

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, OCTOBER 23, 2008 9 AM TO NOON in the COMMUNITY ROOM PLEASANT HILL CITY HALL 100 GREGORY LANE PLEASANT HILL (925) 969-0841

1. FY 2009/10 TFCA/Measure C/J/CMAQ Application for Authorization to Submit and Execute Cooperative Agreement for TRANSPAC/TRANSPLAN TDM program funding. Presented by Lynn Osborn Overcashier, requesting recommendation for approval to TRANSPAC. (attachment)

2. Discussion of Preparation for the November 19, 2008 Authority Workshop to continue to discuss corridor management and related Growth Management Program issues. (attachment)

There are two efforts underway at CCTA to address the need for change in how the Measure J Growth Management Program (GMP) is implemented.

First, the Planning Committee is focused on the voter approved Measure J Expenditure Plan which includes the GMP. This effort is distinct from the various documents used to implement the GMP's requirements (Resolutions, Implementation Guide and Technical Procedures).

At its October 1, 2008 meeting, the Committee had a preliminary discussion on issues/ideas related to the GMP. The CCTA staff report is in the packet and includes a list of comments received and a Measure C/J GMP comparison. CCTA staff is interested in streamlining the GMP.

The impact of SB 32 and SB 375 on "how we will do business" was acknowledged including the need to address reduction in VMT.

The Committee generally determined that the following are core items which should remain in the GMP: 1. Growth Management Element; 2. Development Mitigation Program; 5. Adopt an Urban Limit Line and; 6. Develop a Five Year Capital Improvement Program. There was no explicit prohibition on implementation guidance revisions for these items. CCTA staff is also working on this and there may be new information by the time of the TAC meeting.

Second, on a parallel path, CCTA staff has been working with the GMP Task Force to revise the Implementation Guide to reflect updated Measure J process requirements that do not require an amendment to the Measure J Expenditure Plan. TRANSPAC's latest letter with specific comments on the Draft Implementation Guide is in the packet.

Please bring any ideas/proposals to streamline/update the Measure GMP and/or Implementation Guide and ancillary implementing documents to this meeting. The TAC will be requested to review the ideas/proposals, develop a recommendation to TRANSPAC for consideration at its November 13, 2008 meeting and possible recommendation to CCTA at its November 19, 2008 workshop.

TRANSPAC and 511 Contra Costa staff have drafted a proposal to redefine/augment/replace GMP item 7 "Adopt a Transportation Systems Management Ordinance or Resolution". The basis of this proposal to acknowledge and incorporate the focus on reduction of Vehicle Miles Traveled (VMT) found in AB32 and SB 375. This program would be implemented through the existing 511 Contra Costa Programs.

3. Subregional Fees (attachment). The latest information from the October 1, 2008 Planning Committee on whether fees have incorporated future growth is in the packet for information.

4. Central County Action Plan. The plan has been distributed for review and comments are due on November 3, 2008.

5. Other and unfinished business as well as updates on ongoing plans, studies and programs. The next TAC meeting is scheduled for November 20, 2008 (**NOTE DATE CHANGE**) unless otherwise determined.

TAC 10 23 08

TO: TRANSPAC TAC

**FROM: Lynn Osborn Overcashier, 511 Contra Costa Program Manager and
TRANSPAC/TRANSPLAN TDM Program Manager**

DATE: October 23, 2008

**SUBJECT: Request Approval and Recommendation to TRANSPAC for
Authorization to Submit Grant Applications and if approved,
Authorization to Execute Grant contracts for 2009/10 Transportation
Fund for Clean Air (TFCA), CCTA Measure C and MTC CMAQ Funds for
the 511 Contra Costa TRANSPAC/TRANSPLAN TDM Programs.**

Below is a summary of the proposed FY 2009/10 511 Contra Costa
TRANSPAC/TRANSPLAN TDM Programs.

511 Contra Costa is among the agencies responsible for implementing trip reduction
actions in the TRANSPAC Action Plan and its programs fulfill TSM/TDM Growth
Management Program requirements under Measure C, and Congestion Management TSM
requirements under Prop. 111.

With legislation (AB 32 and SB 375) requiring GHG emission reductions, the 511 Contra
Costa programs have a proven success record in VMT and GHG emission reductions. The
Program includes elements which promote all types of commute alternatives to residents,
employers, students and commuters traveling to, from and through Contra Costa County.
The program elements are refined and changed each year to ensure the maximum cost
effectiveness, as determined by the Bay Area Air Quality Management District, MTC, and
CCTA.

Due to the documented and demonstrated cost effectiveness of these programs over the
last 15 years, the BAAQMD informed staff that follow-up surveys and year-end reports will
not be required until 2012 as long as the programs do not change demonstrably from
current implementation content. Using Measure C/J funds, the proposed program
elements will include more municipal and community outreach and program development
to promote VMT and GHG emission reductions. Program elements include:

- Implementation of a transportation trip reduction section of the Contra Costa
Green Business Program to certify employers through the GBP checklist.
- Work with local jurisdictions in the development of both municipal and
community-based Climate Change Action Plans to reduce GHG emissions.
- Employer Outreach Program offers services to reduce SOV commuting to
worksites; distribute and analyze transportation surveys; promote telework;
promote car sharing programs; encourage and seek funding for clean fuel
infrastructure at worksites; staffing transportation/health fairs; customized
ridematch assistance; tax benefit information distribution; bicycle parking

infrastructure. Beginning in FY 2005/06, MTC signed a six-year delegation agreement with 511 Contra Costa, through CCTA, for Employer Outreach activities. Staff submits reports to CCTA, MTC and the BAAQMD on all outreach and delegated activities, including media/communications, the number of active employers, maintenance employers, vanpool leads and ridematch database contacts.

- Comprehensive Incentive Program which includes: Countywide Carpool Incentive Program; Countywide Transit Incentive Program; Bicycle Safety and Last Mile Program; SchoolPool (K-12); Los Medanos Class Pass; and bicycle/walking programs. Details about the programs include:
 - COUNTYWIDE TRANSIT INCENTIVE PROGRAM- The program offers transit incentives to reduce drive-alone trips traveling to, through or from Contra Costa County. The incentives are offered to residents, employees, and commuters traveling to, from or through Contra Costa County, including express bus service provided by Tri Delta, County Connection, AC Transit and WestCat.
 - LOS MEDANOS CLASS PASS PROGRAM- Based on the success of the 2008/09 Los Medanos Class Pass program, additional funds will support this Pass in the 2009/10 year. All students, faculty and staff can ride Tri Delta buses for free most days of the year on all local routes. (As a note: Tri Delta reports that routes **not** accessing Los Medanos have increased ridership by 75% since this Class Pass has been offered, showing additional non-school increased trips.)
 - COUNTYWIDE CARPOOL PROGRAM- The Countywide Carpool Program promotes carpooling to commuters who travel to, from, and through Contra Costa County by offering new carpoolers a start-up incentive with subsequent incentives based on recorded travel diaries. With the addition and extension of HOV lanes in the county, commuters are seeing the advantages of carpooling. The Carpool to BART program will be promoted while staff works with BART to improve carpool signage and availability. Staff will work with MTC's Regional Rideshare Program on joint marketing campaigns such as Rideshare Rewards.
 - SCHOOLPOOL- This project provides public bus tickets for children in the County Connection and Tri Delta service areas (Central and East County). Bus ridership is promoted instead of parents creating congestion by driving children to school. Staff will continue to provide a customized map with time schedules and bus stop information for each school by district, in cooperation with CCCTA and ECCTA. With many service and route changes, this updated information is intended to reduce confusion and assist parents in transporting children to school.
- WEBSITE DEVELOPMENT AND MAINTENANCE - The 511contracosta.org website is a comprehensive one-stop location for Bay Area transportation information with an emphasis on Contra Costa employer and commuter services. In the fall of 2002, staff developed and began hosting RTPC websites and currently hosts TRANSPAC (www.transpac.us), TRANSPLAN (www.transplan.us), in addition to the www.511contracosta.org site. The TRANSPAC and TRANSPLAN websites provide direct access to the RTPC sites making it easier to offer the agendas, minutes, and other important transportation information directly to the public. 511 Contra Costa

sponsors the website hosting and programming services of the TRANSPLAN website.

