ALAMEDA COUNTY
CONGESTION MANAGEMENT AGENCY

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Memorandum

May 28, 2009
Agenda Item 7.2

Date: May 12, 2009

To: CMA Board

From: Plans and Programs Committee

Subject: 2009 CMP Update: Climate Action

Action
It is recommended that the Board approve the attached revisions to the Travel Demand Management Element and Land Use Analysis Program (Chapters 5 and 6 of the CMP) showing where CMA Climate Action priorities can be incorporated into the CMP and to approve the attached draft CMA Priorities for Climate Action Measures. The Climate Action priorities are based on outcomes of the Board retreat, implementation of legislative requirements (SB 375 and AB 32) and regional plans (T2035 and Focus), and local implementation of Climate Action Plans and related documents.

Discussion
While MTC's "Guidance for Consistency of Congestion Management Programs with the Regional Transportation Plan" encourages CMPs to consider the benefits of greenhouse (GHG) emissions in developing the CMP CIP even though GHG emissions are not currently required in either Federal or State Clean Air Plans, staff would like to begin incorporating ways to address SB 375 and Climate Action strategies in the 2009 CMP. The attached draft CMA Priorities for Climate Action Measures are based on discussion at the December 18, 2009 Board retreat, implementation of legislative requirements (SB 375 and AB 32) and regional plans (T2035 and Focus), and local implementation of Climate Action Plans and related documents. The priorities are grouped by section: Action, Action/Advocacy, Advocacy, and Institutional Roles and by time: short (within 2 years), medium (2 to 10 years) and long (10 to 25 years).

Based on the draft priorities and input from the Plans and Programs Committee and ACTAC at their April and May meetings, the following modifications are recommended for the Travel Demand Management Element and Land Use Analysis Program and (Chapters 5 and 6 of the CMP).

Travel Demand Management Element (Chapter 5)

- Add develop a comprehensive TDM program to support TOD development in addition to the Guaranteed Ride Home program to the Countywide Program. This would help fulfill the TDM requirement of the Congestion Management Program, and would provide alternatives to the SOV, reduce vehicle miles traveled, and help in reducing greenhouse gases.

Land Use Analysis Program (Chapter 6):

- Work toward identifying a standard of multi-modal level of service for the 2011 CMP. Modify the Development Review Process section of the 2009 CMP to identify the need to develop a method of measuring person throughput or trips representing all modes in addition to the standard method of measuring vehicle volume to capacity.

- Refocus the Jobs/Housing Balance, Transit Oriented Development (TOD), and Regional Agencies Smart Growth Strategy sections of the chapter to be oriented to SB 375 and Climate Action. Include a discussion of TOD, CEQA, parking standards and policies, traffic impact fees, monitoring and evaluation of emissions, and Sustainable Communities Strategy/Alterative Planning Strategy. Incorporate draft policies matrix.

Staff has modified the CMP chapters to reflect these changes.

4/23/2009 DRAFT CMA PRIORITIES FOR CLIMATE ACTION MEASURES

	Short (within 2 years) 2009-11	Medium (2 - 10 years) 2011-19	Long (10 - 25 years) 2019-34
Action	Technical assistance to local jurisdiction Climate Action Programs		
	Transit Oriented Development (TOD) programs - existing and expansion		
	Transporation Demand Management (TDM) programs - existing and expansion and monitoring		
Action/ Advocacy	Parking standards/policies		
	CMP - strengthen LU & TDM elements		
		Emissions - monitoring & evaluation	
		Traffic impact fee	
	Improvements in freight/services transportation		
	Standards of multi-modal level of service (person throughputs) and standards for modeling Vehicle Miles Travelled		
	Transit service improvements - trips competitive with driving times		
Advocacy	New (not redirected) revenues for climate action implementation		
	Stronger vehicle fuel efficiency and emissions standards		
	CEQA reform		
	Alternative vehicle and vehicle-fuel technology		
	Improved albedo		
	Green building		
Institutional Roles	Partnerships with other agencies (local, regional, state)		
	Investigate potential for stronger role in land use planning in relation to transportation		

CHAPTER FIVE

Travel-Demand Management Element

Continued economic and population growth in the Bay Area and Alameda County will place an increasing demand on the region's transportation system. Other chapters of the CMP focus on providing a sufficient supply of transportation facilities and services to meet projected demand. This chapter focuses on "demand-related" strategies designed to reduce the need for new highway facilities over the long-term and to make the most efficient possible use of existing facilities to integrate air quality planning requirements with transportation planning and programming.

Regionwide Travel-Demand Management (TDM) programs continue to evolve. This element takes steps toward tailoring such programs to the needs of Alameda County. State law requires that the trip-reduction and TDM Element:

- Promote alternative transportation methods, including but not limited to carpools, vanpools, transit, bicycles and park-and-ride lots;
- Promote improvements in the balance between jobs and housing;
- Promote other strategies, including but not limited to flexible work hours, telecommuting and parking management programs; and
- Consider parking cash-out programs.

The CMA and BAAQMD are required to coordinate the development of trip-reduction responsibilities and avoid duplication of responsibilities between agencies. However, cities and other local jurisdictions can establish their own TDM programs that go beyond what the CMA and BAAQMD develop, but they cannot require employers to implement an employee trip-reduction program unless the program is required by federal law.

ALTERNATIVE TRANSPORTATION METHODS

Both the public and private sectors should encourage the use of alternatives to the single-occupant automobile. By reducing the number of vehicle trips during commute periods, congestion can be reduced and vehicle miles traveled (VMT) under congested conditions can be decreased, thereby improving air quality.

Switching to buses or trains, increasing the number of occupants in each vehicle (autos, vans or buses), or increasing the number of people walking or bicycling will improve the efficiency of the transportation system, particularly during the system's peak periods.

The *Countywide Transportation Plan* recognizes the importance of alternative modes, especially transit. One of the goals of the plan is to improve transit access and increase transit use. In order to accomplish

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this goal, the plan places a priority on securing a reliable source of funding for transit investment and operations.

The following policies and programs—undertaken cooperatively by local government, the CMA, MTC, BAAQMD, Caltrans and the private sector—are intended to:

- Promote the use of transit, carpools, vanpools;
- Increase average vehicle occupancy;
- Encourage bicycling and walking as forms of transportation; and
- Encourage telecommuting to reduce commute travel demand.

INTEGRATING TDM AND CONGESTION MANAGEMENT

Historically, TDM has been isolated from the planning and programming mainstream. It has not been an integral aspect of plans for capital improvement or system management. Nor have individual TDM projects been appraised from a systems or corridor point of view.

Figure 10 shows how TDM activities can be conceptualized as an integral element of an overall strategy of congestion management. They overlap with transportation system management in coordinated implementation of HOV lanes and transit operating subsidies. They also overlap with capital improvements with investment in bicycle and pedestrian facilities, transit capital facilities and construction of HOV lanes, as well as operational improvements to freeways and roadways.

A Balanced travel-demand management Program

A balanced program requires actions that would be undertaken by local jurisdictions, the CMA, MTC, BAAQMD, Caltrans and local transit agencies.

The following policies represent a framework of realistic expectations for proposed actions that should be taken by the CMA and local governments as well as complementary actions that should be taken by regional and state agencies. The basic principle of the program is that travel-demand management activities should be effectively integrated with the CMP so that capital investment, system management and demand management can produce results that make a cumulative contribution to the CMA's efforts to contain congestion, provide alternatives to solo driving and sustain progress toward clean air.

Local Governments

Local governments should adopt site design guidelines that enhance transit and, pedestrian and bicycle access. They should also work with transit agencies to establish bus shelters which display easily understood information about routes and schedules.

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CMA

The CMP should provide a framework for integrating TDM, system management and capital investment in an overall strategy for containing congestion, reducing vehicular emissions and greenhouse gases, providing attractive alternatives to solo driving, and sustaining progress toward clean air.

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The CMA's funding policies should encourage multi-jurisdictional projects, such as SMART Corridors, to promote seamless operations across jurisdictional boundaries, a multimodal approach to system management and system efficiency and safety.

MTC, CMA and BAAQMD

The CMA should seek maximum flexibility for providing its share of ridesharing funding. Historically, the CMA and MTC have funded the regional rideshare program.

Transit Agencies

Transit operators should continue to work with each other to develop cooperative plans for coordinating line-haul and feeder services.

