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Hercules

Pinole

Richmond

San Pablo

Contra Costa County

AC Transit

BART

WestCAT

TECHNICAL ADVISORY COMMITTEE
MEETING NOTICE & AGENDA

DATE & TIME: Thursday, January 14, 2020 • 9:00 AM – 11:00 AM

REMOTE ACCESS: https://us02web.zoom.us/j/7321058840?pwd=c1dMVjJydl-BoYk0yYWVVZVlmWHZ4Zz09

MEETING ID#: 732 105 8840 **PASSWORD (if requested):** WCCTAC2020

Remote Participation Only
As a result of the COVID-19 public health emergency, including the County Health Officer and Governor's directives, **there will be no physical location for the TAC Meeting**. TAC members will attend via teleconference and members of the public are invited to attend the meeting and **participate remotely**.

Pursuant to the Governor's Executive Order N-29-20, TAC members: Yvetteh Ortiz, Mike Roberts, Tamara Miller, Denee Evans, Alan Panganiban, Rob Thompson, Nathan Landau, Jamar Stamps, and Celestine Do may be attending this meeting via teleconference, as may WCCTAC Alternate TAC Members. Any votes conducted during the teleconferencing session will be conducted by roll call.

The public may observe and address the WCCTAC TAC in the following ways:

Phone Participation
Dial one of the following numbers, enter the participant PIN followed by # to confirm:
+1 669 900 6833
Meeting ID: 732 105 8840
Password: 066620

Public Comment
Members of the public may address the TAC during the initial public comment portion of the meeting or during the comment period for agenda items.

Participants may use the chat function on Zoom or physically raise their hands to indicate if they wish to speak on a particular item.

Written Comment (accepted until the start of the meeting, unless otherwise noted on the meeting agenda). Public comments received by 5:00 p.m. on the evening before the TAC meeting date will be provided to the WCCTAC TAC and heard before TAC action. Comments may be submitted by email to creilly@wcctac.org

Comments may also be submitted via e-mail to creilly@wcctac.org at any time prior to closure of the public comment portion of the item(s) under consideration. All written comments will be included in the record.

Reading of Public Comments: WCCTAC staff will read aloud email comments received during the meeting that include the subject line "FOR THE RECORD" as well as the item number for comment, provided that the reading shall not exceed three (3) minutes, or such other time as the TAC may provide.

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1. **CALL TO ORDER and MEMBER ROLL CALL**
   Estimated Time:* **9:00 AM,** (5 minutes)

2. **PUBLIC COMMENT**
   Estimated Time:* **9:05 AM,** (5 minutes)

   The public is welcome to address the TAC on any item that is not listed on the agenda. Please fill out a speaker card and hand it to staff. Please limit your comments to 3 minutes. Pursuant to provisions of the Brown Act, no action may be taken on a matter unless it is listed on the agenda, or unless certain emergency or special circumstances exist. The WCCTAC TAC may direct staff to investigate and/or schedule certain matters for consideration at a future TAC meeting.

3. **CONSENT CALENDAR**
   Estimated Time:* **9:10 AM,** (5 minutes)

   A. **Minutes from November 12, 2020**
   Recommendation: Approve as presented.
   Attachment: Yes.

4. **REGULAR AGENDA ITEMS**

   A. **Growth Management Program (GMP) Implementation Guide**
   Description: CCTA has been working with a task force of local jurisdictions and transportation organizations to update the Implementation Guide for the Measure J Growth Management Program (GMP). CCTA Staff, and their consultant from Placeworks Inc., David Early, will provide the TAC with an overview and seek the TAC's feedback.

   Recommendation: Review draft guide and provide comment.

   Attachment: Yes.

   Presenter/Lead Staff: Matt Kelly, CCTA staff.

   Estimated Time:* **9:15 AM,** (40 minutes)

   B. **Update on Potential Richmond Parkway Corridor Study Grant Application**
   Description: WCCTAC staff continues to work on preparing a grant application for the Caltrans Sustainable Communities Program. At the meeting staff hopes to be able to report whether MTC has selected the study for the Strategic Partnership portion of the program. Staff will also review any additional data or support needs from WCCTAC agencies.

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* Estimated time for consideration is given as a service to the public. Please be advised that an item on the agenda may be considered earlier or later than the estimated time.

Recommendation: Provide feedback to WCCTAC staff.

Attachment: No

Presenter/Lead Staff: Leah Greenblat, WCCTAC Staff.

