

TRANSPAC Transportation Partnership and Cooperation
Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek, and Contra Costa County

TRANSPAC TAC MEETING NOTICE AND AGENDA
THURSDAY, OCTOBER 30, 2025
9:00 A.M. to 11:00 A.M.

In the LARGE COMMUNITY ROOM at City of Pleasant Hill City Hall
100 GREGORY LANE
PLEASANT HILL

Public Comments: Public Comment may be provided in person during the public comment period on items not on the agenda or during the comment period of each agenda item. Comments are limited to 3 minutes. Please begin by stating your name and indicate whether you are speaking for yourself or an organization. Members of the public may also submit written comments to irina@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 irina@graybowenscott.com or (925) 937-0980 during regular business hours at least 48 hours prior to the time of the meeting.

1. **CONVENE MEETING/ SELF-INTRODUCTIONS.**
2. **PUBLIC COMMENT.** Members of the public may address the Committee on any item not on the agenda.

ACTION ITEMS

3. **MINUTES OF THE SEPTEMBER 25, 2025, MEETING. 🌀 Page 5**

Attachments: TAC minutes from the September 25, 2025, meeting.

ACTION RECOMMENDATION: Approve Minutes.

4. **COUNTYWIDE YOUTH TRANSIT PROGRAMS.** 🌀 **Page 11**

- a. **SUMMER YOUTH RIDE FREE PROGRAM UPDATE.** County Connection staff will present results from the Youth Ride Free (YRF) pilot program, a countywide two-month initiative that ran from June 1 to July 31, 2025. The program, administered by County Connection in partnership with Tri Delta Transit and WestCAT, provided free transit access to youth with the goal of increasing youth ridership on public transportation. County Connection will share program evaluation data including ridership trends and survey results. (INFORMATION).

Attachment: Staff Report

- b. **2026 DRAFT TRANSPAC YOUTH TRANSIT PROGRAM.** The Contra Costa Transportation Authority (CCTA) is coordinating a countywide youth transit pilot program combining a youth summer transit initiative, similar to the Youth Ride Free program piloted by County Connection, and the Pass2Class school-year program. TFCA funding has been approved to administer the Pass2Class program in the TRANSPAC area. However, subregional funding is required to implement the youth summer transit component. At this meeting, staff will provide an overview of the pilot program and a funding recommendation for consideration and approval.

ACTION RECOMMENDATION: Approve the programming of Measure J Line 21A FUNDS in the amount of \$41,000 to fund the TRANSPAC portion of the countywide summer youth transit program for June-July 2026.

Attachment: Staff Report

INFORMATION ITEMS

- 5. **CONTRA COSTA CONGESTION MANAGEMENT PROGRAM.** The Congestion Management Program (CMP) is a state-required biennial program that establishes performance standards for the regional transportation system and identifies transportation projects eligible for state and federal funding. The Contra Costa Transportation Authority (CCTA) has released the Draft 2025 CMP for public review and comment through November 7, 2025. At this meeting, CCTA staff will provide an overview of the Draft CMP. (INFORMATION).

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Attachment: Staff Report

6. Committee UPDATES:

- a. **TECHNICAL COORDINATING COMMITTEE (TCC).** The TCC Meeting Scheduled for Thursday, November 20, 2025, has been cancelled. The next regular meeting will be held on December 18, 2025.
- b. **COUNTYWIDE BICYCLE & PEDESTRIAN ADVISORY COMMITTEE (CBPAC):** The last CBPAC Meeting was held on September 22, 2025. The next regular meeting will be held on November 17, 2025.
- c. **PARATRANSIT COORDINATING COUNCIL (PCC):** PCC Meeting Scheduled for Monday, September 15, 2025, was cancelled. The next regular meeting will be held on November 17, 2025.

7. TRANSPAC SUBREGIONAL TRANSPORTATION MITIGATION PROGRAM –DEVELOPMENT PROJECT TRACKING. This agenda item is intended to provide an opportunity to review and discuss the general plan amendments and development proposals, that have issued environmental notices, with potential impacts to TRANSPAC jurisdictions. (INFORMATION) 🌀 **Page 27**

8. INFORMATION ITEMS:

CONTRA COSTA TRANSPORTATION AUTHORITY (CCTA) MEETING CALENDAR: The CCTA Calendar for October 2025 through January 2026 may be downloaded using the following link: [Click to View Meeting Schedule](#)

9. MEMBER COMMENTS.

10. NEXT MEETING: NOVEMBER 20, 2025.

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TRANSPAC TAC Meeting Summary Minutes

Meeting Date: September 25, 2025

Staff Present: Aaron Elias, Concord; Jason Chen, Clayton; Samantha Harris, Contra Costa County; Trevor McGuire, Martinez; Matt Redmond, Walnut Creek; Andy Smith, County Connection; Celestine Do, BART; Matt Todd, TRANSPAC; Tiffany Gephart, TRANSPAC

Guests/Presenters: Matt Kelly, CCTA; Cara De Jong, 511 Contra Costa; Adam Dankberg, Kimley-Horn; Kevin Connolly, TY Lin

Minutes Prepared By: Tiffany Gephart

1. Convene Meeting / Self-Introductions

Mr. Todd called the meeting to order at 9:16 A.M (due to a technology issue). Introductions followed.