- **ACTION PLAN IMPLEMENTATION** - Both the TRANSPAC and TRANSPLAN Action Plans include actions and programs which are to be developed and implemented by the 511 Contra Costa (TRANSPAC/TRANSPLAN TDM) Program. These include Community-Based Trip Reduction Outreach and expansion of Telework programs and education. Partnering with local agencies, clean fuel vehicle infrastructure funding and installation will be developed (e.g. plug-in locations for hybrid (electric) vehicles in public locations).
- **BICYCLE/SKATEBOARD INFRASTRUCTURE/ GRANT SUBMITTAL ASSISTANCE**- Staff works with the RTPC TACs to develop bicycle/pedestrian projects and assist in project delivery of bicycle/pedestrian gap closure projects. Bicycle lockers and racks will be installed at locations prohibited by the BAAQMD (e.g. some school sites and locations not available to the general public). Skateboard racks will be installed at additional school and public locations, per recommendations by the TRANSPAC/TRANSPLAN TACs and schools .
- **DIABLO VALLEY COLLEGE TRANSIT CENTER**- Preliminary discussions to offer a Class Pass (similar to Los Medanos College) will also be initiated with County Connection and DVC administrative staff.
- **STAFF LIAISON ACTIVITIES**- Staff participates in many local and regional meetings to ensure coordination, promotion and funding for TDM activities through CCTA committees, MTC, BAAQMD, ACT, League of California Cities' Transportation Policy Committee and its Climate Change Task Force, TRB's TDM Committee and other organizations and agencies.
- **TFCA AND MTC APPLICATION DEVELOPMENT, SUBMITTAL AND FUNDING AGREEMENTS**- BAAQMD policy prohibits expenditure of TFCA funds for costs associated with drafting TFCA applications; assisting other agencies with TFCA applications; coordinating the submittals through the RTPC, CCTA and BAAQMD, and other program development activities.

Funding is expected to remain at approximately the same levels as FY 2008/09, and budgets are determined by a population/employment formula established by CCTA for each region, which for the TRANSPAC/TRANSPLAN Program represents 57%. Budget numbers are currently in draft form, pending notification from the BAAQMD and CCTA of actual funds available. The TRANSPAC/TRANSPLAN allocation is estimated to include approximately \$700,000 TFCA, \$39,900 MTC CMAQ, and \$300,000+/- Measure C/J Carpool, Vanpool, Park & Ride Lot funds.

Subject	Preparation for an Authority Workshop to Discuss Corridor Management and Related Growth Management Program (GMP) Issues in November 2008.
Summary of Issues	The Authority has expressed general support for holding a full-Authority workshop in November to discuss the Measure J Growth Management Program and possible changes to it given the complex and challenging environment created by recent regional and state initiatives. The Planning Committee will have an opportunity to hold preliminary discussions in advance of the workshop.
Recommendations	Review and discuss materials for a November GMP workshop. A suggested discussion matrix is attached.
Financial Implications	N/A
Options	N/A
Attachments	<ul style="list-style-type: none"> A. Issues and Options for the Measure J GMP B. Letter from TRANSPAC, September 17, 2008 C. Letter from Contra Costa County, September 16, 2008
Changes from Committee	

Background

At its September meeting, the Authority indicated an interest in holding a workshop in November to review and discuss the Growth Management Program. The focus of the workshop would be to review each component of the existing Measure J program, and re-affirm the Authority’s commitment to the program, or explore options for streamlining it, including possible elimination of components that may no longer be of use.

The multi-modal transportation service objectives (MTSOs) and the general plan amendment (GPA) review process have been raised as candidates for review. Authority staff believes that the affordable housing provisions should also be reviewed. On several occasions, Authority members have questioned the usefulness of the Conflict Resolution process, given that legal recourse usually supplants the Authority’s process for facilitation and mediation.

Authority staff is primarily interested in focusing the Authority’s time and resources towards the areas of greatest importance and impact, and making sure that the Authority is efficiently and effectively addressing today’s most pressing issues. Some components of the GMP, particularly in the area of cooperative planning, constitute major advancements. For example, having a single Countywide Model with which to evaluate projects, a uniform procedure for conducting traffic impact analyses, and a formal process for inter-jurisdictional consultation have proven to be of significant internal value. However, leveraging our internal advancements on the state or regional level has been problematic. Accordingly, we are desirous of retaining the beneficial elements of the GMP program.

The attached discussion paper (Attachment A) reviews each individual component of the GMP for the purposes of stimulating discussion and preparing for the November Workshop. Discussion of the workshop content and format will come back to PC in November (without going to the Authority in October).

MEASURE J GROWTH MANAGEMENT PROGRAM

Overview

Measure C, approved by Contra Costa voters in 1988, succeeded where the first attempt to establish a sales tax-funded transportation program in Contra Costa failed. There is general agreement that two factors made the difference:

1. Measure C spelled out clearly how the sales tax revenues would be spent, identifying particular projects and programs, and
2. The measure included a program for addressing the impacts of growth in Contra Costa.

Significant public concern about managing the impacts of growth made the growth management program (GMP) an essential component of the success of Measure C at the polls. Contra Costa had added about 700,000 people since 1940 — a 700 percent increase — and voters saw the impacts of that growth in more congestion and reduced public services. Measure C was seen as a way to fund remedies to existing problems and, through the growth management program, to get new growth to pay its way.

These concerns were reflected in the two principles that underlay the Measure C GMP:

1. Local jurisdictions must work collaboratively to manage growth
2. New growth must pay for facilities needed to meet the demands it creates; sales tax revenues from Measure C would fund projects to remedy *existing* problems, while fees and exactions on new development would fund projects to remedy impacts from new development.

In 2004, the Authority — working with stakeholders throughout Contra Costa and through comprehensive analyses and robust debates — developed Measure J, the successor to Measure C. As with the original measure, Measure J included both a detailed program of investments and a GMP. Voters approved the new measure in November 2004.

While growth had slowed since 1988 when Measure C was adopted, it hadn't stopped. Contra Costa's population increased by almost 20 percent in the decade following Measure C's adoption: in other words, every sixth person in the county was a new resident. And forecasts showed this growth continuing into the future, leading to increasing demands on our transportation system.

Measure J kept the basic principles of Measure C's GMP, sharpening them into four objectives:

1. Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.
2. Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies.
3. Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.
4. Support infill and redevelopment in existing urban and brownfield areas.

Besides reworking the GMP principles, Measure J made some significant changes to the previous GMP – removing the requirement for local performance standards (though encouraging their continued use) and adding a new requirement for an urban limit line (ULL) that is approved by local voters – but keeping, with some modifications, most of the Measure C components. Most of the modifications either clarified what was in Measure C or reflected the more detailed GMP processes established in the Measure C *Implementation Documents* and various Authority resolutions.

The Authority has received two sets of formal comments on the GMP – one from TRANSPAC and the other from Contra Costa County – raised in response to the updating of the Action Plans. These comment letters identify both general and specific issues with the GMP. Both TRANSPAC and the County state that the GMP focuses too much on roadway congestion, which they contend is no longer the concern it was in 1988 when Measure C was put together. Both suggest that the GMP needs to allow jurisdictions more flexibility in balancing transportation with other community concerns. TRANSPAC also thinks that the GMP has become too complex and too concerned with process rather than outcome.

Specific concerns were focused on the General Plan Amendment and major development review process and the use of Multimodal Transportation Service Objectives.

Some of the suggested changes would require amending Measure J itself while others might be dealt with through the *Implementation Guide, Technical Procedures* or other Authority resolutions or policies.

REVIEW OF INDIVIDUAL GMP COMPONENTS

For the purposes of stimulating discussion, staff has outlined each GMP component as follows:

1. Growth Management Element

This component of the GMP requires each jurisdiction to adopt a General Plan element that outlines its goals and policies for managing growth and that demonstrates how the jurisdiction meets the various requirements of the Measure J GMP.

