

# **TRANSPAC Transportation Partnership and Cooperation**

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County  
2300 Contra Costa Boulevard, Ste. 360, Pleasant Hill, CA 94523 (925) 969-0841

## **TRANSPAC TAC MEETING NOTICE AND AGENDA THURSDAY, JUNE 26, 2008 9 AM TO NOON in the COMMUNITY ROOM PLEASANT HILL CITY HALL 100 GREGORY LANE PLEASANT HILL (925) 969-0841**

**NOTE: THIS AGENDA WAS PRODUCED PRIOR TO THE  
JUNE 19, 2008 TRANSPAC MEETING.  
PLEASE BRING YOUR COPY OF THE PRELIMINARY DRAFT  
ACTION PLAN CIRCULATED WITH THE TRANSPAC PACKET**

1. Continued discussion of the Multi-Modal Traffic Service Objectives (MTSO) dilemma.

As noted at the TRANSPAC meeting, the Planning Committee on June 4, 2008 affirmed the CCTA "Maximum Threshold Project Size - Net New Peak Hour Vehicle Trips" chart (in the packet) and determined that only one traffic study should be required for GPAs and other project traffic studies.

In an effort to move the process forward, the TRANSPLAN and TRANSPAC TACs at its joint meeting on May 29, 2008, developed the following list of options/analyses in an attempt to resolve some and possibly all of the problem issues associated with the establishment of MTSOs for the 2008 Action Plans.

A) Explore changes to the General Plan Amendment (GPA) Review Process and revise CCTA Resolution 95-06-G, the Implementation Guide, Technical Procedures and other documents. Consider if GPA traffic studies could be eliminated for projects that are: within ULL, and/or demonstrate a viable TOD component and/or demonstrate a percentage of forecasted transit/walk/bike mode split.

B) Assess a State of the System Report & Project/Program Based MTSOs approach and determine if this approach will satisfy the GMP requirements in Measure J. Rather than the future forecasted levels of service of each new development, the effect of the projects and programs could be periodically measured (travel time savings, transit ridership, etc.) and reported. This would be combined with a "State of the System" report which would provide a report card on current levels of service for various components of the transportation system.

C) Request CCTA to periodically prepare master traffic studies that include future development anticipated by local General Plans so that MTSOs/actions could be adjusted to reflect future conditions.

D) Change MTSOs to be achievable at specified geographic locations. Establish MTSOs for Action Plan analysis purposes separate from "goals" for the subject geographic area. For example, the MTSO analysis would be required for peak hour travel speed or for average vehicle occupancy, but not for transit productivity or Level of Service in downtown areas (TOD impact).

E) Allow the Central and East County areas to proceed with Action Plans without MTSOs to allow more time (up to 18 months) to develop some other solution to the MTSO dilemma. This would allow CCTA to complete its Countywide Transportation Plan prior to the initiation of Measure J.

F) Amend the Measure J Growth Management Program to reflect how transportation planning is conducted today (intentional inducement of delay, TOD, etc.).

Items E and F are viewed as "last resort" options which should be considered only if other options are not effective.

Another side of the MTSO dilemma is amending the CCTA Traffic Study Thresholds which has been considered by TRANSPAC and a request to increase the analysis level to 500 net new peak hour vehicle trips was forwarded to the CCTA.

TRANSPAC established that project notifications will remain at the 100 net new peak hour vehicle trip threshold. Please note that at the June 4, 2008 CCTA Planning Committee meeting, the CCTA's thresholds were upheld. The Committee also recommended that the specific requirements for traffic studies be reviewed with an eye to establishing that only one traffic study has to be done. The June 4, 2008 CCTA Planning Committee staff report including the threshold chart and CCTA Resolution 95-06-G is in the packet. The CCTA Board meeting staff report is attached and will be used for this discussion and for item 3 on this agenda.

Some initial ideas to address the items listed above are attached to stimulate discussion.

**2. Continued Draft Action Plan review. Please use the Action Plan copy circulated with the June 19, 2008 TRANSPAC packet. If you need another copy, please notify the TRANSPAC Manager.** Review/address comments from the TRANSPAC meeting and other suggested changes. Please bring a copy of suggested changes for CCTA and consultant staff use.

**3. Measure J Growth Management Program Implementation Guide-Proposal for Adoption.** On June 4, 2008, the Planning Committee released the revised Implementation Guide for a 45-day review period, and the CCTA is expected to take the same action on June 18, 2008. Subject to comments received, the CCTA may consider adoption in September. The TCC requested an opportunity to review the Guide again prior to final adoption, to reassess procedures for Action Plan development and implementation based on the lessons learned from the current experience with the Action Plans.

4. Other and unfinished business as well as updates on ongoing plans, studies and programs. The next TAC meeting is scheduled for July 24, 2008 unless otherwise determined.

# **DRAFT**

## **MTSO Ideas - First Draft for 6/26/08 TRANSPAC TAC meeting**

**Basis:** All current adopted General Plans are assumed to be included in the CCTA 2030 model and do not require any additional MTSO analysis; only CEQA traffic analysis requirements apply. The CEQA document for a given project needs to reference the Action Plan/CCTA model to establish that the MTSO analysis has been performed. If possible, determine how to address MTSOs or equivalent(s) in one CEQA traffic study (this direction is from the 6/4/08 CCTA Planning Committee discussion).

**Resolution 95-06-G:** (possibly updated) remains in effect (see attachment) and if no GPA threshold has been established in the Action Plan, the threshold is 500 net new peak hour vehicle trips. "Requires consultation by the lead agency with affected RTPCs to determine whether the proposed GPA adversely affects ability to meet adopted MTSOs." (Res. 95-06-G footnote 3)

**Goals and MTSOs:** Separate MTSOs for Action Plan analysis purposes from "Goals". The MTSO analysis such as peak hour travel speed or average vehicle occupancy could be established for Routes of Regional Significance and/or at specified RORS locations but not for transit productivity or Level of Service in downtown areas (TOD impact).

**MTSO Ideas:** suggest establishing one (or very few) MTSOs for freeway and arterial Regional Routes or specifically named Regional Routes or specific geographic locations.

**Suggested MTSO:** Implement as many Action Plan actions as financially and institutionally feasible by 2030.

**For Freeways:** take all actions to manage the increase in congestion with exceptions for incidents, holidays and other expected periods of increased congestions. Consider an action to reassess feasibility/capital improvements necessary for ramp metering to work in Central County.

**For Routes of Regional Significance segments with adopted Traffic Management Plans.**  
MTSO: Maintain +/- 10% of the average speed intended by the Traffic Management Plan between established signal control points. This MTSO may be administratively revised if the signal timing is changed.

**For Arterials without Traffic Management Plans and assuming no ramp metering.** MTSO: Maintain +/-20% of the posted speed limit with exceptions for incidents and holiday periods.

## **Contra Costa Transportation Authority**

### **Resolution 95-06-G**

#### **RE: APPROVAL OF THE GENERAL PLAN AMENDMENT REVIEW PROCESS FOR THE GROWTH MANAGEMENT PROGRAM**

- 1) WHEREAS, Measure C requires the Authority "to establish a forum to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees . . .";<sup>1</sup> and
- 2) WHEREAS, Measure C also stated that "Use of the countywide transportation computer model provides an opportunity to test General Plan(s) transportation and land use alternatives, and to assist cities and the county in determining the impact of major development projects proposed for General Plan Amendments. This would provide a quantitative basis for inter-jurisdictional negotiation to mitigate cumulative regional traffic impacts;"<sup>2</sup> and
- 3) WHEREAS, Measure C further requires that "The Authority, jointly, with affected local jurisdictions, shall determine and periodically review the application of Traffic Service Standards on routes of regional significance. The review will take into account traffic originating outside of the county or jurisdiction, and environmental and financial considerations. Local jurisdictions, through the forum provided by the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts. (See Section 5)";<sup>3</sup> and
- 4) WHEREAS, in response to these mandates the Authority adopted in December, 1990 *Implementation Documents*, specifying that the Action Plan process, the establishment of Traffic Service Objectives and Actions, the General Plan Amendment Review process, and the Conflict Resolution process would be used to meet the requirements outlined above; and
- 5) WHEREAS, the Authority will separately approve the details of the Conflict Resolution process to be used in the event of disputes between jurisdictions; and
- 6) WHEREAS, to recognize the differences between jurisdictions, and the flexibility provided to it within Measure C to judge compliance with the Growth Management Program, the Authority has agreed to ultimately evaluate compliance with Measure C, as it relates to review and negotiation of proposed General Plan Amendments, on the basis of "good faith;"

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<sup>1</sup>The 1988 Measure C Expenditure Plan, Contra Costa Transportation Improvement and Growth Management Program, p. 11, Paragraph 5. (Adopted August 1988)

<sup>2</sup>Ibid.

