



Planning Committee **STAFF REPORT**

Meeting Date: September 5, 2012

Subject	Approval of 2014 CTP Work Plan
Summary of Issues	<p>Measure J requires that the Authority develop a Countywide Comprehensive Transportation Plan (CTP) and computer model, and update it every four years. Working with the CTP Task Force, Authority staff has developed an overall work program for developing the 2014 Countywide Transportation Plan. To achieve the work plan schedule, consultant services for performance monitoring and Action Plan Development will need to be procured in September 2012 through issuance of two Requests for Proposals (RFPs). Preparation of the 2014 Plan itself will be carried out by Dyett & Bhatia (D & B) under existing agreement No. 324.</p>
Recommendations	<p>Review and comment on CTP work plan, and provide direction to staff to proceed with developing the Plan.</p>
Financial Implications	<p>Existing agreement No. 324 with Dyett & Bhatia includes approximately \$75,000 for preparing the 2014 CTP Update. In addition, the approved CMA budget includes \$125,000 for performance monitoring, and \$200,000 for Action Plans. Additional budget capacity will be needed in FY 2013-14 to complete the CTP. This includes an additional \$200,000 for the Action Plans (for a total cost of \$400,000, or \$100,000 per subarea), and approximately \$150,000 for the CTP EIR.</p>
Options	<ol style="list-style-type: none"> 1. Modify the proposed work plan
Attachments	<ol style="list-style-type: none"> A. D & B Scope of Work for the 2014 CTP B. Proposed schedule C. CTP Task Force Roster
Changes from Committee	

Background

Measure J requires that the Authority develop a CTP and update it every four years. As one of the main planning tools in the Growth Management Program, the CTP, when adopted by the Authority, outlines the vision, goals, and strategies to achieve those goals. It incorporates the Multi-modal Transportation Service Objectives (MTSO's) developed by the Regional Committees through the Action Plan process. These objectives provide a benchmark for assessing the impacts of land use decisions on the regional transportation system. The CTP has historically focused on major projects and programs that are listed in a Comprehensive Transportation Project List (the CTPL) – a financially unconstrained list of projects and programs contemplated by project sponsors and stakeholders over the next thirty years. These projects run the gamut of all transportation improvements: from the widening of freeways or the extension of BART, to new bicycle trails and signal coordination. With the advent of SB 375, new emphasis may need to be placed on programs to enhance transit service and support housing and jobs located in Priority Development Areas (PDAs).

This CTP will be the fifth; previous CTPs were adopted in 1995, 2000, 2004, and 2009. The next update is scheduled for completion in 2014. The five year span is to allow incorporation of MTC's Sustainable Communities Strategy (SCS) into the CTP. The 2014 CTP will respond to MTC's newly adopted Sustainable Communities Strategy (SCS), and evaluate project and program needs through the year 2040.

An Integrated Approach

The 2014 CTP Update poses new challenges for combining and harmonizing a variety of programs sponsored by different agencies, using an assortment of funding sources, and having sometimes conflicting objectives. Since 1988, the Authority, although initially created to manage the one-half percent sales tax, has also, since 1992 when it became the designated Congestion Management Agency (CMA) for Contra Costa, directed state and federal funds to transportation investments. The CTP is one of the key planning tools called for in Measure J. Specifically, Measure J requires the Authority to:

Support efforts to develop and maintain an ongoing planning process with the cities and the county through the funding and development of a Comprehensive Transportation Plan.¹

With the passage of SB 375, integration of the CTP with the Regional Transportation Plan (RTP) introduces new challenges for integrating the Measure J projects and programs with the SCS.

Incorporation of SB 375 and the 2013 SCS

Senate Bill (SB) 375 (2008) established new requirements to help achieve the regional greenhouse gas (GHG) targets of Assembly Bill (AB) 32, the State's global warming legislation. Under SB 375, MTC must adopt an SCS as part of its Regional Transportation Plan (RTP).

The SCS will define a pattern of land uses and proposed transportation improvements that together will meet the greenhouse gas (GHG) emissions reduction targets approved by the California Air Resources Board (CARB) for 2020 and 2035. As part of its required public participation program, MTC has consulted with the congestion management agencies, including the Authority, about the SCS.

When the 2009 CTP was adopted, very little was known about the SCS or what it would comprise. With MTC's recent adoption of a preferred SCS alternative, we now have a much clearer picture of the land use and transportation plans and policies that will be needed to meet the GHG reduction goals for cars and light trucks. While the 2009 CTP laid the groundwork for developing an SCS, the 2014 CTP will incorporate the final SCS which is expected to be adopted by MTC in April 2013.

Priority Development Areas (PDAs) are a key ingredient to the SCS. In Contra Costa alone, there are 30 PDAs that have been identified by local jurisdictions as areas where housing, jobs, and transit service will be more strongly integrated to improve walkability and encourage transit ridership. The OneBayArea Grant program (OBAG) allocates \$320 million to local jurisdictions in the Bay Region to foster PDA development. Given the need to integrate the SCS and OBAG with our Measure J program, staff suggests that additional consultant resources (in addition to those listed here) should be considered to foster the integration process and identify remaining unmet needs for projects and programs in Contra Costa.

¹ Contra Costa Transportation Authority, *Measure C Expenditure Plan*, Section 5.C.4, 1988, p. 18; and Ordinance 06-02 Amending and Restating the Measure C Transportation Expenditure Plan to Make Nonsubstantive Changes and Insert Specific Provisions Moved from Ordinance 88-01, June 21, 2006, p. 11.

Overall Schedule

Following is the tentative schedule for the development and adoption of the 2014 CTP:

Table 1: Overall Schedule for the 2014 CTP Update

Date	Action
September 2012	Start up
November-March 2013	MTSO Monitoring
November 2012 – June 2013	Develop Draft Action Plans
April 2013	MTC Adopts Final 2013 RTP, including the SCS
October 2013	Issue Preliminary Draft CTP
January 2014	Issue Draft CTP
May 2014	Adopt Final CTP

CEQA Requirements

As with the four previous CTPs, Authority staff anticipates that a full Environmental Impact Report (EIR) will be required. The California Environmental Quality Act (CEQA) requires that the lead agency (in this case, the Authority) identify the significant effects on the environment of the project (in this case, the CTP), identify alternatives to the project, and measures to mitigate or avoid those significant effects.

Staff proposes to procure a qualified consultant to prepare the EIR. The timing of this effort is such that the Request for Proposal for this effort will not need to be released until early 2013 (see Attachment B). Historically, consultant costs for a full programmatic EIR (in current dollars) has ranged from \$125,000 to \$175,000.

Consultant Resources

Authority staff will have a major role in establishing the framework, organizing, and facilitating the preparation of the 2014 CTP. The heavy lifting in the technical arena, which involves – among other things – traffic data collection, performance measure review, traffic forecasting and modeling, preparation of the Action Plans, and maintaining the CTPL data base – will be carried out primarily with consultant resources.

