emergency access

These are the transportation impact areas that may be considered in environmental documentation for the proposed plans. Other transportation issues would not be part of the environmental evaluation under CEQA but may be considered as part of a local transportation analysis.

Local Transportation Analysis

A local transportation analysis evaluates the proposed plan's non-CEQA effects on the transportation system relative to City of Millbrae policies and standards. The transportation issues considered in a local transportation analysis of an individual land development project may include traffic operations or parking. Because the General Plan and Specific Plan do not include specific development site designs, a local transportation analysis is not as relevant for this TIA. Traffic volume forecasts are provided for informational purposes.

SUMMARY

CEQA TRANSPORTATION ANALYSIS

- Cumulative development for the year 2040 with projected buildout of the Millbrae General Plan and Specific Plans would result in a less than significant impact for residential vehicle-miles of travel (VMT) per capita and a significant and unavoidable impact for non-residential VMT per employee. Citywide residential VMT per capita would decrease by 15 percent, from 15.1 to 12.8, and would drop below the impact threshold of 13.2. Citywide non-residential VMT per employee would decrease by 5 percent, from 20.1 to 19.0, but would remain above the impact threshold of 16.5.
- The General Plan and Specific Plans would have less than significant impacts on the three other CEQA impact criteria: plans and policies, hazards and emergency access.

Section 2
Existing Conditions

EXISTING CONDITIONS

A description of the existing roadway, transit, bicycle, and pedestrian components of the transportation system within the study area follows.

ROAD NETWORK

The roadway system in the study area consists of regional and local roads that serve local and regional traffic demand. Figure 2 shows the regional context for the City of Millbrae.

REGIONAL ROADS

Millbrae is served by two north-south freeways, US 101 and Interstate 280 (I-280). State Route 82 (SR 82)/El Camino Real is a major non-freeway regional route, and State Route 35 provides additional access north and south of Millbrae. These state highway facilities are maintained and operated by the California State Department of Transportation (Caltrans).

US 101

US 101 is a north-south freeway connecting Millbrae with San Francisco and northern California to the north and San Jose and Los Angeles to the south. It has four continuous lanes in each direction in the Millbrae area, augmented by auxiliary and weaving lanes in specific segments. Millbrae is directly served by one interchange, at Millbrae Avenue. US 101 carries an annual average daily traffic volume (AADT) of approximately 250,000 in the Millbrae area.

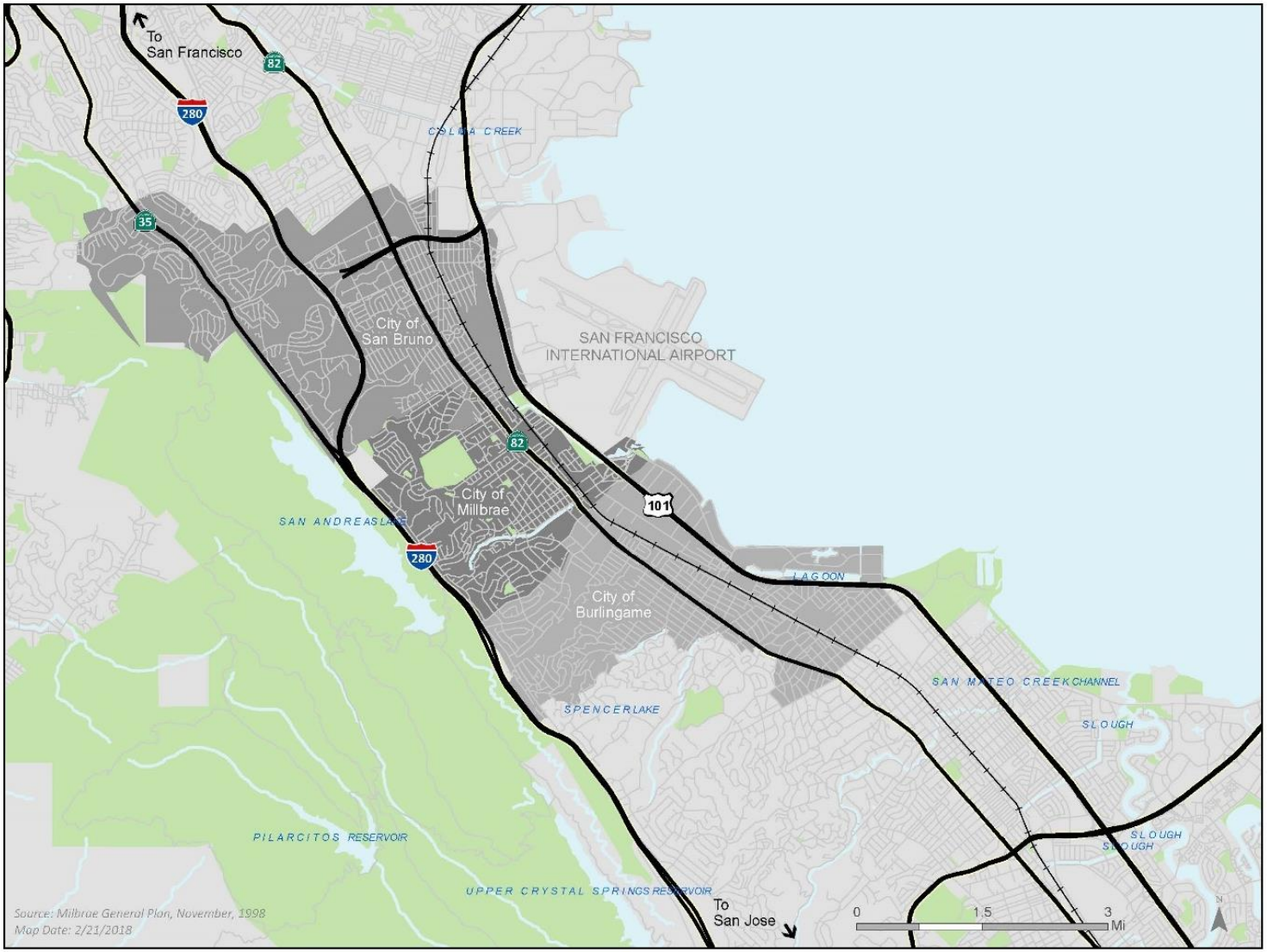
Interstate 280

Interstate 280 is a north-south freeway connecting San Francisco to the north with San Jose to the south, generally serving the western side of the developed portions of the Peninsula. There are four through lanes in each direction on I-280 adjacent to Millbrae. Access to I-280 is provided by an interchange at Trousdale Drive, ramps to and from the south at Hillcrest Boulevard, and ramps to and from the north at Larkspur Drive. The AADT in the Millbrae area is approximately 130,000 to 136,000.

State Route 82/El Camino Real

El Camino Real (State Route 82) is an arterial state route which serves the central areas of many of the cities on the Peninsula between San Francisco and San Jose. It has three through lanes in each direction within Millbrae, plus a one-lane, one-way southbound frontage road from Taylor Boulevard to Chadbourne Avenue. The AADT in the Millbrae area is approximately 26,000 to 27,000. El Camino Real is a State highway (State Route 82) under Caltrans jurisdiction.

Figure 2: Regional Road System



State Route 35

State Route 35 operates on I-280 through the City of Millbrae. North and south of Millbrae, SR 35 operates on Skyline Boulevard, a north-south arterial road. South of Millbrae, SR 35/Skyline Boulevard is a two-lane road providing access to unincorporated San Mateo and Santa Clara counties, eventually connecting to SR 17. North of Millbrae, SR 35/Skyline Boulevard is a two to four-lane road providing access to the western portions of Daly City and San Francisco, connecting to SR 1 in San Francisco. Skyline Boulevard within Millbrae is not part of SR 35.

CITY STREETS

The current (1998) Millbrae General Plan defines city streets in Millbrae as one of the following street classifications:

- Principal Arterial
- Minor Arterial
- Collector
- Local

The proposed General Plan would revise the current street classifications to incorporate additional considerations of function and surrounding land uses (Figure 3). Arterial streets would be classified as Mixed-Use or Neighborhood Arterial. Collector streets would be classified as Mixed-Use or Neighborhood Arterial. Table 1compares the current and proposed classifications.

Local Streets

Local streets comprise all of the facilities not in one of the higher systems. They primarily permit direct access to abutting property and connections to the collector and arterial streets. They offer the lowest level of vehicle mobility and usually serve no bus routes. Service to through traffic movements are usually deliberately discouraged.

TRANSIT SERVICES

Existing scheduled transit services serving Millbrae include regional rail transit and regional and local bus service (Figure 4). Millbrae Station serves both BART and Caltrain rail transit services and provides the only direct transfer connection between the two services. Millbrae Station is also a transfer location between the two rail transit services and local bus and shuttle routes.

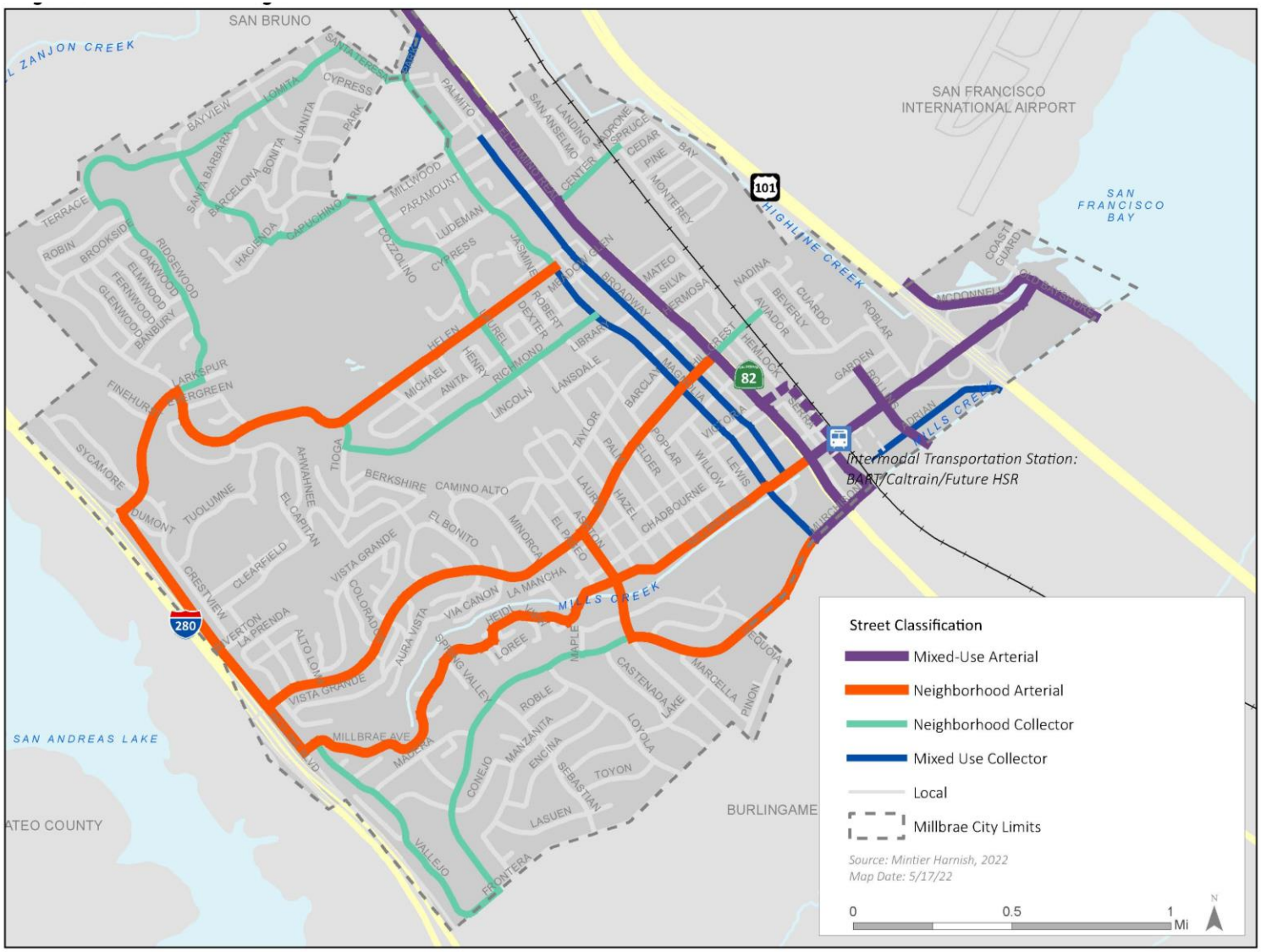
RAIL TRANSIT

Rail transit serving Millbrae includes BART and Caltrain.