<i>Intent</i>	The Growth Management Element is intended to ensure that each jurisdiction has incorporated its approach to Measure J in particular and growth management in general in a way that is consistent with the other parts of the jurisdiction's General Plan. (Internal consistency is a fundamental requirement for General Plans in State law.)
<i>Changes from Measure C</i>	No substantial differences. The new measure does, however, encourage jurisdictions to include their own locally developed standards in the element.
<i>Status</i>	The Authority approved a Model Growth Management Element for use by local jurisdictions in June 2007.
<i>Comments Received</i>	None
<i>Discussion</i>	NA

2. Development Mitigation Program

As with the Measure C program, this component requires jurisdictions to both adopt a local mitigation program and join with adjoining jurisdictions in a regional mitigation program that funds regionally important projects.

Intent This GMP component follows directly from one of the GMP's key objectives, namely to ensure that "new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth." This requirement is truly one of the most successful parts of the GMP, providing funding for both local improvements and regionally significant projects.

Changes from Measure C The key change from Measure C is a new link to the Action Plans. Measure J requires each RTPC to "tak[e] account of planned and forecast growth [in its region] and the Multimodal Transportation Service Objectives and actions to achieve them established in the Action Plans for Routes of Regional Significance."

Status Each RTPC has adopted a regional mitigation program for its region and each jurisdiction has adopted a local program. West and East County have updated their programs within the last two years and Tri-Valley is close to an update of theirs. All programs assess fees on new development except Central County which relies on the CEQA review process for major projects.

Comments Received No formal comments received.

Discussion The Regional Transportation Mitigation Program has, to date, generated about \$243 million for various regional projects. Central County's mitigation program has funded additional projects whose need was generated by specific development projects.

3. Address Housing Options

This component of the GMP addresses provisions for the creation of housing for all income levels, and analysis of the impact of land use decisions on the transportation system.

<i>Intent</i>	This component, despite its name, has three separate parts. First, it asks jurisdictions to report on their efforts to achieve the housing goals and complete the implementation tasks in their Housing Elements. Second, it requires jurisdictions analyze how their land use and development policies affect the “local, regional and countywide transportation system.” Finally, it requires jurisdictions to include standards and guidelines in their development review process that support transit, bicycle and pedestrian access.
<i>Changes from Measure C</i>	While similar in intent, this component is significantly changed. The most discussed changes are that Measure J focuses its housing questions more directly on local efforts to implement their Housing Element and gives jurisdictions more options to comply. The second part is a clarification of Measure C intent. The requirement for consideration of transit, bicycle and pedestrian access is new but flows from Strategy 3.3 of the CTP.
<i>Status</i>	Questions on this component will be included in the Measure J compliance checklist to be developed over the next six months.
<i>Comments Received</i>	No formal comments received.
<i>Discussion</i>	This component of the GMP received some of the greatest scrutiny, focused almost entirely on implementation of local housing elements. The revised GMP gives local jurisdictions three options for reporting on completion of the actions in their housing elements, including using the required HCD report. The original reason for this part of the GMP was to encourage both the development of more affordable in Contra Costa and a better balance

between jobs and housing. While Measure J continues to encourage a land use pattern that makes the most efficient use of the transportation system, a closer balance between jobs and housing within particular jurisdictions is less emphasized.

The other parts of this component — the analysis of local plans on the transportation system and the incorporation of transit-, bicycle- and pedestrian-supportive standards in development review — did not receive nearly the same level of discussion. The impact analysis is part of the GMP's ongoing cooperative planning component and is required, to a limited extent, by CEQA. Local adoption of transit-, bicycle- and pedestrian-supportive standards, which reflects other Measure J policies, will also help local agencies meet MTC's new routine accommodation requirements.

4. Participate In an Ongoing Cooperative, Multi-Jurisdictional Planning Process

The cooperative, multi-jurisdictional planning required by Measure C is generally recognized as one of the successes of the current GMP. Measure C supported the institutional framework of the RTPCs and the ongoing, cooperative planning that the RTPCs, separately or with other RTPCs or counties, foster.

Intent

This component recognizes that effective planning requires good coordination and communication among local jurisdictions.

Changes from Measure C

The Measure C GMP required two basic actions: cooperatively developing a program for addressing transportation issues affecting the subregion and county, and assessing the impacts of new development on the transportation system. The Measure C language, which was fairly general, was fleshed out through several resolutions and documents, including the *Implementation Documents* and the *Technical Procedures*. The Measure J GMP clarified the Measure C language by explicitly including the Action

Plan process, and development review, and the General Plan Amendment review procedure.

Status

A second draft of the revised *Implementation Guide* is currently under review. The *Technical Procedures* will be updated once the *Implementation Guide* is completed.

Comments Received

TRANSPAC has raised concerns regarding the usefulness of having measurable performance standards for regional routes when such routes are heavily congested, and stressed that congestion-based measures may no longer be beneficial.

Contra Costa County staff raised issues regarding the general plan amendment (GPA) review process, and its link to the MTSOs.

Some Authority members have questioned the usefulness of the conflict resolution process currently required for addressing compliance.

Discussion

Although the RTPCs have completed, or made significant progress towards completing, their 2008 Action Plans, the specific requirements for MTSOs have come into question. The Authority may wish to review the procedures for GPA review, the need for MTSOs, and the process for resolving conflicts among jurisdictions and RTPCs. For example, the application of quantitative performance measures without setting specific numerical targets for achievement, could still help decision makers gauge the impacts of their land use decisions on regional routes. Do hard targets make sense, given the difficulty of establishing baselines and formulating 30-year predictions?

5. Adopt an Urban Limit Line

This component of the GMP, which was not in the Measure C program, requires each jurisdiction to establish a voter-approved Urban Limit Line. This ULL can be approved either specifically by voters in the jurisdiction or countywide (as long as it passes within the jurisdiction as well).

<i>Intent</i>	The ULL is meant to preserve open space within Contra Costa and constrain urban development to the areas within that line
<i>Changes from Measure C</i>	This is a new component
<i>Status</i>	Most jurisdictions have either adopted the County's ULL or their voters have approved a "jurisdiction-specific" one
<i>Comments Received</i>	County staff contends that the ULL is an adequate GMP mechanism and obviates the need for the GPA/major development review process (see # 4)
<i>Discussion</i>	An urban limit line (sometimes called an "urban growth boundary") is a well established and useful growth management tool for "identifying preferred locations for accommodating new development." (See Appendix A.) It is not a sufficient tool, however, for preventing sprawl, encouraging infill, supporting transit- or pedestrian-oriented development, or creating the transportation-efficient land use pattern called for in Measure J. ¹ Staff believes the ULL requirement was so critical to the passage of Measure J that it is not a candidate for revision.

¹ "For most communities, it appears that boundaries have been fairly effective in reducing scattered development in rural areas but not successful at curbing sprawl in urbanizing areas." Porter, Douglas, *Managing Growth in America's Communities*, p. 67. Island Press, 1997

6. Develop a Five-Year Capital Improvement Program

This component of the GMP requires local jurisdictions to adopt a five-year capital improvement program that outlines the projects (including transportation projects) that the jurisdiction is proposing to develop and how and when those projects would be funded. This component also requires local jurisdictions to forward the list of transportation projects in the CIP to the Authority for incorporation into the countywide travel demand model.

<i>Intent</i>	Requiring the CIP itself is primarily a “good government” action, although letting the Authority know what local plans are is essential to keep the Countywide Model up-to-date and accurate.
<i>Changes from Measure C</i>	The Measure C GMP required local jurisdictions to use the CIP to identify the projects that would help meet the level-of-service and performance standards for local streets and roads established in their Growth Management Element. Since Measure J eliminated the LOS and performance standards, this component now focuses on simple adoption of the CIP and assistance in maintaining the Authority’s travel demand model.
<i>Status</i>	Jurisdictions have adopted and updated CIPs to comply with the Measure C GMP
<i>Comments Received</i>	None
<i>Discussion</i>	Adoption of CIPs <i>per se</i> may not be necessary to achieve the objectives of the GMP. Ensuring that the Countywide Model includes the transportation projects that local agencies are planning, however, is essential to keep the model up-to-date and as useful as possible.

7. Adopt a Transportation Systems Management (TSM) Ordinance of Resolution

This component of the GMP requires each jurisdiction to adopt a local ordinance or resolution that complies with the Authority's model ordinance. Because State law passed after Measure C was adopted limited the ability of governments to implement TSM programs like the Authority's original model ordinance, the current model ordinance requires fairly limited efforts by local jurisdictions.

