

TRANSPLAN Technical Advisory Committee

30 Muir Road, Martinez, CA 94553

Participating entities: Cities of Antioch, Brentwood, Oakley and Pittsburg • Contra Costa County
Tri Delta Transit • 511 Contra Costa • Contra Costa Transportation Authority (CCTA) • Caltrans District 4 • BART
TRANSPLAN • State Route 4 Bypass Authority • East Contra Costa Regional Fee & Financing Authority (ECCRFFA)

Meeting Location:

**Antioch City Hall, 3rd Floor Conference Room
Tuesday, October 15, 2013, 1:30 to 3:30 p.m.**

AGENDA

*NOTE: The Technical Advisory Committee (TAC) agenda/packet is only distributed digitally, **no paper copies will be sent.** If you need a printed copy please contact TRANSPLAN staff.*

Action/Discussion Items (see attachments where noted [♦])

- 1:30 Item 1: Countywide Transportation Plan (CTP) Vision, Goals and Current Issues; Preliminary Review of Calendar Year 2012/13 Measure J Growth Management Program (GMP) Biennial Compliance Checklist:** *The Authority is requesting the RTPC TACs review and discuss the Draft CTP Vision, Goals, and Issues paper. In addition, the TAC has the opportunity to review and comment on the preliminary Draft Measure J GMP Compliance Checklist.* ♦ Page 2
- 2:15 Item 2: Administrative Draft 2013 East County Action Plan for Routes of Regional Significance:** *The TAC will review and discuss the Administrative Draft East County Action Plan and provide comments to the Action Plan Consultant. The TAC will also discuss the schedule for revising the Administrative Draft Action Plan, and presenting the Draft Action Plan to the TRANSPLAN Committee.* ♦ Page 29
- 3:30 Item 3: Adjourn to Tuesday, November 19, 2013 at 1:30 p.m.**
The Technical Advisory Committee meets on the third Tuesday afternoon of each month, starting at 1:30 p.m. in the third floor conference room of the Antioch City Hall building. The Technical Advisory Committee serves the TRANSPLAN Committee, the East Contra Costa Regional Fee & Financing Authority, and the State Route 4 Bypass Authority.

Persons needing a disability-related accommodation should contact Jamar Stamps, TRANSPLAN staff person, at least 48 hours prior to the starting time of the meeting. Mr. Stamps can be reached at (925) 674-7832 or at jamar.stamps@dcd.cccounty.us.

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ITEM 1
COUNTYWIDE TRANSPORTATION PLAN (CTP) AND MEASURE J
GROWTH MANAGEMENT PROGRAM (GMP) COMPLIANCE
CHECKLIST

Planning Committee **STAFF REPORT**

Meeting Date: October 2, 2013

Subject	Discussion of Vision, Goals, and Current Issues for the 2014 Countywide Transportation Plan (CTP) and Action Plan Updates
Summary of Issues	<p>The vision and goals in the Countywide Comprehensive Transportation Plan (CTP) outline the themes and aims to be pursued by the Authority. As a first step in developing the 2014 CTP Update, scheduled for completion in late 2014, staff is proposing to have the Planning Committee review a discussion paper regarding the draft 2014 CTP Update vision, goals, and current issues, and release it to the RTPCs for review and comment in parallel with the development of the draft Action Plan updates. Following this initial review, a broader public outreach effort will be undertaken to receive further input from Contra Costa's stakeholders and constituents.</p>
Recommendations	<p>That the Planning Committee release the Draft CTP Vision, Goals, and Issues paper (Attachment A) for review by the RTPCs in conjunction with the development of the updated Action Plans for Routes of Regional Significance</p>
Financial Implications	
Options	<p>The Planning Committee could suggest specific additions, deletions, or modifications to the vision and goals prior to release to the RTPCs.</p>
Attachments (See PC Agenda for B & C)	<p>A. Discussion Paper: Refining the Vision, Goals and Strategies for the 2014 CTP Update – Issues and Opportunities (revised)</p> <p>B. 2014 Action Plan Updates: Current Status</p> <p>C. Overall Schedule for the 2014 CTP Update</p> <p>D. Comment letters on Sustainability Paper:</p> <p style="padding-left: 40px;">Letter from SWAT, dated April 15, 2013</p> <p style="padding-left: 40px;">Letter from Contra Costa County, dated May 14, 2013</p>
Changes from Committee	<p><i>The Planning Committee recommended release of the discussion paper with revisions to the proposed new fifth goal</i></p>

Background

The Authority's first vision statement was included in the 2000 CTP and has since been carried forward into subsequent updates. By way of background, the 2009 CTP Update carried forward the vision and goals of the previous (2004) CTP without any wholesale changes. For historical reference, changes that were made to the "vision" during the last CTP update are shown here:

Strive to preserve and enhance the quality of life of local communities ~~and by promoting~~ a healthy environment and a strong economy to benefit the people and areas of Contra Costa that is sustained by 1) a balanced, safe and efficient transportation network; 2) cooperative planning; and 3) growth management. The transportation network should integrate ~~highways, local streets and roads, public transit, and pedestrian and bicycle facilities~~ all modes of transportation to meet the diverse needs of Contra Costa.

For the 2014 CTP Update, the Authority has the option to keep the vision "as is," make minor modifications, or, if warranted, make wholesale changes. At present, staff is recommending only minor revisions.

The first phrase of the Authority's adopted vision articulates the three "E's" that form the cornerstones of sustainability: local quality of life (*Equity*), a healthy environment (*Environment*), and a strong economy (*Economy*). The vision then references the three main concerns of Measure J — making the transportation system more balanced, safe and efficient; supporting cooperative planning; and managing growth. Finally, the vision describes a transportation network that is both integrated and multimodal.

The vision is supported by four goals. The adopted goals in the 2009 CTP are as follows:

1. Enhance the movement of people and goods on highways and arterial roads,
2. Manage the impacts of growth to sustain Contra Costa's economy and preserve its environment,
3. Provide and expand safe, convenient and affordable alternatives to the single-occupant vehicle, and
4. Maintain the transportation system.

Since the adoption of the 2009 vision and goals, several concerns have emerged especially:

- environmental justice,
- sustainability,
- safe routes to school,
- freight movement, and
- the Sustainable Communities Strategy (SCS) adopted by MTC in July 2013.

Do the Authority's adopted vision and goals adequately address these issues? Or, do the concerns listed above need to be incorporated more explicitly? The attached Discussion Paper outlines staff's proposed revisions to the vision and goals, along with the issues and opportunities that present themselves as we strive towards achieving them.

Action Plan Updates

At present, the RTPCs are preparing preliminary draft action plans for review by the RTPC TACs. Attachment B contains status reports for each of the five action plans (West, Central, East, Lamorinda, and Tri-Valley). In general, the action plans continue to support the Authority's adopted vision and goals, and could easily fit within staff's proposed revisions as outlined above. The overall schedule calls for completion of the draft Action Plans in January, and release of the Draft CTP in April 2014 (see Attachment C).

Discussion Paper: Refining the Vision and Goals for the 2014 Countywide Transportation Plan: Issues and Opportunities

The Contra Costa Transportation Authority was formed in the late 1980s by Contra Costa voters to help address and manage the impacts of tremendous amounts of growth over the previous several decades, when population increased six-fold. Measure C, passed in 1988, established a source of funding to tackle existing transportation issues, manage growth, and address future transportation needs.

Although the recession may have slowed growth in Contra Costa, the county is expected to add more homes and jobs over the next several decades. Forecasts suggest that by 2040 Contra Costa will have added 286,000 more residents, 81,000 more housing units, and 122,500 new jobs. While this rate of growth may be slower than in previous years, these increases will place further demand on the local and regional transportation system. Addressing and managing the effects of population, housing and job growth will be the focus of the 2014 Countywide Transportation Plan (CTP).

Maintaining a well-functioning transportation system — one that supports the environment, our economic vitality and the health of our communities — will be essential to Contra Costa and the region as it plans for future growth. The Authority plays a key role in identifying how to create and maintain such a system, one that will serve both current and future needs. The Authority intends to use the 2014 CTP to identify the best options for Contra Costa to do that and we hope that you'll join us in this process.

The Authority's Vision, Goals and Strategies

The Authority defined its vision for the transportation system in 2009 in the following statement:

Strive to preserve and enhance the quality of life of local communities by promoting a healthy environment and a strong economy to benefit the people and areas of Contra Costa, sustained by 1) a balanced, safe and efficient transportation network; 2) cooperative planning; and 3) growth management. The transportation network should integrate all modes of transportation to meet the diverse needs of Contra Costa.

This vision encompasses the Authority's three concerns — to support healthy communities, a healthy economy and a healthy environment — and outlines three measures for achieving them — a balanced, safe and efficient transport network, cooperative planning, and growth management. This vision was supported by four goals that shaped the Authority's transportation strategy.

GOALS AND STRATEGIES

1) Enhance the Movement for People and Goods on Highways and Arterial Roads.

Reduction in congestion can occur through a variety of approaches. The 2009 CTP outlined several strategies for achieving this goal including capital improvements to the roadway system itself, influencing the location and nature of new growth, increased traffic management, and expansion of multi-modal mobility.

2) Manage the Impacts of Growth to Sustain Contra Costa's Economy and Preserve its Environment.

The strategies under this goal included expansions of partnerships and cooperative planning among local jurisdictions, as well as an expansion of regional land use planning coordination outside of the county. The 2009 CTP also called for more context-sensitive transportation and land use planning by requiring new growth to pay its fair share for public improvements, supporting the establishment of an Urban Limit Line, promoting infill and redevelopment, and respecting community character and the environment.

3) Expand Safe, Convenient and Affordable Alternatives to the Single-Occupant Vehicle.

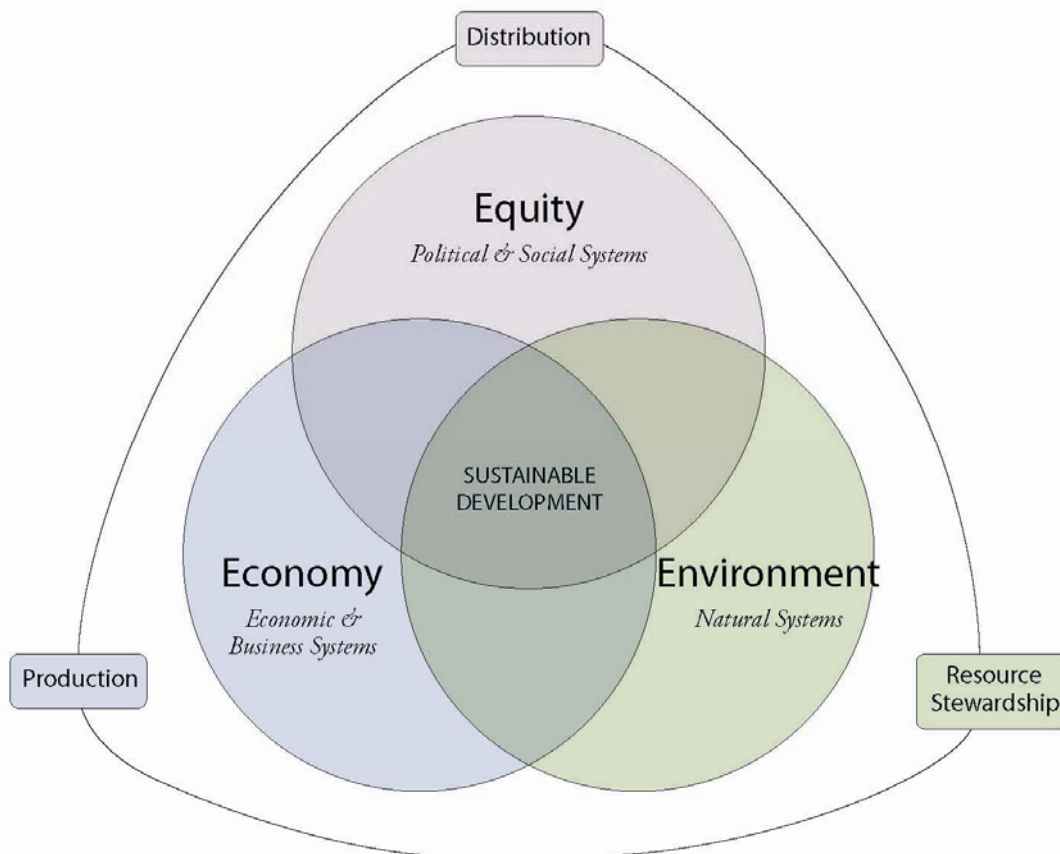
Ways of achieving this goal included expansion of BART and bus service, paratransit, pedestrian and bicycle routes, and carpools.