BART

The San Francisco Bay Area Rapid Transit district (BART) provides heavy-rail, regional transit service via five rail lines in the following four Bay Area counties: Alameda, Contra Costa, San Francisco, and San Mateo.

Figure 3: Millbrae General Plan Circulation Diagram

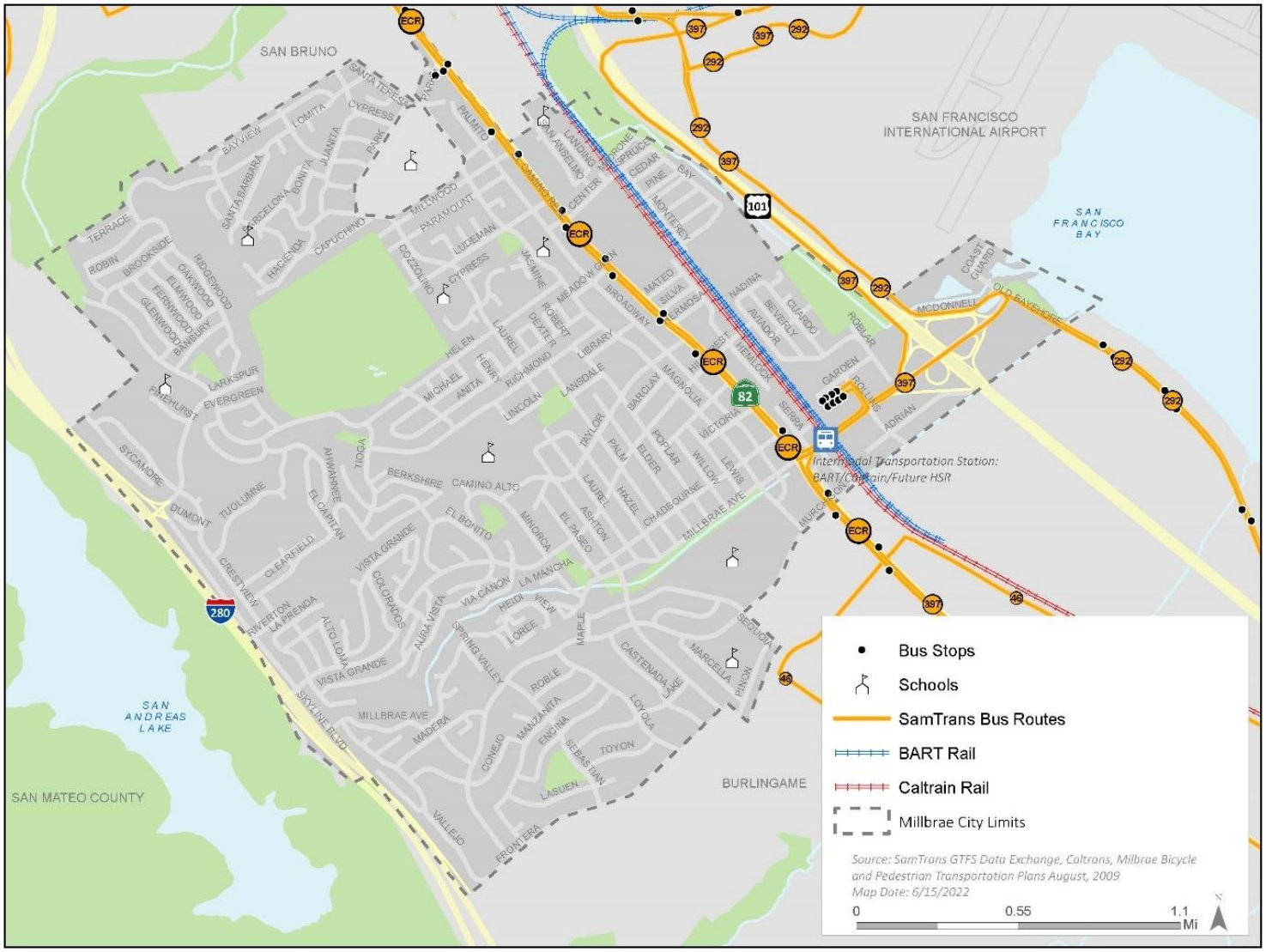


SOURCE: CITY OF MILLBRAE, 2040 GENERAL PLAN POLICY DOCUMENT PUBLIC REVIEW DRAFT, JUNE 2022

Table 1: Existing and Proposed Street Classifications

Street	Segment	Current Classification	Proposed Classification
Skyline Boulevard	Hillcrest to Larkspur	Principal Arterial	Neighborhood Arterial
Millbrae Avenue	El Camino Real to Old Bayshore	Principal Arterial	Mixed-Use Arterial
Ashton Avenue	Murchison to Hillcrest	Minor Arterial	Neighborhood Arterial
Magnolia Avenue	All	Minor Arterial	Mixed-Use Arterial
Murchison Drive	Ashton to Magnolia	Minor Arterial	Neighborhood Arterial
Murchison Drive	Magnolia to Serra	Minor Arterial	Mixed-Use Arterial
Millbrae Avenue	Skyline to El Camino Real	Minor Arterial	Neighborhood Arterial
Hillcrest Boulevard	I-280 to El Camino Real	Minor Arterial	Neighborhood Arterial
Taylor Boulevard	Magnolia to El Camino Real	Minor Arterial	Mixed-Use Collector
Meadow Glen Avenue	Magnolia to El Camino Real	Minor Arterial	Mixed-Use Arterial
Helen Drive	Larkspur to Magnolia	Minor Arterial	Neighborhood Arterial
Larkspur Drive	I-280 to Helen	Minor Arterial	Neighborhood Arterial
Vallejo Drive	All	Collector	Neighborhood Collector
Laurel Avenue/Barcelona Drive/Capuchino Drive/Santa Margarita Avenue/Bayview Avenue	Richmond to Lomita	Collector	Neighborhood Collector
Broadway	All	Collector	Mixed-Use Collector
Murchison Drive	Frontera to Ashton	Collector	Neighborhood Collector
Richmond Drive	All	Collector	Neighborhood Collector
Larkspur Drive/Ridgewood Drive/Lomita Avenue/Santa Teresa Avenue/Park Place	Helen to El Camino Real	Collector	Neighborhood Collector

Figure 4: Transit Service



SOURCE: KITTELSON & ASSOCIATES, 2022.

Millbrae Station, the city's BART station, is situated at the end of the Richmond-Millbrae (red) line, which runs on weekdays every 15 minutes between 4:00 AM and 9:00 PM. Between 9:00 PM and midnight, access to Millbrae is shifted to the Pittsburg/Bay Point – San Francisco International Airport (SFO)/Millbrae line, which runs every 20 minutes. On Saturdays and Sundays, only the Pittsburg/Bay Point – SFO/Millbrae line runs into the Millbrae station, running every 20 minutes from 6:00 AM through midnight and 9:00 AM through midnight, respectively. Approximately 6,400 average weekday boardings occur at the Millbrae station.

The Millbrae BART station provides a cross-platform connection to Caltrain and connections to SamTrans service and commuter shuttles. These services are discussed below.

Caltrain

Caltrain provides commuter rail service from Gilroy to San Francisco, with 32 stops along the 51-mile corridor, including Millbrae Station. There are three types of Caltrain service along the route:

- Baby Bullet Express; a limited-stop service between San Francisco and San Jose, operating three trains in each direction during each of the weekday AM and PM peak periods;
- Limited-Stop Service; a limited-stop service between San Jose and San Francisco (23 trains each way per day); and
- Local-stop service; regular service which operates along the entire corridor (23 trains each way per day).

On Saturdays and Sundays, local service operates from 7:00 AM to 11:00 PM northbound and from 8:30 AM to midnight southbound, with hourly frequencies during much of the service period.

The Caltrain Modernization Program is under construction and is planned to improve service while electrifying the system and switching from a diesel fleet to a more efficient electric fleet.

BUS TRANSIT

Scheduled local bus services are provided by the San Mateo County Transit District (SamTrans) and several shuttle providers.

SamTrans

SamTrans operates bus routes in San Mateo County and along the peninsula between San Francisco and Palo Alto. In Millbrae SamTrans operates one weekday and one night service multi-city bus line. A former school service in Millbrae (Route 43) has been discontinued.

The ECR is an express, multi-city bus that operates between the Daly City BART station and the Palo Alto Transit Center between 4:00 AM and 12:30 AM, with 15-minute weekday headways and 20-minute weekend headways. The ECR has stops at several locations along El Camino Real but does not directly serve Millbrae Station.

Route 397 is an express, multi-city bus that operates at night only between San Francisco and the Palo Alto Transit Center. Three northbound buses operate hourly between 12:46 AM and 2:45 AM, and four southbound buses operate hourly between 1:00 AM and 4:00 AM. The 397 has the same operation schedule on weekdays and weekends. When in operation, Route 397 stops on the west side of the Millbrae Station.

Route 292 operates along Old Bayshore Highway and McDonnell Road on the east side of Millbrae, but has no designated bus stops within the City of Millbrae. It operates between Hilldale Mall and San Francisco at 15-minute frequencies during peak periods and 30 minute off-peak frequencies.

Shuttles

Shuttle buses are operated by Commute.org and private employers.

Commute.org Shuttles

Several shuttle routes are operated by Commute.org, a joint powers authority (JPA) of cities and San Mateo County which provides transportation programs and services.