<i>Intent</i>	Both Measure C and Measure J state that this GMP component is meant to "promote carpools, vanpools and park and ride lots."
<i>Changes from Measure C</i>	Changed only to reflect the fact that the Authority has already prepared a model TSM ordinance
<i>Status</i>	All jurisdictions have adopted a local ordinance or resolution that complies with the Authority's model
<i>Comments Received</i>	None
<i>Discussion</i>	Measure C funds and Measure J will fund TSM programs, and these efforts will continue whether the local TSM requirement is eliminated or not. The Measure J Expenditure Plan sets aside one percent of revenues for "Commute Alternatives", that is, for providing and promoting "alternatives to commuting in single-occupant vehicles, including carpools, vanpools and transit." The Authority's model TSM ordinance originally required more substantive efforts but State law limited what local agencies (and the CMP as well) could require which reduced the rationale for this component.

APPENDIX A:

What Is Growth Management?

One basic definition of “growth management” is the actions that governments take to “anticipate and seek to accommodate community development in ways that balance competing land use goals and coordinate local with regional interests.”² This definition encompasses a very wide range of techniques to balance development with conservation, new development with adequate infrastructure, needed new public services with the revenues to finance those services, and economic growth with equity. The following table lists the primary concerns of most growth management programs and the techniques often used to address them:

<i>Concerns</i>	<i>Common Techniques</i>
Identifying preferred locations for accommodating new development	<ul style="list-style-type: none">▪ Urban growth boundaries▪ Development policy areas (e.g. urban, urbanizing, reserve)▪ Promotion of infill and redevelopment▪ Transit-Oriented Development▪ Extra-jurisdictional controls▪ Growth limits, including moratoria
Ensuring that adequate facilities and services are available as development occurs	<ul style="list-style-type: none">▪ Functional plans▪ Adequate public facility ordinances & performance standards▪ Exactions, impact fees and special districts▪ Transportation demand management and congestion management programs▪ Project rating systems
Maintaining community character and quality of life	<ul style="list-style-type: none">▪ Design review▪ Flexible planning and design (PUDs and overlay districts)▪ Incentive or performance zoning▪ Historic and architectural preservation▪ Neighborhood conservation or revitalization▪ Landscape or tree preservation ordinances

² Douglas R. Porter, *Managing Growth in America's Communities*, May 1997: Island Press

<i>Concerns</i>	<i>Common Techniques</i>
Preserving resource lands and environmental quality	<ul style="list-style-type: none"> ▪ Land acquisition ▪ Limit development in critical areas ▪ Mitigation of environmental impacts ▪ Agricultural zoning, districts and right-to-farm laws ▪ Environmental thresholds ("carrying capacity")
Achieving economic development and social equity goals	<ul style="list-style-type: none"> ▪ Economic development incentives ▪ Economic opportunity programs (training, etc.) ▪ Inclusionary zoning or linkage programs for affordable housing
Providing regional guidance and coordination	<ul style="list-style-type: none"> ▪ Regional plans or goals ▪ Review of developments for regional impacts

Growth management programs frequently focus on some combination of these concerns and techniques, depending on the needs and situation of the community and region. The current Measure C Growth Management Program focuses especially on ensuring adequate facilities and providing regional guidance and coordination. It incorporates the techniques of performance standards; exactions and fees; transportation demand management; review of developments for regional impacts; and regional plans.

APPENDIX B:

Measure C and Measure J GMPs Compared

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p>Introduction</p> <p>Consistent with and in furtherance of its role as the county's designated Congestion Management Program Agency, while serving such role, the overall goal of the Growth Management Program is to achieve a cooperative process for Growth Management on a countywide basis, while maintaining local authority over land use decisions and the establishment of performance standards. The Growth Management and Congestion Management Programs functions shall, to the extent possible, be harmonized. To the extent they conflict, Congestion Management Program activities shall take precedence over Growth Management Program activities.</p> <p>The transportation retail transaction and use tax is intended to alleviate existing major regional transportation problems. Growth management is needed to assure that future residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.</p> <p>It is the intent of the Transportation Authority to create a process that results in the maintenance of the quality of life in Contra Costa.</p>	<p>Goals and Objectives</p> <p>The overall goal of the Growth Management Program is to preserve and enhance the quality of life and promote a healthy, strong economy to benefit the people and areas of Contra Costa through a cooperative, multi-jurisdictional process for managing growth, while maintaining local authority over land use decisions. [FOOTNOTE: The Authority shall, to the extent possible, attempt to harmonize the Growth Management and Congestion Management Programs. To the extent they conflict, Congestion Management Program activities shall take precedence over Growth Management Program activities.]</p> <p>The objectives of the Growth Management Program are to:</p> <ul style="list-style-type: none"> Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth. Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies. Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions. Support infill and redevelopment in existing urban and brownfield areas.
<p>Adopt a Growth Management Element</p> <p>Each jurisdiction is to develop a Growth Management Element of its General Plan to be applied in the development review process. The element must include sections 2 and 3 below, and jurisdictions must comply with sections 4-8 below. The Authority and the Regional Transportation Planning Committees shall jointly prepare a model element and administrative procedures to guide the local jurisdictions. Local jurisdictions shall</p>	<p>Adopt a Growth Management Element</p> <p>Each jurisdiction must adopt a Growth Management Element as part of its General Plan that outlines the jurisdiction's goals and policies for managing growth and requirements for achieving those goals. The Growth Management Element must show how the jurisdiction will comply with sections 2-7 below. The Authority shall refine its model Growth Management Element and administrative procedures in</p>

Existing Measure C GMP

develop their Growth Management Element within one year after receipt of the Authority's model element.

New Measure J GMP

consultation with the Regional Transportation Planning Committees to reflect the revised Growth Management Program.

Each jurisdiction is encouraged to incorporate other standards and procedures into its Growth Management Element to support the objectives and required components of this Growth Management Program

Adopt Traffic Level Of Service (LOS) Standards keyed to types of land use:

Rural: LOS low-C

Semi-Rural: LOS high-C

Suburban: LOS low-D

Urban: LOS high-D

Central Business District: LOS low-E

Based on the categories established above, each jurisdiction shall determine how the Traffic Service standards are to be applied to their General Plan land use and circulation elements, and the land areas to be defined as Rural, Semi-Rural, Suburban, Urban, and Central Business District (as suggested in the Guidelines in Appendix A). Each jurisdiction shall comply with the adopted standards. Jurisdictions may adopt more stringent standards without penalty.

Level of Service (LOS) would be measured by Circular 212 or the method described in the most commonly used version of the Highway Capacity Manual. Any issues with respect to the application of the Highway Capacity Manual or measurement of level of service shall be referred to the Authority's Technical Coordinating Committee for review and recommendation to the Authority. In the event that an intersection(s) exceeds the applicable Traffic Service standard, the Authority shall, jointly with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.

Any intersection that presently exceeds the Traffic Service standard and which will be brought into compliance in the most current Five Year Capital

[not included in Measure J]

Existing Measure C GMP

New Measure J GMP

Improvement Program (see section 7) shall be considered to be in compliance with the applicable standard.

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 6)

Capital projects necessary to meet and/or maintain the Traffic Service standards are to be included in the required Five Year Capital Improvement Program. (see Section 7)

Adopt Performance Standards, maintained through capital projects, for the following items, based on local criteria:

- a. fire
- b. police
- c. parks
- d. sanitary facilities
- e. water
- f. flood control

Jurisdictions may have already adopted performance standards for some or all of these items.

Performance standards shall be adopted for inclusion in each local jurisdiction's General Plan. Each jurisdiction shall comply with the adopted standards. The Performance Standards should take into account fiscal constraints, and how the standards are to be applied in each jurisdiction's development review process. To ensure the continued applicability of these standards, each jurisdiction may annually review and modify their adopted standards, in consultation with special districts where appropriate, and provide an opportunity for public comment.

Capital projects, exclusive of operating budgets, to achieve and/or maintain Performance Standards are to be included in the required Five Year Capital

[not included in Measure J]

Existing Measure C GMP

New Measure J GMP

Improvement Program. (see Section 7)

Adopt a Development Mitigation Program to ensure that new growth is paying its share of the costs associated with that growth.

