

TRANSPORTATION IMPACT ANALYSIS - VMT

FIFTH AVENUE MIXED-USE

San Diego, California
September 2022

(PRJ #1049650)

LLG Ref. 3-22-3572



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EXECUTIVE SUMMARY

Linscott, Law & Greenspan, Engineers (LLG) has prepared this Transportation Impact Analysis for the Fifth Avenue Mixed-Use Project (hereafter referred to as the “Project”). The Project site is located at 3774-3780 Fifth Avenue in a Parking Standards Transit Priority Area (TPA), Residential Tandem Parking Overlay Zone, and Transit Area Overlay Zone in the CC-3-9 zone within in the Uptown Planning Area of the City of San Diego. Local access to the site is proposed via two driveways along the alley accessed from Robinson Avenue and Pennsylvania Avenue. The existing site is currently occupied by 10 multi-family residential dwelling units and 1,261 square feet (sf) of specialty retail use that is currently occupied and operating. The Project proposes to demolish these existing buildings and construct a 7-story mixed-use development consisting of 43 multi-family units (41 market rate units and 2 affordable very low income units), 22 visitor accommodation units, 2,960 sf of restaurant use, 1,000 sf of commercial office use, 1 level of at-grade parking and 1 level of subterranean parking for 33 vehicles. The project does not require a Community Plan Amendment or a rezone. The Project requires a Site Development Permit (SDP) due to the proposed demolition of a locally-eligible historic resource.

Based on the City of San Diego Transportation Study Manual (TSM) Guidelines (September 19, 2022), the proposed Project should evaluate transportation impacts under the California Environmental Quality Act (CEQA) using a Vehicle Miles Traveled (VMT) metric, pursuant to guidance from the Governor’s Office of Planning and Research (OPR) in December 2018 (*Technical Advisory on Evaluating Transportation Impacts in CEQA*).

The trip generation rates for the Project were taken from the *City of San Diego Trip Generation Manual, May 2003*. The Project is estimated to generate 804 unadjusted driveway average daily traffic (ADT). Based on the screening criteria outlined in the TSM guidelines, the Project is screened out of the requirement to prepare a Local Mobility Analysis (LMA) because the proposed Project land uses are consistent with the Community Plan and the Project is expected to generate less than 1,000 unadjusted driveway trips.

For mixed-use projects, per the TSM, the project’s individual land uses should be compared to the TSM screening criteria to determine if each component requires further analysis. The summary of the screening of the Project’s individual components is shown below:

- For the residential portion of the Project, using the SANDAG Series 14 (ABM2+, Base Year 2016) screening map for residential projects, the Project is located in Census Tract 3 and would be expected to generate 14.9 VMT per resident, which is 78.6% of the regional average VMT per resident. Therefore, the residential portion of the Project is screened out from a VMT analysis since it is located in a VMT efficient area of below 85% of the regional mean VMT/resident.
- For the visitor accommodation portion and the commercial office portion of the Project, using the SANDAG Series 14 (ABM2+, Base Year 2016) screening map for commercial employment projects, the Project is located in Census Tract 3 and would be expected to

generate 15.7 commute VMT per employee, which is 83.1% of the regional average commute VMT per employee. Therefore, the visitor accommodation and commercial office portions of the Project are screened out from a VMT analysis since they are located in a VMT efficient area of below 85% of the regional mean commute VMT/employee.

- The 2,960 sf restaurant proposed as a part of the Project would be expected to generate less than 300 average daily trips, which is the threshold for a small project to be screened out of requiring a full VMT analysis.

Per the screening criteria outlined in the TSM guidelines and above findings, the Project is screened out of requiring a full VMT analysis.

