



SWAT

Danville • Lafayette • Moraga • Orinda • San Ramon & the County of Contra Costa

SOUTHWEST AREA TRANSPORTATION COMMITTEE

MEETING AGENDA

Monday, March 3, 2014

3:00 p.m.

District 2 Supervisor's Lamorinda Office
Fire District Headquarters
3338 Mt. Diablo Boulevard, Lafayette, CA

Any document provided to a majority of the members of the Southwest Area Transportation Committee (SWAT) regarding any item on this agenda will be made available for public inspection at the meeting and at the Danville Town Offices, 510 La Gonda Way, Danville, CA during normal business hours.

1. CONVENE MEETING/SELF INTRODUCTIONS

2. PUBLIC COMMENT:

Members of the public are invited to address the Committee regarding any item that is not listed on the agenda. *(Please complete a speaker card in advance of the meeting and hand it to a member of the staff)*

3. BOARD MEMBER COMMENT

4. ADMINISTRATIVE ITEMS

5. CONSENT CALENDAR:

5.A Approval of Minutes: SWAT Minutes of February 3, 2014 *(Attachment - Action)*

End of Consent Calendar

6. REGULAR AGENDA ITEMS:

6.A Approve Release of Draft Tri-Valley Transportation Plan/Action Plan for Routes of Regional Significance Update *(Attachments – Action)*

6.B Approve Release of Draft Lamorinda Action Plan for Routes of Regional Significance Update *(Attachments – Action)*

- 6.C Review and Comment on CCCTA's Contra Costa Mobility Management Plan:** At its meeting of January 15th, 2014, the Contra Costa Transportation Authority (CCTA) Board received a presentation on the Central Contra Costa County Transit Authority's (CCCTA) Contra Costa Mobility Management Plan. The Plan, adopted by CCCTA in October 2013, identifies a need and provides a blueprint for Contra Costa to establish a Mobility Management function. CCCTA has requested that CCTA consider adopting the plan as an initial step for the development and implementation of a mobility management function. Per the direction of the CCTA Board at its January 15th, 2014 meeting, the Plan is being routed to the Regional Transportation Planning Committees for review and comment at this time, and will be brought back before the Authority Board for consideration at a future meeting.

Peter Engel, Program Manager, CCTA and Rick Ramacier, General Manager, CCCTA will provide a presentation and solicit comments on the Plan. The Plan is provided as an attachment. *(Attachments – Action as determined necessary)*

7. WRITTEN COMMUNICATIONS *(Attachments – Action as determined necessary)*

- TRANSPAC summary of actions from Committee meeting of 2/13/14
- Presentation and Discussion on SB743, co-hosted by City of Oakland and Fehr & Peers

8. DISCUSSION: Next Agenda

9. ADJOURNMENT to Monday, April 7, 2013, 3:00 p.m., District 2 Supervisor's Lamorinda Office - Fire District Headquarters, 3338 Mt. Diablo Boulevard, Lafayette, CA.

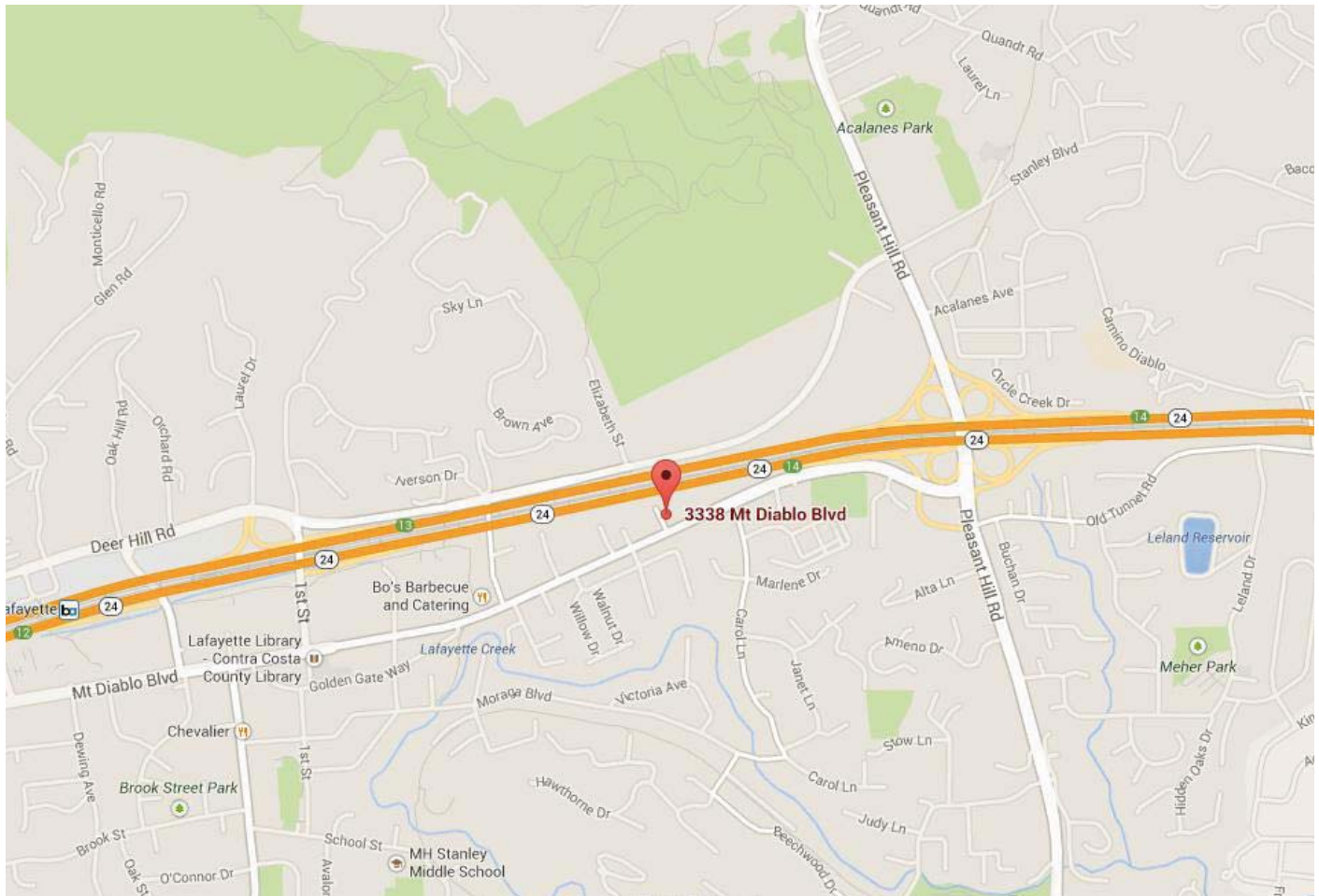
SOUTHWEST AREA TRANSPORTATION COMMITTEE
MEETING LOCATION MAP

DISTRICT 2 SUPERVISOR'S LAMORINDA OFFICE
FIRE DISTRICT HEADQUARTERS
3338 MT. DIABLO BOULEVARD, LAFAYETTE, CA

PLEASE NOTE NEW LOCATION

NOTES ON PARKING:

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- On-street parking on Mt. Diablo Boulevard is time-limited, 2-hour parking.



The SWAT Committee will provide reasonable accommodation for persons with disabilities planning to participate in SWAT monthly meetings. Please contact Andy Dillard at least 48 hours before the meeting at (925) 314-3384 or adillard@danville.ca.gov.

Staff Contact: Andy Dillard, Town of Danville

Phone: (925) 314-3384 / E-Mail: adillard@danville.ca.gov.

Agendas, minutes and other information regarding this committee can be found at: www.cccounty.us/SWAT

Agenda Item 5A



SWAT

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SUMMARY MINUTES
February 3, 2014 – 3:00 p.m.
City of San Ramon
2222 Camino Ramon
San Ramon, California

Committee members present: David Hudson (Chair), City of San Ramon; Candace Andersen (Vice-Chair), Contra Costa County; Amy Worth, City of Orinda; Michael Metcalf, Town of Moraga; Don Tatzin, City of Lafayette; Karen Stepper, Town of Danville.

Staff members present: John Cunningham, Contra Costa County; Darlene Amaral, City of San Ramon; Tai Williams, Town of Danville; Chuck Swanson, City of Orinda; Shawna Brekke-Read, Town of Moraga; Leah Greenblat, City of Lafayette; Robert Sarmiento, Contra Costa County; Andy Dillard, Town of Danville.

Others present: Grace Schmidt, Alamo.

1. **CONVENE MEETING/SELF INTRODUCTIONS:** Meeting called to order by Chair Hudson at 3:00 p.m.
2. **PUBLIC COMMENT:** None.
3. **BOARD MEMBER COMMENT:** SWAT Committee members requested that the SWAT Rules of Procedure be amended to add language to establish that, in the event that the Chair is unable to attend a SWAT meeting, that the Vice-Chair shall assume the duties of Chair. SWAT staff will draft revisions to the Rules of Procedure accordingly, and will present to SWAT for consideration at a future meeting.
4. **ADMINISTRATIVE ITEMS:** Andy Dillard recorded the minutes. Extra agenda packets were made available.
5. **CONSENT CALENDAR:**
 - 5.A **Approval of Minutes:** SWAT Minutes of November 4, 2013
 - 5.B **Appoint the SWAT Chair and Vice-Chair for 2014:** The Committee appointed the Contra Costa County representative, Supervisor Andersen, Chair, and the Lafayette representative, Don Tatzin, Vice-Chair of SWAT for 2014. As incoming SWAT Chair, Supervisor Andersen announced that SWAT meetings will be held at the District II Supervisor's Office, 3338 Mt. Diablo Boulevard, Lafayette for 2014.

- 5.C Appoint the South County SWAT Representative to the CCTA:** The Committee appointed the San Ramon representative, David Hudson, as South County SWAT representative to the CCTA, and the Danville representative, Karen Stepper, as the alternate South County SWAT representative to the CCTA, through January 31, 2015.

