

**TRANSPAC**  
**Transportation Partnership and Cooperation**  
**Meeting Notice and Agenda**

**THURSDAY FEBRUARY 11, 2021**  
**REGULAR MEETING**  
**9:00 A.M. to 11:00 A.M.**

**COVID-19 SPECIAL NOTICE – PUBLIC MEETING GUIDELINES FOR  
PARTICIPATING VIA PHONE/VIDEO CONFERENCE**

Consistent with Executive Orders N-25-20 and N-29-20 issued by the Executive Department of the State of California, meetings of the TRANSPAC Board and TAC will utilize phone and video conferencing as a precaution to protect staff, officials, and the general public. The public is invited to participate by Zoom telephone or video conference via the methods below:

**Video Conference Access:** Please click the link at the noticed meeting time:

<https://us02web.zoom.us/j/87507808319?pwd=ZXlVUDB4b05lcVp1dFhOUeVZTXkyQT09>  
Password: 750787.

**Phone Access:** To observe the meeting by phone, please call at the noticed meeting time 1 (669) 900 6883, then enter the Meeting ID 858 9773 7448 and Password: 750787.

**Public Comments:** Public Comment may still be provided by submitting written comments to [tiffany@graybowenscott.com](mailto:tiffany@graybowenscott.com) by 3 p.m. on the day before the meeting, which will be read during Public Comment or on the related item when Public Comment is called and entered into the record.

**Americans with Disabilities Act (ADA):** This agenda is available upon request in alternative formats to persons with a disability, as required by the ADA of 1990 (42 U.S.C. §12132) and the Ralph M. Brown Act (Cal. Govt. Code §54954.2). Persons requesting a disability related modification or accommodation should contact TRANSPAC via email or phone at [tiffany@graybowenscott.com](mailto:tiffany@graybowenscott.com) or (925) 937-0980 during regular business hours at least 48 hours prior to the time of the meeting.

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**1. CONVENE REGULAR MEETING / SELF-INTRODUCTIONS**

- 2. PUBLIC COMMENT.** At this time, the public is welcome to address TRANSPAC on any item not on this agenda. Please complete a speaker card and hand it to a member of the staff. Please begin by stating your name and address and indicate whether you are speaking for yourself or an organization. Please keep your comments brief. In fairness to others, please avoid repeating comments.

### **3. CONSENT AGENDA**

#### **a. MINUTES OF THE DECEMBER 10, 2020 MEETING 🌀 Page 7**

Attachment: Minutes of the December 10, 2020 meeting

### **END CONSENT AGENDA**

- 4. APPOINTMENT OF TRANSPAC REPRESENTATIVE TO THE CCTA.** TRANSPAC is represented on the Contra Costa Transportation Authority (CCTA) Board by two members and two alternate members (all elected officials). At the December 10, 2020 Board meeting, Sue Noack, previously serving as an alternate TRANSPAC representative to the CCTA, was appointed to fill the vacancy of primary representative for the remaining term ending January 31, 2022. The position of alternate for Sue Noack is now vacant. This alternate CCTA appointment is for the remainder of the term ending January 31, 2022. 🌀 **Page 13**

**ACTION RECOMMENDATION: Appoint the alternate TRANSPAC CCTA representative for the position with the term ending January 31, 2022.**

Attachment: Staff Report

- 5. ACCEPT TRANSPAC ANNUAL FINANCIAL REPORT AS OF JUNE 30, 2020 AND 2019 WITH INDEPENDENT AUDITORS' REPORT.** TRANSPAC policy calls for an independent audit to be made by a certified public accountant to ensure TRANSPAC is complying with JPA defined requirements and Government Code Section 6505 regarding strict accountability of funds... 🌀 **Page 15**

**ACTION RECOMMENDATION: Accept the Annual Financial Report as of June 30, 2020 and 2019 with Independent Auditors' Reports thereon.**

Attachment: Staff Report

- 6. TRANSPAC QUARTERLY FINANCIAL REPORTS.** The TRANSPAC JPA calls for the reporting of certain financial information on a quarterly basis. This report contains a summary of the amount of funds held, receipts and expenses of TRANSPAC for FY 2020/21 for the period ended December 31, 2020 as well as additional financial reports. (INFORMATION). 🌀 **Page 39**

Attachment: Staff Report

7. **REVIEW DRAFT CCTA CONTRA COSTA COUNTYWIDE VISION ZERO SYSTEMIC TRANSPORTATION SAFETY POLICY & IMPLEMENTATION GUIDE.** Contra Costa Transportation Authority (CCTA) staff will provide a presentation on CCTA's draft Contra Costa Countywide Vision Zero Systemic Transportation Safety Policy & Implementation Guide. The guide is intended to assist jurisdictions in achieving zero transportation-related fatalities and severe injuries. TRANSPAC Board members are invited to review and provide comments on the draft Contra Costa Countywide Vision Zero Systemic Transportation Safety Policy & Implementation Guide. (INFORMATION). 🌀 **Page 43**

Attachment: Staff Report

8. **PROPOSED REVISIONS TO THE CCTA GMP IMPLEMENTATION GUIDE.** Local agencies are required to follow the Contra Costa Transportation Authority (CCTA) Growth Management Plan (GMP) guidelines to receive return to source funds from the CCTA. The GMP and the required subregional Action Plans originally focused on regional roadways and delay-based metrics to monitor regional traffic flow. Since the adoption of Measure J, the 2010 Implementation Guide and most recent Action Plans have taken a multi-modal approach. In 2018, CCTA embarked on a process to update Measure J's implementation documents to address evaluating roadway as well as non-roadway Multi-Modal Transportation Service Objectives (MTSOs). CCTA staff will review the latest draft of the proposed revisions to the GMP Implementation Guide (dated December 21, 2020). (INFORMATION). 🌀 **Page 53**

Attachment: Staff Report

9. **INTERSTATE 680/STATE ROUTE 4 INTERCHANGE IMPROVEMENTS, PHASE 3 – PROJECT STATUS UPDATE.** Construction of the Interstate 680/State Route 4 Interchange Improvement projects, with construction starting in 2018, is about the 75% complete. Contra Costa Transportation Authority (CCTA) staff will provide an update on the project status. (INFORMATION). 🌀 **Page 187**

Attachment: Staff Report

10. **INTERSTATE 680 HIGH OCCUPANCY VEHICLE LANE COMPLETION AND EXPRESS LANE CONVERSION – PROJECT STATUS UPDATE.** Construction of the civil construction component of the Interstate 680 High Occupancy Vehicle (HOV) Completion and Express Lanes Project projects, with construction starting in 2018, is over 95% complete. Contra Costa Transportation Authority (CCTA) staff will provide a project status update for the project. (INFORMATION). 🌀 **Page 191**

Attachment: Staff Report

11. **TRANSPAC CCTA REPRESENTATIVE REPORTS**

**12. CCTA EXECUTIVE DIRECTOR'S REPORT REGARDING AUTHORITY ACTIONS / DISCUSSION ITEMS 🌀 Page 194**

Attachment: CCTA Executive Director's Report dated January 20, 2021.

**13. ITEMS APPROVED BY THE CCTA FOR CIRCULATION TO THE REGIONAL TRANSPORTATION PLANNING COMMITTEES AND RELATED ITEMS OF INTEREST 🌀 Page 196**

Attachment: CCTA Executive Director Timothy Haile's RTPC Memo dated January 27, 2021.

**14. TAC ORAL REPORTS BY JURISDICTION:** Reports from Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek, and Contra Costa County, if available.  
**🌀 Page 198**

- TRANSPAC – Meeting summary letter dated December 10, 2020.
- TRANSPLAN – The January 14, 2021 TRANSPLAN meeting was canceled.
- SWAT – Meeting summary letter dated January 6, 2021.
- WCCTAC – The last WCCTAC meeting was held on January 22, 2021, the next meeting is scheduled for February 11, 2021.
- Street Smarts Programs in the TRANSPAC Region can be found at:  
<https://streetsmartsdiablo.org/events/>
- County Connection Fixed Route Monthly Report:  
<http://countyconnection.com/wp-content/uploads/2020/11/8a.pdf>
- County Connection Link Monthly Report:  
<http://countyconnection.com/wp-content/uploads/2020/11/8b.pdf>
- The CCTA Project Status Report may be downloaded at:  
<https://ccta.primegov.com/Portal/viewer?id=1636&type=0>
- The CCTA Board meeting was held on January 20, 2021. The next meeting is scheduled for February 17, 2021.
- The CCTA Administration & Projects Committee (APC) meeting was held of February 4, 2021.
- The CCTA Planning Committee (PC) meeting was held on February 3, 2020.  
<https://ccta.primegov.com/Portal/Meeting?compiledMeetingDocumentFileId=9128>
- The CCTA Calendar for January 2021 to April 2021, may be downloaded at:  
<https://ccta.primegov.com/Portal/viewer?id=10376&type=2>

**15. BOARDMEMBER COMMENTS**

**16. MANAGING DIRECTOR'S REPORT**

**17. ADJOURN / NEXT MEETING**

The next meeting is scheduled for March 11, 2021 at 9:00 A.M. The location will be determined pending further guidance from the Contra Costa County Department of Public Health.

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## **TRANSPAC Committee Meeting Summary Minutes**

**MEETING DATE:** December 10, 2020

**MEMBERS PRESENT:** Carlyn Obringer, Concord (Chair), Mark Ross, Martinez (Vice Chair), Sue Noack, Pleasant Hill; Loella Haskew, Walnut Creek; Carl Wolfe, Clayton; Karen Mitchoff, Contra Costa County

**PLANNING COMMISSIONERS PRESENT:** Diana Vavrek, Pleasant Hill; Bob Pickett, Walnut Creek; John Mercurio, Concord

**STAFF PRESENT:** Abhishek Parikh, Concord; Robert Sarmiento, Contra Costa County; Andy Smith, Walnut Creek; Mario Moreno, Pleasant Hill; Lynne Filson, Clayton/Martinez; Matt Todd, TRANSPAC Managing Director; and Tiffany Gephart, TRANSPAC Clerk

**GUESTS/PRESENTERS:** Tarien Grover, CCTA; Kirsten Riker, 511 Contra Costa; Peter Cloven, Clayton Council Member; Matt Kelly, CCTA; Corinne Dutra-Roberts, 511 Contra Costa; Ozzy Arce, Walnut Creek

**MINUTES PREPARED BY:** Tiffany Gephart

### **1. Convene Regular Meeting / Pledge of Allegiance / Self-Introductions**

Chair Carlyn Obringer called the meeting to order at 9:00 A.M. Introductions followed.

### **2. Public Comments**

There were no comments from the public.

### **3. Consent Agenda**

#### **a. Minutes of the November 12, 2020 Meeting**

**On motion by Sue Noack seconded by Loella Haskew to approve the minutes of the November 12, 2020 TRANSPAC Board meeting.**

**Aye: Obringer, Ross, Noack, Haskew, Mitchoff**

**Abstention: Carl Wolfe**

### **4. ELECTION OF TRANSPAC CHAIR AND VICE CHAIR.**

**On a motion by Sue Noack seconded by Loella Haskew to appoint Mark Ross as Chair of TRANSPAC for the term ending January 31, 2022. (Obringer, Ross, Noack, Haskew, Mitchoff, Wolfe).**

**On a motion by Sue Noack seconded by Mark Ross to appoint Loella Haskew as Vice Chair of TRANSPAC for the term ending January 31, 2022. This item was approved by unanimous vote of the members present. (Obringer, Ross, Noack, Haskew, Mitchoff, Wolfe).**

## **5. APPOINTMENT OF TRANSPAC REPRESENTATIVE TO THE CCTA.**

Chair Obringer asked if Loella Haskew agreed to continue to serve as the CCTA representative for TRANSPAC. She asked the Board if they would like to make a motion.

**On a motion by Sue Noack seconded by Karen Mitchoff to appoint Loella Haskew as TRANSPAC representative on the CCTA Board for the term ending January 31, 2023. This item was approved by unanimous vote of the members present. (Obringer, Ross, Noack, Haskew, Mitchoff, Wolfe).**

Karen Mitchoff requested that the Board discuss the process for appointing TRANSPAC representatives to the CCTA prior to appointing the second seat and alternate seat. She noted several options including rotating city by city with a two-year cycle and commented the SWAT process of alternating members.

Carlyn Obringer noted that on page 10 of the packet is the history of appointees to CCTA and that there has not been a representative from Concord for some time.

Karen Mitchoff further commented that the benefit to a rotation is bringing new perspectives and to give each city an opportunity to serve on CCTA, but there is a risk of losing expertise or gravitas. Ms. Mitchoff noted that Concord is the largest city in the county, and it has been raised previously by past TRANSPAC representatives Edi Birsan and Ron Leone that Concord has not had a representative on the CCTA Board.

Carlyn Obringer commented that the proposed motivations are not just to bring the City perspective and affirmed her agreement with a regional approach and that the Naval Weapons Station project for example is not just a Concord project but a regional project. Ms. Obringer commented whatever the Board decides should be consistent with both seats.

Loella Haskew commented that this item was not on the agenda and suggested to table the discussion for a different time.

Karen Mitchoff commented that the discussion is reasonable within the scope of the appointment discussion.



Sue Noack commented that historical knowledge and relationships can be lost by rotating out every two years. She noted that it takes a while to learn all the ins and outs of the region.

Carl Wolfe commented that he agreed with Sue Noack that the long-term outweighs the short-term.

Carlyn Obringer asked if the discussion is appropriate per the Brown Act. Matt Todd commented that the discussion seems appropriate within the agenda item topic and that there is an option to defer items if the Board wishes.

Sue Noack motioned for consensus to formalize an election based selection process rather than a rotational selection basis. Ms. Noack clarified this supported the process used in the past. Carlyn Obringer asked if a motion is needed to formalize the process.

Karen Mitchoff commented that a consensus is fine.

Ms. Haskew commented that it is critical that there is consistency within CCTA.

Mark Ross commented that he did see the value of longevity but there is value in a rotation and noted that Concord has not had a seat at the table. He commented that perhaps a 4-year rotation could be a consideration, but the status quo should be reviewed and/or changed. He expressed a desire to avoid a situation where a city has a birth right to the seat.

Karen Mitchoff commented that continuity is a value. Ms. Mitchoff asked who the current alternates are. Matt Todd commented that Sue Noack served as the alternate for Loella Haskew and Carlyn Obringer served as the alternate for Julie Pierce.

Carlyn Obringer asked Sue Noack how long she was been with TRANSPAC. Ms. Noack commented since 2015 as an elected official. Ms. Obringer commented that she would like to weigh in on the discussion and reaffirmed the value of longevity and that the issues are complicated and that it takes time and energy to get up to speed. She affirmed that it is important to have regional perspective in the role. She noted that she is part of the East Bay Regional Parks District Advisory Committee and Mayors Conference representative and has experience balancing the needs of Concord citizens as well as Alameda and Contra Costa County. She commented that all members have a regional mindset and are capable of learning but asked how the committee can ensure that each City has an opportunity to serve.

Loella Haskew commented that Carlyn Obringer's point belies the significance of the regional position. Ms. Haskew noted that the position is representative of TRANSPAC and not just the individual City.

Ms. Obringer clarified her point but also raised a concern that there has been historic representation from certain areas of the region and wanted to ensure that all city

representatives are allowed the opportunity to serve. She further noted that all representatives of TRANSPAC are fully able to serve on CCTA.

Sue Noack commented that Julie Pierce did an incredible job representing the region though she was a representative from the smallest city. Ms. Noack further commented that the goal is to appoint someone who has the knowledge, capability, and time to serve at that capacity and noted that it doesn't matter where that particular representative sits.

Karen Mitchoff commented that it isn't a matter of every city having the opportunity to sit on CCTA. She noted that in the past Concord had multiple different individuals representing the City on the TRANSPAC Board and it wasn't a matter of Concord not being allowed to participate but a matter of having the right individual who has longevity. She further commented that although planning Commissioners cannot vote but can participate in the discussion.

Bob Pickett commented that TRANSPAC operates as a regional committee and must have trust in individuals they appoint regardless of the City they represent. Bob further noted that longevity and continuity is very important and agreed with Karen Mitchoff that members are chosen to represent the region.

Carl Wolfe commented that he would like to see someone in the position that can hit the ground running.

Carlyn Obringer commented that she would like to be considered for the role and noted that Sue Noack would like to be considered as well.

Karen Mitchoff commented that if anyone else wants to have the opportunity to serve that they should make their case.

Matt Todd commented that the Board will need to make a motion and second to appoint their desired representative and that there isn't a ballot process.

Sue Noack commented that she is interested in the position and has a lot to contribute. She noted her time serving on TRANSPAC but also her 6 years of service on the County Connection Board as well as her 25-30 year background in transportation and her role as a Chief Investment Risk Officer for a leasing company which involved planes, trains, parking, etc.

Carlyn Obringer commented that she gained experience as an appointed Planning Commissioner in 2015. She noted her further service on the Concord City Council and her work on large transportation projects. Ms. Obringer expressed a desire to work toward the regional approach. She noted that she is prepared step-up and serve on day one.

On a motion by Mark Ross, seconded by Carlyn Obringer to appoint Carlyn Obringer as the second TRANSPAC representative to the CCTA Board.

**Aye: Obringer, Ross**

**No: Haskew, Mitchoff, Noack, Wolfe**

**On a motion by Loella Haskew, seconded by Carl Wolfe to appoint Sue Noack as the second TRANSPAC representative to the CCTA Board for the term ending January 31, 2022.**

**Aye: Ross, Noack, Haskew, Mitchoff, Wolfe**

**No: Obringer**

**On a motion by Loella Haskew, seconded by Karen Mitchoff to appoint Carlyn Obringer as the alternate to Loella Haskew's position on the CCTA Board for the term ending January 31, 2023. The item was approved by unanimous vote of the members present. (Obringer, Ross, Noack, Haskew, Mitchoff, Wolfe)**

The Board agreed to defer the appointment of an alternate to Sue Noack's position on the CCTA Board pending the official appointment of Vice Mayor to Clayton (Peter Cloven).

#### **6. TRANSPAC COMMITTEE APPOINTMENTS.**

Matt Todd presented staff level CCTA committee appointment recommendations. Ozzy Arce of Walnut Creek was recommended to fill the vacant position on the Countywide Pedestrian Advisory Committee (CBAC) and Lynne Filson of Martinez was recommended to serve as the alternate for the term ending December 31, 2021. Mario Moreno was recommended to fill the Pleasant Hill vacant position on the Innovate 680 Technical Advisory Committee. Scott Alman was recommended to fill the vacant position on the Technical Coordinating Committee and Mario Moreno is recommended to serve as the alternate for the term ending March 31, 2021. Lynne Filson is recommended to fill the vacant position on the Vision Zero Working Group.

**On a motion by Karen Mitchoff, seconded by Sue Noack to appoint the TRANSPAC staff committee appointments as included in the staff report. (Obringer, Ross, Noack, Haskew, Mitchoff, Wolfe).**

#### **7. TRANSPAC CCTA REPRESENTATIVE REPORTS.**

Loella Haskew noted the request for proposals for the VMT mitigation framework was approved. The committee received a presentation on the Richmond and Pittsburg Bay Point Transportation plan. A few questions were raised that will impact future presentations to the Board. Ms. Haskew was asked to represent the APC committee and received a legislative update.

The committee approved the proposed advocacy program and reviewed the I-680/State Route 4 issues and the I-680 HOV lanes and received an update on the construction and noted that the project is ahead of schedule and 1 million under budget. The Board voted to reinstate the Salary and Benefits Ad Hoc Committee to perform a salary survey.

Matt Todd commented that he requested an update and presentation on the I-680 Highway 4 project at the next TAC and Board meetings.

**8. CCTA EXECUTIVE DIRECTOR'S REPORT REGARDING AUTHORITY ACTIONS / DISCUSSION ITEMS.**

No member comments.

**9. ITEMS APPROVED BY THE CCTA FOR CIRCULATION TO THE REGIONAL TRANSPORTATION PLANNING COMMITTEES AND RELATED ITEMS OF INTEREST**

No member comments.

**10. TAC ORAL REPORTS BY JURISDICTION: Reports from Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek, and Contra Costa County, if available.**

No member comments.

**11. BOARDMEMBER COMMENTS**

Carlyn Obringer thanked everyone for the opportunity to serve as Chair of TRANSPAC. She further applauded the group for getting things accomplished despite the challenges of 2020. Ms. Obringer noted that the Board will not meet again until February.

**12. MANAGING DIRECTOR'S REPORT**

Matt Todd thanked Carlyn Obringer for her work as Chair and wished everyone a happy holiday and new year.

**13. ADJOURN / NEXT MEETING** The meeting adjourned at 10:07 A.M. The next meeting is scheduled for February 11, 2020 at 9:00 A.M.

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## **TRANSPAC Board Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2020

<b>Subject:</b>	<b>APPOINTMENT OF TRANSPAC REPRESENTATIVES TO THE CCTA</b>
<b>Summary of Issues</b>	TRANSPAC is represented on the Contra Costa Transportation Authority (CCTA) Board by two members and two alternate members (all elected officials). At the December 10, 2020 Board meeting, Sue Noack, previously serving as an alternate TRANSPAC representative to the CCTA, was appointed to fill the vacancy of primary representative for the remaining term ending January 31, 2022. The position of alternate for Sue Noack is now vacant. This alternate CCTA appointment is for the remainder of the term ending January 31, 2022.
<b>Recommendations</b>	Appoint the alternate TRANSPAC CCTA Representative for the position with the term ending January 31, 2022.
<b>Options</b>	The TRANSPAC Board could defer this action to the next TRANSPAC meeting in March. This would cause TRANSPAC to not have the full complement of CCTA Board alternates approved to serve at the February and possibly March CCTA meetings.
<b>Attachment(s)</b>	A. CCTA Letter Requesting Appointment of Central County Representative Appointments (dated 11/17/20)

### **Background**

TRANSPAC is represented on the Contra Costa Transportation Authority (CCTA) Board by two members and two alternate members (all elected officials). The two alternate member positions can serve for either or both of TRANSPAC's CCTA representatives, as necessary.

At the December 10, 2020 Board meeting, Loella Haskew was re-elected to serve as the TRANSPAC representative to CCTA and Carlyn Obringer was elected to serve as the alternate for the term that ends January 31, 2023. Sue Noack was elected to serve as the TRANSPAC representative to CCTA for the term that ends January 31, 2022. This seat was previously held by Julie Pierce (City of Clayton). The alternate position for this seat is currently vacant. The selection of the alternate appointment was deferred to allow for the appointment of the City of Clayton TRANSPAC member for 2021.

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**TRANSPAC Board Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2021

<b>Subject:</b>	<b>Accept TRANSPAC Annual Financial Report as of June 30, 2020 and 209 with Independent Auditors' Report</b>
<b>Summary of Issues</b>	TRANSPAC policy calls for an independent audit to be made by a certified public accountant to ensure TRANPSAC is complying with our Joint Powers Agreement defined requirements and Government Code Section 6505 regarding strict accountability of funds. The audit provides an annual snapshot of the TRANSPAC's financial position. The audit has been completed and a copy included in the attached material. Upon acceptance of the financial and audit reports, staff will distribute copies of the final materials to the TRANSPAC member agencies as well as the County Auditor (in compliance with Government Code Section 6505).
<b>Recommendations</b>	Accept the Annual Financial Report as of June 30, 2020 and 2019 with Independent Auditors' Reports thereon.
<b>Financial Implications</b>	As indicated in the attached reports.
<b>Options</b>	Request clarifications or provide additional comments to staff.
<b>Attachments</b>	A. Transmittal Letter from Cropper Accountancy Corporation dated January 13, 2021. B. TRANSPAC Annual Financial Report as of June 30, 2020 and 2019 with Independent Auditors' Reports thereon

January 13, 2021

To the Board of Directors of  
Transportation Partnership and Cooperation  
c/o Matthew Todd, Managing Director  
1211 Newell Ave., Suite 200  
Walnut Creek, CA 94596

We have audited the financial statements of the business-type activities of Transportation Partnership and Cooperation (TransPAC) for the year ended June 30, 2020. Professional standards require that we provide you with information about our responsibilities under generally accepted auditing standards (and, if applicable, *Government Auditing Standards* and the Uniform Guidance), as well as certain information related to the planned scope and timing of our audit. We have communicated such information in our letter to you dated January 13, 2021. Professional standards also require that we communicate to you the following information related to our audit.

#### Significant Audit Matters

##### *Qualitative Aspects of Accounting Practices*

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by TransPAC are described in Note 1 to the financial statements. No new accounting policies were adopted and the application of existing policies was not changed during fiscal year 2020. We noted no transactions entered into by TransPAC during the year for which there is a lack of authoritative guidance or consensus. All significant transactions have been recognized in the financial statements in the proper period.

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. *There were no estimates for the year ended June 30, 2020.*

Certain financial statement disclosures are particularly sensitive because of their significance to financial statement users. The most sensitive disclosure affecting the financial statements was:

- The disclosure of the transportation improvement expenses in Note 5 to the financial statements. For the years ended June 30, 2020 and 2019, the expenses were \$10,000 and \$7,281, respectively.

The Pacheco transit hub, for which these costs were incurred, is not an asset of the Authority, but is a project of the Contra Costa Transit Authority in conjunction with the California Department of Transportation and County Connection. Currently, TransPAC contributes annually to the maintenance costs because the project is managed by the City of Martinez, which is a member agency of TransPAC.

The financial statement disclosures are neutral, consistent, and clear.

##### *Difficulties Encountered in Performing the Audit*

We encountered no significant difficulties in dealing with management in performing and completing our audit.



#### *Corrected and Uncorrected Misstatements*

Professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that are clearly trivial, and communicate them to the appropriate level of management. We did not identify any misstatements, material or immaterial during the course of our audit.

#### *Disagreements with Management*

For purposes of this letter, a disagreement with management is a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditors' report. We are pleased to report that no such disagreements arose during the course of our audit.

#### *Management Representations*

We have requested certain representations from management that are included in the management representation letter dated January 13, 2021.

#### *Management Consultations with Other Independent Accountants*

In some cases, management may decide to consult with other accountants about auditing and accounting matters, similar to obtaining a "second opinion" on certain situations. If a consultation involves application of an accounting principle to TransPAC's financial statements or a determination of the type of auditors' opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

#### *Other Audit Findings or Issues*

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as TransPAC's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our retention.

#### Other Matters

We applied certain limited procedures to the Management's Discussion and Analysis, which is required supplementary information (RSI) that supplements the basic financial statements. Our procedures consisted of inquiries of management regarding the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We did not audit the RSI and do not express an opinion or provide any assurance on the RSI.

#### Restriction on Use

This information is intended solely for the information and use of the Board of Directors and management of TransPAC and is not intended to be, and should not be, used by anyone other than these specified parties.

Very truly yours,

  
CROPPER ACCOUNTANCY CORPORATION  
Walnut Creek, California

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
ANNUAL FINANCIAL REPORT  
AS OF JUNE 30, 2020 and 2019  
WITH  
INDEPENDENT AUDITORS' REPORTS THEREON

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**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
**ANNUAL FINANCIAL REPORT**  
**JUNE 30, 2020 and 2019**

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## **INDEPENDENT AUDITORS' REPORT**

Board Members  
Transportation Partnership and Cooperation  
Pleasant Hill, California

### **Report on the Financial Statements**

We have audited the accompanying financial statements of the governmental activities and the general fund of the Transportation Partnership and Cooperation (TransPAC), as of and for the years ended June 30, 2020 and 2019, and the related notes to the financial statements, which collectively comprise the TransPAC's basic financial statements as listed in the table of contents.

### ***Management's Responsibility for the Financial Statements***

TransPAC's management is responsible for the preparation and fair presentation of these financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.

### ***Auditors' Responsibility***

Our responsibility is to express opinions on these financial statements based on our audit. We conducted our audit in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in Government Auditing Standards, issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the financial statements. The procedures selected depend on the auditors' judgment, including the assessment of the risks of material misstatement of the financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

### ***Opinion***

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the general fund of TransPAC, as of June 30, 2020 and 2019, and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

### ***Other Matters***

#### ***Required Supplementary Information***

Accounting principles generally accepted in the United States of America require that Management's Discussion and Analysis on pages 3-4 be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.



CROPPER ACCOUNTANCY CORPORATION

Walnut Creek, California

January 13, 2021

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
(A JOINT POWERS AUTHORITY)  
Management's Discussion and Analysis  
June 30, 2020

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**THE PURPOSE OF THE TRANSPORTATION PARTNERSHIP AND COOPERATION:**

In 1990, the six jurisdictions of Clayton, Concord, Contra Costa County, Martinez, Pleasant Hill, and Walnut Creek adopted a cooperative agreement to form the Transportation Partnership and Cooperation (TransPAC). TransPAC is responsible for the development of transportation plans, projects and programs for the Central County areas as well as the appointment of two representatives to the Contra Costa Transportation Authority who serve alternating two-year terms.

In 2014, all six jurisdictions signed a formal Joint Exercise of Powers Agreement (JPA). The purpose of the JPA was the joint preparation of a Central County Action Plan (Action Plan) for Routes of Regional Significance (RRS) and cost sharing of recommended improvements.

TransPAC adopted an update to the Action Plan in 2014. The Action Plan was updated again in 2017. The Plan is a mutual understanding and agreement on Central County transportation concerns and recommendations for improvements. The Plan also identifies specific regional transportation improvements for funding and implementation.

**THE BASIC FINANCIAL STATEMENTS**

The Basic Financial Statements comprise the *Statement of Net Position* and *Statement of Activities* for the Combined Government-wide and Fund Financial Statements. These statements present the TransPAC financial activities as a whole. The *Statement of Net Position* and *Statement of Activities* include all assets and liabilities using the full accrual basis of accounting similar to the accounting model used by private sector firms.

**Statement of Net Position**

The *Statement of Net Position* (Basic Financial Statements, page 5) is a snapshot of TransPAC's financial position at the end of the Fiscal Year (FY) 2020 and 2019. TransPAC's assets are all current assets, i.e. cash and receivables. TransPAC has no capital assets. For the years ended June 30, 2020 and 2019, net position totaled \$295,147 and \$278,556, respectively.

**Table 1. Statement of Net Position as of June 30:**

	<u>2020</u>	<u>2019</u>	<u>\$ Change</u>	<u>% Change</u>
<b>Assets</b>				
Cash and equivalents	\$ 363,269	\$ 338,425	\$ 24,844	7.3%
Interest receivable	1,224	2,552	(1,328)	-52.0%
	<u>\$ 364,493</u>	<u>\$ 340,977</u>	<u>\$ 23,516</u>	<u>6.9%</u>
<b>Liabilities and Net Position</b>				
Liabilities	\$ 69,346	\$ 62,421	\$ 6,925	11.1%
Net position	295,147	278,556	16,591	-6.0%
	<u>\$ 364,493</u>	<u>\$ 340,977</u>	<u>\$ 23,516</u>	<u>6.9%</u>

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Management's Discussion and Analysis  
June 30, 2020

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**Statement of Activities**

The Statement of Activities (Basic Financial Statements, page 7) presents TransPAC's revenue and incurred expenses for the year ended June 30, 2020. All financial activities incurred for TransPAC are recorded here, including operational expenses, capital project costs, depreciation and accrued liabilities, when applicable.

**Table 2. Statement of Activities for the Fiscal Years Ended June 30:**

	<u>2020</u>	<u>2019</u>	<u>\$ Change</u>	<u>% Change</u>
<b>Expenses</b>				
Administrative	\$ 199,905	\$ 74,856	\$ 125,049	167.1%
Accounting and auditing	4,250	8,500	(4,250)	-50.0%
Consulting and contractual	1,031	126,307	(125,276)	-99.2%
Maintenance	10,000	7,282	2,718	37.3%
	<u>215,186</u>	<u>216,945</u>	<u>(1,759)</u>	<u>-0.8%</u>
<b>Revenues</b>				
Investment income	6,777	9,497	(2,720)	-28.6%
Membership dues	225,000	225,000	-	0%
	<u>231,777</u>	<u>234,497</u>	<u>(2,720)</u>	<u>-1.2%</u>
<b>Change in net position</b>	16,591	17,552	(961)	-5.5%
<b>Beginning net position</b>	<u>278,556</u>	<u>261,004</u>	<u>17,552</u>	<u>6.7%</u>
<b>Ending net position</b>	<u>\$ 295,147</u>	<u>\$ 278,556</u>	<u>\$ 16,591</u>	<u>6.0%</u>

**CONTACTING TRANSPAC'S FINANCIAL MANAGEMENT**

This Management's Discussion and Analysis is intended to provide the reader with a narrative overview of TransPAC's financial statements for the year ended June 30, 2020. Questions concerning any information provided in this report or requests for additional financial information should be directed to:

Transportation Partnership and Cooperation  
Matthew Todd, TransPAC Administrator  
1211 Newell Avenue, Suite 200  
Walnut Creek, CA 94596

**TRANSPORTATION PARTNERSHIP AND COOPERATION  
(A JOINT POWERS AUTHORITY)**

Combined Government-Wide and Fund Financial Statements  
Statement of Net Position and Governmental Funds Balance Sheet  
June 30, 2020

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	<b><u>ASSETS</u></b>		
	<u>General Fund</u>	<u>Adjustments (Note 2)</u>	<u>Statement of Net Position</u>
Cash and cash equivalents (Note 3)	\$ 363,269	\$ -	\$ 363,269
Interest receivable	<u>1,224</u>	<u>-</u>	<u>1,224</u>
Total Assets	<u>\$ 364,493</u>	<u>\$ -</u>	<u>\$ 364,493</u>

<b><u>LIABILITIES AND NET POSITION</u></b>			
Accounts payable	<u>\$ 69,346</u>	<u>\$ -</u>	<u>\$ 69,346</u>
Total Liabilities	<u>69,346</u>	<u>-</u>	<u>69,346</u>
Fund Balance/Net Position (Note 4)			
Committed/Restricted	<u>295,147</u>	<u>-</u>	<u>295,147</u>
Total Liabilities and Fund Balance/Net Position	<u>\$ 364,493</u>	<u>\$ -</u>	<u>\$ 364,493</u>

The accompanying notes are an integral part of these financial statements.



**TRANSPORTATION PARTNERSHIP AND COOPERATION  
(A JOINT POWERS AUTHORITY)**

Combined Government-Wide and Fund Financial Statements  
Statement of Net Position and Governmental Funds Balance Sheet  
June 30, 2019

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**ASSETS**

	<u>General Fund</u>	<u>Adjustments (Note 2)</u>	<u>Statement of Net Position</u>
Cash and cash equivalents (Note 3)	\$338,425	\$ -	\$ 338,425
Interest receivable	<u>2,552</u>	<u>-</u>	<u>2,552</u>
Total Assets	<u>\$ 340,977</u>	<u>\$ -</u>	<u>\$ 340,977</u>

**LIABILITIES AND NET POSITION**

Accounts payable	<u>\$ 62,421</u>	<u>\$ -</u>	<u>\$ 62,421</u>
Total Liabilities	<u>62,421</u>	<u>-</u>	<u>62,421</u>
Fund Balance/Net Position (Note 4)			
Committed/Restricted	<u>278,556</u>	<u>-</u>	<u>278,556</u>
Total Liabilities and Fund Balance/Net Position	<u>\$ 340,977</u>	<u>\$ -</u>	<u>\$ 340,977</u>

The accompanying notes are an integral part of these financial statements.