Local jurisdictions, for the most part, already impose fees for a variety of purposes including site specific traffic improvements. Only a few jurisdictions impose fees for regional traffic mitigation.

To meet the requirements of this Section, each jurisdiction shall:

- 1) Ensure that revenue provided from this measure shall not be used to replace private developer funding which has been or will be committed for any project.
- 2) Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development.

In addition, the Authority shall:

- 1) Develop a program of regional traffic mitigation fees, assessments or other mitigations, as appropriate, to fund regional and subregional transportation projects, as determined in the Comprehensive Transportation Plan of the Authority.
- 2) Consider such issues as jobs/housing balance, carpool and vanpool programs and proximity to transit service in the establishment of the regional traffic mitigation program.
- 3) The development mitigation program will be implemented with the participation and concurrence of local jurisdictions in determining the most feasible methods of mitigating regional traffic impacts. Existing regional traffic impact fees shall be taken into account by the Authority.

Participate in a Cooperative, Multi-Jurisdictional Planning Process to Reduce Cumulative Regional Traffic Impacts of Development.

The Authority shall establish a forum for

Adopt a Development Mitigation Program

Each jurisdiction must adopt, or maintain in place, a development mitigation program to ensure that new growth is paying its share of the costs associated with that growth. This program shall consist of both a local program to mitigate impacts on local streets and other facilities and a regional program to fund regional and subregional transportation projects, consistent with the Countywide Comprehensive Transportation Plan.

The jurisdiction's local development mitigation program shall ensure that revenue provided from this measure shall not be used to replace private developer funding that has or would have been committed to any project.

The regional development mitigation program shall establish fees, exactions, assessments or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development. Regional mitigation programs may adjust such fees, exactions, assessments or other mitigation measures when developments are within walking distance of frequent transit service or are part of a mixed-use development of sufficient density and with necessary facilities to support greater levels of walking and bicycling. Each Regional Transportation Planning Committee shall develop the regional development mitigation program for its region, taking account of planned and forecast growth and the Multimodal Transportation Service Objectives and actions to achieve them established in the Action Plans for Routes of Regional Significance. Regional Transportation Planning Committees may use existing regional mitigation programs, if consistent with this section, to comply with the Growth Management Program.

Participate In an Ongoing Cooperative, Multi-Jurisdictional Planning Process

Each jurisdiction shall participate in an ongoing process with other jurisdictions and agencies, the Regional Transportation Planning Committees

Existing Measure C GMP

jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees, and be supported by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall participate.

As part of this process, a uniform database on traffic impacts will be created, based on the countywide transportation computer model.

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. Input for the model shall include each jurisdiction's Five Year Capital Improvement Program of transportation projects (see Section 7) and the projects of federal, state and regional agencies such as Caltrans, transit operators, the Metropolitan Transportation Commission, etc. In addition, the computer model database will include each local jurisdiction's anticipated land use development projects expected to be constructed within the next five years.

Address Housing Options And Job Opportunities

As part of its Five Year Capital Improvement Program and pursuant to the state mandated

New Measure J GMP

and the Authority to create a balanced, safe and efficient transportation system and to manage the impacts of growth. Jurisdictions shall work with the Regional Transportation Planning Committees to:

- A. Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives.
- B. Apply the Authority's travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.
- C. Create the development mitigation programs outlined in section 2 above.
- D. Help develop other plans, programs and studies to address other transportation and growth management issues.

In consultation with the Regional Transportation Planning Committees, each jurisdiction shall use the travel demand model to evaluate changes to local General Plans and the impacts of major development projects for their effects on the local and regional transportation system and the ability to achieve the Multimodal Transportation Service Objectives established in the Action Plans.

Jurisdictions shall also participate in the Authority's ongoing countywide comprehensive transportation planning process. As part of this process, the Authority shall support countywide and subregional planning efforts, including the Action Plans for Routes of Regional Significance, and shall maintain a travel demand model. Jurisdictions shall help maintain the Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within the jurisdiction.

Address Housing Options

Each jurisdiction shall demonstrate reasonable progress in providing housing opportunities for all income levels as part of a report on the

Existing Measure C GMP

housing element of its General Plan, each jurisdiction shall develop an implementation program that creates housing opportunities for all income levels.

Each jurisdiction shall also address land use information as it relates to transportation demand as well as a discussion of each jurisdiction's efforts to address housing options and job opportunities on a city, subregional and countywide basis.

Develop A Five Year Capital Improvement Program to meet and/or maintain Traffic Service and Performance Standards (defined in Sections 2 and 3).

Each jurisdiction shall determine the capital projects needed to meet and/or maintain both its adopted Traffic Service and Performance Standards. Capital financial programming will be based on development to be constructed during (at a minimum) the following five year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.

Adopt a Transportation Systems Management (TSM) Ordinance or alternative mitigation.

To promote carpools, vanpools and park and ride lots, the Transportation Authority will draft and adopt a Model Transportation Systems

New Measure J GMP

implementation of the actions outlined in its adopted Housing Element. The report will demonstrate progress by (1) comparing the number of housing units approved, constructed or occupied within the jurisdiction over the preceding five years with the number of units needed on average each year to meet the housing objectives established in the jurisdiction's Housing Element; or (2) illustrating how the jurisdiction has adequately planned to meet the existing and projected housing needs through the adoption of land use plans and regulatory systems which provide opportunities for, and do not unduly constrain, housing development; or (3) illustrating how a jurisdiction's General Plan and zoning regulations facilitate the improvement and development of sufficient housing to meet those objectives.

In addition, each jurisdiction shall consider the impacts that its land use and development policies have on the local, regional and countywide transportation system, including the level of transportation capacity that can reasonably be provided, and shall incorporate policies and standards into its development approval process that support transit, bicycle and pedestrian access in new developments.

Develop a Five-Year Capital Improvement Program

Each jurisdiction shall prepare and maintain a capital improvement program that outlines the capital projects needed to implement the goals and policies of the jurisdiction's General Plan for at least the following five-year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements. The jurisdiction shall forward the transportation component of its capital improvement program to the Authority for incorporation into the Authority's database of transportation projects.

Adopt a Transportation Systems Management (TSM) Ordinance or Resolution

To promote carpools, vanpools and park and ride lots, each jurisdiction shall adopt a local ordinance or resolution that conforms to the model

Existing Measure C GMP

Management Ordinance for use by local jurisdictions in developing local ordinances for adoption and implementation. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of adopting a TSM Ordinance.

New Measure J GMP

Transportation Systems Management Ordinance that the Transportation Authority has drafted and adopted. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of a TSM ordinance or resolution.

[not included in Measure C]

Adopt an Urban Limit Line

Each jurisdiction must continuously comply with either a new "Countywide mutually agreed upon voter approved ULL" or the "local jurisdiction's voter approved ULL" before that jurisdiction would be eligible to receive the 18% return to source funds or the 5% TLC funds. In the absence of a new local voter approved ULL, submittal of an annexation request to LAFCO outside the countywide voter approved ULL will constitute non-compliance with the Measure C Growth Management Plan.

The new ULL will be developed and maintained consistent with the "Principles of Agreement" in Attachment A, incorporated herein by reference.

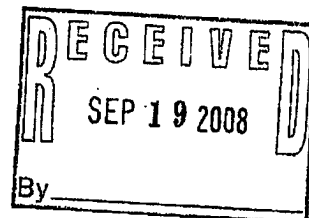
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TRANSPAC Transportation Partnership and Cooperation

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

September 17, 2008



Dear Chair Hudson:

TRANSPAC has reviewed the Proposal for Adoption of the Draft Implementation Guide for Measure J issued by the Transportation Authority on July 24, 2008, and offers the following comments.

1. The Growth Management Program was revised slightly for Measure J. However, in our view, it remains a relic of the mid-1980s mindset, from when Measure C was approved by the voters. Today, traffic congestion is not necessarily a top concern of all jurisdictions. As a result, the Measure C approach does not reflect today's reality. Rather than using an outdated program filled with congestion-related busywork (and "tweaking" it a bit), TRANSPAC suggests that it would be more useful to rethink and revamp the entire growth management program so that it addresses today's needs and issues.

2. In our view, the program is too complex, as evidenced by the fact that the Implementation Guide is 116 pages long -- far too long to be useful. Programs this complex inevitably end up being all process, with no meaningful outcomes -- assuming that people try to follow them at all.

