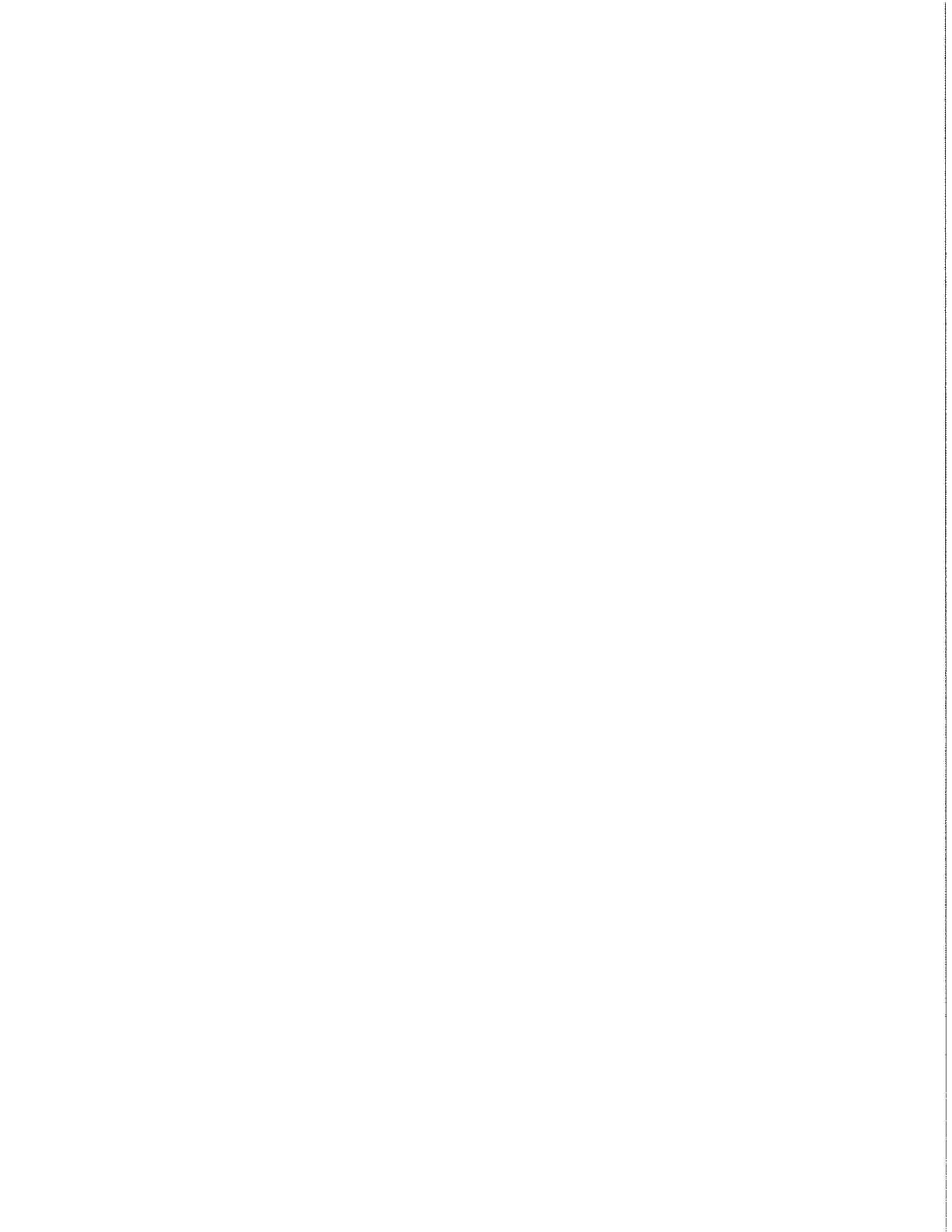


9. SB 375/SCS Report by Martin Engelmann, CCTA Deputy Executive Director, Planning

Attachments:

- October 5, 2011 CCTA Staff Update on SB375 Implementation
- CCTA Planning Committee staff report on the Review and Discussion of Future Planning Activities





Planning Committee **STAFF REPORT**

October 5, 2011

SB 375/SCS Implementation Update

Evaluating the SCS Alternatives

The Authority's consultant, Economic and Planning Systems (EPS) is reviewing three new alternative land use scenarios released by MTC/ABAG as an important step in the effort to develop a preferred Sustainable Communities Strategy (SCS). These new alternatives are constrained-growth scenarios, as opposed to the Initial Vision Scenario (T-2035 Investment Strategy), which assumed unconstrained growth. They share a common baseline household and job forecast, with the future year extended out to year 2040. The three new scenarios are:

1. *Constrained Core Concentration Growth Scenario:* This scenario concentrates housing and job growth at *selected* PDAs in the inner Bay Area (defined as areas along the Bay from Richmond south to San Jose and up to San Francisco), along the region's core transit network.
2. *Focused Growth Scenario:* This scenario recognizes the potential of the PDAs and GOAs, with an emphasis on housing and job growth along major transit corridors.
3. *Outer Bay Area Growth Scenario:* This scenario addresses higher levels of housing and jobs growth in the outer Bay Area.

Overall, the regional growth projections from 2010-2040 for the above three scenarios are lower than those in the IVS, with 260,000 fewer new households and 470,000 fewer new jobs.¹ All three scenarios concentrate much of their growth in Priority Development Area (PDA) and Growth Opportunity Area (GOA) locations, with intensity based on the place-type designations developed by the local jurisdictions. Outside of the PDA/GOA locations, household growth is allocated based on employment, transit access, and housing production, while job distribution is based mainly upon the existing employment patterns.

The regional agencies will be looking for input from stakeholders in the context of the following three themes:

¹ Originally, IVS had 903,000 in household growth. This was increased to 1,031,000 to reflect a new horizon year of 2040 (previously 2035).

1. *Distribution of Growth:* Is growth concentrated in the appropriate places? Do these land use scenarios provide an appropriate spectrum for sustainable and equitable development trends, especially as compared to the historical trend of dispersed growth.
2. *Development of Vital and Healthy Places:* Are housing and jobs converging at the appropriate places? For low and moderate income populations? Are local expectations for regional equity and sustainability addressed?
3. *Planning Strategies and Investments:* How can local jurisdictions and community/business organizations converge their goals into a coherent regional strategy? What policies and investments should be prioritized to support the SCS?

Local staff will have the opportunity to view the land use assumptions for their respective jurisdictions under each of the alternatives during October.

Planning Directors Meetings: The next Planning Directors meeting is scheduled for October 7, 2011.

Regional Advisory Working Group: The next RAWG meeting is scheduled for 9:30am on October 4, 2011 at MTC.



Planning Committee **STAFF REPORT**

Meeting Date: October 5, 2011

Subject	Review and Discussion of Future Planning Activities
Summary of Issues	<p>Authority planning staff is responsible for carrying out the Congestion Management Agency planning functions and implementation of the Measure J Growth Management Program (GMP). Staff proposes to carry out several major planning efforts during Calendar Years 2012 through 2014, including a major update of the Countywide Transportation Plan. The work program would include updating the Technical Procedures, carrying out a Sustainability Study, developing a complete streets policy, and identifying best practices for bicycle and pedestrian wayfinding. Staff seeks the Authority's review and approval of the proposed work program.</p>
Recommendations	<p>Review and approve the proposed work program for future planning activities.</p>
Financial Implications	<p>The proposed Fiscal Year (FY) 11-12 Congestion Management Agency (CMA) budget has adequate capacity to conduct the updated work program. Funds for this effort would be drawn from remaining Measure C Regional Transportation and Growth Management (Org. OPR-16a), Measure J Planning funds (Org. OCP-18a) and Congestion Management Program funding (Org. OPR 18b).</p>
Options	<p>n/a</p>
Attachments	<p>A. Overall Work program for Planning Activities through 2014</p>
Changes from Committee	

Background

When the Measure J transportation sales tax program took effect on April 1, 2009, it also put into place a revised Growth Management Program (GMP) that built upon the successes of the previous Measure C GMP that was in effect since 1988. A great deal of progress has already

been made toward full implementation of the Measure J GMP. Adoption of the 2009 Countywide Comprehensive Transportation Plan (CTP) in June 2009 laid out the Authority's vision for Contra Costa's future, the goals and strategies for achieving that vision, and future transportation priorities under Measure J. Adoption of the *Implementation Guide* in June 2010 marked a major milestone, establishing the framework for evaluating the impacts of proposed new development, and establishment of the Urban Limit Line under Measure J.