<sup>3</sup>Ibid, p. 10.

the Authority has agreed to ultimately evaluate compliance with Measure C, as it relates to review and negotiation of proposed General Plan Amendments, on the basis of "good faith;"

**1) NOW, THEREFORE, BE IT RESOLVED**, that the Authority hereby adopts the attached summary (Attachment A) and flow chart (Attachment B) to serve as the General Plan Amendment Review process required by Measure C; and


**2) BE IT FURTHER RESOLVED**, that in so doing, the Authority will evaluate the compliance of individual jurisdictions at the time of its review of the Annual Compliance Checklist submittal by the jurisdiction; and

**3) BE IT FURTHER RESOLVED**, that the Authority will review each Agency's "good faith" participation in the Growth Management Program during its annual review of the Compliance Checklists. Good faith participation will be evaluated in consideration of the following factors:

- 3.1 **Analysis** - Was the Countywide (or Regional) traffic model used to evaluate projects with the potential to impact Routes of Regional Significance?
- 3.2 **Evaluation** - Were impacts to Routes of Regional Significance identified and appropriate and feasible mitigations defined?
- 3.3 **Notification** - Were all affected agencies properly notified?
- 3.4 **Meet and Confer** - Did the Agency meet and confer with neighboring jurisdictions, RTPCs and other who expressed interest in and/or concerns about proposed projects?
- 3.5 **Responsiveness to concerns/comments** - Did the Agency agree to evaluate specific concerns and project impacts? Were they responsive and did they attempt to resolve and work out issues and concerns? Did the Agency propose to and/or agree to participate in conflict resolution? (Attachment C includes examples of "good faith" which the Authority may use, but is not limited to, individually or in combination, in its assessment of a jurisdiction's responsiveness to concerns and attempts to resolve issues, including its proposed mitigation of impacts.) and

**4) BE IT FURTHER RESOLVED**, that the Authority shall consider the concerns of both the jurisdictions generating traffic as a result of a General Plan Amendment, and those of the recipient(s) of such traffic, equally, in making its evaluation of "good faith."

Resolution 95-06-G  
July 19, 1995  
Page 3

  
Julie Pierce, Chair

This RESOLUTION was entered into at a  
meeting of the Contra Costa Transportation  
Authority held July 19, 1995 in  
Walnut Creek, California

Attest:   
Robert K. McCleary, Executive Director

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**ATTACHMENT A**

**OVERVIEW OF THE  
GENERAL PLAN AMENDMENT REVIEW PROCESS**

1. The process shall be concurrent with the CEQA time line for preparation of a Negative Declaration or Environmental Impact Report. It is recognized that Conflict Resolution could extend the process beyond the date of expected CEQA certification and corresponding approval of the project. However, every effort should be made by both the project sponsor and by concerned jurisdictions to address potential issues of conflict within the time frame provided under CEQA. Early identification of problems and consultation with affected jurisdictions is recommended. All affected jurisdictions shall participate in one Conflict Resolution process, if necessary, for each General Plan Amendment.
2. The process requires that a jurisdiction study the impacts of a proposed GPA on the Action Plan when the size of the GPA exceeds the threshold size established by the RTPC in its Action Plan; or 500 peak hour trips if such threshold has not been established.
3. The GPA sponsor may approve the GPA without consequence if: (1) the GPA does not adversely affect the ability of local jurisdictions to meet the Traffic Service Objectives (TSOs) or to implement the agreed-upon actions in the Action Plans; or (2) the GPA and/or Action Plan have been amended to mitigate the impact on the regional system relative to TSOs and actions, to the satisfaction of the affected RTPC; or (3) the affected RTPC has agreed to amend the Action Plan; or (4) the Conflict Resolution process has been otherwise successful. When any of these conditions is satisfied, the sponsor and the local RTPC shall advise the Authority. Failure to satisfy one of these conditions could result in a finding of non-compliance by the Authority, unless the Authority finds the jurisdiction has acted in good faith to negotiate resolution of conflicts.

Sponsoring jurisdictions must work in "good faith" to address all concerns raised during the CEQA review process for proposed GPAs. The Authority's evaluation of "good faith" will consider the factors detailed in Item 6 below, and the sponsoring Agency's responsiveness to concerns raised by other RTPCs and other Agencies.

4. The jurisdiction preparing the GPA should notify all impacted RTPC(s) and jurisdictions as early as possible of potential impacts with respect to previously approved TSOs and actions. Concerned jurisdictions may voice concerns to the GPA sponsor, the RTPC, and the Authority regarding impact on TSOs by commenting: on the Notice of Preparation; on the draft Negative Declaration or EIR and/or prior to project approval.
5. If a conflict should arise during review by the affected RTPC(s) and or during CEQA reviews of proposed GPA proposals, any party to the conflict may call for initiation of conflict resolution. The parties may utilize the Authority's conflict resolution process, or an alternative process, as long as it is acceptable to the parties to the conflict. The Authority, during its annual review of the Compliance Checklists, will

**ATTACHMENT A**

evaluate each party's "good faith" efforts to resolve conflicts. Failure to participate in conflict resolution could be the basis for a finding of non-compliance.

6. Good faith participation in the Measure C program will be evaluated annually in consideration of the following factors:
  - 6.1 Analysis - Was the Countywide (or Regional) traffic model used to evaluate projects with the potential to impact Routes of Regional Significance?
  - 6.2 Evaluation - Were impacts to Routes of Regional Significance identified and appropriate and feasible mitigations defined?
  - 6.3 Notification - Were all affected Agencies properly notified?
  - 6.4 Meet and Confer - Did the Agency meet and confer with neighboring jurisdictions, RTPC(s) and others who expressed interest in and/or concerns about proposed projects?
  - 6.5 Responsiveness to concerns/comments - Did the Agency agree to evaluate specific concerns and project impacts? Were they responsive and did they attempt to resolve and work out issues and concerns? Did the Agency propose to and/or agree to participate in conflict resolution? (Attachment C includes examples of "good faith" which the Authority may use, but is not limited to, individually or in combination, in its assessment of a jurisdiction's responsiveness to concerns and attempts to resolve issues, including its proposed mitigation of impacts.)



Subject	<b>Growth Management <i>Implementation Guide</i> for Measure J – Release of “Proposal for Adoption”</b>
<b>Summary of Issues</b>	In October, the Authority released a draft of the <i>Implementation Guide</i> for the Measure J Growth Management Program (GMP). The draft <i>Implementation Guide</i> was developed to address changes made to the GMP by Measure J. The Authority has received comments from TRANSPAC, TRANSPLAN, and SWAT, and TCC proposes changes to the document in response to those and other comments. In March, April, and May the TCC reviewed the comments received and the proposed changes to the <i>Implementation Guide</i> . The May meeting involved a third discussion of the issue regarding trip thresholds for analysis of traffic impacts. Staff recommends release of the <i>Implementation Guide</i> as a “Proposal for Adoption” with a 45 day review period.
<b>Recommendations</b>	That the PC discuss the outstanding issue regarding trip thresholds for traffic analysis, and forward the document to the Authority for release as a “Proposal for Adoption.”
<b>Financial Implications</b>	The <i>Implementation Guide</i> outlines the requirements for compliance with the Measure J GMP. Jurisdictions that are found to be in compliance with the GMP receive their share of 18% Local Street & Maintenance Funds, and, under Measure J, also become eligible to receive 5% Transportation for Livable Community funds.
<b>Options</b>	n/a
<b>Attachments</b>	A. Draft <i>Implementation Guide</i> , October 18, 2007 (Full document available: go to this agenda item at <a href="http://www.ccta.net/Meetings">www.ccta.net/Meetings</a> and Agenda) B. Proposed Changes to October 18, 2007 Draft <i>Implementation Guide</i> C. Letter from Andy Dillard, SWAT staff, dated January 22, 2008 D. Letter from Gayle Uilkema, SWAT dated January 28, 2008 E. Letter from Julie Pierce, TRANSPAC dated March 18, 2008 F. Letter from Brad Nix, TRANSPLAN Chair, dated January 10, 2008 G. Letter from Phillip Woods, City of Concord dated January 25, 2008. H. Letter from David Durant, TRANSPAC Chair, April 28, 2008. I. Letter from David Durant, TRANSPAC Chair, May 14, 2008.
<b>Changes from Committee</b>	

## Background

Measure J updated and modified the requirements of the Authority’s Growth Management Program, first established in 1989 under Measure C. The new measure discontinued some of the Measure C requirements most notably Level-of-Service (LOS) standards for non-regional routes and performance standards for public facilities and services (fire, police, parks, sanitary, flood, and water), added a requirement for participating jurisdiction to have a voter-approved Urban Limit Line (ULL) as a boundary to urban growth, and clarified others.