- **BAY:** The Burlingame Bayside shuttle operates between the Millbrae Station and the employment areas near the Burlingame bayshore. This shuttle departs the east side of the Millbrae Station each weekday, approximately every 25 minutes from 7:00 AM to 9:00 AM and from 4:00 PM to 6:30 PM.
- **BPT:** The Burlingame Point shuttle operates between the east side of the Millbrae Station and the employment areas along Airport Boulevard in Burlingame. This shuttle departs the east side of the Millbrae Station each weekday, approximately every 15 minutes from 6:45 AM to 10:00 AM and from 3:00 PM to 7:00 PM.
- **MB:** The Millbrae-Broadway shuttle serves uses along California Drive between the west side of the Millbrae Station and the Broadway Caltrain Station in Burlingame. It operates every 15 minutes from 6:00 AM to 9:30 AM and from 4:00 PM to 7:00 PM.
- **NB:** The North Burlingame shuttle operates on weekdays between the west side of the Millbrae Station and North Burlingame employers including the Mills-Peninsula Medical Center. It operates every 30 minutes from 6:30 AM to 9:30 AM and from 3:00 PM to 6:30 PM.
- **NFC:** The North Foster City shuttle operates on weekdays every 60 minutes from 6:30 AM to 9:30 AM, and from 4:00 PM to 7:00 PM between the east side of the Millbrae Station and the north area of Foster City. Participating employers (with stops on the route) include Gilead Sciences and Life Technologies

Private Employer Shuttles

Genentech, based in South San Francisco, operates a shuttle bus from the Millbrae Station with approximately 20-minute headways from 6:30 AM to 10:00 AM and from 3:00 PM to 6:30 PM.

The Sierra Point Shuttle connects the Millbrae Station to several stops along the Sierra Point peninsula north in Brisbane. The shuttle departs the Millbrae Station every 30 minutes from 7:30 AM to 9:30 AM and again from 4:20 PM to 6:30 PM.

Long Distance Bus Service

There is no scheduled intercity bus service (Greyhound or other carriers) serving Millbrae or other cities on the Peninsula. The closest long-distance bus stations are in San Francisco or San Jose.

DEMAND RESPONSIVE TRANSIT

Paratransit Service

SamTrans operates two paratransit services: Redi-Wheels on the bay side of San Mateo County and RediCoast on the coast side of San Mateo County. Millbrae is served by Redi-Wheels. Redi-Wheels passengers must reserve trips one to seven days in advance or set up subscription services for regular trips. Additionally, paratransit customers may ride any fixed-route services for free.

Taxi Service

A number of private taxi cab companies are authorized to operate in Millbrae. Ridesharing services such as Uber and Lyft also operate in Millbrae.

BICYCLE FACILITIES

Figure 5 displays the existing designated bicycle facilities in Millbrae.

BICYCLE FACILITY TYPES

Bicycle facilities are categorized into four types, as described below:

- **Class I Bikeway (Bike Path)**. Also known as a shared path or multi-use path, a bike path is a paved right-of-way for bicycle travel that is completely separate from any street or highway.
- **Class II Bikeway (Bike Lane)**. A striped and stenciled lane for one-way bicycle travel on a street or highway. This facility could include a buffered space between the bike lane and vehicle lane and the bike lane could be adjacent to on-street parking.
- **Class III Bikeway (Bike Route)**. A signed route along a street where the bicyclist shares the right-of-way with motor vehicles. This facility can also be designated using a shared-lane marking (sharrow).
- **Class IV Bikeway (Separated Bike Lane)**. A bikeway for the exclusive use of bicycles including a separation required between the separated bikeway and the through vehicular traffic. The separation may include, but is not limited to, grade separation, flexible posts, inflexible physical barriers, or on-street parking.

EXISTING BICYCLE FACILITIES

Bike Paths (Class I)

These recreational trails provide off-street connections for both bicyclists and pedestrians:

Spur Trail

The primary class I facility within the city of Millbrae is the Spur Trail, which runs parallel to Millbrae Avenue from Magnolia Avenue to Ashton Avenue before continuing north to terminate at Richmond Drive. The Spur Trail has a gap between Ashton Avenue and El Paseo.

Bay Trail

The Bay Trail runs along the San Francisco Bay to destinations east of the city.

San Andreas Trail and Sawyer Camp Trail

The San Andreas Trail and the Sawyer Camp Trail, located just outside the western city limits, provide connections to San Andreas Lake and other open spaces to the west of the city. These trails are accessible via Larkspur Drive and Hillcrest Boulevard beyond the city limits. These trails connect to the unincorporated county's trail systemic including the Sweeney Ridge Trail and Fifield Cahill Ridge Trails.

Figure 5: Existing Bikeway Facilities

SOURCE: CITY OF MILLBRAE, MILLBRAE ACTIVE TRANSPORTATION PLAN, ADOPTED OCTOBER 12, 2021.

Monterey Linear Park

A bike path extends the length of the Monterey Linear Park between Cedar Street and Santa Paula Avenue. A walking and biking railroad crossing allows for a connection between the Monterey Linear Park path and Hemlock Avenue.

Central Park

A short bike trail exists in the Central Park.

Bike Lanes (Class II)

Bicycle lanes are provided on the following streets:

- McDonnell Road between Bayfront Park and the city limits. These bicycle lanes are continuous along McDonnell Road until South San Francisco;
- Skyline Boulevard between Larkspur Drive and Hillcrest Boulevard;
- Richmond Drive between the Spur Trail and Magnolia Avenue
- Murchison Drive between El Camino Real and Magnolia Avenue; and,
- Broadway between Ludeman Lane and Meadow Glen Avenue.

Bike Routes (Class III)

The following bike routes are designated in the City:

- El Camino Real south of Center Street is a class III facility and is designated using shared-lane markings (sharrows).
- Magnolia Avenue from Murchison Avenue to Park Boulevard connecting the city to the City of Burlingame to the south and City of San Bruno to the north.

PEDESTRIAN FACILITIES

Pedestrian facilities can include sidewalks, paths, trails, curb ramps, and crossings. Amenities such as street furniture, pedestrian-scale lighting, and landscaping serve to create an environment that is conducive to walking and is inviting for pedestrians.

SIDEWALKS AND CROSSWALKS

Sidewalks are available consistently in Millbrae on most streets. This includes neighborhood streets and major streets, such as El Camino Real, Broadway, and Millbrae Avenue. These major streets have sidewalks on both sides of the street, except for a few sections of Millbrae Avenue between El Camino Real and Old Bayshore Highway. Major intersections have marked crosswalks. High-visibility crosswalks are present at some intersection and are concentrated mainly near schools.

TRAILS

In addition to on-street facilities, pedestrians in Millbrae can use the trails shown on Figure 5 on page 15. These trails provide off-street connections for both bicyclists and pedestrians. Trails that connect Millbrae residents to destinations throughout the city include the Spur Trail and the Bay Trail.

PEDESTRIAN CROSSING ENHANCEMENTS

In 2013, the city installed marked crosswalks, curb extensions (bulb outs), new sidewalk, a bus stop, and landscape enhancements at the signalized intersection of El Camino Real and Victoria Avenue. This signalized crossing provides pedestrians with a safer opportunity to cross El Camino Real when walking to and from the Millbrae Station than the prior uncontrolled crossings though no pedestrian refuge islands are provided. Note that El Camino Real is a State highway under Caltrans jurisdiction.

As part of the San Mateo County Crosswalk Safety Improvement Project, Caltrans installed pedestrian crossing enhancements at five intersections along El Camino Real (State Route 82) in Millbrae in 2017. The improvements included high visibility crosswalk markings, ADA curb ramps, curb extensions, crosswalk lighting, signs, and pedestrian hybrid beacons (PHBs), which provide a pedestrian-activated crossing beacon to stop vehicular traffic. Various pedestrian improvements were installed at or along:

- Park Boulevard/San Diego Avenue intersection
- Santa Helena Avenue
- Ludeman Lane
- Taylor Boulevard
- La Cruz Avenue

PLANNED IMPROVEMENTS

Several plans and studies have defined future transportation improvements in the City of Millbrae. The improvements in these studies do not necessarily have committed funding sources, but will be implemented as associated development occurs or as funding becomes available.

MILLBRAE STATION AREA SPECIFIC PLAN

The recommendations for the approved MSASP include improvements to mitigate potential impacts. Some of the potential improvements include:

- Rollins Road reconfiguration
- California Drive extension and realignment
- South Station Road reconfiguration
- Rollins Road/Garden Lane intersection improvements
- Millbrae Avenue/El Camino Real intersection improvements
- Millbrae Avenue/Rollins Road intersection improvements
- Rollins Road/Adrian Road intersection improvements
- California Drive/Murchison Drive intersection signalization
- Aviador Avenue improvements

These improvements would be implemented through a phased program in conjunction with the phased implementation of land use development.

MILLBRAE ACTIVE TRANSPORTATION PLAN

The Millbrae Active Transportation Plan (ATP) was approved in 2021 and includes recommendations for improvements to bicycle and pedestrian circulation and accessibility (Figure 6 and Figure 7). Some of the key recommendations include:

- El Camino Real - corridor bicycle improvements, with potential protected bike lanes
- Spur Trail - gap completion
- Monterey Street Path – complete off-street connections
- California Drive – connection from Hemlock Avenue
- Rail Line West Side – Establish connections on the west side of the rail line as redevelopment occurs
- US 101 Crossing – Construct a separate bicycle/pedestrian crossing of US 101 on the north side of Millbrae Avenue, and/or reconstruct Millbrae Avenue to provide a protected bike lane across US 101
- Millbrae Station Access Improvements – Low-stress connections along Adrian Road, Aviador Avenue and Hemlock Avenue
- Enhanced intersection crossing treatments (reduce crossing distances, retime signals, high-visibility treatments, clear sightlines) at locations along El Camino Real, Broadway, Millbrae Avenue and Magnolia Avenue

VEHICLE MILES TRAVELED

Vehicle miles traveled (VMT) is determined by multiplying the number of vehicular trips by the trip distance in miles. For example, one vehicle that travels ten miles in a day generates 10 VMT. For the purposes of this TIA, VMT is expressed on a daily basis for a typical weekday. VMT values in this analysis represent the full length of a given trip and are not truncated at jurisdiction boundaries. Additionally, these VMT values are for trips beginning or ending in the city (i.e., are associated with land uses within Millbrae). Trips passing through the city without stopping are not included in these VMT estimates, as the city has little or no control over such trips.