The CTP document itself will be prepared by D & B, the Authority's on-call planning and growth management consultant. D & B will take lead responsibility for preparing the 2014 CTP Update, including all components of the 2009 CTP Update, and new components a directed by Authority staff. D & B will support Authority staff during the RTPC and public review process. The consultant's approach and understanding of this task is shown in Attachment A.

Following is a summary of the roles and responsibilities of the consultant resources involved:

Table 2: Estimated Consultant Costs for Developing the 2014 CTP*

Activity	Consultant	Amount Budgeted in FY 2012-13**	Anticipated Budget for FY 2013-14	Estimated Cost
Preparation of the 2014 CTP	Dyett & Bhatia	\$75,000	0	75,000
Development of the Action Plans	TBD	200,000	200,000	400,000
CMP Monitoring	TBD	100,000	0	100,000
MTSO Monitoring	TBD	125,000	0	125,000
CEQA Review (EIR)	TBD	0	175,000	175,000
Total		500,000	375,000	\$875,000

*Includes CMP Monitoring Costs

**Any unexpended funds remaining in FY 2012-13 will be transferred forward to the FY 2013-14 budget

As noted above, the estimate for consultant services does not include additional resource that could be required to improve the integration of SB 375 and assess unmet needs for projects and programs beyond the funding currently available through Measure J. For this effort, a strategic consultant would be needed to conduct the polling, public outreach, and strategic planning necessary to identify and prioritize unmet needs. Furthermore, the OneBayArea Grant program, which is expected to run in parallel with the CTP, may involve public outreach efforts that could be supportive of the CTP.

CTP Task Force Oversight

Oversight of the 2014 CTP Update will be guided by a Task Force comprised of the RTPC Managers, senior-level transportation planning and engineering staff, and transit operators. The Task Force (formerly known as the APCC – Action Plan Coordinating Committee) convened as the APCC in May 2012 to kick off the 2014 CTP Update process. The discussion at that meeting centered on the status of the 2009 CTP, impetus for the 2014 CTP, treatment of the Action Plans, and development of sustainability concepts. A second meeting is scheduled for Wednesday, September 12, at 9:30 a.m.

The Tri-Valley Action Plan

Among the discussion topics at the May 23rd APCC/CTP Task Force meeting was treatment of the Tri-Valley Action Plan, which covers the I-680 and I-580 freeways and parallel arterials, and includes representation from Danville, San Ramon, Dublin, Pleasanton, Livermore, and both Alameda and Contra Costa Counties. Historically, the Tri-Valley Transportation Council (TVTC) has overseen the Action Plan for this subarea, and adopted it as the TVTC Transportation Plan.

During the past year, the TVTC has been debating a voting issue related to allocation of Regional Transportation Mitigation Fees that are collected by the local jurisdictions and allocated by the TVTC for construction of regional projects. If the TVTC were called upon to work on the Action Plan, we cannot be certain that work would proceed, and this could delay the schedule. It may therefore be prudent to consider limiting CCTA's work on the Action Plans to the SWAT area of Danville and San Ramon. While a final decision is yet to be made, the option of excluding the Alameda jurisdictions from the Action Plan remains in play.

Meeting Frequency

It is anticipated that the CTP Task Force will meet quarterly to discuss the progress of the Action Plans and the CTP. While each of the Regional Transportation Planning Committees (RTPCs) will

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be heavily involved with the development of their Action Plans, the CTP Task Force will provide a forum for tying the action plans together, discussing issues that cross subregional boundaries, and reviewing and commenting on countywide and regional issues. A roster of the CTP Task Force members is shown in Attachment C.

Attachment A – Dyett and Bhatia Scope of Work for the 2014 CTP

Prepare 2014 Update to the Countywide Comprehensive Transportation Plan (CTP)

Purpose *To prepare a comprehensive CTP Update that reflects the region's adopted SCS, and sets the stage for assessing project and program needs through 2040.*

Approach *CONSULTANT shall take lead responsibility for preparing the 2014 CTP Update, including all components of the 2009 CTP Update or new components as directed by Authority staff. CONSULTANT shall support AUTHORITY staff during the RTPC and public review process. CEQA documentation for the CTP update shall be performed under a separate agreement.*

TASK OUTLINE

1. **Attend CTP Task Force Meetings.**
2. **Review and Assess Action Plans and Multi-modal Transportation Service Objectives (MTSO's).**
3. **Prepare Discussion Papers.**
4. **Public Outreach.**
5. **Prepare Comprehensive Transportation Project List (CTPL).**
6. **Estimate Financial Constraints.**
7. **Prepare Preliminary Draft, Draft, Draft Final, and Final 2014 CTP Update.**
8. **Assist EIR Consultant.**

PROJECT UNDERSTANDING AND APPROACH

The 2014 Update to the CTP will include updating the Plan to reflect the regional Sustainable Communities Strategy (SCS); it also sets the stage for assessing project and program needs through 2040.

MTC and ABAG estimate that by spring 2013 a preferred SCS/RTP, called Plan Bay Area, will be identified. A possible roadblock in updating the CTP for consistency with Plan Bay Area will be the extent to which the SCS may be in conflict with local general plans. It may be difficult to strike a balance between regional targets and Countywide realities, especially if projects important to the Authority are excluded from the plan.

Attachment A – Dyett and Bhatia Scope of Work for the 2014 CTP

In addition to incorporation of the SCS and the basic issues of growth in population and transportation demand, new challenges face Contra Costa County as a result of the economic recession. CONSULTANT shall help AUTHORITY look at how the CTP Update could further the goals of improving partnerships, customer service, efficiency, and innovation – and offer some tangible economic benefits. Discussion papers on these issues, the SCS process and other issues, such as sustainability, Intelligent Transportation Systems, and new techniques for managing the system will be vetted with the CTP Task Force and other interested parties to provide direction and guidance for the AUTHORITY in identifying a preferred approach and specific implementation actions, consistent with Measure J and the AUTHORITY's mandates.

Revisit Multi-modal Transportation Service Objectives (MTSOs)

Each RTPC has provided a forum for refining traffic service objectives in the action plans. For the 2014 Update, CONSULTANT shall re-evaluate the Action Planning process and determine the applicability and the effectiveness of the MTSOs. CONSULTANT shall, depending on the process adopted, help AUTHORITY staff review the status of each Action Plan and the MTSOs, and develop recommendations on adding, deleting, or otherwise modifying the programs and actions in the action plans. Based on feedback from the RTPCs, CONSULTANT shall present our findings to a task force and/or appropriate technical committees, advising on the advantages and disadvantages of any possible MTSO additions, deletions, or modifications; as needed we will provide support in updating Action Plans.

Public Outreach

An effective public participation program should create confidence in the AUTHORITY's planning process, ensure that plan policies have broad-based understanding and support, and reflect the interests and needs of the community. A successful process requires a collaborative relationship between the general public, community representatives, RTPCs, the planning team, and decision makers.