**TRANSPORTATION PARTNERSHIP AND COOPERATION  
(A JOINT POWERS AUTHORITY)**

Combined Government-Wide and Fund Financial Statements

Statement of Activities and

Governmental Fund Statement of Revenues, Expenditures, and Changes in Fund Balance

For the Year Ended June 30, 2020

	<u>General Fund</u>	<u>Adjustments (Note 2)</u>	<u>Statement of Activities</u>
<b>General Expenditures/Expenses</b>			
Minute taking and admin support	\$ 197,049	\$ -	\$ 197,049
Accounting and auditing services	4,250	\$ -	4,250
Consulting and contractual services	1,031	-	1,031
Maintenance	10,000	-	\$ 10,000
Other	<u>2,856</u>	<u>-</u>	<u>2,856</u>
<b>Total General Expenditures/Expenses</b>	<u>215,186</u>	<u>-</u>	<u>215,186</u>
<b>General Revenues:</b>			
Investment income	<u>6,777</u>	<u>-</u>	<u>6,777</u>
Membership dues:			
City of Clayton	24,969	-	24,969
City of Concord	57,910	-	57,910
Contra Costa County	34,539	-	34,539
City of Martinez	32,590	-	32,590
City of Pleasant Hill	32,927	-	32,927
City of Walnut Creek	<u>42,065</u>	<u>-</u>	<u>42,065</u>
Total membership dues	<u>225,000</u>	<u>-</u>	<u>225,000</u>
<b>Total General Revenues</b>	<u>231,777</u>	<u>-</u>	<u>231,777</u>
Change in fund balance/net position	16,591	-	16,591
Fund Balance/Net Position July 1, 2019	<u>278,556</u>	<u>-</u>	<u>278,556</u>
Fund Balance/Net Position June 30, 2020	<u><u>\$ 295,147</u></u>	<u><u>\$ -</u></u>	<u><u>\$ 295,147</u></u>

The accompanying notes are an integral part of these financial statements.

**TRANSPORTATION PARTNERSHIP AND COOPERATION  
(A JOINT POWERS AUTHORITY)**

Combined Government-Wide and Fund Financial Statements

Statement of Activities and

Governmental Fund Statement of Revenues, Expenditures, and Changes in Fund Balance

For the Year Ended June 30, 2019

	<u>General Fund</u>	<u>Adjustments (Note 2)</u>	<u>Statement of Activities</u>
<b>General Expenditures/Expenses</b>			
Minute taking and admin support	\$72,000	\$ -	\$ 72,000
Accounting and auditing services	8,500	-	8,500
Consulting and contractual services	126,307	-	126,307
Maintenance	7,282	-	7,282
Other	<u>2,856</u>	<u>-</u>	<u>2,856</u>
<b>Total General Expenditures/Expenses</b>	<u>216,945</u>	<u>-</u>	<u>216,945</u>
<b>General Revenues:</b>			
Investment income	<u>9,497</u>	<u>-</u>	<u>9,497</u>
Membership dues:			
City of Clayton	25,084	-	25,084
City of Concord	57,718	-	57,718
Contra Costa County	34,503	-	34,503
City of Martinez	32,613	-	32,613
City of Pleasant Hill	32,946	-	32,946
City of Walnut Creek	<u>42,136</u>	<u>-</u>	<u>42,136</u>
Total development fees	<u>225,000</u>	<u>-</u>	<u>225,000</u>
<b>Total General Revenues</b>	<u>234,497</u>	<u>-</u>	<u>234,497</u>
Change in fund balance/net position	17,552	-	17,552
Fund Balance/Net Position July 1, 2018	<u>261,004</u>	<u>-</u>	<u>261,004</u>
Fund Balance/Net Position June 30, 2019	<u>\$ 278,556</u>	<u>\$ -</u>	<u>\$ 278,556</u>

The accompanying notes are an integral part of these financial statements.

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

**A. Reporting Entity**

The Transportation Partnership and Cooperation (TransPAC) is a joint powers authority (JPA) organized by the County of Contra Costa, and the Cities of Clayton, Concord, Martinez, Pleasant Hill, and Walnut Creek. The TransPAC accounting records are currently administered by the City of Pleasant Hill. TransPAC was created to administer membership fees for the planning and implementation of sub-regional transportation projects. There are no separate legal entities that are a part of TransPAC's reporting entity.

TransPAC applies all applicable GASB pronouncements for certain accounting and financial reporting guidance. In December of 2010, GASB issued GASBS No. 62, Codification of Accounting and Financial Reporting Guidance Contained in Pre-November 30, 1989 FASB and AICPA Pronouncements. This statement incorporates pronouncements issued on or before November 30, 1989 into GASB authoritative literature. This includes pronouncements by the Financial Accounting Standards Board (FASB), Accounting Principles Board Opinions (APB), and the Accounting Research Bulletins of the American Institute of Certified Public Accountants' (AICPA) Committee on Accounting Procedure, unless those pronouncements conflict with or contradict with GASB pronouncements.

**B. Basis of Presentation**

*Government-wide Financial Statements:*

The Statement of Net Position and Statement of Activities display information about the reporting government as a whole. They include all funds of the reporting entity except for fiduciary funds. Governmental activities generally are financed through taxes, intergovernmental revenues, and other nonexchange revenues. TransPAC has one governmental activity as described below:

**Governmental Funds**

General Fund – The General Fund is the general operating fund of TransPAC and is always classified as a major fund. It is used to account for all activities except those legally or administratively required to be accounted for in other funds.

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (continued)**

*Fund Financial Statements:*

Fund financial statements of the reporting entity are organized into funds, each of which is considered to be separate accounting entities. Each fund is accounted for by providing a separate set of self-balancing accounts that constitute its assets, liabilities, fund equity, revenues, and expenditures/expenses. Funds are organized into three major categories: governmental, proprietary, and fiduciary. An emphasis is placed on major funds within the governmental and proprietary categories. A fund is considered major if it is the primary operating fund of TransPAC or meets the following criteria:

1. Total assets, liabilities, revenues or expenditures/expenses of that individual governmental or enterprise fund are at least 10 percent of the corresponding total for all funds of that *category or type*; and
2. Total assets, liabilities, revenues, or expenditures/expenses of the individual governmental fund or enterprise fund are at least 5 percent of the corresponding total for all governmental and enterprise funds combined.

**C. Measurement Focus and Basis of Accounting**

Measurement focus is a term used to describe “which” transactions are recorded within the various financial statements. Basis of accounting refers to “when” revenues and expenditures or expenses are recognized in the accounts and reported in the financial statements regardless of the measurement focus applied.

Measurement Focus

On the Government-wide Statement of Net Position and the Statement of Activities, governmental activities are presented using the economic resources measurement focus. The accounting objective of this measurement focus is the determination of operating income, changes in net position (or cost recovery) and financial position. All assets and all liabilities (whether current or noncurrent) associated with the operation of these funds are reported.

In the fund financial statements, the "current financial resources" measurement focus is used for all Governmental Funds; with this measurement focus, only current assets and current liabilities generally are included on their balance sheets. Their operating statements present sources and uses of available spendable financial resources during a given period. These funds use fund balance as their measure of available spendable financial resources at the end of the period.

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (continued)**

Basis of Accounting

In the government-wide Statement of Net Position and Statement of Activities, governmental activities are presented using the accrual basis of accounting. Under the accrual basis of accounting, revenues are recognized when earned and expenses are recorded when the liability is incurred or economic asset used. Revenues, expenses, gains, losses, assets and liabilities resulting from exchange and exchange-like transactions are recognized when the exchange takes place.

In the fund financial statements, governmental funds are presented on the modified accrual basis of accounting. Under this modified accrual basis of accounting, revenues are recognized when "measurable and available". Measurable means knowing or being able to reasonably estimate the amount. Available means collectible within the current period or soon enough thereafter to pay current liabilities. TransPAC defines available to be within 60 days of year-end.

**D. Cash and Investments**

TransPAC cash and investments are held by the City of Pleasant Hill as part of the City's pooled cash. The funds are invested in accordance with the State Investment Policy established pursuant to the State Law. All monies not required for immediate expenditure are invested or deposited to earn maximum yield consistent with safety and liquidity.

Investments are carried at fair value, which is based on quoted market price if applicable. Otherwise, the fair value hierarchy is as follows:

Level 1 – Values are unadjusted quoted prices on active markets for identical assets or liabilities at the measurement date.

Level 2 – Inputs, other than quoted prices, included within Level 1 that are observable for the asset or liabilities at the measurement date.

Level 3 – Certain inputs are unobservable inputs (supported by little or no market activity, such as TransPAC's best estimate of what hypothetical market participants would use to determine a transaction price for the asset or liability at the reporting date).

TransPAC invests in the California Local Agency Investment Fund (LAIF), which is part of the Pooled Money Investment Account operated by the California State Treasurer. LAIF funds are invested in high quality money market securities and are managed to insure the safety of the portfolio. A portion of LAIF's investments are in structured notes and asset-backed securities.

LAIF determines fair value on its investment portfolio based on market quotations for these securities where market quotations are readily available, and on amortized cost or best estimate for those securities where market value is not readily available.

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (continued)**

**E. Receivables**

Receivables recorded in the financial statements are net of any allowance for doubtful accounts. Any doubtful accounts at June 30, 2020 and 2019 were not considered material.

**F. Revenue Recognition – Membership Dues**

Membership dues are assessed annually to each of the six member jurisdictions.

**G. Budget Comparison**

Under GASB No. 34, budgetary comparison information is required to be presented for the general fund and each major special revenue fund with a legally adopted budget. TransPAC is not legally required to adopt a budget for the general fund. Therefore, budget comparison information is not included in TransPAC's financial statements.

**H. Equity Classifications**

*Government-wide Statements*

Net position is the excess of all TransPAC's assets over all its liabilities, regardless of fund. Net position is divided into three categories under GASB Statement 34. These categories apply only to net position, which is determined at the Government-wide level, and are described below:

1. Invested in capital assets, net of related debt - Consists of capital assets including restricted capital assets, net of accumulated depreciation and reduced by the outstanding balances of any bonds, mortgages, notes or other borrowings that are attributable to the acquisition, construction, or improvement of those assets.
2. Restricted net position - Consists of net position with constraints place on the use either by (1) external groups such as creditors, grantors, contributors, or laws or regulations of other governments; or (2) law through constitutional provisions or enabling legislation.
3. Unrestricted net position - All other components of net position that do not meet the definition of "restricted" or "invested in capital assets, net of related debt."

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (continued)**

*Fund Statements*

The governmental fund financial statements present fund balances based on classifications that comprise a hierarchy that is based primarily on the extent to which TransPAC is bound to honor constraints on the specific purposes for which amounts in the respective governmental funds can be spent. The classifications used in the governmental fund financial statements are as follows:

1. Nonspendable- Amounts that cannot be spent because they are either (a) not in spendable form or (b) legally or contractually required to be maintained intact.
2. Restricted - Amounts that are restricted for specific purposes when constraints placed on the use of resources are either (a) externally imposed by creditors, grantors, contributors, laws, or regulations of other governments or (b) imposed by law through constitutional provisions or enabling legislation.
3. Committed - Amounts that can only be used for specific purposes pursuant to constraints imposed by formal action of the government's highest level of decision-making authority.
4. Assigned - Amounts that are constrained by the government's intent to be used for specific purposes, but are neither restricted or committed.
5. Unassigned - Amounts that do not meet classifications 1 – 4 above.

Further detail about TransPAC's fund balance classification is described in Note 4.

**NOTE 2. ADJUSTMENTS FROM FUND BASIS TO GOVERNMENT-WIDE BASIS**

For the years ended June 30, 2020 and 2019, there were no adjustments to comply with GASB No. 34.



**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
(A JOINT POWERS AUTHORITY)  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 3. CASH AND INVESTMENTS**

The cash and investments of TransPAC are maintained and tracked with the funds of the City of Pleasant Hill. TransPAC considers cash and investment amounts with original maturities of three months or less to be cash equivalents.

Cash and Investments consisted of the following at June 30:

	<u>2020</u>	<u>2019</u>
Cash in banks	\$ 535	\$ 36,796
Local Agency Investment Fund	362,734	301,629
Total cash and investments	<u>\$ 363,269</u>	<u>\$ 338,425</u>

Investments Authorized by TransPAC's Investment Policy

TransPAC is authorized to invest in obligations of the U.S. Treasury, agencies, commercial paper with certain minimum ratings, certificates of deposit, bankers' acceptances, repurchase agreements and the State Treasurer's Investment pool ("LAIF").

Deposits/Credit Risk

The California Government Code requires California banks and savings and loan associations to secure Public Agencies' deposits by pledging government securities as collateral. The market value of pledged securities must equal at least 110% of deposits. California law also allows financial institutions to secure such deposits by pledging first trust deed mortgage notes having a value of 150% of the total deposits. The first \$250,000 of each institution's deposits are covered by FDIC insurance.

Disclosures Relating to Credit Risk

Generally, credit risk is the risk that an issuer of an investment will not fulfill its obligation to the holder of the investment. This is measured by the assignment of a rating by a nationally recognized statistical rating organization.

Custodial Credit Risk

Custodial credit risk for *deposits* is the risk that, in the event of the failure of a depository financial institution, a government will not be able to recover its deposits or will not be able to recover collateral securities that are in the possession of an outside party. The California Government Code and TransPAC's investment policy do not contain legal or policy requirements that would limit the exposure to custodial credit risk for deposits, other than the following provision for deposits: The California Government Code requires that a financial institution secure deposits made by state or local governmental units by pledging securities in an undivided collateral pool held by a depository regulated under state law (unless so waived by the governmental unit). The market value of the pledged securities in the collateral pool must equal at least 110% of the total amount deposited by the public agencies.

## TRANSPORTATION PARTNERSHIP AND COOPERATION

### (A JOINT POWERS AUTHORITY)

#### Notes to the Financial Statements

June 30, 2020 and 2019

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#### **NOTE 3. CASH AND INVESTMENTS (continued)**

Custodial credit risk for *investments* is the risk that, in the event of the failure of the counterparty (e.g., broker-dealer) to a transaction, a government will not be able to recover its deposits or will not be able to recover the value of its investment or collateral securities that are in the possession of another party. The California Government Code and TransPAC's investment policy do not contain legal or policy requirements that would limit the exposure to custodial credit risk for investments. With respect to investments, custodial credit risk generally applies only to direct investments in marketable securities. Custodial credit risk does not apply to a local government's indirect investment in securities through the use of mutual funds or government investment pools.

##### Investment Fair Value

TransPAC is a voluntary participant in the Local Agency Investment Fund (LAIF) that is regulated by California Government Code under the oversight of the Treasurer of the State of California. The fair value of TransPAC's investment in this pool is reported in the accompanying financial statements at amounts based upon TransPAC's pro-rata share of the fair value provided by LAIF for the entire LAIF portfolio (in relation to the amortized cost of that portfolio). The balance available for withdrawal is based on the accounting records maintained by LAIF, which are recorded on an amortized cost basis.

#### **NOTE 4: FUND BALANCE**

TransPAC has implemented GASB Statement No. 54, *Fund Balance Reporting and Governmental Fund Type Definitions*. This Statement provides more clearly defined fund balance categories to make the nature and extent of the constraints placed on a government's fund balances more transparent.

The Transportation Partnership and Cooperation have established the following fund balance policies:

- **Assigned Fund Balance:** TransPAC is responsible for the development of transportation plans, projects and programs for the Central Contra Costa County areas as well as the appointment of two representatives to the Contra Costa Transportation Authority who serve alternating two-year terms. All amounts not committed in the fund balance at year-end are assigned for this purpose.
- **Committed Fund Balance:** Amounts that have been designated for payment by TransPAC prior to year-end. At June 30, 2020 and 2019 there were no commitments.

The accounting policies of TransPAC consider restricted fund balance to have been spent first when an expenditure is incurred for purposes for which both restricted and unrestricted fund balance is available. Similarly, when an expenditure is incurred for purposes for which amounts in any of the unrestricted classifications of fund balance could be used, TransPAC considers committed amounts to be reduced first, followed by assigned amounts, and finally, unassigned amounts.

**TRANSPORTATION PARTNERSHIP AND COOPERATION**  
**(A JOINT POWERS AUTHORITY)**  
Notes to the Financial Statements  
June 30, 2020 and 2019

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**NOTE 5: TRANSPORTATION IMPROVEMENT PROJECTS**

For the fiscal years ended June 30, 2020 and 2019, \$10,000 and \$7,281, respectively, were accrued as accounts payable to the City of Martinez for maintenance costs of the Pacheco transit hub. This transit hub is neither an asset nor a liability of TransPAC.

**NOTE 6: SUBSEQUENT EVENTS**

Management has evaluated subsequent events through the date of the audit opinion, the date on which the financial statements were available to be issued. No events came to managements' attention that would require additional adjustment or disclosure.

**REPORT ON INTERNAL CONTROL OVER FINANCIAL REPORTING**  
**AND ON COMPLIANCE AND OTHER MATTERS**  
**BASED ON AN AUDIT OF FINANCIAL STATEMENTS PERFORMED IN ACCORDANCE**  
**WITH GOVERNMENT AUDITING STANDARDS**

The Board Members  
Transportation Partnership and Cooperation  
Pleasant Hill, California

We have audited, in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States, the financial statements of the governmental activities and the general fund of the Transportation Partnership and Cooperation (TransPAC) as of and for the years ended June 30, 2020 and 2019, and the related notes to the financial statements, which collectively comprise TransPAC's financial statements, and have issued our report thereon dated January 13, 2021.

**Internal Control over Financial Reporting**

In planning and performing our audit of the financial statements, we considered TransPAC's internal control over financial reporting (internal control) to determine the audit procedures that are appropriate in the circumstances for the purpose of expressing our opinions on the financial statements, but not for the purpose of expressing an opinion on the effectiveness of TransPAC's internal control. Accordingly, we do not express an opinion on the effectiveness of TransPAC's internal control.

A *deficiency in internal control* exists when the design or operation of a control does not allow management or employees in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control over financial reporting was for the limited purpose described in the preceding paragraph and was not designed to identify all deficiencies in internal control over financial reporting that might be material weaknesses or significant deficiencies and therefore, material weaknesses or significant deficiencies may exist that have not been identified.

## **Compliance and Other Matters**

As part of obtaining reasonable assurance about whether TransPAC's financial statements are free from material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements, noncompliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit and, accordingly, we do not express such an opinion. The results of our tests disclosed no instances of noncompliance or other matters that are required to be reported under *Government Auditing Standards*.

## **Purpose of this Report**

The purpose of this report is solely to describe the scope of our testing of internal control and compliance and the results of that testing, and not to provide an opinion on the effectiveness of the entity's internal control or on compliance. This report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the entity's internal control and compliance. Accordingly, this communication is not suitable for any other purpose.



CROPPER ACCOUNTANCY CORPORATION

Walnut Creek, California

January 13, 2021

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**TRANSPAC Board Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2021

<b>Subject:</b>	<b>TRANSPAC QUARTERLY FINANCIAL REPORTS</b>
<b>Summary of Issues</b>	The TRANSPAC JPA calls for the reporting of certain financial information on a quarterly basis. This report contains a summary of the amount of funds held, receipts and expenses of TRANSPAC for FY 2020/21 for the period ended December 31, 2020.
<b>Recommendations</b>	None - For information only
<b>Attachment(s)</b>	A. TRANSPAC Quarterly Financial Report for period ending December 31, 2020

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REPORT.: 01/19/21  
RUN....: 01/19/21  
Run By.: ROSS

CITY OF PLEASANT HILL  
Balance Sheet Report  
ALL FUND(S)

PAGE: 001  
ID #: GLBS  
CTL.: PLE

Ending Calendar Date.: December 31, 2020      Fiscal (06-21)

Assets

			Acct ID
TRANSPAC CASH BAL.ADJ.	-13,211.60	85	1010 9999
TRANSPAC INVESTMENT IN LAIF	363,958.07	85	1060
Total of Assets ---->	350,746.47		350,746.47
			=====

Liabilities

			Acct ID
FUND Balances			
TRANSPAC RESTRICTED FUND BALANCE	295,146.96	85	2812
CURRENT EARNINGS	55,599.51		
Total of FUND Balances ---->	350,746.47		350,746.47
			=====



REPORT.: 01/19/21  
RUN....: 01/19/21  
Run By.: ROSS

CITY OF PLEASANT HILL  
Balance Sheet Report  
FUND 85 - TRANSPAC

PAGE: 002  
ID #: GLBS  
CTL.: PLE

Ending Calendar Date.: December 31, 2020      Fiscal (06-21)

Assets

1010	9999	CASH BAL.ADJ.	-13,211.60	
1060		INVESTMENT IN LAIF	363,958.07	
			-----	
Total of Assets ---->			350,746.47	350,746.47
				=====

Liabilities

FUND Balances

2812		RESTRICTED FUND BALANCE	295,146.96	
		CURRENT EARNINGS	55,599.51	
			-----	
Total of FUND Balances ---->			350,746.47	350,746.47
				=====

# City of Pleasant Hill

## FY2020/21 Income Statement Summary by Quarter

Accounting Structure:

Fund	Department or Revenue Code	Expense Code
XX	XXXX	XXXX

**FUND:85**    Name :TRANSPAC

Revenue Description	Revenue Description	Activity in 1st Quarter	Activity in 2nd Quarter	Activity in 3rd Quarter	Activity in 4th Quarter	YTD thru 6/30/2021
DEPT Id	OBJ Id					
3510		INTEREST REV	99.64	529.92		\$ 629.56
4570		CONTRIB FROM OTHER AGENCIES	210,001.00			\$ 210,001.00

**Total Revenue -----> \$ 210,630.56**

Expense Description	Expense Description					
DEPT Id	OBJ Id					
7085	0100	SALS-PERMANENT	-	71,418.25		\$ 71,418.25
7085	1110	OUTSIDE CONSL/LITG	-			\$ -
7085	1140	AUDITING SVCS	-	2,000.00		\$ 2,000.00
7085	1198	CONSULTANT/OTHR	-			\$ -
7085	1300	CONTRACTUAL SVC	100.00	1,105.00		\$ 1,205.00
7085	1486	MAINT	-			\$ -
7085	2400	POSTAGE	-			\$ -
7085	4200	SUPLS/OPERATING	-			\$ -
7085	6800	ADMIN OVERHEAD	2,856.00			\$ 2,856.00
7085	6905	CONTINGENCIES	-			\$ -
7085	6985	????? - Monument Study????		76,922.24		\$ 76,922.24

**Total Expense -----> \$ 154,401.49**

Net Rev/(Exp)    \$ 56,229.07

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## **TRANSPAC Board Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2021

<b>Subject:</b>	<b>REVIEW DRAFT CCTA CONTRA COSTA COUNTYWIDE VISION ZERO SYSTEMIC TRANSPORTATION SAFETY POLICY &amp; IMPLEMENTATION GUIDE</b>
<b>Summary of Issues</b>	<p>Contra Costa Transportation Authority (CCTA) staff will provide a presentation on CCTA's draft Contra Costa Countywide Vision Zero Systemic Transportation Safety Policy &amp; Implementation Guide. The guide is intended to assist jurisdictions in achieving zero transportation-related fatalities and severe injuries.</p> <p>TRANSPAC Board members are invited to review and provide comments on the draft Contra Costa Countywide Vision Zero Systemic Transportation Safety Policy &amp; Implementation Guide.</p>
<b>Recommendations</b>	None – For Information Only
<b>Financial Implications</b>	No TRANSPAC financial implications
<b>Attachments</b>	<ul style="list-style-type: none"><li>• Core Elements for Vision Zero (ITE, November 2018)</li><li>• The Safe System Approach (FHWA)</li><li>• Excerpts from the DRAFT "Contra Costa Countywide Vision Zero &amp; Systemic Transportation Safety Policy and Implementation Guide"</li><li>• <a href="#">Link to DRAFT Guide</a></li></ul>

### **Background**

The Fiscal Year (FY) 2019-20 Contra Costa Transportation Authority (CCTA) Work Plan included three priority tasks to implement the 2018 Countywide Bicycle & Pedestrian Plan (CBPP), one of which is the development of a Contra Costa Vision Zero Framework and Systemic Safety Approach. The project goals include:

- Integrate Vision Zero as standard practice
- Collect & analyze traffic collision data (source: TIMS/SWITRS from 2008 through 2017)
- Develop "How To" guide for local jurisdictions
  - Highlights best practices for each Core Element
  - Indicates role of CCTA & local jurisdictions
  - Summarizes data analysis and resources developed to-date
  - Refers to external resources to stay up-to-date

Project information, including copies of the Draft “How-To-Guide” and past VZWG Meeting Materials can be found at this [link](#). The final countywide framework is scheduled to be published by late Spring 2021.

CCTA has been working to collect and incorporate comments received on this draft, e.g., from the TRANSPAC TAC, the other three RTPC-TACs, and the Countywide Vision Zero Working Group.

#### Vision Zero Working Group

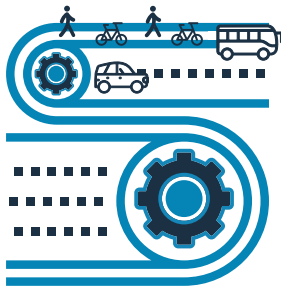
The scope for this task includes meetings of the CCTA Countywide Vision Zero Working Group (VZWG) to advise staff and consultants’ work on the project.

The VZWG includes four volunteers from the Countywide Bicycle & Pedestrian Advisory Committee (CBPAC), one CBPAC volunteer from each of the four Contra Costa Regional Transportation Planning Committees’ (RTPC) sub-regions. The VZWG also includes four volunteers from CCTA’s Technical Coordinating Committee (TCC), one TCC volunteer from each of the four RTPC sub-regions. Smadar Boardman (Walnut Creek) is serving in this position for TRANSPAC. The other members include a representative from Contra Costa County as well as transportation safety research and advocacy organizations.

The fourth VZWG meeting is anticipated to be held in Spring 2021.

#### Next Steps

CCTA staff is proposing to gather input from RTPC Boards, and then bringing the Contra Costa Countywide Vision Zero Systemic Transportation Safety Policy & Implementation Guide to the CCTA Planning Committee and ultimately the CCTA Board.



# CORE ELEMENTS

## FOR VISION ZERO COMMUNITIES

### INTRODUCTION

**Vision Zero – the strategy to eliminate traffic fatalities and severe injuries – is being adopted by a growing number of communities across North America and beyond. While safe mobility is not a new concept, Vision Zero requires a shift in how communities approach decisions, actions, and attitudes around safe mobility.**

A fundamental part of this shift is moving from a traditional approach to a Safe Systems approach toward traffic safety. A traditional approach accepts that a certain number of traffic deaths and severe injuries will occur as unavoidable consequences of mobility and focuses on changing individual behavior to reduce the frequency of these incidents. In contrast, Vision Zero is built on the basis that traffic deaths and severe injuries are preventable. Vision Zero emphasizes a Safe Systems approach, which acknowledges that people make mistakes and focuses on influencing system-wide practices, policies, and designs to lessen the severity of crashes.

Approaching the issue of safe mobility in a new way can be challenging, even when everyone agrees on the ultimate goal – in this case, safety for all road users. One limitation to the success and proliferation of Vision Zero in this moment is the lack of a unifying definition and “best practice benchmark.” While an increasing number of jurisdictions may call themselves Vision Zero communities, the authentic and ongoing commitment to the fundamental shift in safety perspective can be uneven.

*The Vision Zero Network and Institute of Transportation Engineers have partnered to develop a set of Vision Zero Core Elements to help communities set priorities, work toward tangible results in promoting safety, and benchmark their progress relative to best practices. This resource encourages leaders to focus on the most impactful actions and helps hold them accountable to their Vision Zero commitments.*

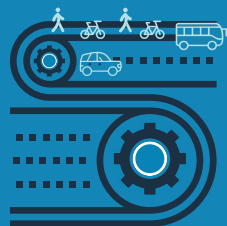
#### TRADITIONAL APPROACH

Traffic deaths are **INEVITABLE**  
**PERFECT** human behavior  
Prevent **COLLISIONS**  
**INDIVIDUAL** responsibility  
Saving lives is **EXPENSIVE**

VS

#### VISION ZERO

Traffic deaths are **PREVENTABLE**  
Integrate **HUMAN FAILING** in approach  
Prevent **FATAL AND SEVERE CRASHES**  
**SYSTEMS** approach  
Saving lives is **NOT EXPENSIVE**



# CORE ELEMENTS FOR VISION ZERO COMMUNITIES

## Leadership and Commitment

### 1. Public, High-Level, and Ongoing Commitment.

The Mayor and key elected officials and leaders within public agencies, including transportation, public health, and police, commit to a goal of eliminating traffic fatalities and serious injuries within a specific timeframe. Leadership across these agencies consistently engages in prioritizing safety via a collaborative working group and other resource-sharing efforts.

**2. Authentic Engagement.** Meaningful and accessible community engagement toward Vision Zero strategy and implementation is employed, with a focus on equity.

**3. Strategic Planning.** A Vision Zero Action Plan is developed, approved, and used to guide work. The Plan includes explicit goals and measurable strategies with clear timelines, and it identifies responsible stakeholders.

**4. Project Delivery.** Decision-makers and system designers advance projects and policies for safe, equitable multi-modal travel by securing funding and implementing projects, prioritizing roadways with the most pressing safety issues.

### Equity and Engagement

Elevating equity and meaningful community engagement, particularly in low-income communities and communities of color, should be a priority in all stages of Vision Zero work.

## Safe Roadways and Safe Speeds

**5. Complete Streets for All.** Complete Streets concepts are integrated into communitywide plans and implemented through projects to encourage a safe, well-connected transportation network for people using all modes of transportation. This prioritizes safe travel of people over expeditious travel of motor vehicles.

**6. Context-Appropriate Speeds.** Travel speeds are set and managed to achieve safe conditions for the specific roadway context and to protect all roadway users, particularly those most at risk in crashes. Proven speed management policies and practices are prioritized to reach this goal.

## Data-driven Approach, Transparency, and Accountability

**7. Equity-Focused Analysis and Programs.** Commitment is made to an equitable approach and outcomes, including prioritizing engagement and investments in traditionally under-served communities and adopting equitable traffic enforcement practices.

**8. Proactive, Systemic Planning.** A proactive, systems-based approach to safety is used to identify and address top risk factors and mitigate potential crashes and crash severity.

**9. Responsive, Hot Spot Planning.** A map of the community's fatal and serious injury crash locations is developed, regularly updated, and used to guide priority actions and funding.

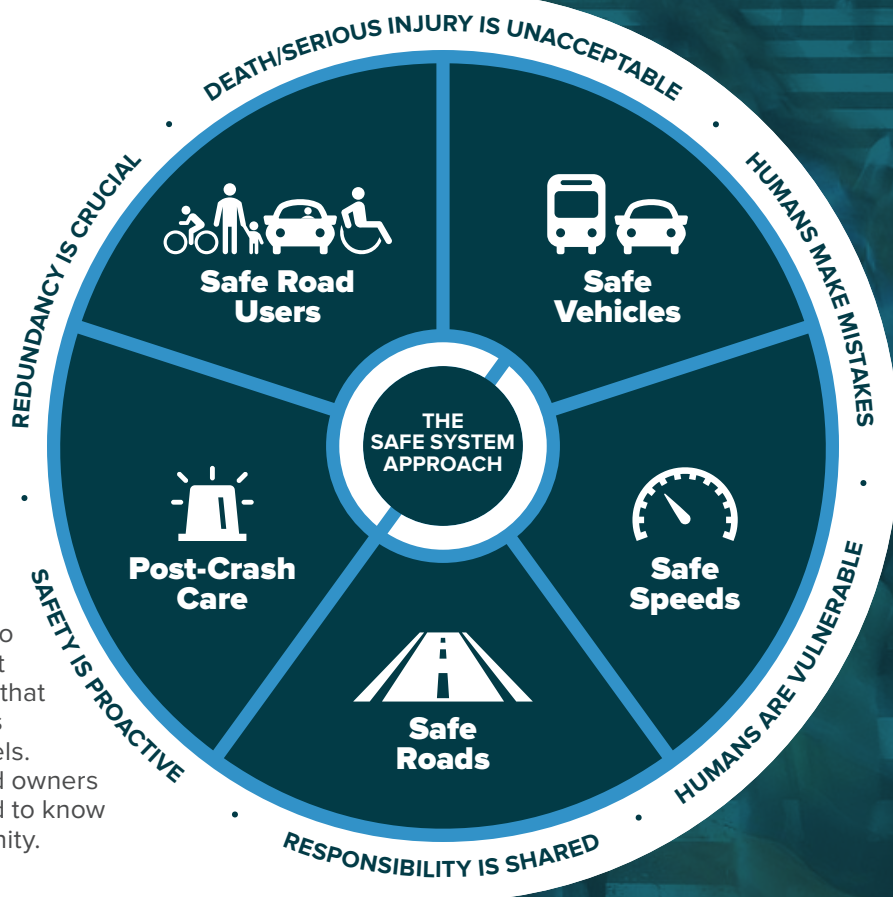
**10. Comprehensive Evaluation and Adjustments.** Routine evaluation of the performance of all safety interventions is made public and shared with decision makers to inform priorities, budgets, and updates to the Vision Zero Action Plan.

# THE SAFE SYSTEM

## APPROACH

**Zero is our goal. A Safe System is how we will get there.**

**Imagine a world where nobody has to die from vehicle crashes.** The Safe System approach aims to eliminate fatal & serious injuries for all road users. It does so through a holistic view of the road system that first anticipates human mistakes and second keeps impact energy on the human body at tolerable levels. Safety is an ethical imperative of the designers and owners of the transportation system. Here's what you need to know to bring the Safe System approach to your community.



## SAFE SYSTEM PRINCIPLES



### Death/Serious Injury is Unacceptable

While no crashes are desirable, the Safe System approach prioritizes crashes that result in death and serious injuries, since no one should experience either when using the transportation system.



### Humans Make Mistakes

People will inevitably make mistakes that can lead to crashes, but the transportation system can be designed and operated to accommodate human mistakes and injury tolerances and avoid death and serious injuries.



### Humans Are Vulnerable

People have limits for tolerating crash forces before death and serious injury occurs; therefore, it is critical to design and operate a transportation system that is human-centric and accommodates human vulnerabilities.