Estimated Time:* **9:55 AM**, (10 minutes)

5. **STANDING ITEMS**

   A. **Technical Coordinating Committee (TCC) Report**
   Description: TCC representatives will report on the last TCC meeting.

   Recommendation: None.

   Attachment: No

   Presenter/Lead Staff: WCCTAC's TCC Representatives & WCCTAC Staff

   Estimated Time:* **10:45 am** (5 minutes)

   B. **Staff and TAC Member Announcements**
   Recommendation: Receive update.

   Attachment: No

   Presenter/Lead Staff: WCCTAC's TCC Representatives & WCCTAC Staff

   *Estimated Time**: **10:45 am** (5 minutes)

6. **ADJOURNMENT**
   Description / Recommendation: Adjourn to the next regularly scheduled meeting of the TAC on Thursday, February 11, 2021. (The next regular meeting of the WCCTAC Board is Friday, January 22, 2021.)

   *Estimated Time****: 11:00 am**

- In compliance with the Americans with Disabilities Act of 1990, if you need special assistance to participate in the WCCTAC TAC meeting, or if you need a copy of the agenda and/or agenda packet materials in an alternative format, please contact Valerie Jenkins at 510.210.5930 prior to the meeting.
- If you have special transportation requirements and would like to attend the meeting, please call the phone number above at least 48 hours in advance to make arrangements.
- Handouts provided at the meeting are available upon request and may also be viewed at WCCTAC's office.
- Please refrain from wearing scented products to the meeting, as there may be attendees susceptible to environmental illnesses. Please also put cellular phones on silent mode during the meeting.
- A meeting sign-in sheet will be circulated at the meeting. Sign-in is optional.

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* Estimated time for consideration is given as a service to the public. Please be advised that an item on the agenda may be considered earlier or later than the estimated time.

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WCCTAC TAC Meeting Minutes

MEETING DATE: November 12, 2020

MEMBERS PRESENT: Jamar Stamps, Contra Costa County; Sarah Kolarick, San Pablo; Denee Evans, Richmond; Rob Thompson, WestCAT; Mike Roberts and Robert Reber, Hercules; Celestine Do, BART; Tamara Miller, City of Pinole

GUESTS: Bill Pinkham, CBPAC West County Representative; John Hoang, Matt Kelly and Colin Clarke, CCTA; Greg Goodfellow, Placeworks; Taylor Rutsch, and Eleanor Leshner, Fehr and Peers.

STAFF PRESENT: John Nemeth, Leah Greenblat, Coire Reilly, Joanna Pallock

ACTIONS LISTED BY: WCCTAC Staff

ITEM	ITEM/DISCUSSION	ACTION/SUMMARY
1.	Call to Order	The meeting was called to order at 9:02 a.m.
2.	Public Comment	None.
3.	Consent Calendar: a. Action Minutes from October 8, 2020 – Approve as presented.	A roll call was taken to approve the minutes on the Consent Calendar. Unanimous approval.
Regular Agenda Items		
4.	Review of October Draft Draft Richmond Area Community-Based Transportation Plan (CBTP)	Matt Kelly from CCTA and Greg Goodfellow from Placeworks Inc. presented the CBTP study findings for the greater Richmond/San Pablo area. The plan will go to the WCCTAC Board, and then the CCTA Board, at the end of 2020. A Draft will be sent out to the TAC before the Dec. 8th Board meeting.

5.	Update on Potential Richmond Parkway Corridor Study.	Leah Greenblat gave an update on meetings WCCTAC staff held with MTC, Caltrans and CCTA to identify possible funding sources for a grant to conduct a study of the Richmond Parkway. The TAC gave approval to take a request to the WCCTAC Board this December allowing a portion of the 28b funds to be a partial match for a Caltrans Sustainable Planning Grant.
6.	CCTA's Countywide Vision Zero Framework	Colin Clarke from CCTA staff presented along with consultants from Nelson Nygaard on the proposed Vision Zero Plan for Contra Costa County. A countywide database for collisions/injuries /deaths is being compiled by CCTA. A draft of the Guidelines for Vision Zero is being sent out soon for comments.
7.	TCC Update	Meeting cancelled.
8.	Adjournment	The meeting adjourned at 10:56 AM.