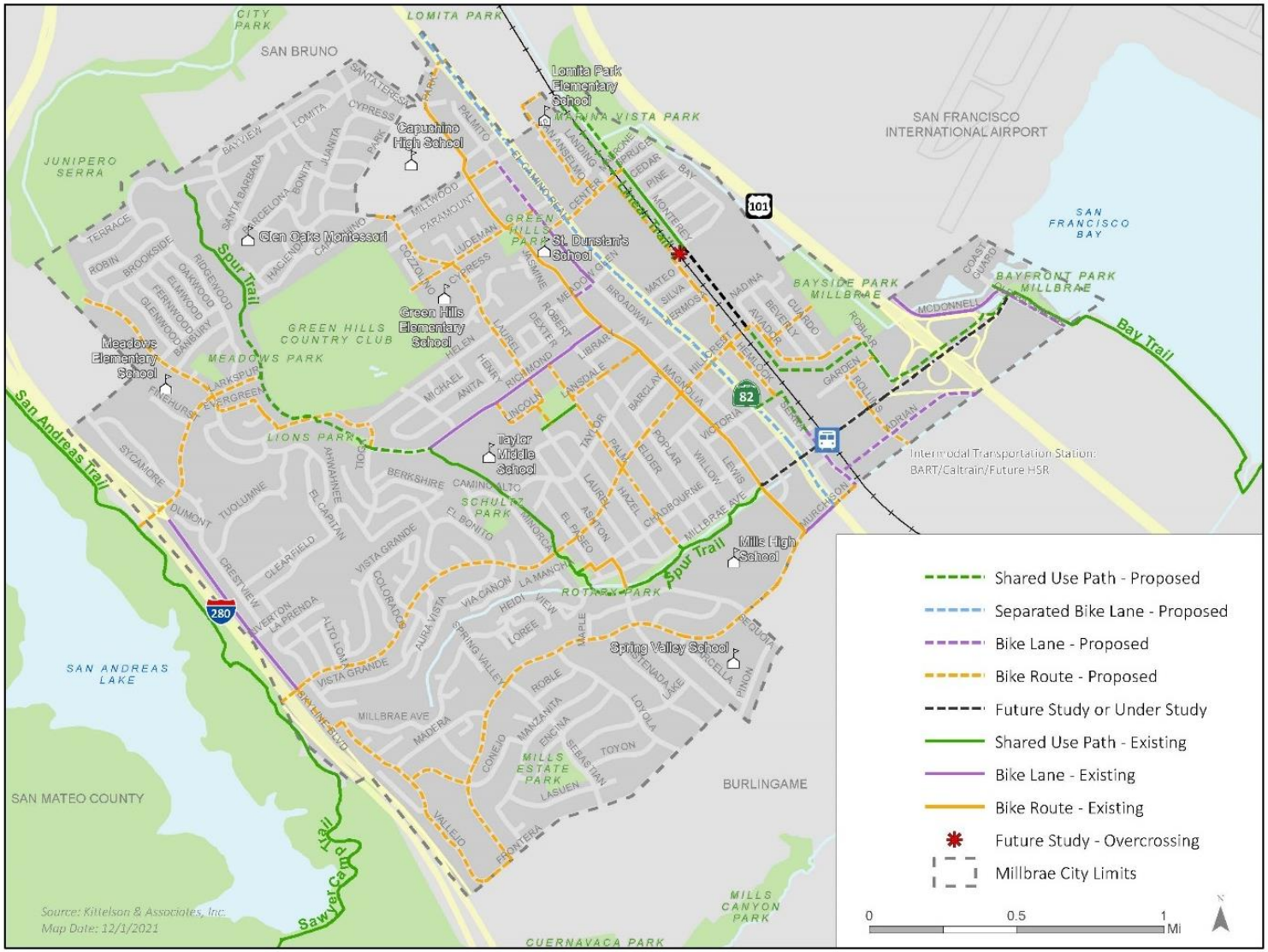
VMT METRICS

Although the absolute amount of VMT may be reported, transportation impact analysis is typically based on VMT expressed as an efficiency metric. VMT efficiency metrics, such as VMT per resident and VMT per employee, allow the VMT performance of different land use quantities to be compared. Such metrics provide a measure of travel efficiency and help depict whether people are traveling by vehicle more or less over time, across different areas, or across different planning scenarios. A per-capita or per-employee decline in VMT compared to a baseline condition indicates that the land use patterns and transportation network are operating more efficiently.

The regional travel demand model maintained by the Santa Clara Valley Transportation Authority (VTA) on behalf of the San Mateo County City/County Association of Governments (C/CAG) is used to identify the VMT generated by land uses in Millbrae as well as San Mateo County and the entire nine-county Bay Area.

Two measures of VMT are used in this impact analysis, VMT per capita and VMT per employee. Total VMT is also reported for informational purposes.

Figure 6: Recommended Bikeway Improvements



SOURCE: CITY OF MILLBRAE, MILLBRAE ACTIVE TRANSPORTATION PLAN, ADOPTED OCTOBER 12, 2021.

Figure 7: Recommended Pedestrian Improvements

SOURCE: CITY OF MILLBRAE, MILLBRAE ACTIVE TRANSPORTATION PLAN, ADOPTED OCTOBER 12, 2021.

VMT per Capita

VMT per capita for residential land uses includes all trips made by residents, ideally including their trips while away from home, but does not include trips visiting residences (e.g., trips made by delivery vans). The C/CAG travel model does not explicitly track trips made by residents away from their homes, but the calculation for this TIA includes a proportional estimates of this "away from home" residential VMT.

The regional average VMT per capita is calculated by summing the vehicle mileage (excluding trips made by transit, bicycle or walking) for all trips made by San Mateo County residents, and dividing by the county population.

VMT per Employee

VMT per employee for non-residential land uses includes trips made by employees to and from their workplaces, but does not include visitors to the employment sites.

The regional average VMT per employee is calculated by summing the vehicle mileage (excluding trips made by transit, bicycle or walking) for all trips made by San Mateo County employees, and dividing by the total number of employees in the county.

Total VMT

For informational purposes the total VMT, which includes all trips with at least one end in the planning area on a typical weekday, is also provided. The total VMT is not used in the assessment of transportation impacts. The total VMT accounts for the residential VMT used to determine VMT per capita, the employee VMT used to determine VMT per employee, plus the VMT generated by visitors and customers.

VMT ESTIMATES

VMT estimates for the 2019 baseline modelled conditions are shown in Table 2. In addition to the two metrics presented above, total VMT metrics are reported for information.

Table 2: Demographics and VMT, 2019 Baseline Conditions

Units	San Mateo County	Millbrae
VMT PER CAPITA		
Population	780,900	23,100
Residential VMT	12,116,300	348,100
VMT per Capita	15.5	15.1
VMT PER EMPLOYEE		
Employees	383,900	6,700
Employee VMT	7,452,300	134,100
VMT per Employee	19.4	20.1
TOTAL VMT		
Total VMT	32,759,100	841,600

SOURCE: KITTELSON & ASSOCIATES, 2022

Section 3
Regulatory Setting

REGULATORY SETTING

This section summarizes applicable federal, state, regional, and local plans, laws, and regulations that are relevant to this analysis. This information provides a context for the discussion related to the proposed plans' consistency with applicable policies, plans, laws, and regulations.

FEDERAL REGULATIONS

This section summarizes federal agencies and laws pertinent to the proposed plans.

FEDERAL HIGHWAY ADMINISTRATION

The Federal Highway Administration (FHWA) is the agency of the United States Department of Transportation (DOT) responsible for the federally funded roadway system, including the interstate highway network and portions of the primary state highway network, such as I-280.

FEDERAL TRANSIT ADMINISTRATION

The Federal Transit Administration (FTA) is an authority that provides financial and technical assistance to local public transit systems, including buses, subways, light rail, commuter rail, trolleys, and ferries. The FTA is funded by Title 49 of the United States Code, which states the FTA's interest in fostering the development and revitalization of public transportation systems.

STATE REGULATIONS

This section summarizes State of California agencies, regulations, and policies that pertain to transportation in Millbrae.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The California Environmental Quality Act (CEQA) Guidelines, Appendix G Environmental Checklist Form describes four recommended categories of impacts related to transportation and traffic. These categories are recommended for formal environmental review of projects, but are referenced as appropriate for this TIA.

A project's impact is considered to be significant if it would:

a. Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities.

b. Conflict or be inconsistent with CEQA Guideline section 15064.3, subdivision (b).

c. Substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment).

d. Result in inadequate emergency access.

Significance criteria "b" is related to the implementation of vehicle miles traveled (VMT) as the primary performance metric consistent with Senate Bill 743 as described below.

SENATE BILL 743

Senate Bill 743 (SB 743) was signed into law in September 2013. Senate Bill 743 (Steinberg, 2013) required changes to the California Environmental Quality Act (CEQA) Guidelines regarding the analysis of transportation impacts. The purpose of SB 743 is to promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses.

Prior to implementation of SB 743, CEQA transportation analyses of individual projects typically determined impacts on the circulation system in terms of roadway delay and/or capacity usage at specific locations, such as street intersections or freeway segments. The SB 743 changes include the elimination of auto delay, level of service (LOS), and other similar measures of vehicular capacity or traffic congestion as a basis for determining significant impacts.

Under SB 743, a project's effect on automobile delay shall not constitute a significant environmental impact. Therefore, level of service (LOS) and other similar vehicle delay or capacity metrics can no longer serve as transportation impact metrics for CEQA analysis. The California Office of Planning and Research (OPR) updated the CEQA Guidelines and provided a final technical advisory in December 2018[1], which recommends vehicle miles traveled (VMT) as the most appropriate measure of transportation impacts under CEQA. The California Natural Resources Agency certified and adopted the CEQA Guidelines including the Guidelines section implementing SB 743. The changes have been approved by the Office of the Administrative Law and are now in effect.

Revisions to CEQA transportation analysis requirements do not preclude the application of local general plan policies, municipal and zoning codes, conditions of approval, or any other planning requirements through a city's planning approval process. These requirements aim to ensure adequate operation of the transportation system in terms of transportation congestion measures related to vehicular delay and roadway capacity.

Other key guidance includes:

- VMT is the most appropriate metric to evaluate a project's transportation impact.
- OPR recommends tour- and trip-based travel models to estimate VMT, but ultimately defers to local agencies to determine the appropriate tools.
- OPR recommends measuring VMT for residential and office projects on a "per rate" basis. Specifically, OPR recommends VMT per capita for residential projects and VMT per employee for office projects.
- OPR recommends that a per capita or per employee VMT that is fifteen percent below that of existing development may be a reasonable threshold (page 10). In other words, an office project that generates VMT per employee that is more than 85 percent of the regional VMT per employee could result in a significant impact. OPR notes that this threshold is supported by evidence that connects this level of reduction to the State's emissions goals (pages 10-11).

[1] California Governor's Office of Planning and Research, "Technical Advisory on Evaluating Transportation Impacts in CEQA," December 2018.

- For retail projects, OPR recommends measuring the net decrease or increase in VMT in the planning area with and without the project. The recommended impact threshold is any increase in total VMT.
- Lead agencies ultimately have the discretion to set or apply their own significance thresholds, provided they are based on significant evidence.
- Cities and counties still have the ability to use measures of delay such as LOS for other plans, studies, or network monitoring. However, according to CEQA section 15064.3, Determining the Significance of Transportation Impacts, "effect on automobile delay shall not constitute a significant environmental impact."

CALIFORNIA DEPARTMENT OF TRANSPORTATION

The California Department of Transportation (Caltrans) is the primary State agency responsible for transportation issues. As owner/operator of the State Highway System, Caltrans may review projects and plans as a commenting agency or responsible agency under the California Environmental Quality Act (CEQA). In relation to this role, Caltrans published the Vehicle Miles Traveled-Focused Transportation Impact Study Guide" in May, 2020. This replaced the "Guide for the Preparation of Traffic Impact Studies" (December 2002), which established Measures of Effectiveness based on level of service targets.

Caltrans recommends following the guidance on methods of VMT assessment found in OPR's Technical Advisory. Caltrans comments on a CEQA document may note methodological deviations from those methods and may recommend that significance determinations and mitigation be aligned with state greenhouse gas reduction goals as articulated in OPR's guidance, the California Air Resources Board's Scoping Plan, and related documentation.

Caltrans facilities within the Millbrae study area include US 101, I-280 and El Camino Real (SR 82).

For projects that may physically affect facilities under its administration, Caltrans requires encroachment permits before any construction work may be undertaken.

ASSEMBLY BILL 1358

The California Complete Streets Act requires general plans updated after January 30, 2011, to include Complete Streets policies so that roadways are designed to safely accommodate all users, including bicyclists, pedestrians, transit riders, children, the elderly, and persons with disabilities, as well as motorists. From 2011 onward, any local jurisdiction—county or city—that undertakes a substantive update of the circulation element of its general plan must consider "complete streets" and incorporate corresponding policies and programs. "Complete streets" comprises a suite of policies and street design guidelines which provide for the needs of all road users, including pedestrians, bicyclists, transit operators and riders, children, the elderly, and the disabled.