The proposed *Implementation Guide*, one of the components of the Measure J *Implementation Documents*, updates the current Guide to reflect the provisions of Measure J. It describes how the provisions of Meas-

ure J are to be implemented by cities and the County, the four Regional Transportation Planning Committees (RTPCs), and the Authority, with a primary focus on the cooperative planning component of Measure J. The *Implementation Guide* is intended to serve as a road map to help local jurisdictions and the RTPCs successfully navigate through this changed GMP landscape.

The Authority approved release of the draft *Guide* in October of 2007 and asked for comments and suggestions by January 25, 2008. In particular, the Authority asked the RTPCs to weigh in the remaining issue of the threshold that the Authority sets for requiring when a traffic study needs to be prepared to analyze its impacts of new development on the regional transportation system. Currently, jurisdictions must prepare traffic studies for development projects or general plan amendments that would generate 100 or more peak hour vehicle trips. The RTPCs can, however, adopt tighter standards. Since Measure J no longer requires LOS standards on non-regional routes, the GMP Task Force suggested raising the Authority's minimum threshold for project development studies to 500 peak hour vehicle trips for new development projects or GPA's. The RTPCs could still adopt a lower threshold.

### COMMENTS RECEIVED

The Authority has received comments from three of the four RTPCs: SWAT, TRANSPAC, and TRANSPLAN, and from one local jurisdiction: Concord.

SWAT commented on two of the changes proposed. Its members unanimously supported the use of alternative multimodal transportation service objectives (MTSOs) on Regional Routes and supported a policy of maintaining the threshold requirement for traffic studies at 100 peak hour trips.

TRANSPAC supported continuation of the 100 trip threshold for notification, with the clarification that the term "trips" should be clarified as "net new peak hour vehicle trips" (NNPHVT). Furthermore, TRANSPAC initially raised its RTMP threshold from 100 to 1,000 NNPHVT then lowered it to 500 for "evaluation". In another letter (May 14, 2008), TRANSPAC clarified its support for raising the threshold for both traffic studies and "notification" from 100 to 500 NNPHVTs.

TRANSPLAN supported retaining the 100 peak hour trip threshold for when a traffic study is required, and commented on three other elements of the draft *Guide*: the Development Mitigation Program, the process for circulating and adopting updated Action Plans, and the compliance checklist.

The City of Concord sent a letter indicating that staff had reviewed the draft document and had no comments.

**Development Mitigation Programs:** Noting that the requirement that local jurisdictions adopt both a local and a regional development mitigation program, TRANSPLAN suggested the following wording changes to the text on page 9 of the draft *Guide*:

*The philosophy of Measure J's requirements for development mitigation programs is that ~~future development should pay the costs of mitigating its impacts~~ each jurisdiction must adopt, or maintain in place, a program to ensure that new growth is paying its share of the costs associated with that growth. The idea is already reflected in local practice, including traffic mitigation fees adopted by most jurisdictions. Other requirements for mitigation are commonly implemented through development agreements, regional fees, community facilities districts, local assessment districts, and conditions of project approval.*

*The development mitigation programs to be adopted by localities include both a local and*

*a regional component. The project-level traffic impact analysis described in this Guide provide an opportunity to identify potential impacts, and fund proposed mitigation measures through a fee program or other mitigation alternatives. The multijurisdictional planning process, development and implementation of Action Plans for Routes of Regional Significance and the related review of General Plan Amendments, which are also described in this Guide, provide opportunities to establish mechanisms to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development.*

Authority staff supports this change.

**Circulation, Review and Adoption of Updated Action Plans:** TRANSPLAN asked that Figure 3, which outlines the process for adopting the Action Plans, be revised to reflect the statement on page 29 of the draft Guide that, “Since action policies are to be implemented by the local jurisdictions, each locality should review and be in agreement with proposed actions that the RTPCs develop.”

Authority staff notes that, because the sentence highlighted refers to review and agreement with the proposed actions (and not with the plan itself), the suggested change would be more appropriately included in Figure 2, where text would be modified as follows:

*After consultation with other regions and local jurisdictions, select actions for inclusion in updated Plan*

**Raising the Threshold for Preparation of Traffic Studies:** As noted above, when the draft *Implementation Guide* was distributed for review in November 2007, the Authority asked the RTPCs for their recommendations on whether or not to raise the threshold for requiring a traffic study on proposed new development projects from 100 to 500 peak hour vehicle trips.

At the time of the April TCC meeting, all respondents to this question supported maintaining the 100 peak-hour trip threshold. Since then, two subsequent letters from TRANSPAC have arrived, the first indicating that it supports raising the threshold to 500 trips for “evaluation,” while maintaining the 100 trip threshold for notification; the second letter (May 14, 2008) indicates support for raising the threshold to 500 NNPHVTs for both evaluation and notification, with a commitment that TRANSPAC would, in its action plan, adopt a 100 NNPHVT threshold for notification.

At the March and April TCC discussions, the consistent support for the 100 trip threshold for notification among the RTPCs resulted in TCC proposing to keep the threshold for traffic analysis at 100 trips in the *Implementation Guide*, along with the suggested clarification that the threshold applies to project that generate “100 net new peak hour vehicle trips.” At the April PC meeting, TCC’s recommendation for a 100 trip threshold, along with TRANSPAC’s April 28 letter asking for 500 trips, was discussed, and the item was sent back to TCC for further discussion in light of TRANSPAC’s new request.

For the TCC meeting in May, the following table was made available to guide the discussion. It summarizes the threshold requirements as they currently exist.

Maximum Threshold Project Size – Net New Peak Hour Vehicle Trips –			
	RTPC Notifica- tion <sup>1</sup>	Traffic Study Preparation <sup>2</sup>	Authority General Plan Amendment Review Procedure <sup>3</sup>
The Project is Consistent with the Adopted General Plan:	100	100	
The Project Involves a General Plan Amendment (GPA):	100	100	500
<p>1 Established by Authority Resolution 92-03-G, March 18, 1992, and applies to any project for which an environmental document (either a Negative Declaration or an EIR/EIS is being prepared.)</p> <p>2 Included in the Authority's adopted <i>Technical Procedures and Implementation Guide</i>. The traffic analysis is to be prepared in accordance with the Authority's <i>Technical Procedures</i>, and consistent with standard traffic engineering practice as applicable under the CEQA Guidelines.</p> <p>3 Established by Authority Resolution 95-06-G, July 19, 1995: Requires consultation by the lead agency with the affected RTPC to determine whether the proposed GPA adversely affects ability to meet adopted MTSOs.</p>			

With the above table projected on the screen to facilitate the discussion, and following a protracted dialogue, the TCC, on an 8 to 3 vote in favor (with Central County members opposed) supported maintaining 100 NNPHVT as the threshold for triggering the requirements for preparation of traffic studies on proposed development projects and General Plan Amendments.

**Assessing the Cumulative Impacts of Individual Projects that are Consistent with adopted General Plans on MTSOs:** Throughout the discussion with the RTPC-TACs, and in a comment letter generated by County staff at the beginning of the Action Plan process, Authority staff has heard concerns about the extra effort and cost associated with requiring that a lead jurisdiction analyze the impact of each individual development project on MTSOs.

Since the MTSOs apply to regional routes, the impacts of each individual development project that generates more than 100 NNPHVTs is often undetectable, especially when the project is located away from a regional route. Furthermore, the methodology for assessing the more creative MTSOs, such as Delay Index, involves a high level of technical modeling expertise that could require retention of extra consultant resources by the project proponent.

In response to this concern, Authority staff proposes to conduct a cumulative analysis on the Action Plans, to determine whether the MTSOs are met under adopted General Plans. If the cumulative analysis shows that the MTSOs are met, then clearly, each individual project within the adopted General Plans will have been accounted for with regard to impacts on ability to meet MTSOs. In consultation with the RTPC-TACs, DKS Associates is already undertaking this cumulative analysis to, in effect, "conform" the Action

## Plans to adopted General Plans.

To document this procedure, TCC proposes that the text on page 37 of the draft *Guide* be revised to read:

Measure J requires that local jurisdictions work with the Regional Transportation Planning Committees to apply the Authority's travel demand model and Technical Procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds evaluate the impacts of major development projects and General Plan Amendments for their effects on the local and regional transportation system, including on Action Plan MTSOs<sup>1</sup>. Some development projects that exceed the established threshold for project review would not result in an increase in peak hour vehicle trips beyond that assumed in the modeling done to assess MTSO performance in the adopted Action Plans. Where this is the case, the analysis of the transportation impacts of the development project with regard to MTSOs on Routes of Regional Significance need only show that the project is consistent with the land use assumptions used to evaluate the adopted Action Plan.