ACTION: Tatzin/Worth/unanimous

End of Consent Calendar

6. REGULAR AGENDA ITEMS:

6.A Presentation of SWAT 511 Contra Costa TDM Annual Report for 2013:

Darlene Amaral, San Ramon staff, presented the 511 Contra Costa TDM Annual Report for 2013 for the Southwest sub-region. Highlights were provided on the performance of programs including the High School Carpool to School Program, Vanpool Incentive Program, and Employer Programs for the Southwest sub-region.

There was a lengthy discussion on the performance of the High School Carpool to School Program. Amaral provided statistics on program participation within each of the Southwest sub-regions High Schools. Statistics were also provided on total number of carpool parking spaces vs. total parking spaces available at each of the High Schools. The Committee commented that, overall, the number of carpool spaces being provided at the sub-region's high schools, in addition to participation in the carpool program, is low. There was consensus from the Committee that there needs to be increased efforts to engage school district administrations to participate, promote and increase high school carpooling. There were also discussions and a recommendation to consider revisiting the High School Carpool to Program incentives as part of next year's SWAT TDM budget to try and increase participation.

Amaral provided additional highlights of the Student Transit Ticket Program, Vanpool Incentive Program, and Employer Program. Amy Worth inquired about the possibility of expanding bike rack/locker infrastructure and access near transit (particularly in vicinity of BART). Amaral commented that there are ongoing, separate efforts by BART for replacing and/or increasing bike parking at stations.

ACTION: None

6.B Update on I-680 Auxiliary Lanes, Segment 2 Project:

Andy Dillard, Danville staff, provided a brief update and reported that the project was progressing on schedule, with construction completion estimated for the end of March/early April. It was also reported that the landscaping phase of the project would commence later in 2014. Michael Metcalf inquired about any potential cost savings that may be incurred at the end of the project. Tai Williams, Danville staff, responded that the project is on budget, and that in the event that there were cost savings as part of the construction phase, savings would be applied toward the landscaping phase.

ACTION: None

6.C Contra Costa Mobility Management Plan – Informational Item:

Staff reported that, at their meeting of January 15th, 2014, the Contra Costa Transportation Authority Board (Authority) received a presentation on the Central Contra Costa County Transit Authority's (CCCTA) Contra Costa Mobility Management Plan. The Plan, adopted by CCCTA in October 2013, identifies a need and provides a blueprint for Contra Costa to establish a Mobility Management function. CCCTA has requested that the Authority consider adopting the plan as an initial step for the development and implementation of a mobility management function. Per the direction of the Authority Board, the Plan is being routed back to the Regional Transportation Planning Committees for review and comment.

Amy Worth provided contextual background regarding the existing and increasing county-wide need for delivery and coordination of ADA and senior transportation services. Committee member Worth further commented that the Plan is a conceptual look at how to more efficiently coordinate services, and referenced the mobility management concept definition as described on page 4 of the Plan. John Cunningham, Contra Costa County staff, commented that, at its January 15th meeting, the CCTA Board members acknowledged the need to improve efficiency and coordination of paratransit services countywide.

The SWAT Committee requested that the Contra Costa Mobility Management Plan be discussed at the February SWAT TAC meeting, and brought back for presentation by CCCTA and further discussions at the March SWAT meeting.

ACTION: None

7. WRITTEN COMMUNICATIONS: The following written communication items were made available:

- TRANSPLAN summary of actions from Committee meeting of 11/14/13 & 1/16/14
- TRANSPAC summary of actions from Committee meetings of 11/14/13 & 12/12/13
- Notice of Availability of DEIR for Ponderosa Homes Residential Development (Danville)
- Notice of Intent to Adopt a Mitigated Negative Declaration and NOPH for Faria Preserve Project (San Ramon)

ACTION: None

8. DISCUSSION: Next/Future Agenda:

- Presentation and Discussion on Contra Costa County Mobility Management Plan
- Authorize Release of Draft Lamorinda and Tri-Valley Action Plan Updates
- Appoint SWAT Representatives to CCTA's Bicycle and Pedestrian Advisory Committee for 2014-15 term

ACTION: None

9. ADJOURNMENT: The next meeting is scheduled for Monday, March 3rd, 2014, or other meeting date as determined, at Supervisor Andersen's Lamorinda Office, 3338 Mt. Diablo Boulevard, Lafayette.

ACTION: Meeting adjourned by acting Chair Hudson at 4:10 p.m.

Staff Contact:

Andy Dillard
Town of Danville
(925) 314-3384 PH
(925) 838-0797 FX
adillard@danville.ca.gov

Agendas, minutes and other information regarding this committee can be found at: www.cccounty.us/SWAT

Agenda Item 6A



MEMORANDUM

TO: Tri-Valley Transportation Council
FROM: Bill Loudon, DKS Associates
DATE: February 7, 2014
SUBJECT: Draft 2014 Tri-Valley Transportation Plan and Action Plan Update P No.13010-002

The Draft Tri-Valley Transportation Plan and Action Plan Update provided to you represents some significant changes over the 2009 Update. The major changes are as follows:

CHANGES IN STATEMENTS OF VISION, GOALS OR TENANTS:

The following Statements of Vision and Policy were added:

- Provide support for Priority Development Areas (PDAs).
- Recommendations from the SR-239 Study should adhere to the TVTC Gateway Constraint Policy.
- Maintain transportation funding for transportation projects.

PROPOSED ADDITION OR DELETION OF ROUTES OF REGIONAL SIGNIFICANCE:

Additions of Routes or Segments to Routes:

- Bollinger Canyon Road (portion east of Dougherty Road)
- Fallon Road
- Dublin Boulevard (east of Tassajara Road)
- Isabel Avenue – SR-84 (to Portola Avenue)
- Jack London Boulevard (portion in Livermore)
- Bernal Avenue (west of Sunol Boulevard))
- Iron Horse Trail

Deletions:

- Isabel Avenue Extension (north of Portola Avenue)
- North Livermore Avenue
- West Las Positas Boulevard
- E. Vallecitos Road/Holmes Street (formerly SR-84)

1970 Broadway
Suite 740
Oakland, CA 94612-2219

(510) 763-2061
(510) 268-1739 fax
www.dksassociates.com



Continued Consideration as a Future Route:

- North Canyons Parkway

PROPOSED ADDITION OR DELETION OF MTSOS:

- MTSOs for the Iron Horse Trail
- Change in method for calculating intersection LOS and change in target value from D to E.

PROPOSED MAJOR NEW ACTIONS:

- Actions for the Iron Horse Trail
- Action for Other New Routes of Regional Significance or New Segments
- Updated the Action for the Other Routes of Regional Significance.

The version of the Draft Tri-Valley Transportation Plan and Action Plan Update that has been provided to you has shading for those parts of the Plan for which significant changes were made from the 2009 Plan. A section-by-section description of the nature of the changes is provided below.

CHANGES TO 2014 TRI-VALLEY TRANSPORTATION PLAN AND ACTION PLAN DRAFT

Location	Description
1. Throughout report	Updated forecast year ("2030" revised to "2040").
2. Section 1.1	Added details about new Regional Transportation Plan and the need for an Action Plan update.
3. Section 1.2	Added details about the area covered by the Action Plan.
4. Section 1.3	Updated outline of report mentioning addition of new Routes of Regional Significance and revised MTSOs.
5. Section 2	Modified introduction.
6. Section 2.1	Added statements 6, 12, and 16.
7. Section 2.2	Moved definition and list of Routes of Regional Significance from Section 3 to Section 2.
8. Section 2.3	Changed intersection LOS MTSO from D to E and



changed how it would be calculated (2010 Highway Capacity Manual Operational Method).
Added MTSOs for Iron Horse Trail.

9. Section 3 Moved definition and list of Routes of Regional Significance from Section 3 to Section 2.
10. Section 3.1 Updated Table 3 with new MTSO targets and monitoring results.
11. Section 3.2 Added a section about traffic speed and delay.
12. Section 3.3 Added details and updated transit ridership trend summaries.
Updated charts, maps, and supporting text regarding trends and future changes to service.
13. Section 4.1 Updated model forecast data sources.
Updated demographic and employment forecast tables, charts and supporting text.
14. Section 4.2 Updated traffic forecast results.
15. Section 4.3 Updated MTSO forecasts.
16. Section 5.1 Removed Measure C as a funding source.
Described the Plan's orientation to the Complete Streets policies of the local jurisdictions.
17. Section 5.2 Minor revisions to gateway constraint discussion for freeway facilities.
Added new discussion regarding the regional freeway HOV and Express Lanes program.
Minor revisions to arterial issues section.
Added paragraph about impact of growth on rural roads.
Revised project lists in Tables 9 and 10.
18. Section 5.3 Updated content on transit improvements and development patterns.
Added discussion of organizations providing support for future transit plans and improvements.
Added discussions of future improvements on BART, ACE, County Connection, LAVTA/WHEELS, San

Joaquin RTD, and park-and-ride lots.

19. Section 5.5 Added discussion of Senate Bill 1339 regarding employer-based demand management and trip reduction programs.
20. Section 5.6 Added discussion of growth management responsibilities in Alameda County.
21. Section 5.7 Under regional action list, added items 7, 15-20.

Minor changes in wording of regional actions.

Under additional actions, added action to I-580, revised actions for SR-84.
22. Section 6.1 Added reference to the planned vote for an additional sales tax increment for transportation in Alameda County.
23. Section 7.2 Changes in wording for how the arterial intersection LOS is to be calculated.
24. Section 7.5 Changed the description of the votes needed to make decisions about the Action Plan.