2. Public Comment

There were no comments from the public.

3. Minutes of the August 28, 2025 Meeting

The minutes of the August 28, 2025 meeting were approved by consensus.

4. Measure J Line 20a Funds Program Policies - FY 2026/2027 - FY 2027/2028

Ms. Gephart presented the draft program policies for the upcoming two-year cycle covering Fiscal Years 2027 and 2028. The call for projects will be released in December 2025, with applications due in January 2026 and final program approval in June 2026.

Ms. Gephart reviewed the evaluation criteria including filling gaps in the transportation network, providing cost savings compared to Americans with Disabilities Act (ADA) paratransit services, coordination efforts, funding status and capacity, matching funds, and equity considerations.

New criteria and policies added since the last cycle include use of funds in prior programming cycles, accuracy of reporting and compliance with grant requirements, timely use of funds policies requiring execution of funding agreements with Contra Costa Transportation Authority (CCTA) within 120 days, invoice requirements with copies provided to TRANSPAC at least every six months, and enhanced reporting requirements with notifications of program changes.

Mr. Todd noted that language will be added clarifying that in two-year programs, funding is spread across both years and not front-loaded in year one.

Mr. Smith asked whether the criteria regarding use of funds in previous years is binary or allows for partial awards. Ms. Gephart responded it is not binary, noting one project that did not fully utilize funds previously received a smaller allocation with discussions to reconcile past resolutions.

Ms. Do asked about diversity requirements for the scoring committee. Mr. Todd explained the committee last cycle included representatives from Walnut Creek, Concord, and Pleasant Hill and noted that other staff from the County and other departments were contacted but not available.

Mr. McGuire asked what happens to money not spent in the last cycle. Mr. Todd explained that last cycle, staff recovered unspent funds from various years through an audit with CCTA, allowing additional projects to be funded.

The TAC agreed by consensus to continue with the scoring committee approach for the upcoming cycle.

5. Measure J Line 20a Program Progress Report FY 2024-2025

Ms. Gephart presented the progress report for the first year of the current funding cycle covering nine funded programs plus one rollover program (County Connection Travel Training). Overall, programs have expended 59% of approved funds.

Several programs have fully expended allocations: Center for Elders Independence (CEI) due to opening several new PACE centers, Choice in Aging which received a lower allocation due to reconciling past resolutions, and Rural Lifeline Program (County Connection) which reported increased costs.

Key trip data showing increases compared to previous years: total one-way trips with origin or destination in TRANSPAC reached approximately 87,000; one-way trips entirely within TRANSPAC reached 57,800; total individuals served within TRANSPAC reached 3,700; and shared trips totaled 75,000. Cost per trip varies by program with all below ADA paratransit costs.

Ms. Do asked for clarification on fixed route service types. Ms. Gephart explained fixed route refers to service with set destinations provided by bus or shuttle.

6. 511 Contra Costa/Street Smarts Diablo Program Update

Ms. De Jong presented an overview of programs funded by CCTA through Measure J, One Bay Area Grant (OBAG) 3, and Transportation Fund for Clean Air (TFCA) sources. A copy of this presentation and other meeting materials is available at transpac.us.

Big Win Program

The program has 1,300 participants with 29% from central county. The program offers weekly drawings for verified transit trips. Cost effectiveness for FY 2025 will be well under the Air District maximum.

Pass to Class Program

962 TRANSPAC region students received free two-month County Connection flash passes, with an additional 649 Southwest Area Transportation Committee (SWAT) students also receiving passes. Starting in 2026, all programs will be combined into one county-wide TFCA project for improved reporting efficiency while maintaining all program offerings.

Street Smarts Contra Costa

CCTA rebranded Street Smarts Diablo as Street Smarts Contra Costa, now funded by OBAG 3. The program continues elementary school safety assemblies, middle school Walk and Roll events, and free helmet programs.

Walk and Roll Program

Nine schools are currently enrolled in the program, including Mount Diablo Elementary which launched on September 26, 2025. Results from the prior year included seven schools participating, 2,800 total participants, and 30,000 trips on Walk and Roll days. The current year is reaching 1,700 participants weekly across the nine enrolled schools, with a goal of expanding to 17 schools. The program costs approximately \$2,500 per school.

Ms. De Jong noted contact from city representatives to principals has been effective in enrollment.

Mr. McGuire asked about e-bike and e-scooter education. Ms. De Jong explained assemblies include education on both, noting enforcement varies by city creating confusion about rules.

Mr. Redmond asked about participation rates. Ms. De Jong reported 20-40% of students participate at enrolled schools, with bike and scooter parking typically tripling after program implementation.

Ms. Harris confirmed that students riding County Connection to school count toward the program through the app's self-reporting feature.

7. Contra Costa Transportation Authority Integrated Transit Plan

Mr. Kelly introduced the item along with Adam Dankberg and Kevin Connolly who went on to present the Integrated Transit Plan update. A copy of this presentation and other meeting materials is available at transpac.us.

Spring Feedback Addressed

The Volume-to-capacity analysis was completed for transit priority corridors, funded projects were incorporated into plan, and a timeline was established for CCTA Board consideration by end of 2025.