Similarly, some GPA's may involve no land use intensification and would not result in an increase in net new peak hour vehicle trips beyond that assumed in the modeling done to assess MTSO performance in the adopted Action Plans. Where this is the case, the analysis of the transportation impacts of the GPA with regard to MTSOs on Routes of Regional Significance need only show that the GPA is consistent with the adopted General Plan and the land use assumptions used to evaluate the adopted Action Plan.

Analysis of consistency with the Action Plans will require a detailed review of the land use assumptions contained in Countywide Model within the affected Traffic Analysis Zone, to determine whether the forecast for the adopted Action Plan included the proposed project or GPA. Furthermore, the Authority will update the modeling every four years to assess the cumulative impacts of growth on MTSO performance.

The above revisions represent a significant change in guidance. Measure J requires local jurisdictions to assess the impacts of General Plan amendments and projects above specified thresholds on the achievement of the MTSOs established in the Action Plans. The new language allows jurisdictions to use the modeling of the most recently adopted Action Plan to meet the requirement for new development projects when the net new peak-hour vehicle trips generated were accounted for in that modeling.

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<sup>1</sup> Note: The Measure J GMP requires that local jurisdictions: A. Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives; and B. Apply the Authority's travel demand model and technical procedures to the analysis of GPAs and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.

**Compliance Checklist:** Finally, TRANSPLAN requests that the *Implementation Guide* include the proposed Compliance Checklist for Measure J. While the draft Guide includes the “basic questions” the Checklist will include, TRANSPLAN believes that they are not sufficiently detailed to “adequately support” the Measure J requirements discussed in this document.

Staff intends to develop a detailed checklist, which we will ask the RTPCs to review, once the Authority decides how the *Implementation Guide* and other Implementation Documents will require. We believe that developing a detailed checklist is premature; it will be prepared as we update the *Technical Procedures* to correspond to the Measure J requirements. (The 2006 update focused almost exclusively on changes needed to reflect the Decennial Model Update, not Measure J.)

TRANSPLAN also commented that the checklist numbering in Section 8 was missing question number 4. Staff notes that this omission was due to the elimination of Question 4 on performance standards (for police, fire, parks, etc.). The numbering will be revised in the final document.

### **Next Steps**

TCC is now forwarding the revised document back to the Authority for release as a “Proposal for Adoption” with a 45 day public review period. As shown in the updated Overall Work Program (see Item 4 of this agenda) adoption of the Final *Guide* would be scheduled for September or October 2008.

## **Attachment B**

### **Proposed Changes to the October 18, 2007 Draft *Implementation Guide***

The following attachment lists the proposed changes to the October 18, 2007 draft of the Measure J *Implementation Guide*. Page numbers refer to the page in that document where the change is proposed. Changes shown to pages 9 and 37 are in response to comments received from agencies and recommended by the TCC; changes shown to pages 3 and 32 are clarifications proposed by Authority staff.

#### **PAGE 3**

The Action Plans for Routes of Regional Significance are an important component of the cooperative, multi-jurisdictional planning process intended to create a balanced, safe, and efficient system that addresses the traffic impacts of new development. Through the forum created by the RTPCs, local jurisdictions work together to formulate consensus on quantifiable objectives and a set of actions that, when implemented, will should lead towards achievement of the objectives while supporting the Authority's overall vision and goals. Action Plans generally include the components listed here. The Regional Committees may choose to include other components.

#### **PAGE 9**

##### **Adopt a Development Mitigation Program**

The philosophy of Measure J's requirements for development mitigation programs is that each jurisdiction must adopt, or maintain in place, a program to ensure that new growth is paying its share of the costs associated with that growth~~future development should pay the costs of mitigating its impacts~~. The idea is already reflected in local practice, including traffic mitigation fees adopted by most jurisdictions. Other requirements for mitigation are commonly implemented through development agreements, regional fees, community facilities districts, local assessment districts, and conditions of project approval.

The development mitigation programs to be adopted by localities include both a local and a regional component. The project-level traffic impact analysis described in this Guide provide an opportunity to identify potential impacts, and fund proposed mitigation measures through a fee program or other mitigation alternatives. The multijurisdictional planning process, development and implementation of Action Plans for Routes of Regional Significance and the related review of General Plan

Amendments, which are also described in this Guide, provide opportunities to establish mechanisms to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development.

## **PAGE 32**

Following evaluation of new action policies, the MTSOs will be finalized. When fully implemented, the actions, measures, and programs should result in achievement of the ~~The adopted objectives should be consistent with the actions, i.e., it should be reasonable to expect that if actions are implemented, the objectives will be achieved. A jurisdiction, however, may still be in compliance with the GMP even if the objectives are not met.~~

## **PAGE 37**

### **4 Evaluating the Impacts of Proposed New Development**

Measure J requires that local jurisdictions work with the Regional Transportation Planning Committees to apply the Authority's travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds ~~evaluate the impacts of major development projects and General Plan Amendments for their effects on the local and regional transportation system. Some development projects that exceed the established threshold for project review would not result in an increase in peak hour vehicle trips beyond that assumed in the modeling done to assess MTSO performance in the adopted Action Plans. Where this is the case, the analysis of the transportation impacts of the development project with regard to MTSOs on Routes of Regional Significance need only show that the project is consistent with the land use assumptions used to evaluate the adopted action plan.~~

Similarly, some GPAs may involve no land use intensification and would not result in an increase in net new peak hour vehicle trips beyond that assumed in the modeling done to assess MTSO performance in the adopted Action Plans. Where this is the case, the analysis of the transportation impacts of the GPA with regard to MTSOs on Routes of Regional Significance need only show that the GPA is consistent with the adopted General Plan and the land use assumptions used to evaluate the adopted Action Plan.



Analysis of consistency with the Action Plans will require a detailed review of the land use assumptions contained in the Countywide Model for within the affected Traffic Analysis Zone, to determine whether the forecast for the adopted Action Plan included the proposed project or GPA. Furthermore, the Authority will update the modeling every four years to assess the cumulative impacts of growth on MTSO performance.

State law also requires Congestion Management Programs (CMPs) to include programs to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems. Authority policy defines "major development projects" as ones that would generate more than 100 vehicle trips in the peak hour. Some of the RTPCs have chosen to specify a lower trip threshold. The traffic impact analysis may be conducted as part of the project's CEQA review or as part of a separate or prior review process. In all cases, the traffic analysis must be completed and subject to public review prior to action on the proposed project.