### Responsibility is Shared

All stakeholders (transportation system users and managers, vehicle manufacturers, etc.) must ensure that crashes don't lead to fatal or serious injuries.



### Safety is Proactive

Proactive tools should be used to identify and mitigate latent risks in the transportation system, rather than waiting for crashes to occur and reacting afterwards.



### Redundancy is Crucial

Reducing risks requires that all parts of the transportation system are strengthened, so that if one part fails, the other parts still protect people.





## SAFE SYSTEM ELEMENTS

**Making a commitment to zero deaths means addressing every aspect of crash risks through the five elements of a Safe System, shown below.** These layers of protection and shared responsibility promote a holistic approach to safety across the entire transportation system. The key focus of the Safe System approach is to reduce death and serious injuries through design that accommodates human mistakes and injury tolerances.



### Safe Road Users

The Safe System approach addresses the safety of all road users, including those who walk, bike, drive, ride transit, and travel by other modes.



### Safe Vehicles

Vehicles are designed and regulated to minimize the occurrence and severity of collisions using safety measures that incorporate the latest technology.



### Safe Speeds

Humans are unlikely to survive high-speed crashes. Reducing speeds can accommodate human injury tolerances in three ways: reducing impact forces, providing additional time for drivers to stop, and improving visibility.



### Safe Roads

Designing to accommodate human mistakes and injury tolerances can greatly reduce the severity of crashes that do occur. Examples include physically separating people traveling at different speeds, providing dedicated times for different users to move through a space, and alerting users to hazards and other road users.



### Post-Crash Care

When a person is injured in a collision, they rely on emergency first responders to quickly locate them, stabilize their injury, and transport them to medical facilities. Post-crash care also includes forensic analysis at the crash site, traffic incident management, and other activities.

## THE SAFE SYSTEM APPROACH VS. TRADITIONAL ROAD SAFETY PRACTICES

### Traditional

- Prevent crashes → Prevent deaths and serious injuries
- Improve human behavior → Design for human mistakes/limitations
- Control speeding → Reduce system kinetic energy
- Individuals are responsible → Share responsibility
- React based on crash history → Proactively identify and address risks

### Safe System

Whereas traditional road safety strives to modify human behavior and prevent all crashes, the Safe System approach also refocuses transportation system design and operation on anticipating human mistakes and lessening impact forces to reduce crash severity and save lives.

WHERE ARE  
**YOU** ON THE  
**SAFE SYSTEM**  
**JOURNEY?**

Implementing the Safe System approach is our shared responsibility, and we all have a role. It requires shifting how we think about transportation safety and how we prioritize our transportation investments. Consider applying a Safe System lens to upcoming projects and plans in your community: put safety at the forefront and design to accommodate human mistakes and injury tolerances. Visit [safety.fhwa.dot.gov/zerodeaths](https://safety.fhwa.dot.gov/zerodeaths) to learn more.



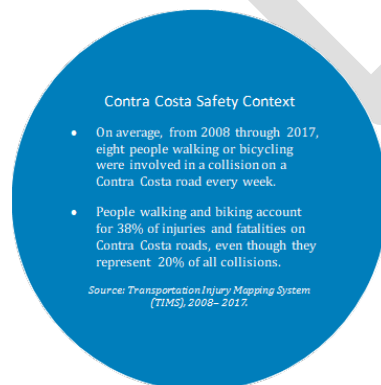
# Excerpt from the DRAFT “Contra Costa Countywide Vision Zero & Systemic Transportation Safety Policy and Implementation Guide”

## Introduction

The increased occurrence of transportation-related fatalities and severe injuries has contributed to a national epidemic and public health crisis, which is preventable. Roadway collisions are the eighth leading cause of fatalities globally, and the leading cause of fatalities for people between ages 15 and 29.<sup>1</sup> In California, 22 percent of transportation-related fatalities between 2008 and the end of 2017 involved people walking, compared with 14 percent nationally over the same time period.<sup>2</sup> In the nine-County Bay Area, prior to the onset of the COVID-19 pandemic and its effects on transportation behavior, transportation collisions resulted in more than 400 fatalities and 2,000 severe injuries on average every year.<sup>3</sup> Public health concerns are further complicated by transportation-related air pollution, greenhouse gas emissions, and time spent traveling in sedentary positions. And, vehicle-involved collisions often worsen traffic congestion due to “rubber neck” onlookers slowing down to witness injuries or property damage.

Every person who drives also walks (or uses a personal assistive mobility device) for part of every trip. Vision Zero focuses attention on safety for all people and the shortcomings of the transportation system, including the built environment, policies, and technologies that influence behavior. The Safe System Approach sets shared responsibility on transportation and public health professionals, policymakers, decision-makers, and traffic safety officials. Because human error is inevitable, the transportation system should be forgiving, by design. A culture shift toward a systemic approach to safety is essential to avoid repeating trends using the past car-centric approach and treatments. There is a demonstrated relationship between speed – which directly affects the amount of kinetic energy transferred during a collision – and collision frequency and severity. Higher speed (i.e., too fast for conditions or above the posted speed limit) is recognized as one of the fundamental factors that influences collision severity, and can be avoided with more appropriate design.

The Contra Costa Transportation Authority (CCTA) is committed to supporting jurisdictions in preventing mobility- and transportation-related fatalities and severe injuries on public rights-of-way, private driveways, and parking facilities. Agencies responsible for project implementation, along with private property owners and developers, need to serve as crucial partners in order to achieve this goal. Any loss of life or injury can be prevented, especially when people using non-vehicular transportation modes lack a similar amount of physical protection provided to people traveling in multi-ton vehicles, which require compliance with carefully designed and regulated manufacturing requirements. Moreover, the greater loss of life and rate of injury in low-income communities and communities of color, is unjust.



CCTA launched their Vision Zero Framework & Systemic Safety Approach effort to serve as the basis for transportation planning, policy, design, construction, and funding throughout Contra Costa.

To date, this effort has focused on countywide data collection and analysis, stakeholder engagement, and developing technical resources such as this “How To” Guide. Through this effort, CCTA is encouraging each local jurisdiction – cities, unincorporated communities within the county, BART, and East Bay Regional Parks District, in cooperation with professionals in public health, schools and childcare facilities (both in-home and in commercial buildings), advocacy groups (e.g., Bay Area Families for Safe Streets, Bike East Bay), insurance, emergency response, and law enforcement – to adopt and implement Vision Zero by committing to eliminate all transportation-related fatalities and severe<sup>4</sup> injuries using a collaborative, culturally sensitive, and multi-disciplinary approach. Vision Zero is encouraged to be integrated consistently countywide as standard practice in local and regional transportation planning and engineering. Having an adopted Vision Zero Action Plan, which can be part of a Local Road Safety Plan increases the opportunities for jurisdictions to compete for state and regional funding.

DRAFT

# Excerpt from the DRAFT “Contra Costa Countywide Vision Zero & Systemic Transportation Safety Policy and Implementation Guide”

## Introducing the “How To” Guide

This guide is intended to be used by jurisdictions in Contra Costa to leverage industry best practices while implementing Vision Zero and Systemic Safety-related policies, programs, and projects. The guide summarizes best practices and indicates the role of CCTA and jurisdictions for each core element. The “How To” Guide draws from the Institute of Transportation Engineers (ITE) and the Vision Zero Network’s *Core Elements for Vision Zero Communities*,<sup>11</sup> and is organized by the following chapters:

1. **How to Develop Vision Zero Leadership and Commitment.** This chapter focuses on the core elements of achieving public, high-level, and ongoing commitment, authentic community engagement, and strategic planning.
2. **How to Take a Data-Informed Approach.** This chapter focuses on the core elements of equity-focused analysis and programming, responsive and high-frequency injury location-specific planning, proactive and systemic planning, and comprehensive monitoring and evaluation.
3. **How to Encourage Safer Speeds and Create Safer Routes.** This chapter focuses on the core elements related to context-appropriate speeds on roadways and pathways, complete streets for all, and project delivery.

The guide includes information, resources, and data analysis conducted by CCTA as part of the Contra Costa Vision Zero & Systemic Safety Framework. As part of this effort, CCTA is leading countywide scale elements such as data collection, technical assistance for jurisdictions, and technical analysis. For example, CCTA is developing a Vision Zero Database, which includes collision data and built environment data, such as the location of crosswalks and channelized right turn lanes collected in partnership with Ecopia Tech.<sup>12</sup> CCTA has used this Database to develop the Countywide Safety Priority Locations Maps and Common Bicycle and Pedestrian Collision Patterns. CCTA, along with MTC, can continue to provide local jurisdictions with resources and technical assistance, and advance local safety planning and project development. Local jurisdictions are commonly responsible for project implementation. This guide also includes the following research compilations and resources as appendices and additional resources to jurisdictions:

- Appendix A. Vision Zero Best Practices Review
- Appendix B. Contra Costa Local Plan Review
- Appendix C. Contra Costa Countywide Collision Analysis Summary and Common Bicycle and Pedestrian Collision Patterns
- Appendix D. Contra Costa Countywide Safety Priority Locations Maps
- Appendix E. CCTA Countywide Bicycle and Pedestrian Countermeasure Toolbox
- Appendix F. Vision Zero Core Elements Resource Library
- Appendix G. List of CCTA Vision Zero Database Variables

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## **TRANSPAC Board Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2021

<b>Subject:</b>	<b>PROPOSED REVISIONS TO THE CCTA GROWTH MANAGEMENT PLAN (GMP) IMPLEMENTATION GUIDE</b>
<b>Summary of Issues</b>	Local agencies are required to follow the Contra Costa Transportation Authority (CCTA) Growth Management Plan (GMP) guidelines in order to receive return to source funds from the CCTA. The GMP and the required subregional Action Plans originally focused on regional roadways and delay-based metrics to monitor regional traffic flow. Since the adoption of Measure J, the 2010 Implementation Guide and most recent Action Plans have taken a multi-modal approach. In 2018, CCTA embarked on a process to update Measure J's implementation documents to address evaluating roadway as well as non-roadway Multi-Modal Transportation Service Objectives (MTSOs). CCTA staff presented information on a prior draft version of the material to the TRANSPAC Board in October 2020. CCTA staff will review the latest draft of the proposed revisions to the GMP Implementation Guide (dated December 21, 2020).
<b>Recommendations</b>	None – For information only.
<b>Financial Implications</b>	No TRANSPAC financial implications
<b>Attachment(s)</b>	A. CCTA TCC Staff Report - Review of Updates to the Measure J Growth Management Program (GMP) Implementation Guide (January 21, 2020) B. Overview of Proposed Revisions to the GMP Implementation Guide Memo (September 14, 2020) C. Draft CCTA GMP Implementation Guide (dated December 12, 2020)

### **Background**

In 2004, Measure J was approved that updated the provisions in Measure C. Measure J included several updates which modernized transportation planning for Contra Costa County. Since 2004, the transportation landscape in Contra Costa County has continued to shift, particularly in regard to issues such as new transportation technologies, the shift to measurement of Vehicle Miles Traveled (VMT) under Senate Bill 743, and new emphasis on equity, health and sustainability.

Under Measure C, the GMP and the Action Plans originally focused on regional roadways and delay-based metrics to monitor regional traffic flow. Since the adoption of Measure J, the 2010 *Implementation Guide* and most recent Action Plans have taken a multi-modal approach. Although the approach varies among the Regional Transportation Planning Committees (RTPCs), all current Action Plans incorporate some examples of non-roadway “Multi-Modal Transportation Service Objectives” (MTSOs). However, the treatment of MTSOs other than those related to roadways is inconsistent among the Action Plans since there is no clear Contra Costa Transportation Authority (CCTA) guidance on the scope of non-roadway MTSOs and how they should be developed and implemented.

In 2018, CCTA embarked on a process to update Measure J’s implementation documents to address these issues. The CCTA hosted a series of meetings with Planning and Transportation Director’s to discuss the shifting dynamics of transportation and land use planning and a recommendation for CCTA, through a Growth Management Task Force group to reexamine and broaden the scope of the MTSOs required by the GMP.

The proposed revisions to the Implementation Guide focus on expanding guidance to cover not only roadways but also five additional key topic areas, for a total of six, that would be required to be addressed in the Action Plans. The six key topic areas would be:

1. Regional roadways
2. The regional bicycle and pedestrian network
3. Regional transit (likely including BART, other rail, ferries, and major bus service)
4. Safety
5. Equity
6. Climate change

Another update to the GMP Implementation Guide would include changes to the Multimodal Transportation Service Objective (MTSO) nomenclature. The term MTSO applies to modal topics, primarily roadways, and regional transit. However, after incorporating the proposed non-modal topics, it was determined that the MTSO did not apply as these topics are neither mode based nor considered services. Therefore, the GMP Implementation Guide has been updated to replace MTSO with Regional Transportation Objective (RTO). Revisions have also been made to clarify which projects are required to be analyzed for GMP compliance and how impacts should be evaluated. Information about using VMT as a transportation planning tool and removal of references to CEQA as being part of the GMP compliance process is also now included.

As is the case today, there would be no prohibition on Action Plans addressing topic areas other than those listed above. The CCTA does not anticipate that any of the metrics, goals and actions in the Action Plans would necessarily be treated as CEQA thresholds. Instead, local jurisdictions would continue to comply with the GMP and Action Plans in exchange for receiving return to source funds and having access to other CCTA programs.

Information on this item was presented to TRANSPAC in September/October 2020, with the attached material containing updates based on CCTA outreach efforts. The TRANSPAC TAC reviewed this material at their January 28, 2021 meeting, with discussion including possible approaches for the safety category, how to define “regional draw” criteria, and how this relates to VMT evaluation. The CCTA Board is anticipated to consider the approval of the updated GMP Implementation Guide in March 2021.

CCTA is requesting the review and comment on the draft GMP Implementation Guide.

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## *Technical Coordinating Committee* **STAFF REPORT**

**Meeting Date:** January 21, 2021

<b>Subject</b>	<b>Review of Updates to the Measure J Growth Management Program (GMP) Implementation Guide</b>
<b>Summary of Issues</b>	<p>The GMP Task Force convened in October 2019 to guide the implementation of the new California Environmental Quality Act of 1970 (CEQA) and Senate Bill 743 (SB 743) requirements into the Measure J GMP. The focus of this effort was to develop GMP policies that address the new CEQA methodology for analyzing impacts to transportation, which has transitioned from Level of Service (LOS) to Vehicle Miles Traveled (VMT). The Authority Board adopted the new VMT-related policy and associated thresholds in July 2020 and directed staff to update the GMP Guidance Documents, which includes the GMP Implementation Guide and Technical Procedures. The updated documents would reflect the changes and provide comprehensive guidance for the CEQA lead agencies and consultants involved in the preparation and analysis of traffic studies, development proposals, and General Plan Amendments. It is intended that the updated GMP Implementation Guide will be adopted by the Authority Board after a review and comment period, which includes presentations to the Regional Transportation Planning Committees (RTPCs).</p>
<b>Recommendations</b>	<p>Staff is requesting the TCC review and comment on the draft GMP Implementation Guide and provide approval to forward to the Authority Board for adoption.</p>
<b>Staff Contact</b>	<p>Matt Kelly</p>
<b>Financial Implications</b>	<p>Local jurisdictions must continue to be compliant with the GMP Implementation Guide in order to receive annual</p>



	Measure J 18% Local Street Maintenance and Improvement (LSM) allocations through the bi-annual Checklist submittal.
<b>Options</b>	Revise the GMP Implementation Guide.
<b>Attachments</b>	<b>A.</b> Draft Updated GMP Implementation Guide (in track changes)
<b>Changes from Committee</b>	N/A

## Background

Measure J updated and modified the requirements of the Authority's GMP, first established in 1989 under Measure C. Since the passage of Measure J in 2004, the Authority updated the "Implementation Documents", which provide the procedures and tools that the cities, towns, Contra Costa County (County), and RTPCs use to comply with the GMP. The GMP Implementation Guide serves as a road map to help local jurisdictions and the RTPCs successfully navigate through changes to the GMP landscape.

The Measure C Implementation Guide was adopted in 1990 and was implemented throughout the 20-year program without any substantive amendments. Upon passage of Measure J in 2004, the Authority began updating to the Implementation Guide for Measure J, which was ultimately adopted by the Authority Board in 2010. The Growth Management Task Force, which serves as a subcommittee to the Technical Coordinating Committee (TCC), helped craft the Measure J Implementation Guide, and also guided the proposed updates to address SB 743 in the GMP.

Since October 2019, the Growth Management Task Force has met ten times, initially focused on policies to address SB 743 and VMT in the GMP, and more recently focused on development of the GMP Guidance Documents, specifically addressing the Action Plans for Routes of Regional Significance (Action Plans). Chapters 2 and 3 of the GMP Implementation Guide focused on the Action Plans and performance metrics, primarily LOS and other vehicle delay-based measures, however, these will no longer be used in CEQA under SB 743. The updates to these chapters address the shift away from LOS and provide a new framework for evaluating impacts to transportation from development in the Action Plans.

## Proposed Revisions to the GMP Implementation Guide

Proposed revisions to the GMP Implementation Guide focus on expanding guidance to cover roadways, as well as five additional key topic areas, for a total of six that would need to be

addressed in the Action Plans. The six key topic areas include the following:

1. Regional roadways;
2. Regional bicycle and pedestrian network;
3. Regional transit (include Bay Area Rapid Transit (BART), other rail, ferries, and major bus service);
4. Safety;
5. Equity; and
6. Climate change.

Currently, there is no prohibition on Action Plans addressing topic areas other than those listed above but addressing all of the above key topic areas would be required.

Three of the six key topic areas (regional roadways, regional bicycles and pedestrians, and regional transit) address the transportation network. The updated GMP Implementation Guide would require service objectives to be defined for all three networks in ways that mimic the current process for routes of regional significance, as follows:

- The RTPCs would designate and map routes of regional significance for each of the three networks (regional roadways, regional bicycles and pedestrians, and regional transit).
- Routes of regional significance that span more than one subregion would be discussed and mutually agreed upon by the affected RTPCs.
- Each RTPC would set its own measurement methods, goals and actions for each identified route of regional significance.

Measurement methods, goals, and actions for the three non-modal topics (safety, equity, and climate change) would also be established by each RTPC. These would not be specific to facilities (such as roadways or bikeways) and would instead be either sub-region wide or place specific. For example, an RTPC could choose to establish one or more safety metrics and goals to reduce the rate of vehicle collisions that applies throughout its sub-region.

While the GMP Implementation Guide update would require the Action Plans to evaluate all six key topic areas, the establishment of metrics, goals and actions would continue to be at the discretion of the RTPCs.

Another update to the GMP Implementation Guide would include changes to the Multimodal Transportation Service Objective (MTSO) nomenclature. The term MTSO applies to modal topics, primarily roadways, and regional trails. However, after incorporating the proposed non-modal topics, it was determined that the MTSO did not apply as these topics are neither

mode-based nor considered services. Therefore, Chapters 1, 2, and 3 of the GMP Implementation Guide were updated to replace MTSO with Regional Transportation Objectives in an effort to be inclusive of the new non-modal key topics.

Revisions were made to Chapter 4 to clarify which projects are required to be analyzed for GMP compliance and how impacts should be evaluated. Chapter 7 was updated to add VMT as a transportation planning tool and remove references to CEQA as being part of the GMP compliance process.

### **Implications for CEQA Project Evaluations**

Until recently, a proposed project's effects on capacity or level of service has been a key analysis subject in most evaluations of projects in the County under CEQA. Adding new key topics to the Action Plans thus raises the question of how these topics might be addressed in future CEQA documents.

With the advent of SB743, it should be noted that delay and LOS on roadways are no longer topics under CEQA purview. Similarly, the five new key topic areas are also not topics that are conventionally evaluated under CEQA. Thus, the Authority does not anticipate that any of the metrics, goals and actions in the Action Plans would necessarily be treated as CEQA thresholds. Instead, local jurisdictions would continue to comply with the GMP and Action Plans in exchange for receiving return to source funds and having access to other Authority programs.

### **Adoption of the Revised GMP Implementation Guide**

The proposed update to the GMP Implementation Guide was presented to the Planning Directors at the January 8, 2021 meeting and will be reviewed by the RTPCs Technical Advisory Committees and Boards in January and February, with the Authority's adoption planned in March 2021. Staff is requesting the TCC to review and comment on the draft GMP Implementation Guide and provide approval to forward to the Authority Board for adoption.

## MEMORANDUM

DATE September 14, 2020  
TO CCTA Growth Management Task Force  
FROM David Early, Carey Stone, and Torina Wilson  
SUBJECT Overview of Proposed Revisions to the *GMP Implementation Guide*

At Growth Management Task Force (GMTF) Meeting #9, to be held on September 17, 2020, the Task Force will be asked to provide initial feedback on the proposed programmatic changes to the *GMP Implementation Guide*. This memorandum provides an overview of how the proposed changes evolved, summarizes the potential revisions, and identifies next steps.

Attached to this memorandum is a working draft of Chapters 1, 2 and 3 of the revised *GMP Implementation Guide*. We are attaching this working draft for your reference before the meeting, but there is no need to do a detailed review before the meeting occurs. We will be accepting comments on both this memo and the draft chapters at the meeting on September 17, and via email through October 2.

Following GMTF Meeting #9 and receipt of written comments, PlaceWorks will revise these chapters to account for GMTF comments, and will also revise the remainder of the *Guide*, including both the Executive Summary and the remaining chapters, to ensure internal consistency and to also incorporate already agreed upon methodologies regarding Vehicle Miles Traveled (VMT) analysis. Additional steps in the upcoming process are outlined at the end of this memorandum.

## PROJECT BACKGROUND

In 2004, Measure J was approved to update the provisions in Measure C. Measure J included several updates which modernized transportation planning for Contra Costa County. Since 2004, the transportation landscape in Contra Costa County has continued to shift, particularly in regard to issues such as new transportation technologies, the shift to measurement of Vehicle Miles Traveled (VMT) under Senate Bill 743, and emerging concerns about equity, health and sustainability.

Under Measure C, the GMP and the Action Plans originally focused on regional roadways and delay-based metrics to monitor regional traffic flow. Since the adoption of Measure J, the 2010 *Implementation Guide* and most recent Action Plans have taken a multi-modal approach. Although the approach varies among the Regional Transportation Planning Committees (RTPCs), all current Action Plans incorporate some examples of non-roadway “Multi-Modal Transportation Service Objectives” (MTSOs). However, the treatment of MTSOs other than those related to roadways is inconsistent among the Action Plans since there is no clear CCTA guidance on the scope of non-roadway MTSOs and how they should be developed and implemented.

In 2018, CCTA embarked on a process to update Measure J's implementation documents to address these issues. To kick off this process, a series of five Planning and Transportation Director's Seminars were held from April 2018 to February 2019 to discuss the shifting dynamics of transportation and land use planning. The Seminars educated attendees about these changes and solicited feedback on how local jurisdictions and CCTA should respond to these emerging issues. The seminars resulted in several recommendations, one of which was to reexamine and broaden the scope of the MTSOs required by the GMP.

One of the action items from the Transportation and Planning Directors Seminars was to engage the GMTF to review and comment on several policy updates, including revisiting MTSO requirements. At GMTF Meeting #6, held on April 16, 2020, the Task Force considered nine potential topics that might be included as topics for service objectives, which were:

- Density, Housing, and Infill
- Climate change
- Equity
- Bicycle and Pedestrian Network
- Transit
- Safety
- Infrastructure Quality
- Economic Development
- Return on Investment

While the GMTF elected not to pursue some of these topics, it recommended that CCTA add climate change, equity, the bicycle and pedestrian network, transit, and safety to the existing clearly articulated regulations regarding roadways, for a total of six key topic areas to be covered under the GMP. The proposed changes to the *Implementation Guide* would be the first step in executing this recommendation.

## SUMMARY OF PROPOSED REVISIONS TO THE *IMPLEMENTATION GUIDE*

The proposed revisions to the *Implementation Guide* focus on expanding guidance to cover not only roadways but also five additional key topic areas, for a total of six, that would be required to be addressed in the Action Plans. As noted above, the six key topic areas would be:

1. Regional roadways
2. The regional bicycle and pedestrian network
3. Regional transit (likely including BART, other rail, ferries, and major bus service)
4. Safety
5. Equity
6. Climate change

As is the case today, there would be no prohibition on Action Plans addressing topic areas other than those listed above, but addressing all of the above key topic areas would be required.

Three of the six key topic areas (roadways, bicycles and pedestrians and transit) address the transportation network. The updated *Implementation Guide* would require service objectives for all three of these networks in ways that mimic the current process for roadways of regional significance, namely:

- The RTPCs would designate and map routes of regional significance for each of the three networks (roadways, bicycles and pedestrians and transit).
- Routes of regional significance that span more than one subregion would be discussed and mutually agreed by the affected RTPCs.
- Each RTPC would set its own measurement methods, goals and actions for each identified route of regional significance.

Measurement methods, goals, and actions for the three non-modal topics (i.e. equity, safety, and climate change) would also be established by each RTPC. These would not be specific to facilities (such as roadways or bikeways) and would instead be either sub-region wide or place specific. For example, an RTPC could choose to establish one or more safety metrics and goals to reduce the rate of vehicle collisions that applies throughout its sub-region.

While the *Implementation Guide* update would require the Action Plans evaluate all six key topic areas, the establishment of metrics, goals and actions would continue to be at the complete discretion of the RTPCs.

Another update to the *Implementation Guide* would be changing the MTSO nomenclature. The term *Multimodal Transportation Service Objective* applies to modal topics, primarily roadways and regional trails. However, after incorporating the proposed non-modal topics, it became clear that MTSO was not the right fit as these topics are neither mode-based or considered services. Therefore, as shown in Appendix A, Chapters 1, 2, and 3 of the *Implementation Guide* would be updated to replace MTSO with Regional Transportation Objectives (RTOs) in an effort to be inclusive of the new non-modal key topics. The use of RTOs is a placeholder terminology and CCTA invites Task Force feedback on this term.

## IMPLICATIONS FOR PROJECT CEQA EVALUATIONS

Up until recently, a proposed project's effects on capacity or level of service has been a key analysis subject in most evaluations of projects in Contra Costa County under the California Environmental Quality Act (CEQA). Adding new key topics to the Action Plans thus raises the question of how these topics might be addressed in future CEQA documents.

With the advent of SB 743, It should be noted that even capacity and level of service on roadways are no longer topics under CEQA purview. Similarly, the five new key topic areas are also not topics that are conventionally evaluated under CEQA. Thus, CCTA does not anticipate that any of the metrics, goals and actions in the Action Plans would necessarily be treated as CEQA thresholds. Instead, local jurisdictions would continue to comply with the GMP and Action Plans in exchange for receiving return to source funds and having access to other CCTA programs.

## NEXT STEPS

The anticipated schedule to finalize the *Implementation Guide* revisions is:

- **Friday, October 2, 2020** – GMTF submits comments on proposed changes.
- **Wednesday, November 18, 2020** (10 am to noon) – GMTF meeting #10 to review the updated *Implementation Guide*.
- **December 2020** – RTPCs review proposed changes to the *Implementation Guide*.
- **January 2021** – CCTA Authority Planning Committee and Board review proposed changes to the *Implementation Guide*.
- **Winter 2021** – Initiate update of the *Implementation Guide Technical Procedures* to reflect both VMT technical guidance and the *Implementation Guide* Update.

# Implementation Guide

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# Contra Costa Growth Management Program **Implementation Guide**

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# 1 Introduction

## 1.1 OVERVIEW OF MEASURE J

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Adopted in 2004, Contra Costa's Measure J Expenditure Plan extends funding for transportation projects and programs 25 years beyond the initial 20-year span provided for under Measure C (1988). The GMP under Measure J will continue in effect through 2034. This Guide sets the course for implementation of the GMP through that time.

The Measure J Expenditure Plan funds \$2 billion in transportation projects and programs, covering regional roadways, local roadways, active transportation facilities for bicycles and pedestrians, transit, and other mobility programs.

Measure J changed the requirements for local compliance with the GMP. It dispensed with the previous standards for non-regional routes and with performance standards for public facilities and services, but added a requirement for a voter-approved Urban Limit Line.

This 2020 update also ensures that Measure J more appropriately balances the needs of congestion management with statewide goals as required by Senate Bill (SB) 743 which became effective on July 1, 2020.<sup>1</sup> Both Measure C and Measure J focused on roadway capacity and congestion, particularly on roadway Routes of Regional Significance. Over time, however, transportation planners, decision-makers and the public have become concerned with other aspects of the transportation system. The adoption of SB 743 shifted the focus of transportation planning from performance-based analyses to transportation, land use, and planning decisions which encourage infill development, promote public health through active transportation, and reduce greenhouse gas emissions. Therefore, in 2020, the Authority reoriented the GMP to focus not only on regional roadways, but also on the transportation networks serving bicycles, pedestrians, and transit. Through several open forums, the Authority received feedback from local jurisdictions and the Regional Transportation Planning Committees (RTPCs) that additional transportation priorities exist in Contra Costa county, including safety, climate change, and equity. In response, Measure J ultimately expands on the original importance of roadway routes to include active

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<sup>1</sup> SB 35 is a statute streamlining housing construction in California counties and cities that fail to build enough housing to meet state mandated housing construction requirements

and public transportation in addition to priorities surrounding safety, climate change, and equity.

Measure J funds both capital projects and programs. Capital projects include the construction of major highway and arterial road projects, improvements to the BART system, enhancements to transit facilities, and pedestrian, bicycle, and trail facilities. Programs include a variety of transit and paratransit services, support for commute alternatives, and regional transportation planning and growth management. Of the revenues from the sales tax increase approved by the Measure, 18 percent is allocated to Local Street Maintenance and Improvements. These funds are paid out annually to jurisdictions participating in the GMP established by Measure J, provided that the Authority has found the jurisdiction to be in compliance with the GMP. Compliance with the GMP is also required for a local jurisdiction to be eligible for 5 percent Transportation for Livable Communities (TLC) funding.

The Authority assesses local compliance through a checklist that is distributed to the jurisdictions every two years. Local jurisdictions are required to complete the Checklist and submit it to the Authority for review. After review by the Citizens Advisory Committee, the Planning Committee, and approval by the full Authority, 18 percent funds are paid out to the local jurisdiction.

Overall, the Measure J GMP focuses on four key objectives:

- 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 local jurisdictions.
- 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.



The implementation documents developed by the Authority together describe the roles, responsibilities, and procedures to be undertaken by local jurisdictions, the RTPCs, and the Authority under Measure J. All jurisdictions are required to participate in multi-jurisdictional planning, to develop Action Plans that include Regional Transportation Objectives (RTOs), and to adopt local and regional mitigation programs. This Guide focuses on how these provisions of the GMP are to be implemented.

The broadly stated policies outlined in the Measure J GMP emphasize establishment of a structure for sound land use and transportation planning. Successful implementation of these policies requires further, more detailed guidance, and significant elaboration on how each jurisdiction can participate. The guidance described here provides a basis for greater consistency of approach in local planning and establishes the step-by-step multijurisdictional planning process for the evaluation of the impacts of land use decisions on the transportation system.

This Guide should be used in conjunction with the other implementation documents for the GMP: the *Model Growth Management Element* and the *Technical Procedures*. Appendix A includes a glossary of common terms and abbreviations used in this document.

## **1.2 CORE REQUIREMENTS OF THE GROWTH MANAGEMENT PROGRAM FOR RTPCs**

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The Regional Transportation Planning Committees (RTPCs) are organized geographically to cover four distinct sub-areas, including both incorporated member jurisdictions and unincorporated areas of Contra Costa county. RTPC Policy Boards are composed of elected representatives, and sometimes local planning commissioners with Technical Advisory Committees (TACs) comprised of planning and engineering staff from the member jurisdictions within the boundary of each sub-area. The RTPCs are responsible for the development of transportation plans, projects, and programs tailored to meet the needs of their region.

The RTPC's member jurisdictions work collectively to identify transportation and planning concerns in their sub-areas, with a focus on transportation priorities that cover six key topic areas, including: regional roadways, the regional active transportation network (i.e. bicycle and pedestrian facilities), transit services, safety, climate change, and equity. Once these concerns are identified, the RTPCs develop quantifiable Regional Transportation Objectives (RTOs) that address the identified

concerns while supporting the Authority's overall vision and goals. The role of the RTPC is to incorporate the agreed upon RTOs into an Action Plan which is forwarded to the Authority for inclusion in the Countywide Transportation Plan (CTP). The RTOs and Action Plans established by each RTPC, once incorporated into the CTP, provide a clear picture of the transportation and planning needs in each sub-area, which allows the Authority to identify RTOs to implement transportation and planning improvements for the region, as well as analyzing the impacts of the Action Plans on the County as a whole.

### **1.3 CORE REQUIREMENTS OF THE GROWTH MANAGEMENT PROGRAM FOR LOCAL JURISDICTIONS**

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Measure J's GMP requires that local jurisdictions (cities, towns and the County) must also take a number of actions to remain in compliance with the GMP. Non-compliance with components of the GMP may result in local jurisdictions becoming in-eligible to receive both 18 percent Local Street Maintenance and Improvement Funds, and the 5 percent Transportation for Livable Communities (TLC) funds. The seven main requirements for local jurisdictions are briefly summarized below.

#### **ADOPT A GROWTH MANAGEMENT ELEMENT**

As part of its General Plan, each jurisdiction must adopt a Growth Management Element that outlines goals and policies for managing growth and requirements for achieving those goals. The Element must demonstrate how the jurisdiction will comply with the other requirements of the GMP.

#### **ADOPT A DEVELOPMENT MITIGATION PROGRAM**

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

The development mitigation programs to be adopted by localities include both a local and a regional component. The project-level traffic impact analysis described in Chapter 4 of this Guide provides an opportunity to identify potential impacts and fund proposed mitigation measures through a fee program or other mitigation alternatives. The multijurisdictional planning process, development and implementation of Action Plans, and the related review of General Plan Amendments (GPAs), which are also described in this Guide, provide opportunities to establish mechanisms to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development.

### **PARTICIPATE IN AN ONGOING COOPERATIVE, MULTI- JURISDICTIONAL PLANNING PROCESS**

Each jurisdiction is required to participate in an ongoing cooperative, multi-jurisdictional planning process with other applicable jurisdictions and agencies, the RTPCs, and the Authority, to create a balanced, safe, and efficient transportation system, and to manage the impacts of growth.

This requirement includes working through the RTPCs to develop Action Plans that identify transportation priorities in six key topic areas and establish Regional Transportation Objectives (RTOs) as well as actions for achieving the RTOs to address each topic area. It also requires disclosure of the traffic impacts of proposed projects and General Plan Amendment (GPAs) through use of the Authority's Countywide Model and application of a uniform set of traffic analysis and mitigation procedures that address both Vehicle Miles Traveled (VMT) and traffic capacity. Finally, participation involves local input into the Authority's ongoing countywide planning process, and helping the Authority maintain its land use and projects database for use in the Countywide Model.