REGIONAL REGULATIONS

This section summarizes regional agencies, plans, and policies that pertain to transportation in Millbrae.

SAN MATEO COUNTY CITY/COUNTY ASSOCIATION OF GOVERNMENTS

The San Mateo County City/County Association of Governments (C/CAG) prepares the county's Congestion Management Program (CMP), a plan mandated by California law to describe the strategies to address congestion problems on the Metropolitan Transportation System (MTS) and CMP network, which includes state highways and principal arterials. The CMP for San Mateo County was last updated in December 2021.

CMP Network

The CMP designates the following facilities in Millbrae as part of the CMP network.

CMP Network Segments

- SR 82 (El Camino Real)
- US 101
- I-280

CMP Network Intersections

- SR 82 (El Camino Real) & Millbrae Avenue

Companion Network Roadway Segments

The 2021 CMP Update established a new "Companion Monitoring Network" (Companion Network) consisting of 10 roadway segments and 17 intersections not in the CMP network where C/CAG desired to see additional congestion monitoring. The purpose of the network is to monitor congestion in other parts of the county that are not necessarily on a state highway, or intersections that are not currently monitored. These locations will be monitored for informational purposes only.

- Millbrae Avenue, SR 82 to Old Bayshore Highway

Level of Service Standards

The CMP uses level of service standards as a means to measure congestion and has established LOS standards to determine how local governments meet the objectives of the CMP. The LOS standards established for roads and intersections in the San Mateo County CMP street network vary based on geographic differences. For roadway segments and intersections near the county border, the LOS standard was set at E in order to be consistent with the recommendations in the neighboring counties. If the existing level of service in 1990/91 was F, the standard was set to LOS F. If the existing or future LOS was or will be E, the standard was set to E. For the remaining roadways and intersections, the standard was set to be one letter designation worse than the projected LOS in the year 2000.

If a proposed land use change would either cause a deficiency (to operate below the standard LOS) on a CMP-designated roadway system facility, or would significantly affect (by using greater than 1 percent of the facility capacity) a deficient CMP system facility that operated at LOS F in the 1991 CMP baseline LOS, mitigation measures are to be developed so that LOS standards are maintained on the CMP-designated roadway system. If mitigation measures are not feasible (due to financial, environmental or other factors), a Deficiency Plan must be prepared for the deficient facility. The Deficiency Plan must indicate the land use and infrastructure action items to be implemented by the local agency to eliminate the deficient

conditions. A Deficiency Plan may not be required if the deficiency would still occur if traffic operation outside the county were excluded from the determination of conformance.

Although SB 743 eliminated the use of LOS as a measure of environmental impacts, the CMP legislation has not been updated to provide new guidance with regard to performance metrics. Therefore, no changes in methodology in this regard have been implemented for the 2021 CMP monitoring cycle.

SAN MATEO COUNTY COMPREHENSIVE BICYCLE AND PEDESTRIAN PLAN

The San Mateo County Comprehensive Bicycle and Pedestrian Plan was developed by the City/County Association of Governments of San Mateo County with support from the San Mateo County Transportation Authority to address the planning, design, funding, and implementation of bicycle and pedestrian projects countywide. The following are the relevant goals and policies:

- Goal 2: More People Riding and Walking for Transportation and Recreation
  - Policy 2.6: Serve as a resource to county employers on promotional information and resources related to bicycling and walking.
- Goal 4: Complete Streets and Routine Accommodation of Bicyclists and Pedestrians
  - Policy 4.1: Comply with the complete streets policy requirements of Caltrans and the Metropolitan Transportation Commission concerning safe and convenient access for bicyclists and pedestrians, and assist local implementing agencies in meeting their responsibilities under the policy.
  - Policy 4.5: Encourage local agencies to adopt policies, guidelines, standards, and regulations that result in truly bicycle-friendly and pedestrian-friendly land use developments, and provide them technical assistance and support in this area.
  - Policy 4.6: Discourage local agencies from removing, degrading or blocking access to bicycle and pedestrian facilities without providing a safe and convenient alternative.

LOCAL REGULATIONS

This section summarizes City policies and regulations that pertain to transportation in Millbrae.

MILLBRAE GENERAL PLAN

The proposed update of the Millbrae General Plan includes the follpowing policies relevant to the transportation evaluation of the propsoed plans (**Table 3**).