Mr. Connolly reported existing volume-to-capacity (V/C) ratio analysis showed Ygnacio Valley Road at or above 1.0 (at or over capacity), Treat Boulevard slightly under 1.0 in some segments (approaching capacity), and Clayton Road much lower (adequate capacity). Lane reductions on Ygnacio Valley Road will be challenging given existing congestion.

Frequent Bus Corridors

Mr. Connolly noted frequent bus corridors do not require infrastructure investment but propose additional service meeting criteria of 15-20 minute frequency, seven days per week, and 19-hour service span. Currently three buses in the county meet this criteria; the plan proposes approximately eight.

Evaluation Methodology and Results

The evaluation methodology included ten criteria scored on a five-point scale with no weighting applied. Criteria include network-wide benefits, alignment with regional priorities, ridership potential, equity, transit travel time benefit, and economic development opportunity.

Network-wide benefits include over 300,000 additional people with access to high-frequency transit, over 100,000 additional jobs accessible from high-frequency transit, and access to 78% more jobs within 45 minutes via transit.

Nine Transit Priority Corridors (TPCs) were evaluated with five in central county. TPC 1 (San Pablo Avenue) ranked highest, TPC 9 (Highway 4 between Brentwood and Martinez) ranked second. Central county arterial and I-680 TPCs ranked lower with close clustering among mid-ranked corridors.

Mr. Kelly noted three corridors identified as five-star projects for the Countywide Transportation Plan (CTP): State Route 4, I-680, and San Pablo Avenue South.

Mr. Redmond asked whether weighting was considered. Mr. Connolly explained no weighting was applied, with clustering providing implicit weighting for ridership potential through two categories.

Mr. Smith raised questions about alignment with regional priorities scoring for County Connection projects. Mr. Connolly agreed to follow up offline with responses to submitted comments.

Mobility Hub and Access Improvement Zone Evaluation

There were 36 mobility hubs evaluated with Concord BART ranking among the highest. Hubs categorized as Community Hub, Regional Access Hub, or Regional Transfer Hub.

Mr. Todd asked why Contra Costa College was identified as a mobility hub but not Diablo Valley College. Mr. Connolly explained the I-680 Shared Mobility Hub Feasibility Study was used as the starting point, and Diablo Valley College was not identified in the top eight.

Cost Estimates

Capital costs are calculated in current year dollars: all nine TPCs, mobility hubs, and Access Improvement Zones total approximately \$6 billion; 36 mobility hubs total \$660-850 million; Access Improvement Zones include 250 miles of pedestrian improvements and 200 miles of bicycle improvements. Operating costs are 80% above today's annual operating costs in current dollars, varying by operator.

Mr. McGuire asked what the plan will say about transit-only lanes. Mr. Dankberg explained lanes will be presented as conceptual, not assuming right-of-way acquisition, with real-world examples of various approaches. The report acknowledges intensive follow-on design efforts would be required.

Mr. Kelly explained Integrated Transit Plan (ITP) recommendations will be incorporated into the CTP as projects and policies, with all corridors and mobility hubs included since the CTP is unconstrained.

8. Committee Updates

Technical Coordinating Committee (TCC): Mr. Redmond reported Mr. Kelly presented on the new activity-based model at the September 18, 2025 meeting and the committee reviewed a San Ramon street classification change.

Countywide Bicycle & Pedestrian Advisory Committee (CBPAC): Mr. McGuire reported the September 22, 2025 meeting focused on charter modifications including a potential name change.

The September 15, 2025 PCC meeting was cancelled and there was no update from the TAC.

9. TRANSPAC Subregional Transportation Mitigation Program - Development Project Tracking

Mr. Todd reviewed the project tracker noting the Mitchell Townhomes Environmental Impact Report (EIR) in Walnut Creek was released and is open for comment until October 6, 2025.

Mr. McGuire identified an additional project: FSRE Industrial in Concord, a 220,000 square-foot warehouse near Buchanan Field. The draft EIR is currently out for review.

10. Information Items

Mr. Todd noted the CCTA meeting calendar link was provided in the packet.

11. Member Comments

Ms. Do announced BART completed installation of all fare gates in all counties with a ribbon-cutting ceremony at West Dublin Station on September 26, 2025 at 1:00 PM. She reported fare evasion is down approximately 30%.

Mr. Todd asked about credit card tap functionality. Ms. Do explained the system is intended for out-of-town travelers and one-time users, with regular riders benefiting from Clipper cards for transfer discounts.

Mr. Todd announced the October 10, 2025 TRANSPAC Board meeting will be cancelled. The next board meeting is November 13, 2025.

12. Adjourn / Next Meeting

The meeting adjourned at approximately 11:07 A.M. The next regular meeting is scheduled for October 30, 2025.