- 4) Maintain the Transportation System.** This goal depends upon acquiring adequate, stable funding for transit operations and reducing the backlog of rehabilitation and maintenance needs. The strategy is to increase preventive maintenance for roadways, bridges, and sidewalks to ensure the long-term health of the transportation system.

The 2014 CTP will review and refine the goals and strategies to respond to changing needs and future demands.

Sustainability and the 2014 CTP

As worries over climate change, economic vitality and public health have grown, the concept of *sustainability* — that is, our ability to achieve all our needs, both now and in the future — has come to the forefront. Ultimately, sustainability is about finding a balance among the goals of environmental, economic and social health that also allows for future growth. The following graphic illustrates this balancing act.



The Authority has spent years working to find the right balance among these sometimes competing goals. Using this sustainable transportation framework in the 2014 CTP can help assign priorities in the balancing act and focus the process of determining future investments. Sustainability could be used as a basis for an updated approach to transportation planning designed to maximize efficiency, use limited resources well, and deliver effective services to the county's residents, businesses, and visitors.

Explicit integration of sustainability into the 2014 CTP would align with State legislation on sustainability (SB 375), would contribute to implementation of the recently adopted *Plan Bay Area*, and would respond to an implementation task in the 2009 CTP calling for a review of the role the Authority should play in addressing sustainability.

From managing growth, to supporting mobility, to responding to the diverse needs of communities in Contra Costa, the Authority has made significant inroads towards achieving a number of objectives related to sustainability. Consequently, the issues and opportunities that will be addressed in the 2014 CTP will not involve a radical departure from existing Authority policies. Rather, they will refine and reframe policies the Authority has already set — policies that are already focused on meeting the needs of the present without compromising the ability of future generations to meet their own needs.

ADDING SUSTAINABILITY TO THE VISION AND GOALS

To incorporate sustainability into the 2014 CTP's vision and goals, a possible revision to the 2009 statement is shown below:

Strive to preserve and enhance the quality of life of local communities by promoting a healthy environment and strong economy to benefit the people and areas of Contra Costa, through (1) a balanced, safe, sustainable and efficient transportation network, (2) cooperative planning, and (3) growth management.

Consistent with the vision, the 2009 CTP goals could be refined for the 2014 CTP as follows to reflect the new emphasis on sustainability:

- ~~Enhance~~ Support the efficient and reliable movement of people and goods on highways and arterial roads;
- Manage ~~the impacts of~~ growth to sustain Contra Costa's economy, ~~and~~ preserve its environment and support its communities;
- Expand safe, convenient and affordable alternatives to the single-occupant vehicle; ~~and~~
- Maintain the transportation system; and
- Continue to invest wisely to maximize the benefits of available funding.

Challenges and Opportunities

CURRENT AND FUTURE CHALLENGES

Contra Costa faces transportation challenges in three key areas of concern: economy, environment and equity.

Economy

A reliable and efficient transportation network is essential for moving people and goods. Congestion adds time to commutes, both for drivers and transit users, and can increase conflicts between the users of the system. It also increases costs for freight movement and delivery. The demands on the transportation system will only increase as population in Contra Costa and the region grows and we add new jobs and economic activity.

Recent analysis conducted using the Authority's Travel Demand Forecasting Model indicates that vehicle miles travelled will increase by 35 percent by 2040, while vehicle

hours travelled will increase by 56 percent. With few capacity expansion projects in the pipeline, accommodating these increases in travel demand will require innovative techniques that rely more on technology and operational improvements than on adding new capacity.

Environment

Even with the achievement of the AB 32 goals for reducing CO₂ emissions, addressing climate change will continue to be a major environmental concern. Consistent with the environmental evaluation of *Plan Bay Area*, the 2014 CTP will assume a 16 inch rise in sea level by 2050, and a 55 inch rise by 2100. The forecast rise in sea level may imperil transportation facilities in low-lying parts of Contra Costa and the region, threatening our ability to travel as well as affecting our substantial investment in the transportation system. Climate change may also lead to more severe storms, with flooding that could damage our transportation infrastructure.

In response to these challenges, California has adopted new laws and regulations. Vehicle emissions controls will help limit increases in greenhouse gas emissions while SB 375 and the new sustainable communities strategies will identify new investment and development approaches to minimize vehicle miles travelled and consequent levels of emissions.

MTC's recently adopted *Plan Bay Area* includes a new "Sustainable Communities Strategy", or SCS, as required by SB 375. This new component of the Regional Transportation Plan identifies a program of transportation improvements and land use changes that together will help the Bay Area meet the State-required targets for reducing greenhouse gas emissions. The SCS proposes that about 80 percent of new job and housing growth be directed to Priority Development Areas (PDAs), districts that local jurisdictions have identified where higher-density, transit-supportive and walkable neighborhoods would be developed. Most jurisdictions in Contra Costa have designated at least one PDA. These PDAs include the San Pablo Avenue corridor, the Concord Re-use Site, the Hercules waterfront, downtown Antioch and Pittsburg, the Walnut Creek BART Station area, and the San Ramon City Center.

Beyond climate change, increased travel on the transportation network may have other impacts to the environment. A major concern is the increase in fine particulate matter from travel on our roads. Those particulates are linked to increases in asthma, heart disease and other health problems for those exposed to them. In addition, increased travel may lead to increased noise, especially along major roadways.

Equity

The design and operation of our transportation network can have a significant impact on the health of our neighborhoods and districts. More walkable communities, for instance, are associated with greater levels of walking, which would increase levels of exercise and could lower levels of obesity. Providing safe, well-defined and connected sidewalks, crosswalks and bicycle facilities for our children — especially along busy streets and at drop-off locations — can help encourage more walking and bicycling. Cities and towns have begun revising their development regulations to recognize the needs of all modes of travel. Much of Contra Costa, however, is already developed in ways that are auto-oriented. Making our communities more bike-, pedestrian- and transit-friendly will require substantial and sensitive retrofitting.

These impacts can vary significantly among our neighborhoods. Neighborhoods closer to freeways and freight lines are exposed to more air pollution and noise, with resulting impacts on their health. Some communities are more dependent on transit, especially areas with higher levels of lower-income and elderly residents, and reductions in transit service can have an outsized impact.

Maintaining Our Investment

Underlying all of these concerns is the importance of maintaining the existing transportation system. Local, state and federal agencies have invested billions of dollars in our current network and will invest billions more in the future. This investment, however, will require ongoing maintenance to ensure that our transportation network functions as it should. Potholes, worn roadway markings, and malfunctioning signals can affect the safety and reliability of the network. Expanding our transportation system — adding new rail lines, building new streets and highways, or increasing bus service

– will increase the need for maintenance. In addition, increased population and economic activity will further increase maintenance needs.

Investing Wisely

With billions invested in our transportation system— building streets and sidewalks, freeways and rail lines, trails and transit centers — Contra Costa has developed an extensive, modern transportation network. Maintaining and expanding the transportation system to continue to meet the county’s travel needs will require many more billions. The Authority and its partners have identified at least \$10 billion in new projects and programs in Contra Costa alone that would be required to meet the projected increase in travel demands.

The Authority expects, however, to have only about \$2.5 billion available to fund new projects and services and to maintain our current infrastructure. The disparity between demands and resources means the Authority and the residents it serves have some significant choices to make.

OPPORTUNITIES

While the challenges facing transportation are daunting, there are tools and new approaches that may help the Authority address these challenges.

Complete Streets: One problem with the transportation network in Contra Costa is that, while many streets may function relatively well for cars, they inadequately serve people who walk, bicycle or ride transit. Sidewalks, for example, may be too narrow or non-existent. Higher speeds on arterials may make bicyclists search for routes that are slower and less direct. Vehicle congestion may make bus service slower and less reliable.

Fortunately, considerable research has been conducted in the last two decades on how to successfully create complete streets. By designing — or more frequently, redesigning — our streets to enable safe access for drivers, transit users and vehicles, pedestrians, and bicyclists, as well as for older people, children, and people with disabilities, we can improve the livability of our communities and encourage alternatives to the single-

occupant vehicle. Incorporating the complete streets concept into local general plans is now mandated in California.

One component of the complete streets concept is the creation of safe routes to school, or SR2S. Within the last two generations, we've seen a steep drop in the number of elementary and middle school students who walk to school. In 1969, 48 percent of children 5 to 14 years of age usually walked or bicycled to school. Forty years later, that dropped to 13 percent.¹ Principals at schools in Contra Costa identified a number of reasons why children don't walk or bike to school. One key concern identified throughout the county was the lack of safe, connected sidewalks, crosswalks and bike facilities. While the Authority has used both Measure J and federal sources to fund SR2S projects, there is a need for additional improvements throughout Contra Costa.

Technology: Throughout our history, people have used technology to address problems. Over the last two centuries, technology has utterly transformed how we move people and goods. Instead of horse-drawn carriages and wind-driven ships, we now rely on trains, planes, buses and cars. These new technologies haven't been without their downsides. For example, the engines propelling our ships, trains, planes and vehicles are a major contributor to greenhouse gas emissions. And the increased speeds these technologies allow have contributed to the sprawling character of many of our communities.

Technology, however, can also help address the negative effects of our modern transport network. The increase in the number of electric (or partially electric) vehicles will reduce greenhouse gas emissions in our urban areas (though this may be offset by the need to increase the demand for additional generation of electricity), and the increased use of electric vehicles will increase the need for charging infrastructure. Autonomous vehicles can also make more efficient use of our roadways and may minimize collisions but may, unfortunately, also require changes in how cities and towns design their roadways.

Other technologies focus on the roadway itself. So-called intelligent transportation systems, or ITS, can benefit our transportation network by improving safety and

¹ The National Center for Safe Routes to School (2011). *How Children Get to School: School Travel Patterns from 1969 to 2009*.

efficiency. This benefits the environment by limiting the waste of fuel and thus reducing greenhouse gas emissions. ITS encompasses many techniques, including electronic toll collection (such as FasTrak in the Bay Area), ramp metering, traffic signal coordination, and traveler information systems, for freeways, arterials and transit systems.

Reducing Demand: Adding thousands of new homes and jobs will lead to a corresponding increase in trips...if current trends hold. But are there ways of reducing the demands that this new growth will place on our transportation network? Our current transportation sales tax, Measure J – like its predecessor Measure C – funded so-called transportation demand management, or TDM, programs. These programs have had some success in encouraging more carpooling, bicycling, and transit use to reduce the number of single-occupant vehicles being used. Guaranteed ride home programs, bicycle lockers and transit subsidies are just some of the techniques used in the Authority’s TDM programs. And, as technology has made it more feasible, telecommuting and flexible working hours have helped eliminate some commute trips during morning and evening rush hours.

Land use changes, which are the responsibility of local jurisdictions, can also help minimize travel demand. Making communities and employment districts more walkable, by creating a safe, continuous and direct pedestrian network and placing more services within walking distance, can reduce the need to get into a car. Increasing densities and the mix of compatible land uses can make transit service more attractive and efficient.

How Should the Authority Respond?

The purpose of developing the 2014 CTP is for the Contra Costa community to work with the Authority to make choices about how to invest limited transportation dollars. What mix of projects and programs will best achieve the vision of strong communities, a vibrant economy for all, and a healthy environment? How much should be spent to adapt our transportation network to sea level rise and how much to provide a reliable commute? How much should go to provide safe ways for children to walk or bicycle to school and how many dollars will it take to support essential goods movement? How do we provide access and mobility for our residents while minimizing the environmental

Refining the Vision and Goals for the 2014 Countywide Transportation Plan

Draft Rev. 1: October 3, 2013

impacts of travel on our communities? *How should the Authority select the projects and programs that best achieve the vision?*

To help its work on the 2014 CTP, the Authority has begun reaching out to the public on these issues. Focus groups, stakeholder interviews and polling will be conducted in fall 2013. People should visit the Authority's website — www.ccta.net — for more information and ways of providing input on the 2014 CTP.