At the regional level, work is underway by MTC and ABAG to develop the first Sustainable Communities Strategy (SCS) under Senate Bill (SB) 375. As part of the required public participation program, MTC and ABAG must consult with the Congestion Management Agencies (CMAs), such as the Authority, about the SCS. The Authority has been working closely with local jurisdictions, other CMAs, and the regional agencies to help create an SCS that works for both Contra Costa and the region. This effort will culminate with MTC's adoption of the 2013 Regional Transportation Plan (RTP) in the spring of 2013.

As we continue to work with MTC and ABAG on the SCS, we are also going to see an elevated level of planning activities related to Measure J to implement the actions and tasks outlined in the 2009 CTP, and to incorporate the SCS into the next CTP update, which is scheduled for adoption in 2014.

Attachment A provides an overview of the work program for planning activities through 2014. At this time, staff seeks the Authority's review and approval of the proposed work program.

Overall Work Program for Planning Activities through 2014

Draft for Authority Review, September 23, 2011

Authority staff will work with its several consultant teams (Dyett & Bhatia, and Dowling Associates, and EPS) on the following work tasks; Table 1 shows an overview of the main initiatives, responsible parties, and a preliminary schedule for review and adoption.

Task 1: Prepare 2011 & 2013 Congestion Management Program

The 2011 and 2013 Congestion Management Program (CMP) Updates will build on the 2009 Update, which included a comprehensive review and update of each element. These CMP updates then only need to focus on updating the Capital Improvement Program and related appendices. Using the Authority's normal procedures, agencies will be contacted in an organized effort and data received will be verified and summarized. Working meetings will be scheduled with the Technical Coordinating Committee (TCC) and other committees.

Task 2: Update Measure J Growth Management Implementation Documents

MEASURE J GROWTH MANAGEMENT PROGRAM (GMP) COMPLIANCE CHECKLIST

The major effort here will be to complete the transition from Measure C to J, and the coincident requirement that local jurisdictions have fully implemented the Measure J GMP requirements. The Measure J compliance checklist, scheduled for release in January 2012, will be designed to make the form easier to use, with "embedded" references, a glossary of terms, and website links to other Authority documents.

Overall Work Program for Planning Activities Through 2014

TECHNICAL PROCEDURES MANUAL UPDATE

This update will start with a technical review by Authority staff and discussions with Technical Modeling Working Group (TMWG) to determine what modifications in recommended procedures might be appropriate given newer versions of the Highway Capacity Manual and the Authority's experience with the transportation model update. New sections of the Technical Procedures may be needed to respond to highway operations strategies, such as ramp metering, active traffic management, integrated corridor management, or adaptive signal control; transit strategies such as transit signal priority and other "rapid bus" strategies; provision of sidewalks or bicycle facilities to provide safer travel by pedestrians or bicyclists; or demand management strategies such as dynamic ridesharing. It also may make sense to create a standard practice for evaluating new performance measures that have been specified by CCTA, including procedures for evaluating the Multi-modal Transportation System Objectives (MTSOs).

The Technical Procedures should also reflect current capabilities for data collection, transfer and storage. Automated data collection methods on highways, streets and transit systems provide much more continuous data collection than was the case when the Technical Procedures were first drafted. This update will provide an opportunity to streamline and refine procedures for tapping into these automated systems efficiently and effectively. Further, roadway segment speed data can now be acquired on a countywide basis for reasonable costs, and readily merged into travel demand modeling networks. This enables the calibration and validation of travel models using real-world traffic speeds rather than calibrating only using traffic volumes.

Task 3: Implement Actions from the 2009 CTP and 2009 Countywide Bicycle and Pedestrian Plan (CBPP)

The following outlines actions and tasks that stemmed from the 2009 CTP and CBPP. These activities are designed to achieve the vision and goals, and implement the strategies found in the adopted plans.

Overall Work Program for Planning Activities Through 2014

PREPARE STUDIES TO ADDRESS SPECIFIC TRANSPORTATION ISSUES

- **SR-4 Integrated Corridor Analysis (ICA):** The purpose of the SR 4 ICA is to consolidate the Action Plans for SR 4 (West, Central, and East) into a cohesive corridor plan that: 1) identifies and prioritizes previously identified projects along the corridor; 2) develops and evaluates new projects, including transit options and arterial operational improvements; 3) advances local community goals for Priority Development Areas (PDAs) along the corridor; and 4) establishes a consistent set of Multi-modal Transportation Service Objectives (MTSOs) for incorporation into future Action Plan updates.
- **West County Action Plan Implementation:** Formulate a corridor concept for the unincorporated segment of Appian Way north of Valley View Road to the Pinole City limits, as requested by WCCTAC.