Transit agencies should work with Caltrans to develop cooperative plans for HOV lane express bus service. They should also work with local governments to establish bus shelters that include clear route and schedule information.

ALAMEDA COUNTY TDM PROGRAM

The TDM program , as shown in Table 11, includes four programs, described below.

- a Required Program, which includes those actions local government must take in order to comply with the CMP;
- a Countywide Program, which includes those actions the CMA will take to support and supplement local efforts;
- a Regional Program, which includes those actions state and regional authorities should take to support travel-demand management programs areawide; and
- the Comprehensive Program includes all of the actions above, plus others that can be recommended for employers on an entirely voluntary basis.

Funding sources, lead agency and other partners are provided for each program. Taken together, they represent a fiscally realistic approach to effectively complement the CMA's overall CMP.

Required Program

The Required Program includes those actions local government *must* take in order to comply with the CMP. It requires local jurisdictions to adopt and implement guidelines for site design that enhance transit, pedestrian and bicycle access. Local jurisdictions can satisfy this requirement by:

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- Adopting and implementing design strategies that encourage alternatives to automobile use through local development review prepared by ABAG and the BAAQMD;
- Adopting and implementing design guidelines that meet the individual needs of the local jurisdiction and maintain the intent of the TDM Element to reduce the dependence on single-occupant vehicles; and
- Demonstrating that existing policies meet the intent of the TDM Element to reduce the dependence on single-occupant vehicles.

In order to ensure consistency among all jurisdictions, a TDM Checklist was prepared identifying components that should be included in local design guidelines (Appendix D). The checklist was approved by the Board upon recommendation from ACTAC.

Local jurisdictions are also required to implement capital improvements that contribute to congestion management and emissions and greenhouse gas reduction. This requirement can be satisfied by participating in the state TFCA and the federal STP and CMAQ Program. The CIP incorporates numerous project types and programs that are identified in the Transportation Control Measures (TCM) Plan. The TCMs are listed in Appendix E.

Countywide Program

The Countywide Program includes actions the CMA will take to support the efforts of local jurisdictions. Actions may include financial incentives such as the Parking Cash-out Program, the Guaranteed Ride Home (GRH) Program and support of telecommuting. In February 2009, an evaluation of the GRH program was conducted. The recommendations, approved by the Board, included expanding the GRH program into a comprehensive Transportation Demand Management (TDM) program to support TOD development if new funding could be found and merging the GRH program with other GRH programs in the Bay Area. Expanding TDM program would have the benefit of fulfilling the TDM requirement of the Congestion Management Program and would provide alternatives to the SOV, reduce vehicle miles traveled, and help in reducing greenhouse gases. Merging the GRH program with other GRH programs in the Bay Area would provide economies of scale in marketing and allow the opportunity to incorporate additional commute alternatives.

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Regional Program

The regional Program includes actions state and regional authorities should take to support TDM programs areawide. It also includes actions by MTC, BAAQMD and Caltrans to meet areawide needs. The regional program focuses primarily on financial support for those activities that ensure coordinated transit, HOV lane use, development and/or maintenance of park-and-ride lots, ramp metering and arterial improvements, Americans with Disabilities Act (ADA) and bicycle and pedestrian improvements.

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Comprehensive Program

Comprehensive Program includes all of the actions above. Recognizing that the private sector also has a role in TDM, the Comprehensive Program also includes actions that employers may take on a voluntary basis to promote and encourage alternative modes of travel.

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Table 11—Travel-Demand Management Program

ELEMENTS	FUNDING SOURCES	LEAD AGENCY	OTHER PARTNERS
The Required Program			
Actions local government must take to comply with the CMP, namely, the implementation of:			
Site design guidelines that enhance transit/ pedestrian/bicycle access	n/a	Local	Planners and developers
Capitol improvements that contribute to congestion relief and emissions reduction	TFCA, TSM, STP and FCR	Local, CMA	Neighboring cities, management and transit agency, cyclists
The Countywide Program			
Actions the CMA will take to support and supplement the efforts of local government:			
Guaranteed Ride Home, including merging the GRH program with other GRH programs in the Bay Area and expanding the GRH program into a comprehensive TDM program to support TOD development	TFCA	CMA	Taxis, other providers
Financial incentives for ridesharing and transit use	TBD	CMA	Local, employers
Telecommuting program	TBD	CMA (ABAG)	Local, employers
Support a long-term, stable and reliable source of funding for transit investment and operations	TBD	MTC, transit operators, CMA	Local
The Regional Program			
Actions state and regional authorities should take to meet areawide needs:			
Cooperative funding for regional ride-matching	TFCA, TDA Planning	CMA/AQMD/ MTC	Employers

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ELEMENTS	FUNDING SOURCES	LEAD AGENCY	OTHER PARTNERS
Regional ride home (to complement county program)	TFCA	MTC	CMA
Funding to implement transit coordination	STA, STP, TFCA	MTC	Transit operators
Funding for coordinated implementation of high-occupancy-vehicle lanes, express bus service and park-and-ride facilities	CR, TSM, STP, STA	Caltrans/MTC	Transit operators, CMA, local
Cooperative implementation of ramp metering and arterial improvements	TSM, STP	Caltrans	MTC, CMA
The Comprehensive Program			
All of the actions above, plus the voluntary efforts of employers other than city/county:			
Support Employer Transportation Managers Network	TFCA	Local	Local, employers
Transportation information for new employees	Private	Employers	Voluntary
Preferential parking for carpools, bicycles	Private	Employers	Voluntary
Flexible working hours	Private	Employers	Voluntary
Implementation of shuttle services where needed	TFCA	Employers/ Local	Voluntary by cities, employers

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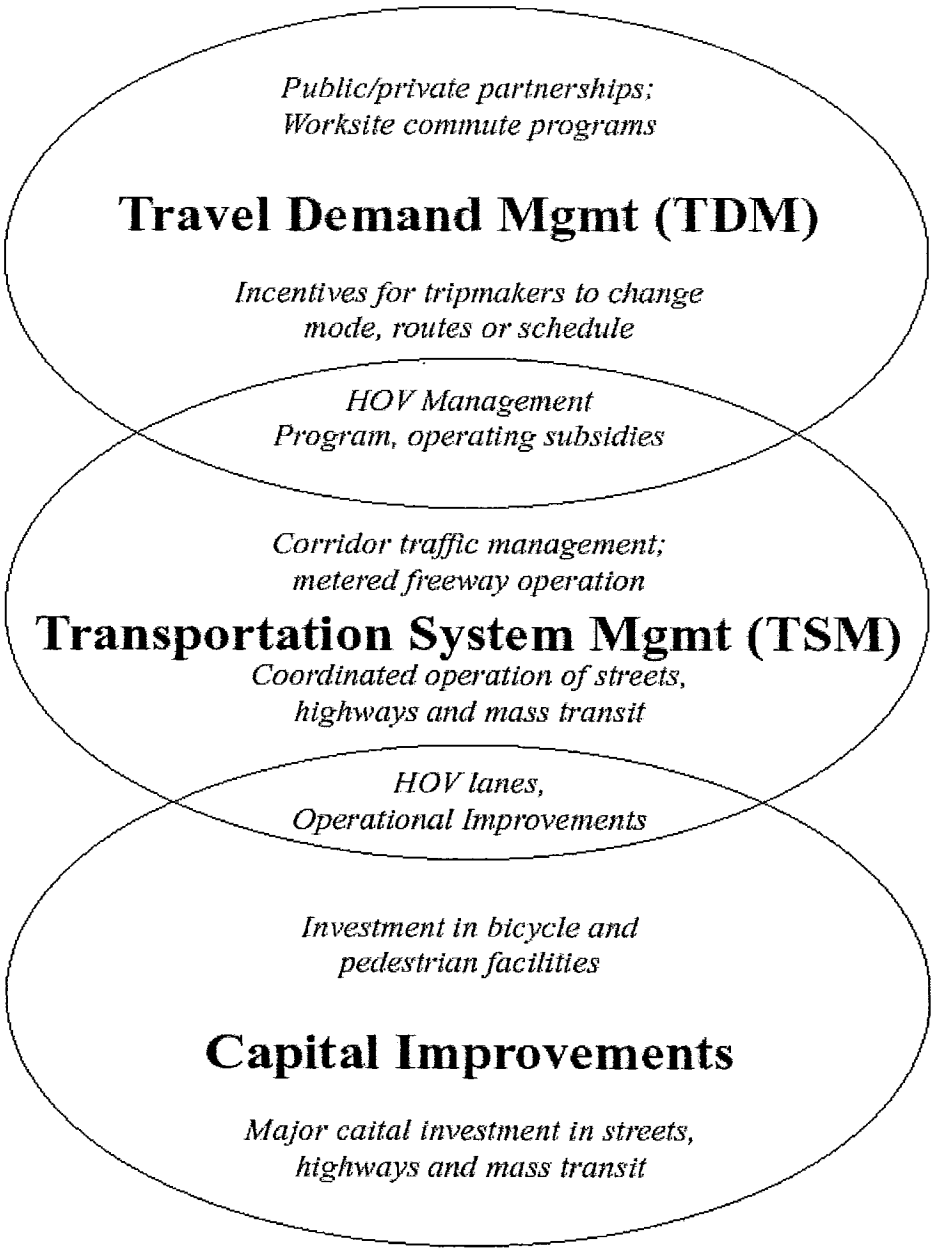
Figure 10—TDM Strategy for Congestion Management



