

# TRANSPLAN Technical Advisory Committee

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)

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**September 19, 2023 – 1:30 to 3:30 p.m.**

**Meeting Location:**  
**Antioch City Hall, Third Floor Conference Room**  
**200 H Street, Antioch, CA 94509**

**Virtual meeting call-in/log-in information:**  
<https://cccouny-us.zoom.us/j/88007821476>

**Or Telephone:**  
**Dial:**  
**USA 214 765 0478 US Toll**  
**USA 888 278 0254 US Toll-free**  
**Conference code: 841892**

## 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 [♦])**

**Item 1: Public Comment:** The public will have an opportunity to comment on items not on the agenda.

**Item 2: RECEIVE Update on Draft 2023 Contra Costa Congestion Management Program (CMP).** Contra Costa Transportation Authority staff will present the Draft 2023 CMP, with a focus on the update of the Comprehensive Transportation Project List (CTPL) by local sponsors to support the CMP-CIP, as well as the CTP and RTP project lists. ♦ **Page 2**

**Item 3: Adjourn to Tuesday, October 17, 2023, at 1:30PM, or other date/time as deemed appropriate by the Committee.**

*The TAC meets on the third Tuesday of each month, 1:30 p.m., third floor conference room at Antioch City Hall. The TAC 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 Robert Sarmiento, TRANSPLAN staff person, at least 48 hours prior to the starting time of the meeting.*



## MEMORANDUM

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To: Contra Costa Project Sponsors

cc: RTPC Managers

From: Matt Kelly, CCTA

Date: August 17, 2023

Re: Updating of the Authority's Comprehensive Transportation Project Listing (CTPL) for Development of the Seven-Year Capital Improvement Program for the 2023 Congestion Management Program (CMP-CIP), and the 2025 Countywide Transportation Plan (CTP) and 2026 Regional Transportation Plan (RTP) – 'Plan Bay Area 2050+ project lists.

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Beginning in August, CCTA will open the new CTPL project entry website for editing by local project sponsors in Contra Costa. The primary focus of this opening of the database is for project sponsors to provide updated project information and addition of new projects for potential inclusion in the 2023 CMP's 7-year CIP, the CTP long-range project list, and/or the Plan Bay Area 2050+ financially committed project list. The CIP is a State-required component of the CMP, and upon adoption, is incorporated into the Regional Transportation Improvement Program by MTC. By definition, the CIP should include any projects seeking Federal, State or local funding in the next seven years. The CTP and RTP project lists are based on a 25-year horizon, and will consider projects that may have a longer development timeline.

Because of this, it is extremely important that project sponsors verify that their projects are included in the CTPL (from which the CIP, CTP and RTP project listings are derived), and that the information found therein is current. New projects are also eligible to be added to the CTPL at this time, provided that the project has a sponsor, a complete description/location, and a cost estimate. Adding any new system capacity-

increasing projects are particularly important for the RTP project list, as they must be modeled by MTC as part of the RTP environmental analysis.

During our recent review of the CTPL, we found projects with missing fields, projects with outdated status and costs, as well as projects whose scope and schedule have changed over time. We therefore encourage project sponsors visit the online database, examine each of their projects in the database, and check the entries for completeness and accuracy, while also paying special attention to the following fields:

- **Project Cost** – Every project in the CTPL *must* have a project cost associated with it. We understand that this may be difficult to pinpoint for long-range projects, so an educated estimate is sufficient;
- **Project Description** – Each project should contain an accurate and thorough description of project components and physical location so that it can be mapped and incorporated into the Countywide Model (if model-able);
- **Project Status/Phase** – Once a project moves from design to construction, or construction to completion, these fields need to be updated. If a project is no longer being pursued by its sponsoring agency, it must be changed to ‘No Longer Supported’, or it will continue to appear in active project lists.
- **Project Funding** – When adding funding sources to a particular project, only include committed funding sources and amounts. Many sponsors have included “unidentified” as the funding source – if the funding source is not identified, it shouldn’t be listed as committed.
- **Completion Date** – In order to provide accurate escalated project costs, having an accurate completion date is very important, as well as for coding the Countywide Model to include the project in the future model network.

Instructions for obtaining access to the CTPL website are attached to this memorandum, and the deadline for editing or entering projects is Friday, October 13<sup>th</sup>. If you have any questions or need help accessing the website, please contact me at (925) 256-4730 ([mkelly@ccta.net](mailto:mkelly@ccta.net)).