In addition to workshop and meeting facilitation, CONSULTANT shall use a wide variety of techniques for public participation, always tailored specifically to the project and the political decision-making process of the community. These include development and maintenance of websites; citywide mail-in, phone, or web surveys; walking tours; youth participation and curriculum design; newsletters; graphic-intensive PowerPoint presentations; visual simulations; and the design of quality graphics and maps for large format presentation boards. Not all of these techniques are employed in every public outreach program; each program is tailored based on the project, client interest, and budget.

The budget anticipates one meeting in each subarea, and one larger event in Central County for the I-680 corridor. Some of the more innovative approaches CONSULTANT would suggest for outreaching to the diverse and sometimes hard to reach CTP audience could include a project websites and internet tools, use of social networking sites such as Twitter and Facebook, and an online community forum or message board for soliciting input. Another idea is to schedule an

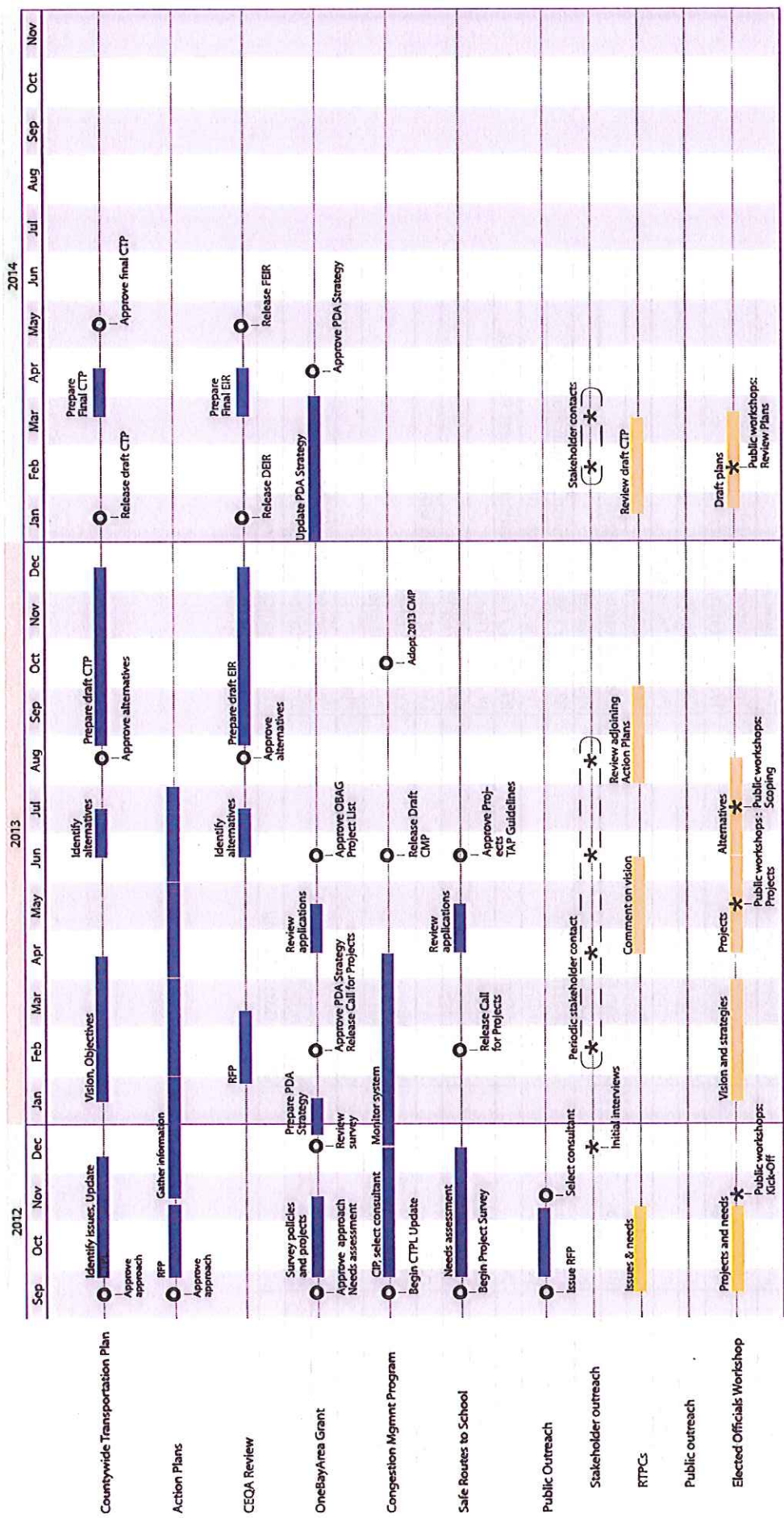
Attachment A – Dyett and Bhatia Scope of Work for the 2014 CTP

online chat for a specific time period and specific topic, such as “hot lanes” or parking management.

ATTACHMENT B

Overall Schedule

2014 Countywide Transportation Plan, Action Plans, OneBayArea Grant, Safe Routes to School needs assessment and 2013 Congestion Management Program



September 5, 2012

ATTACHMENT C

CTP Task Force
2012

First	Last	Agency	Title
Nathan	Landau	AC Transit	Senior Transportation Planner
Deidre	Heitman	BART	Principal Planner
Anne	Muzzini	CCCTA	Director of Planning & Technical Services
Steve	Kersevan	City of Brentwood	Traffic Engineer
Ray	Kuzbari	City of Concord	Transportation Manager
Leah	Greenblat	City of Lafayette	Transportation Planner
Tim	Tucker	City of Martinez	City Engineer
Winston	Rhodes	City of Pinole	Planning Manager
Paul	Reinders	City of Pittsburg	Senior Civil Engineer
Lisa	Bobadilla	City of San Ramon	Transportation Manager
Patrick	Roche	Contra Costa County	Planning Chief
John	Cunningham	Contra Costa County	RTPC Mgr./ Senior Transportation Planner
Tai	Williams	Town of Danville	Transportation Services Director
Andy	Dillard	Town of Danville	RTPC Mgr./Transportation Engineer Associate
Shawna	Brekke-Read	Town of Moraga	Planning Director
Barbara	Neustadter	TRANSPAC	RTPC Manager
Tom	Harais	Tri Delta	Director of Planning & Grants
Christina	Atienza	WCCTAC	Executive Director
Rob	Thompson	WestCAT	Transit Planner
Cyrus	Sheik	LAVTA	Planner
Brad	Beck	CCTA	Senior Transportation Planner
Corrine	Dutra-Roberts	511 Contra Costa	Transportation Analyst
Jamar	Stamps	Contra Costa County	Transportation Planner