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FUNDING TRIP-REDUCTION PROGRAMS

Transportation Fund for Clean Air

These laws permit the BAAQMD to collect a fee (up to $4 per vehicle per year) for reducing air pollution from motor vehicles and for related planning and programs. The bill specifies the types of programs the fees may be used for as described below:

- Implementation of ridesharing programs (carpooling, vanpooling or transit; other trip-reduction projects, consistent with the county's adopted CMP).
- Purchase or lease of clean-fuel buses for school districts and transit operators.
- Provision of local feeder bus or shuttle service to rail and ferry stations and to airports.
- Implementation and maintenance of local arterial traffic management, including but not limited to signal timing, transit signal preemption, bus-stop relocation and "smart streets."
- Implementation of rail-bus integration and regional transit information systems.
- Implementation of low-emission and zero-emission vehicle programs, demonstration projects in telecommuting (with some restrictions) and in congestion pricing of highways, bridges and public transit.
- Implementation of smoking-vehicles program.
- Implementation of an automobile buy-back scrappage program operated by a governmental agency.
- Implementation of bicycle facility improvement projects that are included in an adopted countywide bicycle plan or CMP.
- Design and construction by local public agencies of physical improvements that support development projects that achieve motor-vehicle emission reductions. The projects and the physical improvements shall be identified in an approved area-specific plan, redevelopment plan, general plan or other similar plan.

Air quality legislation references the trip-reduction requirement in the CMP legislation and states that congestion management agencies in the Bay Area that are designated as TFCA program managers "shall ensure that those funds are expended as part of an overall program for improving air quality and for the purposes of this chapter (the CMP Statute)." The BAAQMD has interpreted this language to allow a wide variety of transportation control measures—including expansion of eligible transit, rail and ferry projects—to be eligible for funding.

- The TFCA legislation requires the BAAQMD to allocate 40 percent of the revenue to an overall program manager(s) in each county. The CMA has been designated the overall program manager in Alameda County. The CMA developed a program that allocates the funds as follows:A maximum of five percent of the funds for program implementation and administration.

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- 70 percent of the remaining funds to cities/county based on population with a minimum of $10,000 to each jurisdiction; city/county population will be updated annually based on State Department of Finance estimates.
- 30 percent of the remaining funds allocated to transit related projects; all eligible applicants may apply for these funds for transit-related projects.
- A city or the county, with CMA Board approval, may choose to roll its annual 70 percent allocation into a future program year. Any 70 percent funds not used by a city/county will be added to the available funds for the current year discretionary program.
- With CMA Board approval, a local jurisdiction may request programming of a multi-year project using its current and projected future year share of the 70 percent funds.

Surface Transportation Program

MTC and the CMA both perform administrative functions for programming STP funds. For TDM purposes, the following projects could be eligible for STP funds: highway projects including HOV lanes, signalization, transit projects and bike and pedestrian projects.

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Congestion Mitigation and Air Quality Program

MTC and the CMA both perform administrative functions for programming CMAQ funds. For TDM purposes, projects that are eligible include those types of transportation projects that improve air quality, such as ridesharing, bicycle and pedestrian projects.

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FINANCIAL INCENTIVE PROGRAM

A parking cash-out program is defined as an employer-funded program under which an employer offers to provide a cash allowance to an employee equivalent to the parking subsidy that the employer would otherwise pay to provide the employee with a parking space. Parking cash-out programs apply to employers of 50 or more persons in air basins designated as "non-attainment" areas. Parking subsidy is the difference between the out-of-pocket amount paid by an employer on a regular basis in order to secure an employee parking space not owned by the employer and the price, if any, charged to an employee for use of that space.

Demonstration Program

A demonstration financial incentives program for public agencies was implemented in Alameda County in 1997 for one year. The purpose of the demonstrations were to provide an opportunity for employees to choose alternative ways to get to work other than driving alone, to study the effectiveness of the program and to find out whether increasing the incentives available made a difference in program participation. The ultimate goal was to reduce single-occupant vehicle use.

The results showed that there is potential for changing commute choices if continuous sources of revenues could be found. Based on the results of these demonstration programs and guidelines developed by the California Air Resources Board, policies will be developed to guide the CMA's implementation of

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this component of the CMP. Although this section of the CMP describes programs funded by TFCA and the state Petroleum Violation Escrow Account, it should be noted that other jurisdictions in Alameda County provide transit subsidies or other types of financial incentives to their employees (e.g., City of Alameda, City of Pleasanton, City of Hayward STRIDES Program). Report on the 1997 Parking Cast-out Program is available at the CMA office.

DYNAMIC RIDESHARING

Dynamic ridesharing provides a new alternative to traditional ride-matching and carpool programs by maximizing flexibility and accommodating last minute requests for ride matches. Rather than commuters forming traditional daily carpools, dynamic ridesharing participants request ride matches only on days when they want to share a ride. The major benefits are that it requires minimal advance planning and accommodates changing travel times reducing the barriers to carpooling.

Pilot Project

In 2005 and 2006, the ACCMA in collaboration with EDF/RideNow!, Inc., implemented the dynamic ridesharing pilot project, known as RideNow[20], at the Dublin/Pleasanton BART station. It was funded by a grant from the Federal Highway Administration (FHWA) to implement, test and evaluate a dynamic ridesharing pilot project designed by RideNow, Inc.

RideNow is an automated system that enabled BART patrons to request carpool partners just minutes before they left home in the morning, or while on the BART train returning home in the evening. It provided both web and automated telephone ("Interactive Voice Response") access for users. RideNow matched riders within a short time frame providing 'instant matches".

The Pilot project goals were to:

- Establish if dynamic ridesharing can provide a viable new travel option.
- Test the effectiveness of the program from a technical, administrative, marketing, cost and operational perspective.
- Assess the level of interest and usage in the program and evaluate its benefits and limitations.
- Determine the feasibility and applicability of expanding the program beyond the duration of the pilot project as well as to other locations within Alameda County or the San Francisco Bay region.

Based on feedback from participants and the participating agencies, the program did have value for people who desire to carpool, but have complex commutes that do not permit participation in more traditional carpool programs. However, more information is needed about how many people would be attracted to this type of flexible program compared to other ridesharing or TDM programs designed to get people out of their single occupant vehicles and if the program would be cost effective. Both agencies and program participants believe that if the program were continued it would need to be substantially

[20] The name RideNow is used by permission by RideNow! Inc.

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simplified and that increased marketing activities to target audiences and more time to build volume would be needed.

CONGESTION PRICING STRATEGIES

In 2002, the CMA secured funding from MTC, Caltrans and the FHA to conduct a feasibility study for a high-occupancy toll lane in the I-680 corridor (now known as Smart Carpool Lane). The study evaluated a number of pricing options and analyzed a number of key factors such as physical constraints, institutional opportunities and constraints, operational issues and revenue potential. The study concluded in April 2003, found that a Smart carpool lane would be operationally, physically and financially feasible.

Subsequently, AB 2032 (Dutra, 2004) authorized implementation of the I-680 HOT lane (also known as Smart Carpool Lane). The project is currently in construction is expected to be in open to traffic in Fall 2010. The legislation also approved a second HOT lane in the County. The CMA Board approved I-580 as a candidate corridor, and it is currently in design. The I-580 HOT lanes are anticipated to be open to traffic in Summer 2011.