SUSTAINABILITY STUDY

The 2009 Countywide Comprehensive Transportation Plan included an implementation task to “initiate a study to look at the questions of sustainability, Greenhouse Gas (GHG) emissions reductions, and smart growth and how the Authority might address them within the context of Measure J.” The focus of the study would be to understand what a sustainable transportation system might look like and what role the Authority might play, both as an independent agency and as a partner with the larger region. It would outline the following three things:

1. A vision for a sustainable transportation system for Contra Costa
2. The Authority’s role in achieving that vision, one that is feasible given the Authority’s responsibilities and powers
3. A program of more specific implementation actions that builds on the various activities the Authority now undertakes and funds and outlines new actions (or refinements of current activities and programs) to achieve the vision

Overall Work Program for Planning Activities Through 2014

To get to that program of implementation actions, the study will identify various options, including their pros and cons, focused — though not exclusively — on those related to the areas of Authority responsibility. These recommendations would be designed to encourage sustainability at all levels, recognizing resource constraints and life-cycle cost considerations as well as agency and jurisdictional boundaries. This would include both how we operate the agency day-to-day and how the projects and programs we fund are designed, constructed and operated. These options could include existing or emerging programs for defining good design and construction practices for transportation facilities including the *Greenroads* initiative being developed by the University of Washington, CH2MHill, and the LEED program.

“COMPLETE STREETS”

Authority staff and its consultants will review the Authority’s policies, practices and procedures, particularly related to the funding and implementation of capital projects to ensure that “complete streets” concepts are clearly articulated, consistent with State law, MTC Guidance and Measure J. Based on this review, potential revisions to programming and funding documents and practices may be needed so that the Authority complies with MTC’s policies and MTC’s Complete Streets Checklist. This will ensure that projects to be funded fully take into account the needs of pedestrians and bicyclists.

BICYCLE AND PEDESTRIAN WAYFINDING STUDY

A survey of local jurisdictions and agencies will be undertaken, including a review of best practices for wayfinding systems. Then, a white paper will be prepared with ideas about how to establish a countywide signage scheme for pedestrians and bicycles, identification of key players, and what the next steps are for deploying a uniform system for signage. The focus will be on how to effectively merge existing practices in Contra Costa with current best practices.

TECHNICAL UPDATE OF THE CBPP

Authority staff will work closely with Eisen | Letunić, building on their experience working on the 2009 CBPP, to effectively and efficiently update the CBPP. This is a

Overall Work Program for Planning Activities Through 2014

mid-course update (“technical amendments”), as envisioned in the Implementation Chapter of the 2009 CBPP. The update will focus on Appendices D and E, as follows.

- **Appendix D, “Local Bicycle Networks:”** The GIS database and maps of local bikeways will be updated by surveying the 19 cities and the County (for unincorporated areas) to determine the following types of changes: (i) Newly completed facilities; (ii) Any facilities dropped from local plans; (iii) Any facilities added to local plans.
- **Appendix E, “Local Bicycle and Pedestrian Projects:”** The database of in-progress and proposed local bicycle or pedestrian projects throughout Contra Costa will be updated to include broader transportation projects that have a nonmotorized transportation component.
- In addition, **Table 15 of the 2009 CBPP, “Unbuilt segments on the Countywide Bikeway Network,”** will be updated by surveying local-agency planners and comparing information received against the CTPL.
- The 2009 CBPP contains numerous **online resources** for local agencies related to the planning, design and implementation of bicycle and pedestrian facilities and programs and also of pedestrian- and bicycle-friendly developments. This update will delete any resources that are no longer available, add any especially helpful new ones, then re-format the list so that CCTA may make it available on its website as an online toolbox.
- To further inform the collision analysis in Chapter 2, “Existing Conditions,” a **map of bicycle and pedestrian collision locations** in Contra Costa will be created for the most recently available five-year period (this was missing from the 2009 CBPP).

Task 4: Prepare 2014 Countywide Comprehensive Transportation Plan (CTP)

The 2014 CTP will update the plan to reflect new information and approaches to managing and improving our transportation system and will respond to the region’s Sustainable Communities Strategy (SCS) which is expected to be adopted by MTC in April 2013.