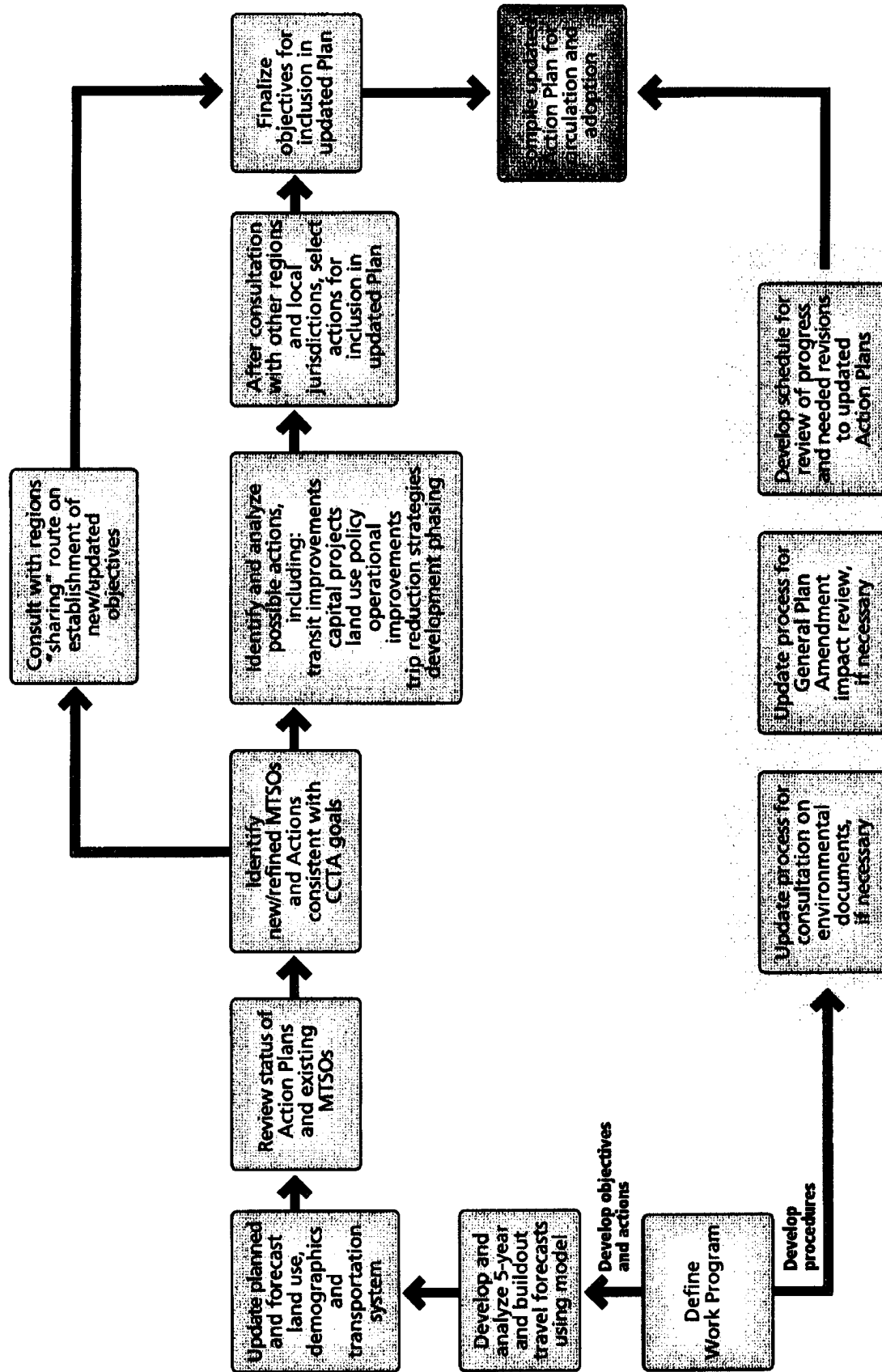


Figure 2

## Action Plan Update Process

May 29, 2008



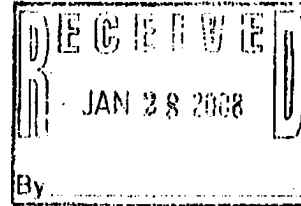
# SWAT

Attachment C

Danville • Lafayette • Moraga • Orinda • San Ramon & the County of Contra Costa

January 22, 2008

Robert K. McCleary  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, CA 94523



Dear Mr. McCleary:

At the Southwest Area Transportation Committee (SWAT) meeting on January 7, 2008 the following issues were discussed:

**Appoint new SWAT Chair and Vice Chair:**

The Committee took action to appoint Gayle Uilkema, Contra Costa County, SWAT Chair, and Don Tatzin, City of Lafayette, Vice Chair.

**Appoint new SWAT South County representative to the CCTA:**

The Committee took action to appoint Dave Hudson, City of San Ramon, as the South County SWAT representative to the CCTA.

**Update and Discussion on Draft Measure J Implementation Guide:**

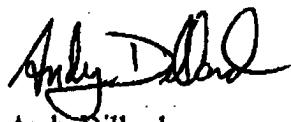
The Committee unanimously supported the Authority's proposal to allow the application of alternative MTSO's at specific areas along Regional Routes. The Committee also supported a policy to maintain traffic studies noticing requirements at 100 peak hour trips or less.

**Status Update on 2008 Bike to Work Day:**

It was reported that MTC awarded \$175,000 to the Bay Area Bicycle Coalition (BABC) as a sole source contract to plan, coordinate, and implement the 2008 event. Without any funding from MTC, the 511 Contra Costa Program will not be participating in the planning or implementation of the event this year, but will continue to coordinate Bike to School events in Contra Costa County that are funded through the TDM Program budget.

The next SWAT meeting is scheduled for February 4, 2008 at Supervisor Uilkema's Lamorinda Office, 3338 Mt. Diablo Boulevard, Lafayette. Please contact Andy Dillard at (925) 314-3384 if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Andy Dillard". The signature is fluid and cursive, with the first name "Andy" and last name "Dillard" clearly distinguishable.

Andy Dillard  
SWAT TAC Member

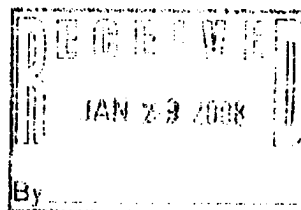
Cc: SWAT  
SWAT TAC  
Steve Goetz, TRANSPLAN  
Barbara Neustadter, TRANSPAC  
Lisa Hammon, WCCTAC  
Martin Engelmann, CCTA  
Danice Rosenbohm, CCTA



# SWAT

ATTACHMENT D

Danville • Lafayette • Moraga • Orinda • San Ramon & the County of Contra Costa



January 28, 2008

Robert K. McCleary, Executive Director  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, CA 94523

Dear Mr. McCleary:

At its January 7, 2008 regularly scheduled meeting, SWAT considered and unanimously supported the Contra Costa Transportation Authority's proposed changes in policy relating to traffic study thresholds and Traffic Service Objectives in the *Draft Measure J Implementation Guide*. Specifically, the Committee unanimously supported the following proposed changes:

- The application of applying alternative MTSO's within specific areas along Regional Routes
- Maintaining the threshold requirements for traffic studies for developments that do not require General Plan Amendments at 100 peak hour vehicle trips.

If you have any questions or would like additional information on this matter, please feel free to contact me at (925) 335-1046 or Andy Dillard, SWAT staff at (925) 314-3384.

Sincerely,

A handwritten signature in dark ink, appearing to read "Gayle B. Uilkema".

Supervisor Gayle Uilkema, Chair  
Southwest Area Transportation Committee

cc: SWAT  
SWAT TAC  
Martin Engelmann, CCTA  
Brad Beck, CCTA  
Danice Rosenbohm, CCTA

# **TRANSPAC Transportation Partnership and Cooperation**

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County  
2300 Contra Costa Boulevard, Pleasant Hill, CA 94523 (925) 969-0841

March 18, 2008

The Honorable Dave Hudson, Chair  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, California 94523

Dear Chair Hudson:

At its meeting on February 21, 2008, TRANSPAC took the following actions that may be of interest to the Transportation Authority.

1. Approved the City of Concord's request to reprogram Measure J funds from the Waterworld Parkway project to the following projects: Ygnacio Valley Road Permanent Restoration (Phase 2) between Cowell Road and City of Walnut Creek Limit (\$3.5 million); Ygnacio Valley Road Landslide Repair @ Galindo Creek (\$0.5 million); Clayton Road/Treat Boulevard/Denkinger Road Intersection Capacity Improvements (\$2.0 million); and Waterworld Parkway Bridge over Walnut Creek (\$3.0 million).
2. Received a presentation from Hisham Noeimi on the development of the 25 Year Program for Contra Costa's projects. TRANSPAC approved the project list developed by the TRANSPAC TAC and affirmed placement of the northbound I-680 HOV project.
3. Approved the TAC recommendation to request a Strategic Plan Amendment for the I-680 Southbound HOV Restriping project to be funded with Measure 2 funds (\$3 million) and coordinated with Caltrans' 2009 Pavement Rehabilitation Project.
4. Adopted the TRANSPAC TAC recommendations on Trip Definitions to establish "net new peak hour vehicle trips" and "net new peak hour interregional vehicle trips" for both assessment of development impacts and the General Plan Amendment evaluation.

For the TRANSPAC Regional Transportation Mitigation Program, agreed to set the evaluation trip threshold at 1,000 net new peak hour vehicle trips and the interregional trip threshold at 100 trips. For project and General Plan Amendment notices, the number remains at 100 net new peak hour vehicle trips.

5. Elected Councilmember David Durant as TRANSPAC Chair for the 2008 term.
6. Elected Mark Ross as TRANSPAC Vice Chair for the 2008 term.
7. Reappointed Councilmember Julie Pierce to the position of TRANSPAC CCTA Representative for the 2008-10 term commencing March 1, 2008.
8. Appointed David Durant, City of Pleasant Hill to complete Charlie Abrams' current CCTA term from March 1, 2008 until January 31, 2009.
9. Appointed Cindy Silva, City of Walnut Creek, as the second alternate for both TRANSPAC CCTA Representatives commencing March 1, 2008.