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Draft

Tri-Valley Transportation Plan and Action Plan for Routes of Regional Significance



Prepared By:



1970 Broadway Suite 740
Oakland, CA 94612

February 21, 2014

Prepared For:

Tri-Valley Transportation Council

Tri-Valley Transportation Plan and Action Plan Update

DRAFT

Prepared by:



1970 Broadway, Suite 740
Oakland, CA 94612

February 21, 2014

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1 INTRODUCTION

1.1 Overview of the Tri-Valley Transportation Plan and Action Plan Update

The 2014 Update to the Tri-Valley Transportation Plan/Action Plan assesses transportation issues within the Tri-Valley area and outlines a recommended package of vision statements, goals, policies, objectives and actions for addressing those issues. The study area includes Danville, San Ramon, Dublin, Pleasanton, Livermore, and unincorporated portions of Contra Costa County and Alameda County. In addition to serving as a guide for transportation planning through 2040, the Plan also represents the Action Plan for Routes of Regional Significance for Contra Costa County jurisdictions, as mandated by Measures C and J, and provides information that can be incorporated into the Congestion Management Programs for Contra Costa and Alameda Counties.

As the Action Plan for the Tri-Valley, many of the Plan's recommendations and goals are incorporated into the 2014 Update to the Countywide Comprehensive Transportation Plan prepared by the Contra Costa Transportation Authority. In addition, the Tri-Valley Transportation Council (TVTC) Joint Exercise of Powers Agreement states that member jurisdictions are to consider the Tri-Valley Transportation Plan when adopting or amending general plans, specific plans, zoning ordinances, or capital improvement programs. The Tri-Valley Transportation Plan is intended to be congruent with, and does not override, existing policies, agreements, and regulations that exist in each jurisdiction, between jurisdictions, or as adopted by applicable regulatory/governing bodies.

In 1995, the TVTC developed and adopted the first Transportation Plan and Action Plan. This planning document served as a guide for Tri-Valley transportation planning for Contra Costa County jurisdictions as the Measure C mandated Action Plan. The Action Plan underwent a focused update in 2000 and another update was undertaken in 2009 that reflected the passage of Measure J in Contra Costa. Since then, new demographic, land use, and travel forecast data have become available. Additionally, the Sustainable Communities Strategy (SCS) was developed by the Association of Bay Governments (ABAG), the Metropolitan Transportation Commission (MTC), and the Bay Area Air Quality Management District (BAAQMD) to achieve state-mandated greenhouse gas reductions for the Bay Area. That strategy was the basis for Plan Bay Area, a new Regional Transportation Plan. The SCS and Plan Bay Area identified Priority Development Areas (PDA's) throughout the region where future growth was to be concentrated. The combined effects of these events triggered the need to revisit the Tri-Valley Transportation and Action Plan to reflect changes in data, finance, policy, and transit.

1.2 Elements of an Action Plan

In 1988, Contra Costa County voters approved Measure C, a one-half percent sales tax that generated \$1 billion in funding over 20 years. Measure C also included an innovative Growth Management Program (GMP) that encouraged local jurisdictions to participate in a cooperative, multi-jurisdictional planning process, and, among other things, establish flexible traffic service standards for Regional Routes. In November 2004, Measure J was passed by the voters of Contra Costa, extending the sales tax program and the GMP for another 25 years. The Contra Costa Transportation Authority, created to manage this program, allocates 18 percent of the sales tax revenue it receives to local jurisdictions that comply with Measure C and J Growth Management Program requirements. To receive these funds, each Contra Costa jurisdiction must, among other requirements, participate in an ongoing cooperative, multi-jurisdictional planning process. As a part of this process, "Action Plans for Routes of Regional Significance" are to be developed by the Regional Transportation Planning Committees (RTPC) with input from local jurisdictions. The TVTC, composed of elected officials from the seven member jurisdictions (Danville, San Ramon,

Dublin, Pleasanton, Livermore Contra Costa County and Alameda County), serves as the RTPC for the Contra Costa County portions of the Tri-Valley sub-regional area.

Each Action Plan must:

1. Identify Routes of Regional Significance,
2. Set Multimodal Transportation Service Objectives (MTSOs), and
3. Establish Actions for meeting those MTSOs and local responsibilities for carrying them out

In addition, local jurisdictions and the RTPCs are to establish thresholds that trigger the evaluation of the impacts of major developments and General Plan amendments for their effects on the local and regional transportation system and the ability to achieve the MTSOs established in the Action Plan. The Tri-Valley Action Plan extends beyond Danville, San Ramon, and Contra Costa County to include Alameda County, Dublin, Pleasanton, and Livermore because of an agreement between all of the Tri-Valley jurisdictions in 1995 to combine the development of Action Plans for the subarea with a Tri-Valley Transportation Plan. This agreement has continued with each update of the Action Plan since that date.

1.3 The 2014 Action Plan Update

The 2014 Tri-Valley Transportation Plan and Action Plan Update focuses on updating the growth management components to the plan that are required for the Contra Costa jurisdictions to comply with the Measure J GMP. In addition, changes have been reflected for the Alameda jurisdictions with regard to new project priorities and funding opportunities. During the course of the 2014 Update, the TVTC reviewed and updated several major elements of the Action Plan including the Vi-



sion, Goals and Policies; Routes of Regional Significance; Multimodal Transportation Service Objectives; Actions; the Sub-regional Transportation Impact Fee; and Development Review Procedures. The TVTC identified six new Routes of Regional Significance or extensions of existing Routes, all of which had been identified as “Future Routes” in previous plans. TVTC also identified the Iron Horse Trail as a Route of Regional Significance. MTSOs and Actions were identified for the new routes and extension.

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

Routes of Regional Significance are roadways or other transportation facilities that are considered to be important from a regional perspective, providing regional mobility and connecting multiple jurisdictions. While the designation of Routes of Regional Significance is the responsibility of the RTPC, they are generally routes that carry significant through traffic, connect two or more jurisdictions, serve major transportation hubs, or cross county lines. For these roadways the RTPCs use the Action Plan to establish quantifiable performance measures called MTSOs

Multimodal Transportation Service Objectives (MTSOs) represent quantifiable performance measures that are to be maintained or met within a specific timeframe. This may include, for example, average peak-hour speeds, peak-period congestion duration, and roadway level of service.

Actions are the specific actions, measures, or programs that the jurisdictions in Tri-Valley agree to in order to achieve the MTSOs. The responsibility of carrying out the actions may be at the local jurisdiction level or at the RTPC level. Actions may involve implementing specific projects at the local level, or they may call for the RTPC to support region-wide projects that have a local impact. (Note: Contra Costa jurisdictions are required to carry out these actions in order to be found in compliance with the Measure C/J GMP).

Sub-regional Transportation Mitigation Program (STMP) is the regional transportation fee program adopted by TVTC to generate revenues to fund transportation improvements within the Tri-valley that are necessary to mitigate the impact of new growth.

Development Review Procedures are agreements about how General Plan amendments or major development projects proposed by local jurisdictions will be reviewed by the jurisdictions and TVTC to determine whether the development proposal adversely affects the ability to meet the adopted MTSO.

1.4 Outline of the Document

Chapter 2 of this document describes the framework for the Transportation Plan and Action Plan identifying vision, goals and policies to guide the 2014 Transportation Plan and Action Plan, the Routes of Regional Significance and the updated MTSOs. **Chapter 3** provides a description of the existing transportation conditions in the Tri-Valley. An assessment of the MTSOs from recent monitoring is used to indicate the current status of transportation conditions in the Tri-Valley.

A forecast of 2040 population, employment and transportation conditions is presented in **Chapter 4**. In this chapter an assessment of the Routes of Regional Significance MTSOs is provided for the 2040 forecast for a baseline condition that assumes only currently funded transportation improvements are in place.

Chapter 5 of the report defines the key elements of the 2014 Transportation Plan and Action Plan. This includes an updated description of the Transportation Plan elements and the actions defined by the Action Plan Update to maintain the MTSOs for the Routes of Regional Significance. The actions include, “regionally significant actions,” designed to improve conditions throughout the Tri-Valley and actions specifically designed to address needs on individual Routes of Regional Significance. For each action, the agency or agencies responsible for implementing the action is identified.

The financial plan for meeting the needs of the Transportation Plan and Action Plan is presented in **Chapter 6**. This includes a brief description of the existing funding sources that support the transportation plan elements and the Sub-regional Traffic Impact Fee Program designed to implement, “regionally significant projects,” in the Action Plan. This chapter also provides a description of an agreement for cost sharing of transportation improvements that are necessary to mitigate the impact of development in more than one jurisdiction.

Chapter 7 provides guidance on implementation of the Transportation Plan and Action Plan. The chapter includes a description of the process for Plan adoption and amendment. It defines a process and schedule for monitoring and reporting the MTSOs. The chapter defines the agreed-upon procedures for review of developments and General Plan Amendments. The chapter provides a method for conflict resolution and identifies the future role of the TVTC in monitoring, implementing, and updating the Transportation Plan and Action Plan.



2 FRAMEWORK FOR THE TRANSPORTATION PLAN AND ACTION PLAN

2.1 Statements of Vision, Goals and Policies

The 2014 Transportation Plan and Action Plan vision, goals and policies are as follows:

1. Integrate transportation planning with planning for air quality, community character, and other environmental factors.