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transportation
authority

Growth Management Program Implementation Documents

Implementation Guide

Working Draft Revised December 21, 2020

Contents

Tables

Figures

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Contra Costa Growth Management Program

Implementation Guide

The preparation of this report has been financed through a grant from the U.S. Department of Transportation and the Federal Highway Administration under the Intermodal Surface Transportation Act of 1991. Contents of this report do not necessarily reflect the official views or policies of the U.S. Department of Transportation.

Revised December 21, 2020

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1 Introduction

1.1 Overview of Measure J

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) 743which became effective on July 1, 2020.[1] 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

[1] 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

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

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

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

Measure C Growth Management Program[2]	*Measure J Growth Management Program*	*Actions for Compliance with Measure J*
Adopt a Growth Management Element	Adopt a Growth Management Element	Update Growth Management Element (GME) to reflect new requirements

[2] A detailed comparison of the Measure C and Measure J Growth Management Programs is included in Appendix B of this guide.

Measure C Growth Management Program[2]	*Measure J Growth Management Program*	*Actions for Compliance with Measure J*
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

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

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

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

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:

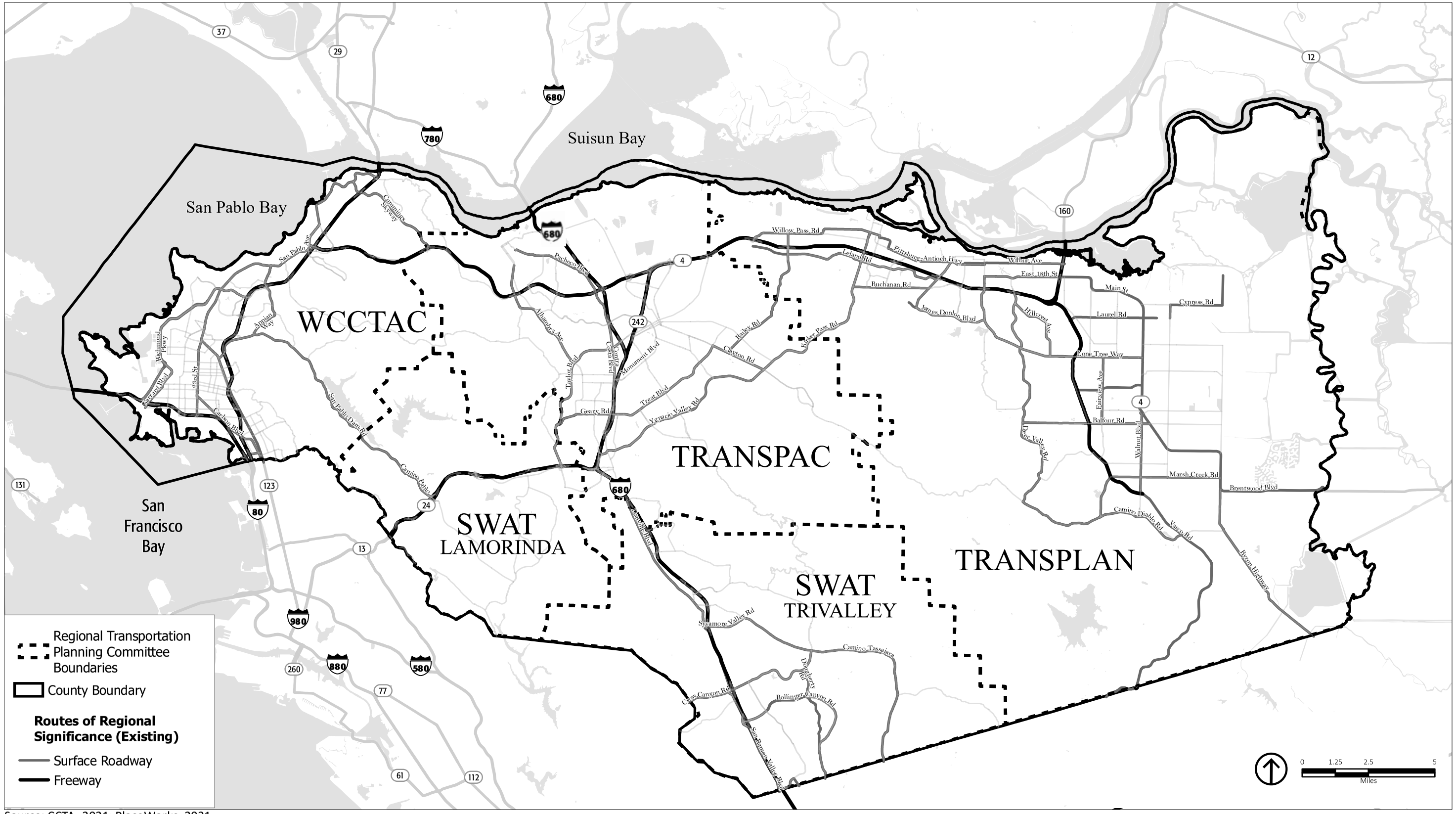
1) expanding safe, convenient and affordable alternatives to the single-occupant vehicle, and 2) maintaining the transit system.