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The CMA will continue to investigate the following pricing concepts: off-peak transit fare discounts and parking ticket surcharges by Alameda County jurisdictions with revenues to be used for transit. Initially, Free Transit on Spare the Air Days, another pricing concept, was to be investigated for implementation by the ACCMA. However, considering the regional nature of the issue, in 2006, MTC in partnership with BAAQMD and 24 transit operators across nine Bay Area counties launched "Spare the Air/Free Transit Program". In 2006 through 2008, transit fares were free during three to four non-holiday "Spare the Air" weekdays. Starting in 2009, the Spare the Air Day campaign will still be in effect, but because of lack of funding Free Transit Days will no longer be offered.

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COMPLIANCE/CONFORMANCE

The CMA must annually monitor conformance with the adopted CMP. Among other requirements, the CMA must determine if each city and the county has adopted and implemented a trip-reduction and travel-demand ordinance. In the early 1990s, a transportation control measure in the region's Clean Air Plan required employers with 100 or more employees to conduct activities to encourage an increase in the use of alternatives to driving alone. BAAQMD oversaw implementation of this program; however, later legislation prohibited mandatory employer-based trip-reduction programs. The CMA therefore cannot require such programs in determining whether cities or the county are in compliance with the CMP.

Local jurisdictions shall have until September 1 of each year to adopt and implement the Required Program, which focused on adoption and implementation of site-design guidelines and adoption and implementation of a Capital Improvement Program.

If the CMA finds that a local jurisdiction has not adopted and implemented the Required Program, it may find the local jurisdiction in "non-conformance." At the time of the finding, the CMA would provide recommendations for corrective actions. If after 90 days the local jurisdiction is still in non-conformance,

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the CMA is required to provide notice to the CTC and the State Controller. The notice includes the reasons for the finding and evidence that the CMA correctly followed procedures for making the determination.

The State Controller would then withhold the non-conforming jurisdiction's increment of subventions from the fuel tax made available by Proposition 111, and the jurisdiction will not be eligible to receive funding for projects through the federal STP and CMAQ Program.

If within the 12-month period following the receipt of a notice of non-conformance, the CMA determines that the city or county is in conformance, the withheld Proposition 111 funds will be released. If after the 12-month period the city or county has not conformed, the withheld Proposition 111 funds will be released to the CMA for projects of regional significance included in the CMP or a deficiency plan.

LOCAL GOVERNMENT RESPONSIBILITIES

In order to be found in conformance with the CMP, local jurisdictions must:

- By September 1 of each year, certify to the CMA that it has adopted and implemented site design guidelines that enhance transit/pedestrian access and implemented capital improvements that contribute to congestion management and emissions reduction.
- Local jurisdictions have until September 1 of each year to adopt and implement the Required Program.

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CHAPTER SIX

Land Use Analysis Program

A CMP must contain a program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems. The program must generally be able to estimate the costs associated with mitigating those impacts, as well as provide credits for local public and private contributions to improving regional transportation systems.

The law does not change the role of local jurisdictions in making land use decisions or in determining the responsibilities of project proponents to mitigate possible negative effects of projects. However, the CMA has the ability to apply certain sanctions, as described in Chapter 8, if the local agency does not comply with the requirements of the law.

The intent of the Land Use Analysis Program is to:

- Better integrate local land use and regional transportation facility decisions;
- Better assess the impacts of development in one community on another community; and
- Promote information sharing between local governments when the decisions made by one jurisdiction will have an impact on another.

The Land Use Analysis Program is a process designed to improve upon decisions about land use developments and the investment of public funds on transportation infrastructure in Alameda County. To work best, the CMA is involved at the very early stages of the development process, maximizing intergovernmental contacts before major decisions are completed. The process is intended to work in a positive, cooperative fashion that supports the needs of local, county, regional and state governments.

WHAT'S INCLUDED IN THE LAND USE ANALYSIS

With the passage of the federal ISTEA of 1991, MTC was required to develop a MTS that included both transit and highways. MTC contracted with the CMAs in the Bay Area to help implement the federal legislation and to use the CMPs to link land use decisions to the MTS. Therefore, a distinction is made between the CMP-network, which is used for monitoring conformance with the LOS standards and the MTS, which is used for the Land Use Analysis Program.

In 2005, MTC updated the MTS roadways to include Rural Major Collector and higher as classified in the Federal Functional Classification System (FFCS) for the purposes of determining Pavement & Non Pavement maintenance and rehabilitation needs and eligibility for regional funding for that purpose. The update was done because over the years the MTS has been increasingly identified with distribution of regional funding to the local jurisdictions rather than the originally intended system management and

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planning purposes. The revised MTS represents an increase in ratio of mileage of MTS roadways classified as collectors and above from 8% to 28%. ACTAC reviewed the updated MTS roadways developed for funding purposes and determined that it was too detailed for system management and planning purposes. The original MTS will continue to be used for Land Use Analysis Program purposes.

By using the MTS for the Land Use Analysis Program, impacts on the CMP-network will continue to be identified, since it is a subset of the MTS. The broader definition of "regional transportation systems" will encourage early identification of impacts on a larger system of roadways and explicitly include transit system impacts. Proactive responses to potential impacts may occur during:

- Corridor or areawide studies;
- Preparation of local or regional CIP; or
- Environmental review of specific land developments and transportation improvements.

The CMA acts as resource to local governments in analyzing the impacts of proposed land use changes on regional transportation system. This includes providing the travel-demand model to produce forecasts for proposed General Plan Amendments (GPA) and other large-scale developments, if the local jurisdiction publishes a Notice of Preparation (NOP) for an Environmental Impact Report (EIR). CMA staff could be involved in discussing impact assessment approaches and impacts on the MTS. CEQA already provides a framework for such assessments. The CMP process maximizes use of the CEQA process, while also filling in some gaps that the Act may not address.

PROJECTS SUBJECT TO REVIEW

The purpose of the CMA review of projects is to assure that regional impacts are assessed, appropriate mitigations are identified, and that an overall program of mitigations can be implemented. The CMA will review transportation analyses of proposed land developments when a GPA and/or an EIR are required. For EIRs, the CMA will review and comment appropriately on NOP, draft, supplemental and final documents. A description of each of these follows.

Projects Requiring General Plan Amendments

The CMP identifies GPAs as the most appropriate stage of review to consider because:

- GPAs are normally processed well before any construction takes place. This provides more time for transportation impacts to be analyzed and mitigated than would be available if the review took place closer to actual project construction.
- GPAs may only be considered by a city or county four times during any calendar year, by state law. This reduces the complexity and effort involved in CMA review.

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Some cities within Alameda County charge traffic-impact fees to pay for road improvements. The Tri-Valley Transportation Council approved a sub-regional traffic mitigation fee in early 1999. The fee is applied to regional transportation improvements in the Tri-Valley Transportation Expenditure Plan. The City of Livermore also adopted a traffic-mitigation fee in 2001 to fund regional transportation projects in Livermore. If such an areawide traffic- and/or transit-impact fee is adopted in the future, it will include a system of credits, so that developments that have paid once for a regional traffic (and/or transit) improvement will not be unfairly "double billed" for contributions to the same improvement. Credits for some local impact improvements may also be considered.¶

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- Most (but not all) GPAs are of a significant size.

Projects Consistent with Existing General Plans

In cases where development is consistent with existing general plan guidelines, GPAs are not the most relevant unit of impact analysis. In those cases, timing becomes the key factor. If decisions about transportation infrastructure investment occur at a slower pace than land development, the result can be deterioration in operations on the existing MTS. Large-scale projects that are consistent with existing general plans, but which may impact the regional transportation system, often require the preparation of an EIR.

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In 1995, the CMA adopted the following policy for addressing large-scale development projects that are consistent with a general plan:

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> *All notices of preparation of EIRs be forwarded to the CMA for comparison with the 100-trip threshold and, if exceeded, the CMA will review and comment including requests for consideration of transportation impacts and mitigation measures to MTS facilities in the same manner as the current policy for GPAs.*

Development Sponsored by Non-Local Jurisdictions

For purposes of the CMP, a local jurisdiction is defined as a city, county, or a city and county. However, other agencies such as colleges, universities, the Port of Oakland and federal facilities (Lawrence Livermore National Laboratory, for example) also have land use discretion which could affect the operation of the MTS.