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TRANSPAC TAC Meeting STAFF REPORT

Meeting Date: October 30, 2025

Subject:	2026 DRAFT TRANSPAC YOUTH TRANSIT PROGRAM.
Summary of Issues	The Contra Costa Transportation Authority (CCTA) is coordinating a countywide youth transit pilot program including a free two month summer program with the Pass2Class school-year program. TRANSPAC is requested to approve Measure J Line 21a funding to support the two month summer component (June-July 2026) for the TRANSPAC service area.
Recommendation(s)	Approve the programming of Measure J Line 21a funds in the amount of \$41,000 to fund the TRANSPAC portion of the countywide summer youth transit program for June-July 2026.
Options	<ol style="list-style-type: none"> 1. Approve the staff recommendation 2. Approve an alternative funding amount with direction to staff on program scope modifications
Financial Implications	TRANSPAC is responsible for recommendations on how Measure J Line 21a funds are to be used in the TRANSPAC subregion. The program resulting from the above process will commit Measure J revenue of \$41,000 dedicated to youth transportation for the 2026-2027 fiscal year in the TRANSPAC subregion.
Attachment(s)	A. FY 2025/FY 2026 Youth Transit Programs Timeline Graphic (CCTA)

Background:

TRANSPAC has supported youth transit programs to provide transportation options for young residents and reduce barriers to accessing education, employment, and recreational opportunities. CCTA in partnership with 511 Contra Costa and County Connection operates Pass2Class in the TRANSPAC area, which provides free transit passes to enrolled students during the beginning of the school year. County Connection also piloted the Youth Ride Free program during summer 2025, allowing youth ages 6-18 to ride buses at no cost.

Countywide Pilot Model

Following the success of the 2025 Youth Ride Free pilot, CCTA developed a coordinated countywide approach combining summer and school-year youth transit programs into a four-month pilot:

- Summer Component (June-July): youth summer transit program allowing youth ages 6-18 to ride County Connection buses at no cost without requiring enrollment or pass distribution
- School-Year Component (August-September): Pass2Class program providing free passes to enrolled students for the first two months of the school year

This combined approach was designed to test the Transportation Fund for Clean Air (TFCA) cost-effectiveness requirements for future years, in the short-term enabling the county to leverage TFCA funds for the school-year component while exploring alternative funding sources for the summer transit program.

Program Structure and Coordination

CCTA will lead the overall program coordination, including marketing, outreach, funding coordination, and program evaluation across the County (and all participating Regional Transportation Planning Committees). TRANSPAC would provide funding for the youth summer transit program in the TRANSPAC service area and support local outreach. County Connection would deliver the transit service, collect and provide ridership data to CCTA, and invoice CCTA (who will administer approved Measure J funds on behalf of TRANSPAC).

Cost Estimates and Funding Sources

County Connection provided cost estimates based on 2025 Youth Ride Free program ridership with a 10% growth factor. Costs are calculated at \$1.60 per trip, consistent with Pass2Class program reimbursement rates.

TRANSPAC Service Area Estimated Costs:

- June-July 2026: \$41,000 (approximately 25,359 estimated trips)
- Funding Source: Measure J Line 21a

The Pass2Class component (August-September 2026) will be funded through TFCA grants administered by CCTA and previously approved by the TRANSPAC and CCTA Boards.

Program Evaluation

CCTA will lead program evaluation including ridership data analysis, user surveys, and TFCA required cost-effectiveness assessment. Evaluation findings will inform future program decisions.

TRANSPAC Youth Transit Programs Implementation Timeline

Date	Milestone	Responsible Party	Status
Oct 15, 2025	CCTA Board TFCA Funding Approval	CCTA Board	Complete
Oct 17, 2025	2026 Summer Youth Program Budget Projection	County Connection	Complete
Oct 30, 2025	Youth Transit Program - Action Item	TRANSPAC TAC	Scheduled
Nov 13, 2025	Youth Transit Program - Action Item	TRANSPAC Board	Scheduled
Dec 31, 2025	CCTA Requires RTPC funding commitments approved	RTPCs	Pending
Jan - Feb 2026	CCTA Funding Action (pending RTPC approvals (i.e. actions related to TRANSPAC Line 21A funds))	CCTA APC CCTA Board	Pending
Dec 2025 - May 2026	Marketing & Coordination	CCTA/511CC	Pending
Jan 29, 2026	2025 Pass2Class Program - Info Item	TRANSPAC TAC	Pending
Feb 12, 2026	2025 Pass2Class Program - Info Item	TRANSPAC Board	Pending
Jun 1 - Jul 31, 2026	2026 Youth Transit Program - Summer Program Component	CCTA/511CC	Pending
Aug 1 - Sep 30, 2026	2026 Youth Transit Program - Pass2Class Program Component	CCTA/511CC	Scheduled

At this meeting the TAC is requested to review and provide comment on the proposed model and approve the allocation of Measure J Line 21a funds in the amount of \$41,000 to fund the TRANSPAC portion of the countywide youth summer transit program for June-July 2026.