TRANSPORTATION IMPACT ANALYSIS REQUIREMENTS

The City of Mlllbrae does not have a document that establishes specific requirements for transportation impact analysis studies. The methodologies and standards used in this TIA are based on the General Plan, state requirements and guidance, and prior studies.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
Goal M-1	**Streets and Roadways** Design, build, maintain, and operate streets to be safe and accessible for all users, regardless of their age, ability, or whether they are walking, bicycling, taking transit, or driving.
M-1.1	**Serving All Users:** The City shall develop, or require new development to incorporate into proposed projects, complete streets infrastructure, where applicable, sufficient to provide safe, comfortable, and convenient travel along and across streets to serve all types of travel (including pedestrians, bicyclists, motorists, movers of commercial goods, micromobility, and public transportation), and users (including persons with disabilities, seniors, children, and families).
M-1.2	**Multimodal Choices:** The City shall promote development of an integrated, multimodal transportation system that offers desirable choices among travel modes including micromobility, pedestrian ways, bikeways, public transportation, and roadways.
M-1.3	**Context Sensitivity:** The City shall consider the land use and urban design context of adjacent properties in both residential and business districts, as well as urban and suburban areas when designing complete streets.
M-1.4	**Accessibility and Connectivity:** The City shall create a more comprehensive multimodal transportation system by identifying and eliminating gaps in roadways, bikeways, and pedestrian networks; increasing transit access in underserved areas; and removing natural and man-made barriers to accessibility and connectivity.
M-1.5	**Traffic Diversion:** The City shall strive to protect the character of Millbrae's residential neighborhoods by discouraging non-local and commercial traffic from local streets through land use restrictions and traffic control devices, where appropriate.
M-1.6	**Traffic Calming:** The City shall continue to implement traffic calming measures in residential neighborhoods, as appropriate.
M-1.7	**Neighborhood Access:** The City shall require new development projects in residential neighborhoods provide appropriate ingress and egress to ensure safety and discourage through traffic on residential streets.
M-1.8	**Roadway Maintenance and Repair:** The City shall seek innovative solutions, such as assessment districts and expanded impact fees, to fund and implement a robust repair and maintenance program for transportation infrastructure.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-1.9	**Wayfinding:** The City shall maintain and enhance wayfinding signage designed to serve all travel modes, particularly at major intersections and in the Downtown to enhance connectivity to the transit corridors and Millbrae Station.
M-1.10	**Streetscape Improvements:** The City shall provide an attractive streetscape along El Camino Real and Broadway to encourage walking by adding and maintaining pedestrian-scale lighting, benches, public art, wayfinding signage, and street furniture comsistent with the Downtown and El Camino Real Specific Plan.
M-1.11	**ADA Compliance:** The City shall ensure that the circulation system is safe and accessible, consistent with the American with Disabilities Act (ADA), to allow mobility-impaired users, such as disabled persons and seniors, to safely travel within city.
M-1.12	**Measuring Vehicle Level of Service (LOS):** The City shall measure vehicle LOS based on the methodology contained in the latest version of the Highway Capacity Manual (HCM) published by the Transportation Research Board. The City shall strive to achieve acceptable vehicle levels of service, by roadway classification, as follows: ■ Metropolitan Transportation System: LOS standards for roads that are designated as part of the Metropolitan Transportation System (MTS) by the San Mateo County Congestion Management Program (CMP) shall be consistent with the LOS standards in the most current CMP. In Millbrae, MTS roads are the U.S. 101 freeway, the I-280 freeway, and El Camino Real (State Route 82). ■ Streets and intersections within the Priority Development Area (PDA): LOS "E" ■ Other streets and intersections adjacent to non-residential land uses: LOS "D" ■ Other streets and intersections adjacent to only residential land uses: LOS "C" If maintaining the above LOS standards would, in the City's judgment, be infeasible and/or conflict with the achievement of other goals, LOS "E" or "F" conditions may be accepted provided that the project pays applicable Development Impact Fees for coordinated citywide transportation and mobility improvements, and the project incorporates TDM measures to promote non-vehicular transportation, and/or implement vehicle trip reduction measures.
M-1.13	**Maintaining Traffic Level of Service:** The City shall strive to achieve or exceed adopted traffic level of service standards during peak traffic hours through Transportation Systems Management (TSM), Transportation Demand Management (TDM), street maintenance, Capital Improvement Programming, coordination with federal, state, county, private and district funding programs for street and other transportation improvements. The City shall require developer payment of pro rata fair share of traffic improvement costs for new developments.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-1.14	**Establish VMT Threshold:** The City, in coordination with the City/County Association of Governments of San Mateo County (C/CAG) as the designated Congestion Management Agency for the County, shall implement and require compliance with vehicle miles traveled (VMT) thresholds based on VMT per population and/or employment for the purpose of environmental review under the California Environmental Quality Act (CEQA), but continue to implement Policy M-1.12: Measuring Vehicle Level of Service (LOS) for the purpose of planning and designing street improvements.
M-1.15	**Transportation Studies for New Development:** The City shall require new development projects to perform site-specific transportation studies based on City implementation standards (including access, circulation, parking, and safety for all transportation modes) to identify and implement transportation-related improvements (and/ or a fair share contribution via the payment of the applicable required Development Impact Fees for transportation and mobility) to maintain acceptable level of service standards, VMT thresholds, safe access for all modes, and acceptable traffic operations at project access points consistent with Policy M-1.12.
M-1.16	**Fair Share Funding:** During the development review process, the City shall, through a combination of construction, development impact fees, and other funding mechanisms, ensure that new development projects contribute their fair share, based on transportation studies, of providing off-site transportation improvements that will improve multimodal circulation within the City. Such sharing will also cover the incremental improvement costs of the street, bicycle, and pedestrian systems that serve City residents, employees and visitors.
M-1.17	**Impact Mitigation for Projects Outside Millbrae:** During the environmental review process for new development projects in adjoining jurisdictions, the City shall prepare and submit comments to the jurisdiction requesting that any potential significant transportation impacts or inconsistency with General Plan policies expected to occur in Millbrae as a result of the project, be mitigated to a less-than-significant level.
M-1.18	**Specific Plan Improvements and Strategies:** The City shall continue to implement the improvements and strategies identified in the Millbrae Station Area and the Downtown and El Camino Real Specific Plans and all further adopted specific plans to ensure consistency with General Plan policies and make improvements to the transportation system, including improvements to bicycle and pedestrian facilities in the City of Millbrae.
M-1.19	**Off-Peak Commercial Deliveries:** The City shall review, and as appropriate, impose limits on the timing of commercial deliveries that could have negative impacts on the surrounding land uses, through the Conditional Use Permit process.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-1.20	**Truck Routes:** The City shall maintain a commercial truck routes map as needed to ensure the needs of businesses are met while minimizing potential adverse impacts to the rest of the community.
M-1.21	**Student Transportation Services:** The City shall work with school districts to create school bus or TDM programs such as walking school buses to serve the local needs of the students and reduce single-occupant vehicle trips.
M-1.22	**Shuttle Service:** The City shall strive to increase use of available shuttles in Millbrae to support businesses, residents, and schools by pursing grants and partnerships for funding, improving signage, outreach, and coordination with co-sponsors.
M-1.23	**Grade Separations:** The City shall study grade separations to improve access and safety.
Goal M-2	**Transit** Provide an efficient, convenient, and accessible public transit system for residents, workers, and visitors in Millbrae.
M-2.1	**Caltrain and BART:** The City shall coordinate with Caltrain and BART to assure the Millbrae Station is well-maintained, has adequate parking, and continues to provide high-quality service.
M-2.2	**California High Speed Rail:** The City shall continue to work with and strobly advocate that the California High-Speed Rail Authority plan a high-quality, well-designed Millbrae-SFO Station that enhances access and services and fully integrates all transit modes serving the Station into a single station and is also coordinated and interconnected with the surrounding environment including development projects. The City will continue to request that a variety of alternatives are considered, including alternatives that provide the least impact on the community.
M-2.3	**Bus and Shuttle Service:** The City shall work with SamTrans, other agencies, provate companies, and organizations to provide and manage appropriate community-serving transit service and coordination of schedules and services with other transit agencies. Shuttle service should focus on connecting transit, hotels, and emploiyment centers with the City's Downtown.
Goal M-3	**Pedestrians, Bicycles, and Trails** Provide a robust and interconnected bicycle and pedestrian circulation system throughout the city that promotes healthy lifestyles and is a viable alternative to automobile use.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-3.1	**Active Transportation Plan:** The City shall maintain and implement the Active Transportation Plan to enhance the city's bicycle and pedestrian network.
M-3.2	**Trail Access:** The City shall enhance the system of pathways providing access to the Spur Trail, the Bay Trail, he Bay Area Ridge Trail, the Crystal Springs Regional Trail, and closing gaps in the trail system.
M-3.3	**Bay Trail:** The City shall support the completion of the Bay Trail in coordination with regional agencies, and the selection of the trail route and implementation of the trail system in an appropriate alignment between Millbrae and South San Francisco.
M-3.4	**Bikeways System:** The City shall develop and maintain a safe and logical bikeways system that is coordinated with the countywide system (consistent with the San Mateo County Bicycle and Pedestrian Plan) and the neighboring cities of San Bruno and Burlingame.
M-3.5	**Bicycle Lanes on El Camino Real:** The City shall explore options for providing separatedor buffered bicycle lanes along El Camino Real and developing parallel alternative routes to the El Camino Real route to provide for connectivity for bicyclists of all ages and abilities, consistent with the Active Transportation Plan and Downtown and El Camino Real Specific Plan.
M-3.6	**Bicycle Safety:** The City shall require bicycle facilities to be upgraded to increase the visibility and protection of bicyclists relative to other roadway users. This includes clearer separation between vehicles and bicyclists, clear deliniated markings along principal arterials and at intersections (such as green pavement markings), and bicycle signal detection (using bicycle-oriented loop detectors or push buttons).
M-3.7	**Bicycle and Pedestrian Facilities:** The City shall evaluate new commercial, multifamily residential, and mixed-use development projects to ensure that the project provides bicycle and pedestrian facilities approved by the Community Development Department, adjacent to the project site. Improvements could include secure bicycle parking, streetlights, street furniture, landscaping, trash receptacles, pedestrian-scaled lighting fixtures, shade, and public art.
M-3.8	**Pedestrian Safety at Intersections:** The City shall implement the Active Transportation Plan to enhance pedestrian safety with pedestrian countdown displays at signalized intersections, signal timing that minimizes pedestrian wait times and provides adequate crossing times, crosswalks at all approaches, continental and other high-visibility crosswalk striping, corner curb extensions, and perpendicular ADA-standard curb cuts on all corners.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-3.9	**Sidewalk Width:** The City shall implement the Downtown and El Camino Real Specific Plan to expand the sidewalk widths along Broadway and El Camino Real to accommodate outdoor dining, sidewalk furniture, and better pedestrian access to create a more inviting atmosphere.
M-3.10	**Safe Routes to Schools:** The City shall coordinate with the school district and parent organizations to support facility construction and new programs, including seeking State and Federal funds, to ensure that Millbrae children can walk or bike to school safely.
M-3.11	**Shared Electric Bikes and Scooters:** The City shall designate locations for mobility hubs and modify existing city infrastructure to accommodate shared bicycles, electric bikes and scooters that provide last-mile solutions to residents and commuters. Infrastructure enhancements include dedicated off-street parking spaces and on-street corrals to accommodate shared electric bike and scooter parking and prevent conflicts with pedestrians.
Goal M-4	**Parking** Ensure an adequate supply of parking that provides safe and efficient circulation.
M-4.1	**Parking Management Plan:** The City shall prepare and implement a parking management plan for the specific plan areas that considers the use of all available tools, including parking enforcement, to address parking issues within the plan areas.
M-4.2	**Reduce Parking Encroachment into Neighborhoods:** The City shall continue to explore new methods to prevent or reduce parking encroachment from commercial areas into existing neighborhoods, including residential parking permit programs.
M-4.3	**Downtown Parking Supply Management:** The City shall consider active parking management to expand downtown parking supply, including, parking reservation systems, wayfinding, digital real-time parking availability signs, priced parking, and potential parking structures and partnerships with new developments to provide parking available to the public.
M-4.4	**Parallel Parking on Broadway:** The City shall consider implementing parallel parking on Broadway (consistent with the recommendations of the Downtown and El Camino Real Specific Plan) to allow for increased sidewalk widths, subject to further study of parking provisions for adjacent businesses.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-4.5	**Shared Use of the Millbrae Station Parking Facilities:** The City shall work with Caltrain and BART to support the shared use of the Millbrae Station parking facilities for use during off-peak periods, such as visitors who are dining and shopping in Millbrae during evening hours and on weekends.
M-4.6	**Electric Vehicle Charging Stations:** The City shall work with large employers to expand EV charging in existing buildings and within public parking areas to incentivize EV ownership.
M-4.7	**Flexible Parking Structures:** The City shall encourage new parking structures to be designed with the flexibility to evolve into another use that can accommodate infill development and reuse, if parking demand decreases or can be fulfilled using other nearby facilities.
M-4.8	**Parking Lot and Garage Design:** The City shall require new development to design parking lots and garages to be located away from the street, landscaped, and have directional lighting or other lighting techniques to minimize light and glare impacts on surrounding uses.
M-4.9	**Clean Air Vehicle Parking:** The City shall require all new development to provide parking spaces devoted to clean air vehicles.
M-4.10	**Bicycle Parking:** The City shall require short- and long-term bicycle parking for new development on all land uses, except for single-family dwellings.
M-4.11	**City Parking Authority:** The City Parking Authority shall oversee, manage, operate, and potentially construct, acquire, and finance public parking facilities in the city to increase the availability of parking spaces in the city, support economic development, and improve parking accessibility.
Goal M-5	**Transportation Demand Management** Implement transportation demand management strategies and programs to reduce vehicle miles traveled, traffic congestion, and parking demand
M-5.1	**Countywide TDM Programs Participation:** The City shall continue to participate in countywide TDM programs to assist employers and employees in reducing the use of single-occupancy vehicles and promoting and incentivizing the use of transit, active transportation (i.e., non-motorized transportation), and carpooling/vanpooling.

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-5.2	**San Mateo County Congestion Management Program:** The City, in coordination with the City/ County Association of Governments of San Mateo County (C/CAG) as the designated Congestion Management Agency for the County, shall implement the County Congestion Management Program and the Land Use Impact Analysis Program, otherwise known as the Transportation Demand Management (TDM Policy). The TDM Policy establishes project review thresholds, vehicle trip reduction and mode share targets, monitoring and reporting requirements, and TDM measures.
M-5.3	**Bay Area Commuter Benefits Program:** The City shall continue to support the Bay Area Commuter Benefits Program, to improve air quality, reduce emissions of greenhouse gases and other air pollutants, and to decrease traffic congestion in the Bay Area by encouraging employees to commute by transit, carpooling, biking, and other alternative modes.
M-5.4	**Car Sharing:** The City shall explore opportunities to partner with car sharing companies to establish designated car sharing spaces and vehicles in the City, and the City shall explore opportunities for car sharing companies to occupy any required parking spaces on private property provided the cars are made available to the general public.
M-5.5	**Electric Transportation Network Company Vehicles:** The City shall encourage the use of EV Transportation Network Company Vehicles (TNCs) in the community.
Goal M-6	**Regional Transportation Planning** Develop balanced housing and employment opportunities to reduce vehicle miles traveled.
M-6.1	**Agency Coordination:** The City shall coordinate with San Francisco International Airport, the High-Speed Rail Authority, Caltrans, the Peninsula Corridor Joint Powers Board, Metropolitan Transportation Commission (MTC), the San Francisco Bay Area Rapid Transit District, the San Mateo County Transit District, the City/County Association of Governments of San Mateo County and other transit providers and transportation agencies, to meet the travel needs of Millbrae residents, workers, and visitors.
M-6.2	**Transportation and Transit Funding:** The City shall encourage regional agencies to provide adequate funding for local roadway and transit improvements through sales tax initiatives, traffic impact fees, and other measures when necessary.
M-6.3	**Regional Traffic Impacts:** The City shall require projects to comply with the requirements of the Congestion Management Plan (CMP) (as defined by C/CAG).

Table 3: Proposed Millbrae General Plan Mobility Elements Goals and Policies

No.	Goal/Policy
M-6.4	**Regional Traffic Improvements:** The City shall support all appropriate measures necessary to improve regional traffic on U.S. 101, Interstate 280, and El Camino Real (State Route 82) as related to traffic conditions in Millbrae.
M-6.5	**Regional Transportation Impact Fee:** The City shall consider working with and other jurisdictions to develop a Strategic Plan to identify and fund major regional projects, including adoption of a regional or sub-regional transportation impact fee.

SOURCE: CITY OF MILLBRAE, 2040 GENERAL PLAN POLICY DOCUMENT, PUBLIC REVIEW DRAFT, JUNE 2022.

Section 4
Transportation Analysis

TRANSPORTATION ANALYSIS

TRANSPORTATION SIGNIFICANCE CRITERIA

In accordance with Appendix G of the CEQA Guidelines, the proposed plans would be considered to have a significant transportation impact if they would:

a) Conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities;
b) Conflict or be inconsistent with CEQA Guidelines Section 15064.3, subdivision (b);
c) Substantially increase hazards because of a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment); or
d) Result in inadequate emergency access.

SPECIFIC TRANSPORTATION THRESHOLDS

The following specific thresholds are used for the CEQA categories.

CONFLICT WITH PROGRAM/PLAN/ORDINANCE/POLICY

The following thresholds are used to evaluate impacts for CEQA Appendix G item (a).

Transit Facilities

Generally, a plan/project causes a significant impact to transit facilities and services if an element of it conflicts with existing or planned transit services. The evaluation of transit facilities shall consider if:

- A plan or project creates demand for public transit services above the capacity that is provided or planned;
- A plan or project or related mitigation disrupts existing transit services or facilities;
- A plan or project or related mitigation conflicts with an existing or planned transit facility; or
- A plan or project or related mitigation conflicts with transit policies adopted by the City of Millbrae or San Mateo County for their respective facilities.