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

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.



Source: CCTA, 2021; PlaceWorks, 2021.

Figure 1
Boundaries and Routes of Regional Significance

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2.5 CLIMATE CHANGE

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

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.

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

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

Sample RTO	*Sample Actions*
Maintain LOS E on Bailey Road, and LOS D on all other signalized suburban arterials	Pursue development and completion of arterial projects, such as the widening of the Bailey Road/West Leland Road intersection Review and implement appropriate operational strategies originally recommended in the East County Commute Corridor Traffic Management Plan Coordinate with the California Highway Patrol to promote safer traffic operations, including facilitating enforcement
Maintain a delay index of 3.0 or less on I-80 during weekday morning and evening peak hour	Work with Solano County, Vallejo Transit, Caltrans, and MTC to obtain funding in Solano County for HOV lanes between I-80/I- 680 and I-80/I-505, Park & Ride lots, ITS projects, and increased express bus service to the Bay Area Work with California Highway Patrol to encourage an increase in enforcement of HOV lane requirements for three-person carpools 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
Maintain a minimum average speed of 30 miles per hour on I-580	Complete I-580 Eastbound/Westbound HOV Lane Pursue fifth eastbound through lane on I-580 from Santa Rita Rd to Vasco Rd Complete westbound I-580 auxiliary lane
Improve interjurisdictional travel on the Lafayette-Moraga Regional Trail	Monitor volumes of automobiles, bicycles, and pedestrians at crossings Monitor average trail user delay at major road crossings Monitor pedestrian or bicycle delay at major (unsignalized) road crossings Monitor pavement condition over the entire trail
Increase participation in the Contra Costa TDM program	Develop TDM programs at k-12 schools and colleges to encourage carpooling, transit ridership, walking, and bicycling Promote alternative work opportunities including employer pre-tax benefit programs, compressed work-week schedules, flex schedules, and work-from-home Promote park-and-ride lot use to potential carpoolers, vanpoolers, and transit riders, including shuttle services

Table 2. Examples of Adopted RTOs and Corresponding Actions

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

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

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.