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TRANSPORTATION IMPACT ANALYSIS

FIFTH AVENUE MIXED-USE

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1.0 INTRODUCTION

Linscott, Law & Greenspan, Engineers (LLG) has prepared this Transportation Impact Analysis (TIA) for the Fifth Avenue Mixed-Use Project (hereafter referred to as the “Project”). The Project site is located at 3774-3780 Fifth Avenue in a Parking Standards Transit Priority Area (TPA), Residential Tandem Parking Overlay Zone, and Transit Area Overlay Zone in the CC-3-9 zone within in the Uptown Planning Area of the City of San Diego. Local access to the site is proposed via two driveways along the alley accessed from Robinson Avenue and Pennsylvania Avenue.

The existing site is currently developed with 10 multi-family residential dwelling units and 1,261 square feet (sf) of specialty retail use that is currently occupied and operating. The Project proposes to demolish these existing buildings and construct a 7-story mixed-use development consisting of 43 multi-family units (41 market rate units and 2 affordable very low income units), 22 visitor accommodation units, 2,960 sf of restaurant use, 1,000 sf of commercial office use, 1 level of at-grade parking and 1 level of subterranean parking for 33 total vehicles. The project does not require a Community Plan Amendment or a rezone. The Project requires a Site Development Permit (SDP) due to the proposed demolition of a locally-eligible historic resource.

Figure 1–1 shows the vicinity map. *Figure 1–2* shows a more detailed Project area map.

This TIA has been prepared to evaluate the effects of the Project using VMT as the CEQA metric, as proposed by the California Governor’s Office of Planning and Research (OPR) to implement California State Law Senate Bill (SB) 743 and implemented with the analysis methodology of the City of San Diego’s current *Transportation Study Manual* (September 19, 2022).

The report is organized as follows:

<i>Section 1.0</i>	Introduction
<i>Section 2.0</i>	Project Description and Trip Generation
<i>Section 3.0</i>	Report Approach
<i>Section 4.0</i>	VMT Significance Criteria & Methodology
<i>Section 5.0</i>	Project VMT Assessment
<i>Section 6.0</i>	VMT Impact Summary and Implementation