## Planning Committee **STAFF REPORT**

**Meeting Date:** September 07, 2023

<b>Subject</b>	<b>Release of the Draft 2023 Congestion Management Program (CMP) for Contra Costa</b>
<b>Summary of Issues</b>	As the Congestion Management Agency (CMA) for Contra Costa County, the Authority is responsible for preparing and updating the CMP biennially. The Authority adopted its first CMP in 1991, making the 2023 CMP the Authority’s sixteenth update. Staff have prepared the Draft 2023 CMP for circulation, review, and comment by the Regional Transportation Planning Committees, Technical Advisory Committees, and other interested parties. Comments received will be incorporated into a Final 2023 CMP, which will be presented to the Authority Board at a publicly noticed meeting in December 2023 for adoption consideration and once approved, will be transmitted to the Metropolitan Transportation Commission (MTC) per CMP requirements.
<b>Recommendations</b>	Staff seeks approval to release the Draft 2023 CMP to interested parties for review and comment.
<b>Staff Contact</b>	Matt Kelly
<b>Financial Implications</b>	Projects listed in the CMP-Capital Improvement Program (CIP) are eligible for a variety of State and Federal funding programs.
<b>Options</b>	The Authority Board may wish to revise the Draft 2023 CMP.
<b>Attachments</b>	<p><b>A.</b> Draft 2023 CMP Executive Summary</p> <p><b>B.</b> Draft 2023 CMP located at <a href="http://www.ccta.net">www.ccta.net</a></p>
<b>Changes from Committee</b>	N/A

## Background

As the designated CMA for Contra Costa County, the Authority is required to prepare a CMP and update it every other year. The Authority prepared its first CMP in 1991; the 2021 CMP comprises the sixteenth update. As with previous CMPs, the 2023 CMP focuses on updating the projects in the required seven-year CIP, demonstrating consistency with the current Regional Transportation Plan (RTP), and responding to legislative and other policy changes that have occurred over the preceding two years. Many requirements of the 2023 CMP remain unchanged since the 2021 CMP and do not require updating.

A major California legislation affecting CMP requirements, Senate Bill 743 (SB743), was passed in September 2013, which removed Level-of-Service (LOS) as a standard of significance under the California Environmental Quality Act of 1970 (CEQA). The legislation called for the Governor's Office of Planning and Research (OPR) to revise the CEQA Guidelines and provide an alternative measure for determining the impact of new development and transportation improvements. The rationale for changes to the traffic impact analysis, under CEQA, is that at in-fill locations, LOS standards primarily impact the "last in", or the latest development in a particular location, due to cumulative impacts, while earlier developments do not exceed the LOS standard. The updated draft CEQA guidelines were issued in January 2016, where OPR recommended the use of Vehicle Miles Traveled (VMT) as the new measure that would serve as the replacement for LOS. The guidelines that were adopted by the Department of Natural Resources in December 2018 became required statewide on July 1, 2020. To date, it is unknown how changes to the transportation metric in the CEQA guidelines will affect the requirement for using LOS in analyzing the CMP network. The State has yet to indicate how they will align these varying requirements.

The key changes staff anticipates being addressed in the 2023 CMP are primarily limited to technical updates and amendments related to Authority policies and practices that have changed since the 2021 CMP, and addressing MTC's 2023 CMP Guidance (February 2023), which include:

- Discussion of the relationship and consistency with the RTP – Plan Bay Area 2050+ (Chapter 1).
- Discussion of the changes to the Growth Management Program (GMP) due to the statewide implementation of SB743 (Chapter 2).

- Documentation of the Authority's travel demand forecasting model – The Countywide Model, including the Decennial Model Update effort with Alameda County Transportation Commission (Chapter 7).

### **Required Components of the Congestion Management Program (CMP)**

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

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

The CMP legislation also requires each CMA to prepare and maintain a computerized travel demand model, including a land use database. Under separate cover from the CMP, the Authority will demonstrate consistency with the regional MTC model, and its land use inputs. Also under separate cover, the Authority will publish the CMP Traffic Monitoring Report, which provides the bi-annual monitoring results of the CMP network and intersections. Comments on the Draft 2023 CMP will be due on Friday, October 31, 2023. Comments received and projects included in the CIP will be incorporated and forwarded to MTC as part of the Final 2023 CMP that will be taken to the Authority Board for consideration of adoption in December 2023.