3. If CCTA is to have a meaningful growth management program, the focus should be on people and communities, not on roads. Currently, the program (the Action Plans, the General Plan Amendment review process, etc.) focuses on Routes of Regional Significance (page 17 states "Contra Costa's network of freeways and major arterials continue to be the focus of the growth management effort..."). Developments, GPAs, etc., all must be reviewed for impacts on regional routes. We suggest CCTA and the jurisdictions take all the time necessary to rethink the entire process, so that it focuses on what is most important -- people and communities. For example, a community cannot have a successful downtown without congestion. And, today, we know that traffic congestion is an inevitable sign of a thriving economy.

4. Related to the comments above, TRANSPAC already has expressed reservations about the specific numerical goals required for traffic flow in the future (multi-modal transportation service objectives, or MTSOs). We reiterate our view that MTSOs do not help improve our communities or our transportation system. The MTSO process forces us to "pick a number" just for the sake of picking a number, or, alternatively, to establish and accept objectives that feel meaningless in light of today's challenges and realities. We see no value in analyzing how a given general plan amendment or development proposal will impact an arbitrary indicator such as level of service ten or twenty years from now. Such indicators are subject to many forces beyond our knowledge or control. Nor do we see any value in designating a specific "attainment year" for when the region will reach these MTSOs on its regional routes. We believe that we

cannot reasonably imply to the public and to decision-makers that we can predict future traffic conditions with any precision beyond a year or two (and, given the current fluctuations in gas prices, we are not sure we can aptly forecast accurately for one year into the future). It is our strongly held view that our growth management program should not be based on such speculative and unreliable concepts.

5. Chapter 4 of the Implementation Guide discusses the process for evaluating impacts of new development and General Plan Amendments over a certain size. As we have suggested, this analysis should not be necessary because it is based on MTSOs and therefore does not provide useful information. We already have to perform traffic analysis required by CEQA, which is more useful because it analyzes a project's actual impacts. There is no need for an additional "Measure C" type traffic analysis, because it simply adds process (and potential lawsuits and unnecessary slow-downs in getting projects completed) without improving outcomes. It is particularly unnecessary if the General Plan Amendment or development is within the Urban Limit Line. The purpose of the Urban Limit Line is to demarcate the area where urban growth is acceptable and to limit growth to that area. No Growth Management Program analysis should be necessary under these circumstances.

Specific comments

6. Page 4 -- Regional Routes -- The paragraph quotes from Resolution 95-06-G but does it incorrectly. We would modify the sentence to read: "Finally, they may approve a General Plan amendment without consequence only if . . ."

7. Page 9 – Section 1.2 – The only reference in this entire section to a requirement to assess the impacts on transportation is in the Address Housing Options subsection. This implies that studies are not necessary for commercial development.

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9. Page 12 – top of page – delete the words, "relying instead on other ways of correlating the circulation element with the land use element of the General Plan". This statement has nothing to do with Measure J. It is a State requirement on a General Plan.

10. Page 13 – top of page, add "voter approved" in front of Urban Limit Line.

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12. Page 20 – After the fourth bullet under No. 1, change "Authority" to "RTPC".

13. Page 37 - The new language exempts a development from a traffic study as long as it shows it is part of the land use assumptions of the General Plan. However, the third paragraph requires a detailed review of the model's land use assumptions to "determine whether the forecast for the adopted Action Plan included the proposed project or GPA". This review cannot be performed, because one cannot "find" specific development proposals in the model's land use assumptions.

In both local general plans and ABAG projections, the growth (land use) assumptions are not based on specific development proposals; rather, these assumptions are based on general factors

such as the capacity of available buildable land in each area and policy decisions on how much growth should be allowed. Nor do our land use assumptions include future General Plan Amendments (if they did, we wouldn't need the General Plan Amendments). In the case of a very large or significant development proposal which is known at the time a General Plan is created, that project may be assumed as part of the General Plan traffic analysis, but it may not end up actually being built in the same traffic analysis zone that was assumed in the General Plan; it could be in the zone next door. Though we can see the argument to the contrary, it seems to us that as long as the jurisdiction states the development proposal is consistent with the General Plan, then there is no need for the detailed analysis of land use and traffic zones that CCTA proposes. We believe it is important to refrain from compounding the Growth Management Program with even more technical analysis than is already required.

The draft TRANSPAC Action Plan includes the following language. "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. In addition, TRANSPAC TAC members are working with the CCTA Growth Management Plan Task Force to incorporate the June 4, 2008 Planning Committee direction that one CEQA traffic study should suffice for an MTSO traffic analysis.

14. Page 37 – The third paragraph also states the Authority “will update the modeling every four years to assess the cumulative impacts of growth on MTSO performance.” The meaning of this statement is not clear. Does it mean the model will be relied upon to periodically assess the cumulative impacts of growth that has occurred, or that CCTA will update its model every four years? The intent of this statement needs to be clarified. If it is intended that the model will be used to periodically assess the cumulative impacts of growth that has occurred, we suggest this be done through actual counts and measurements rather than model runs, since the model's margin of error is too great for this purpose.

15. Page 38 – In the top paragraph “major development” is defined as generating 100 peak hour trips. But on page 53 in table 5, projects that generate 100 trips are defined as “fast food restaurant”, “very small center,” “small office building”. These definitions do not jive with “major developments”. In addition, in the current version of the Technical Procedures, an intersection is exempt from analysis if it is impacted by less than 50 trips. Trips distributed from a development that generates 100 trips will likely be less than 50 trips once the trips pass through two signalized intersections. This is hardly a regional impact. TRANSPAC again suggests that the 100 trip threshold be increased.

16. Page 38 – bottom of first paragraph, a “jurisdiction must notify RTPCs, prepare a traffic study and” It is our understanding of the process in this Guide and the Technical Procedures that rather than prepare a traffic study, the jurisdiction must determine if a traffic study is necessary. It may be exempt under the previous General Plan analysis or it doesn't generate enough trips to trigger the 50 trips at the intersection. The organization of this section needs to be reconsidered.

17. Page 39 – first full paragraph – It is our understanding that the CMP requirement can be satisfied by the periodic updates to the Countywide Model and does not need to be project specific.

18. Page 39 – Section 4.1 – The Implementation Guide refers to the Technical Procedures for the

details of requirements of traffic studies. The Technical Procedures require a traffic study to use CCTALOS for local streets. Measure J specifically does not set standards for local street operation. The CCTALOS requirement creates "quasi" countywide local intersection LOS standards which is exactly what was eliminated by Measure J. The references to CCTALOS should be removed in The Implementation Guide and Technical Procedures.

19. Page 42 – First line amend to read, "may approve a General Plan amendment **without consequences, only** if ..."

20. Page 42 – First bullet – Because the requirement is the effect on MTSOs, GMP required General Plan amendment traffic studies should not have to include any local street analysis.

21. Page 43 – Second paragraph in section 4.4. We don't see the value in sending a notice at the time of completion of the environmental document. We suggest revising Resolution 92-03-G.

Thank you for the opportunity to comment on the Draft Implementation Guide for Measure J. Please do not hesitate to consult with the TRANSPAC TAC and staff if you have questions regarding our comments.