2. Support corridor management programs to make the most efficient, effective, and safe use of existing facilities and services.
3. Support incident management programs to maintain mobility when accidents or breakdowns occur on major transportation facilities.
4. Consider both the need for vehicular mobility and congestion reduction, and such livability concepts as walkability, bicycle access, and community character.
5. Maintain and actively pursue enhanced and expanded public transit service, ridesharing, and non-motorized mode options and trip reduction programs in order to increase accessibility, to increase the transit share of travel in the Tri-Valley, and to increase average vehicle occupancy.
6. Provide support for Priority Development Areas.
7. Manage school-related traffic to enhance safety and reduce peak period traffic impacts.
8. Classify the Routes of Regional Significance as either interregional or intraregional in order to recognize the different trip types served on each Route. Interregional Routes provide linkages between the Tri-Valley and other sub-areas and include I-680, I-580, SR-84, Vasco Road, and Crow Canyon Road. Intraregional Routes connect communities within the Tri-Valley and include all other Routes of Regional Significance.
9. Maintain established MTSOs on routes of regional significance.
10. Maintain established capacity constraints to limit interregional traffic at Tri-Valley gateways on I-580, I-680, Crow Canyon Road, and Vasco Road.
11. Encourage through-trips and interregional travel to stay on interregional routes and discourage diversion of these trips to intraregional routes as a mechanism for ensuring intraregional mobility.
12. Recommendations from the SR 239 Study should adhere to the TVTC Gateway Constraint Policy.
13. Support arterial traffic management strategies that address hotspots at critical intersections and approaches.
14. Respect past regional commitments in the prioritization of funding of projects.

15. Work cooperatively with regional transportation partners to maximize funding opportunities.

16. Maintain transportation funding for transportation projects.

2.2 Routes of Regional Significance

All freeways and many major arterials are designated as Routes of Regional Significance, but it is up to the individual RTPC to establish these routes for incorporation into the Authority's Countywide Plan. The CCTA's Implementation Guide provides the following criteria for identifying Routes of Regional Significance¹:

1. Connect two or more subareas;
2. Cross county boundaries;
3. Carry a significant amount of through traffic; or
4. Provide access to a regional highway or transit facility (e.g. a rail station, a multi-modal public transit facility, a bus transfer center, or a freeway interchange).

Transportation facilities that meet one or more of these criteria may be designated as Regional Routes.

Three state highways provide access to and from the Tri-Valley. These highways include Interstate 680, Interstate 580, and State Route 84. In addition, a number of arterial roadways facilitate travel within the Tri-Valley, connecting individual cities as well as carrying local traffic. The Iron Horse Trail is also important to regional pedestrian and bicycle mobility and requires interjurisdictional planning. The three state highways, along with numerous arterials and the Iron Horse Trail together make up what are known as Routes of Regional Significance, as shown in Tables 1 and 2 and in Figure 1. These routes have been further classified as either interregional or intraregional in order to recognize the different trip types served on each route. Interregional routes provide linkages between the Tri-Valley and other subareas and include I-580, I-680, SR-84, Vasco Road and Crow Canyon Road. Intraregional routes connect communities within the Tri-Valley and include all other Routes of Regional Significance. It should be noted that designation as a Route of Regional Significance does not imply any intended change in use of the route.

¹ Contra Costa Transportation Authority, Implementation Guide, December 1990, p. IG-10.

Table 1: Interregional Routes of Regional Significance

Interregional Route

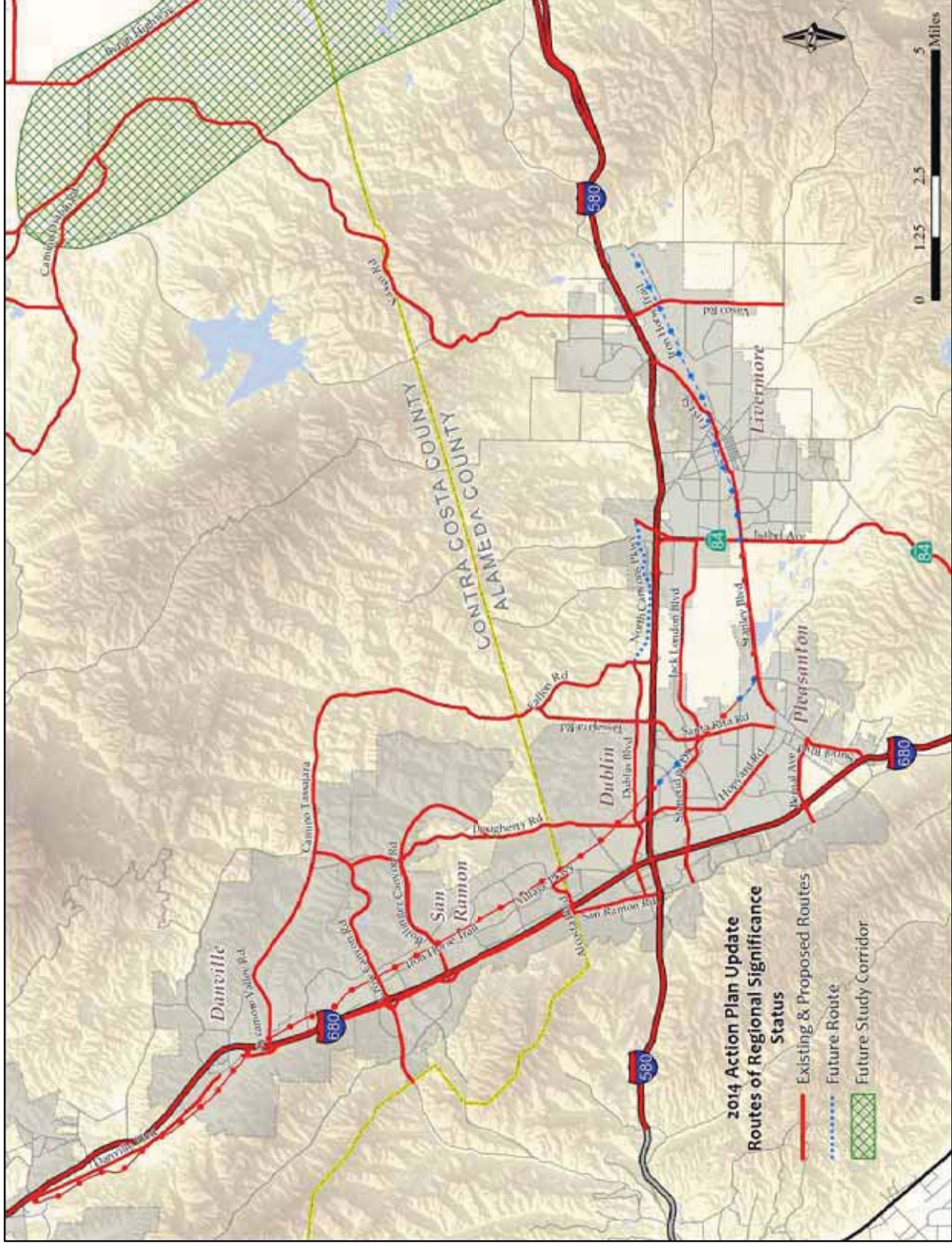
I-580
I-680
State Route 84
Vasco Road
Crow Canyon Road

Table 2: Intraregional Routes of Regional Significance

Intraregional Routes

Alcosta Boulevard	Jack London Boulevard
Bernal Avenue	San Ramon Road
Bollinger Canyon Road	San Ramon Valley Boulevard
Camino Tassajara	Santa Rita Road
Danville Boulevard	Stanley Boulevard
Dougherty Road	Stoneridge Drive
Dublin Boulevard	Sunol Boulevard
Fallon Road	Sycamore Valley Road
First Street/Railroad Avenue	Tassajara Road
Hopyard Road	Vasco Road
Iron Horse Trail	

Figure 1: Tri-Valley Routes of Regional Significance



2.3 Multimodal Transportation Service Objectives

Multimodal Transportation Service Objectives provide a mechanism for the jurisdictions within the Tri-Valley to define the quality of service that is desired on Routes of Regional Significance. The following MTSOs are defined for Tri-Valley Routes of Regional Significance:

Peak Hour Travel Speed. This measure, applied only to I-580 and I-680, sets a minimum average peak hour speed for the AM and PM peak hours. The target minimum speed is 30 miles per hour.

Delay Index. The Delay Index compares the time required to travel between two points during the peak hour to the time required during non-congested, off-peak hours. This measure is defined as the observed travel time divided by the free-flow travel time:

$$\text{Delay Index (DI)} = (\text{Observed Travel Time}) \div (\text{Free-Flow Travel Time})$$

The target minimum value for the Delay Index for I-580 and I-680 is 2.0. A DI of 2.0 indicates that a trip through the segment takes twice as long during peak hours as during the off-peak, due to congestion and slow speed. The proposed target minimum value for SR-84 is 3.0.

Duration of Congestion. This MTSO is expressed in terms of hours of congestion per day. Hours of congestion can be measured with traffic counts or speed runs and should apply to mixed-flow lanes only. A target value has been set only for I-680 south of SR-84. A target value of no more than five (5.0) hours of congestion per day has been set.



Intersection Levels of Service. Level of service is a measure of the amount of delay that results from volume on a particular facility. For intersections, the delay is a function of the volume of all of the through movements and turning movements at the intersection as well as the number of lanes serving each movement and traffic signal timing. For the purpose of this MTSO the level of service is defined by an assessment of control delay and volume-to-capacity ratio for the intersection and is calculated using the *2010 Highway Capacity Manual* operational method for AM and PM peak hours based on turning-movement counts. The target for this MTSO is to maintain an intersection level of service “E” or better. Intersections in downtown areas or other locals specifically exempted by local jurisdictions have no defined MTSO.

Previous action plans used a link level of service measure as the MTSO for SR-84 but this has been changed to a combination of the Delay Index and the intersection level of service.

Previous versions of the Transportation Plan and Action Plan also identified goals for reducing reliance on the automobile. These goals provide input for the planning process but are not used in the evaluation of performance on the Routes of Regional Significance.

Transit Ridership. Public transit agencies routinely collect ridership data for their system on a daily, monthly, and annual basis. Most transit agencies now have Automatic Passenger Counters, which, along with farebox data provide an extremely accurate account of all boardings and alightings on a granular level. With this new technology, public transit usage can be attributed to specific routes, bus stops, and times of day. No specific goal for transit ridership has been specified.

Average Vehicle Ridership. This goal is the ratio of total person commute trips to vehicles used for commuting on I-580 and I-680. The Tri-Valley Transportation Plan/Action Plan includes a regional action to increase AVR by 10% from 1.1 to 1.2. Several Tri-Valley jurisdictions maintain voluntary employer trip reduction programs to increase AVR.