Planning Committee **STAFF REPORT**

Meeting Date: October 2, 2013

Subject	Preliminary Review of the Calendar Year 2012 & 2013 Measure J Growth Management Program (GMP) Biennial Compliance Checklist.
Summary of Issues	The next GMP compliance reporting period will cover Calendar Years (CY) 2012 & 2013. It will be the first Checklist that pertains entirely to the Measure J GMP. The full Measure J Checklist will be released to local jurisdictions in early 2014. Staff recommends that the Planning Committee delegate the detailed discussion of the Measure J Checklist to the Growth Management Program Task Force. Concurrently, the Authority's Citizen Advisory Committee is also review the Checklist.
Recommendations	Review and comment on the preliminary draft Checklist, and delegate further discussion to the GMP Task Force.
Financial Implications	Local jurisdictions are eligible to receive 18 percent Local Street Maintenance and Improvement (LSM) Funds, subject to the Authority finding that the jurisdiction is in compliance with the GMP.
Options	N/A
Attachments	<p>A. Draft CY 2012 & 2013 Measure J GMP Compliance Checklist</p> <p>B. GMP Task Force Roster</p>
Changes from Committee	<i>None</i>

Background

The Measure J Growth Management Program (GMP), as amended, requires that every two years each jurisdiction submit a statement of compliance with the GMP. The Authority then reviews that statement, makes a findings of compliance, and allocates Local Street Maintenance and Improvement (LSM) funds to cities, towns and the County.

The Biennial Compliance Checklist provides a vehicle for measuring local jurisdictions' fulfillment of the requirements of the GMP. The last compliance review cycle covered the CY 2010 & 2011 reporting period. Jurisdictions that demonstrated compliance in CY 2010 & 2011 received FY 2011-12 LSM funds, with the second-year's funding, also known as the "off year" (in this case, FY 2012-13) allocated automatically on the one-year anniversary of the first year's allocation.

Attachment A shows the text for the Preliminary Draft of the CY 2012 & 2013 GMP Checklist. In previous review cycles, the text was exported into a web-accessible form that could be filled out by the local jurisdiction's staff. We will continue this process and strive to incorporate new technologies to make the form more accessible still, and easier to complete. For now, however, the primary focus is on the substance of the checklist questions as they pertain to the basic compliance requirements for the GME.

Staff recommends that the Authority allow for further discussion of the Checklist with the GMP Task Force and continued consultation with the Authority's Citizens Advisory Committee prior to Authority adoption of the Checklist in early 2014. The roster of GMP Task Force members is shown in Attachment B.

Requirements of the Measure J GMP

Requirements are summarized as follows:

- **Adopt a Growth Management Element.** Local jurisdictions are required to have a Growth Management Elements (GME) in their General Plan that substantially complies with the Authority's Measure J Model Growth Management Element adopted in June 2007. 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 Growth Management Program as well as local General Plan goals and policies. (Note: this requirement was addressed in the CY 2010 & 2011 reporting period).
- **Adopt a Development Mitigation Program.** Local jurisdictions must participate in a Development Mitigation Program which consists of two parts: a local program to mitigate development impacts on local streets, and a regional program developed by the relevant RTPC that establishes fees, exactions, assessments, or other measures to fund regional and subregional transportation projects.

- **Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process.** Each jurisdiction must participate in an ongoing, multi-jurisdictional planning process through the Regional Transportation Planning Committees.
- **Address 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. Additionally, jurisdictions must incorporate policies and standards to support transit, bicycle, and pedestrian access in new development.
- **Develop a 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.
- **Adopt a Transportation Systems Management (TSM) Ordinance or Resolution.** Jurisdictions must adopt an ordinance or resolution that promotes carpools, vanpools, and park and ride lots, and is substantial consistent with the Authority's Model TSM Resolution.
- **Urban Limit Line.** Jurisdictions must have a voter-approved Urban Limit Line (ULL) to be considered in compliance with the Measure J Growth Management Program. The Urban Limit Line may conform to the countywide line, or a jurisdiction may adopt its own Local Voter-Approved Urban Limit Line to fulfill this requirement.

Next steps

Following further review and discussion by the GMP Task Force and the CAC, staff will bring the checklist back to the Authority in early 2014 for approval to distribute to local jurisdictions. Local jurisdictions may submit their completed Checklists as early as April 1, 2014, for allocation of FY 2013-14 funds on July 1, 2014. The Checklist will be due no later than June 30, 2015. Payment of the "off-year" FY 2014-15 LSM funds occurs automatically on the anniversary of the first year's payment.

Compliance Checklist - DRAFT

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

Measure J Growth Management Program Compliance Checklist

1. Action Plans	YES	NO	N/A
a. Is the jurisdiction implementing the actions called for in the applicable Action Plan for all designated Routes of Regional Significance within the jurisdiction?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Has the jurisdiction implemented the following procedures as outlined in the <i>Implementation Guide</i> and the applicable Action Plan for Routes of Regional Significance?			
i. Circulation of environmental documents,	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
ii. Analysis of the impacts of proposed General Plan amendments and recommendation of changes to Action Plans, and	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
iii. Conditioning the approval of projects consistent with Action Plan policies?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Has the jurisdiction followed the procedures for RTPC review of General Plan Amendments as called for in the <i>Implementation Guide</i> ?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. Transportation Mitigation Program	YES	NO	
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?	<input type="checkbox"/>	<input type="checkbox"/>	
b. Has the jurisdiction adopted and implemented the regional transportation mitigation program, developed and adopted by the applicable Regional Transportation Planning Committee, including any regional traffic mitigation fees, assessments, or other mitigation as appropriate?	<input type="checkbox"/>	<input type="checkbox"/>	

Compliance Checklist - DRAFT

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

3. Housing Options and Job Opportunities	YES	NO
a. Has the jurisdiction prepared and submitted a report to the Authority demonstrating reasonable progress in providing housing opportunities for all income levels under its Housing Element? The report can 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 its 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 its General Plan and zoning regulations facilitate improvement or development of sufficient housing to meet the Element's objectives.	<input type="checkbox"/>	<input type="checkbox"/>
b. Does the jurisdiction's General Plan—or other adopted policy document or report—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?	<input type="checkbox"/>	<input type="checkbox"/>
c. Has the jurisdiction incorporated policies and standards into its development approval process that support transit, bicycle and pedestrian access in new developments?	<input type="checkbox"/>	<input type="checkbox"/>

Compliance Checklist - DRAFT

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

4. Traffic Impact Studies	YES	NO	N/A
a. Using the Authority's <i>Technical Procedures</i> , have traffic impact studies been conducted as part of development review for all projects estimated to generate more than 100 net new peak-hour vehicle trips? (Note: Lower traffic generation thresholds established through the RTPC's Action Plan may apply).	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. If the answer to 4.a. above is "yes", did the local jurisdiction notify affected parties and circulate the traffic impact study during the environmental review process?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5. Participation in Cooperative, Multi-Jurisdictional Planning	YES	NO	
a. During the reporting period, has the jurisdiction's Council/Board representative regularly participated in meetings of the appropriate Regional Transportation Planning Committee (RTPC), and have the jurisdiction's local representatives to the RTPC regularly reported on the activities of the Regional Committee to the jurisdiction's council or board? (Note: Each RTPC should have a policy that defines what constitutes regular attendance of Council/Board members at RTPC meetings.)	<input type="checkbox"/>	<input type="checkbox"/>	
b. Has the local jurisdiction worked with the RTPC to develop and implement the Action Plans, including identification of Routes of Regional Significance, establishing Multimodal Transportation Service Objectives (MTSOs) for those routes, and defining actions for achieving the MTSOs?	<input type="checkbox"/>	<input type="checkbox"/>	
c. Has the local jurisdiction applied the Authority's travel demand model and <i>Technical Procedures</i> to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan MTSOs?	<input type="checkbox"/>	<input type="checkbox"/>	

Compliance Checklist - DRAFT

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

	YES	NO
d. As needed, has the jurisdiction made available, as input into the countywide transportation computer model, data on proposed improvements to the jurisdiction's transportation system, including roadways, pedestrian circulation, bikeways and trails, planned and improved development within the jurisdiction, and traffic patterns?	<input type="checkbox"/>	<input type="checkbox"/>
6. Five-Year Capital Improvement Program	YES	NO
Does the jurisdiction have an adopted five-year capital improvement program (CIP) that includes approved projects and an analysis of project costs as well as a financial plan for providing the improvements? (The transportation component of the plan must be forwarded to the Authority for incorporation into the Authority's database of transportation projects)	<input type="checkbox"/>	<input type="checkbox"/>
7. Transportation Systems Management Program	YES	NO
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 or qualified for adoption of alternative mitigation measures because it has a small employment base?	<input type="checkbox"/>	<input type="checkbox"/>
8. Maintenance of Effort (MoE)	YES	NO
Has the jurisdiction met the MoE requirements of Measure J as stated in Section 6 of the Contra Costa Transportation Improvement and Growth Management Ordinance (as amended)? (See the Checklist Instructions for a listing of MoE requirements by local jurisdiction.)	<input type="checkbox"/>	<input type="checkbox"/>

Compliance Checklist - DRAFT

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

9. Posting of Signs	YES	NO	N/A
Has the jurisdiction posted signs meeting Authority specifications for all projects exceeding \$250,000 that are funded, in whole or in part, with Measure C or Measure J funds?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Adoption of the Measure J Growth Management Element	YES	NO	N/A
Has the local jurisdiction adopted a final GME for its General Plan that substantially complies with the intent of the Authority's adopted Measure J Model GME?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Adoption of a voter-approved Urban Limit Line	YES	NO	N/A
a. Has the local jurisdiction adopted and continually complied with an applicable voter-approved Urban Limit Line as outlined in the Authority's annual ULL Policy Advisory Letter?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. If the jurisdiction has modified its voter-approved ULL or approved a major subdivision or General Plan Amendment outside the ULL, has the jurisdiction made a finding of consistency with the Measure J provisions on ULLs and criteria in the ULL Policy Advisory Letter after holding a noticed public hearing and making the proposed finding publically available?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Other Considerations	YES	NO	N/A
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?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Compliance Checklist - DRAFT

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

13. Review and Approval of Checklist

This checklist was prepared by:

Signature

Date

Name & Title (print)

Phone

Email

The council/board of _____ has reviewed the completed checklist and found that the policies and programs of the jurisdiction as reported herein conform to the requirements for compliance with the Contra Costa Transportation Improvement and Growth Management Program.

Certified Signature (Mayor or Chair)

Date

Name & Title (print)

Attest Signature (City/Town/County Clerk)

Date

Name (print)

Compliance Checklist Attachments

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

Supplementary Information (Required)

1. Action Plans

- a. *Please summarize steps taken during the reporting period to implement the actions, programs, and measures called for in the applicable Action Plans for Routes of Regional Significance:*

- b. *Attach, list and briefly describe any General Plan Amendments that were approved during the reporting period. Please specify which amendments affected ability to meet the standards in the Growth Management Element and/or affected ability to implement Action Plan policies or meet Traffic Service Objectives. Indicate if amendments were forwarded to the jurisdiction's RTPC for review, and describe the results of that review relative to Action Plan implementation:*

Provide a summary list of projects approved during the reporting period and the conditions required for consistency with the Action Plan:

2. Transportation Mitigation Program

- a. *Describe progress on implementation of the regional transportation mitigation program:*

3. Housing Options and Job Opportunities

- a. *Please attach a report demonstrating reasonable progress in providing housing opportunities for all income levels.*

Compliance Checklist Attachments

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

- c. *Please attach the jurisdiction's adopted policies and standards that ensure consideration of and support for walking, bicycling, and transit access during the review of proposed development.*

4. Traffic Impact Studies

Please list all traffic impact studies that have been conducted as part of the development review of any project that generated more than 100 net new peak hour vehicle trips. (Note: Lower traffic generation thresholds established through the RTPC's Action Plan may apply). Note whether the study was consistent with the Authority's Technical Procedures and whether notification and circulation was undertaken during the environmental review process.

5. Participation in Cooperative, Multi-Jurisdictional Planning

No attachments necessary.

6. Five-Year Capital Improvement Program

Please attach the transportation component of the most recent CIP version, if the Authority does not already have it. Otherwise, list the resolution number and date of adoption of the most recent five-year CIP.

7. Transportation Systems Management Program

Please attach a copy of the jurisdiction's TSM ordinance, or list the date of ordinance or resolution adoption and its number.

Compliance Checklist Attachments

Reporting Jurisdiction: _____

For Fiscal Years 2013-14 and 2014-15

Reporting Period: Calendar Years 2012 & 2013

8. Maintenance of Effort (MoE)

Please indicate the jurisdiction's MoE requirement and MoE expenditures for the past two fiscal years (FY 2009-10 and FY 2010-11). See the Instructions to identify the MoE requirements.

9. Posting of Signs

Provide a list of all projects exceeding \$250,000 within the jurisdiction, noting which ones are or were signed according to Authority specifications.

10. Adoption of the Measure J Growth Management Element

Please attach the adopted Final Measure J Growth Management Element to the local jurisdiction's General Plan.