### **ADDRESS HOUSING OPTIONS**

In its General Plan Housing Element progress report, each jurisdiction must demonstrate progress in providing housing opportunities for all income levels, taking into account projected future needs and current project approvals and construction. The progress report should clearly show how the jurisdiction plans to meet projected needs and illustrate how the General Plan or zoning plans facilitate these ends. In addition, each jurisdiction must address how housing development will affect the transportation system and 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's Capital Improvement Program (CIP) must outline the projects needed to implement General Plan goals and policies over at least a five-year period. The program will indicate approved projects, project costs, and a financial plan for securing the necessary funding. The jurisdiction shall also forward the transportation component of its CIP to the Authority for incorporation into the Authority's database of transportation projects.

### **ADOPT A TRANSPORTATION SYSTEMS MANAGEMENT ORDINANCE OR RESOLUTION**

Each jurisdiction must adopt a local ordinance or resolution based on the Authority's model Transportation Systems Management ordinance to promote carpools, vanpools, and park and ride lots.

### **ADOPT AN URBAN LIMIT LINE**

Each jurisdiction must comply with a countywide or local voter-approved Urban Limit Line (ULL) to be considered in compliance with Measure J's GMP.

## **1.4 CHANGES FROM MEASURE C**

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Through the approval of Measure J, the voters of Contra Costa made a number of important changes to the requirements and procedures of the GMP previously established by Measure C. Table 1 below compares the requirements of the two measures; a more detailed comparison can be found in Appendix B of this Guide.

**Table 1. Comparison of Measure C and Measure J GMP Requirements**

<i>Measure C Growth Management Program<sup>2</sup></i>	<i>Measure J Growth Management Program</i>	<i>Actions for Compliance with Measure J</i>
Adopt a Growth Management Element	Adopt a Growth Management Element	Update Growth Management Element (GME) to reflect new requirements

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<sup>2</sup> A detailed comparison of the Measure C and Measure J Growth Management Programs is included in Appendix B of this guide.

<i>Measure C Growth Management Program<sup>2</sup></i>	<i>Measure J Growth Management Program</i>	<i>Actions for Compliance with Measure J</i>
Adopt Traffic Level Of Service (LOS) Standards for non-regional routes	Not included in Measure J	None: LOS standards for non-regional routes may be eliminated from GME, Regional Routes may continue to use LOS as an RTO
Adopt Performance Standards	Not included in Measure J	None (Performance Standards may be eliminated from GME)
Adopt a Development Mitigation Program	Adopt a Development Mitigation Program	Update Development Mitigation Programs consistent with the Model GME on both a local and regional level
Participate in a Cooperative, Multi-Jurisdictional Planning Process to Reduce Cumulative Regional Traffic Impacts of Development	Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process, including development of Action Plans	Continue existing participation efforts and update Action Plans
Address Housing Options and Job Opportunities	Address Housing Options	Demonstrate reasonable progress in implementation of the adopted Housing Element, consider the impacts of land use and development policies on the transportation system, and incorporate policies that support transit, bicycle and pedestrian access in new development
Develop a Five Year Capital Improvement Program	Develop a Five-Year Capital Improvement Program	Continue to prepare a five-year Capital Improvement Program
Adopt a TSM Ordinance or Resolution or alternative mitigation	Adopt a TSM Ordinance or Resolution	Update TSM Ordinance to be consistent with new policies
Not included in Measure C	Adopt an Urban Limit Line	Adopt a local, voter-approved Urban Limit Line, or maintain the countywide Urban Limit Line

- **Growth Management Element.** Local jurisdictions are required to update their GME based upon the *Model Growth Management Element* created by the Authority. The GME is the jurisdiction's main platform for outlining goals and policies for managing growth and requirements for achieving those goals. Jurisdictions are encouraged to supplement their GMEs with any elements outside of the Model GME that may be helpful in achieving the objectives of the GMP as well as local General Plan goals and policies.

- **Level-of-Service (LOS) Requirements.** Local jurisdictions are no longer required to adopt LOS as the primary measure of transportation impacts. A jurisdiction may decide to maintain existing LOS standards for non-regional routes in its GME or eliminate them, relying instead on other ways of correlating the circulation element with the land use element of the General Plan. Regional Routes are addressed through the Action Plan development process under Multi-Jurisdictional planning.
- **Performance Standards.** Local jurisdictions are no longer required to adopt performance standards for public services (fire, police, parks, sanitary, flood, and water) in their growth management elements. A jurisdiction may decide to maintain existing performance standards or eliminate them, as appropriate.
- **Development Mitigation Program.** Local jurisdictions must continue and update their existing Development Mitigation Programs, which consist of two parts: a local program to mitigate development impacts on local streets, and a regional program establishing fees, exactions, assessments, or other measures to fund regional and subregional transportation projects.
- **Multi-Jurisdictional Planning.** Each jurisdiction must continue to participate in an ongoing, multi-jurisdictional planning process through the RTPCs, including updating and implementing Action Plans.

- **Housing Options.** Each jurisdiction must demonstrate reasonable progress in achieving the objectives in its Housing Element. The jurisdiction must complete a report that illustrates this progress in various ways, as described in Appendix B. Additionally, jurisdictions must incorporate policies and standards to support transit, bicycle, and pedestrian access in new development.
- **Five-Year Capital Improvement Program.** Jurisdictions must continue to prepare five-year capital improvement programs, including approved projects and an analysis of the costs of proposed projects. The program must outline a financial plan for providing proposed improvements.
- **Urban Limit Line.** Jurisdictions must have a voter-approved ULL to be in compliance with the Measure J GMP. The ULL may conform to the countywide line, or a jurisdiction may adopt its own ULL to fulfill this requirement.

## ORGANIZATION OF THIS GUIDE

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This Guide has nine main chapters. The chapters following this introduction are as follows:

### CHAPTERS 2 AND 3: RTOs AND ACTION PLANS

These Chapters address six key transportation priorities to be addressed in the Action Plans, namely regional roadways, the regional active transportation network, and transit, together with safety, climate change, and equity. Chapter 2 presents an overview of these transportation priorities. Chapter 3 presents the components of the Action Plans, the planning process, and the process for review, adoption, and revision of Action Plans. Chapter 3 also addresses the ongoing Action Plan update process to be undertaken by local jurisdictions.

#### **CHAPTER 4: EVALUATING THE IMPACTS OF PROPOSED NEW DEVELOPMENT**

This Chapter addresses the procedures a jurisdiction should undergo when evaluating the impacts of new development. The Chapter includes discussion of procedures for significant short-term development decisions, as well as longer-term development policy, such as a GPA. Requirements for consultation with neighboring jurisdictions and affected RTPCs are also detailed in this Chapter.

#### **CHAPTER 5: COMPLIANCE WITH THE URBAN LIMIT LINE**

This Chapter outlines the Authority's process for assessing compliance with the GMP requirement that each local jurisdiction adopt and continuously comply with a voter-approved ULL.

#### **CHAPTER 6: DECISION MAKING AND CONFLICT RESOLUTION**

Chapter 6 summarizes the conflict resolution process established by the Authority and the rules for decision-making by the RTPCs. This conflict resolution process also fulfills the statewide requirement for Congestion Management Agencies (CMAs) to establish a process for resolving conflicts.

#### **CHAPTER 7: TOOLS AND PROCEDURES**

This Chapter of the Guide outlines the tools and procedures that will be used for transportation planning and Measure J updates. Efforts will involve review and modification of General Plan Growth Management Elements by local jurisdictions and updates to Action Plans by the RTPCs. The most important tools for this work will be the updated travel demand forecasting model developed by the Authority, as described in this Chapter, and in the *Technical Procedures Update*.

Continuing planning will include:

- Compliance Monitoring and Reporting;
- Preparation and circulation of traffic impact studies;
- Preparation and review of General Plan Updates and amendments;
- Action plan monitoring and updates; and
- Updates and amendments to the CTP.

#### **CHAPTER 8: COMPLIANCE**



A locality must comply with all parts of the GMP to receive Local Street Maintenance and Improvement Funds and to qualify for grants under the Contra Costa TLC. This Chapter summarizes basic compliance requirements.

## **CHAPTER 9: COMPLIANCE CHECKLIST**

This Chapter frames the basic questions that will be included in the Measure J GMP Compliance Checklist, which is to be filled out by local jurisdictions and submitted to the Authority for review every two years. The detailed checklist questions will be developed separately and adopted by the Authority. The Authority will update the checklist every two years to reflect changing conditions.

## **2 Regional Transportation Objectives**

The population in Contra Costa is expected to continually increase over time. Analysis and projections prepared by the Authority as part of its CTP indicate that such population growth will result in a continued increase in traffic and congestion on the regional transportation system. Future peak period demand is projected to exceed the capacity on many of the freeways and arterials in Contra Costa. In addition to resulting in a several-fold increase in vehicle delay, increasing traffic and congestion is anticipated to exacerbate regional concerns such as safety, climate change, and inequity in the transportation system. Thus, there has been a renewed effort to engage local jurisdictions in a process which seeks to manage impacts to the regional transportation network from development, such that non-transportation issues will also be remedied.

This bottom-up process is conducted in cooperation with regional and statewide efforts that embrace similar objectives, which include improving the networks of regional roadways, active transportation, and public transit, while simultaneously addressing jurisdictional concerns regarding safety, and regional concerns regarding climate change and equity. While the Bay Area population and work force has grown by more than 30 percent over the past 25 years, total transit ridership, in terms of millions of riders annually, has remained flat. Moreover, current forecasts indicate that the use of alternative modes to the single occupant vehicle, such as walking, bicycling, carpooling, taking buses or using BART is expected to remain at roughly the same percentage of overall trips in the future as it is today.

The Authority has responded to such concerns through Measure J, which implements a multi-jurisdictional approach to achieve objectives that support regional goals. Measure J requires local jurisdictions to work with their RTPCs to identify concerns and needs specific to their sub-areas covering six key topic areas. Three of these topic areas address “Regional Facilities” (roadways, active transportation facilities, and public transit) which need, or whose users could benefit from, improvements. The other three topic areas address programmatic transportation priorities with regard to safety, climate change, and equity. The RTPCs incorporate jurisdictions’ concerns and needs by establishing Regional Transportation Objectives (RTOs) to address each issue, and to develop actions for achievement of the RTOs.

Measure J emphasizes participation of local jurisdictions in determining appropriate

programs to mitigate regional traffic impacts, as they are best able to identify and mitigate local traffic impacts. The nature of the six transportation priorities themselves, as well as the travel patterns of workers and residents, makes it appropriate to locate primary planning responsibility for the RTOs with the RTPCs.

Programs for RTOs require a 4-step process:

1. Identification of transportation priorities in each of the six topic areas: regional roadways, regional active transportation network, transit, safety, climate change, and equity;
2. Development and/or update of Action Plans by RTPCs to address each identified transportation priority and establish RTOs by:
  - a. Identifying the overall goal or objective that is trying to be achieved;
  - b. Identifying a condition (or metric) that can be measured to indicate progress toward the goal or objective; and
  - c. Identifying supportive actions to assist in achievement of goals and objectives.
3. Circulation and review of proposed updated Action Plans by other jurisdictions and RTPCs; and
4. Ongoing Action Plan implementation and review.

Measure J, as implemented through this Guide, requires that jurisdictions, RTPCs, and the Authority identify transportation priorities in each of the six key topic areas, establish RTOs for them, and propose actions for achieving or making progress towards those objectives. For each of the six key topic areas:

1. RTPCs, in cooperation with local jurisdictions and the Authority, will develop quantifiable RTOs that are consistent with the Authority's overall vision and goals.
2. RTPCs, in cooperation with local jurisdictions and the Authority, will study how to attain objectives for each transportation priority, and update the Action Plans, including new RTOs and plans for attaining them. Action Plans will take effect following review and approval by the Authority.
3. Progress in attaining RTOs will be monitored and reported by the Authority, based on a schedule to be included in each Action Plan.

4. Regional traffic mitigation programs (fees or other mitigations) are to be used to help fund improvements and mitigation measures.
5. The updated Action Plans will be incorporated into the CTP.

This Chapter of the Guide addresses the content to be covered in each of the six key topic areas. Action Plan updates and procedures are discussed in Chapter 3.

The RTPCs may also identify new regional transportation facilities or non-facility key topic areas for potential designation using the process outlined in Appendix C.

## **2.1 ROADWAY ROUTES OF REGIONAL SIGNIFICANCE**

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Contra Costa's network of freeways and arterials are a major focus of the growth management effort under the provisions of Measure J. Although many tangible benefits have accrued since the implementation of Measure C, congestion on many of these regional facilities has continued to increase. Obstacles to congestion mitigation continue to include the infeasibility of adding capacity, the "built-out" nature of the transportation landscape, local resistance to regional improvements that could adversely impact quality of life, the influence of through-traffic to and from other parts of the Bay Area, and limited State and federal funding for projects on the regional network.

In order to address these congestion issues, important regional roadway facilities, including all freeways and many of the major arterials, are designated as Roadway Routes of Regional Significance, as indicated on the map on the subsequent page. Some of the routes on the map are dotted, indicating that they are to be designated through future action. Appendix D contains a comprehensive listing of all designated Roadway Routes of Regional Significance.

A designation as a Roadway Route of Regional Significance carries with it certain obligations that will be assigned to local jurisdictions and the RTPCs. This includes establishing RTOs which include certain programs and mitigation strategies, or actions, that apply only to those routes.

## **2.2 ACTIVE MODES ROUTES OF REGIONAL SIGNIFICANCE**

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Active Modes Routes of Regional Significance refer to facilities which support active modes of transportation, including bicycle facilities (bicycle lanes, bicycle routes, and bicycle paths) and pedestrian facilities (sidewalks and paths), and can support emerging modes such as micromobility. Sufficient bicycle and pedestrian facilities ensure non-vehicle infrastructure connects and enhances the regional transportation network.

The Authority is actively working to improve the county's Active Modes Routes of Regional Significance. Expanding active transportation modes is an important component of reaching the region's transportation priorities related to congestion and climate change while also improving public health. By giving commuters multiple transportation options, the number of single-occupant vehicle trips and roadway congestion can be reduced. Biking and walking is also critical in fulfilling first/last mile connections to/from public transit that often discourages the switch from single-occupant vehicles to public transportation.

Like Roadway Routes of Regional Significance, designation as an Active Modes Route of Regional Significance entails certain obligations that will be assigned to local jurisdictions and the RTPCs. Such obligations can include developing strategies for improving efficiency, safety, connectivity, and comfort of travel, as identified in the 2017 CTP and the 2018 Countywide Bike and Pedestrian Plan.

## **2.3 REGIONAL TRANSIT SYSTEM**

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Public transit in Contra Costa county includes BART, bus service, Amtrak, ferries, and some shuttle service. The current pattern of commute trips in Contra Costa leans heavily to solo drivers, with about 70 percent of commuters having driven alone to work in 2013, a figure that has not changed significantly since. Transit represents only about 8 percent of Contra Costa commute trips. Improving public transit is a documented concern of county residents. The 2017 CTP identified two related goals:

1) expanding safe, convenient and affordable alternatives to the single-occupant vehicle, and 2) maintaining the transit system.

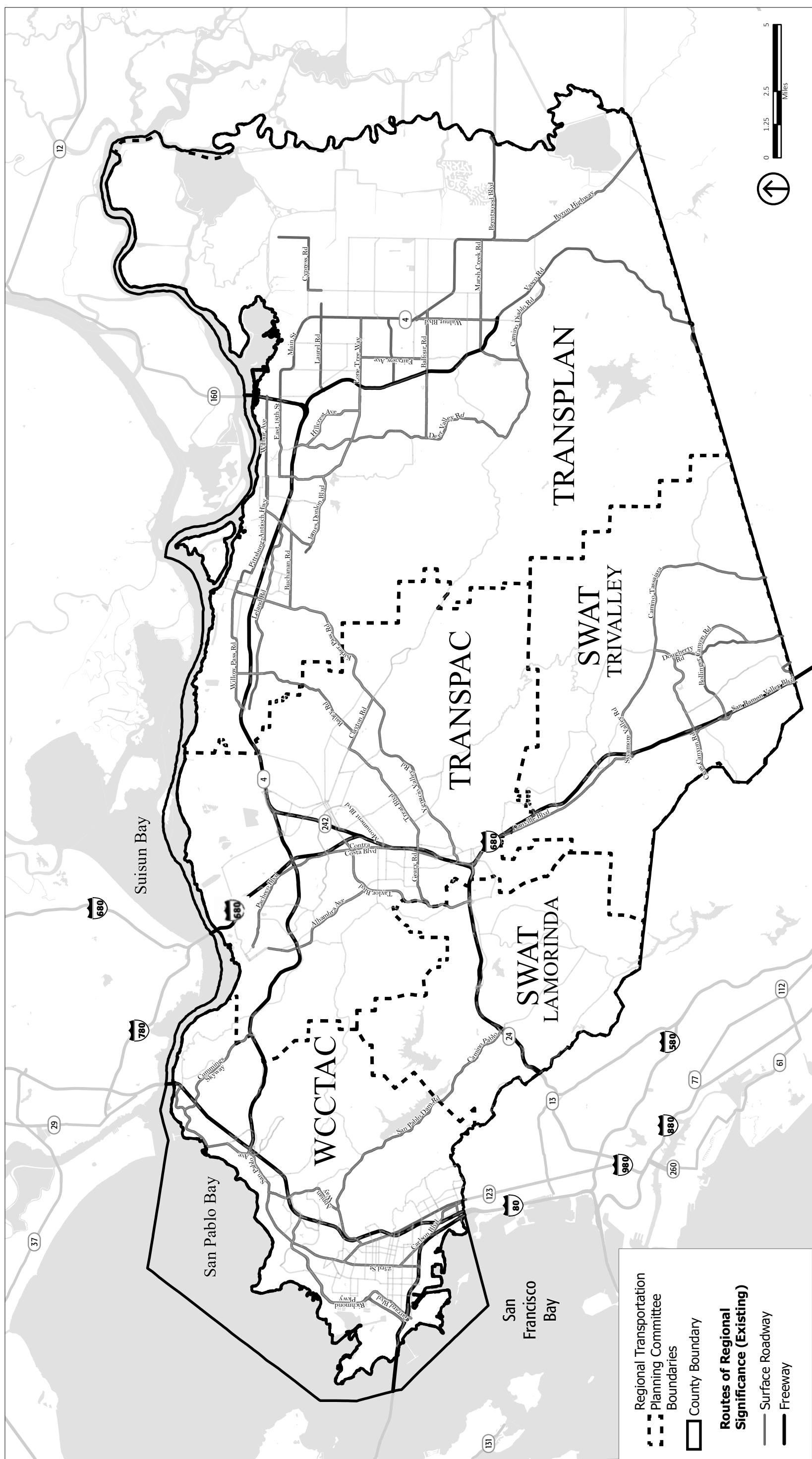
Like Roadways of Regional Significance, designation as a Transit Route of Regional Significance entails certain obligations that will be assigned to the Authority, transit service providers, and the RTPCs. Such obligations can include improving efficiency, safety, connectivity, and comfort of travel, as identified in the 2017 CTP.

## **2.4 TRANSPORTATION SAFETY**

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Safety is an important transportation priority in Contra Costa county, both locally and regionally. A key component of transportation safety is vehicle technology, from existing driver-assist technologies to future development of connected/autonomous vehicles. Safety is also influenced by roadway design, active transportation infrastructure, traffic controls, connectivity, education, and training. Increased mobility depends on a transportation system that is safe for all users.

Local jurisdictions will have the primary responsibility for identifying traffic safety concerns. The RTPCs and the Authority will aid the local jurisdictions in identifying key regional safety objectives related to the locally identified safety issues. The local jurisdictions, the RTPCs, and the Authority will then work collaboratively to establish RTOs to monitor the issues and propose actions for achieving those objectives related to safety of the Contra Costa transportation system. Such objectives could include supporting the efficient, safe, and reliable movement of people and goods using all available travel modes and expanding safe, convenient and affordable alternatives to the single-occupant vehicle as identified in the 2017 CTP.



### Figure 1 Boundaries and Routes of Regional Significance

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## 2.5 CLIMATE CHANGE

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The transportation sector is responsible for about 40 percent of the greenhouse gas (GHG) emissions in California. The transportation system also is vulnerable to the effects of climate change, most notably rising tides, and more needs to be done to ensure the system is resilient to these changes. Increasing opportunities for active transportation, transit use, advanced vehicle technology (electric cars and zero emissions vehicles), and improved vehicle connectivity can all help to reduce GHG emissions.

The Authority has an explicit performance target of meeting the Governor's Executive Order B-16-12, which requires reduction in GHG emissions from transportation sources to 80 percent below 1990 levels by 2050.

Achieving climate change goals entails certain obligations that will be assigned to local jurisdictions, transit agencies, and the RTPCs. The RTPCs and the Authority will identify key climate change issues, establish RTOs to monitor the issues, and propose actions for achieving those objectives. Such objectives could include managing growth to sustain Contra Costa's economy, preserve its environment, and support its communities, as identified in the 2017 CTP. RTOs can also be identified through existing Climate Action Plans for General Plans.

## 2.6 TRANSPORTATION EQUITY

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Over the past several years, it has become clear that we need to address equity in our transportation systems. This means working to ensure that transportation investments are made in historically underserved communities in Contra Costa County. The Authority is committed to the principle of fairness, meaning benefits and burdens that occur from transportation investments should be equally distributed to all residents in a sufficient scale to reverse historic disparities.

Increasing transportation equity entails certain obligations that will be assigned to local jurisdictions, transit agencies, and the RTPCs. The RTPCs and the Authority will identify key equity issues, establish RTOs to monitor the issues, and propose actions for achieving those objectives. Such objectives could include managing growth to sustain Contra Costa's economy, preserving its environment, and supporting its communities, as identified in the 2017 CTP. The 2017 CTP supports *Plan Bay Area's* equity targets for the RTP by seeking equitable transportation opportunities for all residents, including those living in Communities of Concern and for minority and

low-income residents.

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## 3 Action Plans

Measure J provides the basis for multijurisdictional planning, focusing on development of appropriate measures and programs to address regional traffic impacts and other key issues. 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.

This Chapter discusses Action Plans in three parts:

1. A summary of the content of currently 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 Chapter 8, Compliance and Compliance Reporting.

### 3.1 ACTION PLAN COMPONENTS

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Action Plans are required to include the components listed here. The RTPCs 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 ABAG/MTC and reflects local plans for future development. The RTPCs are 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. Regional Transportation Objectives (RTOs) that use quantifiable measures of effectiveness and include a target date for attaining the objective.** RTOs should be consistent with the Authority's adopted goals and include quantifiable metrics that address each of the six key topic areas, such as travel time, miles of bike and pedestrian paths, vehicle miles traveled per day, transportation mode split, numbers of collisions, or access to transit within Communities of Concern. Table 2 on the following page gives specific examples.

Previously, RTPCs were encouraged to identify RTOs that agencies could use as "thresholds of significance" in the California Environmental Quality Act (CEQA) process for a proposed development project or GPA. However, with the advent of SB 743 (which removed LOS as a topic under CEQA purview) and the creation of new key topic areas to address this change, the Authority does not anticipate that many of the metrics, goals, and actions in the Action Plans will be automatically treated as CEQA thresholds. Instead, the RTPCs and local jurisdictions will determine desired thresholds and track progress toward attaining the RTOs.

**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 RTOs. 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 support more than one RTO because of the breadth of their impact. This is particularly likely in relation to land use measures.

**Table 2. Examples of Adopted RTOs and Corresponding Actions**

<i>Sample RTO</i>	<i>Sample Actions</i>
<b>Maintain LOS E on Bailey Road, and LOS D on all other signalized suburban arterials</b>	<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>
<b>Maintain a delay index of 3.0 or less on I-80 during weekday morning and evening peak hour</b>	<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 &amp; 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>
<b>Maintain a minimum average speed of 30 miles per hour on I-580</b>	<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>
<b>Improve interjurisdictional travel on the Lafayette-Moraga Regional Trail</b>	<p>Monitor volumes of automobiles, bicycles, and pedestrians at crossings Monitor average trail user delay at major road crossings</p> <p>Monitor pedestrian or bicycle delay at major (unsignalized) road crossings</p> <p>Monitor pavement condition over the entire trail</p>
<b>Increase participation in the Contra Costa TDM program</b>	<p>Develop TDM programs at k-12 schools and colleges to encourage carpooling, transit ridership, walking, and bicycling</p> <p>Promote alternative work opportunities including employer pre-tax benefit programs, compressed work-week schedules, flex schedules, and work-from-home</p> <p>Promote park-and-ride lot use to potential carpoolers, vanpoolers, and transit riders, including shuttle services</p>

**Table 2. Examples of Adopted RTOs and Corresponding Actions**

<i>Sample RTO</i>	<i>Sample Actions</i>
<b>Reduce frequency of pedestrian or bicyclist injuries along Class I and IV bike facilities</b>	<p>Complete the sidewalk network</p> <p>Coordinate cross-jurisdiction procedures/practices for traffic management during lane or road closure</p> <p>Examine adaptive signal timing</p> <p>Extend and connect existing pedestrian and bicycle facilities</p> <p>Install speed warning signs</p> <p>Increase pedestrian safety devices</p>
<b>Transportation for seniors and people with disabilities</b>	<p>Complete the sidewalk network</p> <p>Increase pedestrian safety devices</p> <p>Improve and expand existing services</p>
<b>Support the use, enhancement, and expansion of low emissions technologies</b>	<p>Support innovative approaches for the deployment of low emission technologies</p> <p>Support the construction of infrastructure needed for the expansion of low emission technologies such as vehicle charging stations</p> <p>Identify pedestrian infrastructure directly adjacent to high injury locations for improvement</p> <p>Pursue State funding for Communities of Concern to fund transit infrastructure projects</p>

5. **Requirements for consultation with neighboring jurisdictions.** When establishing RTOs and the metrics to track their progress, RTPCs and their member jurisdictions shall establish desired thresholds to ensure each metric is measurable. A consultation with neighboring jurisdictions is required in cases where a jurisdiction establishes an RTO for a shared facility or regional route with another jurisdiction, or in cases where an action could have an impact on a neighboring jurisdiction. Such consultation will serve to establish a common threshold to track progress of RTOs on a shared key transportation facility. All thresholds are subject to modification by the Authority during review of the Action Plans.
6. **Procedure for review of impacts resulting from proposed local GPAs 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 (GPAs) may affect implementation of Action Plans. This *Guide* includes the Authority's adopted process for notification and review of the impact of proposed GPAs. (See Chapter 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 RTPCs and the Authority to review progress in attaining RTOs.** The Authority shall periodically review the progress made by the RTPCs, generally on a two-to-four year review cycle. Each Action Plan shall include a review schedule to ensure the ongoing tracking of the RTOs.
8. **Schedule and process for revision of Action Plans as needed.** Each Action Plan 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

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The existing Action Plans focus primarily on capacity and performance on Roadway Routes of Regional Significance, with some additional objectives for active transportation modes. This focus has historically been beneficial in making transportation and land use decisions which improve the quality of roadways, however it neglected transportation priorities regarding active transportation modes and non-infrastructure related issues. Therefore, this version of the GMP *Implementation Guide* has been reoriented to focus not only on Roadway Routes of Regional Significance, but also to cover the other identified transportation priorities, namely active transportation, transit, safety, climate change, and equity.

Updated Action Plans to address these changes will be developed by the RTPCs in cooperation with local jurisdictions. The Action Plan updates will include both corridor- level analysis of roadways, bicycle and pedestrian facilities, and public transit routes, as well as additional transportation measures related to safety, climate change, and equity. The Action Plan updates are to include the existing conditions regarding each key topic area and the projected changes that would occur through implementation of the updated Action Plan. The Action Plan updates should include an evaluation of whether the previously adopted RTOs are being met or if the RTPCs are making progress towards each RTO. Local jurisdictions would continue to comply with the GMP and Action Plans in exchange for receiving return to source funds and having access to other Authority programs. The update will follow the general guidelines and steps outlined below and illustrated in Figure 2.

#### DEFINE WORK PROGRAM

As a first step, the RTPC should develop a work program that includes the following specific tasks:



- Data collection
- Assess status of Action Plan, and identify issues and potential changes
- Identify new or refined RTOs and actions
- Establish methodology for measuring new RTOs
- 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 E.

## **REVIEW STATUS OF EXISTING ACTION PLAN AND RTOs**

The updating of Action Plans includes reviewing the adopted content in each Action Plan and the level of attainment achieved for each RTO since adoption. Upon completion of the Action Plan and RTO review, each RTPC will produce a memorandum which provides an update on implementation of the vision and goals in the Action Plan and the status of each RTO and action. Components of Action Plan review include the following:

- Review Action Plan contents:
  - List of regional routes
  - List of transportation facilities
  - Status of regional and route Actions
  - Status of each RTO attainment
  - Review implementation of Actions
- Review local General Plans
- Review Countywide Transportation Plan
- Identify barriers to implementation of the Action Plan

- Identify potential refinements or changes to each Action Plan policy and RTO

#### **ADDITIONAL INFORMATION ON EACH OF THESE REVIEW COMPONENTS IS PROVIDED IN APPENDIX E. DATA COLLECTION AND UPDATE OF FORECASTS**

An important component of the Action Plan Update process is the collection of existing data and the update of forecasting models. This data includes future land use, existing and forecasted demographics, the existing and planned transportation system in the subregion, and existing and future demand on the transportation system. The review of the transportation system is informed by the Countywide Model and can be done simultaneously while reviewing the Countywide Model against the Action Plans.

Additional information on data to be collected is provided in Appendix E.

#### **DEFINE PRELIMINARY OBJECTIVES**

Quantifiable RTOs are a required component of Action Plans. Objectives can be stated using various metrics to determine effectiveness, such as miles of trails constructed, average auto occupancy, number of bicycle and pedestrian collisions, transit patronage, reduction of GHG emissions, and accessibility improvements. Each objective must have a quantifiable metric with both a threshold to measure success and a target date for attainment. Identifying a reliable source of data for the measurement should also be done at the outset.

Until recently, a proposed project's effects on capacity or LOS has been the key metric in evaluations of projects in Contra Costa County under CEQA. With the advent of SB 743, capacity and LOS on roadways are no longer topics under CEQA purview, and some of the new key topic areas are not topics that are conventionally evaluated under CEQA. Thus, the Authority does not anticipate that many of the metrics, goals, and actions in the Action Plans will be automatically treated as CEQA thresholds.

Instead, the RTPCs will determine a desired metric with a quantifiable threshold to track progress toward attaining the RTOs. An example RTO is: "increase the share of biking and walking trips." An example metric for this RTO could be frequency of travel on a specific active transportation route and the quantifiable threshold could be increasing bicycle and pedestrian activity by 10 percent each year. Specific actions to achieve this objective could include completing a sidewalk and bike lane

connecting to nearby bicycle and pedestrian infrastructure, incentives for commuters switching to active transportation modes, or switching to metered parking in commercial or mixed-use areas. The RTPCs will be responsible for tracking the metrics and the chosen thresholds to ensure effectiveness and overall compliance with the GMP and Action Plans. Progress will then be evaluated by the Authority during review cycles which happen every two- to four-years.

Ideally, RTOs would address transportation priorities in a manner that achieves an improvement for each priority topic. In some cases, however, particularly with physical priorities regarding roadways, bicycle and pedestrian facilities, and transit, objectives may seek to maintain current service levels and/or conditions (a non-degradation standard such as a policy to maintain a bus route frequency of 15-minute intervals during peak commute hours). In the worst case, where projections now indicate significant deterioration related to a transportation priority, a RTPC might choose to adopt an objective to limit the rate of degradation (slowing the release of GHG emissions which contribute to climate change).

During the development of primary objectives, RTPCs that share designated roadway, active mode, or transit 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 RTOs and methods for quantification.

An RTPC may identify segments of Regional Routes or geographic subareas within the subregion that are subject to a specific RTO. A geographically-specific RTO may be used to address the following conditions:

1. **Accommodation of TOD:** Areas where Transit Oriented Development (TOD) exists or is planned may need special consideration with regard to RTOs that are oriented towards reducing VMT. These TOD areas may be identified in the Action Plan as being subject to alternative RTOs that differ from a corridor-level RTO.
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 impacts. RTOs may be used to encourage effective use of the CC-TLC program, and support the GMP ULL requirement.

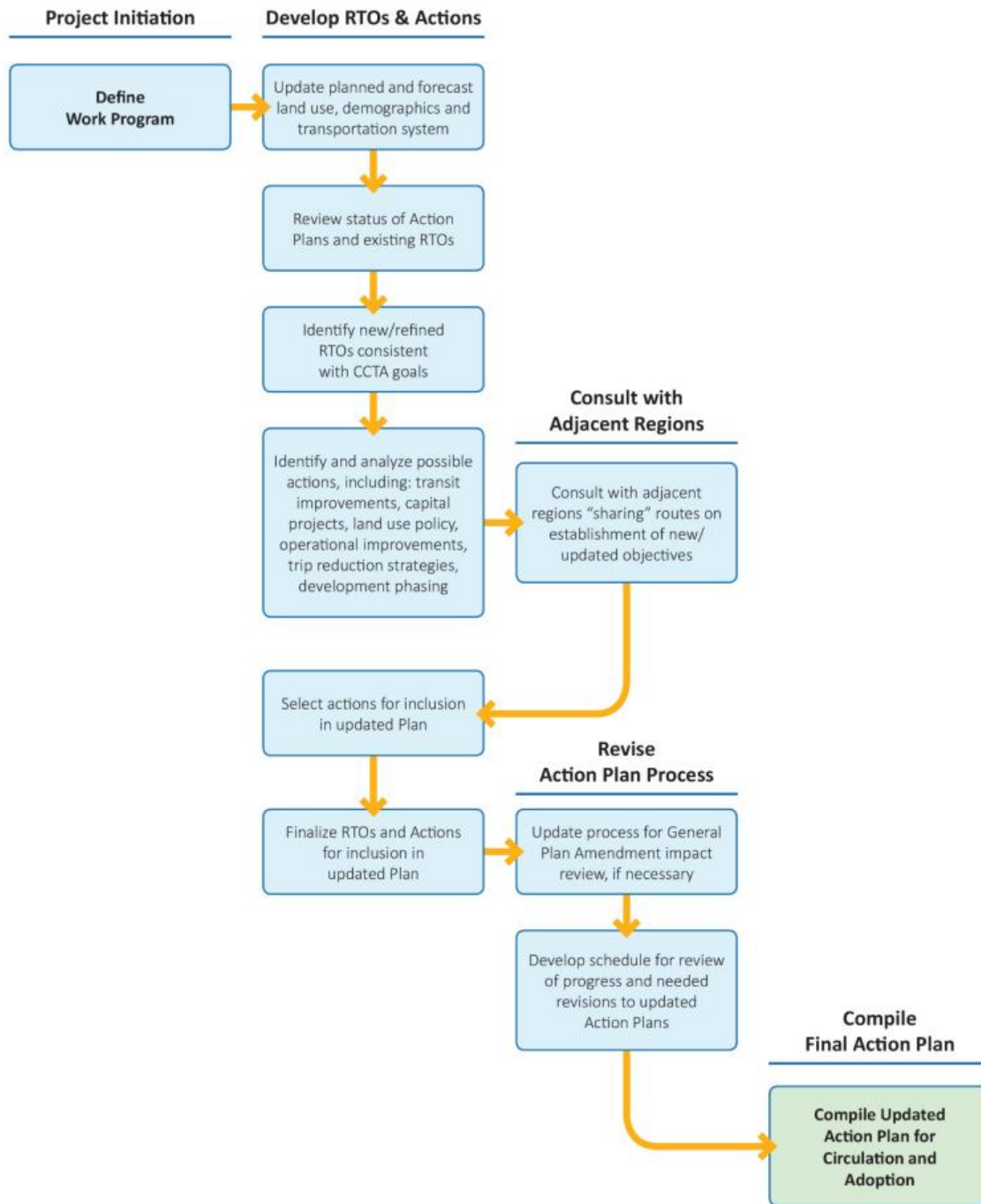
3. **Conflict(s) with Regional, Statewide, or Federal programs:** Examples of these types of programs include congestion pricing, high-occupancy/toll (HOT) lanes, toll collection, and freeway ramp metering. In the case where an RTO is adversely affected by such programs, the RTPC may specify a different RTO.
4. **Specific Area Conditions:** Some RTOs might be appropriate in only specific parts of a subregion, for example in Communities of Concern, low-income communities, areas with high transit reliance or low transit service, or communities with particularly high VMT.