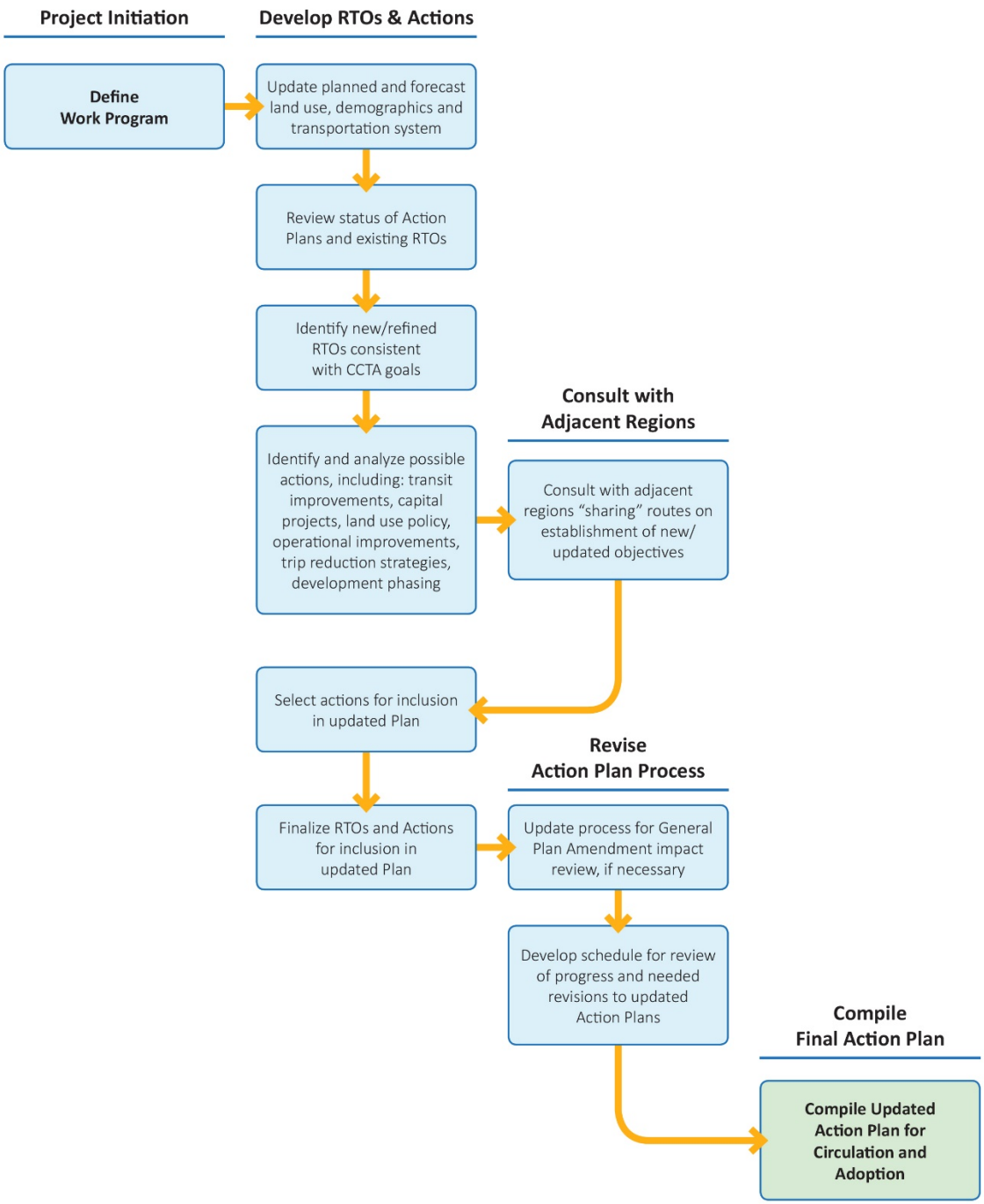
4. **Specific Area Conditions:** Some RTOs might be appropriate in only specific parts of a subregion, for example in Communities of Concern, low-income communities, areas with high transit reliance or low transit service, or communities with particularly high VMT.

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



Rev

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.

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

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 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 [1]	*Traffic Study Preparation* [2]	*Authority GPA Review Procedure* [3]
The Project is Consistent with the Adopted General Plan:	100	100	—
The Project Involves a GPA:	100	100	500

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

2 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.

3 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.

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

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 [3]

[3] **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 [4]

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 [4]

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 [4]

	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 [4]

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 [4]

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 [4]

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

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?

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

		Responsible Party			
Steps	*Action*	*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

		Responsible Party			
Steps	*Action*	*Sponsor Jurisdic-tion*	*Affected Jurisdic-tion*	*RTPC*	*CCTA*
	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

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.[4]

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

[4] 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

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

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

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

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.

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 lev- el 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.

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.

Existing Measure C GMP	*New Measure J GMP*
Introduction 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. 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. 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.	**Goals and Objectives** 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.] The objectives of the Growth Management Program are to: Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth. Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies. Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions. Support infill and redevelopment in existing urban and brownfield areas.

Existing Measure C GMP	*New Measure J GMP*
Adopt a Growth Management Element 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.	**Adopt a Growth Management Element** 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. Each jurisdiction is encouraged to incorporate other standards and procedures into its Growth Management Element to support the objectives and required components of this Growth Management Program.
Adopt Traffic LOS Standards keyed to types of land use: **Rural:** LOS low-C **Semi-Rural:** LOS high-C **Suburban**: LOS low-D **Urban**: LOS high-D **Central Business District**: LOS low-E Based on the categories established above, each jurisdiction shall determine how the Traffic Service standards are to be applied to their General Plan land use and circulation elements, and the land areas to be defined as Rural, Semi-Rural, Suburban, Urban, and Central Business District (as suggested in the Guidelines in Appendix A). Each jurisdiction shall comply with the adopted standards. Jurisdictions may adopt more stringent standards without penalty. 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	**[not included in Measure J]**