	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25 to Dec-25	Jan 25 to Feb 25	Apr 25 to May 25	Jun-26	Jul-26	Aug-26	Sep-26	Oct-26	Nov-26	
Youth Program	Youth Ride Free		Pass2Class						New Youth Program Pilot						
County Connection	Survey										Survey				
CCTA/511CCTA	Survey					Survey					Survey				
Funding	County Connection		TFCA/BAAD						RTPC		TFCA/BAAD				
Transit Budgeting															
RTPC Funding Approvals						Led by CCTA									
CCTA Approvals								Board Approval							
Marketing & Coordination								Led by CCTA							

TRANSPAC TAC Meeting **STAFF REPORT**

Meeting Date: October 30, 2025

Subject:	CONTRA COSTA CONGESTION MANAGEMENT PROGRAM
Summary of Issues	The Congestion Management Program (CMP) is a state-required biennial program that establishes performance standards for the regional transportation system and identifies transportation projects eligible for state and federal funding. The Contra Costa Transportation Authority (CCTA) has released the Draft 2025 CMP for public review and comment through November 7, 2025. At this meeting, CCTA staff will provide an overview of the Draft CMP.
Recommendations	For Information Only.
Options	None.
Financial Implications	None.
Attachment(s)	A. CCTA Staff Report - Release of Draft 2025 CMP B. Draft 2025 CMP Executive Summary C. Draft 2025 CMP [Link]

Background

CCTA is required by state law to update the CMP every two years. The CMP establishes level-of-service standards for state highways and principal arterials, identifies a seven-year Capital Improvement Program, and provides the framework for analyzing transportation impacts of local land use decisions. Local compliance with CMP requirements is necessary to receive state transportation funding.

Key updates in the 2025 CMP include:

- Consistency with Plan Bay Area 2050+, the Bay Area's Regional Transportation Plan (RTP) and Sustainable Communities Strategy
- Documentation of changes to the Growth Management Program (GMP) following statewide implementation of Senate Bill 743, which replaced Level of Service (LOS) with Vehicle Miles Traveled (VMT) as the transportation impact metric under the California Environmental Quality Act (CEQA)
- Updated seven-year Capital Improvement Program (CIP) supporting regional transportation priorities and Transportation Expenditure Plan development

- Completion of the Ala/CC travel demand model, an activity-based forecasting tool developed jointly with Alameda County Transportation Commission
- Updates to transit performance measures and Housing Element coordination requirements

Review Schedule:

- **November 7, 2025:** Comments due to CCTA
- **December 17, 2025:** CCTA Board considers adoption

At this meeting, CCTA staff will provide an overview of the Draft CMP for review and comment. TRANSPAC jurisdictions may submit individual comments to CCTA during the review period. The complete Draft 2025 CMP is available on the CCTA website [[Link](#)].



Authority Board **STAFF REPORT**

Meeting Date: September 17, 2025

Subject	Release of the Draft 2025 Congestion Management Program (CMP)
Summary of Issues	As the Congestion Management Agency (CMA) for Contra Costa County, the Authority is responsible for preparing and updating the CMP biennially. The Authority adopted its first CMP in 1991, making the 2025 CMP the Authority’s seventeenth update. Staff have prepared the Draft 2025 CMP for circulation, review, and comment by interested parties. Comments received will be incorporated into a draft Final 2025 CMP, which will be presented to the Authority Board at a publicly noticed meeting in December 2025 for adoption consideration. Once approved, it will be transmitted to the Metropolitan Transportation Commission (MTC) in accordance with CMP requirements.
Recommendations	Staff seeks approval to release the Draft 2025 CMP to interested parties for review and comment.
Staff Contact	Matt Kelly
Financial Implications	Projects listed in the CMP-Capital Improvement Program (CIP) are eligible for a variety of State and Federal funding programs.
Options	The Authority Board may provide feedback to revise the Draft 2025 CMP.
Attachments	A. Draft 2025 CMP Executive Summary

Changes from Committee	B. Draft 2025 CMP and Appendix E located here N/A
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Background

As the designated CMA for Contra Costa County, the Authority is required to prepare a CMP and update it every other year. The Authority prepared its first CMP in 1991; the 2025 CMP comprises the seventeenth update. As with previous CMPs, the 2025 CMP focuses on updating the projects in the required seven-year CIP, demonstrating consistency with the current Regional Transportation Plan (RTP), and responding to legislative and other policy changes that have occurred over the preceding two years. Many requirements of the 2025 CMP remain unchanged since the 2023 CMP and do not require updating.

A major California legislation affecting CMP requirements, Senate Bill (SB) 743, was passed in September 2013, which removed Level-of-Service (LOS) as a standard of significance under the California Environmental Quality Act of 1970 (CEQA). The legislation called for the Governor’s Office of Planning and Research (OPR) to revise the CEQA Guidelines and provide an alternative measure for determining the impact of new development and transportation improvements. The rationale for changes to the traffic impact analysis, under CEQA, is that at in-fill locations, LOS standards primarily impact the “last in”, or the latest development in a particular location, due to cumulative impacts, while earlier developments do not exceed the LOS standard. The updated draft CEQA Guidelines were issued in January 2016, where OPR recommended the use of Vehicle Miles Traveled (VMT) as the new measure that would serve as the replacement for LOS.

The guidelines that were adopted by the Department of Natural Resources in December 2018 became required statewide on July 1, 2020. The Authority incorporated VMT into the Growth Management Program (GMP) to align with the changes to CEQA and to best support our partner agencies with local implementation of SB 743. To date, it is unknown how changes to the transportation metric in the CEQA Guidelines will affect the requirement for using LOS in analyzing the CMP network. The State has yet to indicate how it will align these varying requirements. Various legislative attempts, which have been made over the past few years to align the State’s new transportation metrics with the CMP, have been unsuccessful, and

currently, there is no active legislation.