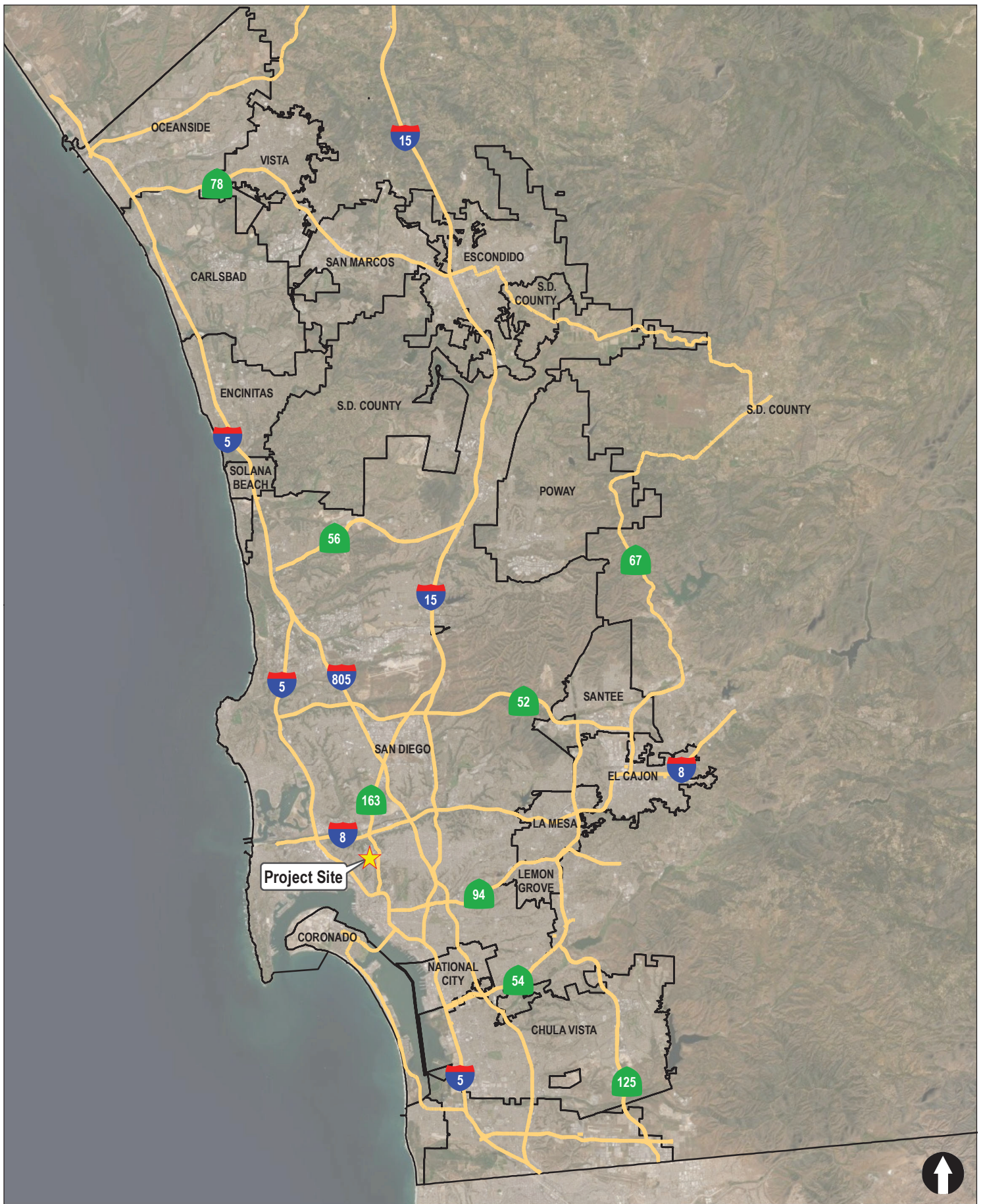
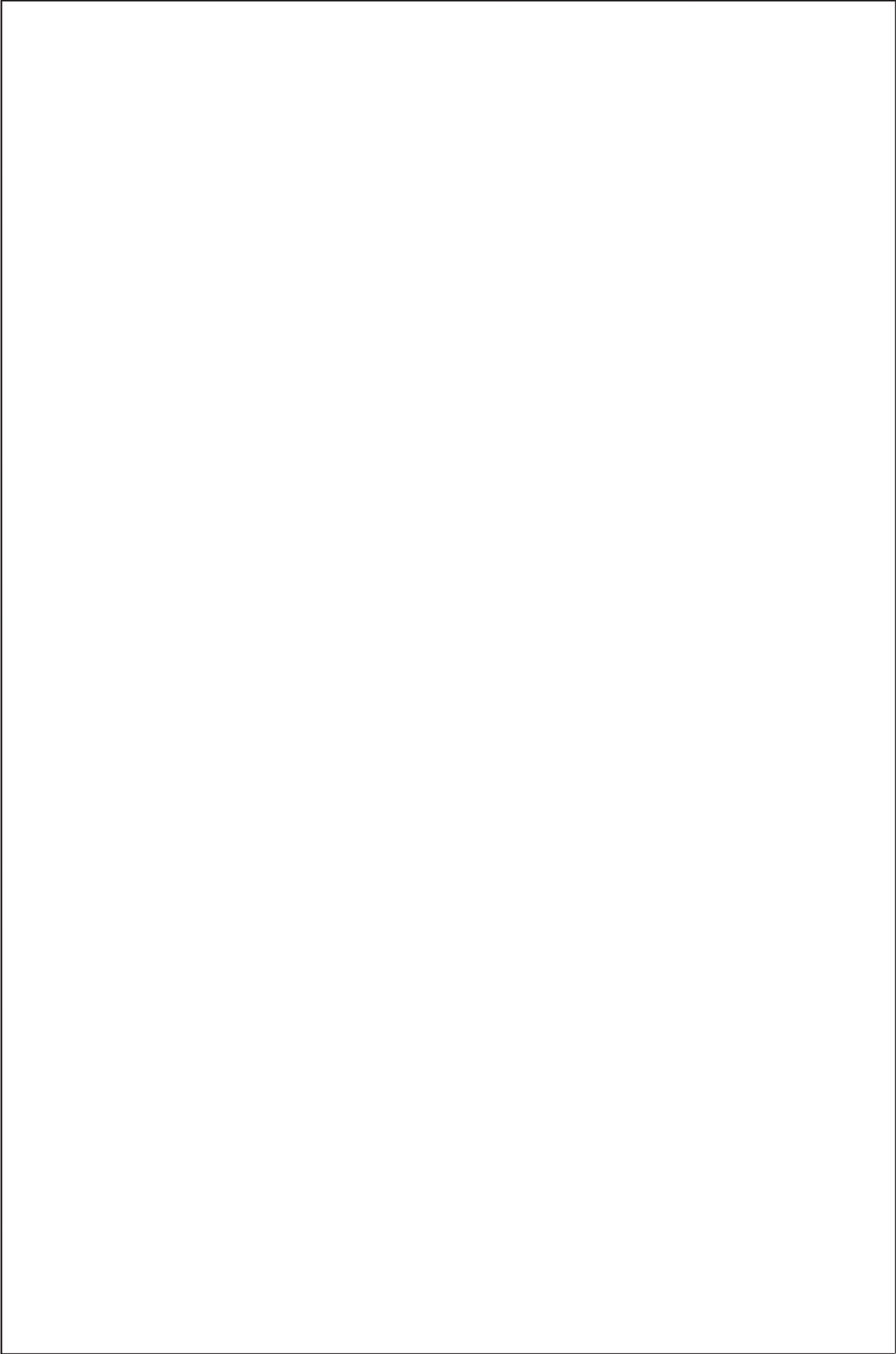