**2023 Congestion Management Program (CMP) Update Schedule**

March/April/May 2023	Monitoring of CMP and Action Plan Standards (complete)
August 2023	Comprehensive Transportation Project List Open for Project Edits (through October 13, 2023)
September 2023	Draft 2023 CMP Released for Comment
October 2023	Release of CMP Monitoring Results
October 31, 2023	Draft 2023 CMP Comments Due
December 2023	Authority Board Considers Adoption of the Final 2023 CMP

Staff seeks approval to release the Draft 2023 CMP to interested parties for review and comment.

# 2023 Congestion Management Program for Contra Costa

## Executive Summary

As the designated Congestion Management Agency (CMA) representing the jurisdictions of Contra Costa County, the Contra Costa Transportation Authority (the Authority) is responsible for preparing and adopting a Congestion Management Program (CMP) and updating it every other year. The Authority adopted the county's first CMP in October 1991. This document — the 2023 Contra Costa CMP — comprises the sixteenth biennial update.

This update, which was prepared with help from and consultation with representatives of local, regional and State agencies, transit operators and the public, responds to changes in regional transportation planning, projects, and programs made since 2021. The 2023 CMP focuses primarily on bringing the required seven-year Capital Improvement Program (CIP) up-to-date, while also responding primarily to technical changes and corrections from the 2021 CMP, including:

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



- **Capital Improvement Program (CIP)** – The seven-year CIP (Appendix E) project listing has been updated with current information from project sponsors and calls-for-projects to support the Regional Transportation Plan (RTP) update and Transportation Expenditure Plan (TEP) development.

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

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

The CMP legislation also requires each CMA to prepare and maintain a computerized travel demand model, including a land use database. To meet this requirement, the Authority has developed and maintains a countywide model that runs using TransCAD® software. In 2010, the Authority undertook a comprehensive update of its model inputs and processes, and in 2022 completed an update of the model with the adopted Plan Bay Area 2050 land use forecasts (*Projections 2021*) for use in the development of the the Action Plans for Routes of Regional Significance, the Countywide Transportation Plan (CTP), and other planning efforts. The status of the travel demand model is discussed further in Chapter 7 and Appendix H. Appendix H also describes the approach taken for the current CMP model update, including consistency of the Authority’s CMP model to the modeling guidelines of the Metropolitan Transportation Commission (MTC) and to the new modeling requirements of SB 375.

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

The CMP overlaps considerably with the Contra Costa Growth Management Program (GMP) established by county voters through Measure C (1988) and Measure J

(2004). Both programs contain similar requirements and have similar structures. Under the GMP, jurisdictions that comply with the program are allocated 18 percent of total sales tax revenues to maintain or improve local streets and roads. Under the CMP, local jurisdictions that meet the CMP compliance requirements receive a portion of the gas tax revenues established in Proposition 111. In both cases, the Authority evaluates local compliance through the Measure J Checklist. While State and regional agencies do not have a role in evaluating local compliance, MTC does play an important role in the establishment of regional conformance guidelines, with an emphasis on modeling and land use data consistency.

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

Following its adoption, the Authority will submit the 2023 CMP to MTC. As the regional transportation planning agency in the San Francisco Bay Area, MTC is required to evaluate the CMP's consistency with MTC's Regional Transportation Plan (RTP) and with the CMPs of other counties in the Bay Area. If it finds that the Contra Costa CMP is consistent with the RTP, MTC will incorporate the projects listed in the CMP's seven-year CIP into MTC's Regional Transportation Improvement Program.

## **SUMMARY OF CMP COMPONENTS AND CHANGES FROM THE 2021 CMP**

### **CHAPTER ONE: INTRODUCTION AND OVERVIEW**

Chapter 1 describes the adopted Regional Transportation Plan, Plan Bay Area (PBA) 2050, which was adopted by MTC in October 2021. Pursuant to SB 375, the 2021 RTP includes a Sustainable Communities Strategy (SCS) – which is aimed at achieving a 15% reduction in greenhouse gas (GhG) emissions from cars and light trucks by 2035. The 2023 CMP update documents consistency with the adopted 2021 RTP.