Development sponsored by state or federal agencies does not require local permitting approval and thus the CMA may not be notified of pending development. In order to correct this, for projects that meet the threshold requirements and require an EIR/environmental impact study, CMA requests these agencies submit environmental documents for CMA review and comment.[20]

DEVELOPMENT REVIEW PROCESS

The tiered land use analysis process described below applies to projects requiring GPAs (Tier I[a]) and NOPs for EIRs for projects consistent with an adopted general plan (Tier I[b]). A summary of the Tier 1 requirements is presented in Table 12 and the development review process for Tier 1 is shown in Figure 11. The method of analysis is further detailed in the Land Use Analysis CMP Technical and Policy

[20] For purposes of compliance with the Land Use Analysis Program, the Port of Oakland is considered a governmental subdivision of the city of Oakland. Thus, the Port shall be required to submit environmental documents to the CMA for review and comment subject to meeting the threshold criteria and preparation of an EIR/environmental impact study.

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Guidelines (see Appendix G). For analysis of transportation impacts on the MTS roadways, 2000 Highway Capacity Manual will be used.

The CMA will be responsible for determining whether a project meets the 100 p.m. peak-hour trip-generation threshold criteria. The p.m. peak hour was chosen because in most Alameda County cities, traffic is worse in the p.m. peak hour than in the morning or weekend peak periods. The 100-trip threshold was chosen because it is the level at which most cities ordinarily require a traffic impact study to be prepared. Examples of projects that can generate 100 or more p.m. peak hour trips are: 100 or more single-family homes, 165 apartment units or 135 hotel rooms or more than 45,000 gross square feet of office space. It must be noted that such projects, when part of a proposed GPA, would only qualify for review if they generated 100 *more* p.m. peak-hour trips than the existing land use designation.

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Tier I (a)—General Plan Amendments

The CMA reviews GPAs, concurrent with the city's or county's approval process. The CMA will review impacts of the proposed GPAs on the MTS through existing environmental review processes conducted by the local agencies. Upon receiving the initial GPA application, the local agency will forward the GPA proposal to the CMA consistent with the Technical and Policy Guidelines (see Appendix G). The local agency will analyze the data and identify any necessary mitigations as part of the environmental process.

Analysis at the GPA stage—rather than at the project stage—allows cities to proactively plan development, taking into account regional transportation impacts and providing ways to finance transportation costs in advance of development proposals at the tentative map stage or later.

Local jurisdictions are responsible for modeling the proposed general plan amendment using the most recent CMA-certified travel-demand model. The local agency will then send the environmental document to the CMA for a 30- to 45-day review and comment period. The local agency will send a copy of both the draft and final decision/notice of determination to the CMA so that the data may be incorporated into the countywide travel model's land use database, thus keeping it current.

Table 12—Tier I Requirements

ACTION	GENERAL PLAN AMENDMENTS	NOTICES OF PREPARATION
Submit to CMA	Mandatory	Mandatory
Timeframe for submittals	Ongoing	Ongoing
CMA comments	Yes, if project generates at least 100 p.m. peak period trips more	Yes, if project generates 100 p.m. peak period trips (or

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	than the adopted general plan land use designation	more) above and beyond expected trips based on existing land use designation

Deleted: *Note*: The CMA will review and comment on GPAs and NOP that exceed the threshold of generating 100 p.m. peak-hour trips more than the adopted general plan land use designation for GPAs or 100 p.m. peak-hour trips more than existing uses for projects consistent with the general plan

General plan categories can encompass a fairly wide range of trip generators. For example, a parcel may be zoned for "Medium-High Density Residential, 16-30 units per acre." There is a variation of almost 100 percent between the low and high ends of the allowable density. A variety of land uses with a wide range of trip generation may be allowed within a single zoning designation. In both cases, market conditions at the time of construction will dictate the actual uses. Until then, reasonable assumptions will have to be made regarding the specific trip generation characteristics input to the model.

Tier I(b)—Large-Scale Projects Consistent with General Plan: Notices of Preparation

This tier involves a CMA review of NOPs of EIRs, concurrently with the jurisdiction's approval process. Every NOP and draft and final environmental document will be forwarded to the CMA for review. The CMA will be responsible for determining whether an application meets the threshold criteria for CMA review and comment. The same review and modeling process described under Tier I(a) applies to Tier I(b).

Tier II

CMA staff will evaluate Tier II projects based on ABAG's latest land use projections (typically published in even-numbered years). This evaluation will include local input on the distribution of ABAG projections within each jurisdiction. Local jurisdictions will have 60 days to provide input on how their respective ABAG projections will be distributed by traffic analysis zones.

ABAG-consistent data (at the countywide level and for each jurisdiction) will always be used for CMP purposes other than the Land Use Analysis Program.

RESPONSIBILITY FOR MODELING

The current countywide model is updated to reflect ABAG's forecasts in *Projections 2007* for horizon years 2000, 2005, 2015 and 2035. The recently updated countywide model is based on MTC's regional model. The CMA Board amended the CMP requirements on March 26, 1998 so that local jurisdictions are responsible for travel-demand modeling. A countywide model agreement between the

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jurisdiction/agency and the CMA is required before the model information can be released to the jurisdiction/agency or its consultant.

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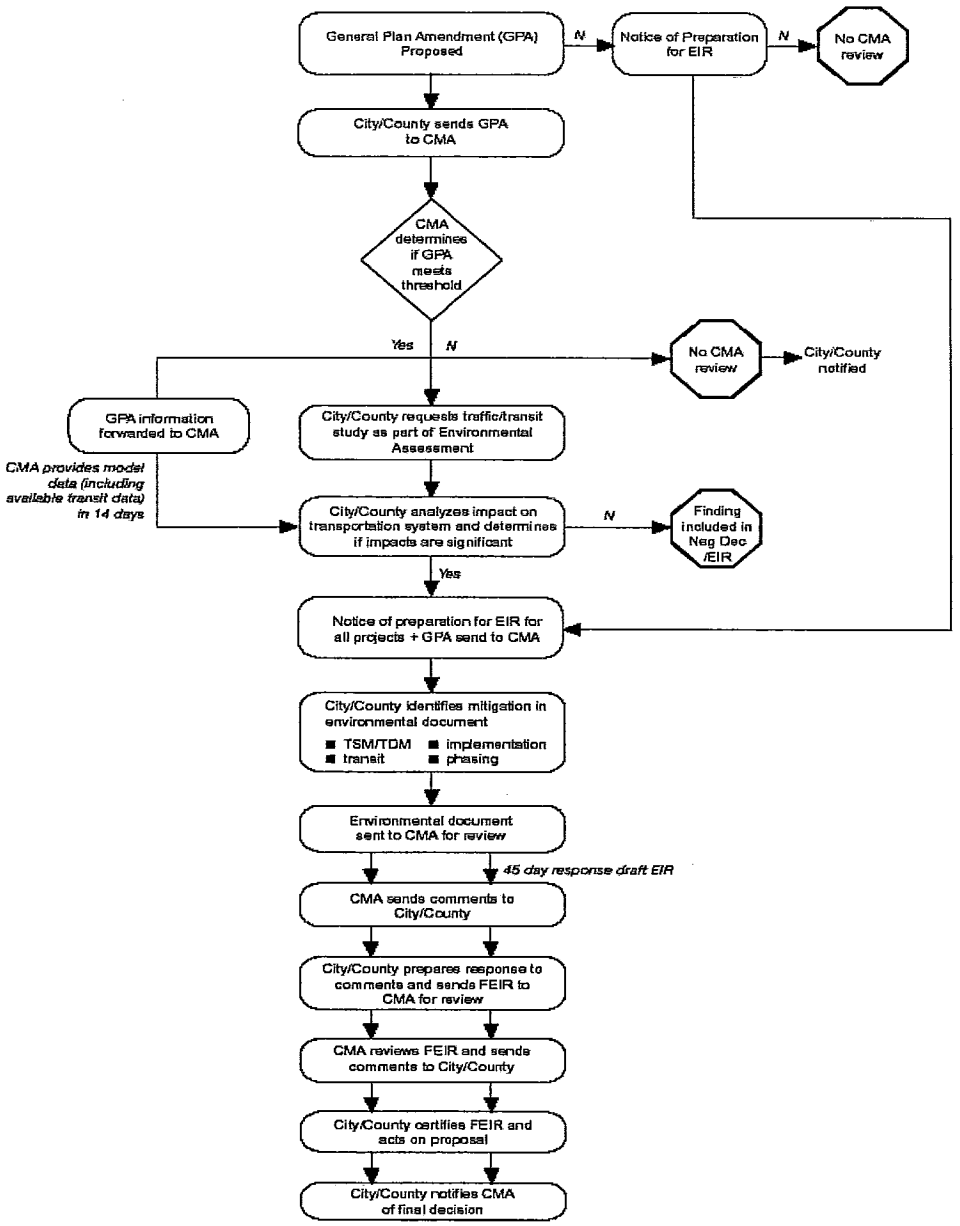
Figure 11—Assessing the Impacts of Local Development Decisions on the Transportation System



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AREAWIDE TRAFFIC IMPACT MITIGATION FEES

An areawide traffic impact fee and/or revenue measure such as one establishing an assessment district could generate funds necessary to plan and implement transportation mitigation measures related to land development. The fee could be collected and expended in specified zones within the county. Traffic impact fees are in the CMP law as a proactive method of addressing transportation needs arising from land development. Such fees or measures could be negotiated as part of the corridor/area management planning process described later in this chapter.