10. Reappointed Councilmember Ross as a third alternate to be used by both TRANSPAC CCTA representatives commencing March 1, 2008.

TRANSPAC hopes that this information is useful to you.

Sincerely,



Julie Pierce  
TRANSPAC Chair

cc: TRANSPAC Representatives (packet mailing)  
TRANSPAC TAC and staff  
Gayle B. Uilkema, Chair, SWAT  
Will Casey, Chair, TRANSPLAN  
Sharon Brown, Chair, WCCTAC  
Robert McCleary, Paul Maxwell, Martin Engelmann, Arielle Bourgart, Hisham Noeimi,  
Danice Rosenbohm, CCTA  
Lisa Hammon, WCCTAC  
John Cunningham, TRANSPLAN  
Andy Dillard, SWAT  
Steve Wallace, City of Pleasant Hill

## TRANSPLAN COMMITTEE

### EAST COUNTY TRANSPORTATION PLANNING

Antioch • Brentwood • Oakley • Pittsburg • Contra Costa County  
651 Pine Street -- North Wing 4<sup>TH</sup> Floor, Martinez, CA 94553-0095

---

January 10, 2008

Mr. Robert K. McCleary  
Executive Director  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, CA 94523

Dear Bob:

TRANSPLAN offers the following comments on the public review draft of the *Implementation Guide* for the Measure J Growth Management Program.

#### Development Mitigation Program

TRANSPLAN believes that the *Implementation Guide* must accurately reflect the Measure J requirement for the development mitigation program. The text on page 9 uses the word "should" in describing each jurisdiction's requirement to mitigate the traffic impacts from new development. Use of this term implies that the development mitigation program requirement is optional. During the Measure C program, TRANSPLAN has observed that millions of square feet of commercial development and thousands of housing units have been approved in some parts of the County without paying any fee to fund the regional transportation facilities required to meet the demands resulting from that growth.

TRANSPLAN proposes that the text on page 9 of the *Implementation Guide* be modified to use the words found in Measure J to describe the development mitigation program requirement. Suggested text follows in redline/strikeout format.

*The philosophy of Measure J's requirements for development mitigation programs is that ~~future development should pay the costs of mitigating its impacts~~ each jurisdiction must adopt, or maintain in place, a program to ensure that new growth is paying its share of the costs associated with that growth. The idea is already reflected in local practice, including traffic mitigation fees adopted by most jurisdictions. Other requirements for mitigation are commonly implemented through development agreements, regional fees, community facilities districts, local assessment districts, and conditions of project approval.*

*The development mitigation programs to be adopted by localities include both a local and a regional component. The project-level traffic impact analysis described in this Guide provide an opportunity to identify potential impacts, and fund proposed mitigation measures through a fee program or other mitigation alternatives. The multijurisdictional planning process, development and implementation of Action Plans for Routes of Regional Significance and the related review of General Plan Amendments, which are also described in this Guide, provide opportunities to establish mechanisms to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development.*



Mr. McCleary  
January 10, 2008  
Page Two

**Circulation, Review and Adoption of Updated Action Plans**

Figure 3 should be amended to indicate review by localities, to be consistent with the statement on the bottom of Page 29 which states: Since action policies are to be implemented by the local jurisdictions, each locality should review and be in agreement with proposed actions that the RTPCs develop.

**Raising the threshold requirement for traffic studies**

Since the traffic study requirement has been highlighted as an issue to be resolved, the Guide should refer to the language in Measure J imposes the requirement. The first sentence on page 37 of the Guide should be revised to read as follows:

*Measure J requires that local jurisdictions work with the Regional Transportation Planning Committees to apply the Authority's travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds evaluate the impacts of major development projects and General Plan Amendments for their effects on the local and regional transportation system.*

In the Measure C Compliance Checklist, a specific question was included regarding the traffic study requirement. The *Implementation Guide's* description of the Measure J Compliance Checklist does not include this question. Including a specific question on the traffic study requirement in Compliance Checklist will help ensure that local jurisdictions understand the Authority's expectations in this regard.

TRANSPLAN supports continuing under Measure J the current requirement for traffic studies on development projects generating 100 or more peak hour trips. We understand that this traffic study requirement might not make sense on some development projects. However, this requirement has helped local jurisdictions to assess the impacts of development from adjacent jurisdictions and has become an accepted standard in the development community. These benefits of the current requirement for traffic studies outweigh its disadvantages.

**Compliance Checklist**

TRANSPLAN would prefer that the *Implementation Guide* include the proposed Compliance Checklist for Measure J. Section 8 of the *Implementation Guide* only includes the "basic questions" for the Checklist, which is not sufficiently detailed to adequately support the Measure J requirements discussed in this document. On page 59, the question number 4 is missing.

You may contact Steven Goetz, Interim TRANSPLAN staff, if you have any questions on these comments.

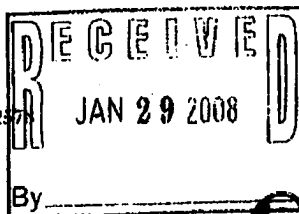
Sincerely,

Brad Nix  
TRANSPLAN Committee Chair

cc: TRANSPLAN Committee  
TRANSPLAN Technical Advisory Committee

CITY OF CONCORD  
PERMIT CENTER  
1950 Parkside Drive  
Concord, California 94519-2577

Telephone: (925) 671-3454  
Fax: (925) 671-3381



**Concord**

City Council:  
William D. Albritton, Mayor  
Helen M. Allen, Vice Mayor  
Guy S. Bjerke  
Laura M. Hoffmeister  
Mark A. Peterson

Mary Rae Lehman, City Clerk  
Thomas J. Wentling, City Treasurer

Edward R. James, Interim City Manager

January 25, 2008

Robert K. McCleary  
Executive Director  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, CA 94523

**RE: Concord's Comments on the Draft *Implementation Guide* for 'Measure J'**

Dear Mr. McCleary:

The City of Concord has reviewed the Draft *Implementation Guide* for 'Measure J'. It is our understanding that the Draft *Implementation Guide* is part of Contra Costa Transportation Authority's comprehensive update of the Growth Management Program Implementation Documents for 'Measure J'. The City at this time does not have any comments on this implementation document. However, the City would like to be kept informed on the progress and future update of 'Measure J' implementation documents.

Very truly yours,

Phillip Woods  
Principal Planner  
City of Concord

cc: Ray Kuzbari, Transportation Manager

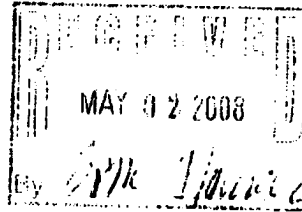
6-18

Attachment H

# TRANSPAC Transportation Partnership and Cooperation

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County  
2300 Contra Costa Boulevard, Pleasant Hill, CA 94523 (925) 969-0841

April 28, 2008



The Honorable Dave Hudson, Chair  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, California 94523

Dear Chair Hudson:

At its meeting on April 10, 2008, TRANSPAC took the following actions that may be of interest to the Transportation Authority.

1. Approved the TAC's recommendation that the net new peak hour vehicle trip threshold should be 500 for evaluation. The project notification threshold remains at 100 net new peak hour vehicle trips. Reviewed and discussed changes to the Regional Transportation Mitigation Program (RTMP) and trip thresholds. Requested that the TAC continue to work on refining the language.
2. Discussed the issues concerning development of the MTSOs in the Action Plan. The TAC was asked to a) review the analysis of the TSOs in the previous Action Plan when available; b) review WCCTAC's TSOs for I-80; c) continue discussing development of objectives, and report to TRANSPAC in May or June.
3. Approved the Regional Measure 2 I-680 HOV Gap Closure Study budgets for FY 2008-09.

TRANSPAC hopes that this information is useful to you.