**Changes from the 2021 CMP** – The concept of CCTA opting out of the CMP process is discussed in this chapter.

### **CHAPTER TWO: LEVEL OF SERVICE STANDARDS**

Chapter 2 describes the designated CMP network of State highways and principal arterials, and the level-of-service standards that apply to that network. Consistent with the CMP legislation, the CMP network includes all State highways within Contra Costa. "Principal arterials" are also part of the CMP network. These are defined as arterials that are at least four lanes wide for a mile in length, carry at least 20,000 vehicles each day, and have been designated by the appropriate regional transportation planning committee (RTPC). Also consistent with the CMP legislation, the Authority has established a level-of-service standard of LOS E for all parts of the CMP

network except those that were already operating at worse levels of service in 1991. Due to changes in the transportation metric in CEQA subsequent to passage of SB 743 in September 2013, and implementation in July 2020, the Authority has revised the Measure J GMP to reflect the new vehicle miles traveled (VMT) metric required by CEQA.

**Changes from the 2021 CMP** – The 2023 CMP Update discusses the changes from LOS to VMT statewide under SB 743, as well as potential impacts to the CMP legislation, of which LOS is currently a required performance measure.

### **CHAPTER THREE: PERFORMANCE ELEMENT**

Chapter 3 outlines measures to evaluate the current and future performance of the multimodal system for the movement of people and goods. To build on and take advantage of the cooperative planning effort required under the Measure J GMP, the performance measures established in the CMP are taken from the Multimodal Transportation Service Objectives (MTSOs) in the 2017 update of the Action Plans for Routes of Regional Significance. These measures apply to the CMP network, all of which are also Regional Routes. Performance measures used in the 2017 CTP have also been included in the update. Changes to standards for transit performance, routing and measures of frequency by the Contra Costa transit operators made since 2021 have been incorporated.

**Changes from the 2021 CMP** – The 2023 CMP has incorporated the latest performance measures used by the Authority in various planning efforts, as well as changes to the transit measures as indicated by the County's five transit providers. Minor updates have been made to this chapter to address changes that have occurred since 2021.

### **CHAPTER FOUR: CAPITAL IMPROVEMENT PROGRAM**

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

**Changes from the 2021 CMP** – The Comprehensive Transportation Project List, or CTPL, is the financially unconstrained repository of projects and programs that agencies in Contra Costa and the region are interested in pursuing. The 2023 CMP

CIP outlined in this chapter and in Appendix E are derived from the projects included in the CTPL database, which has been updated as part of the update of the Countywide Transportation Plan and Transportation Expenditure Plan development processes. The CIP includes projects to be funded through several different sources. These sources include the RTIP, OBAG3, and RM3 programs, TFCA projects, and developer-funded projects where funding through fee programs is imminent as well as the Authority's own Strategic Plan. Local projects may also see an influx of funding due to passage of California's Senate Bill 1, which provides for a 12-cent increase in the state gas tax, and a vehicle license fee, with revenues being directed towards local street maintenance and transit operations. In addition, voters passed a toll bridge increase in the Bay Area ("Regional Measure 3") in 2018 in order to fund major regional projects that serve the seven toll bridge corridors. This funding has been held in litigation since 2018, but in early 2023 the funds were ruled to be made available to the eligible projects identified in RM3.

#### **CHAPTER FIVE: LAND USE-TRANSPORTATION EVALUATION PROGRAM**

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

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

**Changes from the 2021 CMP** – Minor updates have been made to this chapter to address changes that have occurred since 2021.

#### **CHAPTER SIX: TRANSPORTATION DEMAND ELEMENT**

The Travel Demand Element in Chapter 6 builds on the transportation demand management activities established through the GMP, continued under Measure J. The program requires local jurisdictions to adopt a Transportation Systems Management (TSM) Ordinance that establishes policies for participation with other jurisdictions or

resolution in efforts to achieve TSM goals, and to incorporate these TSM goals into the jurisdiction's land use review and planning process.

**Changes from the 2021 CMP** – The section has been updated to include references to Housing Protection and Surplus Lands Act requirements under OBAG and the adoption of Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) by local jurisdictions as part of the SCS. An update to the descriptions of TDM activities in Contra Costa has also been included.

## **CHAPTER SEVEN: TRANSPORTATION DEMAND MODELING**

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

**Changes from the 2021 CMP** – This chapter has been updated to reflect changes made to the Countywide Model since 2021, including the decision to migrate to an activity-based modeling platform during the 2020 Decennial Model Update process, which includes partnering with the Alameda County Transportation Commission (Alameda CTC) to manage and fund the project.

## **CHAPTER EIGHT: DEFICIENCY PLAN PROCEDURES**

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

**Changes from the 2021 CMP** – No changes to the Deficiency Planning chapter have been made.

## **CHAPTER NINE: LOCAL COMPLIANCE REQUIREMENTS**

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

**Changes from the 2021 CMP** – No changes to this chapter were made.

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