Overall Work Program for Planning Activities Through 2014

The first step will be to develop a work program, including a list of issues to be addressed, technical work needed, public outreach and the Authority's review process. Besides meeting the needs of Measure J and the RTP/SCS process, the CTP Update also could further the goals of improving partnerships, customer service, efficiency, and innovation – and offer some tangible economic benefits. Discussion papers on these issues, the SCS process and other issues identified by the CTP Task Force can provide direction and guidance for the Authority in identifying a preferred approach and specific implementation actions, consistent with Measure J and the Authority's mandates.

The CTP update also may include long-range strategic ITS plans that envision a system that takes advantage of technology advances, and integrates their use in a multi-jurisdictional environment. Strategies such as real-time transit arrival and transfer information, signal coordination programs, and freeway traffic management programs are realistic, implementable concepts in need of inter-jurisdictional coordination. Further, ITS strategies could be applied in improving planning and programming for casual carpool, bicycle, and pedestrian strategies (see also pilot program for “real-time” ridesharing under Task 9, below).

Task 5: Regional Transportation Plan (RTP) and Development of the Sustainable Communities Strategy

The passage of SB 375 added a new component to regional transportation plans in California, the Sustainable Communities Strategy (SCS), and required the Authority and other CMAAs to work with MTC and three other regional agencies to develop and implement the 2013 RTP, including the new SCS component. Called “Plan Bay Area” (A.K.A. “T-2040”), the next RTP marks a new chapter in regional land use and transportation planning for the Bay Area. The SCS, which is mandated by the SB 375 legislation, is meant to be an integrated regional land use and transportation planning approach that considers regional growth 30 years into the future, both accommodating job and population growth while reducing per capita GHG emissions. Authority staff and its consultants will continue to be closely involved in the development of Plan Bay Area and the evolving implications for CCTA and local jurisdictions.

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THE ROLE OF THE AUTHORITY

As the Congestion Management Agency (CMA) for Contra Costa, the Authority has worked with MTC and ABAG to establish land use inventories and forecasts that constitute the baseline for the analysis of the SCS. This will include conducting detailed analysis of the assumptions and alternatives that MTC and ABAG present, and providing support to local jurisdictions in developing a response. Authority staff also will identify opportunities for local jurisdictions to be involved in the process and help ensure that existing policies are considered as the SCS develops. Effective review and comment on the Vision Scenarios issued by ABAG and MTC and subsequent revisions of the SCS will help ensure that the final SCS reflects realistic land use goals and growth projections for local jurisdictions.

Task 6: Decennial Model Update

The Dowling Associates consultant team is working on the 2010 update to the Authority's computerized Countywide Travel Demand Forecasting Model (the Countywide Model). The decennial update is intended to incorporate recent changes to MTC's regional model, updating the land use database to the most recently adopted ABAG projections, and updating the roadway and transit network. The update will also add detail and functionality for modeling in the SB375/SCS environment, including the addition of PDAs, added sensitivity to Transit-Oriented Developments, and a tool for calculating GhG emissions.

Technical oversight on this effort comes through the Technical Modeling Working Group (TMWG), a subcommittee to the TCC. The TMWG has made major decisions regarding the addition of San Joaquin County to the model, and how to treat low 2010 traffic counts as they relate to the model validation. A modeling "symposium" was held on June 28 to give model users from both the public and the private sector a preview of the new model features. The model is currently about 75% complete, with the major task of validation to occur over the next few months. The update is scheduled for completion in early 2012.

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Task 7: Allocation of Funding through Various Programs

The Planning Section has the responsibility for overseeing the allocation of funding for a variety of programs. Staff has the lead role in managing the allocation of funding through two Measure J programs: Transportation for Livable Communities (CC-TLC) and Pedestrian, Bicycle and Trail Facilities (PBTF). During this period, staff will oversee the calls for projects, work with the RTPCs and Countywide Bicycle and Pedestrian Committee on project selection, prepare Strategic Plans for the two programs, and work with the Projects and Finance sections to facilitate implementation of the projects.

As with the Measure J programs, Planning Section staff will manage the OneBayArea Grant Program proposed by MTC and ABAG. Through this grant program, if implemented as proposed, staff will allocate Cycle Two federal STP and CMAQ funds through four programs: MTC's Local Streets and Roads Shortfall, TLC, Regional Bicycle and Safe Routes to School. For this program, staff will be very involved in working with MTC and other regional partners to define the grant program and how it is implemented. Once the Authority recommends projects for funding, staff will work the Projects Section and MTC and Caltrans staff to monitor and facilitate project implementation.