Sincerely,

David Durant  
TRANSPAC Chair

cc: TRANSPAC Representatives (packet mailing)  
TRANSPAC TAC and staff  
Gayle B. Uilkema, Chair, SWAT  
Will Casey, Chair, TRANSPLAN  
Sharon Brown, Chair, WCCTAC  
Robert McCleary, Paul Maxwell, Martin Engelmann, Arielle Bourgart, Peter Engel, Hisham Noeimi, Danice Rosenbohm, CCTA  
Lisa Hammon, WCCTAC  
John Cunningham, TRANSPLAN  
Andy Dillard, SWAT  
Steve Wallace, City of Pleasant Hill

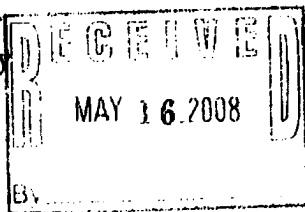
Attachment + CC: - Martin

# TRANSPAC Transportation Partnership and Cooperation

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County  
2300 Contra Costa Boulevard, Ste. 360, Pleasant Hill, California 94523 (925) 969-0841

The Honorable Dave Hudson, Chair  
Contra Costa Transportation Authority  
3478 Buskirk Avenue, Suite 100  
Pleasant Hill, California 94523

May 14, 2008



Dear Chair Hudson:

Last fall CCTA's Planning Committee asked the Regional Transportation Planning Committees (RTPCs) for recommendations on whether to raise the Action Plan threshold from 100 to 500 trips for traffic studies on proposed new development projects. TRANSPAC responded with a resounding "yes" and originally approved a 1,000 trip threshold (which was subsequently lowered to 500 at the recommendation of its Technical Advisory Committee).

TRANSPAC has followed the discussion on the Action Plan threshold with interest. At its meeting on May 8, 2008, TRANSPAC was advised of the May 7, 2008 CCTA Planning Committee proposed option for the establishment of thresholds by each RTPC in its subregional Action Plans.

It is TRANSPAC's understanding that the Planning Committee option has been sent to CCTA's Technical Coordinating Committee (TCC) for consideration. TRANSPAC believes that allowing the RTPCs to establish thresholds in each area with a maximum 500 Net New Peak Hour Vehicle Trips for notification or transportation evaluation for the Action Plans follows the philosophy of Measure J, which tailored projects and programs to subregional needs within CCTA parameters. TRANSPAC therefore requests that the TCC and Planning Committee recommend to CCTA a maximum allowable threshold of 500 Net New Peak Hour Vehicle Trips for notification or transportation evaluation for the Action Plans, with the caveat that RTPCs may decide to establish a lower threshold(s) for either notification or evaluation.

Assuming that CCTA adopts the suggested maximum allowable thresholds, TRANSPAC would approve of the following thresholds for its 2008 Action Plan:

1. 100 Net New Peak Hour Vehicle Trips for Project Notifications are to be sent to: a) TRANSPAC jurisdictions for General Plan Amendments and projects as may be necessary; and b) the other RTPCs for General Plan Amendments;
2. 500 Net New Peak Hour Vehicle Trips is established as the basis for the initiation of transportation evaluation of General Plan Amendments and projects as may be necessary.

Please extend our thanks to the Planning Committee for its inspired option and to the TCC for considering our suggestion.

Sincerely,

David E. Durant  
TRANSPAC Chair

CCTA  
Meeting

June 4, 2008

Subject	Growth Management <i>Implementation Guide</i> for Measure J – Release of “Proposal for Adoption”
<b>Summary of Issues</b>	In October, the Authority released a draft of the <i>Implementation Guide</i> for the Measure J Growth Management Program (GMP). The draft <i>Implementation Guide</i> was developed to address changes made to the GMP by Measure J. The Authority has received comments from TRANSPAC, TRANSPLAN, and SWAT, and TCC proposes changes to the document in response to those and other comments. In March, April, and May the TCC reviewed the comments received and the proposed changes to the <i>Implementation Guide</i> . The May meeting involved a third discussion of the issue regarding trip thresholds for analysis of traffic impacts. Staff recommends release of the <i>Implementation Guide</i> as a “Proposal for Adoption” with a 45 day review period. <u>Subject to comments received, the Authority may consider adoption in September.</u>
<b>Recommendations</b>	That the PC discuss the outstanding issue regarding trip thresholds for traffic analysis, and forward the document to the Authority for release as a “Proposal for Adoption.”
<b>Financial Implications</b>	The <i>Implementation Guide</i> outlines the requirements for compliance with the Measure J GMP. Jurisdictions that are found to be in compliance with the GMP receive their share of 18% Local Street & Maintenance Funds, and, under Measure J, also become eligible to receive 5% Transportation for Livable Community funds.
<b>Options</b>	n/a
<b>Attachments (See PC Packet, dated June 4, 2008)</b>	<ul style="list-style-type: none"> <li>A. Draft <i>Implementation Guide</i>, October 18, 2007 (Full document available: go to this agenda item at <a href="http://www.ccta.net/Meetings">www.ccta.net/Meetings</a> and Agenda)</li> <li>B. Proposed Changes to October 18, 2007 Draft <i>Implementation Guide</i></li> <li>C. Letter from Andy Dillard, SWAT staff, dated January 22, 2008</li> <li>D. Letter from Gayle Uilkema, SWAT dated January 28, 2008</li> <li>E. Letter from Julie Pierce, TRANSPAC dated March 18, 2008</li> <li>F. Letter from Brad Nix, TRANSPLAN Chair, dated January 10, 2008</li> <li>G. Letter from Phillip Woods, City of Concord dated January 25, 2008.</li> <li>H. Letter from David Durant, TRANSPAC Chair, April 28, 2008.</li> <li>I. Letter from David Durant, TRANSPAC Chair, May 14, 2008.</li> </ul>
<b>Changes from Committee</b>	The Planning Committee approved issuance of the Proposal for Adoption <i>Implementation Guide</i> with a 45-day public review period, incorporating the recommended TCC revisions, which include maintaining the threshold level for requiring a traffic study at 100 net new peak hour vehicle trips. The PC further directed Authority staff to work with the TCC to further streamline the Measure J procedures for review and analysis of proposed new development projects.

## Background

Measure J updated and modified the requirements of the Authority’s Growth Management Program, first established in 1989 under Measure C. The new measure discontinued some of the Measure C requirements

most notably Level-of-Service (LOS) standards for non-regional routes and performance standards for public facilities and services (fire, police, parks, sanitary, flood, and water), added a requirement for participating jurisdiction to have a voter-approved Urban Limit Line (ULL) as a boundary to urban growth, and clarified others.

The proposed *Implementation Guide*, one of the components of the Measure J *Implementation Documents*, updates the current Guide to reflect the provisions of Measure J. It describes how the provisions of Measure J are to be implemented by cities and the County, the four Regional Transportation Planning Committees (RTPCs), and the Authority, with a primary focus on the cooperative planning component of Measure J. The *Implementation Guide* is intended to serve as a road map to help local jurisdictions and the RTPCs successfully navigate through this changed GMP landscape.

The Authority approved release of the draft *Guide* in October of 2007 and asked for comments and suggestions by January 25, 2008. In particular, the Authority asked the RTPCs to weigh in the remaining issue of the threshold that the Authority sets for requiring when a traffic study needs to be prepared to analyze its impacts of new development on the regional transportation system. Currently, jurisdictions must prepare traffic studies for development projects or general plan amendments that would generate 100 or more peak hour vehicle trips. The RTPCs can, however, adopt tighter standards. Since Measure J no longer requires LOS standards on non-regional routes, the GMP Task Force suggested raising the Authority's minimum threshold for project development studies to 500 peak hour vehicle trips for new development projects or GPA's. The RTPCs could still adopt a lower threshold.

## COMMENTS RECEIVED

The Authority has received comments from three of the four RTPCs: SWAT, TRANSPAC, and TRANSPLAN, and from one local jurisdiction: Concord.

**SWAT** commented on two of the changes proposed. Its members unanimously supported the use of alternative multimodal transportation service objectives (MTSOs) on Regional Routes and supported a policy of maintaining the threshold requirement for traffic studies at 100 peak hour trips.

**TRANSPAC** supported continuation of the 100 trip threshold for notification, with the clarification that the term "trips" should be clarified as "net new peak hour vehicle trips" (NNPHVT). Furthermore, TRANSPAC initially raised its RTMP threshold from 100 to 1,000 NNPHVT then lowered it to 500 for "evaluation". In another letter (May 14, 2008), TRANSPAC clarified its support for raising the threshold for both traffic studies and "notification" from 100 to 500 NNPHVTs.

**TRANSPLAN** supported retaining the 100 peak hour trip threshold for when a traffic study is required, and commented on three other elements of the draft *Guide*: the Development Mitigation Program, the process for circulating and adopting updated Action Plans, and the compliance checklist.

The **City of Concord** sent a letter indicating that staff had reviewed the draft document and had no comments.