The key changes staff addressed in the 2025 CMP were primarily limited to technical updates and amendments related to Authority policies and practices that have changed since the 2023 CMP, as well as addressing MTC's 2025 CMP Guidance (February 2025), which includes:

- Discussion of the relationship and consistency with the Bay Area's adopted RTP and Sustainable Communities Strategy – Plan Bay Area 2050+ (Chapter 1).
- Discussion of the changes to the GMP due to the statewide implementation of SB 743 (Chapter 2).
- Documentation of the Authority's travel demand forecasting tools – The trip-based Countywide Model, and the activity-based AlaCC Model development effort with Alameda County Transportation Commission (Chapter 7).

Required Components of the Congestion Management Program (CMP)

The State CMP legislation (California Government Code, Section 65082(c)) requires each CMP to contain the following components:

- Traffic LOS standards that apply to a system of designated CMP routes that include at least all State highways and principal arterials.
- A performance element that includes measures to evaluate current and future multimodal system performance for the movement of people and goods.
- A seven-year CIP that maintains or improves the performance of the multimodal system for the movement of people and goods or mitigates regional transportation impacts identified in the land use evaluation program.
- A program to analyze the impacts of local land use decisions on the regional transportation system, including an estimate of the costs associated with mitigating those impacts.
- A travel demand element that promotes transportation alternatives to the single-occupant vehicle.

The CMP legislation also requires each CMA to prepare and maintain a computerized travel demand model, including a land use database. Under separate cover from the CMP, the Authority will demonstrate consistency between the Authority's AlaCC Model and the

regional MTC model and its land use inputs.

Also under separate cover, the Authority will publish the CMP Traffic Monitoring Report, which provides the bi-annual monitoring results of the CMP network and intersections.

Comments on the Draft 2025 CMP and CMP-CIP project list will be due Friday, November 7, 2025. Comments received will be incorporated and forwarded to MTC as part of the Final 2025 CMP Authority adoption occurring in December 2025.

2025 Congestion Management Program (CMP) Update Schedule

March/April/May 2025	Monitoring of CMP Network for LOS Standards (complete)
September 2025	Draft 2025 CMP Released for Review and Comment
October 2025	Release of CMP LOS Monitoring Results
November 7, 2025	Draft 2025 CMP Comments Due
December 17, 2025	Authority Board Adopts Final 2025 CMP and Transmits to MTC

Staff seeks approval to release the Draft 2025 CMP to interested parties for review and comment.

2025 Congestion Management Program for Contra Costa

Executive Summary

As the designated Congestion Management Agency (CMA) representing the jurisdictions of Contra Costa County, the Contra Costa Transportation Authority (the Authority) is responsible for preparing and adopting a Congestion Management Program (CMP) and updating it every other year. The Authority adopted the county's first CMP in October 1991. This document — the 2025 Contra Costa CMP — comprises the seventeenth biennial update.

This update, which was prepared with help from and consultation with representatives of local, regional and State agencies, transit operators and the public, responds to changes in regional transportation planning, projects, and programs made since 2023. The 2025 CMP focuses primarily on technical changes and corrections from the 2023 CMP, including:

- **Level-of-Service Standards** – Updated to document changes in the use of LOS as a finding of significant impact in CEQA under Senate Bill 743.

- **Capital Improvement Program (CIP)** – The seven-year CIP (Appendix E) project listing supports the Regional Transportation Plan (RTP) update and Transportation Expenditure Plan (TEP) development.

The State CMP legislation requires each CMP to contain the following components:

- **Traffic level-of-service (LOS) standards** that apply to a system of designated CMP routes that includes at least all State highways and principal arterials (Chapter 2);
- A **performance element** that includes performance measures to evaluate current and future multimodal system performance for the movement of people and goods (Chapter 3);
- A **seven-year capital improvement program (CIP)** that maintains or improves the performance of the multi-modal system for the movement of people and goods or mitigates regional transportation impacts identified in the land use evaluation program (Chapter 4 and Appendix E);
- A **program to analyze the impacts of local land use decisions** on the regional transportation system, including an estimate of the costs associated with mitigating those impacts (Chapter 5); and
- A **travel demand element** that promotes transportation alternatives to the single-occupant vehicle. (Chapter 6 and Appendix H).

The CMP legislation also requires each CMA to prepare and maintain a computerized travel demand model, including a land use database. To meet this requirement, the Authority has developed and maintains an activity-based travel demand model that runs using Cube software. In 2025 the Authority completed development of the new model, based on MTCs Travel Model 1.5, using the adopted Plan Bay Area 2050 land use forecasts (*Projections 2021*). The status of the travel demand model is discussed further in Chapter 7 and Appendix H. Appendix H also describes the approach taken for the activity-based model development, including consistency of the Authority's CMP model to the modeling guidelines of the Metropolitan Transportation Commission (MTC) and to the new modeling requirements of SB 375.

The Authority adopted detailed Deficiency Plan Procedures in 1996. These procedures, which are summarized in Chapter 8, are contained in a separate document.

The CMP overlaps considerably with the Contra Costa Growth Management Program (GMP) established by county voters through Measure C (1988) and strengthened under Measure J (2004). Both programs contain similar requirements and have similar structures. Under the GMP, jurisdictions that comply with the program are allocated 18 percent of total sales tax revenues to maintain or improve local streets and roads. Under the CMP, local jurisdictions that meet the CMP compliance requirements receive a portion of the gas tax revenues established in Proposition 111.