Figure 1-1

Vicinity Map

Fifth Avenue Mixed-Use



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Date: 06/19/22



Figure 1-2

Project Area Map

FIFTH AVENUE MIXED-USE

2.0 PROJECT DESCRIPTION

2.1 Project Location

The Project site is located at 3774-3780 Fifth Avenue in a Parking Standards TPA, Residential Tandem Parking Overlay Zone, and Transit Area Overlay Zone in the CC-3-9 zone within in the Uptown Planning Area of the City of San Diego. Local access to the site is proposed via two driveways along the alley accessed from Robinson Avenue and Pennsylvania Avenue from the blocks to the north and south, respectively.

2.2 Project Description

The existing site is currently developed with 10 multi-family residential dwelling units and 1,261 square feet (sf) of specialty retail use that is currently occupied and operating. The Project proposes to demolish these existing buildings and construct a 7-story mixed-use development consisting of 43 multi-family units (41 market rate units and 2 affordable very low income units), 22 visitor accommodation units, 2,960 sf of restaurant use, 1,000 sf of commercial office use, 1 level of at-grade parking and 1 level of subterranean parking for 33 total vehicles.

Figure 2–1 depicts the conceptual site plan.

2.3 Project Trip Generation

The trip generation rates for the Project were taken from the *City of San Diego Trip Generation Manual*, May 2003. Driveway counts were conducted on Wednesday, June 8, 2022 at the existing driveways of the Project site to evaluate the daily, AM peak hour (7 to 9 AM) and PM peak hour (4 to 6 PM) trip credit associated with the removal of the existing land uses. **Table 2–1** summarizes the Project trip generation. As shown in *Table 2–1*, the Project is estimated to generate 804 driveway ADT with 47 AM peak hour trips (18 inbound / 29 outbound) and 72 PM peak hour trips (40 inbound / 32 outbound). As shown in *Table 2–1*, the Project is estimated to generate 687 net new ADT with 41 AM peak hour trips (15 inbound / 26 outbound) and 66 PM peak hour trips (38 inbound / 28 outbound).