Bicycle and Pedestrian Facilities

The General Plan describes the related policies necessary to ensure that pedestrian and bicycle facilities are safe and effective for Millbrae residents, employees and visitors. Using the General Plan as a guide, significant impacts to these facilities would occur when a plan or project:

- Creates a hazardous condition that currently does not exist for pedestrians and bicyclists, or otherwise interferes with pedestrian accessibility; or
- Conflicts with an existing or planned pedestrian or bicycle facility; or
- Conflicts with policies related to bicycle and pedestrian facilities as adopted by the City of Millbrae or San Mateo County for their respective facilities.

CONFLICT WITH CEQA GUIDELINES FOR VMT

The following thresholds are used to evaluate impacts for CEQA Appendix G item (b).

For land use plans such as specific plans, community plans, and general plan updates, consistent with OPR's recommendations, the applicable VMT thresholds (such as VMT per capita and/or VMT per employee) under existing conditions are compared with the applicable VMT metrics for the expected horizon year for the land use plan.

Specifically, the following thresholds of significance are used to evaluate potential VMT impacts associated with implementation of the General Plan and Specific Plan:

- Residential land uses: 15% below the region's average VMT per capita under baseline. For the purpose of this analysis, the applicable region is San Mateo County.
- Office/employment land uses: 15% below the region's average VMT per employee under baseline conditions.

Any increase in the VMT per capita or VMT per employee with the Circulation Element update compared to the respective threshold (15% below the applicable baseline) would be considered a significant impact.

INCREASE HAZARDS BECAUSE OF A GEOMETRIC DESIGN FEATURE

The following threshold is used to evaluate impacts for CEQA Appendix G item (c).

Generally, a plan/project causes a significant impact to hazards if an element of it creates an unsafe geometric design feature in the transportation system. The evaluation of hazards shall consider if:

- A plan or project creates a change in the transportation system which introduces an unsafe design feature.

INADEQUATE EMERGENCY ACCESS

The following threshold is used to evaluate impacts for CEQA Appendix G item (d).

Generally, a plan/project causes a significant impact to emergency access if an element of it creates an area with inadequate emergency access. The evaluation of emergency access shall consider if:

- A plan or project creates a change in land uses or the transportation system which result in inadequate emergency access to one or more areas.

METHODOLOGY

Because SB 743 eliminated the use of level of service (LOS) for CEQA impact analysis purposes, it is not included in this TIA. This TIA provides an analysis of potential transportation impacts under current CEQA criteria. The primary quantitative measure of impacts is vehicle-miles of travel (VMT).

TRAVEL DEMAND MODEL

Forecasts of regional travel by various modes, regional average VMT per capita and VMT per employee values are determined using the C/CAG regional travel model. The travel demand model is a set of mathematical procedures and equations that represent the variety of transportation choices that people make, and how those choices result in trips on the transportation network.

Model Steps

The C/CAG regional travel model is a trip-based model that groups land uses into transportation analysis zones (TAZs). The model uses a series of calculation steps to estimate travel associated with the land uses and transportation network.

- **Vehicle Ownership:** How many vehicles are owned by the households in each TAZ based on incomes and accessibility to transit
- **Trip Generation:** How many daily trips by trip purpose are generated by each land use in each TAZ
- **Trip Distribution:** How many trips of each type travel to each other TAZ
- **Mode Choice:** Which travel modes are used by people of different demographic categories for trips of different purposes between each origin and destination
- **Time of Day:** Which trips are made during peak hours versus off-peak hours
- **Trip Assignment:** Which routes are used by each vehicle trip or transit trip

The daily activity patterns in the travel model are based on a statistical analysis of a household travel survey, where a representative sample of households were asked to track all daily activities and trips by all members of their household. The travel model was calibrated to these surveyed travel patterns, and also validated by its ability to replicate counted traffic volumes, transit ridership, and total VMT from the Highway Performance Measurement System (HPMS) which is based on traffic counts.

Land Use

The C/CAG travel model requires lands uses to be defined for each geographic area in the county. The model defines land uses in TAZs which are typically bounded by major arterial or collector streets and are generally subdivisions of Census tracts. The model land use inputs include numbers of households and employees by employment category, as well as enrollment at schools.

The C/CAG model had defined a 2040 land use forecast based on the Plan Bay Area 2040 Regional Transportation Plan. This forecast was generally consistent with the allowable land uses in the current General Plan, but did not fully account for the proposed General Plan or the proposed land uses in the Specific Plan or Station Area Specific Plan. In order to more completely assess the transportation impacts of the proposed General Plan, a revised future 2040 land use forecast was prepared for this TIA.

The future land use forecasts are consistent with the proposed General Plan and Specific Plan land use maps. City staff provided more specific assumptions for Specific Plan areas. A detailed mapping of parcels and allowable development was compiled to determine the maximum buildout potential of each parcel and planning area. The assumed development densities were

then adjusted to provide a "most likely" scenario for General Plan and Specific Plan development. The assumptions for the Station Area Specific Plan include full buildout of allowable development.

Table 4 summarizes the assumed 2040 General Plan land uses compared to the 2019 baseline.

Table 4: Millbrae General Plan Land Use

Land Use	Downtown ECR Specific Plan	Station Area Specific Plan Area[1]	Other Millbrae	Total
2019 Baseline				
HOUSING UNITS				
Single family	560	150	4,850	5,560
Multi family	690	320	1,730	2,740
Total	**1,250**	**470**	**6,580**	**8,300**
EMPLOYEES				
Retail	1,160	220	1,070	2,450
Non-Retail	1,260	1,220	1,750	4,230
Total	**2,420**	**1,440**	**2,820**	**6,680**
2040 General Plan				
HOUSING UNITS				
Single family	560	150	5,030	5,740
Multi family	1,690	1,760	2,060	5,510
Total	**2,250**	**1,910**	**6,580**	**11,250**
EMPLOYEES				
Retail	1,510	1,080	1,170	3,760
Non-Retail	1,640	6,020	1,880	9,540
Total	**3,150**	**7,100**	**2,820**	**13,300**
2019 to 2040 Growth				
HOUSING UNITS				
Single family	0	0	180	180
Multi family	1,000	1,440	330	2,770
Total	**1,000**	**1,440**	**510**	**2,950**
EMPLOYEES				
Retail	350	860	100	1,310
Non-Retail	380	4,800	130	5,310
Total	**730**	**5,660**	**230**	**6,620**

[1] The travel model TAZ containing the Station Area Specific Plan also includes a portion of the neighborhood to the north

SOURCE: KITTELSON & ASSOCIATES, 2022

Multi-family housing is expected to increase at a faster rate than single-family housing, indicating higher density development planned for the Specific Plan areas. Employment within Millbrae is expected to grow at a higher rate than housing (99 percent versus 36 percent), indicating that the future mix of land uses will provide more opportunities for Millbrae residents to work, shop and access services within Millbrae.

Transportation Networks

The travel model contains representations of transportation networks for all travel modes.

The model road network includes all freeways, highways, arterial streets, most collector streets and local streets which provide connectivity between neighborhoods. The roads are coded with information on functional classification, number of through lanes, speed and capacity.

All regular weekday transit routes are coded in the model. Bus routes are assumed to run on the streets and be subject to varying congested conditions on those streets. Rail transit operates on separate facilities and is not affected by road congestion. The model also has a general representation of transit stop locations and park-and-ride access.

Bicycles and pedestrians are assumed to have access to all streets except freeways. Separate non-motorized paths are represented where required to show additional access not provided by the local street system.

Future Travel Trends

The model presumes that future background travel options and behaviors remain similar to current conditions and does not explicitly account for potential changes associated with disruptive trends, emerging technologies, and changes in travel preferences. The model also does not assume a significant increase in working at home compared to 2019 baseline conditions. As a result, the travel model is likely to represent a conservative estimate of future amounts of commuting, vehicle use and VMT.

IMPACT ANALYSIS

IMPACT 1: CONSISTENCY WITH CIRCULATION SYSTEM PROGRAMS

Significance Criterion a: Would the proposed plans conflict with a program, plan, ordinance, or policy addressing the circulation system, including transit, roadway, bicycle, and pedestrian facilities?

The proposed General Plan includes policies which would develop intermodal choices (Policy M-1.2), improve access to transit (Policies M-2.1 and M-2.3), improve bicycle and pedestrian facilities (Policies M-3.1 through M-3.12) and coordinate with regional agencies for transportation demand management (Policies M-5.1 through M-5.3) and consistency with regional plans and funding programs (Policies M-6.1 through M-6.5).

Relative to transit, the General Plan and Specific Plan would increase activity adjacent to existing bus and rail transit services, and would be consistent with regional plans to provide service improvements increase ridership on those services. The proposed plans would not create demand above the capacity that is provided or planned, would not directly disrupt existing transit services or facilities, would not conflict with an existing or planned transit facility, and

would not conflict with transit policies adopted by the City of Millbrae or San Mateo County for their respective facilities. The proposed plans would contribute to cumulative traffic growth which may increase traffic congestion which could affect bus travel times and reliability. This level of cumulative growth is consistent with the assumptions used for long-range regional transit planning by the Metropolitan Transportation Commission (Plan Bay Area) and other agencies.

The Millbrae Active Transportation Plan is consistent with the San Mateo County Comprehensive Bicycle and Pedestrian Plan and the bicycle plans in the adjacent jurisdictions of Burlingame and San Bruno.

The Specific Plan would focus land use development on the areas of the city near high-quality transit service, and would implement Complete Streets improvements which would enhance the safety and attractiveness of bicycle and pedestrian travel. The development under the Specific Plan would be fully consistent with local and regional policies for reducing VMT and greenhouse gas emissions as well as improving transportation safety.

Therefore, with respect to conflicts with circulation system policies, the impact of the proposed plans would be less than significant.

IMPACT 2: VEHICLE MILES OF TRAVEL

Significance Criterion b: Would the proposed plans conflict or be inconsistent with CEQA Guidelines section 15064.3, subdivision (b)?

The proposed plans were assessed for VMT to comply with SB 743 requirements and CEQA Guideline section 15064.3, subdivision (b). The City of Millbrae does not have published guidelines for VMT analysis for development projects. Projected VMT to determine impact findings for the proposed plans is estimated based on the C/CAG Travel Demand Model.

Proposed Plans VMT Analysis

The VMT statistics were calculated for the 2040 General Plan, encompassing the entire Millbrae city limits. as well as just for the Specific Plan subarea of the city. Table 5 summarizes the VMT for the 2019 baseline, the applicable thresholds, and the future VMT with the proposed plan areas. Additional details are included in the Appendix.

Future conditions with the proposed General Plan and Specific Plan would result in decreased VMT per capita and VMT per employee in comparison to the baseline condition.

- Citywide residential VMT per capita would decrease by 15 percent, from 15.1 to 12.8, and would drop below the impact threshold of 13.2.
- The VMT per capita for the Specific Plan area would be 9 percent lower than the citywide average, and would also be below the impact threshold.
- Citywide non-residential VMT per employee would decrease by 5 percent, from 20.1 to 19.0, but would remain above the impact threshold of 16.5.
- The VMT per employee for the Specific Plan area would be 6 percent lower than the citywide average, but would also be above the impact threshold.

