

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)

November 18, 2025 – 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://cccounty-us.zoom.us/j/86530722297>

Meeting ID Code: 8653 0722 297

Join via audio:

**USA 214 765 0478 US Toll
USA 888 278 0254 US Toll-free
Conference code: 198675**

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 the Draft 2025 Congestion Management Program (CMP) Update. Contra Costa Transportation Authority (CCTA) staff will present an update on the Draft 2025 CMP Update. ♦ **Page 2**

Item 3: DISCUSS and RECOMMEND appointment of a TRANSPLAN staff representative to the CCTA Technical Coordinating Committee (TCC).

Item 4: RECEIVE miscellaneous TRANSPLAN TAC member comments.

Item 5: ADJOURN to Tuesday, December 16, 2025, 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.



Authority Board **STAFF REPORT**

Meeting Date: September 17, 2025

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

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

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

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

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

currently, there is no active legislation.

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

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

Required Components of the Congestion Management Program (CMP)

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

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

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

regional MTC model and its land use inputs.

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

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

2025 Congestion Management Program (CMP) Update Schedule

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

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

2025 Congestion Management Program for Contra Costa

Executive Summary

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

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

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

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

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

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

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

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

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

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

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

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

SUMMARY OF CMP COMPONENTS AND CHANGES FROM THE 2023 CMP

CHAPTER ONE: INTRODUCTION AND OVERVIEW

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

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

chapter two: LEVEL OF SERVICE STANDARDS

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

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

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

CHAPTER THREE: PERFORMANCE ELEMENT

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

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

CHAPTER FOUR: CAPITAL IMPROVEMENT PROGRAM

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

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

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

CHAPTER FIVE: LAND USE-TRANSPORTATION EVALUATION PROGRAM

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

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

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

CHAPTER SIX: TRANSPORTATION DEMAND ELEMENT

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

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

CHAPTER SEVEN: TRANSPORTATION DEMAND MODELING

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

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

CHAPTER EIGHT: DEFICIENCY PLAN PROCEDURES

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

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

CHAPTER NINE: LOCAL COMPLIANCE REQUIREMENTS

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

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