**TABLE 2-1
PROJECT TRIP GENERATION**

Land Use	Quantity	Daily Trip Ends (ADT)		AM Peak Hour				PM Peak Hour					
		Rate ^a	Volume	% of ADT	In:Out Split	Volume		% of ADT	In:Out Split	Volume			
						In	Out			In	Out	Total	
Proposed Uses													
Multi-Family Residential	43 DU	6 /DU ^b	258	8%	20:80	4	17	21	9%	70:30	16	7	23
Cumulative Trips (Net Trips)	43 DU	6 /DU ^b	258	8%	20:80	4	17	21	9%	70:30	16	7	23
Visitor Accommodations	22 DU	9 /DU ^c	198	8%	40:60	6	10	16	9%	40:60	7	11	18
Cumulative Trips (Net Trips)	22 DU	9 /DU ^c	198	8%	40:60	6	10	16	9%	40:60	7	11	18
Restaurant (Quality)	2.96 KSF	100 /KSF	296	1%	60:40	2	1	3	8%	70:30	16	8	24
Cumulative Trips (Net Trips)	2.96 KSF	90 /KSF	266	1%	60:40	2	1	3	8%	70:30	15	7	22
Commercial Office	1 KSF	Ln Formula ^d	52	13%	90:10	6	1	7	14%	20:80	1	6	7
Cumulative Trips (Net Trips)	1 KSF	Ln Formula ^d	52	13%	90:10	6	1	7	14%	20:80	1	6	7
Proposed Subtotal			804			18	29	47			40	32	72
			774			18	29	47			39	31	70
Existing Uses to be removed													
Existing Mixed-Use ^e			87			3	3	6			1	3	4
Driveway Trips			87			3	3	6			1	3	4
Cumulative Trips (Net Trips)													
Proposed Trips – Existing Trips			717			15	26	41			39	29	68
Net Driveway Trips													
Net Cumulative Trips			687			15	26	41			38	28	66

Footnotes:

- Trip rates from *Trip Generation Manual*, City of San Diego, May 2003
- The trip generation rate of 6 trips per dwelling unit for multi-family dwelling units over 20/DU/acre was used.
- Based on the trip generation rates for a motel
- $Ln(T) = 0.756 Ln(x) + 3.95$
- Based on existing counts conducted at the driveways on Wednesday, June 8, 2022

[illegible]

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↑
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3.0 REPORT APPROACH

3.1 VMT Background

Vehicle Miles Traveled (VMT) is defined as the “amount and distance of automobile travel attributable to a project” per CEQA Guidelines Section 15064.3. VMT is a measure of the use and efficiency of the transportation network as well land uses in a region. VMT is calculated based on individual vehicle trips generated and their associated trip lengths. VMT accounts for two-way (roundtrip) travel and is estimated for a typical weekday for the purposes of measuring transportation impacts.

3.2 Transportation Analyses

This potential transportation impacts of the proposed Project are based on VMT to satisfy the California Environmental Quality Act (CEQA) guidelines through Senate Bill 743 (SB 743). Public Resources Code section 20199, enacted pursuant to SB 743, identifies VMT as an appropriate metric for measuring transportation impacts along with the elimination of auto delay/Level of service (LOS) for CEQA purposes statewide. The justification for this paradigm shift is that auto delay/LOS impacts may lead to improvements that increase roadway capacity and therefore sometimes induce more traffic and greenhouse gas emissions. In contrast, constructing projects in VMT-efficient locations assists California in meeting greenhouse gas emissions targets. Therefore, consistent with SB 743 and CEQA Guidelines 15064.3, the CEQA significance determination for the Project is based only on VMT and not on LOS.

Based on the screening criteria outlined in the TSM guidelines, the Project is screened out of the requirement to prepare a Local Mobility Analysis (LMA) because the proposed Project land uses are consistent with the Community Plan and is expected to generate less than 1,000 unadjusted driveway trips.

4.0 VMT SIGNIFICANCE CRITERIA & METHODOLOGY

A *Transportation Study Manual* (TSM) has been published by the City of San Diego on September 19, 2022.