Task 8: Other Ongoing Planning Activities

As needed, Authority staff and its consultants will provide a range of expertise for on-going planning services, including policy analysis, analytical studies, development of work scopes, graphic design and cartography, presentations, public meeting facilitation and facilitator training, and document preparation, production, and printing.

Examples of work under this task include managing a Climate Initiatives grant program sponsored by MTC to develop innovative ways of reducing Greenhouse Gas Emissions. The **Real-time Ridesharing Pilot Program** will explore the use of a smartphone application that would allow drivers and riders to form spontaneously carpools in as little as a few minutes or as much as a few days prior to travel. Authority staff is working in partnership with two other counties (Marin,

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and Sonoma), along with 511 Contra Costa and County Connection to deploy the pilot program.

TABLE 1

OVERVIEW OF TASKS, RESPONSIBILITIES, AND SCHEDULE FOR ON-GOING PLANNING ACTIVITIES

	<i>Task: Objective</i>	<i>Responsible Party</i>	<i>Committee</i>	<i>Schedule</i>
1	2011 & 2013 CMP	Authority Staff; Dyett & Bhatia	TCC	2011 Adoption: Dec. 2013 Draft: June 2012 2013 Final: Dec. 2012
2	CY 2010 & 2011 Measure J Growth Management Program Compliance Checklist: Issue in January of 2012	Authority Staff; Dyett & Bhatia	GMP Task Force – format/functionality CAC- Content	Review existing: Oct. Meet with GMP & CAC: October Draft Release: Nov. Adoption: Jan./Feb. 2012
	Technical Procedures: Update to reflect Measure J, CCTA's new model, and new LOS methodology.	Authority Staff; DKS Associates, Dowling Assoc.	Technical Modeling Working Group (TMWG) TCC	TMWG reviews DKS memo & Draft 1.0: Mid-Oct. TMWG: Dec. Draft to TCC: Jan 2012 Draft release by PC: Feb/March 2012 Adoption: June 2012
3	SR-4 Integrated Corridor Analysis: Consolidate the Action Plans into a cohesive corridor plan	Authority Staff; ATKINS	SR-4 C-TAC SR-4 C-PAC	Draft ICA: Dec Final ICA: Feb 2012
	West County Action Plan Implementation: Formulate a Corridor Concept for Appian Way	Authority Staff; Dyett & Bhatia	WCCTAC	TBD
	Sustainability Study: Develop and publish a feasible implementation action framework for maintaining and enhancing the Authority's transportation mission.	Authority Staff; Dyett & Bhatia, ESA	TCC	Develop report: Fall 2011 TCC: Early 2012

	Task: Objective	Responsible Party	Committee	Schedule
	Complete Streets: Incorporate Complete Streets concept into the Authority's funding and programming practices	Authority Staff; DKS Associates	CBPAC TCC	TBD
	Bicycle and Pedestrian Wayfinding Study: Prepare a study that identifies best practices that lead to a coordinated approach for deploying a uniform system for bicycle and pedestrian signage.	Authority Staff; Eisen Letunic	CBPAC TCC	Complete Survey: Fall 2011 Develop draft CCTA wayfinding policies, standards and guidance Review March 2012
	CBPP Update: Prepare a Technical Update to the 2009 CBPP	Authority Staff; Eisen Letunic	CBPAC TCC	Draft: Nov 2011 Adopt: Feb 2012
4	2014 CTP Update: Develop scope and schedule for the CTP Update	Authority Staff; Dyett & Bhatia	APCC	Milestone Schedule: Sept./Oct. 2011 Discussion Paper: Winter 2012
5	Support Development of the SCS	Authority Staff; EPS	Contra Costa Planning Directors	Select Preferred Alternative: Dec Draft SCS: Fall 2012
6	Decennial Model Update	Authority Staff; Dowling	TMWG	Dec 2012
7	Allocation of Funding through Various Programs	Authority Staff	TCC, CBPAC	Varies
8	Real-Time Ridesharing: Deploy a successful RTR pilot project in Contra Costa	SCTA, TAM, and CCTA Staff 511 Contra Costa	RTPC Managers, BTCC	Kick off: Fall 2011 Deploy: Spring 2012