11. Adoption of a voter-approved Urban Limit Line

The local jurisdiction's adopted ULL is on file at the Authority offices. Please specify any actions that were taken during the reporting period with regard to changes or modifications to the voter-approved ULL, which should include a resolution making a finding of consistency with Measure J and a copy of the related public hearing notice.

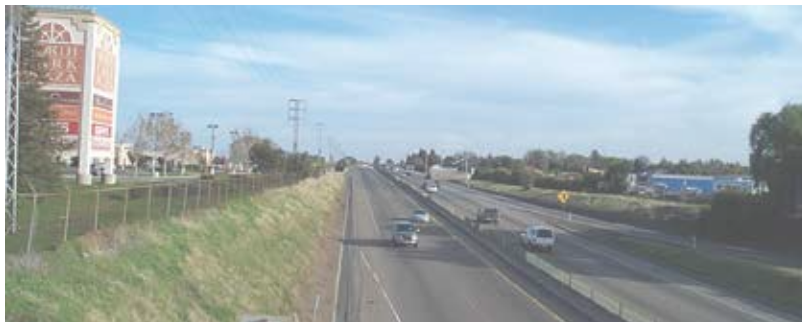
12. Other Considerations

Please specify any alternative methods of achieving compliance for any components for the Measure J Growth Management Program

ITEM 2
ADMINISTRATIVE DRAFT 2013 EAST COUNTY ACTION PLAN

Administrative Draft

East County Action Plan for Routes of Regional Significance



Prepared by:

FEHR & PEERS

100 Pringle Avenue, Ste 600
Walnut Creek, CA 94596

Prepared for:

TRANSPLAN
and



October 2013

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Chapter 1.

Introduction

A. The Measure J Transportation and Growth Management Program

In November 2004, Contra Costa voters renewed the original Measure C Transportation Improvement and Growth Management Program, a ½-percent sales tax to fund transportation projects and programs, with a new ballot measure called Measure J. Measure J, which started in April 2009, will generate approximately \$2 billion (in 2008 dollars) over a 25-year period.

Measure J continues Contra Costa's innovative Growth Management Program (GMP). To receive its share of local street maintenance and improvement funds and to become

eligible for Transportation for Livable Communities (TLC) funds, a local jurisdiction must be found to be in compliance with the GMP, which requires each jurisdiction to

- Adopt a Growth Management Element
- Adopt a local and regional Development Mitigation Program
- Participate In an Ongoing Cooperative, Multi-Jurisdictional Planning Process
- Address Housing Options
- Develop a Five-Year Capital Improvement Program
- Adopt a Transportation Systems Management (TSM) Ordinance or Resolution
- Adopt a Voter-Approved Urban Limit Line

Among these elements, preparing action plans for routes of regional significance is included under the requirement to “Participate in an Ongoing Cooperative, Multi-Jurisdictional Planning Process”. The specific requirements of this element as defined in Measure J are as follows:

Each jurisdiction shall participate in an ongoing process with other jurisdictions and agencies, the Regional Transportation Planning Committees and the Authority to create a balanced, safe and efficient transportation system and to manage the impacts of growth. Jurisdictions shall work with the Regional Transportation Planning Committees to:

1. *Identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and actions for achieving those objectives.*
2. *Apply the Authority’s travel demand model and technical procedures to the analysis of General Plan Amendments (GPAs) and developments exceeding specified thresholds for their effect on the regional transportation system, including on Action Plan objectives.*
3. *Create a development mitigation program.*
4. *Help develop other plans, programs and studies to address other transportation and growth management issues.*

In consultation with the Regional Transportation Planning Committees, each jurisdiction shall use the travel demand model to evaluate changes to local

General Plans and the impacts of major development projects for their effects on the local and regional transportation system and the ability to achieve the Multimodal Transportation Service Objectives established in the Action Plans.

Jurisdictions shall also participate in the Authority's ongoing countywide comprehensive transportation planning process. As part of this process, the Authority shall support countywide and sub-regional planning efforts, including the Action Plans for Routes of Regional Significance, and shall maintain a travel demand model. Jurisdictions shall help maintain the Authority's travel demand modeling system by providing information on proposed improvements to the transportation system and planned and approved development within the jurisdiction.¹

The Contra Costa Transportation Authority ("the Authority") is responsible for evaluating whether each jurisdiction is fully complying with the GMP. With Measure J, the jurisdiction's eligibility to receive Transportation for Livable Community funding may also be withheld for non-compliance with the GMP.²

B. The Action Plan Purpose

The purpose of the Action Plans is for each Regional Transportation Planning Committee (RTPC) to work cooperatively to establish overall goals, set performance measures (called Multi-modal Transportation Service Objectives, or MTSOs) for designated Routes of Regional Significance, and outline a set of projects, programs, measures, and actions that will support achievement of the MTSOs.



¹ Measure J: Contra Costa's Transportation Sales Tax Expenditure Plan, Contra Costa Transportation Authority, July 21, 2004, pp. 24 & 25.

² The Contra Costa TLC Program funds transportation enhancement projects in urban, suburban and rural communities to support a balanced transportation system, create affordable housing, and make Contra Costa's communities more pedestrian, bicycle, and transit friendly.

Action Plans are required to be prepared by the RTPC for each subarea of Contra Costa County (West, Central, East, Lamorinda, and the Tri-Valley). The Authority is responsible for funding this effort, and for coordinating and knitting together the Action Plans from each RTPC into the Countywide Comprehensive Transportation Plan (CTP).

The East County Action Plan contains the following components:

Regional Routes (Chapter 2) identifies the Routes of Regional Significance within East County.

Current Commuting Patterns and Overall Growth Trends (Chapter 3) looks at long-range land use changes and anticipated traffic growth.

Action Plan Goals and Objectives (Chapter 4) describes the overall goals of the plan, and identifies the MTSOs that are applied to each Regional Route.

Proposed Regional Actions to Achieve the MTSOs (Chapter 5) identifies specific actions, programs and measures, and assigns responsibility for their implementation.

Procedures for Notification, Review, and Monitoring (Chapter 6) includes project notification procedures and the process for general plan review.

C. Definition of Terms

The following terms, which are used repeatedly in this document, are defined below:

Policies. The policies of an Action Plan help guide its overall direction. Decisions regarding investments, program development, and development approvals are based on these policies.

Goals. A goal is a statement that describes in general terms a condition or quality of service desired that is in line with the policies. For example, a common goal from past Action Plans was to “provide and encourage the use of alternatives to the single-occupant auto.” This goal would be in line with a policy that calls for “an efficient transportation system.”

Multi-Modal Transportation Service Objectives. MTSOs are specific, quantifiable objectives that describe a desired level of performance for a component of the transportation system.

Actions. Actions are the specific programs, projects, measures, or steps that are recommended for implementation to meet the MTSOs set forth in the Action Plan. The responsibility of carrying out the actions falls to the individual local jurisdiction, or to the Regional Committee as a whole. Actions may involve implementing specific projects at the local level, or they may call for the RTPC to support major projects that have a regional impact. Implementation of adopted actions is a required condition of compliance with the Measure J GMP.

Routes of Regional Significance. Routes of Regional Significance are roadways that connect two or more subareas of Contra Costa, cross County boundaries, carry significant through traffic, and/or provide access to a regional highway or transit facility. The Authority may designate a Regional Route that meets one or more of these criteria.

DRAFT



Chapter 2. Regional Routes

The Action Plan designates a system of Routes of Regional Significance, as defined in this chapter.

A. Designating Routes of Regional Significance

East County has a robust network of regional routes. This Action Plan maintains the system of Routes of Regional Significance that was identified in the prior Action Plan.

1. Criteria for Designating Routes of Regional Significance

The Routes of Regional Significance includes all portions of the Interstate and State highway systems, as well as major arterial roadways that serve one or more of the following functions:

- Connects two or more “regions” of the County
- Crosses County boundaries
- Carries a significant amount of through-traffic
- Provides access to a regional highway or transit facility (e.g., a BART station or freeway interchange)

B. List of Routes of Regional Significance

The Routes of Regional Significance are shown in Figure 2-1. A description of each route is as follows:

Bailey Road. From Willow Pass Road into Central County to connect Central County employment centers to West Pittsburg, and to provide access to the Pittsburg/Bay Point BART station and SR 4. TRANSPLAN will coordinate with TRANSPAC on the connection along Bailey Road between East and Central counties.

Balfour Road. Between Deer Valley Road and Brentwood Boulevard.

Buchanan Road. Between Somersville Road and Railroad Avenue. This route serves as a conduit for traffic from East County communities to get to Kirker Pass Road and from there to Central County.

Byron Highway. From SR 4 to the County line; this segment connects East Contra Costa County to San Joaquin County. The designation of Byron Highway as a Regional Route will also be extended northward 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. These two roadways are connections between Bethel Island, Oakley and the proposed Byron

Highway extension that would enable connectivity to State Route 4 and Discovery Bay to the south.

Deer Valley Road. From Hillcrest Avenue to Marsh Creek Road.

East 10th Street/Harbor Street. These short segments of streets in the City of Pittsburg connect Railroad Avenue and Willow Pass Road with the Pittsburg-Antioch Highway, as part of the Northern Arterial route. The Northern Arterial route is comprised of a series of arterial roadways (Wilbur Avenue, the future Ninth Street/Tenth Street couplet, Pittsburg-Antioch Highway, East 10th Street/Harbor Street, and Willow Pass Road) connecting Pittsburg, Antioch, and Oakley, and running parallel along the north side of State Route 4.

East 18th Street. From A Street to the SR 160 interchange.

Fairview Avenue. From Lone Tree Way to Balfour Road.

Hillcrest Avenue. From State Route 4 to Lone Tree Way.

James Donlon Boulevard (including the future extension, formerly known as Buchanan Road Bypass). From Lone Tree Way to Railroad Avenue.

Kirker Pass Road/Railroad Avenue. From East 10th Street to Kirker Pass, where it connects with Central County.

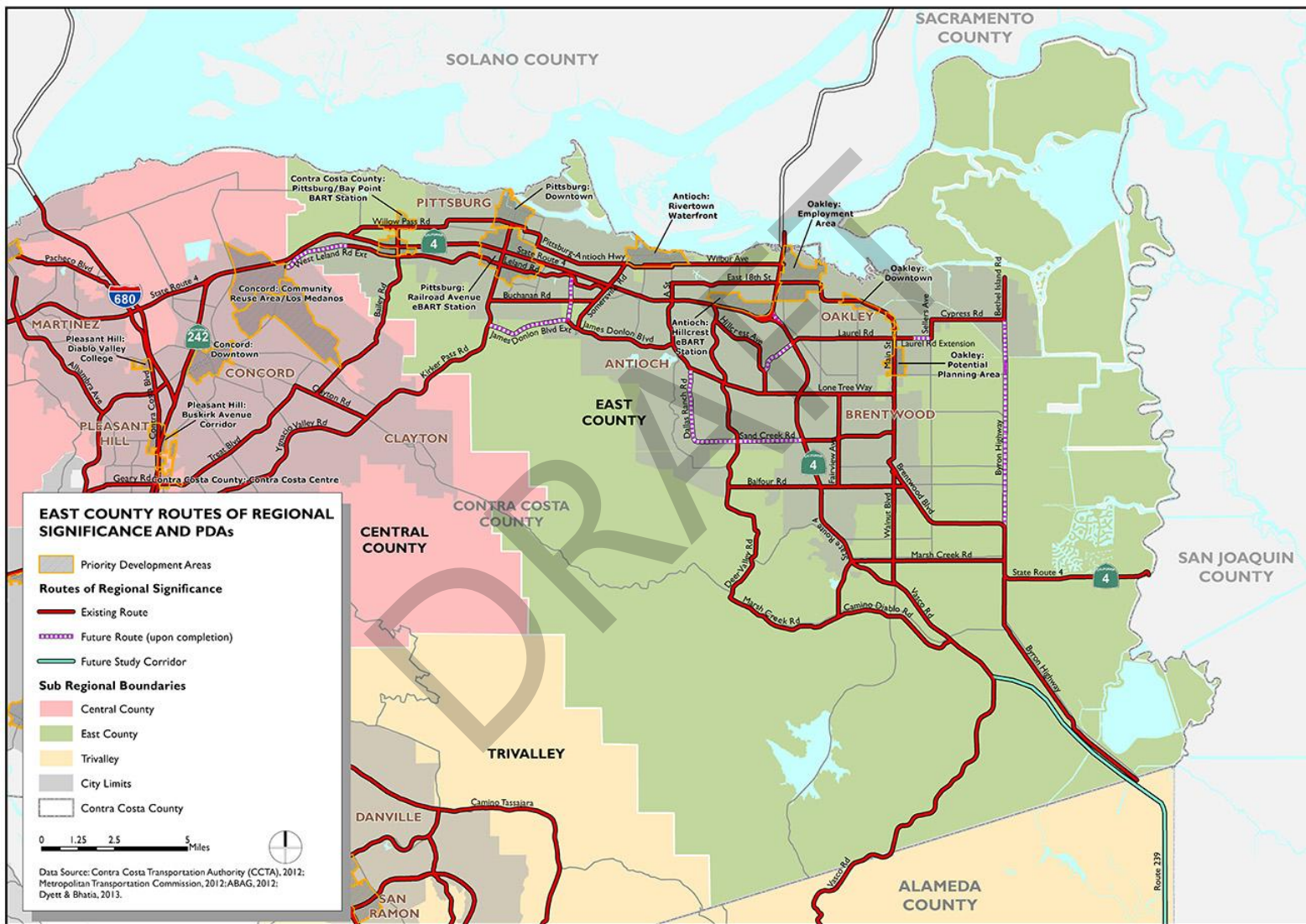
Laurel Road. Between State Route 4 and Main Street in Oakley. The extensions of Laurel Road eastward to Sellers Avenue in Oakley, and westward to Hillcrest Avenue in Antioch, will be included in the network once the route is constructed.