Given that the City of San Diego has developed significance thresholds and technical methodologies, the *TSM* (September 2022) was utilized for this report.

4.1 Significance Criteria

According to the City of San Diego's TSM, the City's transportation VMT thresholds of significance are shown in *Table 4-1*.

TABLE 4-1
VMT SIGNIFICANCE THRESHOLDS

Land Use Type ¹	Thresholds for Determination of a Significant Transportation VMT Impact ²
Residential	15% below regional average ³ Resident VMT/Capita
Commercial Employment	15% below regional average ³ Commute VMT/Employee
Industrial Employment	Regional average ³ Commute VMT/Employee
Regional Retail	Zero net increase in total regional VMT ³
Hotel	See Commercial Employment
Regional Recreational	See Regional Retail
Regional Public Facilities	See Regional Retail
Mixed-Use	Analyze each land use individually per above categories
Redevelopment	Apply the relevant threshold based on proposed land use (ignore the existing land use)
Transportation Projects	Zero net increase in total regional VMT ³
Small Projects	Less than 300 average daily trips

Source: Table 3: Transportation VMT Thresholds of Significance by Land Use per the TSM, September 29, 2020

Footnotes:

1. See Appendix B of the TSM for specific land use designations.
2. Projects that exceed these thresholds would have a significant impact.
3. The regional average and total regional VMT are determined using the current SANDAG Regional Travel Demand Model (Series 14, ABM2+, Base Year 2016).

4.1.1 City of San Diego Screening Criteria

According to the TSM, a project that meets at least one of the following screening criteria would be presumed to have a less than significant VMT impact due to project characteristics and/or location.

1. **Residential or Commercial Project Located in a VMT Efficient Area:** The project is a residential or commercial employment project located in a VMT efficient area (15% or more below the regional average household VMT/capita or VMT/employee) based on the applicable location-based screening map produced by SANDAG.
2. **Industrial Project Located in a VMT Efficient Area:** The project is an industrial employment project located in VMT efficient area (in an area with average or below average base year VMT/employee) based on the applicable location-based screening map produced by SANDAG.
3. **Small Project:** The project is a small project defined as generating less than 300 daily unadjusted driveway trips using the City of San Diego trip generation rates/procedures.
4. **Locally Serving Retail/Recreational Project:** The project is a locally serving retail/recreational project defined as having 100,000 square feet gross floor area or less **and** demonstrates through a market area study that the market capture area for the project is approximately three miles (or less) and serves a population of roughly 25,000 people or less. Locally serving retail is consistent with the definitions of Neighborhood Shopping Center in the San Diego Municipal Code Land Development Code Trip Generation Manual. Locally serving recreation is consistent with the land uses listed in Appendix B of the TSM, given that it meets the square footage and market capture area above. Adding retail/recreation square footage (even if it is 100,000 square feet gross floor area or less) to an existing regional retail shopping area is **not** screened out.
5. **Locally Serving Public Facility:** The project is a locally serving public facility defined as a public facility that serves the surrounding community or a public facility that is a passive use. The following are considered locally serving public facilities: transit centers, public schools, libraries, post offices, park-and-ride lots, police and fire facilities, and government offices. Passive public uses include communication and utility buildings, water sanitation, and waste management.
6. **Affordable Housing:** The project has access to transit* and is wholly or has a portion that meets one of the following criteria: is affordable to persons with a household income equal to or less than 50% of the area median income (as defined by California Health and Safety Code Section 50093), housing for senior citizens [as defined in Section 143.0720(e)], housing for transitional foster youth, disabled veterans, or homeless persons [as defined in 143.0720(f)]. The units shall remain deed restricted for a period of at least 55 years. The project shall provide no more than the minimum amount of parking per unit, per San Diego Municipal Code Section 143.0744. Only the portion of the project that meets the above criteria is screened out. For example, if the project is 100 units with ten deed-restricted affordable housing units, transportation VMT analysis would not be necessary for the ten affordable units but would be

necessary for the remaining 90 units (unless they meet one of the other screening criteria). For purposes of applying the small project screening criteria, the applicant would only include the trip generation for the non-affordable housing portion of the project (since the affordable housing portion is screened out).