The CMA conducted a feasibility study for a countywide or areawide traffic mitigation fee to address the impacts of land development on the regional transportation system. The study evaluated advantages, disadvantages, opportunities and constraints of implementing traffic impact mitigation fees on a multi-jurisdictional basis.

The study recommended that the CMA not proceed with an areawide traffic impact fee at that time. Among other things, there was not enough strength in the local economy to support higher fee levels. Also, there was concern that a new fee would constrain growth, particularly in urban areas where redevelopment projects already face higher costs than in suburban areas.

The study also recommended that the CMA adopt the following policies:

- Support agreement among local jurisdictions to adopt an areawide fee within a planning area;
- Identify projects of countywide significance; and
- Consider integrating adoption of a countywide fee with a campaign for a sales tax extension or gas tax increase so the development community and the voters each see a benefit in sharing costs with the other.

The Tri-Valley Transportation Council has adopted an areawide traffic fee. The fee is applied to regional transportation improvements in the Tri-Valley Transportation Expenditure Plan. The City of Livermore also adopted a traffic-mitigation fee in 2001 to fund regional transportation projects in Livermore. If such an areawide traffic- and/or transit-impact fee is adopted in the future, it will include a system of credits, so that developments that have paid once for a regional traffic (and/or transit) improvement will not be unfairly "double billed" for contributions to the same improvement. Credits for some local impact improvements may also be considered.

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The CMA intends to continue to re-evaluate the feasibility of countywide or area-wide impact fees as part of the MTC/CMA Transportation and Land Use Work Program and in light of the passage of SB 375, discussed later in this chapter.

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CORRIDOR/AREA MANAGEMENT TRANSPORTATION PLANNING PROCESS

In 1994 the CMA adopted a corridor/areawide transportation management planning process, which is described in the *Countywide Transportation Plan*. The process is based on cooperative planning and coordinated action by local governments, Caltrans, transit agencies, the CMA and MTC. The CMA uses the corridor/areawide management planning process to identify needed mitigation measures and for linking its funding decisions to needed mitigations.

In a corridor/area management planning effort, participants address how to:

- Reconcile the competing demands that local and long-distance traffic make on the capacity of the freeway system;
- Reconcile continuing population and employment growth with the finite capacity of the freeway system;
- Reconcile the movement of people and goods;
- Prevent pass-through traffic from using local streets;
- Reconcile HOV lanes with plans to meter freeway ramps;
- Pair ramp metering with geometric metering at gateways to the metropolitan area; and
- Coordinate the operation of freeways and parallel arterials and when and where to rely on transit as a corridor's primary strategy of traffic management.

As defined in the Alameda Countywide Transportation Plan, the underlying principles for the process are based on the following:

- The CMA should support, where appropriate, local plans to enhance the productivity of transit investment through such measures as supportive zoning, urban design/planning and development approvals.
- The CMA should give investment priority to those highway and transit operational improvements and major capital projects that are identified in the corridor/areawide management planning process.
- The CMA recognizes that land use planning is solely the purview of local governments.

Examples of corridor/areawide management planning efforts include the San Pablo Avenue Corridor, I-880 Corridor, Central County Freeway Study, and the Triangle Study.

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The Phase I report recommended two alternative strategies that may prove more effective in coordinating community development and transportation investment than establishing jobs/housing balance ratios. Phase II, implemented during fiscal year 1993-94, involved further development of possible jobs/housing balance strategies identified as part of the Phase I study. In conjunction with preparing and adopting the Alameda County *Countywide Transportation Plan*, CMA staff worked with the CMA Board and ACTAC to further develop these strategies based on the following.¶
The CMA should support, where appropriate, local plans to enhance the productivity of transit investment through such measures as supportive zoning, urban design/planning and development approvals.¶
The CMA should give investment priority to those highway and transit operational improvements and major capital projects that are identified in the corridor/areawide management planning process.¶
The CMA recognizes that land use planning is solely the purview of local governments.

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TRANSIT-ORIENTED DEVELOPMENT

TOD provides high-density and pedestrian-oriented development accessible to transit and other non-motorized forms of transportation. It focuses on establishing a mix of uses, such as employment, residential and retail town centers near transit hubs to provide intermodal opportunities (e.g., BART, bus, autos, bicycling, walking) to reduce reliance on single-occupant vehicles.

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BART, the local jurisdictions and community groups in Alameda County support opportunities for Transit-Oriented Development (TOD). Examples of completed TOD projects are the Fruitvale BART Transit Village in Oakland and the downtown Redevelopment Program and the Cannery Area in Hayward. Projects either underway or included in the *Countywide Transportation Plan* are transit villages at MacArthur BART, West Oakland, Coliseum, San Leandro, Warm Springs in Fremont, Union City Intermodal, Dublin/Pleasanton BART and Ed/Roberts Campus in Berkeley.

In support of TOD, the CMA and MTC have set aside Transportation for Livable Communities (TLC) funds to be used as an incentive to local agencies that support and expedite the approval of TOD within their jurisdiction. ABAG has established the FOCUS program to encourage partnerships between regional and local agencies to increase housing near transit, encourage compact and walkable development, and preserve open space. FOCUS includes regional TLC funding for TOD and designated priority development and conservation areas (PDAs and PCAs). A list of 27 planned and potential PDAs in Alameda County are shown on Table XX. The CMA has established a Transit Oriented Technical Assistance Program (TOD-TAP) and a TOD Fund Monitoring Program to assist project sponsors in advancing their projects.

REGIONAL AGENCIES' SMART GROWTH STRATEGY

ABAG—in conjunction with BAAQMD, the San Francisco Bay Conservation and Development Commission, MTC, the Regional Water Quality Control Board and the Bay Area Alliance for Sustainable Development completed the Regional Alliances Smart Growth Strategy Bay Area Alliance for Sustainable Development Regional Livability Footprint Project. The overall goal was to achieve support among public officials, civic leaders and stakeholder organizations for a preferred land use pattern that will inform decision-makers on how the Bay Area could grow over the next 20 years. The study resulted in SMART Growth Projections 2003, focusing development in the urban core. Projections 2003 land use was used to update the *Regional Transportation Plan* in 2005. The subsequent Projections series developed by ABAG, Projections 2005 and Projections 2007, continued to be based on the Smart Growth concept. The 2009 update to the Regional Transportation Plan used Projections 2007.

Table XX

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Priority Development Areas by County

Alameda County

Area	*Designation*
Alameda County: *Urban Unincorporated Area*	Potential
City of Alameda: *Alameda Naval Air Station*	Planned/Potential
City of Berkeley: *Adeline Street*	Planned
City of Berkeley: *Downtown Berkeley*	Planned
City of Berkeley: *San Pablo Avenue*	Planned
City of Berkeley: *South Shattuck*	Planned
City of Berkeley: *Telegraph Avenue*	Potential
City of Berkeley: *University Avenue*	Planned
City of Dublin: *Dublin Transit Center*	Planned
City of Dublin: *Town Center*	Planned
City of Dublin: *West Dublin BART Station Area*	Planned
City of Emeryville: *Emeryville Mixed Use Core*	Planned
City of Fremont: *Centerville*	Planned
City of Fremont: *Central Business District*	Planned
City of Fremont: *Irvington District*	Planned
City of Hayward: *Downtown*	Planned
City of Hayward: *South Hayward BART Station Area*	Planned
City of Hayward: *The Cannery*	Planned
City of Livermore: *Downtown*	Planned
City of Newark: *Dumbarton Rail Station Area*	Potential
City of Newark: *Old Town*	Potential
City of Oakland: *Corridors and Station Areas*	Potential
City of Pleasanton: *Hacienda*	Potential
City of San Leandro: *Bay Fair BART Station Area*	Planned
City of San Leandro: *Downtown*	Planned
City of San Leandro: *East14th Street*	Planned
City of Union City: *Intermodal Station District*	Planned

Regional Transit Expansion Program (RESOLUTION 3434)

The Regional Transit Expansion Program adopted by MTC in 2001 as Resolution 3434 identifies the regional commitment to transit investments in the Bay Area. It has been amended many times. The most recent amendment in September 2008 identifies a nearly $18 billion investment in new rail and bus projects that will improve mobility and enhance connectivity for residents in Alameda County and the Bay Area.