Existing Measure C GMP	*New Measure J GMP*
Coordinating Committee for review and recommendation to the Authority. In the event that an intersection(s) exceeds the applicable Traffic Service standard, the Authority shall, jointly with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances. Any intersection that presently exceeds the Traffic Service standard and which will be brought into compliance in the most current Five Year Capital Improvement Program (see section 7) shall be considered to be in compliance with the applicable standard. The Authority, jointly, with affected local jurisdictions, shall determine and periodically review the application of Traffic Service Standards on routes of regional significance. The review will take into account traffic originating outside of the county or jurisdiction, and environmental and financial considerations. Local jurisdictions, through the forum provided by the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts. (See Section 7) 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)	
Adopt Performance Standards, maintained through capital projects, for the following items, based on local criteria: a. fire b. police c. parks d. sanitary facilities e. water f. flood control Jurisdictions may have already adopted performance standards for some or all of these items. Performance standards shall be adopted for inclusion in each local jurisdiction's General Plan. Each jurisdiction shall comply with the	**[not included in Measure J]**

Existing Measure C GMP	*New Measure J GMP*
adopted standards. The Performance Standards should take into account fiscal constraints, and how the standards are to be applied in each jurisdiction's development review process. To ensure the continued applicability of these standards, each jurisdiction may annually review and modify their adopted standards, in consultation with special districts where appropriate, and provide an opportunity for public comment. Capital projects, exclusive of operating budgets, to achieve and/or maintain Performance Standards are to be included in the required Five Year Capital Improvement Program. (see Section 8)	
Adopt a Development Mitigation Program to ensure that new growth is paying its share of the costs associated with that growth. Local jurisdictions, for the most part, already impose fees for a variety of purposes including site specific traffic improvements. Only a few jurisdictions impose fees for regional traffic mitigation. To meet the requirements of this Section, each jurisdiction shall: 1) Ensure that revenue provided from this measure shall not be used to replace private developer funding which has been or will be committed for any project. 2) Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development. In addition, the Authority shall: 1) Develop a program of regional traffic mitigation fees, assessments or other mitigations, as appropriate, to fund regional and subregional transportation projects, as determined in the Comprehensive Transportation Plan of the Authority. 2) Consider such issues as jobs/housing balance, carpool and vanpool programs and proximity to transit service in the establishment of the regional traffic	**Adopt a Development Mitigation Program** Each jurisdiction must adopt, or maintain in place, a development mitigation program to ensure that new growth is paying its share of the costs associated with that growth. This program shall consist of both a local program to mitigate impacts on local streets and other facilities and a regional program to fund regional and subregional transportation projects, consistent with the Countywide Comprehensive Transportation Plan. The jurisdiction's local development mitigation program shall ensure that revenue provided from this measure shall not be used to replace private developer funding that has or would have been committed to any project. The regional development mitigation program shall establish fees, exactions, assessments or other mitigation measures to fund regional or subregional transportation improvements needed to mitigate the impacts of planned or forecast development. Regional mitigation programs may adjust such fees, exactions, assessments or other mitigation measures when developments are within walking distance of frequent transit service or are part of a mixed-use development of sufficient density and with necessary facilities to support greater levels of walking and bicycling. Each RTPC shall develop the regional development mitigation program for its region, taking account of planned and forecast growth and the

Existing Measure C GMP	*New Measure J GMP*
mitigation program. 3) The development mitigation program will be implemented with the participation and concurrence of local jurisdictions in determining the most feasible methods of mitigating regional traffic impacts. Existing regional traffic impact fees shall be taken into account by the Authority.	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.
Participate in a Cooperative, Multi-Jurisdictional Planning Process to Reduce Cumulative Regional Traffic Impacts of Development. 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. As part of this process, a uniform database on traffic impacts will be created, based on the countywide transportation computer model. Use of the countywide transportation computer model provides an opportunity to test General Plan(s) transportation and land use alternatives, and to assist cities and the county in determining the impact of major development projects proposed for 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.	**Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process** 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: A. Identify Routes of Regional Significance, and establish Regional Transportation Service Objectives for those routes and actions for achieving those objectives. B. Apply the Authority's travel demand model and technical procedures to the analysis of GPAs (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives. C. Create the development mitigation programs outlined in section 3 above. D. Help develop other plans, programs and studies to address other transportation and growth management issues. 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. 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,

Existing Measure C GMP	*New Measure J GMP*
	and shall maintain a travel demand model. Jurisdictions shall help maintain the Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within the jurisdiction.
Address Housing Options and Job Opportunities 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. 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.	**Address Housing Options** 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. 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.