Sincerely,



David E. 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
Christina Atienza, Executive Director, WCCTAC
John Cunningham, TRANSPLAN
Andy Dillard, SWAT
Steve Wallace, City of Pleasant Hill

The Board of Supervisors

County Administration Building
651 Pine Street, Room 106
Martinez, California 94553

John Gioia, 1st District
Gayle B. Uilkema, 2nd District
Mary N. Piepho, 3rd District
Susan A. Bonilla, 4th District
Federal D. Glover, 5th District

Contra Costa County



David Twa
Clerk of the Board
and
County Administrator
(925) 335-1900

September 16, 2008

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

Honorable Chair Hudson,

On September 16, 2008, the Board of Supervisors authorized me to sign this letter of comment on the Action Plan Updates that are being prepared by the Contra Costa Transportation Authority as part of the Measure J Growth Management Program. The letter was prepared following discussion by the Board of a variety of issues emerging from the Action Plan Update process. It is our understanding that the Authority is considering sponsoring a workshop on the Action Plan Updates to address concerns raised by the representatives of the County and others. The Board of Supervisors supports such a workshop and requests it include discussion of the following issues:

- Ensure Action Plan requirements for traffic studies are consistent with the requirements of the California Environmental Quality Act (CEQA) that local jurisdictions must follow in their review of the potential traffic impacts from development projects. Concerns have been raised regarding the application of "gateway constraints" in the travel forecasts prepared for Regional Routes. The application of this methodology needs to be sufficiently evaluated to determine if its use can be defended in environmental studies. Without consistent requirements, local jurisdictions may end up preparing one traffic study to comply with the Authority's Growth Management Program and another traffic study to comply with their obligations under CEQA and local planning regulations.
- Ensure that the Action Plan requirements provide sufficient flexibility for local jurisdictions to balance the goals of minimizing traffic congestion on Regional Routes with other planning goals such as community preservation, redevelopment, and support of the urban limit line policies. The long range travel forecasts for year 2030 show growth in traffic volumes on regional routes well beyond the forecasts used in earlier Action Plans, and there are fewer transportation projects planned that will significantly increase the capacity on these regional routes. In some communities, further efforts to reduce traffic congestion would bring about unwanted road expansion projects. In other communities, further efforts to reduce traffic congestion may conflict with policies to accommodate growth without expanding urban limit lines or to reduce greenhouse gas emissions. The Authority's Growth Management Program should encourage local jurisdictions to fairly and openly balance competing planning objectives when evaluating development projects without putting their eligibility for Measure J revenue at risk.

Action Plan Update Letter to the Contra Costa Transportation Authority

September 16, 2008

Page 2 of 2

The Board of Supervisors believes that Measure J as approved by the voters provides the Authority with sufficient flexibility to address these issues. Solutions can be developed through careful review of the growth management policies adopted by the Authority, rather than changes to Measure J itself. The Board of Supervisors offer the County's cooperation in working with your commissioners to ensure Measure J provides not only effective growth management but also enhances and adds value to the planning efforts of local jurisdictions.

Sincerely,

A handwritten signature in black ink, appearing to read 'Federal D. Glover', with a large circular flourish at the end.

Federal D. Glover, Chair
Contra Costa County
Board of Supervisors

FDG\SG

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TRANSPAC Transportation Partnership and Cooperation

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County
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15. Page 38 – In the top paragraph “major development” is defined as generating 100 peak hour trips. But on page 53 in table 5, projects that generate 100 trips are defined as “fast food restaurant”, “very small center,” “small office building”. These definitions do not jive with “major developments”. In addition, in the current version of the Technical Procedures, an intersection is exempt from analysis if it is impacted by less than 50 trips. Trips distributed from a development that generates 100 trips will likely be less than 50 trips once the trips pass through two signalized intersections. This is hardly a regional impact. TRANSPAC again suggests that the 100 trip threshold be increased.

16. Page 38 – bottom of first paragraph, a “jurisdiction must notify RTPCs, prepare a traffic study and” It is our understanding of the process in this Guide and the Technical Procedures that rather than prepare a traffic study, the jurisdiction must determine if a traffic study is necessary. It may be exempt under the previous General Plan analysis or it doesn't generate enough trips to trigger the 50 trips at the intersection. The organization of this section needs to be reconsidered.

17. Page 39 – first full paragraph – It is our understanding that the CMP requirement can be satisfied by the periodic updates to the Countywide Model and does not need to be project specific.

18. Page 39 – Section 4.1 – The Implementation Guide refers to the Technical Procedures for the

Growth Management Requirement Element 7

Adopt a Transportation Systems Management Ordinance or Resolution

This component of the GMP requires each jurisdiction to adopt a local ordinance or resolution. Both Measure C and Measure J state that this GMP component is meant to promote the use of carpool, vanpools and P & R lots. The regulatory and funding environments have changed with the passage of AB 32 and SB 375, both of which target GHG emissions, and now mandate a reduction in VMT on the transportation network.

To respond those changes, the suggestion is to replace Item #7 “Adopt a Transportation Systems Management Ordinance or Resolution” with a Vehicle Mile Traveled (VMT) Reduction Program via the already existing programs of *511 Contra Costa* which are implemented in each RTPC area.

Since 1992, CCTA, the RTPCs and *511 Contra Costa* have implemented programs to achieve this goal. The *511 Program* has a history of proven VMT reductions and substantiated GHG emissions reductions, based on Bay Area Air Quality Management District criteria.

The *511 Contra Costa* Programs are nationally recognized and are on the forefront of the VMT reduction/ GHG emissions movement by:

- Providing consultation and partnership with the Contra Costa Green Business Program
- Participating in the Contra Costa Climate Change Action Plan Round Table discussions and offering program ideas and outreach for Community Based Climate Change programs to reduce GHG emissions
- Implementing “actions” in the updated Action Plans for Routes of Regional Significance, which reduce VMT in ways which affect not just commuters, but all types of SOV trips 365 days a year
- Maximizing the roadway system by increasing passenger throughput in HOV lanes by assisting in the formation of carpools, vanpools and incentivizing transit ridership.

Regarding the current Ordinance/Resolution requirement:

Options include repealing existing TSM/TDM ordinances or resolutions and either adopting a new VMT Reduction resolution/ordinance, moving this requirement out of the GMP and adding a requirement to CCTA’s existing ordinance(s) or a new ordinance.

Subject	Status Report Regarding the Measure C/J Regional Transportation Mitigation Programs
Summary of Issues	In February 2008, the Authority issued an updated Summary Status Report for the Measure C Regional Transportation Mitigation Program. The report documented that \$243 million in regional mitigation fees had been collected since program inception. The Planning Committee began reviewing the status of RTMPs in September, and requested that the item be continued to October for further discussion.
Recommendations	That the Authority receive a report on potential fee revenues for Contra Costa based upon projected housing and job growth.
Financial Implications	As of the close of FY 2006-07, the Measure C Regional Transportation Mitigation Program had collected \$243 million in regional fees for multi-modal projects countywide (including the Alameda County portion of the Tri-Valley). Of that, \$193 million has been collected as part of the combined East County fee programs. Tri-Valley and south county have collected \$44.7 million, West County \$4.2 million, Central County \$417,384, and Lamorinda \$380,000. Based upon current projections, by 2035, total regional fee revenues could exceed \$1 billion.
Options	N/A
Attachments	<p>Projected Growth and Regional Fee Revenues for Contra Costa.</p> <p>The Measure C RTMP: Summary Status Report (February 2008) is available for download from http://www.ccta.net/files/RTMPstatusFinal.pdf (see this agenda item).</p>
Changes from Committee	

In spring 2008, Chair Nix requested that the Planning Committee hold a discussion regarding the status of the RTMP. In response, Authority staff invited each RTPC Manager to make a brief presentation to the PC in September regarding their respective RTMPs. Following these presentations, Chair Nix requested that staff bring additional information regarding potential growth in households and jobs to the October PC.

Background

Measure C requires the Authority to “...develop a program of regional traffic mitigation fees, assessments or other mitigations, as appropriate, to fund regional and subregional transportation projects, as

determined in the Comprehensive Transportation Plan of the Authority.”¹ From 1993 through 1998, the Regional Transportation Planning Committees (RTPCs) developed programs suited to each subarea’s project needs and growth expectations.

As of the date information was assembled for the report, the adopted fee programs have collected \$243 million in new revenues for multi-modal projects countywide (including the Alameda County portion of the Tri-Valley). Of that, \$193 million has been collected as part of the combined East County fee programs, Tri-Valley and South County have collected \$44.7 million, West County \$4.2 million, Central County \$417,384, and Lamorinda \$380,000. Regional fees for single family homes range widely. In East County, the fee is now set at \$16,667 per single family dwelling unit (SFDU). Fees in other subareas range from \$2,595 per SFDU for West County to \$5,941 per SFDU in South County for the Windermere development. Fees levied on commercial, office, and industrial developments also vary widely, from \$.53/sq. ft. in West County, to \$5.89 per sq. ft. in South County. Tri-Valley is currently considering an increase in its fee.

Since February 2008, when the last update to this report was published, some of the fee schedules have increased based upon a variety of considerations that influence the fee calculation. These include increases in project cost estimates, changes in the annual inflation index in the Engineering News Record Construction Index, revisions to the project lists, and changes in forecasted demographic growth.