MTSOs have also been formulated for the Iron Horse Trail, which is designated a Route of Regional Significance. These MTSOs will be monitored in subsequent updates of the Plan. The following MTSOs are defined for the Iron Horse Trail:

Pedestrian and Bicycle Volumes – A measure of the use of the facility and potential overcrowding or conflict

Auto Volumes at Crossings – A measure of the difficulty crossing roadways along the trail

Average Trail User Delay at Major Road Crossings – a measure of the delay to trail users caused by at-grade crossings of the trail

Frequency of Pedestrian or Bicyclist Injury – A measure of the relative safety of the trail for its pedestrian and bicycling users

Pavement Condition - A measure of the relative comfort of the trail for its users



3 EXISTING TRANSPORTATION CONDITIONS

3.1 Traffic Volumes and Conditions

An evaluation of the values of the MTSOs for the Routes of Regional Significance provides an overview of the existing traffic conditions in the Tri-Valley. Table 3 summarizes the results of the monitoring.

Table 3: Status of Existing MTSOs

<i>MTSO</i>	<i>Standard</i>	<i>Facilities</i>	<i>2013 Monitoring</i>
Peak Hour Travel Speeds	Minimum average speed of 30 miles per hour	I-680	AM: 56 mph (NB), 52 mph (SB) PM: 42 mph (NB), 54 mph (SB)
		I-580	AM: 63 mph (EB), 36 mph (WB) PM: 45 mph (EB), 59 mph (WB)
Delay Index	Delay index of 2.0 or less	I-680	AM: 1.1 (NB), 1.1 (SB) PM: 1.4 (NB), 1.1 (SB)
		I-580	AM: 1.0(EB), 1.6 (WB) PM: 1.3 (EB), 1.0 (WB)
	Delay index of 3.0 or less	SR-84	AM: 1.4 (NB), 1.7 (SB) PM: 1.5 (NB), 1.5 (SB)
Congestion Duration	No more than 5 hours of congestion per day south of SR-84	I-680	NB: 4 hours SB: 3 hours
Link Volume-to-Capacity Ratio	Link V/C ratio less than 0.99	SR-84	AM: 1.05, at Vallecito Rd PM: 0.84
Intersection Level of Service	LOS "E" at signalized intersections No standard in downtown areas	52 intersections	LOS F (both AM & PM peak, unless noted) at:
			<ol style="list-style-type: none"> 1. Dougherty Rd/ Amador Valley Rd 2. Holmes Street/Concannon Blvd (AM) 3. Stanley Blvd/Murrieta Blvd 4. Hopyard Rd/Owens Dr (PM) 5. Santa Rita Ave/Valley Ave (PM) 6. Stanley Ave/Valley Ave (PM) 7. Sunol Blvd/I-680 NB Ramps

Source: 2013 CCTA MTSO Monitoring Report

3.2 Traffic Speed and Delay

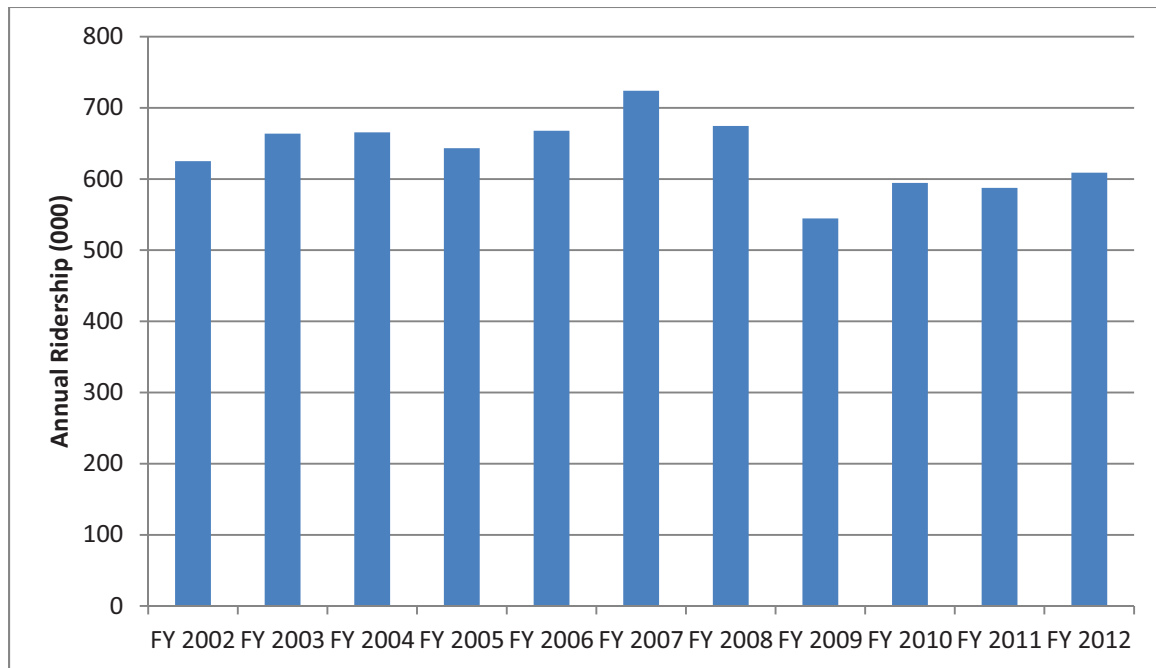
The existing speeds on several Regional Routes of Significance were used to calculate the delay index. The model provided speeds for the future scenario, and these were used to calculate the respective delay index.

3.3 Public Transit Service

Public transit service in the Tri-Valley is provided by Contra Costa County Connection (CCCTA), Bishop Ranch Express (operated by CCCTA), the Livermore Amador Valley Transit Authority (LAVTA), the Altamont Commuter Express (ACE), the San Francisco Bay Area Rapid Transit District (BART), and some limited Contra Costa County service by SolTrans (Solano County Transit). Public transit ridership has seen modest gains in recent years, with impacts of the economic downturn affecting funding and usage.

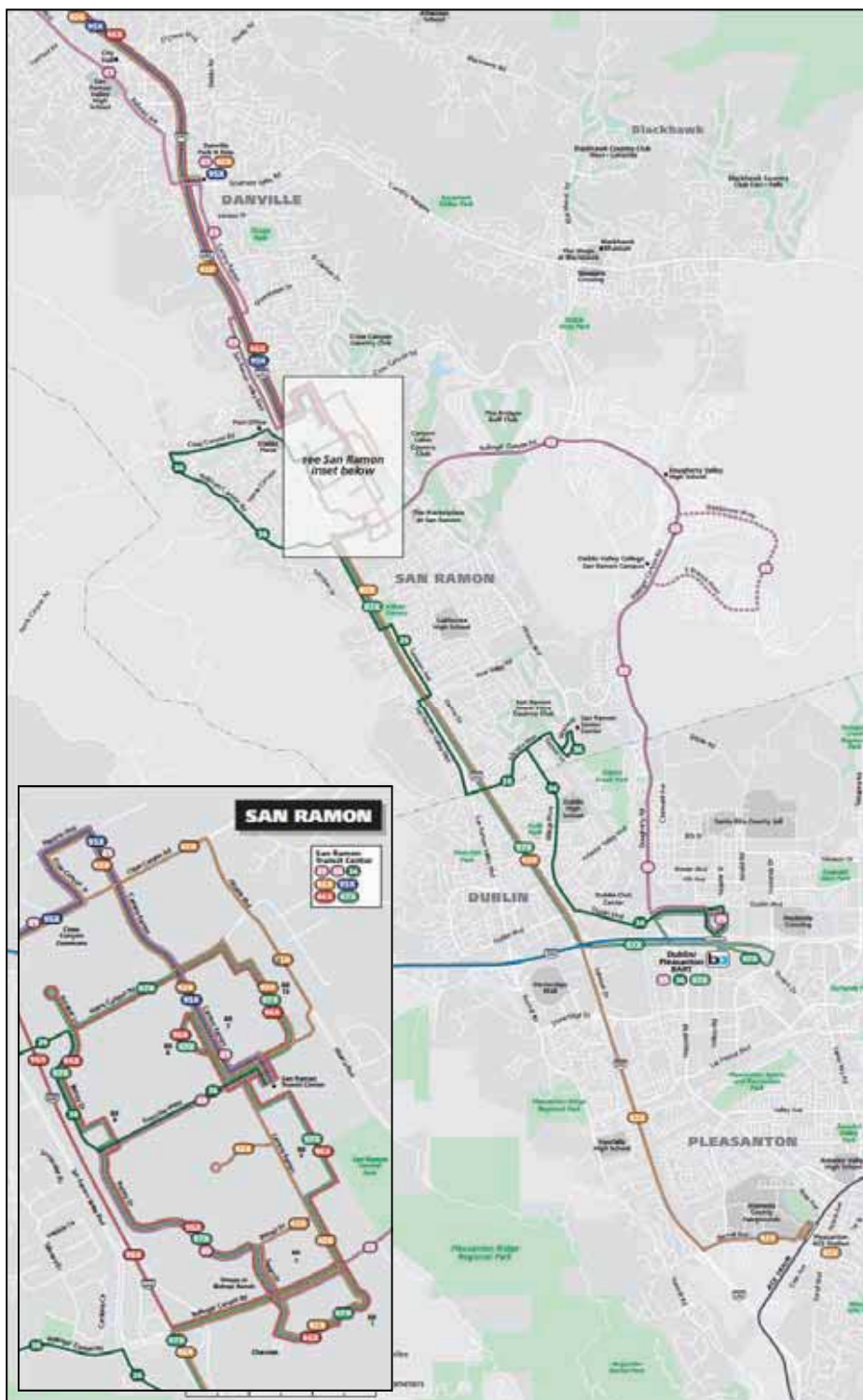
Contra Costa County Connection serves the Contra Costa County portion of the Tri-Valley, the Dublin/Pleasanton BART Station and the Alameda County Fairgrounds ACE Station. The bus routes currently serving this area are 21, 35, 36, 92X, 95X, 96X, 97X, and 321. County Connection also provides service between the ACE Station in Pleasanton, the San Ramon Transit Center and the Bishop Ranch Business Park. Ridership on Tri-Valley area routes had dropped in 2008 and 2009 after peaking in 2007, and is recovering in the years after, as shown in Figure 2. Figure 3 identifies the locations of these routes.