Existing Measure C GMP	*New Measure J GMP*
Develop a Five Year Capital Improvement Program to meet and/or maintain Traffic Service and Performance Standards (defined in Sections 2 and 3). Each jurisdiction shall determine the capital projects needed to meet and/or maintain both its adopted Traffic Service and Performance Standards. Capital financial programming will be based on development to be constructed during (at a minimum) the following five year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.	**Develop a Five-Year Capital Improvement Program** Each jurisdiction shall prepare and maintain a capital improvement program that outlines the capital projects needed to implement the goals and policies of the jurisdiction's General Plan for at least the following five- year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements. The jurisdiction shall forward the transportation component of its capital improvement program to the Authority for incorporation into the Authority's database of transportation projects.
Adopt a TSM Ordinance or alternative mitigation. To promote carpools, vanpools and park and ride lots, the Transportation Authority will draft and adopt a Model Transportation Systems 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.	**Adopt a TSM Ordinance or Resolution** To promote carpools, vanpools and park and ride lots, each jurisdiction shall adopt a local ordinance or resolution that conforms to the model Transportation Systems Management Ordinance that the Transportation Authority has drafted and adopted. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of a TSM ordinance or resolution.
[not included in Measure C]	**Adopt an Urban Limit Line** Each jurisdiction must continuously comply with either a new "Countywide mutually agreed upon voter approved ULL" or the "local jurisdiction's voter approved ULL" before that jurisdiction would be eligible to receive the 18% return to source funds or the 5% TLC funds. In the absence of a new local voter approved ULL, submittal of an annexation request to LAFCO outside the countywide voter approved ULL will constitute non-compliance with the Measure C Growth Management Plan. The new ULL will be developed and maintained consistent with the "Principles of Agreement" in Attachment A, incorporated herein by reference.

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 ¾ of the cities representing ¾ 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 of 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.

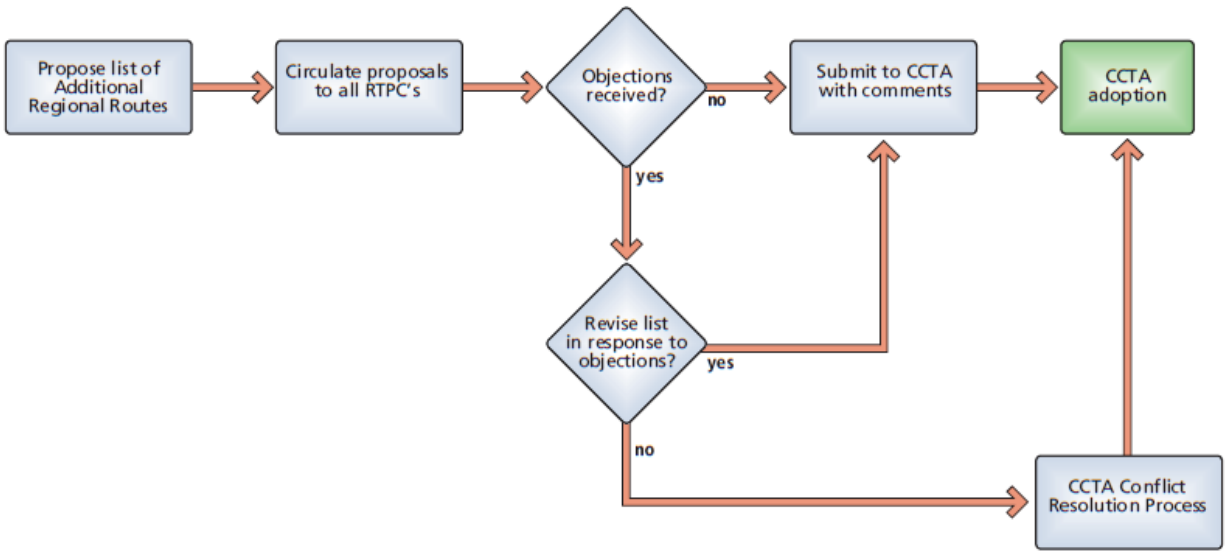


Figure 1

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
23rd 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 up-dating 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 environ- mental 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