*Access to transit is defined as transit being located within a reasonable walking distance (1/2 mile) from the project driveway.

7. **Mixed-Use Project Screening Considerations:** The project's individual land uses should be compared to the screening criteria above. It is possible for some of the mixed-use project's land uses to be screened out and some to require further analysis. For purposes of applying the small project screening criteria, the applicant would only include the trip generation for portions of the project that are not screened out based on other screening criteria. For example, if a project includes residential and retail, and the retail component was screened out because it is locally serving; only the trip generation of the residential portion would be used to determine if the project meets the definition of a small project.
8. **Redevelopment Project Screening Considerations:** The project is a redevelopment project that demonstrates that the proposed project's total project VMT is less than the existing land use's total VMT. Exception: If a project replaces affordable housing (either deed restricted or other types of affordable housing) with a smaller number of moderate-income or high-income residential units, the project is not screened out and must analyze VMT impacts per Table 3 of the TSM.

4.1.2 VMT Analysis Methodology

If a project is not screened out, additional criteria is used to determine the methodology for completing the VMT analysis. Per the TSM, transportation VMT analysis for CEQA shall be conducted using the SANDAG Regional Travel Demand Model. SANDAG provides base year 2016 VMT data using the SANDAG Series 14 ABM 2+ model. By utilizing the SANDAG screening maps, the VMT per Resident and Commute VMT per Employee can be evaluated at the census tract level.

5.0 PROJECT VMT ANALYSIS

5.1 Screening Criteria

Based on the Project's land uses as a mixed-use project, each component of the Project would be measured separately against the appropriate screening criteria. The Project's VMT would be evaluated as commercial employment, residential and retail per Table Appendix B-1 of the TSM. Based on the screening criteria described in Section 4.3.1, the Project screen out from a VMT analysis as detailed below. **Table 5-1** summarizes the Project applicability of the TSM screening criteria to each component of the Project.

TABLE 5-1
VMT SCREENING CRITERIA – PROJECT APPLICABILITY

Screening Criteria ¹	Applicable to the Project?	Project Screen out?
1. Residential or Commercial Project Located in a VMT Efficient Area	Yes	Yes
2. Industrial Project Located in a VMT Efficient Area	No	—
3. Small Project (less than 300 ADT) (for retail component)	Yes	Yes
4. Locally Serving Retail/Recreational Project	No	—
5. Locally Serving Public Facility	No	—
6. Affordable Housing	No	—
7. Mixed-Use Project Screening Considerations	Yes	Yes
8. Redevelopment Project Screening Considerations	No	—

Footnotes:

1. City of San Diego TSM, September 2020.

Screening Criteria:

Residential or Commercial Project Located in a VMT Efficient Area: The project has a residential component and commercial employment component (hotel and office) located in a VMT efficient area (15% or more below the base year average resident VMT/capita and commute VMT/employee) based on the applicable location-based screening map produced by SANDAG. The San Diego average regional VMT/resident is 18.9 (and 15% below 18.9 would equate to 16.07) per SANDAG Series 14 ABM 2+ (Base Year 2016) data. The San Diego average regional commute VMT/Employee is 18.9 (and 15% below 18.9 would equate to 16.07) per SANDAG Series 14 ABM 2+ (Base Year 2016) data.

Result:

For the residential portion of the Project, using the SANDAG screening map for residential projects, the Project is located in Census Tract 3 and would be expected to generate 14.9 VMT/capita, which is 78.6% of the regional average residential VMT/capita of 18.9. Therefore, the residential portion of the Project is screened out from a VMT analysis.

Given that the visitor accommodation is similar to a “hotel” use, the “Commercial Employment” land use screening criteria per the TSM is applicable. Using the SANDAG screening map for commercial employment projects, the visitor accommodations portion and the commercial office portion of the Project is located in Census Tract 3 and would be expected to generate 15.7 commute VMT/employee, which is 83.1% of the regional average commute VMT/employee of 18.9. Therefore, the visitor accommodations portion and the commercial office portion of the Project is screened out from a VMT analysis.