#### **IDENTIFY AND ANALYZE POSSIBLE ACTIONS, MEASURES & PROGRAMS**

Evaluation of candidate actions, measures, and programs will be based on the metrics and thresholds approved in each Action Plan. When applicable, travel demand forecasts will be prepared using the Authority's Countywide Model.

Since actions 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 each 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 shall be 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 conditions on the roadway, active mode, and transit Routes of Regional Significance will be considered for adoption, as will actions to address safety, climate change, and equity. The assignment of action policies should be limited to the involved parties who have representation on the RTPC.

Figure 2 Action Plan Update Process



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Examples of actions to be considered and/or analyzed in the Action Plan for feasibility and effectiveness in attaining RTOs 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 RTOs.
4. Establishing standards and incentives for TOD that will improve transit ridership.

***Capital Projects***

1. Construction of new roads, transit facilities, electric vehicle infrastructure, or pedestrian, bicycle, or trail facilities.
2. Arterial, freeway, transit, bicycle, or trail facility improvements.
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 and Safety Improvements***

1. Traffic signal coordination.
2. Traffic Management Programs.
3. Integrated Corridor Management projects that deploy intelligent transportation system technologies such as adaptive ramp metering and signal timing, variable speed control, transit (and active transportation mode) pre-emption, and improved incident detection.
4. Revisions to transit routes and schedules.
5. Augmentation of bus service.

6. Accommodation of HOVs/HOTs and EVs.
  7. Traffic calming measures.
  8. Bicycle and pedestrian safety devices.
  9. Progress towards Vision Zero.
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#### ***Trip Reduction Programs***

1. Expanded TDM/TSM requirements within a corridor.
2. Focused ridesharing or car sharing campaigns.
3. Parking maximums and charges (including incentivizing EV infrastructure).
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.
3. Regional measures implemented through the Bay Area Partnership.

#### ***Climate Change Programs***

1. Coordinated efforts to reduce dependence on vehicles.
2. Awarding incentives for purchase of EVs or electric bicycles.
3. Encourage company commute programs that reduce the use of single-occupancy vehicles.
4. Installation of EV infrastructure in residential and commercial locations.

#### ***Equity Programs***

1. Augmentation of existing programs and policies (including those with a transit and land use focus) to integrate equity components.
2. Examination of funding distribution to ensure equitable division of local and regional transportation planning resources.
3. Pursuit of State and federal funding to finance capital projects, operational improvements, trip reduction programs, and institutional programs for low-income and minority households.

4. Incorporation of equity component into project prioritization and selection criteria.

Following evaluation of new action policies, the RTOs 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.

### **CONSULT WITH NEIGHBORING SUBREGIONS**

The updating of Action Plans requires consultation with neighboring subregions which would be impacted by proposed modifications or additions to an Action Plan. When establishing a new RTO, metric, and threshold, an RTPC must involve neighboring subregions when that RTO is for a shared facility or a shared regional route, or in cases where an action could have an impact on a neighboring subregion. Such consultation would require that an RTPC notify a subregion if an Action Plan Update proposes an RTO for such a shared facility. In the case where a subregion has, or plans to establish, an RTO for the same facility or route, a common threshold must be established to ensure the sufficient tracking of progress in attaining the RTO. Similar consultation must occur when an RTPC is proposing a modification to an existing RTO or threshold that concerns a route or facility that extends into a neighboring subregion. Consultation and consensus must occur for an Action Plan Update to be approved. In cases where conflict or disagreement arises, the conflict resolution process outlined in Chapter 6 is triggered by the Authority.

### **FINALIZE OBJECTIVES AND ACTIONS**

Once consultation is complete, the RTPCs can finalize the RTOs and actions they will incorporate into the Action Plan. All RTOs must be quantifiable and all actions must prove to lead to attainment, or progress towards attainment, of the RTOs.

### **PROCEDURES**

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

- Requirements for the review of impacts of local GPAs.
- A schedule for review by the RTPC and the Authority of progress in



attaining objectives. Generally, a two-to-four year review cycle is envisioned.

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

### 3.3 REVIEW, ADOPTION, AND REVISION OF UPDATED ACTION PLANS

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The Action Plan update process relies on planning by the RTPCs consistent with Measure J, which notes that jurisdictions will “participate in the Authority’s ongoing countywide comprehensive transportation planning process....” 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 RTPCs. 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 RTPCs.*

Some circulation of proposed policies will have occurred during development of the Action Plan updates to establish common objectives for the six key topics. However, formal circulation of a proposed Action Plan update will occur after full agreement on the Plans is reached by the originating RTPC.

- b. *Each RTPC is asked to comment on proposals, clearly identifying those proposals which it opposes and seeks to have changed by the originating RTPC.*
- c. *Because their responses will influence the approval process, RTPCs 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. The originating RTPC 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 RTPC 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 RTPCs, through joint meetings or other forums, 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 RTPC 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 opposes 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 RTPCs become conditions of local compliance with the GMP. (See Chapter 8 for greater detail.) Compliance is tied only to local implementation of action policies, and not to achievement of RTOs.*

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 RTPC and submitted to the Authority. It will be based on the Authority's RTO monitoring on the designated Regional Routes, and on issues regarding safety, climate change, and equity.*

Consistent with the review schedule in the updated Action Plan, the RTPC and the Authority will periodically review progress in attaining objectives. If satisfactory progress is observed by the RTPC 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 also be required to respond to 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 RTOs or conflict with implementation of adopted actions.*

As outlined in Chapter 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 RTOs during the revision process. Revisions may increase local commitments to actions needed as a result of GPAs or otherwise

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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.

## **4 Evaluating the Impacts of Proposed New Development and General Plan Amendments**

When a local jurisdiction approves or denies a proposed development project within its adopted General Plan, the jurisdiction is making a short-range policy decision. Longer-range policy decisions are made when the local jurisdiction amends its General Plan to change land use policies that may affect the local and regional transportation system in the longer term. State law also requires Congestion Management Programs (CMPs) to include programs to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems.

Analysis of the impacts of GPAs on the transportation priorities and the local and regional transportation system has been integrated into the process for the preparation, implementation, and monitoring of the Action Plans. Each Action Plan is based upon long-range assumptions regarding future land use, consistent with local general plans, as reflected in the Authority's LUIS. Because the Action Plans are based on land use assumptions reflecting local general plans, GPAs may affect the effectiveness of Action Plan policies or the RTPC's ability to attain its RTOs.

Previously, Measure J required that local jurisdictions work with the RTPCs to apply the Authority's travel demand model and Technical Procedures to the analysis of GPAs and developments exceeding specified CEQA thresholds for their effects on the local and regional transportation system. However, the updated GMP removes the requirement to evaluate major projects and GPAs through the environmental review process. Instead, it now requires that the impact of major projects and GPAs on the six transportation priorities be analyzed in order for local jurisdictions to remain in compliance with the GMP. Such analysis now occurs during project review and is triggered when a project is proposed on or near a designated regional route or facility, or if the project could potentially interfere with an active transportation mode RTO or threshold. CEQA analysis may occur if applicable to the proposed GPA.

Some projects and GPAs may not involve development that would result in an impact to any of the transportation priorities or to the performance of the RTOs in an adopted Action Plan. However, where a development or GPA would likely cause an impact, the analysis of the project or GPA with regard to RTOs need only show that

the project or GPA is generally consistent with the adopted thresholds used to evaluate the RTOs. Analysis of a development's or GPA's consistency with the Action Plans will require a detailed review of the proposed development or GPA to determine whether it would interfere with attainment of the adopted RTOs. When applicable, transportation impact analyses shall be used to identify project-related measures to mitigate the impacts on the local and regional transportation system. As outlined in Table 3, Authority policy defines "major development projects and GPAs" as ones that would generate more than 100 net new peak hour vehicle trips. Some of the RTPCs have chosen to specify a lower trip threshold. A traffic analysis must be completed and subject to public review prior to action on any proposed major development project or GPA. Table 3 outlines the minimum number of net new peak hour vehicle trips for major development projects and GPAs above which the Sponsoring Jurisdiction must notify RTPCs, prepare a Transportation Impact Analysis, and undertake the Authority's process for reviewing GPAs. An RTPC may set a more stringent threshold for triggering a Transportation Impact Analysis through its Action Plan. Consultation among local jurisdictions shall be triggered by whichever threshold is lower. Furthermore, consultation is not limited to jurisdictions within the RTPC or the County, but should occur wherever project impacts are expected to occur.

This Chapter addresses how local jurisdictions should consult with one another in the evaluation of the impacts of new development, both within its adopted General Plan and in the context of a GPA. This procedure is intended to be consistent with the land use impact analysis program required by the CMP to minimize time and costs imposed on local jurisdictions and provide for coordinated review of the impacts of new development on the local and regional transportation system. Similarly, it is intended to support other regional and State transportation initiatives.

Table 3. Threshold for Notification and Review, in Net New Peak Hour Vehicle Trips

	Notification <sup>1</sup>	Traffic Study Preparation <sup>2</sup>	Authority GPA Review Procedure <sup>3</sup>
The Project is Consistent with the Adopted General Plan:	100	100	—
The Project Involves a GPA:	100	100	500

<sup>1</sup> Applies to any project for which an environmental document (either a Negative Declaration or an EIR/EIS) is being prepared.

<sup>2</sup> Included in the Authority's adopted Technical Procedures and Implementation Guide. The traffic analysis is to be prepared in accordance with the Authority's Technical Procedures, and consistent with standard traffic engineering practice as applicable under the CEQA Guidelines.

<sup>3</sup> Requires that the lead agency undertake the GPA review process shown in Exhibit 4-1.

#### 4.1 TRANSPORTATION IMPACT ANALYSES FOR PROJECTS WITHIN AN ADOPTED GENERAL PLAN

The Authority's *Technical Procedures* describe the Authority's transportation impact analysis requirements in detail. Fundamentally, these analyses include three major components:

- An evaluation of the traffic congestion impacts, following traditional Level of Service or delay-based methodologies. Although traffic congestion impact analyses are no longer required under CEQA, the Authority continues to require them for roadway routes of regional significance as part of the Growth Management Program and Action Plan processes, provided that the analyses and the implementation of their results do not conflict with goals to reduce VMT.
- An evaluation of project or GPA vehicle miles traveled (VMT).
- An evaluation of project or GPA impacts on regional active mode and transit routes of significance.

This Chapter explains the overall requirements for such analyses.

Note that a project or GPA Transportation Impact Assessment is not required to include an evaluation of impacts on attainment of RTOs regarding safety, climate change and equity. Instead, the Authority expects that progress toward attainment of RTOs for these three factors will be evaluated during periodic monitoring of the

RTOs. However, RTPCs may use their Action Plans to set requirements for analysis of these factors in project and GPA Traffic Impact Analysis if they desire.

A key consideration is that the study area should be independent of jurisdictional boundaries. That is, the locations to be studied, and the selection of other transportation facilities that may be affected by the project and therefore included for analysis, are selected based upon RTPC threshold criteria rather than based upon local jurisdictional limits.

### ***Traffic Congestion Impacts***

The required transportation impact analysis must fully document the approach, methodology, and assumptions of the traffic analysis. It should clearly explain the reasons for any adjustments to traffic generating characteristics, assumptions for assigning and distributing traffic, and assessment of impacts and mitigations. Recommended mitigation measures should be clearly stated and should indicate the relative share of the mitigation costs assigned to the project. The analysis should consider impacts on regional roadway routes, freeways and any ramp intersections, as well as identified regional active mode routes and transit routes. The analysis must not end when traffic gets on the freeway if the traffic generated by the project would significantly add to freeway ramp or mainline volumes, or affect interchange operations. The Authority's Countywide Model and LOS methodology are used to conduct the analysis.

In general, the analysis must evaluate baseline conditions that include existing conditions plus any development that has already been approved. The project is then added in to determine its project impacts based upon existing plus approved conditions. Finally, a cumulative condition is included to address all development that is expected to occur within the adopted General Plan. Land use assumptions for each scenario should apply the latest figures in the Authority's LUIS, which are based upon land use projections from ABAG, with some modifications based upon local review.

The transportation impact analysis should identify project-related impacts on the local and regional transportation system. Where an impact has been found during the transportation impact analysis or during project review, the local jurisdiction can suggest modifications to the project to mitigate an impact. These modifications shall ensure that proposed projects do not conflict with local adopted plans or with the RTOs and their thresholds identified in the Action Plans.

### ***VMT Impacts***

When assessing land use and development projects, each Contra Costa jurisdiction is required to implement consistent VMT analysis and mitigation procedures, as well as continued capacity and operational analysis and mitigation, in order to continue to receive Return to Source funds. The Authority's adopted VMT analysis and mitigation approach includes the following specific features:

- Specific metrics to quantify VMT from land use and development projects based on the land use type.
- Screening criteria which allow a jurisdiction to exempt a project that lacks substantial evidence that the project characteristics might lead to a significant amount of VMT.
- Minimum criteria that will apply to analysis and mitigation of VMT impacts from projects that are not exempted from analysis. Jurisdictions will also be able to apply more stringent VMT screening, significance and mitigation criteria if they desire.
- A set of tools to assist local jurisdictions in mitigating VMT. If adoption and implementation of all feasible mitigation measures will fail to lessen impacts to the less-than-significant levels, a jurisdiction may adopt a Finding of Overriding Consideration under CEQA.
- Collaboration with other jurisdictions to identify and mitigate capacity and operational impacts on Routes of Regional Significance.

Jurisdictions will be considered to be in compliance with the VMT analysis portion of the GMP so long as they follow these established procedures, regardless of whether these procedures result in exemption of a project from VMT analysis, a finding that a project would have no significant VMT impact, mitigation of a project to achieve less-than-significant levels of impact, or findings of significant unavoidable impacts



accompanied by findings of overriding consideration. Local jurisdictions may choose to apply methods and thresholds that are more stringent than those required by the Authority, and would still be considered to be in compliance with the GMP. The lead agencies have the ultimate responsibility for determining the most appropriate way to comply with CEQA when conducting environmental review of their projects. Appendix F describes the VMT analysis methodology.

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### ***Impacts to Regionally-Significant Active Mode and Transit Routes***

The Measure J GMP requires RTPCs analyze the impacts that GPAs and other proposed developments may have on active mode routes and on transit routes. Evaluating impacts to these types of routes requires different methodologies than conventional LOS methods. The RTPCs are encouraged to explore RTOs and evaluation methods that address identified concerns in their subregions. For example, the *Countywide Bicycle and Pedestrian Plan* uses the Level of Traffic Stress (LTS) methodology to measure how stressful a street is for people bicycling on it, and to identify a countywide network of bike facilities that can accommodate cyclists of all ages and abilities. The LTS method could be used to evaluate the impact of a GPA or other proposed development on streets that are identified as part of that countywide network.

In cases where a transportation impact analysis may not be appropriate for evaluating project-related impacts on the active mode transportation system, an analysis of a development's or GPA's consistency with the applicable Action Plan shall be conducted. Such review will require a detailed look at the components of the proposed development or GPA and whether such activity would interfere with the implementation of RTOs adopted in the subject Action Plan.

## **4.2 CONSULTATION AND REVIEW OF GPAS**

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The jurisdiction considering the GPA (the Sponsoring Jurisdiction) should notify all affected local jurisdictions and applicable RTPCs as early as possible of potential impacts with respect to adopted RTOs, actions, or thresholds. Affected jurisdictions may voice concerns to the Sponsoring Jurisdiction by commenting on the project application. The Sponsoring Jurisdiction is responsible for adequately addressing the project's impacts on the regional route system by using the thresholds established to track the RTOs. If the GPA points toward revisions to the adopted Action Plan, the affected RTPC can work with the local jurisdictions to revise the Action Plan as

necessary and appropriate. Ultimately, the proposed revisions to the Action Plan, if approved by the RTPC, will be incorporated into the CTP. During the project review process, either the Sponsoring or the Affected Jurisdiction may initiate cooperative resolution discussions, with the goal of reaching an agreement regarding impacts and project modifications that reduce impacts on shared components of the transportation system. Upon request, the Authority will procure and pay for professional facilitation services to help the parties develop written principles of agreement to be memorialized in a Memorandum of Understanding (MOU).

Exhibit 4-1 provides a detailed description of each step that is required. Following the close of cooperative resolution discussions, if the Affected Jurisdiction remains unsatisfied with the outcome of those discussions, it may file a “Letter of Concern,” detailing the basis for its concerns, and the proposed mitigations. Prior to approving the GPA, the Sponsoring Jurisdiction may provide a written response to the Affected Jurisdiction’s “Letter of Concern.” This information, along with any further written exchanges among the involved parties, is taken under consideration when the Authority evaluates a local jurisdiction’s compliance with the GMP through the Biennial Compliance Checklist.

Exhibit 4-1  
GPA Review Process  
Detailed Description <sup>3</sup>

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<sup>3</sup> **Plural vs. singular use of the terms “Jurisdiction”, “RTPC” and “Action Plan”.**

Throughout the discussion, the Sponsoring and the Affected Jurisdiction are referred to in the singular, as though only one “upstream” jurisdiction could initiate a GPA, and only one “downstream” jurisdiction could be affected. In practice, there may be more than one Sponsoring Jurisdiction and, clearly, more than one affected jurisdiction. In either case, the plural — “jurisdictions” — would apply. Similarly, if more than one RTPC and, consequently, more than one Action Plan were involved, the plural — “RTPCs” and “Action Plans” — would apply.

1

**Project Review.** Could the project result in an impact to one of the six transportation priorities' RTOs or thresholds or to a shared component of the transportation system?

- ➔ **NO:** Project is exempt from the GPA Review Process, although it is still subject to notification requirements in the applicable Action Plan.
- ➔ **YES:** Sponsoring Jurisdiction shall move to the next step of the GPA Review Process.

2

**Notify Affected Parties.** The Sponsoring Jurisdiction shall notify potentially affected jurisdictions and RTPCs in accordance with the notification procedure as set forth in this Guide and the applicable Action Plan.

The notification shall be issued as early as possible, but *no later* than the deadlines established in these procedures.

Exhibit 4-1  
GPA Review Process  
Detailed Description <sup>4</sup>

**3 Traffic Impact Analysis.** The Sponsoring Jurisdiction conducts a traffic impact analysis for the motorized transportation priorities - review using the thresholds established for the applicable RTOs in the adopted Action Plan(s). The traffic impact analysis shall be conducted in a manner consistent with the Authority's adopted *Technical Procedures*.

The Sponsoring Jurisdiction may raise the performance level of an RTO established in the adopted Action Plan if it believes that the target RTO is not stringent enough to serve as a meaningful threshold. The Sponsoring Jurisdiction shall provide the traffic impact analysis, complete with all necessary supporting technical information, as requested by the Affected Jurisdiction to provide an informed response.

**4 Prepare Comment Letter.** An Affected Jurisdiction may submit comments to the Sponsoring Jurisdiction expressing its concerns and issues regarding the potential impacts of the proposed GPA on Regional Routes.

The Affected Jurisdiction shall submit its comments as early as possible. To the greatest extent possible, the comment letter should indicate issues, what modifications are sought and/or acceptable for the project, as well as any changes in scope desired in the project, and the reasons why such changes are deemed to be appropriate.

**5 Initiate Cooperative Resolution Discussions.** At the request of either the Sponsoring or Affected Jurisdiction, the Authority shall facilitate cooperative discussions structured to offer an opportunity for conflict resolution. The objective of the discussions is to create principles of agreement that will serve as a framework for monitoring, review, and mitigation of potential impacts as the GPA develops over time. The goal for these discussions is to reach, through cooperative planning, an agreement regarding

## Exhibit 4-1 GPA Review Process Detailed Description <sup>4</sup>

impacts on the six transportation priorities and the proposed modifications.

The affected RTPC may monitor and/or participate in the cooperative resolution discussions. Furthermore, the Sponsoring and Affected Jurisdictions shall confer with their respective RTPCs to seek concurrence with any proposed Action Plan revisions. The principles of agreement shall be memorialized in a written agreement, such as a Memorandum of Understanding (MOU), between the Sponsoring and Affected Jurisdictions. The Authority shall be responsible for procuring and paying for professional facilitation services.

*Have the involved jurisdictions entered into cooperative resolution discussions?*

- ➔ **YES:** Sponsoring and Affected Jurisdictions move to Step 6 of the GPA review process.
- ➔ **NO:** Any jurisdiction that declines to participate in cooperative resolution discussions shall be subject to a compliance review, as specified through the Checklist review procedure, and to a finding of noncompliance by the Authority (Step 16).

### 6

**Develop Principles of Agreement.** Have the involved parties agreed to a set of principles, specified actions, timing and responsibilities for monitoring impacts on the six transportation priorities and memorialized them in a writing?

- ➔ **YES:** Sponsoring and Affected Jurisdictions have adopted Principles of Agreement and, if necessary, asked the RTPC to revise the affected Action Plan to reflect the actions in the agreement. (All involved parties move to Step 14)
- ➔ **NO:** Through their respective RTPCs, both the Sponsoring and Affected Jurisdictions report on progress to date on the development of principles of agreement. If Principles of Agreement have not been adopted in time for

Exhibit 4-1  
GPA Review Process  
Detailed Description <sup>4</sup>

Authority review of the GMP Biennial Compliance Checklist of one or more involved jurisdictions, then Step 16 comes into play

**Note:** If the Sponsoring and Affected Jurisdictions cannot come to consensus or agreement, the RTPC may still amend its Action Plan for the purposes of providing mitigation.

7

**Response to Comments.** If the Affected Jurisdiction comments on the traffic impact analysis, the Sponsoring Jurisdiction shall

- a. Consider requests for changes in the scope of the project;
- b. Address the comments directly to the Affected Jurisdiction;
- c. Incorporate Principles of Agreement into the comments provided to the Affected Jurisdiction (if applicable); and

Provide that response, along with the final environmental documents and all affiliated supporting documents, directly to the Affected Jurisdiction.

8

**Notice of Intent to File a Letter of Concern.** If the Affected Jurisdiction remains unsatisfied with the response of the Sponsoring Jurisdiction, it must notify the Sponsoring Jurisdiction with a "Notice of Intent to File a Letter of Concern" outlining a summary of its remaining issues prior to or at the scheduled public meeting when the Sponsoring Jurisdiction considers approval of the environmental document and/or GPA. The Affected Jurisdiction must also submit a copy of this letter to the Authority, and subsequently document the basis for its concerns per Step 10.

9

**Final Cooperative Resolution Discussions.** The Sponsoring and Affected Jurisdictions enter into final discussions to address the issues raised in the "Notice of Intent to file a Letter of Concern". (Note: the Authority shall continue to facilitate these discussions.)

Exhibit 4-1  
GPA Review Process  
**Detailed Description <sup>4</sup>**

**10**     **File Letter of Concern.** The Affected Jurisdiction prepares a “Letter of Concern” for review and approval by its Council or Board. The letter should provide the detailed basis for its concerns, as well as proposed changes to the project, transportation system enhancements and/or management plans to help offset the impacts, and/or other mitigations. The Affected Jurisdiction’s Council or Board must approve the “Letter of Concern” and transmit it to the Sponsoring Jurisdiction, and also submit a copy of this letter to the Authority.

**11**     **Respond to Letter of Concern.** The Sponsoring Jurisdiction may provide a written response letter to the Affected Jurisdiction, with copies of the documentation to the RTPC and Authority.

**12**     **GPA Approval.** Has the Sponsoring Jurisdiction approved the proposed GPA?

- ➔ **YES:** Sponsoring Jurisdiction shall move to step 13 of the GPA Review Process.
- ➔ **NO:** GPA Review Process is concluded, suspended or cooperative resolution discussions continue (return to Step 5).

Exhibit 4-1  
GPA Review Process  
Detailed Description <sup>4</sup>

**13** **Affected Jurisdiction Responds.** Has the Affected Jurisdiction that submitted a Letter of Concern concluded that the Sponsoring Jurisdiction has adequately responded to the concerns and issues outlined in its Letter of Concern

→ **YES:** Affected Jurisdiction informs the Authority in writing with a copy to the Sponsoring Jurisdiction, and all involved parties move to Step 14 of the GPA review process.

→ **NO:** Affected Jurisdiction informs the Sponsoring Jurisdiction in writing, with a copy to the Authority, that its actions on the GPA do not adequately respond to the concerns and issues of the Affected Jurisdiction. Proceed to Step 16.

**14** **RTPC Revises Action Plan.** The affected RTPC, working with the Sponsoring and Affected jurisdictions, revises the Action Plan as necessary and appropriate to incorporate projects, programs, systems management investments and processes, mitigations or other actions to address the anticipated impacts and proposed mitigations and monitoring as set forth in either the Principles of Agreement from Step 6 or the Sponsoring Jurisdiction's response to comments (if the outcome of Step 13 was "yes").

**15** Incorporate Action Plan Revisions into the CTP. The Authority considers the proposed revisions to the Action Plan (if such revisions were approved by the RTPC) and incorporates the revisions into the CTP, as appropriate.



Exhibit 4-1  
GPA Review Process  
**Detailed Description <sup>4</sup>**

16

**CCTA Evaluates Compliance with the GMP.** If all of the above steps have been followed, and the GPA remains the subject of dispute, the Authority may find one or both of the parties out of compliance with the GMP. As part of the evaluation of the GMP Biennial Compliance Checklist review, the Authority will determine good faith participation in the GPA review process as described in Table 4. If Principles of Agreement are adopted, future compliance would be assessed based on ongoing adherence of the Sponsoring and Affected Jurisdictions to the Principles of Agreement.

**END OF PROCESS**

Table 4. Examples of Good Faith Participation in the GPA Review Process

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*For the Sponsoring Jurisdiction, did it take the following actions:*

1. **Analysis:** Were the Countywide Model and Authority Technical Procedures used to evaluate impacts on the six Action Plan transportation priorities?
2. **Evaluation:** Were impacts to and the six Action Plan transportation priorities identified and appropriate and feasible project modifications defined?
3. **Notification:** Were all Affected Jurisdictions properly notified?
4. **Meet and Confer:** Did the Sponsoring Jurisdiction meet and confer with the Affected Jurisdiction, RTPC, and others who expressed interest in and/or concerns about the proposed GPA?
5. **Responsiveness to concerns/comments:** Did the Sponsoring Jurisdiction agree to evaluate specific concerns and impacts? Was the Sponsoring Jurisdiction responsive and did it attempt to resolve and work out issues and concerns? Did the Sponsoring Jurisdiction propose to and/or agree to participate in continued discussions? And if so, has the Sponsoring Jurisdiction taken action to implement the identified mitigation measures?

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*For the Affected Jurisdiction, did it take a sufficient number of the following actions:*

1. **Accept Improvements:** Agree to accept improvements to the transportation system which are not in fundamental conflict with the jurisdiction's socio-economic character.
2. **Accept active transportation mode improvements,** and/or other "non-physical" improvements to enhance the transportation system.
3. Accept additional transit service.
4. **Support federal, state or regional funding** for improvements that serve the proposed development.

For all involved parties, have they, for example:

1. Committed to monitor RTOs; and
2. **Agreed on thresholds** for each RTO;

NOTE: If the Authority finds a party to be noncompliant with the GMP, the Authority may set deadlines and conditions for achieving compliance.

Exhibit 4-2 GPA Review Process Summary Description of GPA Review Process					
Steps	Action	Responsible Party			
		Sponsor Jurisdic- tion	Affected Jurisdic- tion	RTPC	CCTA
1	Project Review	✓			
2	Notify Affected Parties	✓			
3	Traffic Impact Analysis	✓			
4	Prepare Comment Letter		✓	✓	
5	Initiate Cooperative Resolution Discussion	✓	✓	✓	✓
6	Develop Principles of Agreement	✓	✓	✓	✓
7	Respond to Comments	✓			
8	Notice of Intent to File a Letter of Concern		✓		
9	Final Cooperative Resolution Discussion	✓	✓	✓	✓
10	File Letter of Concern		✓		
11	Respond to Letter of Concern	✓			
12	GPA Approval	✓			
13	Affected Jurisdiction Responds		✓		
14	RTPC Revises Action Plan			✓	
15	Incorporate Action Plan Revisions into the CTP				✓
16	CCTA Evaluates Compliance				✓

**Exhibit 4-2**  
**GPA Review Process**  
**Summary Description of GPA Review Process**

<i>Steps</i>	<i>Action</i>	<i>Responsible Party</i>			
		<i>Sponsor Jurisdic- tion</i>	<i>Affected Jurisdic- tion</i>	<i>RTPC</i>	<i>CCTA</i>
	with the GMP				

✓ = Participation is Optional

### 4.3 MITIGATION OF IMPACTS THROUGH THE MEASURE J DEVELOPMENT MITIGATION PROGRAM

Measure J requires that each jurisdiction adopt and maintain a development mitigation program to ensure that new growth pays its share of the costs associated with that growth. The program consists of both a local and a regional component. The local program is intended to mitigate impacts on local streets and other non-regional facilities. The regional program is to fund regional and subregional transportation projects, consistent with the countywide CTP. The key GMP requirement for the local program is that the revenue received through the 18% return-to-source funds and 5% Contra Costa Transportation for Livable Communities funds do not replace private developer funding that has been or would have otherwise been committed to mitigate project impacts.

The jurisdiction's local development mitigation program should ensure that revenue provided from Measure J does not replace private developer funding that should be committed to a project. Therefore, impacts that are identified in traffic impact analyses should be incorporated into the local jurisdiction's mitigation program, and identified in the jurisdiction's five-year CIP, specifying the funding arrangements for the mitigations.

The regional development mitigation program establishes fees, exactions, assessments, or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development. The regional mitigation programs that have been adopted within each subarea address the process for setting fees and other mitigations for new development. Consistent with the regional mitigation program, the traffic impact analysis should clearly indicate recommended mitigation measures and the relative

share of the mitigation costs that are to be assigned to the project.

Regular review of Subregional Transportation Mitigation Programs (STMPs) is required to ensure that these programs are mitigating the impacts of new development on the regional transportation system. Occasional re-evaluation of these programs is necessary as proposed projects are constructed, development plans are implemented, and new mitigation projects are proposed.

STMPs with a uniform fee program should review project lists and fee structures every four to six years.

STMPs using other mitigation techniques should decide on an appropriate review schedule based on program components. Regular reviews are important to evaluate program effectiveness and to consider possible improvements.

The Countywide Model may be used to assess changes in a number of factors other than traffic volumes and LOS. These factors could include VMT, vehicle hours traveled, public transit hours travelled, and use of active transportation modes, among others. This information may be applied to establish a “nexus” between the impacts of new development and the costs of mitigating those impacts. Such nexus can be determined through a select link analysis, by analyzing how much the new residents and employees from a development are going to use a particular transportation facility..

#### **4.4 CONSULTATION PROCEDURES**

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Local jurisdictions will need to review their procedures to ensure that proposed development complies with the thresholds established in the Action Plans, where applicable, and that the notification procedure ensures that all jurisdictions are apprized of proposed development plans.

As outlined in Exhibit 4-1, when considering a development proposal that meets the threshold for invoking the GPA review process, a Sponsoring Jurisdiction must, at a minimum, use the established thresholds in the adopted Action Plans in the transportation impact analysis.

When a proposed project is suspected to impact one of the six transportation priorities or an adopted RTO, notification of RTPC chairs or designated staff is required. The Sponsoring Jurisdiction is responsible for ongoing notification to all

interested parties as the proposed project continues through the development review process. Furthermore, as noted above, consultation with the affected jurisdictions and RTPC(s) is required for GPAs that would exceed the thresholds specified in Table 3.

## 5 Urban Limit Line

When approved by the voters in 2004, Measure J added a new requirement to the GMP, namely, that each jurisdiction adopts and complies with a voter-approved ULL. The procedures for establishing a jurisdiction's ULL are outlined in the Measure J Expenditure Plan in Appendix B, "Principles of Agreement for Establishing the Urban Limit Line" (the Principles).

To ensure that local jurisdictions are aware of the ULL requirement, and receive early notification regarding any potential compliance issues, the Authority has adopted the following process:

1. **Process Communications.** To communicate to local jurisdictions the details of the Authority's ULL requirements and, when requested, advise them when actions are being contemplated that could place the jurisdiction at risk of non-compliance with the Measure J GMP ULL requirement, the Authority will:
  - A. **Issue an Annual ULL Policy Advisory Letter.** All local jurisdictions will be advised annually in writing of the requirements for a local jurisdiction to be found in compliance with the ULL requirement of the Measure J GMP. Local jurisdictions must acknowledge having read and understood the letter through the GMP Compliance Checklist.
  - B. **Prepare an Evaluation Letter.** At any time, a local jurisdiction may ask the Authority to evaluate a proposed local action to determine whether that action may conflict with the ULL provisions of the GMP. Similarly, a third party may request that the Authority evaluate a local jurisdiction's proposed action to determine whether that action may conflict with the ULL provisions of the GMP. In response, the Authority would ask that local jurisdiction if the jurisdiction would like the Authority to analyze the proposed action to determine whether any ULL compliance issues are evident. In either scenario, if the local jurisdiction requests the referenced ULL-related evaluation, the Authority will provide the requested evaluation. The Authority will base its evaluation on the consistency of the proposed action with the criteria in Chapter 2. The Authority will document the analysis of the proposed action and convey its findings to the local jurisdiction in an "Evaluation Letter." The Evaluation Letter may include

recommendations that could ensure the jurisdiction's compliance with the ULL requirements of Measure J.