Leland Road/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. From East 18th Street to Brentwood Boulevard.

Marsh Creek Road. From Deer Valley Road to State Route 4. Marsh Creek Road is designated as State Route 4 in the southeast portion of the county.

Figure 2-1 East County Routes of Regional Significance and Priority Development Areas



Oak Street/Walnut Boulevard. From Downtown Brentwood to Vasco Road. This corridor primarily follows Walnut Boulevard. A short section of Oak Street between Brentwood Boulevard and Walnut Boulevard provides the final connection.

Ninth Street/Tenth Street. These streets that run through central Antioch are to be an important connecting road in the Northern Arterial route. Today, Tenth Street is the major roadway. There is a proposal to create two one-way streets to act as a couplet, and then to add this to the Routes of Regional Significance once the one-way couplet project is completed.

Pittsburg-Antioch Highway. From Downtown Pittsburg to East 10th Street in Antioch.

Sand Creek Road/Dallas Ranch Road. From 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. From Pittsburg-Antioch Highway to James Donlon Boulevard.

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. From State Route 4 to the Sacramento County line.

State Route 4. From the 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 I-580 west of Tracy to Route 4 near Brentwood. In 1996, the need to initiate planning for this corridor was identified by the Metropolitan Transportation Commission's Altamont Pass Interregional Corridor Study, which referred to the facility as the Brentwood-Tracy Expressway. In 1997, the Caltrans Route 4 Corridor Study indicated that any upgrades to highway capacity between Contra Costa County and San Joaquin County should be directed at developing Route 239. In 2002, the Streets and Highways Code was amended to include this route in California's Interregional Road System. Currently, CCTA is leading a feasibility study of the SR 239 route, which is now known as TriLink.

Wilbur Avenue. From A Street to SR 160, as part of the Northern Parallel Arterial route. When the entire Northern Arterial route is completed, it will provide a connection between Pittsburg, Antioch and Oakley.

Willow Pass Road. From Railroad Avenue to SR 4.

Vasco Road. From Walnut Boulevard to the County Line. This roadway is an important inter-county connection between East County and Alameda County.





Chapter 3.

Current Growth Trends and Travel Patterns

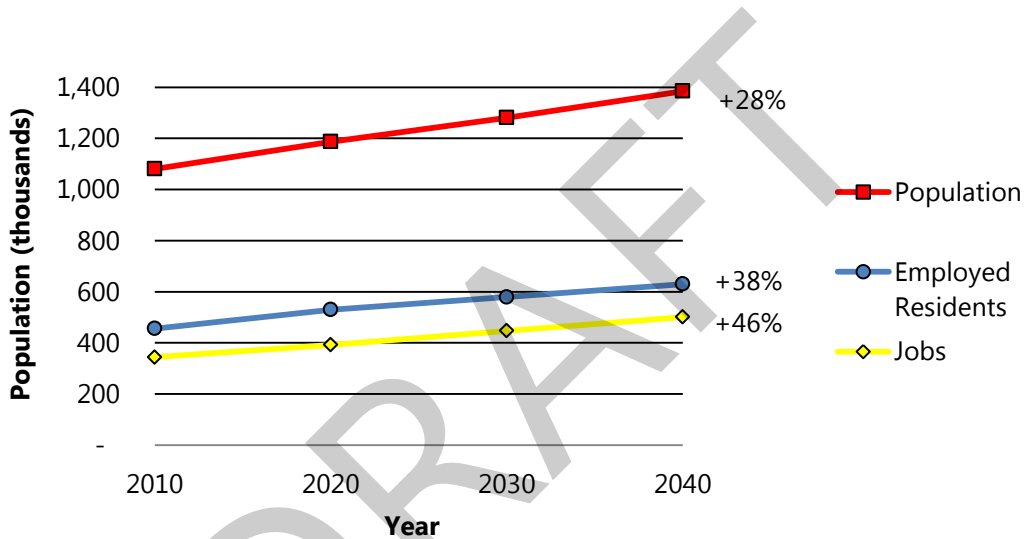
Forecasts of future population and employment growth in East County, as well as projections of future travel demand on major East County transportation facilities, are drawn from the most recent available regional travel model maintained by the Authority. The current Authority travel model contains land use projections consistent with those produced by the Association of Bay Area Governments (ABAG) as part of their Projections 2011

dataset, and also contains assumptions about transportation system improvements that are consistent with the financially-constrained Regional Transportation Plan.

A. Demographic Forecasts

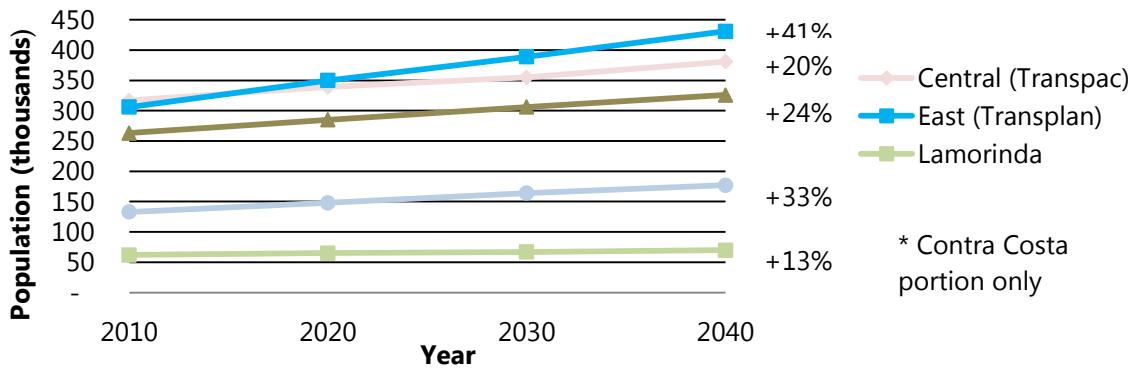
Countywide forecasts for population, employed residents, and jobs are shown in Figure 3-1. Population and job growth are expected to follow fairly similar patterns, with jobs growing at a faster rate (an average annual rate of 1.3 percent) than population (at an average annual rate of 0.8 percent).

Figure 3-1 Contra Costa County Demographic Forecasts



Subregional forecasts for population are shown in Figure 3-2. East County is represented by the blue line. The East County population is projected to grow at the fastest rate (41 percent between 2010 and 2040, or an annual average of 1.1 percent) of all the subregions; by 2040, East County will become the most populous subregion with approximately 430,000 residents.

Figure 3-2 Subregional Population Growth



Subregional forecasts for jobs are shown in Figure 3-3. Again, East County is represented by the blue line. Countywide, jobs are expected to grow faster than population, and East County is projected to experience significant job growth of 94 percent between 2010 and 2040 (or an annual average of 2.2 percent). Central County will continue to have the highest number of jobs of any of the subregions.

Figure 3-3 Subregional Job Growth

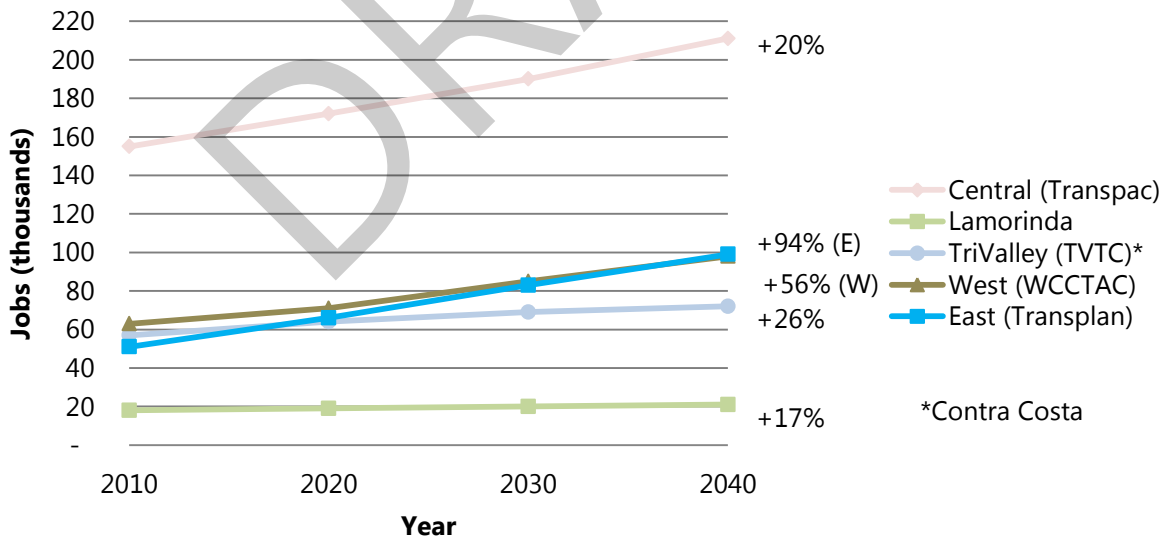
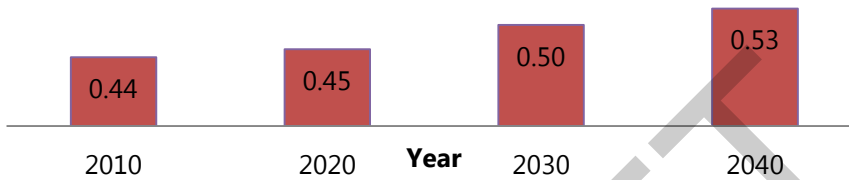


Figure 3-4 presents the ratio of jobs-to-employed residents for East County between 2010 and 2040. A ratio of 1.0 means that the number of jobs in that subregion equals the number of employed residents; this is a measure of the balance between housing and jobs, which affects transportation topics such as commuting patterns and travel time. The ratio of

jobs-to-employed-residents in East County is expected to increase, from 0.44 in 2010 to 0.53 in 2040, indicating that the balance between housing and jobs is expected to improve. However, at a ratio of 0.53, that still means that many East County residents who are employed will be commuting to jobs outside of the subregion; the magnitude of out-commuting will still be highest in East County compared to the other subregions of the County.