Planning Committee **STAFF REPORT**

Meeting Date: September 5, 2012

Subject	Authorization to Release RFP No. 12-4 for the 2013 Congestion Management Program (CMP) and Multimodal Transportation Service Objectives (MTSOs) Monitoring Effort
Summary of Issues	As the designated Congestion Management Agency for Contra Costa, the Authority is responsible for developing and updating a Congestion Management Program (CMP) every other year. As part of the 2013 CMP Update, traffic monitoring of freeways and principle arterials is required to determine whether CMP level of Service Standards and multi-modal performance measures are being met. In addition, as part of the Authority's Countywide Transportation Plan (CTP), the Multimodal Transportation Service Objectives (MTSOs) established in the Action Plans are to be monitored. This RFP would seek qualified engineering firms to conduct the CMP and MTSO monitoring effort.
Recommendations	Authorize staff to release RFP 12-4 for the 2013 CMP and MTSO Monitoring Program.
Financial Implications	\$225,000 from the CMA budget (Org. OCP-18b)
Options	N/A
Attachments	A. 2013 CMP LOS Monitoring/Action Plan MTSO Monitoring Draft Scope of Services Summary
Changes from Committee	

Background

California State Code requires urban counties to prepare and maintain a congestion management program. The intent of the CMP legislation is to build on the efforts of the various jurisdictions and agencies within each county to integrate and coordinate the various components of the transportation system. In 1991, the Contra Costa jurisdictions agreed to designate the Authority as the Congestion Management Agency for Contra Costa.

As the designated CMA, the Authority has the responsibility to prepare and update the CMP at least every two years, and to monitor the achievement of the level-of-service standards and performance measures established under the Program. In addition, the Authority plans to evaluate the roadway and transit system performance measures – the so-called Multimodal Transportation Service Objectives, or MTSOs under Measure J, adopted as part of the 2009 Action Plan updates. These measures will compare current roadway and transit performance with the previous monitoring results to determine performance of the system over time.

Budget, Scope and Schedule

Staff has budgeted \$225,000 in CMA funds for these efforts, with \$100,000 for CMP monitoring, and \$125,000 for MTSO monitoring. It is anticipated that the selected consultant will conduct arterial roadway traffic counts for both efforts in Winter 2012 and early Spring 2013 timeframe. A summary of the contract scope of services can be found in Attachment A.

2013 CMP LOS MONITORING / ACTION PLAN MTSO MONITORING

DRAFT SCOPE OF SERVICES

Overview and Summary

As part of the 2013 Update to the Congestion Management Program (CMP) and the 2014 Update to the Countywide Comprehensive Transportation Plan (CTP), the AUTHORITY wishes to monitor the performance of the regional transportation system. The effort is divided into two major monitoring tasks:

1. Monitoring and reporting of the achievement of the Multimodal Traffic Service Objectives (MTSOs) for designated Routes of Regional Significance developed as part of the 2009 Update of the subregional Action Plans; and
2. Monitoring and reporting on the achievement of the level-of-service (LOS) standards adopted in the 2011 CMP Update, including bicycle and pedestrian approach volumes at intersections.

The qualified Consultant will be expected to be familiar with methods for monitoring the actual performance of transportation systems, and be skilled in applying those methods to measure the achievement of the MTSOs and CMP LOS standards.

The period of performance for the services is anticipated to be from approximately December 2012 through October 2013. Milestone dates for performance of the Services within this total period will be developed by the successful consultant and, upon approval of the Authority, will appear in Exhibit C, Milestone Schedule, in the Standard Agreement.

The scope of work includes the following:

1. Refine Scope of Services
 - a. Team Kick-off Meeting
 - b. Determine Information and Data Collection Needs and Methodologies
 - c. Preparation of Detailed Workslope, Schedule, and Budget
2. Monitor Status of MTSO and CMP Level-of-Service (LOS) Standards
 - a. Prepare MTSO Monitoring/Traffic Counting Plan
 - b. Data Collection
 - c. Calculate Status of CMP LOS Standards
 - d. Monitor CMP LOS Status and Re-Calculate Results
3. Report on Level-of-Service (LOS) Standards
 - a. Prepare Draft Monitoring Reports
 - b. Prepare Final Monitoring Reports
4. Conduct Baseline Monitoring for Newly Proposed MTSOs
 - a. Prepare Draft Monitoring Plan
 - b. Monitor and Calculate Proposed MTSOs
 - c. Prepare Memorandum on Baseline Monitoring of Proposed MTSOs
5. Meetings and Administration
 - a. Meeting Attendance
 - b. Project Administration



Planning Committee **STAFF REPORT**

Meeting Date: September 5, 2012

Subject	Authorization to Release RFP 12-5 to Update the Action Plans for Routes of Regional Significance
Summary of Issues	Generally viewed as a highly successful multi-jurisdictional performance-based planning effort, the Action Plans for Routes of Regional Significance, which are explicitly defined in the Measure J Growth Management Program, are to be updated for incorporation into the 2014 Countywide Transportation Plan (CTP) Update. Consultant support from a team of qualified transportation planning and engineering firms is needed to undertake this effort. Staff proposes to release RFP 12-5 to procure consultant services, and seeks Authority approval of this course of action.
Recommendations	Authorize staff to Release RFP 12-5 to Update the Action Plans
Financial Implications	Total cost of the effort is estimated at \$400,000 (assuming \$100,000 for each subarea (West, Central, East, and SWAT). Funds would be drawn from Regional Transportation Planning (Org. PRG-16a and OCP-18a. The approved FY 2012-13 CMA budget includes \$200,000 for this task. Remaining funds would be budgeted for FY 2013-14.
Options	<ol style="list-style-type: none"> 1. Change the scope, schedule, and/or budget of the effort.
Attachments	<ol style="list-style-type: none"> A. Proposed Scope of Work for Updating the Action Plans B. Excerpt from the Implementation Guide: Chapter 3 – Action Plans for Regional Routes.
Changes from Committee	

Background

The Authority has relied on the sub-regional Action Plans for Routes of Regional Significance as a fundamental component in implementing the cooperative, multi-jurisdictional planning

process called for by the Measure C/J Growth Management Program. For each Route of Regional Significance, the Action Plans must adopt:

- Multi-Modal Transportation Service Objectives (MTSOs) that use a quantifiable measure of effectiveness and include a target date for attaining the objective.
- A set of actions that the local jurisdiction will take to achieve the MTSOs.
- A process for monitoring and reviewing proposed new developments, and
- A schedule for the Regional Committee and the Authority to review progress in attaining objectives, and revision of Action Plans, as needed.

Attachment A outlines the generic scope of work for the Action Plans.

Attachment B shows the more detailed procedure for updating the Action Plans, as set forth in the Authority's *Implementation Guide*.

As mentioned in the 2014 CTP Work Plan (see Item 6.1), coverage for the Tri-Valley Action Plan remains a question. For budgeting purposes, we have included adequate budget for the Tri-Valley should the Alameda jurisdictions be willing to participate in the process.