- C. **Issue Final Notice of Concern.** If, after receiving an Evaluation Letter, the jurisdiction subsequently approves the proposal without conforming it to the voter-approved ULL, then the Authority will send a "Final Notice of Concern," advising the jurisdiction that, subject to a detailed review of the proposed development project based on the Measure J ULL and the Authority's criteria, the jurisdiction is likely to be found out of compliance with the GMP, until it has a voter approved ULL that includes the proposal or project area.
2. **Criteria for Assessing Compliance.** Based on the Principles, the criteria for determining whether or not a proposal conforms to the ULL requirement of Measure J are as follows:
- A. The proposed development lies within the physical boundary of the voter-approved ULL;
  - B. The proposed development involves a non-sequential, non-contiguous adjustment to the ULL that does not exceed 30 acres in size as explicitly permitted under the voter-approved ULL;
  - C. The proposed development is necessary to avoid an unconstitutional taking of private property as provided in the voter-approved ULL, or
  - D. The proposed development is necessary to comply with state or federal law as provided in the voter-approved ULL;
  - E. The proposed development is explicitly listed as an exception to the physical ULL boundary in the jurisdiction's voter-approved ULL, or the proposal is found and determined to be consistent with the definition of non-urban uses in the voter-approved ULL. For example, rural residential and agricultural structures allowed by applicable zoning and facilities for public purposes which are necessary or desirable for the public health, safety or welfare or by state or federal law as provided in the Contra Costa County 65/35 Land Preservation Plan Ordinance. Such determination shall be made by the local jurisdiction's elected governing body after holding a properly noticed public hearing and making findings based on substantial evidence in



the record; if the governing body's decision is legally challenged, the Authority's finding of non-compliance shall be held in abeyance subject to expiration of all applicable appeals periods or exhaustion of all applicable appeals or court challenges;

- F. The proposed development (a) does not involve an extension or expansion of urban services (such as water or sewer) across the physical ULL boundary, unless such extension or expansion is to serve solely allowed non-urban uses consistent with criteria E above or (b) is in connection with a development proposal as set forth in criteria C through E above.

Proposed developments that do not conform to the above criteria will be further evaluated by the Authority for possible GMP compliance issues.

- 3. **Explanation of Modifications to ULL, or Development for Areas Outside of the ULL.** For modifications to the voter-approved ULL, or for a major subdivision or GPA in areas outside the ULL, a findings of consistency with the provisions of that ULL shall be made by the local jurisdiction's elected governing body after holding a properly noticed public hearing, and the findings shall be publicly provided by the jurisdiction to explain its degree of consistency with the GMP (including its consistency with the jurisdiction's ULL and General Plan) and included in the applicable Measure J Compliance Checklist, so that the Authority may determine compliance with the GMP.<sup>4</sup>
- 4. **Acceptable Discretionary Actions.** For areas beyond the physical boundary of the applicable ULL, the following do not constitute a violation of the ULL provisions, as the actions are discretionary and do not commit a local jurisdiction to development beyond a local voter-approved ULL:
  - A. Planning studies that result in neither administratively approved zoning changes nor GPAs nor specific approvals; or

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<sup>4</sup> A "major subdivision" is any subdivision requiring that both a tentative and final map be completed pursuant to Section 66426 of the California Subdivision Map Act (Govt. Code Section 66310, et seq.)

- B. Requests for changes to a jurisdiction's sphere of influence for purposes of considering future voter-approved changes to the applicable ULL and subsequent annexation requests.
5. **Timing of a Finding of Non-Compliance.** The Authority may find a jurisdiction out of compliance with the ULL requirements of Measure J based on its review of the jurisdiction's biennial GMP Compliance Checklist submittal and the above criteria.

Jurisdictions must meet both the requirements listed above and the other requirements listed in Chapter 8 to be considered in compliance with the GMP. If it has not fulfilled all of the requirements, a jurisdiction may present evidence that the requirements of Measure J have been met in some other way. In such a case, the Authority will decide whether the jurisdiction will be considered in compliance, based on the explanations submitted with the Checklist.

## 6 Decision-Making and Conflict Resolution

The Authority's GMP envisions a high level of cooperation and coordination among local jurisdictions and between localities and the Authority. To help achieve consensus among the involved parties, the Authority has adopted a conflict resolution process as outlined in this Chapter. This process is based on three principles:

1. Resolution of conflicts and decision-making on a consensus basis at the regional level is encouraged.
2. Where RTPCs are unable to resolve disputes, the Authority will make a determination based on statements by the parties involved. When determining compliance with the requirements of the GMP, the Authority will look for evidence of good faith effort by localities, including evaluation of alternative proposals, to address the problems at issue.
3. The conflict resolution process may be used at any point during implementation of the GMP. The Authority will make determinations of compliance for the purpose of allocating Local Street Maintenance and Improvement Funds. It cannot preempt local land use decisions or require cities to accept unwanted construction projects. Compliance will not require any city, town, or the County to accept programs that create a fundamental conflict with the community's character.

The conflict resolution process may be used in two types of disputes:

**Category 1: Compliance Disputes:** These disputes relate directly to compliance with the requirements of the GMP. The most significant characteristic of a Category 1 dispute is that the Authority is the final arbiter, since it has an obligation under the GMP to determine compliance. Category 1 disputes may arise if one jurisdiction calls into question another jurisdiction's compliance with the GMP. Category 1 disputes may also arise if, after having been found out of compliance, a jurisdiction wishes to have further discussions with the Authority and possibly involve other jurisdictions or RTPCs.

**Category 2: Other Program Disputes:** Disputes that are not directly related

to compliance, but are impediments to effective implementation of the GMP, are Category 2 disputes. Use of the conflict resolution process for such disputes may be initiated voluntarily by the parties involved or in response to initiation by the Authority. Participation in the conflict resolution process for Category 2 disputes is voluntary on the part of all parties. Settlements will be made by the parties directly involved. Though the Authority has an interest in these disputes, it will not make final determinations. Use of the conflict resolution process for Category 2 disputes will not affect determination of the local jurisdiction's compliance with GMP. Occasionally, however, Category 2 disputes may eventually lead to a dispute that relates directly to compliance, that is, to a Category 1 dispute. Category 2 disputes also include issues that may arise in the preparation of Deficiency Plans under the CMP.

The three most common types of conflict resolution assistance are facilitation, mediation, and arbitration. The Authority's conflict resolution process is limited to facilitation.

## **6.1 RTPC DECISION PROCESS**

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Policies decided upon at the regional level will develop consistent programs across city boundaries and will also assign responsibility for specific implementation actions to individual localities. To serve effectively as the link between local jurisdictions and the RTPCs, members must be confident that Action Plan objectives are locally acceptable and that specified actions can be successfully implemented. To ensure that local jurisdictions would implement proposed actions, RTPC members are encouraged to regularly report back to their Councils or Boards on RTPC development of, and updates to, the Action Plans.

Because of the importance of support for the Action Plans by all members of the RTPCs, decisions should be made on a consensus basis. Ideally, this means that Action Plans will not be finalized and circulated for review and Authority action unless all members of the RTPC support, or at a minimum, accept the proposed Action Plans. However, in cases where the RTPC cannot reach consensus, the "Category 2" conflict resolution process offers an alternative. Depending on the nature of the conflict within the RTPC, the conflict resolution process may result in a facilitated decision which is only achievable when all parties are in consensus.

In the course of developing and implementing Action Plans, local jurisdictions may

participate in the conflict resolution process, although such participation is voluntary unless initiated by the Authority.

## **6.2 CONFLICT RESOLUTION AS PART OF THE GENERAL PLAN REVIEW PROCESS**

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The General Plan review process provides the opportunity for local jurisdictions and RTPCs to comment on proposed GPAs. In cases where no objections to proposals are received, or where the Sponsoring Jurisdiction revises its proposals in response to comments received, the proposed GPA may be adopted without entering into conflict resolution. In cases where objections are not accepted by the Sponsoring Jurisdiction, the conflict resolution process may be used in the form of Cooperative Resolution Discussions, as outlined in Chapter 4. Again, the process and outcome will vary in response to the particular situation.

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## 7 Tools for Transportation Planning

This Chapter describes the tools and procedures that can be applied in the analysis of proposed new developments, General Plans, preparation of Action Plans, the CTP, and ongoing planning and evaluation efforts. It provides an overview of the transportation planning process described in the previous Chapters of this Guide. More detailed technical background and instructions for use by technical staff and consultants are provided in the *Technical Procedures*.

Each section below describes the tools and procedures for a specific part of the implementation process relating to transportation planning. Responsibility for some tasks is assigned to local jurisdictions, others to the RTPCs, and still others to the Authority. These responsibilities are summarized in Table 5 below.

### 7.1 TRAVEL DEMAND FORECASTING MODEL

Transportation analysis relies to a large extent on output obtained from the Authority's travel demand forecasting model (referred to as "the Countywide Model"). The Countywide Model provides the best indication of the traffic and transit impacts of proposed General Plan policies. The Countywide Model provides a multi-modal forecast of future transportation demands on the highway and transit elements of the system.

Table 5. Responsibility for Transportation Planning

Countywide Model development	CCTA
Action Plan preparation	RTPC
CEQA Clearance of Proposed Action Plans	CCTA
Adoption of Action Plans into the CTP	CCTA
Traffic Impact Analysis	Local
Analysis of GPAs	Local
Review of GPAs to evaluate Consistency with Action Plans	Local/RTPC
Submittal of Compliance Checklist	Local
Compliance evaluation based on Checklist review	CCTA
Action Plan Updates	RTPC

The Countywide Model projects future peak-hour, peak period, and daily travel volumes based on anticipated land uses, the capacity of available streets and

highways, the time and cost of transit, parking costs at the traveler's destination, and changes in demographics. The Countywide Model is multi-modal in nature: it can predict automobile traffic on the street and highway network as well as the choice of travel mode, including transit and ridesharing.

Each jurisdiction is required to review and provide input to the LUIS, which is updated every other year in coordination with the Association of Bay Area Governments' release of new demographic forecasts. The LUIS contains the number of dwelling units and jobs for each of the Travel Analysis Zones (TAZs) contained in the Countywide Model. The Countywide Model uses other zone-specific data as well, such as income, transit accessibility, and types of employment to estimate future travel demand.

Complete documentation of the Countywide Model is found in the *Technical Procedures*, and the *Model Documentation* published by the Authority.

## **7.2 USE OF THE MODEL IN DEVELOPING ACTION PLANS**

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The Action Plans include RTOs which are quantifiable objectives that include a target date for attaining the objective. To establish an RTO, observed data should be collected and analyzed to determine the existing condition, and the Countywide Model should be applied (when applicable) to assess whether the objective will be met in the future, or if progress towards achieving the goal of the RTO is possible.

The Countywide Model is the primary tool for establishing and testing the modal RTOs and can be used to develop estimates of through-traffic, future local traffic demand, travel times, average auto occupancies and transit ridership, and trends in active transportation. However, some types of policy actions are difficult to evaluate using the Countywide Model. For example, the traffic impacts of adding a right-turn lane at an individual intersection cannot be adequately evaluated by the Countywide Model and post processing methods are more appropriate to evaluate this type of improvement. On the other hand, evaluation of the impacts of adding a through lane to an existing arterial street can be effectively evaluated using the Countywide Model.

The influence of TOD on travel demand and transit utilization is best evaluated using post-processing techniques. The consultant community has developed a significant body of work on how to apply these techniques. Though not specifically addressed in detail in the *Technical Procedures*, the RTPCs may account for the



influences of TOD through post processing of the Countywide Model results. The approach and methodology for assessing TOD should be fully documented in a technical appendix to the Action Plan.

### **7.3 USE OF THE MODEL IN VMT ANALYSIS**

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As described in Chapter 4, each Contra Costa jurisdiction is required to analyze and mitigate any potential VMT impacts to continue to receive Return to Source funds. The Countywide Model is the primary tool for calculating the forecasted VMT for a project. When a GPA or a project is proposed, the Countywide Model should be applied to assess the impact the project would have on the baseline VMT.

## **8 Compliance and Compliance Reporting**

Compliance with all parts of the GMP will be evaluated by the Authority every other year, based on a Compliance Reporting Checklist submitted by each jurisdiction. The full checklist for Measure J will be developed through a separate but parallel process involving the local jurisdictions, the TCC, and the Authority's CAC. Requirements for compliance with the provisions of the GMP relating specifically to the six Action Plan transportation priorities are listed below.

1. Participation in updating and adoption of Action Plans. Action Plans will be developed through the work of the RTPCs.
2. Implementation of actions designed to attain RTOs consistent with updated Action Plans. Action Plans will specify actions to be taken by each jurisdiction. All localities will agree to the actions before the updated Action Plans are finalized and adopted. After adoption, cities and the County will have an obligation to implement specified actions consistent with the time frame of the updated Action Plan.
3. Placing conditions on project approvals consistent with Action Plan policies. Some Action Plan policies may require implementation on an ongoing basis through the imposition of conditions on development approvals. These might relate to payment of mitigation fees, implementation of TSM/TDM measures, or phasing of development relative to infrastructure improvements.
4. Review of proposed GPAs over the threshold size specified and use of the RTO thresholds as described in Chapter 4.

5. Participation in the program of subregional traffic mitigation fees, assessments, or other mitigations developed established by the RTPC.

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## 9 Compliance Checklist

The Measure J GMP Compliance Checklist will include the following basic questions. The detailed Checklist, and attachments that require a response to “essay questions,” will be developed separately and adopted by the Authority.

### 1. ACTION PLANS

- a. Is the jurisdiction implementing the actions called for in the applicable Action Plan for all of the six key topic areas?
- b. Has the jurisdiction implemented the following procedures as outlined in the applicable Action Plan?
  - i. Ensuring each adopted RTO has a quantifiable threshold,
  - ii. Analysis of the impacts of proposed GPAs and recommendation of changes to Action Plans, and
  - iii. Conditioning the approval of projects consistent with Action Plan policies?
- c. Has the jurisdiction followed procedures for Action Plan Updates as called for in Chapter 3?
- d. Has the jurisdiction followed the procedures for GPA review as called for in Chapter 4?

**2. REGIONAL TRANSPORTATION MITIGATION PROGRAM**

- a. Has the jurisdiction adopted and implemented a local development mitigation program to ensure that new development pays its fair share of the impact mitigation costs associated with that development?
- b. Has the jurisdiction adopted and implemented a regional transportation mitigation program, including regional traffic mitigation fees, assessments, or other mitigation as appropriate?

**3. HOUSING OPPORTUNITIES**

- a. Has the jurisdiction demonstrated reasonable progress in providing housing opportunities for all income levels by:
  - i. 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
  - ii. 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
  - iii. Illustrating how a jurisdiction's General Plan and zoning regulations facilitate the improvement and development of sufficient housing to meet those objectives?
- b. Has the jurisdiction assessed the impacts that its land use and development policies will have on local, regional, and countywide transportation systems, including the level of transportation capacity that can reasonably be provided?

- c. Has the jurisdiction incorporated policies and standards into its development approval process that support transit, bicycle, and pedestrian access in new development?
- d. Has the jurisdiction incorporated policies and standards into its development approval process that support improved safety, climate change mitigation, and equity initiatives?

**4. PARTICIPATION IN COOPERATIVE, MULTI-JURISDICTIONAL PLANNING**

- a. Over the past year, has the jurisdiction's Council/Board members regularly participated in meetings of the appropriate RTPC, and have the jurisdiction's local representatives on the RTPCs regularly reported on the activities of their RTPC to the jurisdiction's council or board? (Note: Each RTPC should have a policy which defines what constitutes regular attendance of Council/Board members at RTPC meetings.)
- b. As needed, has the jurisdiction made available, as input into the Countywide Model, data on land use and traffic patterns?

**5. FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM**

Does the jurisdiction have an adopted five-year CIP that estimates project costs and includes a plan that outlines general mechanisms for financing transportation?

**6. ADOPTION OF AN URBAN LIMIT LINE**

Has the jurisdiction adopted and continuously complied with an applicable voter-approved ULL as a part of its General Plan? (Additional reporting requirements will be included in the Authority's Biennial Growth Management Program Compliance Checklist)

**7. TRANSPORTATION SYSTEMS MANAGEMENT PROGRAM**

Has the jurisdiction adopted a transportation systems management ordinance or resolution that incorporates required policies consistent with the updated model ordinance prepared by the Authority for use by local agencies?

**8. ADOPTION OF THE MEASURE J GROWTH MANAGEMENT ELEMENT**

Has the jurisdiction attached the adopted Final Measure J Growth Management Element to the local jurisdiction's General Plan, or listed the date of ordinance or resolution adoption and its number?

**9. POSTING OF SIGNS**

Has the jurisdiction posted signs meeting Authority specifications for all projects exceeding \$250,000 that are funded, in whole or in part, with Measure J funds?

**10. MAINTENANCE OF EFFORT**

Has the jurisdiction met the Maintenance of Effort requirements of Measure J as stated in the Contra Costa Transportation Improvement and Growth Management Ordinance?

**11. SUBMITTAL OF LSM REPORTING FORM AND AUDIT REPORTING FORM**

Has the jurisdiction submitted its last 2 fiscal years of summary and detailed LSM expenditures?

**12. OTHER CONSIDERATIONS**

If the jurisdiction believes that the requirements of Measure J have been satisfied in a way not indicated on this checklist, has an explanation been attached below?

## Appendix A: Glossary of Terms and Abbreviations

**CAC** Citizens Advisory Committee

**CBD.** Central business district.

**CCTA.** Contra Costa Transportation Authority, also “Authority.”

**CEQA.** California Environmental Quality Act.

**CIP.** Capital Improvement Program.

**CMP.** Congestion Management Program

**CTP.** The Authority’s Countywide Comprehensive Transportation Plan.

**DEIR.** Draft Environmental Impact Report prepared in accordance with the California Environmental Quality Act.

**GME.** Growth Management Element.

**GPA.** General Plan amendment.

**Goal.** Statement describing in general terms a condition or quality desired by the jurisdiction. Goals may be used as the policy basis for standards and objectives.

**HOV Lane.** High-occupancy vehicle lane, reserved for buses, vanpools, and carpools.

**HOT Lane.** High-Occupancy/Toll lane: HOT lanes provide free or reduced cost access to qualifying HOVs, but also provide access to other paying vehicles not meeting passenger occupancy requirements. These highway lanes are limited-access and are normally barrier-separated.

**LOS.** Traffic Level of Service.

**NNPHVT.** Net new peak hour vehicle trips.

**Non-regional Routes.** Streets and roads that are not designated as Regional Routes.

**Objective.** Statement representing a level or quality of performance that the jurisdiction seeks to attain through its programs and policies.

**Planning Area.** Land area identified within a jurisdiction's General Plan for which the jurisdiction has designated land uses.

**Plan Holding Capacity.** Maximum possible development within a stated planning period given existing regulations and policies in the local General Plan and implementing ordinances.

**Probable Plan Buildout.** Amount of development that can be reasonably expected given General Plan land use policies. In some cities, Probable Plan Buildout will be less than Plan Holding Capacity.

**Route of Regional Significance.** Roadways, active transportation mode, and transit routes designated by the Contra Costa Transportation Authority, consistent with procedures described in the Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance. These roads are subject to objectives and programs in adopted Action Plans. Also referred to as "Regional Routes."

**RTO.** Regional Transportation Objective.

**RTPC.** RTPC: The four RTPCs in Contra Costa County are: TRANSPAC (Central County), TRANSPLAN (East County), WCCTAC (West County) and SWAT (Southwest County). The SWAT Committee covers the Lamorinda Project Management Committee (LPMC) and the Tri-Valley Transportation Committee (TVTC). TVTC includes the Alameda County jurisdictions of the Tri-Valley. Also referred to as "RTPCs."

**Special District.** An agency of the State, formed pursuant to general law or special act, for the local performance of government or proprietary functions within limited boundaries. Does not include State, City, County governments or school districts.



**Sphere of Influence.** The probable ultimate physical boundaries and service area of a local agency or government as determined by the Local Agency Formation Commission (LAFCO).

**Standard.** Statement representing a commitment by the jurisdiction to attain a specified level or quality of performance through its programs and policies.

**Standard Inflator.** A multiplier that when applied to the present year cost of an item will inflate that cost to some future year taking into account a projected level of inflation.

**STIP.** State Transportation Improvement Program.

**STMP.** Subregional Transportation Mitigation Program

**Traffic Analysis Zone.** Geographic area delineated for the purpose of organizing land use or travel data to be used in computer modeling of traffic patterns. Also referred to as "TAZs."

**Trip assignment.** Predicting of travel routes: Traffic between specified origins and destinations is assigned to a specific travel route.

**Trip distribution.** Projection of destinations for trips originating in a TAZ.

**Trip generation.** The number of trips associated with a specific type and density of land use, usually estimated based on number of dwelling units, gross square feet of commercial space, or other appropriate independent variable.

**TSM/TDM.** Transportation Systems Management, Transportation Demand Management: Programs to increase the efficiency of the transportation system, reduce demand for road capacity during the peak hour and otherwise affect travel behavior to minimize the need for capacity-increasing capital projects.

**ULL.** Urban Limit Line: A voter-approved boundary for urban growth required for GMP compliance.

**VHD.** Vehicle Hours of Delay: A measure of delay that indicates the number of hours the traffic stream is delayed, measured in vehicle-hours.

**VHT.** Vehicle Hours of Travel: The total number of hours of vehicle travel on the designated set of roadways.

**VMT.** Vehicle Miles Traveled: The amount of vehicle travel on a designated set of roadways, multiplied by the total mileage of those roadways.

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## Appendix B: Comparison of the Measure C and Measure J Growth Management Program

The following table compares the text from Measure C and Measure J that outline their respective Growth Management Programs.

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p><b>Introduction</b></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><b>Goals and Objectives</b></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"> <li>Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.</li> <li>Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies.</li> <li>Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.</li> <li>Support infill and redevelopment in existing urban and brownfield areas.</li> </ul>

Existing Measure C GMP	New Measure J GMP
<p><b>Adopt a Growth Management Element</b></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 RTPCs shall jointly prepare a model element and administrative procedures to guide the local jurisdictions. Local jurisdictions shall develop their Growth Management Element within one year after receipt of the Authority's model element.</p>	<p><b>Adopt a Growth Management Element</b></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 consultation with the RTPCs to reflect the revised Growth Management Program.</p> <p>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.</p>
<p><b>Adopt Traffic LOS Standards</b> keyed to types of land use:</p> <p><b>Rural:</b> LOS low-C</p> <p><b>Semi-Rural:</b> LOS high-C</p> <p><b>Suburban:</b> LOS low-D</p> <p><b>Urban:</b> LOS high-D</p> <p><b>Central Business District:</b> LOS low-E</p> <p>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.</p> <p>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</p>	<p><b>[not included in Measure J]</b></p>

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p>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.</p> <p>Any intersection that presently exceeds the Traffic Service standard and which will be brought into compliance in the most current Five Year Capital Improvement Program (see section 7) shall be considered to be in compliance with the applicable standard.</p> <p>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 7)</p> <p>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 8)</p>	
<p><b>Adopt Performance Standards</b>, maintained through capital projects, for the following items, based on local criteria:</p> <ul style="list-style-type: none"> <li>a. fire</li> <li>b. police</li> <li>c. parks</li> <li>d. sanitary facilities</li> <li>e. water</li> <li>f. flood control</li> </ul> <p>Jurisdictions may have already adopted performance standards for some or all of these items.</p> <p>Performance standards shall be adopted for inclusion in each local jurisdiction's General Plan. Each jurisdiction shall comply with the</p>	<p>[not included in Measure J]</p>

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p>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.</p> <p>Capital projects, exclusive of operating budgets, to achieve and/or maintain Performance Standards are to be included in the required Five Year Capital Improvement Program. (see Section 8)</p>	
<p><b>Adopt a Development Mitigation Program</b> to ensure that new growth is paying its share of the costs associated with that growth.</p> <p>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.</p> <p>To meet the requirements of this Section, each jurisdiction shall:</p> <ol style="list-style-type: none"> <li>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.</li> <li>2) Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development.</li> </ol> <p>In addition, the Authority shall:</p> <ol style="list-style-type: none"> <li>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.</li> <li>2) Consider such issues as jobs/housing balance, carpool and vanpool programs and proximity to transit service in the establishment of the regional traffic</li> </ol>	<p><b>Adopt a Development Mitigation Program</b></p> <p>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.</p> <p>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.</p> <p>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 RTPC shall develop the regional development mitigation program for its region, taking account of planned and forecast growth and the</p>

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p>mitigation program.</p> <p>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.</p>	<p>Regional Transportation Service Objectives and actions to achieve them established in the Action Plans. RTPCs may use existing regional mitigation programs, if consistent with this section, to comply with the Growth Management Program.</p>
<p><b>Participate in a Cooperative, Multi-Jurisdictional Planning Process to Reduce Cumulative Regional Traffic Impacts of Development.</b></p> <p>The Authority shall establish a forum for jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the RTPCs, and be supported by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall participate.</p> <p>As part of this process, a uniform database on traffic impacts will be created, based on the countywide transportation computer model.</p> <p>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 GPAs. 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 Chapter 8) 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.</p>	<p><b>Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process</b></p> <p>Each jurisdiction shall participate in an ongoing process with other jurisdictions and agencies, the RTPCs, and the Authority to create a balanced, safe and efficient transportation system and to manage the impacts of growth. Jurisdictions shall work with the RTPCs to:</p> <ul style="list-style-type: none"> <li>A. Identify Routes of Regional Significance, and establish Regional Transportation Service Objectives for those routes and actions for achieving those objectives.</li> <li>B. Apply the Authority's travel demand model and technical procedures to the analysis of GPAs (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.</li> <li>C. Create the development mitigation programs outlined in section 3 above.</li> <li>D. Help develop other plans, programs and studies to address other transportation and growth management issues.</li> </ul> <p>In consultation with the RTPCs, 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 RTOs established in the Action Plans.</p> <p>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,</p>

<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
	<p>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.</p>
<p><b>Address Housing Options and Job Opportunities</b></p> <p>As part of its Five Year Capital Improvement Program and pursuant to the state mandated housing element of its General Plan, each jurisdiction shall develop an implementation program that creates housing opportunities for all income levels.</p> <p>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.</p>	<p><b>Address Housing Options</b></p> <p>Each jurisdiction shall demonstrate reasonable progress in providing housing opportunities for all income levels as part of a report on the 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.</p> <p>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.</p>



<i>Existing Measure C GMP</i>	<i>New Measure J GMP</i>
<p><b>Develop a Five Year Capital Improvement Program</b> to meet and/or maintain Traffic Service and Performance Standards (defined in Sections 2 and 3).</p> <p>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.</p>	<p><b>Develop a Five-Year Capital Improvement Program</b></p> <p>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.</p>
<p><b>Adopt a TSM Ordinance</b> or alternative mitigation.</p> <p>To promote carpools, vanpools and park and ride lots, the Transportation Authority will draft and adopt a Model Transportation Systems 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.</p>	<p><b>Adopt a TSM Ordinance or Resolution</b></p> <p>To promote carpools, vanpools and park and ride lots, each jurisdiction shall adopt a local ordinance or resolution that conforms to the model 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.</p>
<p><b>[not included in Measure C]</b></p>	<p><b>Adopt an Urban Limit Line</b></p> <p>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.</p> <p>The new ULL will be developed and maintained consistent with the “Principles of Agreement” in Attachment A, incorporated herein by reference.</p>

Measure J also includes Attachment A to the Growth Management Program which

sets out the principles for jurisdictions to establish an Urban Limit Line. This attachment is reproduced below.

## **PRINCIPLES OF AGREEMENT FOR ESTABLISHING THE URBAN LIMIT LINE**

An applicable ULL shall be defined as an urban limit line, urban growth boundary, or other equivalent physical boundary judged by the Authority to clearly identify the physical limits of the local jurisdiction's area, including future urban development.

### **Initial Action**

The Board of Supervisors shall have, with the concurrence of each affected city, adjusted the existing County ULL on or before September 30, 2004, or as expeditiously as possible given the requirements of CEQA, to make the existing County ULL coterminous with city boundaries where it previously intruded inside those incorporated boundaries.

### **Establishing a Mutually Agreed-Upon Countywide Urban Limit Line ("MAC- ULL")**

The process to develop a MAC-ULL shall have begun by July 1, 2004 with meetings in each sub region between one elected representative of each city and the county. The subregional meeting(s) will be followed by meetings between all of the cities and the County, each being represented by one elected representative. The discussion will include both the suggested ULL as well as criteria for establishing the line and future modifications to the ULL.

1. On or before December 31, 2004, the County and the cities will cooperate in the development of a new MAC-ULL and criteria for future modifications. To be considered a final proposal, the plan must be approved by 4 members of the Board of Supervisors and  $\frac{3}{4}$  of the cities representing  $\frac{3}{4}$  of the incorporated population.
2. The County will be the lead agency in connection with any required environmental review and clearance on the proposed MAC-ULL
3. After completion of the environmental review process, the proposal shall be submitted to the voters for ratification by November 2006. The MAC- ULL will include provisions for periodic review (5 years) as well as provisions for minor (less than 30 acres) nonconsecutive adjustments.

4. If there is a MAC-ULL, and a Town or City disagrees with that MAC- ULL, it may develop and submit a “LV- ULL” (see 8.b, below), or rely upon an existing voter approved ULL.

**Alternatives If There Is No Voter Approved MAC-ULL or If a Local Jurisdiction Chooses Not to Concur with a Voter-Approved MAC-ULL**

1. If no MAC-ULL is established by March 31, 2009, only local jurisdictions with one of the following applicable voter approved ULLs will be eligible to receive the 18% return to source funds or the 5% TLC funds.
  - A. **County ULL.** A ULL placed on the ballot by the Contra Costa County Board of Supervisors, adopted at a countywide election and in effect through the applicable GMP compliance period, as its boundaries apply to the local jurisdiction, if:
    - i. That ULL was approved by a majority of the local jurisdiction’s voters, either through a separate ballot measure or as part of the countywide election at which the measure was approved;
    - ii. The legislative body of the City or Town has accepted and approved, for purposes of compliance with the Measure J GMP, the County ULL boundaries for urban development as its applicable, voter approved ULL;
    - iii. Revisions to a City or Town’s adopted County ULL boundary requires fulfillment of provisions (8.a.i) and (8.a.ii) above in their entirety; and
    - iv. A City or Town may adopt conditions for revising its adopted County ULL boundary by action of the City or Town’s legislative body, provided that the conditions limit the revisions of the physical boundary to adjustments of 30 or fewer acres, and/or to address issues of unconstitutional takings, or conformance to state and federal law. Such conditions may be adopted at the time of adoption of the County ULL, or subsequently through amendment to the City or Town’s Growth Management Element to its General Plan.

- B. **Local Voter ULL (LV-ULL).** A local ULL or equivalent measure placed on the local jurisdiction ballot, approved by the jurisdiction's voters, and recognized by action of the local jurisdiction's legislative body as its applicable, voter approved ULL. A jurisdiction may revise or establish a new LV-ULL at any time using the procedure defined in this paragraph.
- C. **Adjustments of 30 Acres or Less.** A local jurisdiction can undertake adjustments of 30 acres or less to its adopted ULL, consistent with these Principles, without voter approval. However, any adjustment greater than 30 acres requires voter approval and completion of the full County ULL or LV-ULL procedure as outlined above.

#### **Conditions of Compliance**

Submittal of an annexation request by a local jurisdiction to LAFCO outside of an applicable voter approved ULL will constitute non-compliance with the new Measure J Growth Management Plan. For each jurisdiction, an applicable ULL shall be in place through each Measure J Growth Management Program compliance period in order for the local jurisdiction to be eligible to receive the 18% return to source and the TLC funds for that period.

## Appendix C: Steps for Designating Additional Routes of Regional Significance

New Routes of Regional Significance in each sub-area of Contra Costa may be identified as time progresses, and may include roadways, active transportation infrastructure (bikeways and/or pedestrian facilities), or components of the regional transit system. An RTPC, with concurrence of the Authority, may designate additional facilities as Routes of Regional Significance if they are determined to meet one or more of the following criteria:

- A. Connects two or more “regions” of the County.
- B. Crosses county boundaries.
- C. Carries a significant amount of through-traffic, where the threshold for a “significant amount” might be specified by the RTPC).
- D. Provides access to a regional highway or transit facility (e.g., a BART station or freeway interchange).

The process for designating additional Routes of Regional Significance is as follows:

1. Proposed additional Routes are circulated to the other RTPCs for their comments, and then returned to the originating RTPC. The RTPCs are asked to respond to each item on the list, clearly identifying any proposals that are opposed by the full RTPC.
2. As appropriate, the originating RTPC may modify its proposal.
3. Each jurisdiction approves the proposal prepared by its RTPC.
4. The RTPC submits its proposal and comments from the other RTPCs to the Authority. The RTPC may submit any supplementary data or explanation that is appropriate.
5. The Authority updates its list of Routes of Regional Significance based on submittals. Facilities on proposed lists that are supported by all of the RTPCs will be included in the updated list.

This process is summarized in the figure below.

Unlike the Congestion Management Program, where designation of a CMP route is irrevocable, the Authority allows RTPCs to recommend reversing a prior designation. An RTPC may, subject to Authority approval, propose that the Authority rescind a previous Regional Route designation by following the same process as outlined above. Rescission of a designated route may be justified if new, parallel facilities have been constructed that significantly change the responses to the questions posed in Step 1 above. The final decision on whether to reverse a prior designation rests with the Authority.

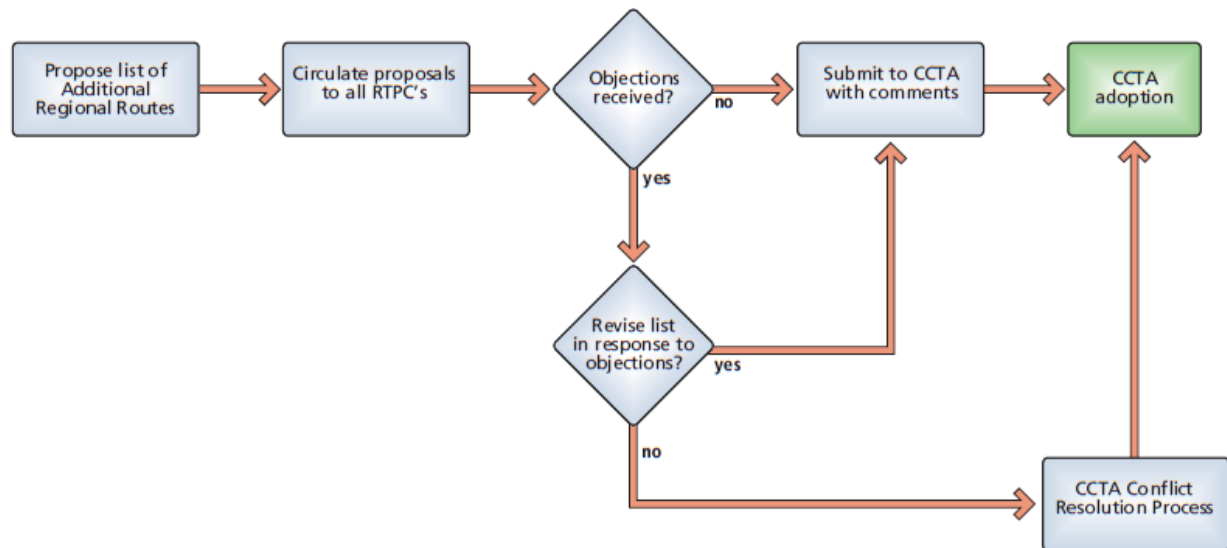


Figure 1

Process for Designation of Additional Regional Routes

May 4, 2007

## Appendix D: List of Regional Routes

The list of designated regional routes is current as of November 2020.