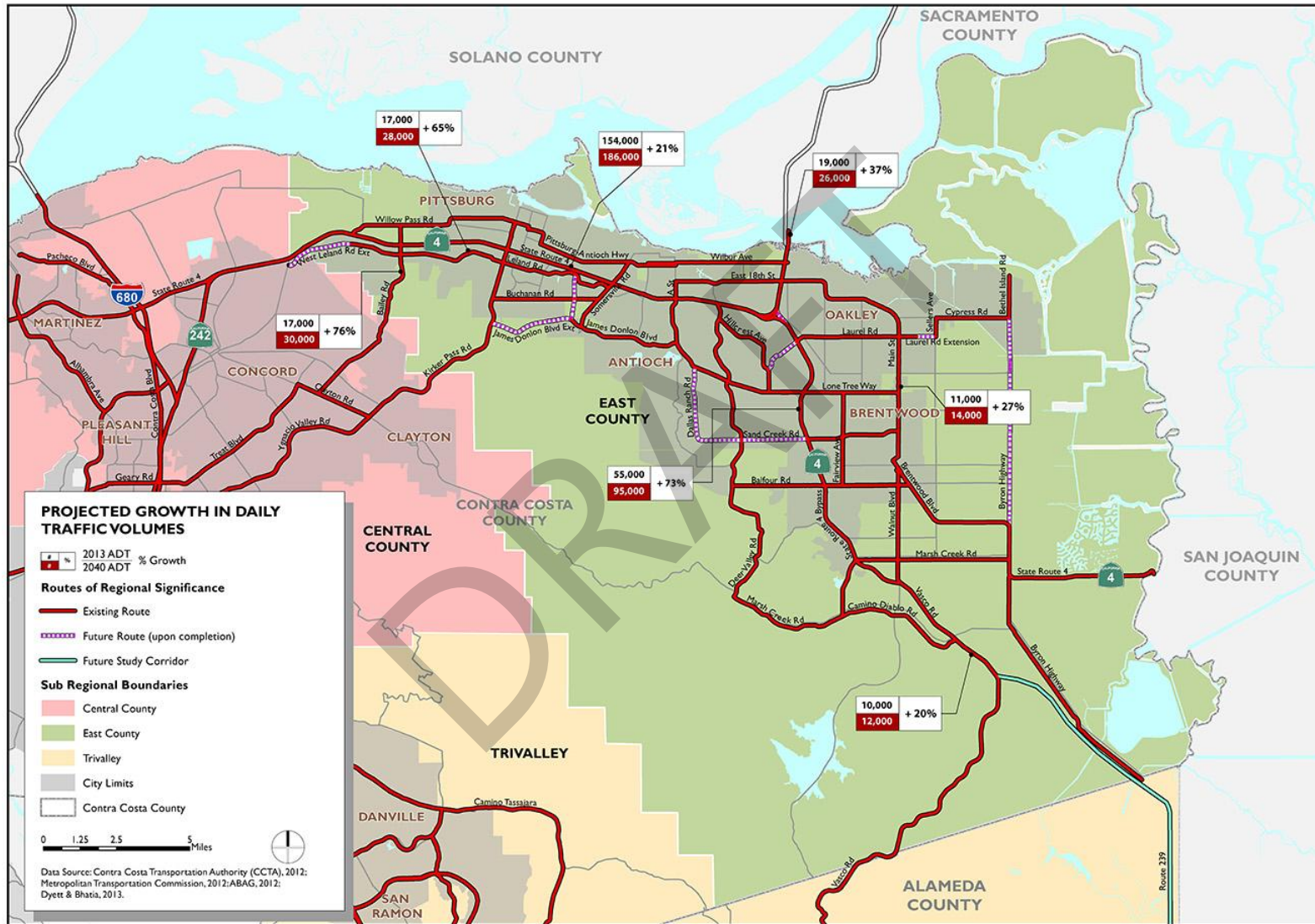
Figure 3-4 East County Jobs per Employed Resident



B. Traffic Forecasts

The regional travel demand model maintained by the Authority was applied to generate estimates of the future traffic volumes expected on major roadways throughout the County. Figure 3-5 presents a map showing the projected growth in daily traffic volumes on several major facilities in East County. As is shown in this map, traffic volumes throughout East County are anticipated to increase substantially by the year 2040, as the local population continues to grow.

Figure 3-5 Projected Growth in Average Daily Traffic Volumes







Chapter 4.

Action Plan Goals and Objectives

There are five overarching goals and 14 sub-goals established for this Action Plan.

A. Action Plan Goals

1. **Maintain or Improve Efficiency of Freeway and Arterial Operations**

Regional Highway Transportation Facility Improvements

Continual investment in regional facilities is necessary to address the increasing levels of congestion along East County highways. Investments may include interchange upgrades, improving links between East County and other regions, or widening regional roadways.

Construct Targeted Traffic Engineering Improvements

In addition to corridor-wide improvements, targeted traffic engineering improvements alleviate conditions that exceed traffic service objectives on a smaller scale.

Make Operational Improvements to Freeways and Arterials

Operational improvements are important for smoothing traffic flow and making optimal use of the investments in freeways and major arterials. Such improvements can include ramp metering, freeway service patrols, vehicle detectors and closed-circuit TV for real-time traffic monitoring, and changeable message signs or other traveler information systems.

2. Support an Efficient and Effective Transit System

Support Rail Transit Operations

A strong regional rail transit system supplements travel along East County highways, alleviating congestion in high demand areas. Rail transit projects, including the BART extension and services provided by the Altamont Commuter Express (ACE) and AMTRAK, should be supported and promoted.

Expand Transit Service

Public transit is an important element of the East County transportation system, serving the mobility needs of the population and providing alternatives to driving. In particular, bus services can readily complement BART service by allowing East County residents to access the BART system without using their cars. Planning for expansion of transit service at the regional or corridor level



should also consider other modes, including possible ferry and rail service.

Provide Intermodal Transit Centers

Significant East County transit stations can function as intermodal transit centers, allowing travelers to efficiently transfer between different transit services. Decreasing transfer time or otherwise improving the transfer experience increases the likelihood that travelers will choose transit on a regular basis.



Expand Park-and-Ride Lots

Park-and-ride lots at strategic locations allow East County commuters to significantly shorten their driving trips and make use of the public transit services that connect East County with other regions.

3. Improve Multi-modal Mobility and Decrease Single-Occupant Vehicle Travel

Offer Transportation Demand Management Programs

Transportation demand management (TDM) strategies can benefit the region by promoting the use of travel modes that are more efficient and environmentally friendly, and by providing information so that travelers can make the most informed choices about their travel options. TDM strategies should be included in a package of options for decreasing the number of single-occupant auto trips.

Encourage Active Transportation

Active transportation (walking and bicycling) provides dual benefits: environmentally friendly travel that also achieves public health goals for higher levels of physical activity. The East County region is committed to supporting active transportation, through provision of appropriate infrastructure and elimination of physical barriers to bicycle and pedestrian travel.

Continue the Growth Mitigation and Monitoring Program

The Contra Costa County growth management strategy reduces the traffic impacts of future development in eastern Contra Costa County. Applying appropriate mitigation to development projects can result in development that minimizes impacts on regional routes and provides amenities that facilitate and encourage the use of active transportation.

4. Maintain Existing Transportation Network to Support Safety and Efficiency

Encourage Adequate Maintenance

East County jurisdictions should work towards ensuring adequate funds and systems to properly maintain the transportation system. This applies to Routes of Regional Significance, public transit vehicles and facilities, bicycle and pedestrian facilities and park-and-ride lots.

5. Manage the Effects of New Growth on the Transportation System

Monitor and Update the East County Sub-Regional Transportation Mitigation Fee

The East Contra Costa Regional Fee and Finance Authority (ECCRFFA) administers a sub-regional transportation impact fee that is designed to use revenues generated by new growth to improve the regional transportation system to serve the travel demands of that growth.

Transportation Funding

Funding for adequate transportation systems and services comes from a wide variety of sources, and resources are limited. The East County is committed to advocating for increased transportation funding at the federal, State and regional level.

Pursue balanced growth in East County

East County jurisdictions have long been focused on growth policies and programs to promote more employment development within East County, in order to support shorter commutes for area residents and to more efficiently use available transportation capacity in what is now the “reverse commute” direction.

B. Multi-modal Transportation Service Objectives

1. Selection of Multi-modal Transportation Service Objectives

The CCTA *Implementation Guide* gives the RTPCs significant flexibility in choosing MTSOs for their Action Plans. As long as the objective is quantifiable, and includes a timeframe for achievement of the objective, it can be proposed for inclusion in the Action Plan. Unless otherwise specified, the MTSOs proposed here are to be achieved either on an on-going basis or concurrent with completion of major projects within the specified corridor.

Selection of the MTSOs outlined below was based in part on whether or not the objective could be easily measured through observation, and, more importantly, forecasted through use of the Countywide Model. MTSOs that are difficult to measure or to forecast using the Countywide Model were not selected.

Through the adoption of Measure J, the analysis requirements of MTSOs have become more formalized. These measures will be subject to analysis for impacts of various proposed development and transportation projects, in accordance with Measure J. However, there is also a need to periodically monitor other transportation goals beyond these MTSOs; these are considered as additional objectives within this Action Plan.

Four MTSOs and one area-wide objective are proposed to be carried forward from the previously adopted action plan into this East County Action Plan Update.



MTSO Measures

Delay Index: A measure of delay experienced by motorists on a roadway segment during a peak commute hour in a single direction. The Delay Index is calculated by measuring the time it takes to travel a segment of road during peak-period congested conditions, and comparing it to the time it takes to travel the same segment during uncongested, free-flow conditions.

Example:

It takes 40 minutes to drive from Point A to Point B during rush hour. The same drive takes 20 minutes during uncongested conditions at midday.

$$\text{Delay Index} = 40 / 20 = 2.0$$

Sources of Information:

Travel speeds on freeways to be monitored through Caltrans Performance Measurement System (PeMS) data, or through travel time runs conducted during congested periods.

Signalized Intersection Level of Service (LOS): A measure of traffic conditions at a signalized intersection. LOS is expressed in ratings from "A" through "F", with "A" meaning

that all traffic clears the intersection on every cycle and "F" meaning that drivers must wait through multiple cycles to clear the intersection.

Example:

The LOS rating is based on the number of seconds of delay experienced by drivers passing through the intersection. This metric should be calculated in accordance with the methods specified in the CCTA Technical Procedures.

Sources of Information:

Intersection turning movement counts are collected every two years by CCTA as part of the MTSO monitoring program.

Roadway Segment LOS: A measure of traffic efficiency and smoothness of flow along roadway segments that are not constrained by a nearby traffic signal.

Example:

The LOS rating should be calculated in accordance with the methods specified in the CCTA Technical Procedures. Under the current Technical Procedures, the LOS would be calculated following the procedure for a two-lane rural highway in the 2010 Highway Capacity Manual.

Sources of Information:

Counts of volumes along roadway segments where capacity is not controlled by a nearby signalized intersection are collected every two years by CCTA as part of the MTSO monitoring program.

HOV Lane Usage: Measured by counting the number of vehicles using the HOV lanes at the highest HOV volume section.

Sources of Information:

HOV volumes to be determined based on HOV lane utilization report published by Caltrans.

2. Area-wide Objective on Transit Productivity

One additional objective established in this Action Plan is for transit productivity. Its designation as an area-wide measure indicates that it is important to monitor, but not mandatory when analyses of MTSOs are required. There are two measures within this objective.

Bus Riders per Service Hour: A measure of the average number of riders boarding a fixed-route bus during an hour of scheduled bus service when persons may board with a fare or pass.

Example:

Transit boardings on a route = 15,000 in a single month

Transit service hours on the route = 1,000 hours in a single month

Transit productivity = 15 riders per revenue service hour

BART Ridership: A measure of the average number of weekday riders on all BART trains between Bay Point and North Concord Stations.

Example:

Daily riders between 3,800 and 4,200 during the sample month

Average daily riders = 4,000 during the sample month



3. Multi-modal Transportation Service Objectives for Each Regional Route

Freeways

Current traffic volumes on the SR 4 freeway often exceed the common standards of peak hour level-of-service (such as "D" or "E"). Anticipated growth that has already been approved is likely to occur faster than the ability of local jurisdictions and Caltrans to provide capacity relief. It is unreasonable to expect that uncongested conditions can be achieved over a long-term planning horizon.

Travelers in urban and suburban areas have come to accept peak hour congestion, especially on the freeway routes. It is desirable, however, to ensure that point-to-point travel time be kept to a tolerable maximum, that HOV lanes be fully utilized, and that transit ridership be encouraged.

MTSOs:

- *The Delay Index should not exceed 2.5 during the AM or PM peak period.*
- *HOV lane utilization should exceed 600 vehicles per lane in the peak direction during the peak hour.*

Signalized Suburban Arterial Routes

Level of Service D is the threshold traffic level where drivers typically start becoming concerned about congestion. At LOS of E or lower, drivers may have to wait through more than one signal cycle in order to pass through the intersection. This category covers the following routes:

- Bailey Road
- Balfour Road
- Buchanan Road
- Deer Valley Road (improved portion)
- East 10th Street/Harbor Street
- East 18th Street
- Fairview Avenue
- James Donlon Boulevard (including future extension)
- Hillcrest Avenue
- Laurel Road
- Leland Road/Delta Fair Boulevard
- Lone Tree Way/A Street
- Kirker Pass Road
- Oak Street/Walnut Boulevard (within Brentwood)
- Ninth Street/Tenth Street
- Pittsburg-Antioch Highway
- Railroad Avenue
- Sand Creek Road/Dallas Ranch Road
- Somersville Road

- Standard Oil Avenue (future route)
- Wilbur Avenue
- Willow Pass Road

MTSOs:

- *Maintain LOS D or better at all signalized intersections, except:*
 - *On Bailey Road, where LOS E will be acceptable; or,*
 - *At Traffic Management Program (TMP) sites that use performance measures other than average intersection delay.*
- *Within Priority Development Areas, any physical improvement identified as a result of applying the above standard shall be evaluated for its effects on all intersection users, including pedestrians, cyclists, and transit users.*

Non-Signalized Rural Roads

The primary issue on non-signalized rural roads is traffic flow and safety. These routes include:

- Byron Highway
- Camino Diablo
- Cypress Road/Bethel Island Road
- Deer Valley Road (unimproved portion)
- Marsh Creek Road
- Sellers Avenue
- State Route 160
- SR-4 Non-Freeway portion: Balfour Road to San Joaquin County Line
- Walnut Boulevard (south of the City of Brentwood)
- Vasco Road

Level-of-Service D provides a reasonable standard for these rural roads. If any of these roads is improved or widened, a new traffic service objective should be considered.