In both cases, the Authority evaluates local compliance through the Measure J GMP Checklist. While State and regional agencies do not have a role in evaluating local compliance, MTC does play an important role in the establishment of regional conformance guidelines for each CMP cycle, with an emphasis on modeling and land use data consistency.

Further background on CMP legislative requirements is contained in Appendix A and background on the components of the GMP and Measure J is described in Appendix B.

Following its adoption, the Authority will submit the 2025 CMP to MTC. As the regional transportation planning agency in the San Francisco Bay Area, MTC is required to evaluate the CMP's consistency with MTC's Regional Transportation Plan (RTP) and with the CMPs of other counties in the Bay Area. If it finds that the Contra Costa CMP is consistent with the RTP, MTC will incorporate the projects listed in the CMP's seven-year CIP into MTC's Regional Transportation Improvement Program.

SUMMARY OF CMP COMPONENTS AND CHANGES FROM THE 2023 CMP CHAPTER ONE: INTRODUCTION AND OVERVIEW

Chapter 1 describes the adopted Regional Transportation Plan, Plan Bay Area (PBA) 2050, which was adopted by MTC in October 2021. Pursuant to SB 375, the 2021 RTP includes a Sustainable Communities Strategy (SCS) – which is aimed at achieving a 15% reduction in greenhouse gas (GhG) emissions from cars and light trucks by 2035. The 2025 CMP update documents consistency with the adopted 2021 RTP. MTC is currently preparing a minor update of RTP, known as Plan Bay Area 2050+, to be adopted in 2026. The next major RTP update will follow in 2029.

Changes from the 2023 CMP – Minor updates have been made to this chapter to address changes that have occurred since 2023
chapter two: LEVEL OF SERVICE STANDARDS

Chapter 2 describes the designated CMP network of State highways and principal arterials, and the level-of-service standards that apply to that network. Consistent with the CMP legislation, the CMP network includes all State highways within Contra Costa. "Principal arterials" are also part of the CMP network. These are defined as arterials that are at least four lanes wide for a mile in length, carry at least 20,000 vehicles each day, and have been designated by the appropriate regional transportation planning committee (RTPC). Also consistent with the CMP legislation, the Authority has established a level-of-service standard of LOS E for all parts of the CMP network except those that were already operating at worse levels of service in 1991. Due to changes in the transportation metric in CEQA subsequent to passage of SB 743 in September 2013, and implementation in July 2020, the Authority has revised

the Measure J GMP to reflect the new vehicle miles traveled (VMT) metric required by CEQA.

Changes from the 2023 CMP – The 2025 CMP Update discusses the changes from LOS to VMT statewide under SB 743, as well as potential impacts to the CMP legislation, of which LOS is currently a required performance measure.

CHAPTER THREE: PERFORMANCE ELEMENT

Chapter 3 outlines measures to evaluate the current and future performance of the multimodal system for the movement of people and goods. To build on and take advantage of the cooperative planning effort required under the Measure J GMP, the performance measures established in the CMP are taken from the Multimodal Transportation Service Objectives (MTSOs) in the 2017 update of the Action Plans for Routes of Regional Significance. These measures apply to the CMP network, all of which are also Regional Routes. Performance measures used in the 2017 CTP have also been included in the update. Changes to standards for transit performance, routing and measures of frequency by the Contra Costa transit operators made since 2023 have been incorporated.

Changes from the 2023 CMP –. Minor updates have been made to this chapter to address changes that have occurred since 2023.

CHAPTER FOUR: CAPITAL IMPROVEMENT PROGRAM

To emphasize the programming objectives of the CMP legislation, Chapter 4, the CMP CIP, contains projects that the Authority proposes for programming through the State and federal funding cycles. The CIP includes projects already programmed; those proposed for programming through MTC's Regional Transportation Improvement Program and federal processes; Transportation Fund for Clean Air (TFCA) bicycle projects; and developer-funded projects where funding through fee programs is imminent.

Changes from the 2023 CMP – The Comprehensive Transportation Project List, or CTPL, is the financially unconstrained repository of projects and programs that agencies in Contra Costa and the region are interested in pursuing. The 2025 CMP CIP outlined in this chapter and in Appendix E are derived from the projects included in the CTPL database, which has been updated as part of the update of the Countywide Transportation Plan and Transportation Expenditure Plan development processes. The CIP includes projects to be funded through several different sources. These sources include the RTIP, OBAG3, and RM3 programs, TFCA projects, and developer-funded projects where funding through fee programs is imminent as well as the Authority's own Strategic Plan. Local projects may also see an influx of funding

due to passage of California’s Senate Bill 1, which provides for a 12-cent increase in the state gas tax, and a vehicle license fee, with revenues being directed towards local street maintenance and transit operations. In addition, voters passed a toll bridge increase in the Bay Area (“Regional Measure 3”) in 2018 in order to fund major regional projects that serve the seven toll bridge corridors. This funding has been held in litigation since 2018, but in early 2023 the funds were ruled to be made available to the eligible projects identified in RM3.