ATTACHMENT A
DRAFT SCOPE OF WORK FOR ACTION PLAN UPDATES

PROPOSED SCOPE OF WORK

The following "Model" Scope of Work for the Action Plan Updates. This scope should be considered a prototype for the more detailed and focused scopes of work to be negotiated between the Authority and consultants in consultation with each Regional Transportation Planning Committee. As noted below, portions of the work will be done by other consultants.

1. Task 1: Refine Scope and Data Collection Plan

The consultant would work with RTPC staff and TAC to refine the work program and identify sources of data, including contacts (where known), that will be needed in the Action Plan Update.

2. Task 2: Collect Data

The consultant would collect information, with assistance from Authority and RTPC members, that would be used to evaluate the status of the Action Plan and define the existing and future issues that it must address. This information would likely include:

- Land use and demographic forecasts
- The existing and planned transportation system within the subregion
- Existing demands on the system including traffic volumes on Regional Routes and ridership on key components of the transit system
- Future travel demand forecasts based upon the Countywide Model and other sources
- The vision, goals and policies of the existing Action Plan and other relevant planning documents (local General Plans, CTP)
- Status of MTSOs and actions in the Action Plans
- Applicable policies (e.g., those set by the State and MTC) that could affect the implementation of actions or projects in the Action Plans

3. Task 3: Assess Status of Action Plan, and Identify Issues and Potential Changes

In this task, using the information collected in Task 2, the consultant would assess status of the Action Plan and identify potential revisions and issues to be addressed as part of the update. The review would evaluate:

- Vision, goals and policies of the existing Action Plan and other relevant planning documents (local General Plans, CTP)
- Existing network of Regional Routes
- Status of MTSOs and potential for their achievement in the future
- Status of regional actions and changes in their future "implementability"
- Review of detailed actions by route
- Requirements for consultation on environmental documents, procedures for review of the impacts of amendments to local General Plans and the schedule for periodic updates

ATTACHMENT A
DRAFT SCOPE OF WORK FOR ACTION PLAN UPDATES

4. Task 4: Identify New or Refined MTSOs/MTSOs and Actions

Based on their review of the evaluation prepared by the consultant in Task 3, the RTPC would identify new MTSOs and actions to implement them or revisions to the existing Action Plan. This task would result in:

- New or refined MTSOs
- A new set of actions and local responsibilities for implementing them.

5. Task 5: Assess Proposed Changes

The consultant would evaluate the proposed changes to the MTSOs and actions to implement them to determine their relative effectiveness and feasibility. The analysis would be multi-disciplinary and primarily qualitative in nature. Modeling would not necessarily be conducted as part of the analysis in this task unless specific quantitative testing of MTSOs and actions is warranted. The Authority's consultant for MTSO/CMP monitoring would conduct additional monitoring to establish baseline conditions against which to measure new MTSOs. Modeling of the combined Action Plans would be conducted as part of the environmental assessment for the CTP.

6. Task 6: Prepare Draft Action Plan Update

The RTPC would review the assessment of the proposed changes conducted in Task 4 and, with consultant assistance, prepare a Draft Action Plan Update. The Draft update would include a new introduction and refinements and additions to the previous Action Plan. The Draft would be reviewed by the RTPC and its local jurisdictions.

7. Task 7: Prepare and Circulate Proposed Action Plan Update for Review

In this task, the consultant shall work with the RTPC to update the Draft based on comments received, and prepare the Proposed Action Plan for distribution to all RTPCs and to the Authority. Following receipt of comments from other regions, the RTPC would respond to substantive comments received and modify, as necessary, the Proposed Action Plan and forward it to the Authority for its review.

8. Task 8: Prepare Final Action Plan Update

Following the circulation of the Proposed Action Plan Update, the RTPC would respond to comments and prepare the Final Action Plan Update.

3 Action Plans for Regional Routes

Measure J provides the basis for multijurisdictional planning, focusing on development of appropriate measures and programs for mitigation of regional traffic impacts. The measure requires jurisdictions to participate in an ongoing cooperative multijurisdictional planning process to create a balanced, safe, and efficient transportation system and to manage the impacts of growth. Measure J also requires that each jurisdiction consider the impacts of its land use and development policies on the transportation system. These requirements are to be implemented, in part, through the development and implementation of Action Plans for designated Regional Routes.

This Section discusses Action Plans in three parts:

1. A summary of the content of adopted Action Plans;
2. The planning process for updating Action Plans; and
3. The process for review, adoption and revision of the Plans.

Requirements for local compliance in relation to Action Plan implementation are listed in Section 8, Compliance and Compliance Reporting.

3.1 ACTION PLAN COMPONENTS

Action Plans will be required to include the components listed here. The Regional Committees may choose to include additional components.

1. **Long-range assumptions regarding future land use based on local general plans, consistent with regional forecasts.** The Authority maintains and updates a Land Use Information System (LUIS) that is consistent with the regional forecasts prepared by the Association of Bay Area Governments and reflects local plans for future development. The RTPCs are

Contra Costa Transportation Authority Growth Management Program

to use the LUIS in the short- and long-range forecasts used in developing and updating the Action Plans.

2. **Overarching goals that articulate the Authority's vision for the future.**
These goals can be either qualitative or quantitative. They can also be corridor specific, or apply to the entire subregion. For example, a goal could be to improve trunk-line transit service along a specific corridor or to improve overall transit ridership within the entire subregion.
3. **Adopted MTSOs that use a quantifiable measure of effectiveness and include a target date for attaining the objective.** MTSOs might include travel time, level-of-service, auto occupancy, or transit ridership. (Table 2 on the following page gives specific examples). RTPCs are encouraged to identify MTSOs that agencies can use as "thresholds of significance" in the CEQA process for a proposed development project or GPA. Objectives are to be consistent with the Authority's adopted goals.
4. **A set of actions to be implemented by each participating jurisdiction.** Actions may include commitments to: 1) fund a specific project or program; 2) support one or more strategies; or 3) implement any number of measures, all of which work towards the achievement of the MTSOs. The actions may be the same for each locality, or may vary. They may relate to capital improvements, fees, land use policy, TSM/TDM, transit service, or other programs and projects. Some actions may apply to more than one Regional Route because of the breadth of their impact. This is particularly likely in relation to land use measures.