MTSO:

- *Peak hour level-of-service shall not exceed level-of-service D for non-signalized rural roadways.*





Chapter 5.

Proposed Regional Actions to Achieve the MTSOs

This chapter outlines specific projects, programs, actions and measures intended to achieve the MTSOs presented in Chapter 4. Additional actions not listed in this Chapter may be implemented as well to achieve the Goals of this Action Plan. Each action is numbered below, and identifies the jurisdiction(s) or entities responsible for implementing that action.

A. Maintain or Improve Efficiency of Freeway and Arterial Operations

1. Regional Highway Transportation Facility Improvements

Since the last update of the Action Plan, there has been significant progress on improvements along the SR 4 corridor, including widening of SR 4 through Antioch and completion of several elements of the facility formerly known as the SR 4 Bypass (now designated as SR 4) through Antioch, Oakley and Brentwood.

- 1a) **Current SR 4 Freeway Projects:** For projects currently under construction, TRANSPLAN and the local jurisdictions should continue to work with the Contra Costa Transportation Authority (CCTA) and Caltrans to ensure successful completion of the new facilities. The following projects are currently under construction, with estimated completion dates ranging from late 2013 to late 2015:
- SR 4 widening and interchange reconstruction from Loveridge Road to Hillcrest Avenue, including median to accommodate eBART
 - SR 4 widening from Laurel Road to Sand Creek Road, and construction of the Sand Creek Road interchange
- 1b) **Future SR 4 Freeway Projects:** For projects not yet under construction, TRANSPLAN and the local jurisdictions should work in cooperation with CCTA and Caltrans to complete studies and design, and initiate construction. Anticipated projects include:
- SR 160/SR 4 Connector Ramps
 - Balfour Road interchange
 - Marsh Creek Road interchange
 - Vasco Road interchange
 - Widening of SR 4 from Balfour Road to Vasco Road (Segment III)
- 1c) **TriLink (also referred to as SR 239):** Work with Caltrans and CCTA on the ongoing TriLink feasibility study. Tasks include public workshops, committee meetings, board presentations, and Project Study Report (PSR). Estimated study completion in 2014. (TRANSPLAN, Brentwood, Contra Costa County)
- 1d) **SR 84:** Work with Alameda County jurisdictions to determine the feasibility of a Route 84 extension into East County. (TRANSPLAN, Contra Costa County)

- 1e) **James Donlon Boulevard Extension (previously known as Buchanan Road Bypass):** Pursue completion of project. (City of Pittsburg, ECCRFFA)
- 1f) **Main Street/Brentwood Boulevard:** Pursue the widening of Main Street/Brentwood Boulevard through Oakley and Brentwood to Discovery Bay. Specific elements include:
- Improve Interchange at SR 160 and Main Street. (CCTA, Caltrans, Oakley)
 - Improve and widen Main Street from SR 160 to Delta Road. (Oakley, ECCRFFA)
 - Widen Brentwood Boulevard from Delta Road to Sellers Avenue (Brentwood, ECCRFFA)
 - Improve California Delta Highway from Sellers Avenue to Marsh Creek Road (where State Route 4 rejoins). (Contra Costa County)
- 1g) **Byron Highway – Vasco Road Connector:** Pursue project to connect Vasco Road with Byron Highway; note that a Byron Airport Connector element is included in the current TriLink (SR 239) feasibility study. (Contra Costa County)
- 1h) **Southern Parallel Arterial Improvements:** Pursue projects to provide additional vehicle capacity on arterial routes parallel to and south of SR 4 in Antioch, Pittsburg, and Contra Costa County. (Antioch, Pittsburg, Contra Costa County)
- 1i) **Northern Parallel Arterial Improvements:** Pursue projects to provide additional vehicle capacity on arterial routes parallel to and north of SR 4 in Antioch, Pittsburg, and Contra Costa County. This includes widening Pittsburg-Antioch Highway to four lanes. (Antioch, Pittsburg, Oakley)
- 1j) **Vasco Road:** Improve safety along Vasco Road with widened pavement and median barrier; coordinate with the Tri-Valley Transportation Council (TVTC) and be consistent with the TVTC Gateway Constraint Policy. Also seek opportunities to work with TVTC to advance a Vasco Road Corridor project into the Countywide Comprehensive Transportation Plan and Bay Area Regional Transportation Plan, subject to the conditions of the “East County Corridors (Vasco Rd, SR 4, and Byron Highway)” Project in the Measure J Expenditure Plan. (Contra Costa County, TRANSPLAN)
- 1k) **SR 160:** Study future needs along this route including potential interchange improvements at SR 160 and Wilbur Avenue. (TRANSPLAN, Oakley, CCTA)



2. Construct Targeted Traffic Engineering Improvements

- 2a) Monitor conditions on the regional route system and construct improvements as necessary to alleviate conditions that exceed traffic service objectives. Improvements will be listed in the Countywide Transportation Project List (CTPL) maintained by CCTA.

3. Make Operational Improvements to Freeways and Arterials

Operational improvements are important for smoothing traffic flow and making optimal use of the investments in freeways and major arterials. Such improvements can include ramp metering, freeway service patrols, vehicle detectors and closed-circuit TV for real-time traffic monitoring, and changeable message signs or other traveler information systems.

- 3a) Review and implement appropriate operational strategies originally recommended in the East Central Commute Corridor Traffic Management Plan, such as selective control point metering, to maximize traffic flow without creating excessive localized air pollution and reducing parallel street capacity. (TRANSPLAN, Pittsburg)
- 3b) Coordinate with Caltrans and local jurisdictions for ongoing cooperation regarding ramp metering operations at freeway interchanges. (Local jurisdictions, CCTA, Caltrans)

- 3c) Identify and plan for future rail grade separations where feasible. (Local jurisdictions, CCTA)
- 3d) Encourage coordination with the California Highway Patrol to promote safer traffic operations, including facilitating enforcement. (Local jurisdictions, CCTA, Caltrans)

B. Support an Efficient and Effective Transit System

1. Support Rail Transit Operations

- 1a) Support construction of eBART from the current BART terminus at Pittsburg/Bay Point to a new station at Hillcrest Avenue and support on-going study of the next eBART segment to the future Mokelumne Trail station.



- 1b) Participate in any future studies regarding rail options for East County that may be conducted by the Capitol Corridor Joint Powers Authority, Caltrans, Altamont Commuter Express (ACE) and/or AMTRAK. (Local jurisdictions, TRANSPLAN, CCTA)

2. Expand Transit Service

Public transit is an important element of the East County transportation system, serving the mobility needs of the population and providing alternatives to driving. In particular, bus services can readily complement BART service by allowing East County residents to access the BART system without using their cars. Expansion of bus transit, both within East County and between East County and other regions, should be emphasized. Planning for expansion of transit service at the regional or corridor level should also consider other modes, including possible ferry and rail service.

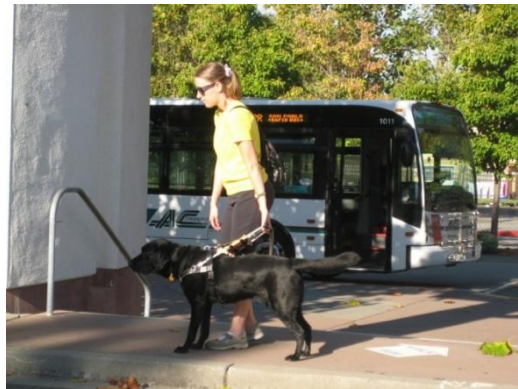
- 2a) Work with Tri-Delta Transit to provide bus-oriented improvements along local routes, and to improve and expand service. (Local jurisdictions)

- 2b) If a community is considering transit-oriented development, encourage adoption of development guidelines that would incorporate transit-oriented design, where feasible, to be determined by each local jurisdiction. (Local jurisdictions)
- 2c) Continue working with TRANSPLAN and CCTA to pursue funding opportunities for expanded bus service. (Local jurisdictions, Tri-Delta Transit)
- 2d) Consider traffic signal management / bus prioritization technology on major arterials in Antioch, Oakley and Pittsburg as described in the State Route 4 Corridor Management Plan. (Local jurisdictions, Tri-Delta Transit)
- 2e) Encourage the funding and provision of alternative-fueled vehicles and related fueling stations for transit operators to improve air quality, as they expand their bus fleets. (Tri Delta Transit, Contra Costa Transportation Authority, Local jurisdictions)
- 2f) Encourage the region’s bus transit operators to increase and improve coordination where possible, particularly in linking East and Central County bus services. (Tri Delta Transit, County Connection)
- 2g) Encourage local jurisdictions to design safety treatments (such as crosswalks, bus bulbs, bus pullouts and Americans with Disabilities Act improvements) at transit stops where appropriate, and to seek regional funding when possible. (Tri Delta Transit, Local jurisdictions)

3. Provide Intermodal Transit Centers

Significant East County transit stations can function as intermodal transit centers, allowing travelers to efficiently transfer between different transit services.

- 3a) Develop the proposed BART, eBART and other rail stations as major transportation and business hubs for East County. (BART, CCTA, Tri-Delta Transit, Local jurisdictions)



- 3b) Consider the adoption of station-area specific plans to guide development and transportation infrastructure around intermodal transit centers. (Local jurisdictions)

3c) Explore the feasibility and development of ferry service to East County. (TRANSPLAN, CCTA)

3d) Continue exploring development of new rail station sites as appropriate with rail corridor proposals. (Local jurisdictions)

4. Expand Park-and-Ride Lots

Park-and-ride lots allow East County commuters to significantly shorten their driving trips and make use of the public transit services that connect East County with other regions. Park-and-ride lots should be considered at strategic locations across East County.

4a) In coordination with 511 Contra Costa (511CC), continue to pursue development of additional park-and-ride lots along the SR 4 corridor and at other appropriate locations, including potential shared-use agreements at shopping centers which have unused spaces. (511CC, Tri-Delta Transit)

4b) Maintain and improve park-and-ride lots in East County. (TRANSPLAN, BART, Tri-Delta Transit, Local jurisdictions)

4c) Promote greater awareness of East County park-and-ride lots for transit and ridesharing where capacity is available. (511CC, TRANSPLAN, Local jurisdictions, BART)

C. Improve Multi-modal Mobility and Decrease Single-Occupant Vehicle Travel

1. Offer Transportation Demand Management Programs

Transportation demand management (TDM) strategies can benefit the region by promoting the use of travel modes that are more efficient and environmentally friendly, and by providing information so that travelers can make the most informed choices about their travel options.

1a) Continue to provide and promote express commuter bus service to major employment centers. (511CC, Tri-Delta Transit)

1b) Monitor and report on the effectiveness of East County TDM programs. (511CC)

- 1c) Promote alternatives to the single occupant vehicle through public outreach, working with employers and residents. (511CC, Tri-Delta Transit)
- 1d) Promote transit, carpooling, bicycle use, and walking to students, employees and residents at K-12 schools, technical schools and college sites. (511CC)
- 1e) Promote Safe Routes to School programs. (511CC)
- 1f) Encourage tele-work, compressed work week and other alternative work location strategies to reduce traffic congestion at peak hours. (511CC)

2. Encourage Active Transportation

Active transportation (walking and bicycling) provides dual benefits: environmentally friendly travel that also achieves public health goals for higher levels of physical activity. The East County region is committed to supporting active transportation, through provision of appropriate infrastructure and elimination of physical barriers to bicycle and pedestrian travel.