### WEST COUNTY (WCCTAC)

Appian Way	San Pablo Avenue to San Pablo Dam Road
Carlson Boulevard	San Pablo Avenue to 23rd Street
Central Avenue	San Pablo Avenue to Interstate 580
Cummings Skyway	San Pablo Ave/Road 20 to State Route 4
Interstate 80	Alameda County line to the Solano County line
Interstate 580	Interstate 80 to the Marin County line
Richmond Parkway	I-80 to Interstate 580 (including Garrard Boulevard portion)
San Pablo Avenue	Alameda County line to Interstate 80/Pomona Street in Crockett
San Pablo Dam Road	From San Pablo Avenue to the boundary with the Lamorinda region
State Route 4	Interstate 80 to Cummings Skyway
23 <sup>rd</sup> Street	San Pablo Avenue to Interstate 580

### CENTRAL COUNTY (TRANSPAC)

Interstate 680	Solano Co. to Tri-Valley/TRANSPAC boundary (I-80/Cordelia interchange) south through Solano County, entering TRANSPAC's region, crossing the Benicia-Martinez Bridge & extends south through the SR 4 and SR 242 interchanges
State Route 242	State Route 4 west of Port Chicago Highway to Interstate 680, just south of Willow Pass Road
State Route 4 (west of State Route 242)	East Contra Costa and San Joaquin County to Interstate 80 in West Contra Costa through Central Contra Costa
Alhambra Avenue	Alhambra Avenue (southern downtown Martinez, under State Route 4, to Taylor Blvd [north], where its name changes to Pleasant Hill Road)
Bailey Road	Clayton Road in Concord to Willow Pass Road in Pittsburg
Clayton Road	Marsh Creek Road east of Clayton to State Route 242 in Concord (between Ygnacio Valley Road/Kirker Pass Road and Treat Boulevard)
Contra Costa Boulevard	Begins at 2nd Ave in Pleasant Hill as an extension of Pacheco Blvd and runs through Pleasant Hill to become North Main Street at Oak Park in Walnut Creek

Geary Road	North Main Street at Interstate 680 to Pleasant Hill Road to the west
North Main Street	Oak Park to San Luis Road. Runs parallel to Interstate 680 and provides access to the interstate at both Treat Boulevard/Geary Road and San Luis Road
Pacheco Boulevard	Marina Vista to Center Avenue
Pleasant Hill Road (central portion)	Pine Street (downtown Martinez) to 2nd Street (Pleasanton)
Taylor Boulevard + western portion of Willow Pass Road (5)	Within TRANSPAC's region, connects Geary Road and Taylor Boulevard into Lafayette and through SWAT's region to State Route 24
Treat Boulevard	Clayton Road (in Concord) to Interstate 680 and the Pleasant Hill Bart Station
Ygnacio Valley Road/Kirker Pass Road	Interstate 680 (in Walnut Creek) to Clayton Road



**EAST COUNTY (TRANSPLAN)**

Auto Center Drive (formerly Somersville Road)	Between State Route 4 and Pittsburg-Antioch Highway
Bailey Road	Willow Pass Road into Central County
Balfour Road	Between Deer Valley Road and Brentwood Boulevard
Brentwood Boulevard/Main Street	Between State Route 160 and Byron Highway
Buchanan Road	Between Somersville Road and Railroad Avenue (Buchanan Road will no longer be designated as a Route of Regional Significance once the James Donlon Boulevard extension is constructed).
Byron Highway	State Route 4 to the County line (The designation of Byron Highway as a Regional Route will also be extended northward from Brentwood Boulevard to Bethel Island Road, once the roadway is upgraded and an extension is constructed from Delta Road to Cypress Road.)
Camino Diablo Road	Between Marsh Creek Road and Vasco Road
Cypress Road/Bethel Island Road	Cypress Road from Sellers Avenue to Bethel Island Road, and Bethel Island Road between Cypress Road and the bridge to Bethel Island
Deer Valley Road	Hillcrest Avenue to Marsh Creek Road
East 10th Street/Harbor Street (in Pittsburg)	Connects Railroad Avenue and Willow Pass Road with the Pittsburg-Antioch Highway
East 18th Street	A Street to the State Route 160 interchange
Fairview Avenue	Lone Tree Way to Balfour Road
Hillcrest Avenue	State Route 4 to Lone Tree Way
James Donlon Boulevard (including the future extension, formerly known as Buchanan Road Bypass)	Lone Tree Way to Kirker Pass Road
Laurel Road	State Route 4 and Main Street in Oakley. The extensions of Laurel Road eastward to Sellers Avenue in Oakley, and westward to Hillcrest Avenue in Antioch, will be included in the network once the route is constructed.
Leland Road (both West and East)/ Delta Fair Boulevard	Between San Marco Boulevard and Somersville Road. Once the westward extension of West Leland Road is constructed, it will also be a designated regional route within East County
Lone Tree Way/ A Street	East 18th Street to Brentwood Boulevard
Marsh Creek Road	Deer Valley Road to State Route 4
Oak Street/ Walnut Boulevard	Downtown Brentwood to Vasco Road
Ninth Street/Tenth Street (in Antioch)	Tenth Street is the major roadway

Pittsburg-Antioch Highway	Harbor Street in Pittsburg to West 10th Street in Antioch
Railroad Avenue/Kirker Pass Road	East 10th Street to Kirker Pass, where it connects with Central County
Sand Creek Road/ Dallas Ranch Road	Lone Tree Way to Brentwood Boulevard
Sellers Avenue	This short segment of road between the proposed end of Laurel Road and Cypress Road would connect Oakley and Bethel Island
Somersville Road	James Donlon Boulevard to State Route 4
Standard Oil Avenue (future route)	This road is proposed as a new north-south connection between James Donlon Boulevard and Delta Fair Boulevard
State Route 160	State Route 4 to the Sacramento County line
State Route 4	Willow Pass Grade to the San Joaquin County line
State Route 239 (also known as TriLink)	This roadway is designated as a Future Study Corridor. The Streets and Highways Code identified this roadway as a legislatively adopted but unconstructed state highway connecting Interstate 580 west of Tracy to State Route 4 near Brentwood.
Wilbur Avenue	A Street to State Route 160
Willow Pass Road	West 10th Street in Pittsburg to State Route 4
Vasco Road	Walnut Boulevard to the County Line

## LAMORINDA

State Route 24	Alameda Co. (Caldecott Tunnel) on the west end to Interstate 680 on the east end.
Bay Area Rapid Transit (BART)	Service to and from the Orinda and Lafayette stations.
San Pablo Dam Road/Camino Pablo	Moraga Way just south of State Route 24 to Inspiration Trail on the north.
Pleasant Hill Road	State Route 24 interchange on the south to Taylor Boulevard on the north.

**TRI - VALLEY (CONTRA COSTA PORTION)**

Interstate 580
Interstate 680
State Route 84
Alcosta Boulevard
Bernal Avenue
Bollinger Canyon Road
Camino Tassajara
Crow Canyon Road
Danville Boulevard
Dougherty Road
Dublin Boulevard
Fallon Road
First Street/Railroad Avenue
Hopyard Road
Iron Horse Trail
Jack London Boulevard
San Ramon Road
San Ramon Valley Boulevard
Santa Rita Road
Stanley Boulevard
Stoneridge Drive
Sunol Boulevard
Sycamore Valley Road
Tassajara Road
Vasco Road

**Appendix E: Action Plan Work Program**

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

### **Data Collection**

The Action Plan Updates will start with a focused data effort to obtain the information needed to assist in reviewing the existing Action Plan and form the foundation for the Action Plan Update. This information will include:

- **Planned and forecasted land use.**
  - Proposed residential, commercial, and industrial development.
  - Transit-oriented development proposals.
  - Infill development proposals.
  - Land use intensity, density.
- **Demographic forecasts.**
  - Population growth.
  - Employment growth.
  - Trends of school-age, adult, and retiree populations.
  - Trends related to equity (i.e. ethnicity, income, language spoken at home, and other environmental justice issues).
- **The existing and planned transportation system within the subregion.**
  - Transit network and operations.
  - Roadways.
  - Active transportation modes.

- **Existing demands on the system and on designated roadway, active transportation mode, and transit Regional Routes.**
- **Future travel demand forecasts based upon the Countywide Model and other sources.**
- **Projected greenhouse gas emissions.**
- **Identification of any potential multi-modal safety issues.**

### **Assess Status of Action Plan, and Identify Issues and Potential Changes**

The next step is to review the current Action Plan and identify potential areas for refinement or change. The overarching vision, goals, and policies that drive the current Action Plan will be reviewed in the context of local General Plans and the Countywide Transportation Plan to determine if they remain relevant today.

Goals and visions which have already been achieved will be candidates for updating while those that have yet to be achieved will be reviewed for feasibility and applicability. This review will include:

- **Reviewing Routes of Regional Significance.** The list of Routes of Regional Significance will be reviewed to determine whether or not they still meet the designation criteria. Other potential routes will be reviewed for inclusion in the list based on criteria in the Guide.
- **Review status of regional and route Actions.** Existing Actions within the Action Plan will be reviewed to determine how they relate to the vision, goals, and policies of the existing Action Plan. Actions which have been completed, or are found to be no longer useful, will be identified as candidates for refinement and discussed with the TAC.
- **Evaluate status of existing RTOs.** Existing RTOs will be reviewed to determine their current status and potential for their achievement in the future. The relationship between existing RTOs, Actions, and the vision, goals, and policies of the Action Plan will be reviewed for potential refinement.
- **Review implementation of Actions.** Requirements for consultation on environmental documents, procedures for review of the impacts of

amendments to local General Plans and the schedule for periodic updates will be reviewed and needed changes identified.

### **Identify New or Refined RTOs and Actions**

Potential new and/or refined RTOs and actions to implement them or revisions to the existing Action Plan will be identified. The TAC would then review these and suggest modifications as appropriate. This task would result in:

- New or refined RTOs; and
- Metrics and quantifiable thresholds for each RTO.

### **Assess Proposed Changes**

The next task will be to evaluate the proposed changes to the RSOs and Actions and determine their relative effectiveness and feasibility. The analysis will 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 RSOs and actions is warranted. The Authority's consultant for RSO/CMP monitoring would conduct additional monitoring to establish baseline conditions against which to measure the new RSOs. Modeling of the combined Action Plans would be conducted as part of the environmental assessment for the CTP.

### **Prepare Draft Action Plan Update**

A Draft Action Plan Update will be prepared for review by the Authority and all RTPCs. This draft will include an assessment of the proposed changes initially identified and determined to be viable and refinements and additions to the previous Action Plan. The initial draft would be reviewed by the TAC and then revised based on comments received. The Draft would be formally released by the RTPC for review and incorporation into the Authority's CTP, and for analysis in the Authority's CTP EIR. If the RTPC receives significant comments on its Draft Action Plan, it may be necessary for the RTPC to release a Second Draft Action Plan that reflects the incorporation of those comments as appropriate.

### **Prepare Proposal for Adoption Action Plan Update**

The Proposal for Adoption Action Plan incorporates all comments received. It reflects the consensus of the RTPC to have its Final Action Plan adopted by the Authority into the Final EIR and CTP.

### **Adopt Final Action Plan Update**

After the Authority has certified the Final EIR for the CTP, the RTPC may adopt its Final Action Plan Update.

## **Appendix F – VMT Analysis Methodology for Land Use Projects in Contra Costa**

This memorandum describes CCTA’s recommended methodology for compliance with the requirements of Senate Bill 743 (SB 743) regarding analysis of vehicle miles traveled (VMT) for land use projects that are subject to the California Environmental Quality Act (CEQA). This guidance is intended to assist lead agencies in their CEQA VMT analysis consistent with new requirements of the CCTA Growth Management Program (GMP). The lead agency<sup>5</sup> will determine which projects are subject to CEQA and will oversee the VMT analysis. Figure 1 illustrates the CCTA CEQA VMT analysis process described in Sections 3, 4, and 5.

Compliance with the requirements of this document is mandatory as part of fulfillment of local jurisdictions’ requirements under the CCTA GMP. Jurisdictions will be considered to be in compliance so long as they follow the procedures outlined here, regardless of whether these procedures result in exemption of a project from VMT analysis, a finding that a project would have no significant VMT impact, mitigation of a project to achieve less-than-significant levels of impact, or findings of significant unavoidable impacts accompanied by findings of overriding consideration.

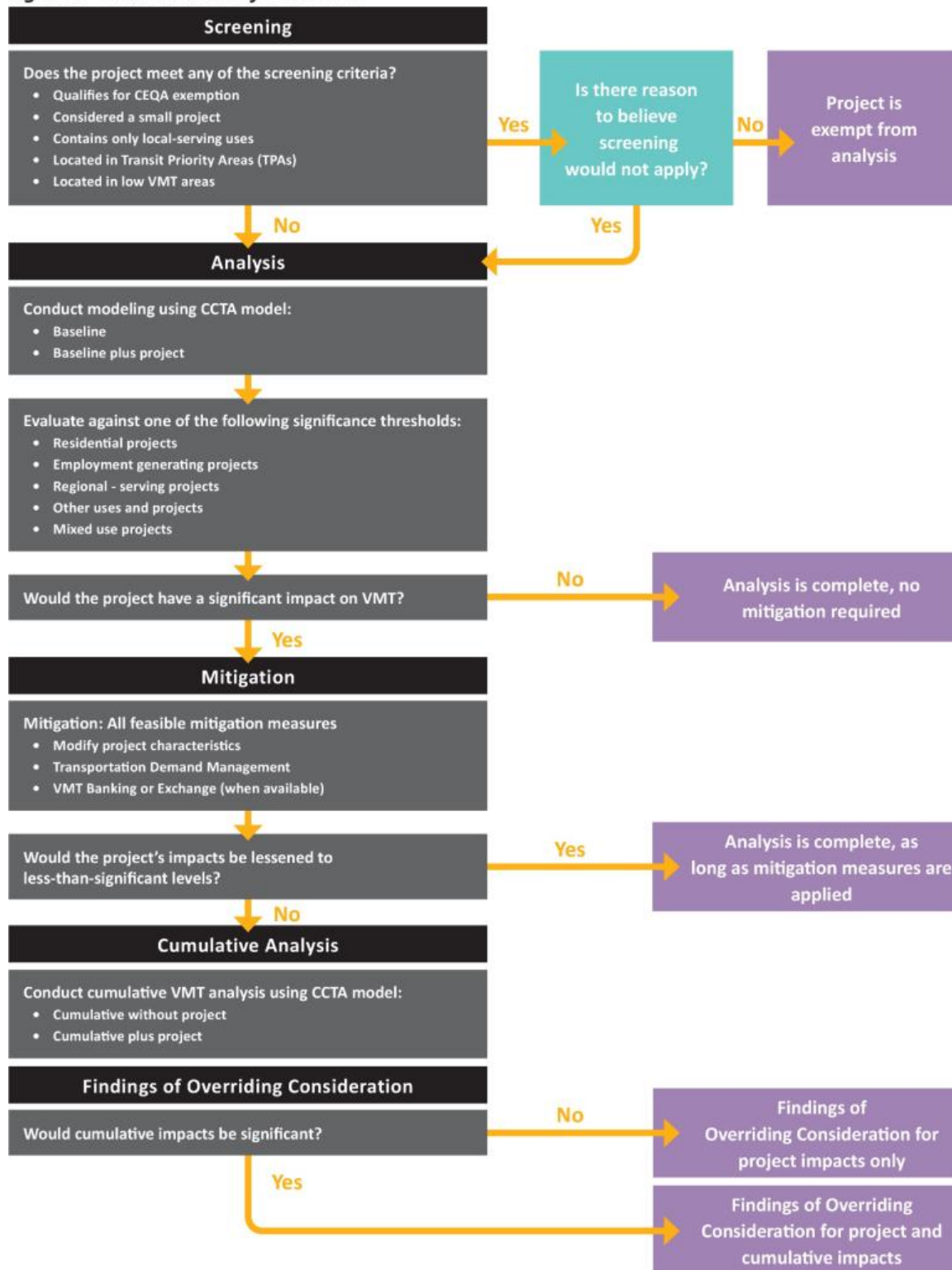
Local jurisdictions may choose to apply methods and thresholds that are more stringent than those outlined in this document, and would still be considered to be in compliance with CCTA GMP requirements. Lead agencies have the ultimate responsibility for determining the most appropriate way to comply with CEQA when conducting environmental review of their projects; nothing in this memorandum should be construed as legal advice nor should it take the place of consultation with the lead agency’s CEQA experts.

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<sup>5</sup> As explained in the definitions, Lead agency refers to the 19 incorporated jurisdictions in Contra Costa County, the County of Contra Costa, or any other agency overseeing and certifying a CEQA document.



Figure 1 – CCTA VMT Analysis Process



The methodology and thresholds contained in this memorandum, including the Target VMT Reduction of 85% of baseline levels (which is the same as 15% below baseline levels), are based largely on guidance from the Governor's Office of Planning and Research (OPR) entitled *Technical Advisory on Evaluating Transportation Impacts in CEQA* (also referred to as the Technical Advisory), dated December 2018. CCTA staff may amend this methodology, including the Target VMT Reduction, if there is new guidance from OPR or other relevant agencies and/or if new substantial evidence indicates that a reduction of more than 15% of existing baseline is needed in order to achieve the State's greenhouse gas reduction goals. Analysts implementing this methodology for individual project assessments should clearly document the assumptions, procedures, and methods used to reach conclusions about the VMT analysis.

The methods outlined in this memorandum primarily rely on the CCTA travel demand forecasting model (referred to in this document as the "CCTA Model" and sometimes also referred to as "The Countywide Model") to generate estimates of trip length and VMT for different land use types in different locations. Simple single-use projects may not require a new application of the CCTA model and may only need to refer to maps and tables of model outputs available from CCTA. Most projects will require the application of the model to represent the proposed a project's land use and location characteristics and to prepare a robust analysis of a project's effect on VMT.

The guidance contained in this memorandum is intended to apply to the VMT evaluation of land use projects. Evaluating the VMT effects of land use plans should be directed by each lead agency, following the same concepts and principles outlined in this memorandum.

The evaluation of VMT impacts is also required as part of the CEQA review of transportation projects, which is not addressed in this memorandum. Each lead agency should develop methods and thresholds to apply to the environmental review of transportation projects for which that agency is responsible. The OPR Technical Advisory contains guidance (see pages 19-25 of the OPR Technical Advisory) on conducting environmental analysis of transportation projects, including a list of project types that are considered to be unlikely to lead to substantial or measurable increases in VMT. Another source of guidance for lead agencies will come from Caltrans, which is in the process of developing guidance to address the evaluation of VMT impacts of projects on the State Highway System (see *Draft Transportation Analysis Framework: Induced Travel Analysis*, dated March 2020,

and *Draft Transportation Impacts Analysis under CEQA for Projects on the State Highway System*, dated March 2020).

## 1. DEFINITIONS

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**Analyst** refers to the person conducting the VMT impact analysis, usually a lead agency staff person or a transportation or CEQA consultant.

**Baseline year.** The base year of the CCTA model that is used to represent existing conditions. Note that the model is not updated every year, so there may be a discrepancy between the base year of the model and the current year. CCTA may provide VMT metrics that are interpolated between different model years in order to match the current year more closely. In all cases, CEQA requires using the best data that is currently available.

**CCTA Model.** CCTA maintains a travel demand model for use in producing forecasts of future transportation system usage. The model is a four-step, trip-based model that encompasses the entire nine-county Bay Area region, with additional zonal and network detail within Contra Costa County. CCTA maintains a detailed database of land use and demographic data that is used in the model, based on census-tract-level forecasts prepared by the Association of Bay Area Governments (ABAG). Analysts should refer to Chapter 5 of the CCTA Technical Procedures for a complete description of the model and how to acquire and apply it. Analysts may also contact CCTA for additional guidance. A new script has recently been developed for the CCTA Model in order to extract the VMT metrics described in this document. In addition, adjustments have recently been made to account for the portion of trip length that occurs outside of the nine-county Bay Area region that is covered by the CCTA model. These adjustments were needed to comply with the OPR guidance to account for the full lengths of all trips and not truncate trips at the model boundary. Similar adjustments should continue to be applied whenever the CCTA model is updated or when other alternative methods are used to produce VMT estimates, to ensure that the full length of each trip is captured.

**CEQA.** The California Environmental Quality Act. This statute requires identification of any significant environmental impacts due to certain state or local actions including approval of new development or infrastructure projects. The process of identifying these impacts is typically referred to as the environmental review process.

**Employment Generating Uses/Projects.** Office, industrial, logistics or other land uses where most of the activity at the site is related to employment functions.<sup>6</sup>

**Home-based VMT.** VMT for trips that begin or end at a residence.

**Home-work VMT.** VMT associated with commute trips between a residence and an employment-generating use, also referred to as home-based-work trips.

**Horizon year.** The planning horizon year used for cumulative analysis. Currently, the horizon year of the CCTA model is 2040.

**Lead Agency.** The 19 incorporated Contra Costa jurisdictions in Contra Cost County, the County of Contra Costa, or another government agency responsible for preparing and certifying a given CEQA document.

**Level of Service (LOS).** A metric that assigns a letter grade to transportation network performance. The most common application of LOS in jurisdictions has been to measure the average amount of delay experienced by vehicle drivers along a roadway segment or at an intersection during the most congested time of day and to assign a rating that ranges from LOS A (fewer than 10 seconds of delay) to LOS F (more than 80 seconds of delay). Per the requirements of SB 743, LOS and other measures of vehicle delay are no longer to be used in determining significant impacts under CEQA.

**Local-Serving Uses/Projects.** Land uses that are expected to draw users from a local area, typically no more than a 2- to 3-mile radius. The definition of local-serving uses may vary by jurisdiction. These uses may generally include local-serving public facilities such as a branch library, a police or fire station, neighborhood-based schools, and local-serving retail businesses such as grocery stores, coffee shops or dry cleaners.

**Low VMT Areas.** Jurisdictions and unincorporated portions of the subregions that have existing VMT that is 85% or less of the countywide average (for home-based VMT) or of the Bay Area region-wide average (for work-based VMT). A list of these jurisdictions and areas is available on the CCTA website. The Analyst should

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<sup>6</sup> Analysis of non-employee trips (such as those made by trucks) is not required for Employment-Based Uses since it is assumed that these trips are either 1) incidental compared to employee trips and/or 2) constitute trips to and from way points along a trip from a product's ultimate origin to its ultimate destination.

confirm that these maps are up to date and represent the latest available information.

**Mixed Use Projects/Uses:** Projects that consist of a mix of uses otherwise described in this document.

**Other Uses/Other Projects:** Uses and projects which do not qualify as Residential, Employment-Generating, Local-Serving, or Regional-Serving (all of which are defined in this document).

**Physical Design Measures.** VMT reduction strategies that involve changes to the built environment. Examples include changes to the density or mixture of land uses, or the installation of new pedestrian or bicycle facilities.

**Regional-Serving Uses/Projects.** Land uses that are expected to draw users from a region that is larger than that for “local-serving uses,” meaning a radius that is typically up to 3 miles. The definition of regional-serving uses may vary by jurisdiction. These uses may generally include regional-serving public facilities such as a regional library or museum, private schools and colleges, hospitals, movie theaters and other entertainment, and regional retailers such as furniture stores, shopping malls and big box retailers.

**Residential Uses/Projects:** Uses and projects consisting solely of residential units such as single-family and multi-family units.

**Target VMT Reduction.** The level of VMT reduction defined by the lead agency as being necessary to avoid a significant VMT impact. Consistent with OPR recommendations, the target reduction in this document is being set at 15% below the existing VMT (equivalent to 85% of existing VMT).

**Total VMT.** All of the VMT from all types of vehicles and for all trip purposes.

**Traffic Analysis Zone (TAZ).** A geographic polygon somewhat similar to a Census block group that is used in a travel model to represent an area of relatively homogenous travel behavior.

**Transit Priority Area (TPA).** An area of close proximity to a significant transit mode, defined as a one-half mile area around an existing major transit stop or an existing stop along a high-quality transit corridor. Public Resources Code, § 21064.3 defines major transit stop as a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major

bus routes with a frequency of 15 minutes or less during the morning and afternoon peak commute periods. Public Resources Code, § 21155 defines a ‘high-quality transit corridor’ as a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours. Locations of the Transit Priority Areas (TPAs) in Contra Costa County can be found in maps available on the CCTA website.<sup>7</sup> The Analyst should confirm these maps are up to date and represent the latest available information.

**Transportation Demand Management (TDM).** Strategies that are intended to reduce vehicular travel through programs and projects that maximizes traveler choices through information, encouragement and incentives geared toward modifying travel behavior and choices.

**Truck Trips.** Trips made by heavy vehicles. Per the OPR recommendations and their interpretation of Public Resources Code, §15064.3, VMT analysis for transportation impact purposes can focus solely on automobile travel and can exclude truck trips. Truck trips are included in the analysis of other environmental topic areas, such as air quality, noise, and greenhouse gas.

**Vehicle Miles Traveled (VMT).** A metric that captures the total amount of vehicular travel through measuring the number of vehicle trips generated and the length or distance of those trips. For transportation impact analysis purposes, VMT is usually measured on a typical weekday, and can be expressed in several ways, such as total VMT, total VMT per service population (residents plus employees), home-based VMT per resident, and home-based work VMT per employee.

**VMT Reduction Strategies:** Strategies intended to reduce VMT, including TDM and physical design measures.

**VMT Study Area.** A geographic area over which the project’s effect on total VMT will be evaluated. The study area should be defined such that it captures the reasonably foreseeable VMT changes associated with the project, but not so large that the effects of the project get swamped by broader economic and land use changes. In many instances, a city boundary would be a reasonable study area; in cases where a project is located at the edge of a city or in an unincorporated area, or

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<sup>7</sup>

<https://ccta1.maps.arcgis.com/apps/webappviewer/index.html?id=4135020bb272458f824152fedb78a088>

if the project is very large such that it is likely to affect travel patterns in neighboring cities, then a subregion of the County or even the entire County might be a more appropriate study area.

## **2. PROJECT SCREENING**

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There are five screening criteria that lead agencies can apply to screen projects out of conducting project-level VMT analysis. Even if a project satisfies one or more of the screening criteria, lead agencies may still require a VMT analysis if there is evidence that the project has characteristics that might lead to a significant amount of VMT.

**2.1: CEQA Exemption.** Any project that is exempt from CEQA is not required to conduct a VMT analysis.

**2.2: Small Projects.** Small projects can be presumed to cause a less-than-significant VMT impact. Small projects are defined as having 10,000 square feet or less of non-residential space or 20 residential units or less, or otherwise generating less than 836 VMT per day.<sup>8</sup>

**2.3: Local-Serving Uses.** Projects that consist of Local-Serving Uses can generally be presumed to have a less-than-significant impact absent substantial evidence to the contrary, since these types of projects will primarily draw users and customers from a relatively small geographic area that will lead to short-distance trips and trips that are linked to other destinations.

**2.4: Projects Located in Transit Priority Areas (TPAs).** Projects located within a TPA can be presumed to have a less-than-significant impact absent substantial evidence to the contrary. This exemption would not apply if the project:

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<sup>8</sup> This threshold ties directly to the OPR Technical Advisory which notes that CEQA provides a categorical exemption for existing facilities, including additions to existing structures of up to 10,000 square feet, so long as the project is in an area where public infrastructure is available to allow for maximum planned development and the project is not in an environmentally sensitive area. (CEQA Guidelines, § 15301, subd. (e)(2).) Using statewide average data from the California Statewide Household Travel Survey (CHTS), the amount of daily VMT associated with 10,000 square feet of non-residential space is 836 VMT. Also using statewide average CHTS data, this level of VMT is associated with 20 housing units. Therefore, absent substantial evidence otherwise, it is reasonable to conclude that the addition of 20 housing units or 10,000 square feet of non-residential space could be considered not to lead to a significant impact.

1. Has a Floor Area Ratio (FAR) of less than 0.75;
2. Includes more parking for use by residents, customers, or employees than required by the lead agency (if the agency allows but does not require the project to supply a certain amount of parking);
3. Is inconsistent with the applicable Sustainable Communities Strategy (SCS) (as determined by the lead agency, with input from the Metropolitan Transportation Commission (MTC)); or
4. Results in a net reduction in multi-family housing units.

**2.5: Projects Located in Low VMT Areas.** Residential and employment-generating projects located within a low VMT-generating area can be presumed to have a less-than-significant impact absent substantial evidence to the contrary.

A low VMT area is defined as follows:

- For housing projects: Cities and unincorporated portions within CCTA's five subregions<sup>9</sup> that have existing home-based VMT per capita that is 85% or less of the existing County-wide average.
- For employment-generating projects: Cities and unincorporated portions of CCTA's five subregions that have existing home-work VMT per worker that is 85% or less of the existing regional average.

There is no definition of a low VMT area for Regional-Serving and Other Projects, since these projects always require a VMT Analysis as described in Section 3 of this memo (unless they are screened out under Criteria 2.1 through 2.4).

Mixed-use projects may qualify for the use of this screening criterion if they include only housing, employment-generating uses and local-serving uses, and can reasonably be expected to generate VMT per resident and/or per worker that is

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<sup>9</sup> The five CCTA subregions include SWAT Lamorinda (Lafayette, Moraga and Orinda), SWAT Tri-Valley (Danville, San Ramon, and the Tri-Valley area of Alameda County (note that Alameda County jurisdictions are not subject to the CCTA GMP requirements and thus are not subject to the VMT methods outlined in this document)), TRANSPAC (Clayton, Concord, Martinez, Pleasant Hill, and Walnut Creek), TRANSPLAN (Antioch, Brentwood, Oakley, and Pittsburg), and WCCTAC (El Cerrito, Hercules, Pinole, Richmond, and San Pablo).



similar to the existing land uses in the low VMT area.

### 3. PROJECTS REQUIRING VMT ANALYSIS

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A project not excluded from VMT analysis through the screening process described above shall be subject to a VMT analysis to determine if it has a significant VMT impact.

#### ANALYSIS SCENARIOS

The following scenarios should be addressed in the VMT analysis:

- Baseline conditions: The most current version of the baseline CCTA model should be used to determine the baseline VMT for the TAZ in which the project is to occur. This information is available from the VMT screening maps on the CCTA website.
- Baseline plus project: If the project is a simple, single-use project that is very similar to other developments that already exist in that TAZ, then the analyst may conclude that the project generated home-based VMT per capita or the home-work VMT per worker will be the same as the existing VMT per capita or per worker in that TAZ; in that instance, a separate Baseline plus project model run would not be required. However, if the project contains one or more uses, or a mix of uses, the does not exist in the TAZ, then a model run is required. In this case, the proposed land use(s) should be added to the baseline condition for the relevant TAZ, or a separate TAZ should be created in the CCTA model to contain the project land uses. A full baseline model run should then be performed. The analyst should review the model output to confirm reasonableness of the results and to check production and attraction balancing to ensure that the project's effect is being captured.

#### VMT METRICS AND SIGNIFICANCE THRESHOLDS

The output from each model run will include total VMT per service population, home-based VMT per capita, and home-work VMT per worker, which should be analyzed as described below. In addition, to calculate the total study area VMT, the analyst would define a VMT study area and the VMT occurring on all network links inside that study area should be summed.

The following describes the specific VMT metrics and significance thresholds that should be used in evaluating different project types:<sup>10</sup>

**Residential Projects** should use the home-based VMT per capita metric to evaluate their project generated VMT. The project generated home-based VMT per resident constitutes a significant impact if it is higher than 85% of the home-based VMT per resident in the subject municipality or unincorporated CCTA subregion (for areas outside of municipalities) or 85% of the existing County-wide average home-based VMT per resident, whichever is less stringent.

**Employment-Generating Projects** should use the home-work VMT per worker metric for their project generated VMT estimates. The project generated home-work VMT per worker constitutes a significant impact if it is higher than 85% of the home-work VMT per worker in the subject municipality or unincorporated CCTA subregion (for areas outside of municipalities) or 85% of the existing Bay Area region-wide average home-work VMT per worker, whichever is less stringent.

**Regional-Serving Projects** should use the metric of total study area VMT and should define a VMT study area over which to evaluate that metric. The project generated VMT constitutes a significant impact if the baseline project generated total VMT per service population is higher than 85% of the existing countywide average total VMT per service population.

**Other Uses and Projects** need to be analyzed using a methodology developed by the lead agency specifically for the project, prepared and documented based on available data and taking into account the specific methodologies and thresholds identified in this document.

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<sup>10</sup> The metrics of “home-based VMT per capita” and “home-work VMT per worker” are taken from the production-attraction trip matrices in the CCTA model, which is a stage of the modeling process in which trips are still categorized by purpose. This stage of the modeling process does not yet include truck trips so these VMT metrics do not include the VMT associated with trucks. This is consistent with the guidance from the OPR Technical Advisory, in which it interprets the Section 15064.3 language referring to automobile VMT as being focused on light-duty passenger vehicles. The “total VMT per service population” metric is taken from the final origin-destination trip matrices in the CCTA model and therefore it does include the VMT associated with trucks. Per the OPR guidance it is acceptable to include truck VMT when needed for modeling convenience, as long as the Analyst ensures there is an apples-to-apples comparison by using the same vehicle types in each step of the analysis process.

Mixed-Use Projects may be analyzed using a combination of techniques described above, as follows:

- Mixed use projects that contain a combination of housing, employment-generating and regional-serving uses may choose to evaluate each use separately using the metrics and significance thresholds described above for those uses.
- Mixed use projects that include a local-serving component may ignore that component for analysis purposes, and analyze only the remaining uses. Note that it may be more beneficial to the project to conduct a full analysis that takes account of on-site local-serving uses, since this analysis can take credit for reductions in trips resulting from the on-site mix.