Table 2. Examples of Adopted MTSOs and Corresponding Actions

<i>Sample MTSO</i>	<i>Actions</i>
Maintain a delay index of 4.0 on Interstate 680	<p>Continue to support investment in and implementation of HOV lanes on I-680</p> <p>Continue to support planned improvements to the I-680/SR-4 interchange and to SR-4</p> <p>Continue to work with Solano County to manage traffic in the I-680 corridor</p> <p>Complete the I-680 HOV Express bus access study funded through Regional Measure 2</p>
Maintain LOS E on Bailey Road, and LOS D on all other signalized suburban arterials	<p>Pursue development and completion of arterial projects, such as the widening of the Bailey Road/West Leland Road intersection</p> <p>Review and implement appropriate operational strategies originally recommended in the East County Commute Corridor Traffic Management Plan</p> <p>Coordinate with the California Highway Patrol to promote safer traffic operations, including facilitating enforcement</p>
Maintain a delay index of 3.0 or less on I-80 during weekday morning and evening peak hour	<p>Work with Solano County, Vallejo Transit, Caltrans, and MTC to obtain funding in Solano County for HOV lanes between I-80/I-680 and I-80/I-505, Park & Ride lots, ITS projects, and increased express bus service to the Bay Area</p> <p>Work with California Highway Patrol to encourage an increase in enforcement of HOV lane requirements for three-person carpools</p> <p>Identify full funding for the I-80 interchanges with San Pablo Dam Road, Central Avenue, and SR-4, including funding for long-term operations and maintenance</p>
Maintain a minimum average speed of 30 miles per hour on I-580	<p>Complete I-580 Eastbound/Westbound HOV Lane</p> <p>Pursue fifth eastbound through lane on I-580 from Santa Rita Rd to Vasco Rd</p> <p>Complete westbound I-580 auxiliary lane</p>

- Requirements for consultation on environmental documents among participating localities.** Projects and GPAs that exceed a specified threshold are subject to consultation requirements. The threshold size that triggers consultation requirements is specified in Section 4. Each Regional Committee may also establish an alternative threshold provided its own requirements are at least as stringent as those contained in the CEQA guidelines and those established by the Authority. Furthermore, consulta-

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tion on environmental documents should not be limited to neighboring jurisdictions; it should include affected RTPCs, and all localities upon which the project could have a significant impact. Section 4 provides further information regarding this requirement.

6. **Procedure for review of impacts resulting from proposed local General Plan amendments that have the potential to influence the effectiveness of adopted Action Plans.** Because the Action Plans will be based on land use assumptions reflecting local General Plans, General Plan amendments may affect implementation of Action Plans. The Authority has adopted a process for notification and review of the impact of proposed General Plan amendments. (See Section 4 for a more detailed description of the process.) Within the framework of adopted Authority policy, the Action Plans may outline in further detail how that process will be implemented for GPAs within the Action Plan area.

7. **Schedule for the Regional Committee and the Authority to review progress in attaining MTSOs, and revision of Action Plans as needed.** The updated Action Plans will represent each RTPC's best efforts to develop projects and programs that will result in progress towards meeting objectives. Because of the difficulty of anticipating program effectiveness, the Action Plans should be reviewed periodically and revised as appropriate.

3.2 ACTION PLAN UPDATES

Updated Action Plans will be developed by the Regional Committees in cooperation with local jurisdictions. The Action Plan updates will be based on corridor-level analysis that establishes existing conditions and projected changes in operations. The update should include an evaluation of whether the adopted MTSOs are being met. The update will follow the general guidelines and steps outlined below and illustrated in Figure 2.

PRELIMINARY OBJECTIVES

Quantifiable MTSOs are a required component of Action Plans. Objectives can be stated using various measures of effectiveness, such as travel time, average auto occupancy or transit patronage. Each objective will be quantifiable and will include a target date for attainment. The MTSOs should be crafted to serve as a “threshold of significance” in a CEQA document. For example, an adopted objective might be: “Maintain a Delay Index of 2.5 on [name of Regional Route segment].” Actions corresponding to this type of objective might include construction of auxiliary lanes, a new park-and-ride lot, creation of high-occupancy vehicle (HOV) lanes, metering the flow of traffic onto the facility, and implementation of a focused TSM/TDM program. When considering a GPA or major development project, the EIR would indicate whether the proposed action would exceed the MTSO, and the EIR would classify an exceedance as a significant impact on the environment.

Ideally, MTSOs would envision an improvement in operations. In some cases, however, objectives may seek to maintain current service levels (a non-degradation standard such as a policy to maintain a 20-minute travel time on a specified road segment over the next five years). In the worst case, where projections now indicate significant deterioration, a Committee might choose to adopt an objective to limit the rate of degradation.

During the development of primary objectives, Regional Committees that share designated Routes of Regional Significance should meet to coordinate their planning efforts. The updated Action Plans for different portions of the same Regional Route should have the same objectives.

An RTPC may identify segments of Regional Routes — corridors or geographic areas — that are subject to a specific MTSO. A geographically-specific MTSO may be used to address the following conditions:

1. **Accommodation of TOD:** Areas where Transit Oriented Development exists or is planned may need special consideration with regard to MTSOs that are oriented towards achievement of Traffic LOS at adjacent

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intersections. These TOD areas may be identified in the action plan as being subject to alternative MTSOs that differ from a corridor-level MTSO.

2. **Accommodation of Infill Development:** One of the objectives of the GMP is to support infill and redevelopment in existing urban and brown-field areas. Measure J established the CC-TLC program to strengthen existing communities through infill development. However, infill development may have localized traffic impacts because adjacent regional routes may already carry heavy traffic volumes. MTSOs may be used to encourage effective use of the CC-TLC program, and support the GMP ULL requirement.
3. **Adopted or Proposed Traffic Management Programs:** Traffic Management Programs (TMPs) may involve metering that controls downstream traffic levels and encourages temporal, spatial, or modal diversion. Alternative MTSOs may be identified where TMPs intended to improve overall system performance are proposed or have been established.
4. **Conflict(s) with Regional, Statewide, or Federal programs:** Examples of these types of programs include congestion pricing, high-occupancy/toll (HOT) lanes, toll collection, and freeway ramp metering. In the case where an MTSO is adversely affected by such programs, the RTPC may specify a different MTSO.