Table 5: VMT Evaluation of 2040 General Plan and Specific Plan

Units	San Mateo County 2019 Baseline	Millbrae 2019	Millbrae 2040 with General Plan	Specific Plan 2040
VMT PER CAPITA				
Population	780,900	23,100	31,000	6,000
Residential VMT	12,116,300	348,100	397,100	69,000
VMT per Capita	15.5	15.1	12.8	11.6
Impact Threshold	*13.2*	*13.2*	*13.2*	*13.2*
VMT PER EMPLOYEE				
Employees	383,900	6,700	13,300	3,200
Employee VMT	7,452,300	134,100	252,300	56,400
VMT per Employee	19.4	20.1	19.0	17.9
Impact Threshold	*16.5*	*16.5*	*16.5*	*16.5*
TOTAL VMT				
Total VMT	32,759,100	841,600	1,257,500	307,200

Impact threshold is 15% below San Mateo County 2019 Baseline value
SOURCE: KITTELSON & ASSOCIATES, 2022

The reductions from the base year to the future year indicate that future development, in particular planned mixed-use development, will provide more opportunities for Millbrae residents and employees to access jobs and services within shorter distances. The shorter trip distances reduce VMT by vehicles, and also increase the likelihood that trips will be made by non-auto modes such as bicycling and walking. Improved transit service and accessibility to transit also help to reduce VMT even as travel activity increases.

Implementation of the General Plan would result in reductions in VMT per capita and VMT per employee from existing conditions, but VMT per employee would still exceed the impact threshold. Implementing the proposed Mobility Element goals and policies will reduce VMT through promoting accessibility, encouraging non-vehicle transportation modes, and improving access to transit services. Additional reductions in VMT per employee of more than 13 percent would be required to achieve the impact thresholds. This level of VMT reduction may be possible at some employment sites in Millbrae through full implementation of TDM measures such as shuttles or transit subsidies.

Even with the proposed General Plan goals and policies to reduce VMT, it is possible that VMT per employee may still remain above applicable thresholds. Therefore, with respect to consistency with CEQA Guidelines Section 15064.3, subdivision (b), the impact of the proposed plans would be significant.

Screening Criteria

Individual land use development projects implemented under the proposed General Plan and Specific Plan may be evaluated against the screening criteria in the Office of Planning and Research (OPR) Technical Advisory:

- Small projects – projects consistent with a Sustainable Communities Strategy and local general plan that generate or attract fewer than 110 trips per day.

- Projects near major transit stops – certain projects (residential, retail, office, or a mix of these uses) proposed within ½ mile of an existing major transit stop or an existing stop along a high-quality transit corridor.
- Affordable residential development – a project consisting of a high percentage of affordable housing may be a basis to find a less-than-significant impact on VMT.
- Projects in low VMT areas – residential and office projects that incorporate similar features (i.e., density, mix of uses, transit accessibility) as existing development in areas with low VMT will tend to exhibit similarly low VMT.

Although a significant impact has been identified for total VMT per employee in the city and in the Specific Plan area, individual development projects may meet one or more of the screening criteria and not be subject to a VMT impact evaluation under CEQA. The impact would be significant and unavoidable with mitigation.

Mitigation Measure

Mitigation Measure 1: The City shall implement proposed General Plan Policy M-5.1 to continue to actively participate in countywide Transportation Demand Management (TDM) programs, and shall require preparation and implementation of a project-level TDM Plan with TDM programs for future employment-oriented land use development projects facilitated by the proposed plans that do not meet VMT screening criteria to be adopted by the City of Millbrae. The screening criteria shall be in concert with those recommended by OPR, including the following:

- Small projects – projects consistent with a Sustainable Communities Strategy and local general plan that generate or attract fewer than 110 trips per day.
- Projects near major transit stops - certain projects (residential, retail, office, or a mix of these uses) proposed within one-half (½) mile of an existing major transit stop or an existing stop along a high-quality transit corridor, with the project meeting thresholds to be established by the City for density, excess parking provisions and replacement of affordable housing.
- Projects in low VMT areas – residential and office projects that incorporate similar features (i.e., density, mix of uses, transit accessibility) as existing development in areas with low VMT will tend to exhibit similarly low VMT. Low VMT areas are to be identified based on the regional travel model maintained by C/CAG or another methodology to be adopted by the CIty.

If no screening criteria are met, then the TDM program must be sufficient to reduce VMT below the Countywide non-residential VMT per employee threshold of 16.5.

IMPACT 3: ROADWAY SAFETY DESIGN HAZARDS

Significance Criterion c: Would the proposed plans substantially increase hazards due to a geometric design feature (e.g., sharp curves or dangerous intersections) or incompatible use (e.g., farm equipment)?

Implementation of the proposed 2040 General Plan and Specific Plan would increase the number of users on the city's transportation system. There will be a need to ensure that hazards are not increased with the construction of new facilities and new users.

The General Plan and Specific Plan are programmatic-level plans, which do not include actual design or construction of circulation facilities. Hazards are typically assessed at the individual project level when an actual design and construction of a circulation facility is proposed. Potential impacts associated with future land use development projects would be analyzed and evaluated in detail through the city review process for those individual projects. The city's design and construction standards and specifications provide for coordinated and standardized development of city facilities, including roadways. The standards apply to, regulate, and guide the design and preparation of plans, and the construction of streets, highways, alleys, drainage, traffic signals, site access, and related public improvements.

The proposed General Plan contains policies in support of safe circulation by all modes. The Mobility Element includes policies to provide safe travel along and across streets (Policy M-1.1), improve bicycle safety (Policy M-3.6), enhance pedestrian safety at intersections (M-3.8) and ensure Safe Routes to Schools (Policy M-3.10).

Therefore, with respect to increases of hazards due to design features, the impact of the proposed plans would be less than significant.

IMPACT 4: EMERGENCY VEHICLE ACCESS

Significance Criterion d: Would the proposed plans result in inadequate emergency access?

The 2040 General Plan and Specific Plan are programmatic-level plans, which do not include actual design or construction of circulation facilities. Emergency access associated with future land use development projects would be analyzed and evaluated in detail through the city review process for those individual projects. The city's emergency access standards would apply to all development proposed under the General Plan and/or Specific Plan.

The proposed General Plan contains policies in support of accessibility. The Mobility Element includes policies to provide accessibility and connectivity (Policy M-1.4) and ensure appropriate ingress and egress to neighborhoods (Policy M-1.7).

Therefore, with respect to inadequate emergency access, the impact of the proposed plans would be less than significant.

Section 5
Local Transportation Analysis

LOCAL TRANSPORTATION ANALYSIS

The local transportation impact analysis assesses how the study area's transportation system would operate with the implementation of the proposed plans. Traffic volumes on major roads which are part of the Congestion Management Program network are provided for informational purposes.

TRAFFIC VOLUME FORECASTS

The traffic volume forecasts for 2040 cumulative conditions with expected buildout of the 2040 General Plan, Specific Plan, and MSASP are based on the C/CAG Travel Demand Model. Traffic forecasts for specific segments were based on an incremental adjustment methodology to minimize the effects of differences between the travel model and observed traffic counts. For each segment, the increment was calculated between the model's 2019 base year volume and the model's 2040 forecast turn movement. This growth increment was then added to the observed traffic count to create the adjusted traffic volume forecasts (Table 6).

Table 6: Existing and Future Daily Traffic Volumes

Road	Location	2019 Count	2040 Forecast
SR 82 (El Camino Real)	S. of Millbrae Ave.	26,600	43,400
SR 82 (El Camino Real)	S. of Center St.	26,600	39,500
SR 82 (El Camino Real)	S. of Park Blvd.	26,000	40,100
US 101	S. of Millbrae Ave.	254,000	312,600
US 101	N. of Millbrae Ave.	250,000	300,100
I-280	N. of Hillcrest Blvd.	129,500	172,400
I-280	N. of Larkspur Dr.	136,200	181,400

Section 6
Appendix

APPENDIX

Table 1: Millbrae General Plan EIR - SB 743 VMT Forecasts

2019 - Baseline	Region	Households	Population	Jobs	Person Trips	Vehicle Trips	VMT HH	VMT Job	Total VMT	VMT per Capita	VMT per Job
Specific Plan	TAZ 1650/1651	1,253	3,455	2,425	31,217	24,647	48,788	39,664	215,636	14.12	16.36
Station Area	TAZ 1940	467	1,360	1,441	11,101	8,827	19,328	24,038	88,164	14.21	16.68
City Total	Millbrae	8,296	23,093	6,681	126,535	96,868	348,050	134,101	841,623	15.07	20.07
County - SM	San Mateo	270,931	780,949	383,905	4,603,964	3,571,988	12,116,258	7,452,303	32,759,124	15.51	19.41
Bay Area Region	9 County	2,766,235	7,738,775	3,848,920	39,865,026	30,863,643	124,598,534	66,824,597	308,964,106	16.10	17.36
Impact Thresholds: 15% Below Base Year County Average										**13.19**	**16.50**

2040 - Plus GP Project	Region	Households	Population	Jobs	Person Trips	Vehicle Trips	VMT HH	VMT Job	Total VMT	VMT per capita	VMT per Job	VMT/Cap Impact?	VMT/Emp Impact?
Specific Plan	TAZ 1650/1651	2,250	5,956	3,155	43,808	34,115	68,975	56,431	307,156	11.58	17.89	No	Yes
Station Area	TAZ 1940	1,908	5,323	7,099	44,802	35,611	56,638	116,403	375,583	10.64	16.40	No	No
City Total	Millbrae	11,254	30,983	13,303	174,932	134,794	397,062	252,315	1,257,516	12.82	18.97	No	Yes
County	San Mateo	323,885	933,064	480,634	5,348,861	4,146,545	13,710,026	9,646,102	40,008,651	14.69	20.07		
Bay Area Region	9 County	3,424,621	9,666,225	4,719,786	47,048,817	36,276,820	155,554,809	82,920,934	381,300,069	16.09	17.57		

Difference (Delta)											
Specific Plan	TAZ 1650/1651	997	2,501	730	12,591	9,468	20,187	16,768	91,520	(2.54)	1.53
Station Area	TAZ 1940	1,441	3,963	5,658	33,701	26,784	37,310	92,365	287,419	(3.57)	(0.28)
City	Millbrae	2,958	7,890	6,622	48,398	37,926	49,011	118,213	415,893	(2.26)	(1.11)
County	San Mateo	52,954	152,115	96,729	744,896	574,556	1,593,768	2,193,799	7,249,527	(0.82)	0.66
Bay Area Region	9 County	658,386	1,927,450	870,866	7,183,791	5,413,176	30,956,275	16,096,337	72,335,963	(0.01)	0.21

Difference (Percent)											
Specific Plan	TAZ 1650/1651	79.6%	72.4%	30.1%	40.3%	38.4%	41.4%	42.3%	42.4%	-18.0%	9.4%
Station Area	TAZ 1940	308.6%	291.4%	392.6%	303.6%	303.4%	193.0%	384.2%	326.0%	-25.1%	-1.7%
City	Millbrae	35.7%	34.2%	99.1%	38.2%	39.2%	14.1%	88.2%	49.4%	-15.0%	-5.5%
County	San Mateo	19.5%	19.5%	25.2%	16.2%	16.1%	13.2%	29.4%	22.1%	-5.3%	3.4%
Bay Area Region	9 County	23.8%	24.9%	22.6%	18.0%	17.5%	24.8%	24.1%	23.4%	0.0%	1.2%

Source: VTA/CCAG Travel Model, Kittelson & Associates, Inc, 2022

VMT thresholds
Below 15%
Between 15%-0%
Above County Average