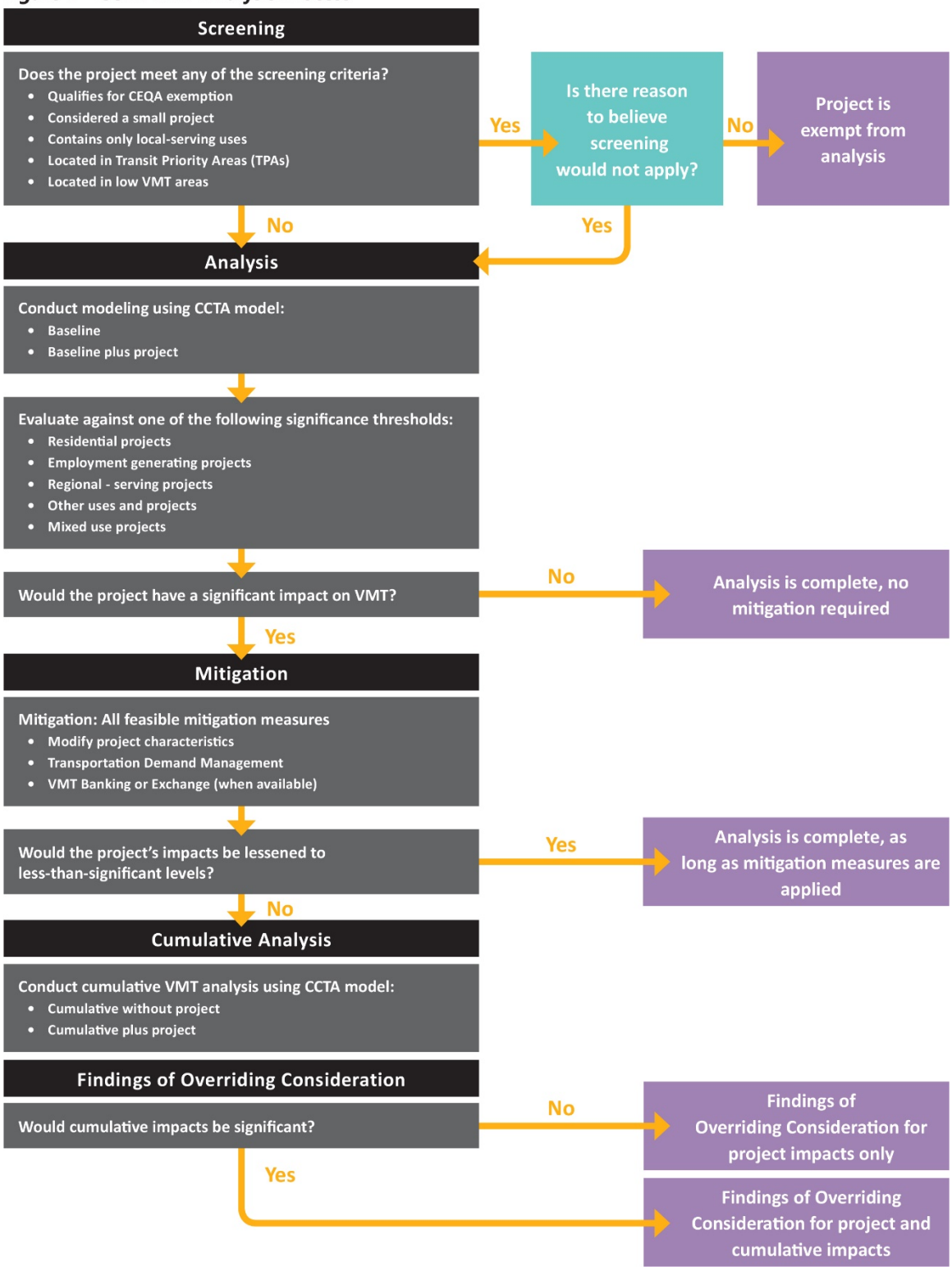
This memorandum describes CCTA's recommended methodology for compliance with the requirements of Senate Bill 743 (SB 743) regarding analysis of vehicle miles traveled (VMT) for land use projects that are subject to the California Environmental Quality Act (CEQA). This guidance is intended to assist lead agencies in their CEQA VMT analysis consistent with new requirements of the CCTA Growth Management Program (GMP). The lead agency[5] 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.

[5] 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

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.[6]

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

[6] 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.[7] 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

[7] 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

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.[8]

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:

[8] 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[9] 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

[9] 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

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: [10]

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.

[10] 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

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

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.[11]

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.

[11] 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
Project-Scale Strategies			
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%
Community-Scale Strategies			
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.