It includes a Transit-Oriented Development (TOD) Policy to condition transit expansion projects funded under Resolution 3434 on supportive land use policies. There are three key elements of the regional TOD policy:

Deleted: MTC recently amended Res. 3434 in July, 2005 to

- Corridor-level thresholds to quantify appropriate minimum levels of development around transit stations along new corridors;

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- Local station area plans that address future land use changes, station access needs, circulation improvements, pedestrian-friendly design and other key features in a TOD; and
- Corridor working groups that bring together CMAs, city and county planning staff, transit agencies, and other key stakeholders to define expectations, timelines, roles and responsibilities for key stages of the transit project development process.

This policy is relevant within Alameda County for the following transit extensions:

- BART to San Jose
- Dumbarton Rail
- Ferry service extensions in Alameda and Berkeley
- AC Transit Bus Rapid Transit in Berkeley/Oakland/San Leandro

The CMA is working with the local jurisdictions, transit providers, congestion management agencies in adjoining counties, ABAG and MTC to address the policy in these corridors.

A companion resolution, Resolution 3357, articulates rail extension and improvement criteria and regional express bus and rapid bus program criteria. These criteria shall be considered during the funding process for the identified transit projects. The land use component of the criteria is included in the T Plus Work Program as noted below.

MTC/CMA Work Program—"T Plus"

In April 2003, MTC in partnership with the Bay Area CMAs, adopted a work program to better integrate transportation and land use decision. The program was initiated in FY 2003-04 and includes the following tasks: administration of TLC; Smart Growth Policy Development and Program Implementation; Actions to support Resolution 3434–Regional Transit Expansion Program, Mitigation Programs and various workshop and training efforts.

A Task Force composed of staff from local jurisdictions, transit operators, MTC, ABAG and Caltrans is working with the CMA to implement the program. The CMA Board adopted policies relating to SMART Growth and TOD in 2004. Policies were included in the *Countywide Transportation Plan* and are being amended into the CMP, as appropriate. As part of the work program, CMA initiated a Transit Oriented Technical Assistance Program (TOD-TAP) and a TOD Fund Monitoring Program to assist project sponsors in advancing their projects.

RELATIONSHIP TO CALIFORNIA ENVIRONMENTAL QUALITY ACT

Under CEQA, local governments still have lead agency responsibility for preparing EIRs and conducting the associated transportation analyses. Local governments are responsible for proposing and analyzing

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methods to reduce negative effects on the transportation system. The CMA will comment throughout the EIR process, keeping local governments informed about the adequacy of the analyses and approving the use of any local or subarea transportation models used, or providing the local agency with access to information from the countywide travel model on cumulative impacts of projects.

In the case of smaller projects, local governments may wish to require project proponents to enter an agreement to provide a "fair share" portion for mitigating a cumulative impact. This addresses the legislative requirement that the CMP must be able to estimate costs associated with mitigating transportation impacts.

Environmental documents will typically identify impact mitigations for the proposed project. Two questions arise relative to mitigation proposals in environmental documents:

- Are the mitigation measures adequate to sustain the service standards in the CMP?
- Are the mitigation measures fully funded? If the environmental document shows full funding of mitigation measures, is the project sponsor expecting state or federal funding for all or a portion of the measures?

If transportation mitigation measures are inadequate and/or are underfunded, there may be significant implications for the regional transportation system. Either might result in failure to meet LOS standards, triggering potential non-conformance and the need for a deficiency plan. Furthermore, an environmental document may rely on state or federal funding of mitigation measures. Such funding may not be consistent with CMA project funding priorities. The CMA's policy regarding mitigation measures is:

- Mitigation measures must be adequate to sustain CMP roadway and transit service standards;
- Mitigation measures must be fully funded to be considered adequate; and
- Mitigation measures that rely on state or federal funds directed by or influenced by the CMA must be consistent with project funding priorities established in the CIP of the CMP, the *Countywide Transportation Plan* and the *Regional Transportation Plan*, or the Federal *Transportation Improvement Program.*

In addition, the CMA is using the corridor/areawide management planning process, as adopted in the *Countywide Transportation Plan,* to identify needed mitigation measures and for linking its funding decisions to needed mitigations.

Where disputes arise between two agencies as a result of the potential impacts of a project, the CMA may act as a mediator, if requested by one of the parties involved. Under the intent of the law, the CMA will require local agencies to establish a program for securing funding to mitigate the transportation impacts of

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their land use decisions. The mitigations and funding sources may be the same as, but not limited to, those proposed in the CEQA process.

Techniques other than using the countywide travel model are available for assessing possible transportation impacts on the MTS. These techniques are documented in the HCM, and may be used, at the local jurisdiction's option, to help assess the impacts on the MTS even when the CMA does not require such analysis. The 2000 HCM be used for this purpose. The local jurisdiction may want to do this to assure itself that a given project approval will not endanger its compliance with CMP standards.

RELATIONSHIP TO TRANSIT

Overview

To fully address the relationship between land use development and impacts on the regional transportation system, transit operators must be included in the land use planning and approval processes. Through the CMP process, local jurisdictions are encouraged to develop and maintain a transit component of their General Plan Circulation Element. Also, local jurisdictions can provide a forum for the transit operators to participate more actively in land use decisions.

Policies

The CMA encourages local jurisdictions to:

- Consider transit impacts of new developments as part of site "traffic" impact studies.
- Include documentation of existing ridership and loads on transit lines serving new development, and assessing the impacts on usage (additional trips) on those lines in their environmental impact analysis process.
- Require transit mitigation of new developments, for both capital improvements and possibly operational costs, if transit services need to be added or enhanced due to new development.
- Include a transit section in their General Plan Circulation Element; AC Transit's "Designing with Transit," can assist in the development of this section.
- Include the appropriate transit operators in the land development review process; AC Transit's "Designing with Transit" should be used to increase transit use to the site through appropriate design treatment.
- Use transit as a mitigation measure for traffic and air quality impacts, in conjunction with the efforts of the transit operators. This could be accomplished through transit subsidies to employees and parking charges.
- Promote new development along existing and funded new transit routes.

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- Reduce parking requirements for development that occurs along existing transit services.
- Coordinate traffic signals within their own jurisdictions and with other jurisdictions on arterial streets served by transit, and provide traffic signal priority for buses on major bus routes.
- Consult with appropriate transit operators before placing bus pullouts on major bus routes.

Environmental Assessment Checklist

Local jurisdictions can use the following environmental assessment checklist for guidance regarding design elements in development proposals that could facilitate the provision of transit services. The list has been divided into two sections: development in areas with transit services and development in areas without transit service. This list is not intended to cover all aspects of every development, nor is it intended to replace transit operator review of specific environmental documentation. Greater detail on these and other design issues can be found in the two AC Transit documents referenced earlier.

Development near Transit Services

- Transit planners consider one-fourth of a mile on either side of a bus line or transit station the prime "catchment" area for that line. This general rule should be applied to determine if a development is "near" transit services.
- The number of trips generated by the project and its impact on the existing transit service need to be addressed. If the trip generation cannot be absorbed with the current transit capacity, the environmental document should address ways of mitigating these impacts.
- Pedestrians must have access between the transit service and the development. The site plan should provide good access between buildings and from buildings to the transit stops. Sidewalks should be provided on both sides of all streets to provide access to bus stops. Sidewalks and curb cuts at intersections should be designed for handicapped accessibility. Designs should avoid requiring pedestrians to walk through parking lots to access transit service.
- Where the environmental document raises the possibility of private shuttle services, a cost analysis of providing this service versus subsidizing existing transit service should be included.