CHAPTER FIVE: LAND USE-TRANSPORTATION EVALUATION PROGRAM

Chapter 5 responds to the CMP requirements to include a “program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts.” For short-range analysis of land use impacts, the CMP relies on the traffic impact analysis required by the Measure J GMP. That program requires every jurisdiction to conduct a traffic impact analysis for any proposed development project, development plan, or General Plan Amendment that would generate more than 100 net new peak hour vehicle trips (RTPCs may choose to specify a lower trip threshold). This analysis must evaluate the impacts of the proposed development on the regional transportation system and estimate the cost of mitigating those impacts.

For long-range planning, the CMP includes two options: the first builds on the existing process for reviewing General Plan amendments under Measure J, as described in CCTA’s Growth Management Implementation Guide, while the second focuses on the impact of a land use change on CMP LOS standards and performance measures, including affected public transit operations.

Changes from the 2023 CMP – Minor updates have been made to this chapter to address changes that have occurred since 2023.

CHAPTER SIX: TRANSPORTATION DEMAND ELEMENT

The Travel Demand Element in Chapter 6 builds on the transportation demand management activities established through the GMP, continued under Measure J. The program requires local jurisdictions to adopt a Transportation Systems Management (TSM) Ordinance that establishes policies for participation with other jurisdictions or resolution in efforts to achieve TSM goals, and to incorporate these TSM goals into the jurisdiction’s land use review and planning process.

Changes from the 2023 CMP – The section has been updated to include references to Housing Protection and Surplus Lands Act requirements under OBAG and the adoption of Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) by local jurisdictions as part of the SCS..

CHAPTER SEVEN: TRANSPORTATION DEMAND MODELING

Chapter 7 describes the Authority’s travel demand model and the updates undertaken to maintain consistency with the regional model and database.

Changes from the 2023 CMP – This chapter has been updated to reflect changes made to the Countywide Model since 2023, including the Authority’s migration to an activity-based modeling platform during the 2020 Decennial Model Update process, which included partnering with the Alameda County Transportation Commission (Alameda CTC) to manage and fund the project, and was completed in 2025.

CHAPTER EIGHT: DEFICIENCY PLAN PROCEDURES

The CMP legislation requires Deficiency Plans to be prepared when a LOS standard established on the CMP network is exceeded, after calculating required exclusions. Chapter 8 describes the three basic steps in the process of deficiency planning: (1) identification of the deficiency and which jurisdictions must be involved in the plan preparation, (2) preparation of the Deficiency Plan itself, and (3) review, adoption and implementation of the Deficiency Plan.

Changes from the 2023 CMP – No changes to the Deficiency Planning chapter have been made.

CHAPTER NINE: LOCAL COMPLIANCE REQUIREMENTS

Chapter 9 outlines how the Authority will monitor local compliance with the CMP requirements. The Authority evaluates local conformance with the CMP through its biennial monitoring of the CMP network and through local responses to the GMP Compliance Checklist. This evaluation of local conformance looks at the achievement of CMP level of service standards; steps taken to implement the recommendations of any Deficiency Plan that were incorporated into the Action Plans; and applying the Land Use-Transportation Evaluation Program as an alternative to the GMP evaluation process.

Changes from the 2023 CMP – No changes to this chapter were made.

TRANSPAC DEVELOPMENT PROJECT TRACKER

LEAD AGENCY	GEOGRAPHIC LOCATION <small>(City, Region, etc.)</small>	NOTICE / DOCUMENT	PROJECT NAME	DESCRIPTION	COMMENT DEADLINE	NOTES
City of Walnut Creek	Walnut Creek	Environmental Impact Report (EIR) Link	Mitchell Townhomes	400+ townhomes at Shadelands/Mitchell [October 2025]	10/6/2025	Notice
Contra Costa County	Discovery Bay	General Plan Amendment, Traffic Impact Analysis (TBA)	Cecchini Ranch	545 acres of agricultural lands to be developed into 2,000 units of Adult Residential Living, light industrial space, sports parks, community park with community center, boat and RV storage, open space, preserved wetlands, and a fire station. (February 2025)		
City of Walnut Creek	Walnut Creek	Traffic Study (TBA)	Mitchell Townhomes	400+ townhomes at Shadelands/Mitchell [March 2025]		

NEW PROJECTS/NOTICES						
LEAD AGENCY	GEOGRAPHIC LOCATION <small>(City, Region, etc.)</small>	NOTICE / DOCUMENT	PROJECT NAME	DESCRIPTION	COMMENT DEADLINE	NOTES
Contra Costa County	Concord	Notice of Availability of a Draft Environmental Impact Report (EIR) link	FSRE Industrial Concord Project link	The project involves constructing a 223,145-square-foot single-story concrete tilt-up logistics warehouse (213,962 sq ft warehouse, 9,183 sq ft office) with 3.11 acres of stormwater treatment. Site improvements include 223 auto parking stalls, 38 trailer stalls, 24 bicycle spaces, and 36 truck docks. Off-site work includes roadway improvements, a new intersection at Marsh Drive/Sally Ride Drive with crosswalk and Pedestrian Hybrid Beacon, plus landscaping, security lighting and fencing [October 2025]	10/21/2025	