Figure 2: Annual Ridership for County Connection Tri-Valley Bus Routes



Source: County Connection, November 2013

Figure 3: County Connection System Map (Tri-Valley area)



Source: County Connection, July 2013

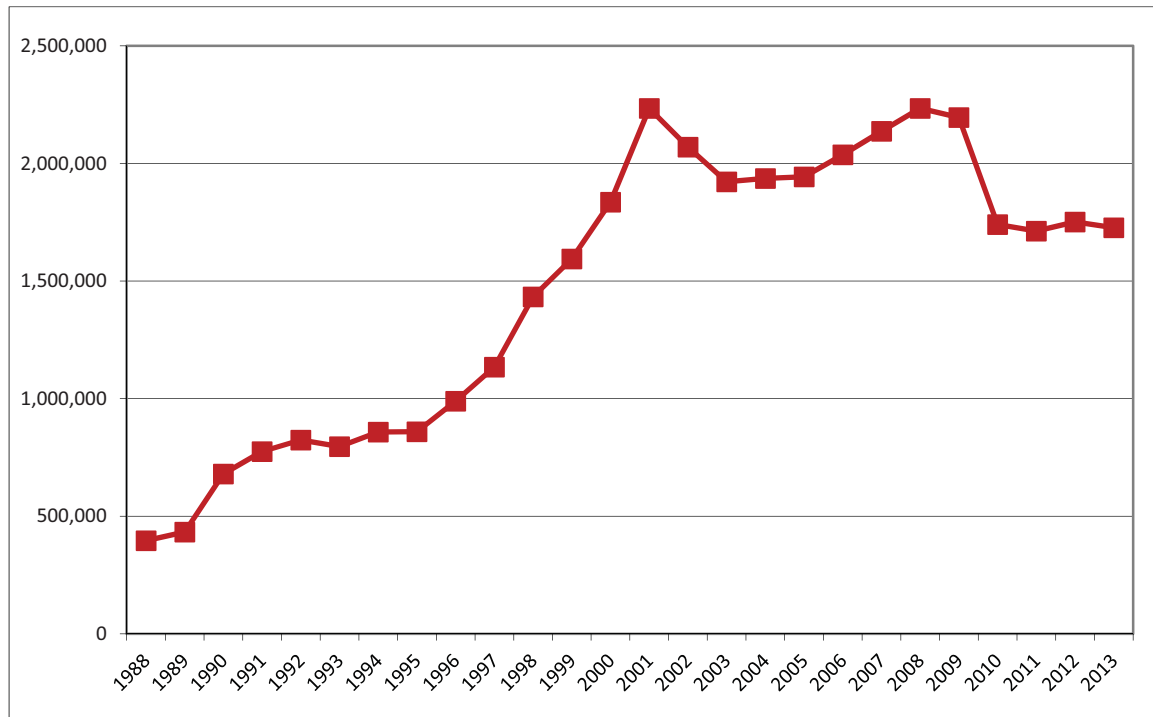
In the Alameda County portion of the Tri-Valley, LAVTA is the primary public transit provider, serving Dublin, Pleasanton, and Livermore, as illustrated in Figure 4. LAVTA's services include: one BRT/Rapid Route, four Express Bus Routes, nine Local Routes, three Shuttles, and 20 Limited Service Routes, including service to schools, and demand-responsive paratransit service. As shown in Figure 5, LAVTA's fixed route ridership has been relatively static over the last three years during the economic downturn.

Figure 4: LAVTA System Map



Source: LAVTA August 2013 Bus Book

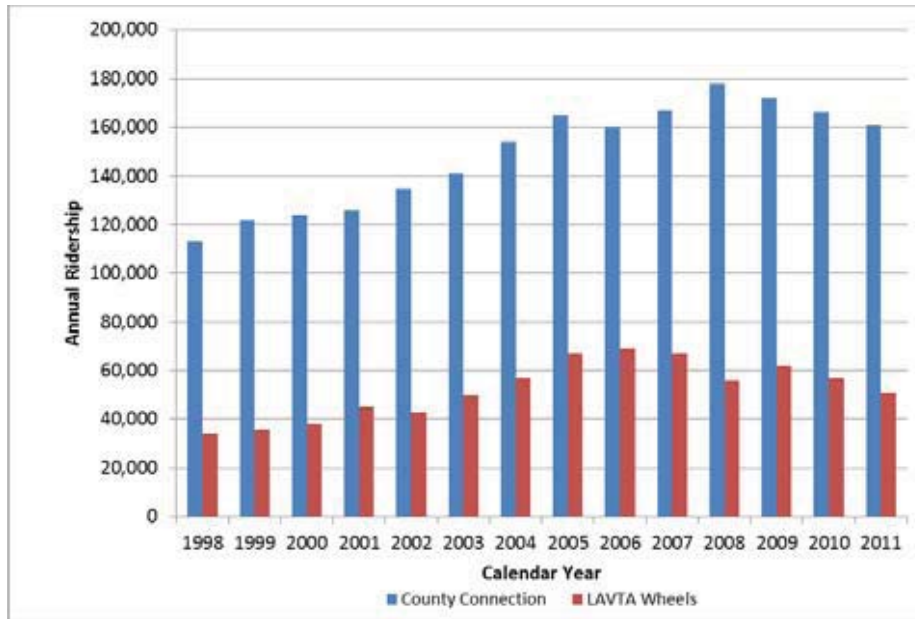
Figure 5: Annual Ridership for LAVTA Fixed Route Bus Service, FY 1987-2013



Source: LAVTA System Ridership, 2013

Paratransit services within the Tri-Valley area are provided by County Connection, LAVTA, and a few select non-profit groups. Overall ridership on paratransit in the Tri-Valley, as shown in Figure 6, had been steadily rising until it peaked in 2008 and has been decreasing since then. LAVTA has seen expected gradual increases in paratransit usage over the last 24 months. With population forecasts showing a large increase in the senior (age 62 and over) demographic, the demand for paratransit service is expected to increase again in the future.

Figure 6: Annual System Wide Paratransit Ridership



Source: 2011 MTC Statistical Summary of Bay Area Transit Operators

Providing commuter rail service from Stockton to San Jose, ACE Rail serves the Tri-Valley with two stops in Livermore and another in Pleasanton. After service began in 1998, it was expanded to four round-trip trains, and then reduced to three round trip-trains due to budget shortfalls. Service has since been restored to four round-trip trains. The complete route and stations served is shown in Figure 7. ACE Rail ridership peaked in 2000, steadily recovered through 2008, and experienced a drop in 2009. Ridership has since recovered to 2008 levels. Figure 8 shows the ridership trends since 1998.

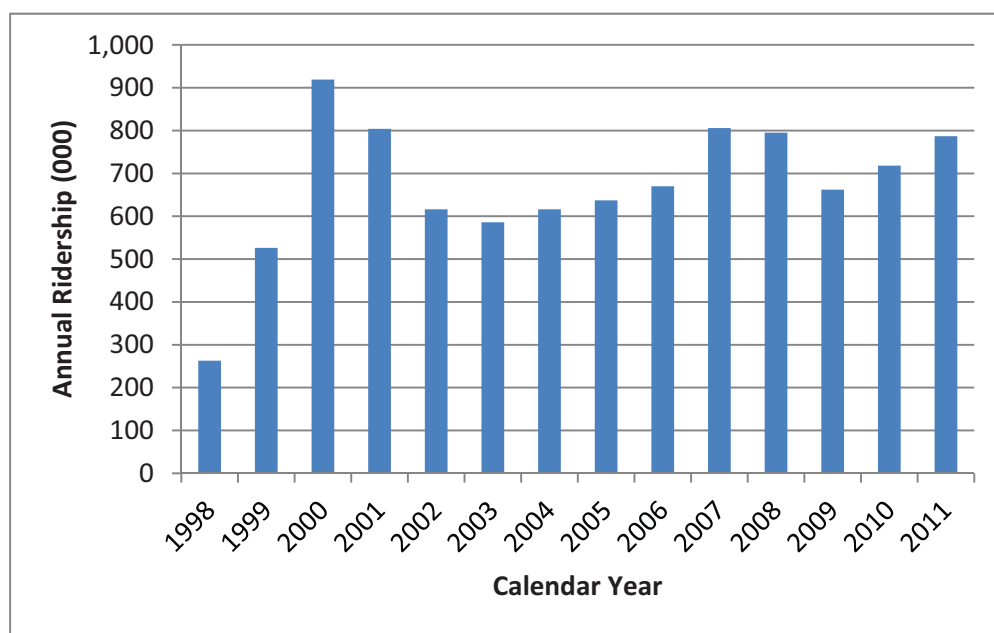
Plans have been developed for the enhancement of ACE service over the next ten years. The plan, ACEforward is aiming to offer more service to our communities (six daily round-trips by 2018 and ten daily round-trips by 2022 versus the current four daily round trips) and safety improvements such as grade crossings and additional track in key locations. The plan also calls for extending ACE service to the downtowns of Manteca, Modesto, Turlock, and Merced and could potentially move ACE to downtown Tracy.