Development in Areas without Transit Services

- An environmental review of a development in an area without transit service should be extensive, to avoid a design which precludes the extension of transit services.
- The number of trips should be assessed of possible demand generated for new transit services. If development is significant enough to create a strong demand for services, the environmental review should address a funding mechanism for the service. No statements should be made regarding the possible extension of transit services without consultation with the affected transit operator(s).
- Traffic lanes must be at least 11 feet wide to provide for satisfactory bus operation.

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- Sidewalks should be provided.
- Intersection turning radii: It is desirable to have a corner radius of 30 to 55 feet (based on proximity of curb parking) in order to expedite right turns to and from through lanes.
- Roadway grades: Roadways prepared for bus service should have grades equal to or less than 12 percent for both uphill and downhill operations. Grades of eight percent or less are desirable.
- Traffic Index for Pavement Design: In order for the streets in a development to support bus traffic, their traffic index should be at least 8.0.
- A continuous, safe system of bicycle facilities such as bike lanes and paths , including support facilities such as lockers should be considered.

RELATIONSHIP TO SB 375

Climate change awareness and the urgency to reduce greenhouse gases (mainly carbon dioxide) has become a driving force in the transportation realm. Adopted in 2008, Senate Bill 375 – Redesigning Communities to Reduce Greenhouse Gases - mandates an integrated regional land-use and transportation planning approach to achieve targets for reducing greenhouse gas emissions from automobile/light trucks. The focus is on reducing vehicle miles travelled (VMT).

In the Bay Area, MTC is required to update the Regional Transportation Plan (RTP) every four years. With SB 375, MTC is required to develop a Sustainable Communities Strategy (SCS) as part of the next RTP update for 2013. The 2009 RTP (T2035), adopted in April 2009, is based on ABAG's *Projections 2007* and includes some reduction targets on a voluntary basis. Among other things, the SCS is to (a) lay out how development patterns and the transportation network can be integrated to help reduce greenhouse gas emissions (b) identify how the region's housing needs will be met; (c) improve modeling of land-use and transportation; and (d) be congruent with local general plans, specific plans and zoning. If the SCS is unable to achieve the reduction targets, MTC would have to develop an Alternative Planning Strategy, decoupled from the RTP, in order to achieve the reduction targets.

In this context, land-use is indubitably intertwined with transportation issues. To address the requirements of SB 375, the CMA initiated a working group of local and County agencies to collaborate and coordinate on addressing climate change by focusing on transportation strategies. This group was expanded to coordinate with efforts underway by Alameda County. At its December 2008 Board retreat, the CMA Board also expressed qualified support for pursuit of CMA climate action –related transportation strategies, and an exploration of how those would relate to local land-use strategies.

As all local jurisdictions in Alameda County have initiated steps towards developing climate action plans, most of which include consideration of:

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- General Plan Elements – policy changes
- Zoning – policy changes
- Transit oriented development/design (TOD)
- Higher density land uses near transit
- Mixed use land uses near transit
- Street design standards – more inclusive of walking, biking and transit, i.e. Complete Streets
- Green building codes/standards

Based on these, the CMA has developed Climate Action priorities based on the transportation strategies that each local jurisdiction is contemplating or adopting, in order to see how the CMA can best support local efforts. These priorities are shown in Table YY. Additionally, MTC has developed a draft "Transportation, Land Use and Greenhouse Gases – A Bay Area Resource Guide" which provides an overview of the feasibility, potential impact and cost-effectiveness of forty-five strategies for climate action, including land use policies.

Parking Standards and Policies

Parking for automobiles is a significant but under-recognized factor in the relationship between land use and transportation. It has been customary for local jurisdictions to require development projects to provide a minimum number of parking spaces. Moreover, most parking is underpriced. These two factors encourage driving, leading to inefficient land use and more congestion. With the support of local jurisdictions, the CMA plans to explore and review parking policies and standards as a way to develop parking management strategies as a land use tool for local jurisdictions to promote alternative modes and reduce greenhouse gases. A Task Force has been formed to begin investigating strategies.

CEQA Reform

As public agencies have gained decades' of experience in applying CEQA and as new issues (such as global warming) emerge that were unanticipated by the original legislation, the State Office of Planning and Research has initiated a revision of CEQA with respect to the analysis and mitigation of potential effects of greenhouse gas emissions. Revising CEQA to broaden the analysis and mitigation options to take into account trips made by other modes than automobile trips, such as walking, biking, and transit would facilitate TOD projects. For the 2011 CMP, the CMA will work with its partners toward identifying a standard of multi-modal level of service to supplement existing service level methodologies.

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Table YY

2009-04-23 DRAFT CMA PRIORITIES FOR CLIMATE ACTION MEASURES

	Short (within 2 years) 2009-11	Medium (2 - 10 years) 2011-19	Long (10 - 25 years) 2019-34
Action	Technical assistance to local jurisdiction Climate Action Programs		
	Transit Oriented Development (TOD) programs - existing and expansion		
	Transporation Demand Management (TDM) programs - existing and expansion and monitoring		
Action/ Advocacy	Parking standards/policies		
	CMP - strengthen LU & TDM elements		
		Emissions - monitoring & evaluation	
		Traffic impact fee	
	Improvements in freight/services transportation		
	Standards of multi-modal level of service (person throughputs) and standards for modeling Vehicle Miles Travelled		
	Transit service improvements - trips competitive with driving times		
Advocacy	New (not redirected) revenues for climate action implementation		
		Stronger vehicle fuel efficiency and emissions standards	
		CEQA reform	
		Alternative vehicle and vehicle-fuel technology	
		Improved albedo	
		Green building	
Institutional Roles	Partnerships with other agencies (local, regional, state)		
	Investigate potential for stronger role in land use planning in relation to transportation		

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COMPLIANCE AND CONFORMANCE

The CMA is responsible for monitoring conformance with the adopted CMP[21]. Among the requirements, each city and county must have adopted and be implementing a land-use analysis program. While the CMA does not have the authority to approve or deny local developments, it may find the local jurisdiction in non-conformance. At the time of the finding, the CMA will provide recommendations for corrective actions. If after 90 days the local jurisdiction is still in non-conformance, the CMA is required to provide notice to the CTC and the State Controller. The notice includes the reasons for the finding and evidence that the CMA correctly followed procedures for making the determination.

The State Controller would then withhold the non-conforming jurisdiction's increment of subventions from the fuel tax made available by Proposition 111. The jurisdiction will not be eligible to receive funding for projects through the federal STP and CMAQ Program.

If within the 12-month period following the receipt of a notice of non-conformance, the CMA determines that the city or county is in conformance, the withheld Proposition 111 funds will be released. If after the 12-month period the city or county has not conformed, the withheld Proposition 111 funds will be released to the CMA for projects of regional significance included in the CMP or a deficiency plan.

If a proposed development was specified in a development agreement entered into prior to July 10, 1989, then it is not subject to any action taken to comply with the CMP, with the exception of those actions required for the trip-reduction and travel-demand element of the CMP.[22]

In some cases the CMA may find that additional mitigation measures are necessary to prevent certain segments of the CMP-network from deteriorating below the established LOS standards, before a conformance finding is made. In such cases, the CMA will require the local jurisdiction to determine whether the additional mitigation measures will be undertaken as a condition of project approval, or whether they will be implemented as part of a deficiency plan for the CMP-network segments affected.

LOCAL GOVERNMENT RESPONSIBILITIES

Local jurisdictions will have the following responsibilities regarding the analysis of transportation impacts of land use decisions.

- Modeling, using the most recent CMA-certified travel-demand model, all GPAs and large-scale projects consistent with general plans that meet the 100 p.m. peak-hour threshold. Model results shall be analyzed for impacts on the MTS and shall be incorporated in the environmental document.

[21] California Governement Code Section 65089.3
[22] California Government Code Section 65089.7

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- Forwarding to the CMA all NOPs, draft EIRs/statements, final EIRs/statements and final disposition of the GPA/development requests.
- Working with the CMA on the mitigation of development impacts on the MTS.
- Biennially providing an update (prepared by the jurisdiction's planning department) of the estimated land uses likely to occur using ABAG's most recent forecast for a near-term and far-term horizon year; this land use information will be provided in a format that is compatible with the countywide travel model.

In addition, each local jurisdiction must demonstrate to the CMA that the Land Use Analysis Program is being carried out by September 1 of each year.

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