In all cases, the analyst should consider whether that approach will effectively capture the likely interactions between the different uses. Other analytical options that would capture interactions between different uses are to analyze the project by conducting a full run of the CCTA model, or to use a sketch planning tool designed to estimate the trip generation effects of a mixed-use project.

#### **4. VMT MITIGATION STRATEGIES**

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If the conclusion is that the project would have the potential to cause a significant VMT impact per one or more of the significance thresholds defined above, then mitigation is required. CEQA requires that all feasible measures be implemented to reduce identified impacts to less-than-significant levels.

##### **METHOD OF CALCULATING MITIGATION REDUCTIONS**

The analyst, working with the lead agency and applicant, shall specify a series of mitigation measures, each of which shall have a specific percent level of VMT reduction assigned to it. Reduction levels may be taken from Appendix 1 (described further below) or from other defensible sources. In each case, the analyst shall explain the basis for the reduction applied, and shall also consider any interactions among the mitigation measures that make them cumulatively less effective than they are by themselves.

Each reduction shall be applied to the overall VMT associated with the project, until the total VMT is reduced to a less-than-significant level or all feasible mitigation reductions have been applied.

## **REQUIRED LEVELS OF MITIGATION**

In order to reduce impacts to less-than-significant levels, the proposed mitigation measures must reduce VMT to the relevant threshold as defined in Section 3 above.

## **TYPES OF MITIGATION**

To mitigate VMT impacts, the following actions could be taken:

- Modify the project's characteristics to reduce VMT generated by the project. This might involve changing the density or mixture of land uses on the project site, or changing the project's location to one that is more accessible by transit or other travel modes. The effectiveness of such changes should be modeled using the analysis techniques described in Part 3, above.
- Implement transportation demand management (TDM) or physical design measures to reduce VMT generated by the project. A description of such options is included below.
- Participate in a CCTA-approved VMT impact fee program and/or VMT mitigation exchange/banking program. CCTA will be developing such a program in Contra Costa County in the near future.

## **VMT REDUCTIONS FROM TDM AND PHYSICAL DESIGN MEASURES**

TDM and physical design measures that could potentially be applicable in Contra Costa County are summarized in Appendix 1. It should be noted that the understanding of the availability, applicability, and effectiveness of VMT mitigation measures is continuing to evolve and the evaluation of TDM measures should be updated periodically. Any evaluation of the effectiveness of VMT reduction measures should recognize that many TDM strategies are dependent on things that are likely to change over time, such as the level of priority a building tenant places on achieving trip reductions, or the frequency of nearby transit services. As such, actual real-time VMT reduction cannot be reliably predicted and ongoing monitoring should be considered to ensure that mitigation expectations are being met.

The effectiveness of each strategy shown in Appendix 1 will vary depending on the context in which it is implemented and the types of trips to which it applies. It is the analyst's responsibility to review the available research and suggest a level of VMT reduction that is reasonable to apply to the project being studied, taking into account the project's specific characteristics and the context in which it would be constructed.

It should also be noted that the incremental benefit of each VMT reduction strategy will diminish as strategies are combined together. Therefore, the analyst should carefully document how the interaction between TDM strategies is accounted for. The California Air Pollution Control Officers Association (CAPCOA) report *Quantifying Greenhouse Gas Mitigation Measures* provides guidance on how to account for combinations of strategies.

## **5. SIGNIFICANT AND UNAVOIDABLE IMPACTS, CUMULATIVE ANALYSIS AND FINDINGS OF OVERRIDING CONSIDERATION**

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### **FINDINGS OF OVERRIDING CONSIDERATION**

If the lead agency includes all feasible measures described in Section 4 above and those measures are not sufficient to fully mitigate the impact, then the VMT impact will be classified as significant and unavoidable. The lead agency may still approve the project, as allowed by CEQA, by making a finding of overriding consideration.

Before making such a finding and approving the project, the lead agency must also conduct a cumulative VMT analysis for the project, as described below.<sup>11</sup>

### **CUMULATIVE ANALYSIS**

Projects that are unable to mitigate their project-specific VMT impacts to less-than-significant levels require a Cumulative VMT analysis.

The cumulative analysis of a project involves understanding the project's effect on overall VMT within its study area. This analysis is needed to address circumstances where an individual project might affect travel patterns from other developments in the broader area; this might happen for a variety of reasons, such as that the project offers different housing, employment or other opportunities than would otherwise exist in the area and that causes other users to change their travel decisions, or because the drivers and transit users generated by the project take up available system capacity and cause other users to change their travel routes or modes.

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<sup>11</sup> As per OPR's guidance, cumulative VMT analysis is not necessary for projects that are found to have a less-than-significant impact on VMT at the project level.

The project's effect on VMT should be measured by defining a VMT study area and calculating the total VMT occurring on all network links inside that study area, in both the cumulative without project and cumulative with project scenarios. To allow for a reasonable comparison between those two scenarios, the total study area VMT should be normalized in some fashion to reflect that there are different numbers of people within the study area (i.e., because the project has added people to the study area as compared to the without project scenario). If the project adds residents to the study area, then it would be reasonable to present the VMT results as total study area VMT divided by number of study area residents. If the project adds employees to the study area, then it would be reasonable to use total study area VMT divided by number of study area employees. The exact method for normalizing the VMT number is not critical; what is essential is that the same method be used for both the cumulative without project and the cumulative with project scenarios, to allow for an apples-to-apples comparison between the two scenarios.

Specific steps in the process are defined below:

**Model Runs.** The Cumulative VMT analysis will be based on two CCTA Model runs:

- Cumulative without project: The most current version of the horizon year of the CCTA model. If development similar to that found in the proposed project is already foreseen in the subject TAZ in the "cumulative without project" model, this development should be subtracted from the "cumulative without project" scenario before this model run is conducted.
- Cumulative plus project: Unless development similar to that found in the proposed project is already foreseen in the subject TAZ in the "cumulative without project" model, the proposed land use(s) should be added to the "cumulative without project" condition for the TAZ, or a separate TAZ should be created to contain the proposed land use(s). The Analyst should also consider whether it would be advisable to offset the addition of these proposed land uses by lessening projected increases in development in other TAZs, particularly if the proposed project is substantial in size such that it might change the distribution of future developments. This recognizes that individual land use projects will generally not change the regionwide totals for population and employment growth, but will influence localized land use and VMT impacts.

**Cumulative Threshold.** Cumulative VMT impacts should be considered significant if there is a net increase in the total study area VMT normalized to the number of people within the study area, when comparing cumulative no project to cumulative plus project conditions.

**Additional Significant Impact and Findings of Overriding Consideration.** If the Cumulative VMT Analysis finds a significant impact, this impact shall be considered to be significant and unavoidable, and must therefore be called out in the project's EIR and subject to the Finding of Overriding Consideration described earlier in this section.

## Appendix 1. Summary of Potential VMT Reduction Strategies

Strategy		Types of Trips Affected	Range of Potential VMT Reduction for Affected Trips
<b>Project-Scale Strategies</b>			
1	Increase land use diversity through greater mix of uses on site	All	0% - 12%
2	Implement ride-sharing program	Primarily commute trips	2.5% - 8.3%
3	Subsidize or discount transit passes	Primarily commute trips	0.1% - 16%
4	Incentivize telework and alternative schedules	Commute trips	0.2% - 4.5%
5	Price and manage parking	All	2% - 30%
<b>Community-Scale Strategies</b>			
6	Improve the pedestrian network	All	0.5% - 5.7%
7	Implement traffic calming and low-stress bicycle facilities	All	0% - 1.7%
8	Increase transit service frequency	All	0.3% - 6.3%
9	Implement neighborhood or community-wide car-sharing programs	All	0.3% - 1.6%
10	Coordinate school pools	School	7% - 15%

Source: *Quantifying Greenhouse Gas Mitigation Measures*, CAPCOA, 2010, supplemented with new research review by Fehr & Peers, 2019.

## FURTHER DESCRIPTION OF VMT REDUCTION STRATEGIES

### *Project-Scale Strategies*

1. Increase land use diversity – This strategy focuses on inclusion of mixed uses within projects or in consideration of the surrounding area to minimize vehicle travel in terms of both the number of trips and the length of those trips.
2. Implement ride-sharing program – This strategy focuses on encouraging carpooling and vanpooling by project site/building tenants, which depends on the ultimate building tenants; this should be a factor in considering the potential VMT reduction.



3. Subsidize or discount transit passes – This strategy reduces the need to own a vehicle or reduces the number of vehicles owned by a household by incentivizing individuals to use transit for their daily commute. This strategy depends on the ultimate building tenants and may require monitoring. This strategy also relies on local transit providers continuing to provide similar or better service throughout the County, in terms of frequency and speed.
4. Incentivize telework and alternative schedules – This strategy relies on effective internet access and speeds to individual project sites/buildings to provide the opportunity for telecommuting. The effectiveness of the strategy depends on the ultimate building tenants and the nature of work done by tenants' employees (can the work be done remotely in the first place?); two factors that should be considered for potential VMT reduction. Effectiveness may also be limited in more rural areas of the County with limited broadband internet access.
5. Price and manage parking – Parking management strategies focus on the management of parking to influence vehicle travel. Free and ubiquitous parking supply tends to increase vehicle use while reducing parking supply and pricing spaces can help reduce vehicle travel. A reduction in parking supply can also be used to incentivize infill development and higher density development by reducing the cost of building parking spaces. This strategy may be less effective in suburban settings such as Contra Costa County but will depend on the specific project site and the surrounding parking supply.

#### Community-Scale Strategies

1. Improve the pedestrian network – This strategy focuses on creating a pedestrian network within the project and connecting to nearby destinations. Projects in Contra Costa County tend to be small so the emphasis of this strategy would likely be the construction of network improvements that connect the project site directly to nearby destinations. Alternatively, implementation could occur through an impact fee program (discussed in more detail below) or benefit/assessment district targeted to various areas in the County designated for improvements through local or regional plans. Implementation of this strategy may require regional or local agency coordination and may not be applicable for all individual land use development projects.
2. Implement traffic calming measures and low-stress bicycle facilities – This strategy combines the CAPCOA research focused on traffic calming with new research on providing a low-stress bicycle network. Traffic calming

creates networks with low vehicle speeds and volumes that are more conducive to walking and bicycling. Building a low-stress bicycle network produces a similar outcome. One potential change in this strategy over time is that e-bikes (and e-scooters) could extend the effective range of travel on the bicycle network, which could enhance the effectiveness of this strategy. Implementation options are similar to strategy 2 above. Implementation of this strategy may require regional or local agency coordination and may not be applicable for all individual land use development projects.

3. Increase transit service frequency – This strategy focuses on improving transit service convenience and travel time competitiveness with driving. Given land use density in Contra Costa County, this strategy may be limited to traditional commuter transit where trips can be pooled at the start and end locations or require new forms of demand-responsive transit service. The demand-responsive service could be provided as subsidized trips by contracting to private TNCs or taxi companies. Alternatively, a public transit operator could provide the subsidized service but would need to improve on traditional cost effectiveness by relying on TNC ride-hailing technology, using smaller vehicles sized to demand, and flexible driver employment terms where drivers are paid by trip versus by hour. Implementation of this strategy would require regional or local agency implementation and/or substantial changes to current transit practices, and therefore would not likely be applicable to individual development projects.
4. Implement neighborhood or community-wide car-sharing programs – This strategy reduces the need to own a vehicle or reduces the number of vehicles owned by a household by making it convenient to access a shared vehicle for those trips where vehicle use is essential. Note that implementation of this strategy would require regional or local agency implementation and coordination.
5. Coordinate SchoolPools – This strategy helps families share in the responsibilities of getting kids to school and back via carpooling, walking, biking, or riding the school bus together. Effectiveness of this program depends on the extent to which resident schoolchildren are already walking, biking, and riding the school bus to school.

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## **TRANSPAC BOARD Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2021

<b>Subject:</b>	<b>INTERSTATE 680/STATE ROUTE 4 INTERCHANGE IMPROVEMENTS, PHASE 3 – PROJECT STATUS UPDATE</b>
<b>Summary of Issues</b>	Construction of the Interstate 680/State Route 4 Interchange Improvement projects, with construction starting in 2018, is about the 75% complete. Contra Costa Transportation Authority (CCTA) staff will provide an update on the project status.
<b>Recommendations</b>	None – For information only.
<b>Financial Implications</b>	No TRANSPAC financial implications
<b>Attachment(s)</b>	A. October - December 2020 Quarterly Project Status Report for the Interstate 680/State Route 4 Interchange Improvement: State Route 4 Widening, Phase 3 (# 6001) Project

### Background

The overall Interstate 680/State Route 4 Interchange Improvement project includes multiple phases including constructing:

- Phase 1 – NB I-680 to WB SR 4 connector
- Phase 2 – EB SR 4 to SB I-680 connector
- Phase 3 – SR 4 widening: Morello Avenue to SR 242 and replacement of Grayson Bridge
- Phase 4 – SB I-680 to EB SR 4 connector
- Phase 5 – WB SR 4 to NB I-680 connector

Based on funding availability, the Phase 3 project has been advanced to construction. The remaining phases will be constructed as funding becomes available.

In October 2018, the CCTA Board awarded the I-680/SR4 Interchange Improvements, Phase 3 project construction contract. The contract was awarded for about \$86 million. CCTA staff will provide an update regarding the status of the project.

New funding has also recently been identified to start design phase work for Phase 1 and Phase 2a (a segment of the overall Phase 2).

<b>Project</b>	<b>Interstate 680/State Route 4 Interchange Improvement: State Route 4 Widening, Phase 3 (# 6001)</b>
<b>Sponsor</b>	Contra Costa Transportation Authority
<b>Subregion</b>	Central County

### Scope

Construct three-level interchange, as follows:

- Phase 1 – NB I-680 to WB SR 4 connector.
- Phase 2 – EB SR 4 to SB I-680 connector.
- Phase 3 – SR 4 widening: Morello Avenue to SR 242 and replacement of Grayson Bridge.
- Phase 4 – SB I-680 to EB SR 4 connector.
- Phase 5 – WB SR 4 to NB I-680 connector.

Due to a funding shortfall, Phase 3 will be constructed first. The remaining phases will be constructed as funding becomes available.

### Status

- Phase 3 construction contract was awarded on October 17, 2018.
- The critical path work in constructing the Grayson Creek Bridge was completed on-schedule.

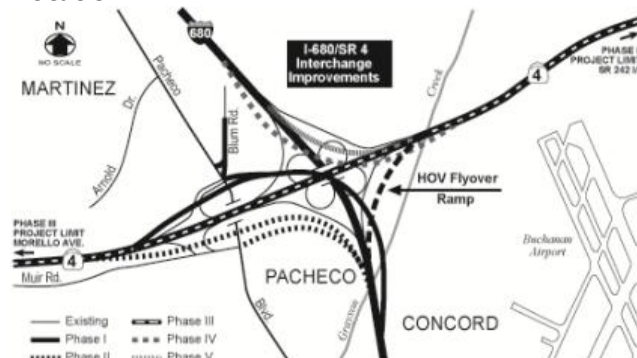
### Issues/Areas of Concern

- Future phases are not fully funded.
- Due to the considerable number and magnitude of Issued/Potential Contract Change Orders over 85.2% of the contingency has been allocated, with 74% of the project completed
- Due to the significant number of Contract Change Orders, there may be impacts to the project schedule. Staff is working with the contractor to analyze the impacts.

### Update from Previous Quarterly Report

- Phase 3 construction contract is 74% complete.
- The Stage 1 traffic switch was completed on May 30, 2020 shifting traffic to the newly constructed bridges over Grayson Creek.
- All bridges were substantially completed by the end of November, allowing for final Stage 2 traffic switch in December.
- Quality control and assurance issues have led to some rework; however, Authority staff has resolved the issues without impact to schedule or cost.
- Amendment No. 3 to Agreement No. 398 with Contra Costa County Flood Control was approved by the Authority Board on October 21, 2020 for additional services related to inspection and levee monitoring.
- Amendment No. 2 to Agreement No. 495 with WMH Corporation was approved by the Authority Board on September 16, 2020 for additional DSDC services.
- In December 2020, the CTC approved \$18 million in SB1-TCEP funds for the design phase of Phase 1 and 2a.

### Location



### Schedule

	Phase 3	Other Phases
Planning	Complete	Complete
Environmental Clearance	Complete	Complete
Design	Complete	TBD
Right of Way and Utilities	Complete	TBD
Construction	2018-2021	TBD
Post Construction	2021-2022	TBD

### Estimated Cost by Project Phase (\$ 000s)

	Amount	
	Phase 3	Other Phases
Project Management	\$1,700	\$300
Planning	583	—
Environmental Clearance	2757	900
Design	10,111	41,700
Right of Way and Utilities	12,921	13,000
Construction	97,449	324,700
Construction Management	10,674	44,400
Total	\$136,195	\$425,000

### Funding by Source (\$ 000s)

	Amount	
	Phase 3	Other Phases
Measure J	\$35,000	—
Measure C	17,300	—
STIP-RIP	23,900	—
SHOPP	21,596	—
LPP (formula)	4,799	—
LPP (competitive)	33,600	—
Regional Measure 3	—	\$210,000
SB1 – TCEP	—	18,000
TBD	—	197,000
Total	\$136,195	\$425,000

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**Project Interstate 680/State Route 4 Interchange Improvement: State Route 4 Widening, Phase 3 (# 6001) – continued**


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**Major Project Contracts Managed by Authority**

Contract No.	Amend No.	Contract Expiration	Agency/ Consultant	Description	Appropriated Amount	Billed to Date (10/31/2020)	Estimate at Completion	Percent Billed	Percent Physically Complete
372	6	12/31/2018 / Closed	WMH Corporation	Design	\$10,015,789	\$10,011,865	\$10,011,865	99.9%	100%
398	3	12/31/2021	Contra Costa Flood Control	Hydraulic Evaluation and Permitting	\$144,013	\$127,159	\$144,013	88%	88%
473	—	12/31/2021	The Hanna Group	Construction Management	\$9,414,978	\$5,811,421	\$9,414,978	61%	74%
493	—	12/31/2018 / Closed	Elsie Gridley Mitigation Bank	Sale of Vernal Pool Establishment Credits	\$606,150	\$606,150	\$606,150	100%	100%
494	—	12/31/2022	Elsie Gridley Mitigation Bank	Reservation of Vernal Pool Establishment Credits	\$450,000	\$171,000	\$171,000	38%	90%
495	2	3/31/2021	WMH Corporation	Design Services during Construction	\$1,541,849	\$1,102,276	\$1,541,849	71%	74%
496	—	6/30/2021 / Closed	Contra Costa Flood Control	Design on Lower Walnut Creek Restoration	\$190,000	\$190,000	\$190,000	100%	100%
505	—	12/31/2022	Brosamer & Wall	Construction Services	\$97,024,723	\$72,751,108	\$92,716,614	75%	74%

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## **TRANSPAC BOARD Meeting *STAFF REPORT***

**Meeting Date:** February 11, 2021

<b>Subject:</b>	<b>INTERSTATE 680 HIGH OCCUPANCY VEHICLE LANE COMPLETION AND EXPRESS LANE CONVERSION – PROJECT STATUS UPDATE</b>
<b>Summary of Issues</b>	Construction of the civil construction component of the Interstate 680 High Occupancy Vehicle (HOV) Completion and Express Lanes Project projects, with construction starting in 2018, is over 95% complete. Contra Costa Transportation Authority (CCTA) staff will provide a project status update for the project.
<b>Recommendations</b>	None – For information only.
<b>Financial Implications</b>	No TRANSPAC financial implications
<b>Attachment(s)</b>	A. October - December 2020 Quarterly Project Status Report for the Interstate 680 HOV Completion and Express Lanes Project (#8001)

### Background

This project will construct a HOV lane on southbound I-680 between North Main Street in Walnut Creek and Rudgear Road in Alamo and convert the HOV lane to an express lane on southbound I-680 from just south of Marina Vista Avenue in Martinez to Rudgear Road in Walnut Creek. In October 2018 the CCTA Board awarded the Interstate 680 HOV Completion and Express Lanes project construction contract. The contract was awarded for about \$64 million.

### Status

- CCTA is administering the construction contract for the civil work
- The Metropolitan Transportation Commission (MTC) will administer the construction contract for the installation of the Express Lane equipment
- TransCore work, currently estimated at \$12 million, will be entirely funded by Bay Area Infrastructure Financing Authority (BAIFA). BAIFA is associated with MTC. This work represents the Express Lane technological components of the project.
- Express lane opened as HOV 2+ in August 2020, and anticipated to convert to full Express Lane operations in summer 2021.

CCTA staff will provide an update regarding the status of the project.

<b>Project</b>	<b>Interstate 680 HOV Completion and Express Lanes Project (# 8001)</b>
<b>Sponsor</b>	Contra Costa Transportation Authority/MTC/Caltrans
<b>Subregion</b>	Central County

### Scope

Construct a high occupancy vehicle (HOV) lane on southbound I-680 between North Main Street in Walnut Creek and Rudgear Road in Alamo and convert the HOV lane to an express lane on southbound I-680 from just south of Marina Vista Avenue in Martinez to Rudgear Road in Walnut Creek.

### Status

- Construction contract 491 was awarded to Bay Cities Paving & Grading, Inc. on July 18, 2018. Project is now under construction and the Authority is administering the construction contract.
- MTC will administer the construction contract for the installation of the Express Lane equipment.
- Cost estimate does not include TransCore work currently estimated at \$12 million, which will be entirely funded by BAIFA.
- Express lane opened as HOV 2+ on August 22, 2020.

### Issues/Areas of Concern

- Schedule delays on the 880 Express Lanes Project may impact TransCore's installation schedule. Project team is working closely with MTC and MTC is actively coordinating with TransCore to ensure that they have adequate crews to cover the work.

### Update from Previous Quarterly Report

- Civil construction is 97% complete as of October 31, 2020.
- Toll System equipment installation in the median is progressing. Due to ongoing coordination with civil punch list items, completion of the toll system installation is likely delayed until February 2021. Corridor testing will commence in February 2021 with final test to end the beginning of March.
- Caltrans provided concurrence on the Replacement Planting design. The construction change order (CCO) to perform the work is finalized and planting was completed November 2020.
- Amendment No. 2 to Agreement No. 454 with Contra Costa County was approved on Sept. 16, 2020 for additional ROW closeout support services.
- Amendment No. 1 to Agreement No. 497 with HDR was approved on Sept. 16, 2020 for additional DSDC services and to extend the termination date.
- Amendment No. 1 to Agreement No. 448 with WSP was approved on Dec. 16, 2020 to provide support during landscape period, and extension of term.
- Construction progress can be followed at <https://680xpresslanesproject.com/home/>.

### Location



### Schedule

	<i>Dates</i>
Planning	Complete
Environmental Clearance	Complete
Design	Complete
Right of Way and Utilities	Complete
Construction	2018-2021
Post Construction	2021-2022

### Estimated Cost by Project Phase (\$ 000s)

	<i>Amount</i>
Project Management	\$1,945
Planning	—
Environmental Clearance	8,400
Design	9,820
Right of Way and Utilities	400
Construction	76,575
Construction Management	15,860
<b>Total</b>	<b>\$113,000</b>

### Funding by Source (\$ 000s)

	<i>Amount</i>
Measure J*	\$40,000
RM2	19,400
STIP/RIP	15,600
BAIFA**	38,000
<b>Total</b>	<b>\$113,000</b>

\*\$6.49 million is expected to be paid back by TVTC in FY2024 and FY2025.

\*\* BAIFA will also fund TransCore work estimated at \$15 million bringing total funding to \$128 million.



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**Project Interstate 680 HOV Completion and Express Lanes Project (# 8001) – continued**


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**Major Project Contracts Managed by Authority**

Contract No.	Amend No.	Contract Expiration	Agency/ Consultant	Description	Appropriated Amount	Billed to Date (10/31/2020)	Estimate at Completion	Percent Billed	Percent Physically Complete
320	—	12/31/2014 / Closed	Parsons	Feasibility Study/ Environmental Clearance for I-680 HOV Completion	\$2,492,550	\$2,395,267	\$2,395,267	96%	100%
376	7	12/31/2019 / Closed	HDR Engineering, Inc.	Feasibility Study/ Env. Clearance / PS&E for Express Lanes and Design for I-680 HOV Completion	\$12,470,000	\$12,268,973	\$12,268,973	98.3%	100%
448	1	12/31/2023	WSP/Parsons Brinckerhoff	Construction Management Services	\$8,886,664	\$7,502,153	\$8,886,664	84%	90%
454	2	12/31/2020	Contra Costa County	ROW Acquisition Services	\$53,000	\$47,580	\$53,000	90%	90%
462	—	12/31/2018 / Closed	PG&E	Utilities	\$20,000	\$20,000	\$20,000	100%	100%
476	—	9/20/2018 / Closed	ArborWorks, Inc.	Construction Services/Tree Removal	\$688,723	\$635,272	\$635,272	99%	100%
479, 480, 481, 482, 483, 484	—	12/31/2021	PG&E	Construction of Service Points on behalf of Caltrans	\$50,000	\$50,000	\$50,000	100%	100%
491	—	12/31/2021	Bay Cities	Construction Services	\$71,048,085	\$68,713,719	\$71,048,085	96%	97%
497	1	12/31/2023	HDR Engineering, Inc.	DSDC/ Landscape PS&E	\$1,450,078	\$1,021,160	\$1,450,078	70%	71%

**EXECUTIVE DIRECTOR'S REPORT**  
**January 20, 2021**

**Minnesota DOT Partnership Kick-off Meeting:** December 7, 2020

Linsey Willis, Peter Engel, Jack Hall, Randy Iwasaki and I met with the Minnesota Department of Transportation (DOT) to kick-off our partnership. We discussed an overview of each of our innovation programs, goals, and strategic planning.

**International Grinding and Grooving Association (IGGA) Annual Meeting:** December 10, 2020  
Randy Iwasaki was invited to speak at the annual meeting providing a glimpse in the future of transportation, opportunities with the new surface transportation bill, and the two innovation grants the Authority received from the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA).

**Innovate 680 Technical Advisory Committee (TAC):** December 14, 2020

Authority staff hosted the seventh *Innovate 680* TAC meeting to discuss the development of the concept of operations for *Innovate 680*. The team presented the outline for the concept of operations, provided an update on the travel behavior study, and introduced the operational scenarios for consideration by the TAC.

**Broadband Leadership Forum:** December 15, 2020

Randy Iwasaki was invited to speak at the Broadband Leadership Forum to provide input and state the importance of broadband in the future of transportation for the future Biden Administration. This aligns with our grant application to the Economic Development Administration (EDA) to provide connectivity for safety messages and wireless communications between vehicles and infrastructure to improve safety at intersections in support of vision zero.

**Authority's Innovation Program Strategic Plan:** December 15, 2020

Linsey Willis, Peter Engel, Jack Hall, John Hoang, Randy Iwasaki and I met to discuss the update to the Authority's Innovation Program Strategic Plan. We discussed the vision, goals, and objectives for this program moving forward.

**Onboarding with Commissioner White:** December 18, 2020

Tarienne Grover, Randy Iwasaki and I met with incoming Commissioner Holland Barrett White from the City of Pittsburg. We gave him a briefing about the Authority. Tarienne reviewed various administrative requirements and documents.

**Onboarding with Commissioner Thorpe:** December 22, 2020

Tarienne Grover, Randy Iwasaki and I met with incoming Commissioner Lamar Thorpe from the City of Antioch. We gave him a briefing about the Authority. Tarienne reviewed various administrative requirements and documents.

**Onboarding with Commissioner Alternate Bryant:** January 6, 2021

Tarienne Grover and I met with Commissioner Alternate Joel Bryant from the City of Brentwood. We gave him a briefing about the Authority. Tarienne performed the Oath of Office and reviewed various administrative requirements and documents.

**I-680 Corridor Partnership:** January 8, 2021

The Authority hosted the third meeting of the I-680 Corridor Partnership. The meeting focused on current and future transit operations in the I-680 corridor, as well as planning for express bus service on the corridor. The Authority provided a presentation on part-time transit lanes and our vision for shared mobility hubs. The group discussed a road map to integrate transit among the four transit operators in the corridor such as County Connection, Livermore Amador Valley Transit Authority, Solano County Transit (SolTrans), and Santa Clara Valley Transportation Authority.

*Staff Out-of-State Travel: There is nothing to report this month.*



COMMISSIONERS

Teresa Gerringer,  
Chair

Chris Kelley,  
Vice Chair

Newell Arnerich

Tom Butt

Federal Glover

Loella Haskew

David Hudson

Karen Mitchoff

Sue Noack

Lamar Thorpe

Holland White

Timothy Haile,  
Executive Director

## MEMORANDUM

To: Matt Todd, TRANSPAC  
Lisa Bobadilla, SWAT  
John Cunningham, TRANSPLAN  
Lisa Bobadilla, TVTC  
John Nemeth, WCCTAC  
Mike Moran, LPMC

From: Timothy Haile, Executive Director

Date: January 27, 2021

Re: Items of interest for circulation to the Regional Transportation Planning Committees (RTPCs)

At its January 20, 2021 meeting, the Authority discussed the following items, which may be of interests to the Regional Transportation Planning Committees:

1. Quarterly Project Status Reports (QPSRs)

**Recommendation:** This is an informational item only; no staff recommendation at this time.

*Action: The Authority Board received an informational report on the status of the current Measure projects.*

2. Approval to Issue an Annual Urban Limit Line (ULL) Policy Advisory Letter to Local Jurisdictions

**Recommendation:** Direct staff to transmit an Annual ULL Policy Advisory Letter to all local Contra Costa jurisdictions.

*Action: The Authority Board directed staff to issue the Annual ULL Policy Advisory Letters to all local Contra Costa jurisdictions.*

3. Status of the Calendar Years (CY) 2018 & 2019 Growth Management Program (GMP) Checklist Approvals

**Recommendation:** Staff sought acceptance of the status report and approval to transmit reminder letters to remaining jurisdictions and/or request a "Statement of Progress".

*Action: The Authority Board accepted the status report for the CY 2018 & 2019 GMP Checklist approvals and directed staff to transmit reminder letter to the remaining jurisdictions and/or request a "Statement of Progress".*

4. Quarterly Project Status Report (QPSR) for Transportation for Livable Communities (TLC) and Pedestrian, Bicycle, and Trail Facilities (PBTF) Projects

**Recommendation:** This is an informational item only; no staff recommendation at this time.

*Action: The Authority Board received an informational report on the status of the current Measure projects.*

5. Interstate 680 (I-680)/State Route 4 (SR4) Interchange Improvements, Phases 1 and 2A (Project 6001) – Approval to Submit Regional Measure 3 (RM3) Letter of No Prejudice (LONP)

**Recommendation:** Staff sought approval of Resolution 20-34-P, which authorizes the submittal of a RM3 LONP to MTC.

*Action: The Authority Board approved Resolution 20-34-P, which authorized the submittal of a RM3 LONP to MTC for the I-680/SR4 Interchange Improvements, Phases 1 and 2A (Project 6001).*

6. 2020 Activities & Accomplishments

*Action: The Authority Board received an informational report on the activities and accomplishments for 2020.*

**TRANSPAC**  
**Transportation Partnership and Cooperation**  
Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County  
1211 Newell Avenue, Suite 200  
Walnut Creek, CA 94596  
(925) 937-0980

December 10, 2020

Randell H. Iwasaki  
Executive Director  
Contra Costa Transportation Authority  
2999 Oak Road, Suite 100  
Walnut Creek, CA 94597

**RE: Status Letter for TRANSPAC Meeting – December 10, 2020**

Dear Mr. Iwasaki:

The TRANSPAC Committee met on December 10, 2020. The following is a summary of the meeting and action items:

1. Elected Commissioner Mark Ross as the TRANSPAC Chair and Commissioner Loella Haskew as the TRANSPAC Vice Chair for the term of February 1, 2021 through January 31, 2022.
2. Appointed Commissioner Loella Haskew as the TRANSPAC representative to the CCTA and Commissioner Carlyn Obringer as the alternate for the term of February 1, 2021 through January 31, 2023 and appointed Commissioner Sue Noack as the TRANSPAC representative to the CCTA filling the current vacancy for the term ending January 31, 2022.
3. Appointed the following staff representatives to CCTA Committees:
  - a. Appointed Ozzy Arce (Walnut Creek) as the primary and Lynne Filson (Martinez) as the alternate to the Countywide Bicycle and Pedestrian Committee (CBPAC) for the term ending December 31, 2021.
  - b. Appointed Mario Moreno (Pleasant Hill) to the Innovate 680 TAC.
  - c. Appointed Scott Alman (Clayton) as a primary and Mario Moreno (Pleasant Hill) as the alternate to the Technical Coordinating Committee (TCC) for the term ending March 31, 2021.
  - d. Appointed Lynne Filson (Martinez) to the Vision Zero Working Group.

Please contact me at (925) 937-0980, or email at [matt@graybowenscott.com](mailto:matt@graybowenscott.com) if you need additional information.

Sincerely,



Matthew Todd  
Managing Director

cc: TRANSPAC Representatives; TRANSPAC TAC and staff  
Matt Kelly and Hisham Noemi, CCTA Staff  
Jamar Stamps, TRANSPAC; Robert Taylor, Chair, TRANSPAC  
Lisa Bobadilla, SWAT; Candace Anderson, Chair, SWAT  
John Nemeth, WCCTAC; Chris L Kelley, Chair, WCCTAC  
Tarienne Grover, CCTA Staff  
June Catalano, Diane Bentley (City of Pleasant Hill)



# SWAT

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

January 6, 2021

Mr. Tim Haile, Executive Director  
Contra Costa Transportation Authority  
2999 Oak Road, Suite 100  
Walnut Creek, CA 94597

RE: **SWAT Meeting Summary Report for January 2021**

Dear  Mr. Haile:

The Southwest Area Transportation Committee ("SWAT") met Monday, January 4, 2021. The following is a summary of the meeting and action items:

1. Appointed Lafayette representative, Theresa Gerringer, SWAT Chair and Danville representative, Karen Stepper as SWAT Vice Chair, effective January 2021 to January 31, 2022.
2. Appointed Theresa Gerringer, SWAT/Lamorinda representative to Contra Costa Transportation Authority for a two-year term February 1, 2021 to January 31, 2023.
3. Received update on SWAT Records Retention Policy. SWAT members requested follow-up meeting with CCTA staff to further discuss and reaffirm process to adhere to a Records Retention Policy.

Please contact me at (925) 973-2651 or email at [lbobadilla@sanramon.ca.gov](mailto:lbobadilla@sanramon.ca.gov), if you need additional information.

All the best,



Lisa Bobadilla  
SWAT Administrator

Cc: SWAT; SWAT TAC; Hisham Noeimi, CCTA; Matt Kelly, CCTA, John Hoang, CCTA; Matt Todd, TRANSPAC; John Nemeth, WCCTAC; Robert Sarmiento, TRANSPLAN