The 2,960 sf restaurant space proposed as a part of the Project would be expected to generate less than 300 daily trips, which is the threshold for a small project to be screened out from a VMT analysis.

Appendix A includes the results from the SANDAG SB 743 Series 14 ABM 2+ Base Year 2016 VMT Map.

6.0 CONCLUSIONS

Per the screening criteria outlined in the TSM guidelines and findings in the previous section, the Project is screened out of requiring a full VMT analysis based on the residential, visitor accommodation and commercial office portions meeting the criteria of being in a VMT efficient area per the SANDAG screening map and the restaurant use qualifying as a small project. Therefore, the Project would be presumed to have a less than significant transportation VMT impact.

TECHNICAL APPENDICES
FIFTH AVENUE MIXED-USE
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APPENDICES

APPENDIX

- A. Excerpts from SANDAG SB 743 Series 14 ABM 2+ Base Year 2016 VMT Map

APPENDIX A

EXCERPT FROM SANDAG SB 743 SERIES 14 ABM 2+ BASE YEAR 2016 VMT MAP

3774 5th Ave, San Diego, CA, 92 X

Show search results for 3774 5th Ave,...

Filter

San Diego Region SB743 VMT Maps

Forecast / ABM Version is

ABM2+ / 2021 RP

Residents/Employees is

Residents

Geography is

Census Tract

Year is

2016

Map Legend / Disclaimer

Map Legend

Percent of Mean

More than 125% of Regional Mean

100% to 125% of Regional Mean

85% to 100% of Regional Mean

50% to 85% of Regional Mean

Less than 50% of Regional Mean

No Data

Not Enough Data

2016 VMT Per Capita by Census Tract

Geography	Census Tract
Name	3
Residents/Employees	Residents
Persons	5,820
VMT per Capita	14.9
Percent of Mean	78.6%

Zoom to ***

Current Data

2016 - ABM2+ / 2021 RP (Scenario ID 458)

Regional Mean = 18.9 VMT per Resident

2025 - ABM2+ / 2021 RP (Scenario ID 462)

Regional Mean = 17.7 VMT per Resident

2035 - ABM2+ / 2021 RP (Scenario ID 475)

Regional Mean = 16.6 VMT per Resident

2050 - ABM2+ / 2021 RP (Scenario ID 459)

Regional Mean = 15.3 VMT per Employee

Archived Data

2016 - ABM2 / 2019 RTP (Scenario ID 434)

Regional Mean = 19.0 VMT per Resident

Regional Mean = 27.2 VMT per Employee

Disclaimer
 The maps provided by SANDAG are an interpretation of the Senate Bill 743 Technical Advisory guidelines published by the California Office of Planning and Research and are provided as a resource to the jurisdictions in the San Diego region to use as they see fit. Users of the data should exercise their professional judgment in reviewing, evaluating and analyzing VMT.

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3774 5th Ave, San Diego, CA, 92104

Show search results for 3774 5th Ave,...

Filter

San Diego Region SB743 VMT Maps

Forecast / ABM Version is

ABM2+ / 2021 RP

Residents/Employees is

Employees

Geography is

Census Tract

Year is

2016

Map Legend / Disclaimer

Map Legend

Percent of Mean

More than 125% of Regional Mean

100% to 125% of Regional Mean

85% to 100% of Regional Mean

50% to 85% of Regional Mean

Less than 50% of Regional Mean

No Data

Not Enough Data

Current Data

2016 - ABM2+ / 2021 RP (Scenario ID 458)

Regional Mean = 18.9 VMT per Resident

2025 - ABM2+ / 2021 RP (Scenario ID 462)

Regional Mean = 17.7 VMT per Resident

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Regional Mean = 15.3 VMT per Resident

Archived Data

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