Figure 7: ACE Rail System Map



Source: ACE Rail, July 2013

Figure 8: Annual Ridership for ACE Rail



Source: 2011 MTC Statistical Summary of Bay Area Transit Operators

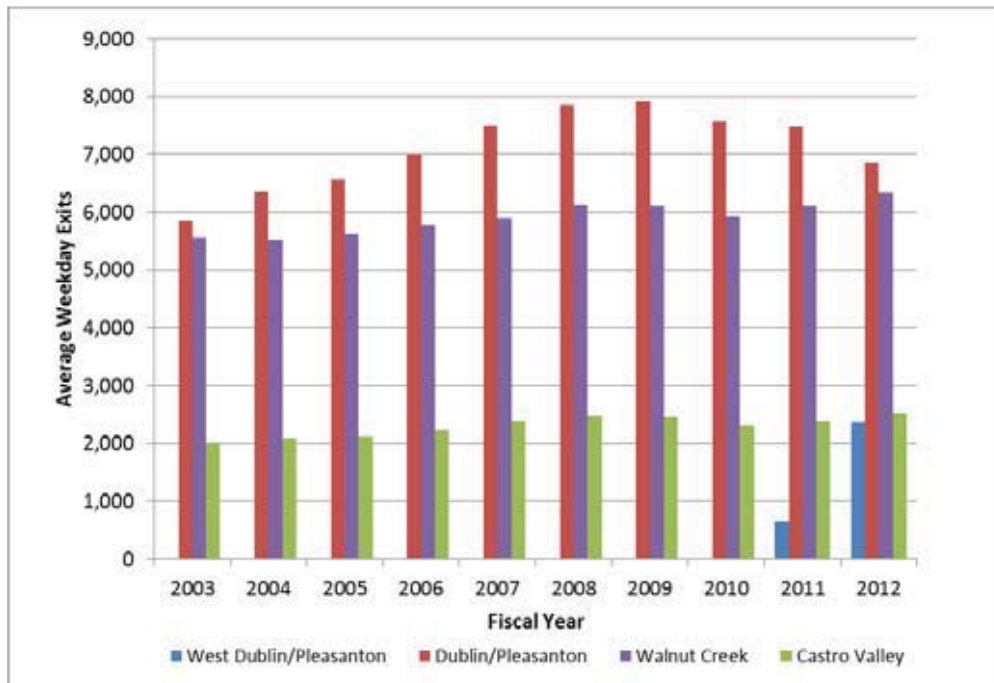
BART service to the Tri-Valley is provided at the West Dublin/Pleasanton and Dublin/Pleasanton BART stations. The stations can be accessed through on-site park-and-ride lots and through numerous County Connection and LAVTA bus routes. A map showing the BART system is presented in Figure 9. Ridership in the form of average annual weekday exits at the West Dublin/Pleasanton and Dublin/Pleasanton stations, along with the nearby Walnut Creek and Castro Valley stations is shown in Figure 10. The most apparent trend is a significant increase in ridership at the Dublin/Pleasanton station from FY 2003 to 2009 and a steady decline in recent years due at least partially to the opening of the new West Dublin/Pleasanton Station in 2011. Overall, ridership has steadily increased since FY 2003.

Figure 9: BART System Map



Source: BART, July 2013

Figure 10: Average Annual Weekday Exits at Select BART stations



Source: BART 2013 Ridership Report

3.4 Conclusions about Existing Transportation Conditions

Looking back at the original Action Plan adopted by TVTC in 1995, it is striking to note that the Plan indicated that there was very little congestion on the Tri-Valley's arterial and freeway network. Today, we see not only significant congestion, but also continued rapid growth that is expected to cause still greater levels of traffic congestion in the future. To continue to meet the MTSOs, new actions and measures may be required. It is important to note, however, that inability to achieve the MTSOs does not of itself constitute non-compliance with the Contra Costa GMP. Exceeding an MTSO does, however, suggest that the Action Plan may need to be re-evaluated to determine whether the MTSOs needs to be adjusted, or whether new actions can be introduced to address incidents of exceeding an MTSO.

Transit is playing an important role in the region, but transit ridership is not growing at as fast a rate as population, employment or traffic volumes. In fact, forecasts indicate a continued reliance on the single-occupant auto as the dominant mode of transit in the Tri-Valley. If the Tri-Valley is to continue to seek to meet its transportation objectives by increasing transit use and increasing vehicle occupancy, more resources will be required to increase transit service to the point where it is sufficiently attractive to achieve a higher transit mode share and higher vehicle occupancies. More resources will also be needed to enhance other alternatives to the single-occupant vehicle such as carpooling, vanpooling, bicycling and walking.



4 OVERALL GROWTH RATES AND FUTURE TRAVEL PATTERNS

4.1 Population and Employment Forecasts

Forecasts for future population and employment levels in the Tri-Valley were derived from the Contra Costa Transportation Authority's (CCTA) Countywide travel demand forecasting model. By resolution, this model was adopted by the TVTC in 2012 as the replacement for the previous Tri-Valley Model. The traffic forecasts generated by the model are based on the Association of Bay Area Governments (ABAG) Current Regional Plan Projections produced in 2011 as part of the regional plan update and the 2013 CCTA Land Use Information System (LUIS '13). Provided in the model are forecasts for the year 2010, 2020, 2030 and 2040. Current year

2013 estimates are derived through straight-line interpolation between 2010 and 2020.

Population and employment forecasts are summarized in Tables 4 and 5. By 2040, the total Tri-Valley population is forecasted to grow 35 percent from today. Seniors (age 62 and over) are to make up most of that growth, increasing by 79 percent.

The total number of employees, or jobs, in Tri-Valley is expected to grow at a lower rate than the number of employed residents, eventually becoming roughly equal to the total number of employed residents.

Table 4: Population and Employment Forecast

	<i>2013</i>	<i>2040</i>	<i>Net Growth</i>	<i>Percent Growth</i>
Total Population	349,784	472,355	122,572	35%
Total Households	125,111	170,267	45,156	36%
Total Employed Residents	157,597	239,853	82,256	52%
Total Employees	183,598	239,655	56,057	31%
Average Household Size	2.80	2.77		
Employed Residents/HH	1.26	1.41		

Source: CCTA Travel Demand Model, Projections 2013

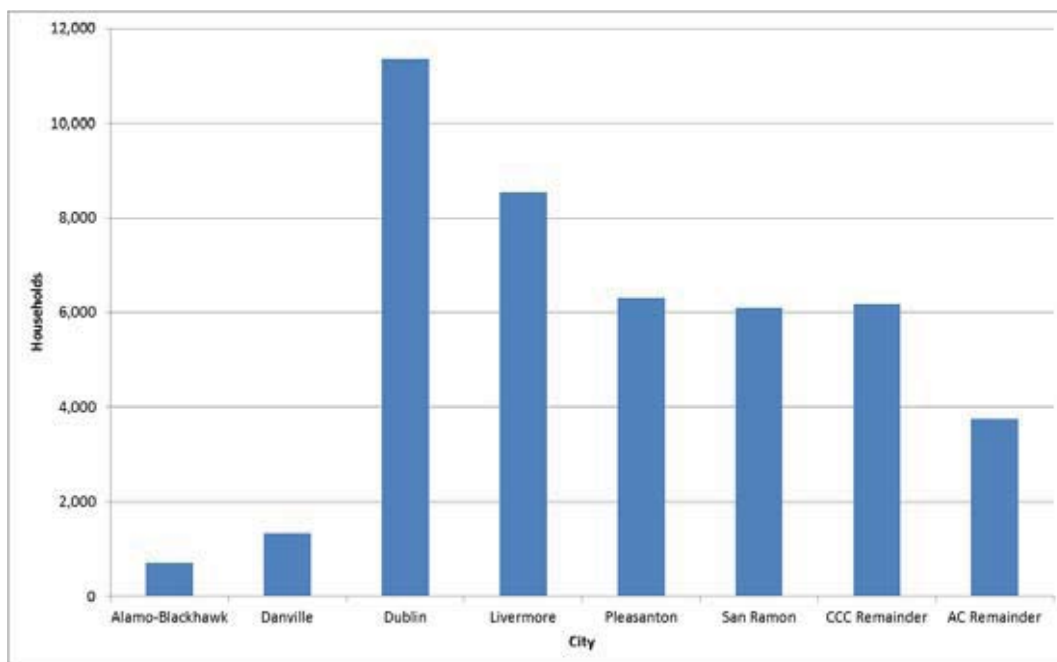
Table 5: Population Forecast by Age Group

	<i>2013</i>	<i>2040</i>	<i>Net Growth</i>	<i>Percent Growth</i>
Senior (Age 62+)	35,085	62,814	27,729	79%
Adult (Non-Senior)	225,218	297,756	72,539	32%
Non-working Young	89,481	111,785	22,303	25%
Total Population	349,784	472,355	122,572	35%

Source: CCTA Travel Demand Model, Projections 2013

Of the total household growth in the Tri-Valley, approximately 59 percent of it is expected to occur in Dublin, Pleasanton, and Livermore as shown in Figure 11. The communities of Alamo, Blackhawk, Danville, and San Ramon are forecasted to absorb 18 percent of the total growth while the other 23 percent is to occur in the remaining areas of Contra Costa and Alameda counties.

Figure 11: Household Growth by Area, 2013 to 2040



Source: CCTA Travel Demand Model, Projections 2013

Total employment is forecasted to grow 31 percent in the Tri-Valley by 2040, as shown in Table 6. Most of this growth is to occur in the service sector, which will account for about 39 percent of the total employment growth.