**Development Mitigation Programs:** Noting that the requirement that local jurisdictions adopt both a local and a regional development mitigation program, TRANSPLAN suggested the following wording changes to the text on page 9 of the draft Guide:

*The philosophy of Measure J's requirements for development mitigation programs is that ~~future development should pay the costs of mitigating its impacts~~ each jurisdiction must*

*adopt, or maintain in place, a program to ensure that new growth is paying its share of the costs associated with that growth. The idea is already reflected in local practice, including traffic mitigation fees adopted by most jurisdictions. Other requirements for mitigation are commonly implemented through development agreements, regional fees, community facilities districts, local assessment districts, and conditions of project approval.*

*The development mitigation programs to be adopted by localities include both a local and a regional component. The project-level traffic impact analysis described in this Guide provide an opportunity to identify potential impacts, and fund proposed mitigation measures through a fee program or other mitigation alternatives. The multijurisdictional planning process, development and implementation of Action Plans for Routes of Regional Significance and the related review of General Plan Amendments, which are also described in this Guide, provide opportunities to establish mechanisms to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development.*

Authority staff supports this change.

**Circulation, Review and Adoption of Updated Action Plans:** TRANSPLAN asked that Figure 3, which outlines the process for adopting the Action Plans, be revised to reflect the statement on page 29 of the draft Guide that, “Since action policies are to be implemented by the local jurisdictions, each locality should review and be in agreement with proposed actions that the RTPCs develop.”

Authority staff notes that, because the sentence highlighted refers to review and agreement with the proposed actions (and not with the plan itself), the suggested change would be more appropriately included in Figure 2, where text would be modified as follows:

*After consultation with other regions and local jurisdictions, select actions for inclusion in updated Plan*

**Raising the Threshold for Preparation of Traffic Studies:** As noted above, when the draft *Implementation Guide* was distributed for review in November 2007, the Authority asked the RTPCs for their recommendations on whether or not to raise the threshold for requiring a traffic study on proposed new development projects from 100 to 500 peak hour vehicle trips.

At the time of the April TCC meeting, all respondents to this question supported maintaining the 100 peak-hour trip threshold. Since then, two subsequent letters from TRANSPAC have arrived, the first indicating that it supports raising the threshold to 500 trips for “evaluation,” while maintaining the 100 trip threshold for notification; the second letter (May 14, 2008) indicates support for raising the threshold to 500 NNPHVTs for both evaluation and notification, with a commitment that TRANSPAC would, in its action plan, adopt a 100 NNPHVT threshold for notification.

At the March and April TCC discussions, the consistent support for the 100 trip threshold for notification among the RTPCs resulted in TCC proposing to keep the threshold for traffic analysis at 100 trips in the *Implementation Guide*, along with the suggested clarification that the threshold applies to project that generate “100 net new peak hour vehicle trips.” At the April PC meeting, TCC’s recommendation for a 100 trip threshold, along with TRANSPAC’s April 28 letter asking for 500 trips, was discussed, and the item was sent back to TCC for further discussion in light of TRANSPAC’s new request.

For the TCC meeting in May, the following table was made available to guide the discussion. It summarizes the threshold requirements as they currently exist.

<b>Maximum Threshold Project Size</b> <b>– Net New Peak Hour Vehicle Trips –</b>			
	RTPC Notifica- tion <sup>1</sup>	Traffic Study Preparation <sup>2</sup>	Authority General Plan Amendment Review Procedure <sup>3</sup>
The Project is Consistent with the Adopted General Plan:	100	100	
The Project Involves a General Plan Amendment (GPA):	100	100	500
<p>1 Established by Authority Resolution 92-03-G, March 18, 1992, and applies to any project for which an environmental document (either a Negative Declaration or an EIR/EIS is being prepared.)</p> <p>2 Included in the Authority's adopted <i>Technical Procedures and Implementation Guide</i>. The traffic analysis is to be prepared in accordance with the Authority's <i>Technical Procedures</i>, and consistent with standard traffic engineering practice as applicable under the CEQA Guidelines.</p> <p>3 Established by Authority Resolution 95-06-G, July 19, 1995: Requires consultation by the lead agency with the affected RTPC to determine whether the proposed GPA adversely affects ability to meet adopted MTSOs.</p>			

With the above table projected on the screen to facilitate the discussion, and following a protracted dialogue, the TCC, on an 8 to 3 vote in favor (with Central County members opposed) supported maintaining 100 NNPHVT as the threshold for triggering the requirements for preparation of traffic studies on proposed development projects and General Plan Amendments.

**Assessing the Cumulative Impacts of Individual Projects that are Consistent with adopted General Plans on MTSOs:** Throughout the discussion with the RTPC-TACs, and in a comment letter generated by County staff at the beginning of the Action Plan process, Authority staff has heard concerns about the extra effort and cost associated with requiring that a lead jurisdiction analyze the impact of each individual development project on MTSOs.

Since the MTSOs apply to regional routes, the impacts of each individual development project that generates more than 100 NNPHVTs is often undetectable, especially when the project is located away from a regional route. Furthermore, the methodology for assessing the more creative MTSOs, such as Delay Index, involves a high level of technical modeling expertise that could require retention of extra consultant resources by the project proponent.

In response to this concern, Authority staff proposes to conduct a cumulative analysis on the Action Plans, to determine whether the MTSOs are met under adopted General Plans. If the cumulative analysis shows



that the MTSOs are met, then clearly, each individual project within the adopted General Plans will have been accounted for with regard to impacts on ability to meet MTSOs. In consultation with the RTPC-TACs, DKS Associates is already undertaking this cumulative analysis to, in effect, “conform” the Action Plans to adopted General Plans.

To document this procedure, TCC proposes that the text on page 37 of the draft *Guide* be revised to read:

Measure J requires that local jurisdictions work with the Regional Transportation Planning Committees to apply the Authority's travel demand model and Technical Procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds evaluate the impacts of major development projects and General Plan Amendments for their effects on the local and regional transportation system, including on Action Plan MTSOs<sup>1</sup>. Some development projects that exceed the established threshold for project review would not result in an increase in peak hour vehicle trips beyond that assumed in the modeling done to assess MTSO performance in the adopted Action Plans. Where this is the case, the analysis of the transportation impacts of the development project with regard to MTSOs on Routes of Regional Significance need only show that the project is consistent with the land use assumptions used to evaluate the adopted Action Plan.

Similarly, some GPA's may involve no land use intensification and would not result in an increase in net new peak hour vehicle trips beyond that assumed in the modeling done to assess MTSO performance in the adopted Action Plans. Where this is the case, the analysis of the transportation impacts of the GPA with regard to MTSOs on Routes of Regional Significance need only show that the GPA is consistent with the adopted General Plan and the land use assumptions used to evaluate the adopted Action Plan.

Analysis of consistency with the Action Plans will require a detailed review of the land use assumptions contained in Countywide Model within the affected Traffic Analysis Zone, to determine whether the forecast for the adopted Action Plan included the proposed project or GPA. Furthermore, the Authority will update the modeling every four years to assess the cumulative impacts of growth on MTSO performance.

The above revisions represent a significant change in guidance. Measure J requires local jurisdictions to assess the impacts of General Plan amendments and projects above specified thresholds on the achievement of the MTSOs established in the Action Plans. The new language allows jurisdictions to use the modeling of the most recently adopted Action Plan to meet the requirement for new development projects when the net new peak-hour vehicle trips generated were accounted for in that modeling.

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<sup>1</sup> Note: The Measure J GMP requires that local jurisdictions: A. Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives; and B. Apply the Authority's travel demand model and technical procedures to the analysis of GPAs and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.

**Compliance Checklist:** Finally, TRANSPLAN requests that the *Implementation Guide* include the proposed Compliance Checklist for Measure J. While the draft Guide includes the “basic questions” the Checklist will include, TRANSPLAN believes that they are not sufficiently detailed to “adequately support” the Measure J requirements discussed in this document.

Staff intends to develop a detailed checklist, which we will ask the RTPCs to review, once the Authority decides how the *Implementation Guide* and other Implementation Documents will require. We believe that developing a detailed checklist is premature; it will be prepared as we update the *Technical Procedures* to correspond to the Measure J requirements. (The 2006 update focused almost exclusively on changes needed to reflect the Decennial Model Update, not Measure J.)

TRANSPLAN also commented that the checklist numbering in Section 8 was missing question number 4. Staff notes that this omission was due to the elimination of Question 4 on performance standards (for police, fire, parks, etc.). The numbering will be revised in the final document.

**Review of Action Plan Development Process:** The TCC also requested an opportunity to review the *Implementation Guide* again prior to final adoption, to re-assess the procedures for Action Plan development and implementation based upon the lessons learned from the current update experience with the Action Plans.

#### Next Steps

Release the “Proposal for Adoption” with a 45-day public review period and possible final adoption in September or October 2008.