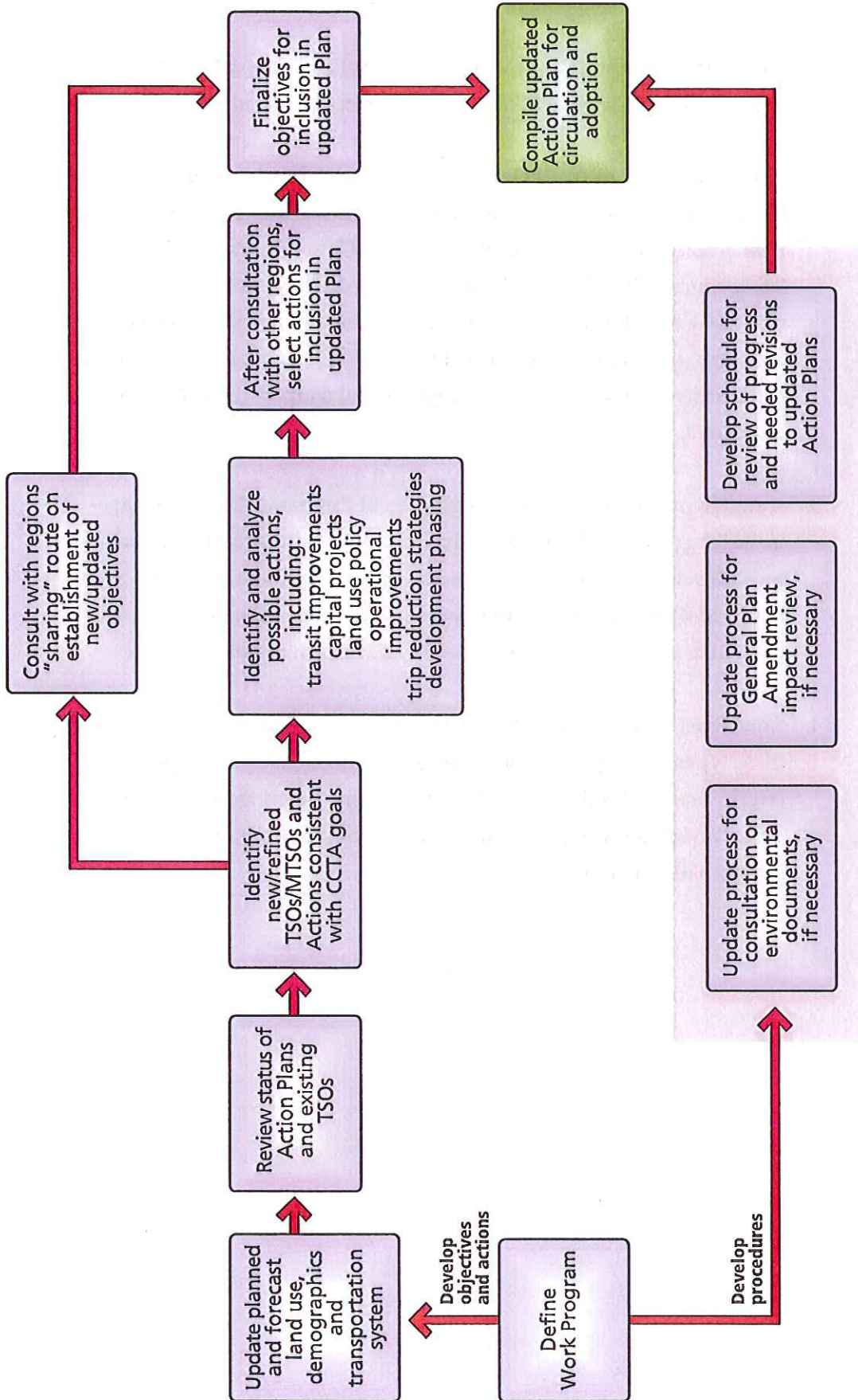


Figure 2

Action Plan Update Process

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ACTION PLAN ACTIONS, MEASURES & PROGRAMS

Evaluation of candidate actions, measures and programs will be based on the evaluation of baseline conditions and projections of future conditions assuming approved development, improvements in adopted capital improvements plans, and planned development consistent with local General Plans, and should take into account environmental and financial considerations. Travel demand forecasts will be prepared using the Authority's Countywide Model.

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. The actions, programs, and measures will be included in the updated Action Plan, with responsibilities assigned to the acting party. In some cases one action will be suitable for implementation by several or all jurisdictions, and acceptable to all. In others, actions may be unique to a single jurisdiction. As part of the Action Plan update process, specific actions to improve traffic conditions on the Routes of Regional Significance will be considered for adoption. The assignment of action policies should be limited to the involved parties who have representation on the RTPC.

Examples of actions to be considered and/or analyzed in the Action Plan for feasibility and effectiveness in attaining MTSOs include:

Land Use Policy

1. Modifications to allowable densities or set minimum densities for newly developing areas or infill areas where redevelopment is anticipated
2. Changes to location of planned land uses (new or redeveloped) to reduce impacts on Regional Routes
3. Conditions for development approvals on progress in attaining MTSOs
4. Establishing standards and incentives for Transit-Oriented Development (TOD) that will improve transit ridership

Capital Projects

1. Construction of new roads, transit facilities, or pedestrian, bicycle, or trail facilities
2. Street or freeway widening
3. HOV/HOT lane construction or facilities for "open road" tolling or congestion zone pricing
4. Adding turn lanes
5. Traffic calming features (e.g. curb bulbs, raised intersections, traffic circles/mini-roundabouts, median barriers, semi-diverters or diagonal diverters)

Operational Improvements

1. Traffic signal coordination
2. Traffic Management Programs
3. Integrated Corridor Management projects that deploy intelligent transportation system (ITS) technologies such as adaptive ramp metering, variable speed control, transit pre-emption, and improved incident detection
4. Revisions to transit routes and schedules
5. Augmentation of bus service on Regional Routes
6. Accommodation of HOVs/HOTs
7. Traffic calming measures

Trip Reduction Programs

1. Expanded TDM/TSM requirements within a corridor
2. Focused ridesharing or car sharing campaigns
3. Parking limitations and charges
4. Casual carpooling

Institutional and Intergovernmental Programs

1. Coordinated efforts to attract state and federal funding for projects in the County
2. Communication and cooperation with jurisdictions in adjacent counties

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3. Regional measures implemented through the Bay Area Partnership.

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 objectives, 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.

WORK PROGRAM

The overall approach to updating the Action Plans includes the following specific tasks.

- Data collection
- Assess status of action plan, and identify issues and potential changes
- Identify new or refined MTSOs and actions
- Assess proposed changes
- Assess procedures for review and mitigation
- Prepare draft Action Plan Update
- Adopt final Action Plan Update

A model work program for an Action Plan Update is shown in Appendix C.

PROCEDURES

In addition to identifying MTSOs and action policies, the updated Action Plans refer to the procedures outlined in this *Guide*, and specify any refinements to them, including:

- **Requirements for consultation on environmental documents:** The RTPC may set a threshold that is lower than the Authority threshold specified in Section 4;
- **Requirements for the review of impacts of local General Plan amendments that meet the specified threshold for vehicle trip generation:** Again, a lower threshold for review may be specified; and

- **A schedule for review by the Regional Committee and the Authority of progress in attaining objectives:** Generally, a two-to-four year review cycle is envisioned.

See items 5, 6 and 7 in Section 3.1 above for discussion of these procedures.

3.3 REVIEW, ADOPTION, AND REVISION OF UPDATED ACTION PLANS

The Action Plan update process relies on planning by the Regional Committees, consistent with Measure J, which notes that jurisdictions will “participate in the Authority’s ongoing countywide comprehensive transportation planning process..., including the Action Plans for Routes of Regional Significance.” Because Action Plans must work together to serve all transportation needs in the county, the Action Plan update process involves all jurisdictions in the county in the review process through the Regional Committees. The overall process for the review, adoption, and revision of Action Plans is described below.

- a. *Proposed updated Action Plan is circulated to all other Regional Committees.*

Some circulation of proposed policies will have occurred during development of the Action Plans update to establish common objectives for Regional Routes connecting two or more regions. Circulation of the proposed updated Action Plans will occur after full agreement on the Plans is reached in the originating Regional Committee.