- 2a) Continue to update and implement local and regional bicycle plans. (TRANSPLAN, Local jurisdictions, East Bay Regional Park District)
- 2b) Maintain existing regional multipurpose trails such as the Delta de Anza Trail through Oakley, Antioch, Pittsburg and Bay Point, the American Discovery Trail through Antioch to the summit of Mount Diablo, and the Marsh Creek Regional Trail through Brentwood, Oakley, and north to the Delta. (TRANSPLAN, Local jurisdictions, East Bay Regional Park District)
- 2c) Complete unbuilt segments of regional multipurpose trails such as the Mokelumne Coast-to-Crest Trail, Delta de Anza Trail, Union Pacific Rail Trail, Big Break Regional Trail, and the Marsh Creek Trail. (TRANSPLAN, Local jurisdictions, EBRPD)
- 2d) Emphasize the construction of unbuilt segments of Class II and Class III bikeways on the Countywide Bikeway Network, as identified in the 2009 Contra Costa Countywide Bicycle and Pedestrian Plan. (Local jurisdictions)

- 2e) Facilitate planning and design of the Great California Delta Trail, linking the Delta shoreline in Contra Costa County to the Bay Trail and to San Joaquin, Solano, Sacramento, and Yolo counties. (Local jurisdictions)
- 2f) Support improvements to the Delta-De Anza Trail, particularly in addressing the gap along Bailey Road; this is the subject of a current study through the SR 4/Bailey Road Interchange improvement project. (East Bay Regional Park District, Caltrans, Contra Costa County)
- 2g) Complete the East Bay Municipal Utility District (EBMUD) Trail, linking Los Medanos College in Pittsburg to Brentwood. (Local jurisdictions)
- 2h) Study bikeway connections parallel to SR 4 such as improvements on Kirker Pass Road and Marsh Creek Road.
- 2i) Study bikeway and pedestrian needs at school areas, including participation in Safe Routes to School and Safe Routes to Transit programs, to help plan, fund and construct future facilities in these areas. Projects should support the Countywide Safe Routes to School Master Plan. (511CC)
- 2j) Provide bike racks, lockers and other secure bike parking options at key locations and activity centers throughout the county. (511CC)
- 2k) Encourage consideration of bicycle and pedestrian use in neighborhood planning and design, to ensure that infrastructure such as soundwalls do not create barriers to travel through neighborhoods on bicycle or on foot. (Local jurisdictions)
- 2l) Maintain existing and provide new shoulders, bicycle lanes, and sidewalks on all streets and rural roads to provide for better bicycle and pedestrian connectivity and safety where feasible. (Local jurisdictions)
- 2m) Support education programs for students and others to learn how to bicycle and walk safely. (511CC, Local jurisdictions)
- 2n) Improve trail crossings at arterials. (Local jurisdictions)



3. Continue the Growth Mitigation and Monitoring Program

The Contra Costa County growth management strategy reduces the traffic impacts of future development proposals in eastern Contra Costa County. Applying appropriate mitigation to development projects can result in development that minimizes impacts on regional routes and provides amenities that facilitate and encourage the use of active transportation.

- 3a) Traffic studies are required for any development project or General Plan amendment that generates 100 or more net new peak hour vehicle trips, in order to achieve compliance with the Measure J Growth Management strategy. Results of traffic studies for projects and General Plan amendments that generate 100 or more net new peak hour vehicle trips should be shared with other jurisdictions, consistent with TRANSPLAN procedures, to allow for collaboration and comment. General Plan amendments that generate 500 or more net new peak hour vehicle trips must undergo the CCTA General Plan Amendment Review Procedure, outlined in Chapter 4 of the Contra Costa *Growth Management Program Implementation Guide*. (Local jurisdictions)

D. Maintain Existing Transportation Network to Support Safety and Efficiency

1. Encourage Adequate Maintenance

East County jurisdictions should work towards ensuring adequate funds and systems to properly maintain the transportation system. This applies to Routes of Regional Significance, public transit vehicles and facilities, bike and pedestrian facilities and park-and-ride lots.

- 1a) Maintain and enhance local pavement management systems. (Local jurisdictions)
- 1b) Continue to explore ways to increase revenue to maintain roads and provide arterial street improvements countywide (such as through gasoline taxes and toll bridge revenues). (Local jurisdictions)
- 1c) Work with MTC to provide funding to maintain and enhance local transit facilities and to purchase replacement of rolling stock. (MTC, CCTA, Transit operators)

E. Manage the Effects of New Growth on the Transportation System

1. Monitor and Update the East County Sub-Regional Transportation Mitigation Fee

The East Contra Costa Regional Fee and Finance Authority (ECCRFFA) administers a sub-regional transportation impact fee that is designed to use revenues generated by new growth to improve the regional transportation system to serve the travel demands of that growth.

- 1a) Periodically update the fee structure to ensure it will produce sufficient funds in light of current and anticipated growth rates and construction costs in East County. (ECCRFFA)
- 1b) Continue to update its Strategic Plan to reflect new trends or growth assumptions. (ECCRFFA)
- 1c) Continue to participate in the fee program through the East Contra Costa Regional Fee & Financing Authority. (ECCRFFA, Local jurisdictions)

- 1d) Explore ways to advance revenues from the fee program through the use of bonds or other financial mechanisms, such as tolls, gasoline taxes and other user fees.
(TRANSPLAN)

2. Transportation Funding

Funding for adequate transportation systems and services comes from a wide variety of sources, and resources are limited. The East County is committed to advocating for increased transportation funding at the federal, State and regional level.

- 2a) Work with regional and state agencies to obtain a greater local share of gasoline taxes, toll bridge revenues and other sources for major projects. (TRANSPLAN, CCTA, Tri-Delta Transit, BART)
- 2b) Continue to explore ways to increase revenue to maintain roads and provide arterial street improvements countywide, such as through gasoline taxes and toll bridge revenues. (Local jurisdictions)

3. Pursue Balanced Growth in East County

East County jurisdictions have long been focused on growth policies and programs to promote more employment development within East County, in order to support shorter commutes for area residents and to more efficiently use available transportation capacity in what is now the “reverse commute” direction.

- 3a) Coordinate with economic development agencies and non-governmental organizations (NGOs) on a cooperative East County effort to attract new employment development. (Local jurisdictions)
- 3b) Support the study of new transportation facilities (such as TriLink/SR 239) that could attract new business development in East County by improving accessibility between East County and neighboring regions. (Local jurisdictions, TRANSPLAN, CCTA)
- 3c) Work with MTC and other agencies to implement regional initiatives such as OBAG/PDA development strategies.



Chapter 6.

Procedures for Notification, Review and Monitoring

Action Plans are required to include a set of procedures to share environmental documents, review general plan amendments, and monitor progress in attaining the traffic service objectives. The procedures for notification, monitoring, and review are described below.

A. Circulation of Environmental Documents

The Action Plan is required to have a set of procedures to share environmental documents. This notification is to occur through the CEQA analysis process, at the following two junctures: first, upon issuance of a Notice of Preparation (NOP), and second, at the stage of Notice of Completion (NOC) of the draft EIR.

The Action Plan is to set the threshold level at which EIRs are to be circulated to neighboring jurisdictions. The maximum thresholds established by the Authority are 100 net new peak hour vehicle trips for development projects that do not involve a General Plan Amendment (GPA), and 500 net new peak hour vehicle trips for development projects that require a GPA. Following are examples of projects that could generate in excess of 100 net peak hour vehicle trips:

- A single-family residential development of more than 100 units
- A condominium development of more than 180 units
- A retail center of at least 14,000 square feet
- A general office building of at least 44,000 square feet

1. Procedure for Circulation and Review of Environmental Documentation

The following procedures are to be followed by the jurisdictions of TRANSPLAN regarding circulation of environmental documentation:

1. For any proposed project or general plan amendment that generates more than 100 trips during the peak hour for which an environmental document (Negative Declaration, or Environmental Impact Report or Statement) is being prepared, the Lead Agency shall issue a notice of intent to issue a Negative Declaration or a Notice of Preparation for an EIR to all Regional Transportation Planning Committee chairs or designated staff person, and to each member jurisdiction of TRANSPLAN.
2. TRANSPLAN shall notify its member jurisdictions of receipt of such notices from jurisdictions in other areas.

3. TRANSPLAN shall review development projects for compliance with the program for evaluating new development proposals outlined in Action C-3 in Chapter 5.
4. At signalized intersections where a TMP is in effect, the analysis of project impacts shall be based upon the applicable MTSO for signalized suburban arterials assuming normal traffic operations without the TMP. Further analysis may be performed to evaluate the impacts of the project on TMP operations. The Authority's Technical Procedures, however, do not require an operations analysis for TMPs, and the level of detail required for such an analysis is considered beyond the scope of a typical traffic impact study. Furthermore, the time period, mode of operation, and specific management strategy for corridors subject to a TMP may vary significantly from year to year, depending on specific objectives, field observations, enforcement levels, and driver acceptance.

B. Review of General Plan Amendments

This Action Plan was developed using land use forecasts that generally reflect future land development allowed within the framework of the adopted General Plans for jurisdictions within East County. General plan amendments enacted after adoption of the Action Plan could therefore adversely affect ability to meet the Action Plan goals, policies and objectives.

The CCTA *Implementation Guide* requires that each Action Plan contain a process for notification and review of the impact of proposed general plan amendments that exceed a specified threshold size. Accordingly, the process outlined below has been adopted by TRANSPLAN.

1. Procedure for Review of General Plan Amendments

The development review process identified in Action C-3 pertains to the review of General Plan Amendments. In addition to the project review procedures, the following procedures are to be followed for general plan amendments that generate more than 100 net peak hour vehicle trips:

The jurisdiction considering the amendment must either demonstrate that:

- The amendment will not violate Action Plan policies or the ability to meet Action Plan traffic service objectives, or
- Propose modifications to the Action Plan that are acceptable to TRANSPLAN and will prevent the general plan amendment from adversely affecting the regional transportation network.

If neither of these can be done, approval of the general plan amendment by the lead jurisdiction may lead to a finding of non-compliance with the growth management program.

C. Schedule for Action Plan Review

The Action Plans should be periodically reviewed for effectiveness, and updated if there are significant changes in local or regional conditions. See Chapter 3 of the CCTA *Growth Management Program Implementation Guide* for guidance on the development and updates of Action Plans.

In general, the Action Plan review process involves:

- Regular monitoring of traffic conditions on regional routes and reporting to TRANSPLAN on MTSO performance.
- If any of the MTSOs have not been met, TRANSPLAN may consider preparing a focused revision to the Action Plan.
- A complete review of the Action Plan should be made on a four- to five-year cycle.
- Individual corridors may be reviewed as deemed appropriate by TRANSPLAN.

D. Implications for Compliance with the Measure J Growth Management Program (GMP)

The CCTA *Implementation Guide* describes the GMP conditions for compliance that relate specifically to Routes of Regional Significance and the Action Plans as listed below:

1. Participating in the preparation and adoption of Action Plans.
2. Implementation of actions to attain MTSOs.

3. Placing conditions on project approvals consistent with the Growth Management Strategy.
4. Circulation of environmental documents as specified in the Action Plan and consistent with Authority policy.
5. Participation in the General Plan Amendment review procedure.

If, however, through CCTA's monitoring program it is determined that the MTSOs are not being met, then this information would be conveyed to TRANSPLAN for consideration in its periodic review of the Action Plan. The *Implementation Guide* states that if satisfactory progress is observed, then implementation of the Action Plan will continue. If progress has not been satisfactory, a revision to the Action plan may be necessary.

Process for Addressing MTSO Exceedances

From time to time, the MTSOs are monitored to determine whether they are being achieved. In addition, the MTSOs are evaluated to determine if they can be achieved in the future. For this update to the Action Plan, the MTSOs were monitored in 2013, and the traffic forecasts were prepared and evaluated for 2040. In both cases, exceedances of the adopted MTSOs were observed.

Under adopted CCTA policy, exceedance of an MTSO does not constitute a compliance issue with the Growth Management Program.

The primary purpose of the MTSOs is to provide TRANSPLAN with a quantitative measure of transportation system performance that can be consistently applied as a metric for gauging the impacts of future growth and mitigating those impacts. The MTSOs that TRANSPLAN has adopted for its Plan are by no means the "lowest common denominator." To the contrary, they reflect TRANSPLAN's broader objective to ensure an acceptable level of mobility for its residents and workers to sustain the economy and maintain quality of life.

It is not surprising, therefore, given the level of expected growth in East County, coupled with the constraints on adding new capacity to the system, that some MTSOs may be exceeded either today or in the future.

When an exceedance has been determined, either through monitoring or during the Action Plan update process, the only action required under this Plan is that TRANSPLAN

document the condition, and continue to monitor and address the MTSOs in future updates to the Plan under the timeframe established in this chapter.

In the case where a proposed development project or General Plan Amendment causes an exceedance, or exacerbates a situation where an already exceeded MTSO is worsened, then the procedures in this chapter regarding development application review and general plan amendments shall apply.