Discussion of Growth Projections

At the September 2008 Planning Committee meeting, Board members expressed an interest in seeing the growth forecasts for households and jobs forecasts of potential fee revenues, and project costs. For this comparison, staff evaluated the following three sets of forecasts for Contra Costa:

- 1) The Authority’s LUIS-06, which was developed as part of the last decennial travel demand model update using ABAG’s Projections 2005 (“P-2005”), and underwent an extensive local review process in the fall of 2006. LUIS-06 provides forecasts through the year 2030 and was used in the demographic sections of the recent Action Plan updates (Table 1).
- 2) LUIS-06+, with the plus (+) referring to the addition of the 2035 forecast year. This extension of the forecasts was made possible by the release of ABAG’s Projections 2007 (“P-2007”) which included the 2035 forecasts for the first time. Because Caltrans requires modeling out to 25 years from construction of a project, the 2035 forecast was developed as a hybrid extrapolation of P-2005, based upon P-2007 (Table 2).
- 3) ABAG’s P-2007, which was developed using ABAG’s policy-based forecasts. Forecasts for this series went out to 2035. It should be noted that between P-2007, increased housing units by 9,310 and jobs by 7,670, and therefore are generally higher than the P-2005 numbers (Table 2).

Staff notes that ABAG is scheduled to release P-2009 in December of this year. This revised policy forecast is expected to have significantly changed growth rates for households and jobs throughout the Bay Area, assuming ABAG adopts the “target-based” forecast, as recently directed by the Joint Policy Committee (MTC, ABAG, BCDC, BAAQMD).

¹ Measure C Expenditure Plan, Growth Management Program, 1988, p. 11.

Using these three sets of forecasts, we have taken the housing and jobs growth and applied the most current regional transportation mitigation fee schedules to calculate “potential” fee revenues for the subregions. Note that for Central County, existing levels for local Concord and Walnut Creek fees were used as a proxy to estimate potential regional fee revenues (Table 3). Also included is a table showing total project costs for each subregion, along with the amount of unfunded dollars (Table 4).

We have also computed the RHNA allocations for years 2007-2014 at the subregional level and have shown that as a percentage of the total housing growth projected for each forecast series (Table 5).

TABLE 1

		HOUSEHOLDS						JOBS							
		WEST	CENTRAL	LAMORINDA	EAST	TRIVAL (CC)	Remainder*	COUNTY TOTAL	WEST	CENTRAL	LAMORINDA	EAST	TRIVAL (CC)	Remainder*	COUNTY TOTAL
2008		87,529	121,265	23,208	95,815	43,891	5,886	377,593	79,721	176,381	20,100	58,451	64,349	701	399,703
2030		97,780	134,190	26,114	128,972	50,883	16,550	454,489	105,125	210,139	22,394	116,029	76,560	4,184	534,431
Δ		10,251	12,925	2,907	33,158	6,991	10,664	76,896	25,404	33,758	2,294	57,578	12,212	3,483	134,728

*CCC Remainder (LUIS) contains most of Dougherty Valley.

TABLE 2

		LUIS-06 Plus						
HOUSEHOLDS		WEST	CENTRAL	LAMORINDA	EAST	TRIVAL (CC)	Remainder**	COUNTY TOTAL
		2008	87,529	121,265	23,208	95,815	43,891	5,886
	2035	101,044	138,420	27,095	135,891	51,984	18,957	473,391
	Δ	13,515	17,155	3,887	40,076	8,093	13,071	95,798
JOBS		WEST	CENTRAL	LAMORINDA	EAST	TRIVAL (CC)	Remainder**	COUNTY TOTAL
		2008	79,721	176,381	20,100	58,451	64,349	701
	2035	112,888	221,538	22,984	134,154	78,955	5,542	576,061
	Δ	33,167	45,157	2,884	75,703	14,606	4,841	176,358

		P-2007						
HOUSEHOLDS		WEST	CENTRAL	LAMORINDA	EAST	TRIVAL (CC)	Remainder	COUNTY TOTAL
		2008	89,719	124,017	22,494	92,781	45,662	2,472
	2035	111,030	151,170	25,430	133,480	61,100	3,030	485,240
	Δ	21,311	27,153	2,936	40,699	15,438	558	108,094
JOBS		WEST	CENTRAL	LAMORINDA	EAST	TRIVAL (CC)	Remainder	COUNTY TOTAL
		2008	72,372	176,560	22,800	59,718	64,350	942
	2035	112,030	241,860	25,300	123,090	88,370	1,000	591,650
	Δ	39,658	65,300	2,500	63,372	24,020	58	194,908

*LUIS-06 Plus is based on P-2005 through 2030 (and was subject to local review). Year 2035 was extrapolated based on growth rates from P-2007.

**CCC Remainder (LUIS) contains most of Dougherty Valley.

Note: Between P-2005 and P-2007, the common future year (2030) Countywide forecasts increased by 9,310 (Households) & 7,670 (Jobs)

TABLE 3

	HOUSING				JOBS			
	Fee per Unit ^(a)	LUIS-06	LUIS-06+	P-2007	Fee per sq/ft ^(b)	LUIS-06	LUIS-06+	P-2007
West	\$2,595	\$26,602,468	\$35,072,548	\$55,303,083	\$1.82	\$13,870,462	\$18,108,980	\$21,653,268
Central ^(c)	\$3,287	\$42,485,087	\$56,389,534	\$89,250,596	\$8.63	\$87,399,000	\$116,911,507	\$169,061,700
Lamorinda ^(d)	\$1,022	\$2,970,546	\$3,972,938	\$3,000,183	\$1.39	\$956,460	\$1,202,572	\$1,042,500
East	\$16,667	\$552,639,458	\$667,951,106	\$678,323,566	\$0.43	\$7,427,591	\$9,765,675	\$8,174,988
Tri-Valley ^(e)	\$4,275	\$75,475,602	\$90,472,444	\$65,998,305	\$3.40	\$16,007,980	\$19,836,183	\$24,500,400
Total	-	\$700,173,160	\$853,858,569	\$891,875,734	-	\$125,661,493	\$165,824,918	\$224,432,856

(a) based on single-family dwellings

(b) based on commercial/retail fees

(c) Estimate proxy for a regional fee roughly equivalent to existing local fees in Concord/Walnut Creek

(d) based on Lafayette/Orinda fee structure

(e) based on new TVTC fee structure (FY11/12 - FY29/30)

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	Total Projects Cost	Funded Portion	Unfunded Portion
West ^(a)	\$370,840,000	\$121,848,000	\$248,992,000
Central ^(b)	\$904,868,000	\$549,624,000	\$355,244,000
Lamorinda ^(c)	\$32,684,500	\$1,314,000	\$31,370,500
East ^(d)	\$1,370,700,000	\$193,000,000	\$1,177,700,000
Tri-Valley ^(e)	\$1,385,860,000	\$188,130,000	\$1,197,730,000
Total	\$4,064,952,500	\$1,053,916,000	\$3,011,036,500

(a) WCCTAC Update of the Subregional Transportation Mitigation Program, 2006
 (b) Central County Draft Action Plan, 2008
 (c) Lamorinda Area Sub-regional Fee Program Nexus Analysis, 1998
 (d) East Contra Costa Regional Fee Program Update, 2005; Measure C RTMP Summary Status Report, 2008
 (e) Tri-Valley Transportation Council Nexus Study, 2008; includes ALA portion of Tri-Valley
 (f) Funds available through all current and future local, state and federal sources, based upon the adopted 2005 RTP and Measure C/J Strategic Plan

TABLE 5

RHINA Allocation as a % of Total Housing Units by Subregion					
	Allocation 2007-2014*	LUIS-06	LUIS-06+	P-07	
West	4,331	42%	32%	20%	
Central	6,840	53%	40%	25%	
Lamorinda	813	28%	21%	28%	
East	7,534	23%	19%	19%	
Trivalley	4,046	23%	19%	26%	
Total	27,072	35%	28%	25%	

*the seven-year span of RHINA (2007-2014) corresponds with 33% of LUIS-06 (2008-2030) and 26% of both LUIS-06+ and P-2007 (2008-2035)