- b. *Each Regional Committee is asked to comment on proposals, clearly identifying those proposals which it opposes and seeks to have changed by the originating Regional Committee.*

Because their responses will influence the approval process, Regional Committees are asked to clearly differentiate between policies that are supported, those that are not supported but not strongly opposed, and those that are strongly opposed.

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- c. *The originating Regional Committee modifies its proposed objectives and action policies as appropriate following receipt of comments by other committees, and submits its proposal with comments from other committees to the Authority.*

The Regional Committee may choose not to respond to comments received, but to allow the Authority, through its conflict resolution process, to determine what policies should prevail. Direct communications between Regional Committees, through joint meetings or other forums, it will be helpful in preparing revisions.

- d. *The Authority acts on proposed objectives, actions, and procedures.*

Where consensus has been reached among members of the Regional Committee and no other Committee has expressed objections to any of the policies, the Authority will accept the objectives and action policies as proposed. Where another committee or committees oppose some portion of the updated Action Plan, the Authority will determine which objectives and action policies are to be included as conditions of compliance with the GMP. In addition, the Action Plan procedures for consultation and review of EIRs and GPAs are reviewed for consistency with Authority policies.

- e. *Local implementation of actions adopted by the Authority and the Regional Committees become conditions of local compliance with the GMP. (See Section 7 for greater detail.) Compliance is tied only to local implementation of action policies, and not to achievement of MTSOs.*

Local jurisdictions will report on implementation of the set of actions identified in the adopted Action Plan through the biennial GMP checklist. One locality's compliance with the GMP cannot be judged based upon the unwillingness of another locality to participate in the process.

- f. *A periodic review will be initiated by the Regional Committee and submitted to the Authority. It will be based on the Authority's MTSO monitoring on Regional Routes.*

Consistent with the schedule for revision in the updated Action Plan, the Regional Committee and the Authority will periodically review progress in attaining objectives. If satisfactory progress is observed by the Regional Committee and the Authority, implementation of the updated Action Plan will continue. If progress has not been satisfactory, a revision of the Action Plan may be necessary. The revision process will require circulation and submittal of the proposed Action Plan as discussed in Section 3.2.

- g. Revision of updated Action Plans may be required to respond to General Plan Amendment(s) (GPAs) that would allow more development than anticipated by regional projections for population and job growth. This is because such unanticipated development could result in cumulative impacts that would adversely affect efforts to achieve and maintain MTSOs or conflict with implementation of adopted actions.*

As outlined in Section 4, the Authority has an adopted GPA review process that requires consultation between the responsible agency proposing the GPA and the affected RTPC. This consultation process could result in proposed revisions to the adopted Action Plan. RTPCs should avoid watering down MTSOs during the revision process. Revisions may increase local commitments to actions needed as a result of GPAs or otherwise modify the approach to be taken to meeting objectives. Action Plan revisions that are made in response to a local jurisdiction's GPA should be based upon a consensus reached between the jurisdiction proposing the GPA, and the affected RTPC.

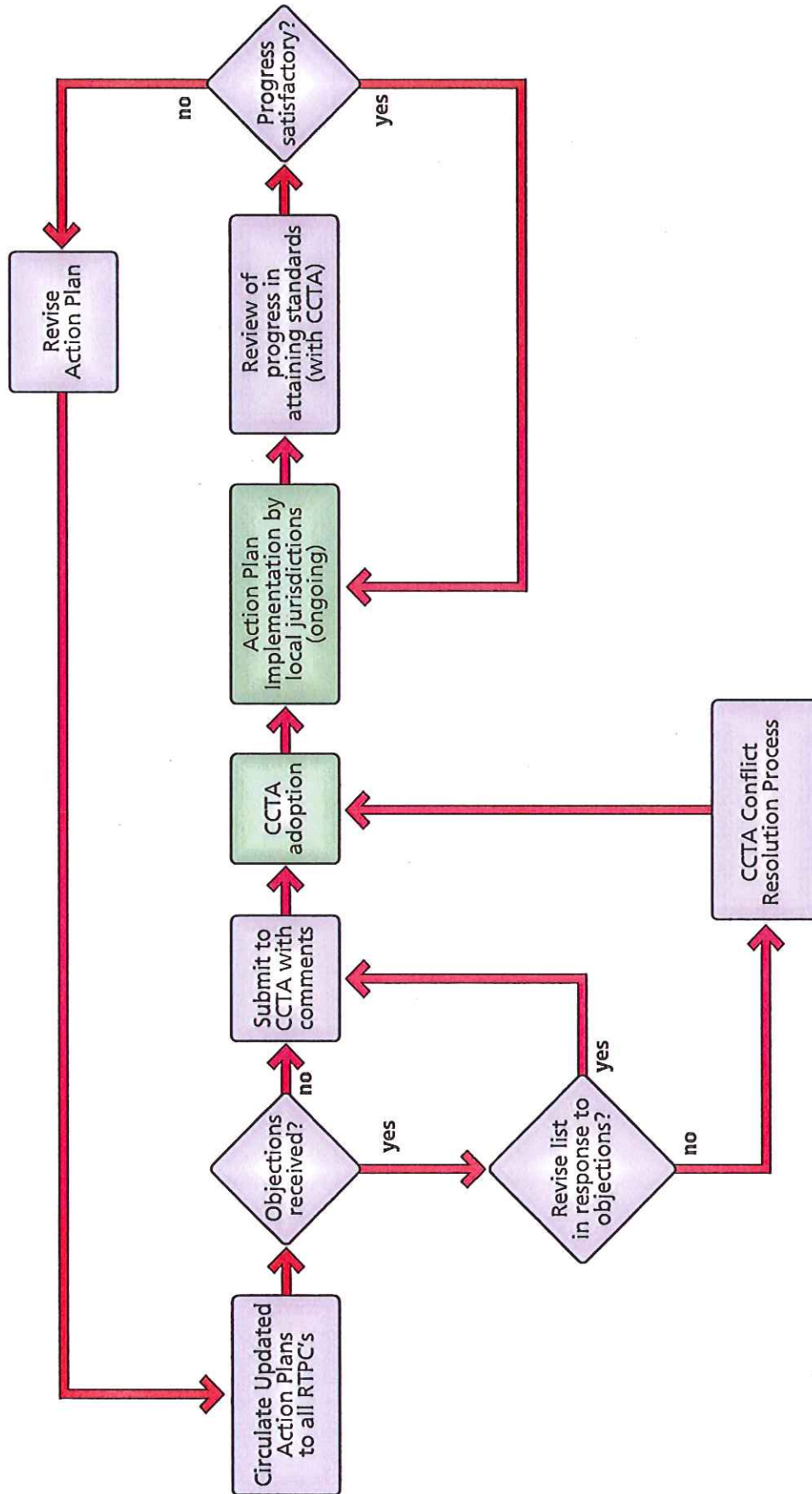


Figure 3
Circulation, Review and Adoption
of Updated Action Plans

May 4, 2007