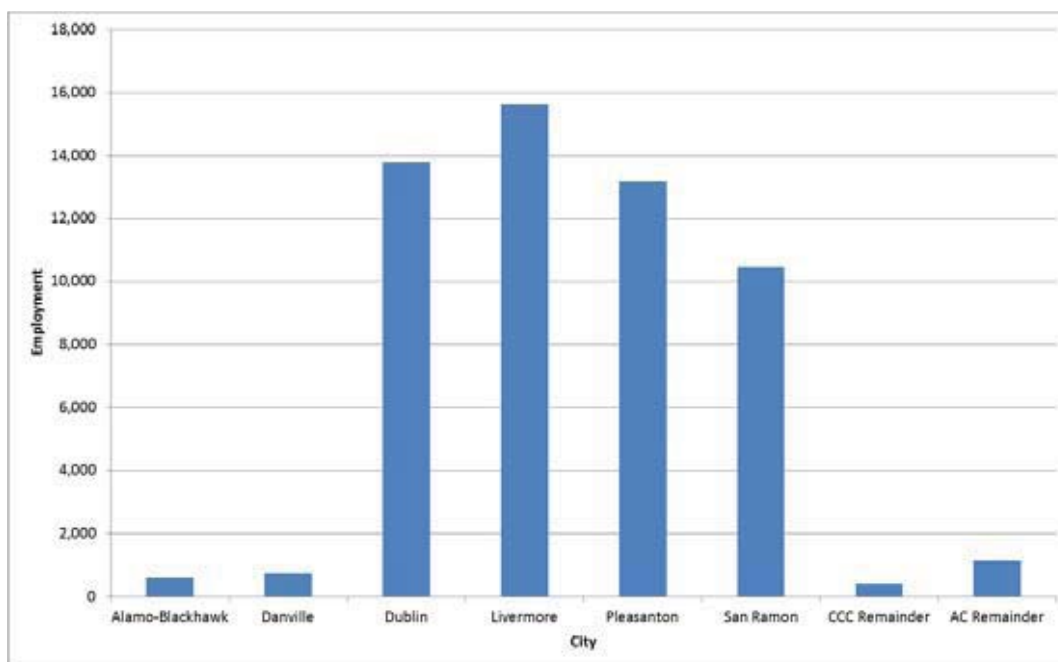
Table 6: Employment Forecast

	2013	2040	Net Growth	Percent Growth
Retail	26,973	39,130	12,157	45%
Service	78,844	100,602	21,758	28%
Manufacturing	17,753	23,666	5,913	33%
Agricultural	1,867	2,279	412	22%
Wholesale	8,552	12,303	3,751	44%
Other	49,608	61,675	12,067	24%
Total Employment	183,598	239,655	56,057	31%

Source: CCTA Travel Demand Model, Projections 2013

Distribution of employment growth is not expected to be even, with Dublin and Livermore accounting for 75 percent of the additional Tri-Valley jobs, as presented in Figure 12.

Figure 12: Employment Growth by Area, 2013 to 2040



Source: CCTA Travel Demand Model, Projections 2013

4.2 Traffic Forecasts

As shown in Table 7, traffic demand is expected to grow at a brisk pace along Tri-Valley area freeways and arterials. Most of the percentage growth is found along arterial roadways that, in 2000, were mostly serving undeveloped land but will now be serving residential development.

Table 7: Traffic Forecasts for Select Routes of Regional Significance

<i>Road Name</i>	<i>2013 PM Peak Volume / Peak Direction</i>	<i>2013 - 2040 PM Peak Volume % Growth</i>
I-680 (North of Diablo Road)	8140	23%
I-680 (South of SR-84)	7690	52%
I-580 (West of I-680)	7400	47%
I-580 (East of Tassajara Road)	9050	35%
I-580 (East of Vasco Road)	7600	59%
Vasco Road (At County Line)	810	11%
Stanley Boulevard (West of Isabel Avenue)	1810	2%
Bollinger Canyon Road (At Dougherty Road)	690	158%
Crow Canyon Road (at Dougherty Road)	2200	28%
Camino Tassajara (at Crow Canyon Road)	1580	10%

Source: CCTA Travel Demand Model, Projections 2013

4.3 Evaluation of MTSO Values for 2040 Traffic Conditions

(THIS WILL BE UPDATED ONCE WE HAVE ALL MTSO DATA AND FORECASTS.) As indicated in Table 8 in the results for 2040 Baseline (without the Action Plan Actions), the growth in traffic that is expected in the Tri-Valley will result in a significant deterioration in MTSO performance with respect to intersection level of service, despite a significant investment in transportation projects and service already programmed. The forecast also reflects a doubling of transit ridership in the Tri-Valley and an increase in the peak period transit mode share from about 8% to about 12%. We note, however, that historically, the model has tended towards over-predicting transit ridership for the Bay Area. By way of example, MTC's regional model, upon which the Countywide Model is based, consistently over-predicted transit ridership in the 2001 Regional Transportation Plan. Although MTC's model predicted a more-than 15 percent increase in transit ridership between 2000 and 2005, actual ridership in the Bay Area declined. These results suggest that additional actions beyond the already programmed projects will be needed to meet the goals and objectives of the plan. Another version of the forecast will be prepared to reflect all action recommended and the 2040 with Actions MTSO values will be presented. This will result in better performance in 2040 with respect to the MTSO targets.

Table 8: Status of MTSOs for 2040 Baseline Forecast

<i>MTSO</i>	<i>Standard</i>	<i>Facilities</i>	<i>2040 Baseline</i>	<i>2040 With Actions</i>
Peak Hour Travel Speeds	Minimum average speed of 30 miles per hour	I-680	AM: 44 mph (NB), 45 mph (SB) PM: 41 mph (NB), 38 mph (SB)	NA
		I-580	AM: 62 mph (EB), 32 mph (WB) PM: 35 mph (EB), 59 mph (WB)	NA
Delay Index	Delay index of 2.0 or less	I-680	AM: 1.4 (NB), 1.3 (SB) PM: 1.5 (NB), 1.6 (SB)	NA
		I-580	AM: 1.0 (EB), 1.6 (WB) PM: 1.7 (EB), 1.0 (WB)	NA
	Delay index of 3.0 or less	SR-84	AM: 1.3 (EB), 1.5 (WB) PM: 1.4 (EB), 1.4 (WB)	NA
Congestion Duration	No more than 5 hours of congestion per day south of SR-84	I-680	NA	NA
Link Volume-to- Capacity Ratio	Link V/C ratio less than 0.99	SR-84	NA	NA

2040
With
Actions

MTSO	Standard	Facilities	2040 Baseline	
Intersection	LOS "E" at signalized intersections	52	LOS F (both AM & PM peak, unless noted)	
Level of Service	No standard in downtown areas	intersections	<ol style="list-style-type: none"> 1. Dougherty Rd/I-580 WB Ramps 2. Dougherty Rd/Dublin Blvd 3. Dougherty Rd/Amador Valley Rd 4. Tassajara Rd/Dublin Rd (PM) 5. Tassajara Rd/Gleason Rd 6. Dublin Blvd/Amador Plaza 7. Dublin Blvd/Hacienda Dr (PM) 8. Dublin Blvd/Fallon Rd 9. Dublin Blvd/Village Pkwy (PM) 10. El Charro Rd/I-580 EB Ramps (AM) 11. Isabel Ave/Airway Blvd 12. Isabel Ave/Jack London Blvd 13. Isabel Ave/Vallecitos Rd 14. Isabel Ave/Vineyard Ave 15. North Canyons Pkwy/Isabel Ave Extension (AM) 16. Holmes St/Murrieta Blvd (PM) 17. Holmes St/Concannon Blvd 18. Airway Blvd/ I-580 EB Off-Ramp (AM) 19. Stanley Blvd/Murrieta Blvd 20. Hopyard Rd/Owens Dr 21. Hopyard Rd/Stoneridge Dr (PM) 22. Hopyard Rd/I-580 EB Ramps (AM) 23. Hopyard Rd/W Las Positas Blvd (AM) 24. Santa Rita Rd/Valley Ave 25. Santa Rita Rd/Stoneridge Dr 26. Stanley Blvd/Valley Ave (PM) 27. Stoneridge Dr/W Las Positas Blvd 28. Sunol Blvd/Bernal Ave (AM) 29. Sunol Blvd/I-680 SB Ramps (PM) 	NA

* Data were not yet available for all MTSO forecasts.

** Another version of the forecast will be prepared to reflect all action recommended. This will result in better performance in 2040 with respect to the MTSO targets.



5 PROPOSED TRANSPORTATION PLAN AND ACTION PLAN

5.1 Focus of the Transportation Plan

As with the previously adopted Tri-Valley Transportation Plan and Action Plan, this Update focuses on transportation improvements within the Tri-Valley, and avoids expansion of the so-called “gateways” that enter and leave the Tri-Valley. Three contributing factors have led to re-affirmation of this approach.

- **Financial Constraints** - Financial resources for all projects are limited. The Measure J and Measure B sales tax programs provide substantial funding for specific projects in Tri-Valley. Other projects must compete for the relatively small pot of public funds. Developer fees, which have an upper limit, could

help supplement public funds. Future sales tax or gasoline tax initiatives may or may not be successful.

- **Physical Limitations within Corridors** - Expansion of major corridors within Tri-Valley is limited due to existing development and terrain. These limitations hinder the development of transportation corridors other than the existing I-680 and I-580 corridors.
- **Development Patterns** - Development patterns within Tri-Valley have been geared toward relatively low housing and commercial densities. These patterns are expected to continue in the future. This development pattern is impossible to serve thoroughly with transit, given realistic funding expectations.

The Tri-Valley Transportation Plan and Action Plan use the above policy focus to create a set of actions comprising an integrated plan. The transportation plan supports the “Complete Streets” policies of the jurisdictions and is comprised of enhancement to roadway capacity coupled with increased transit service, improved pedestrian and bicycle facilities, control of demand (growth management and TDM), and acceptance of congestion in locations where it cannot be avoided. The following sections provide an overview of the plan.

5.2 Roadways

The plan includes many improvement projects for freeways, interchanges, arterials, and intersections. These are all based on the reality of *gateway constraints*.

Gateway Constraints In the development of the first Tri-Valley Transportation Plan/Action Plan in 1995, analysis of alternatives through the planning process showed that the TVTC’s mobility and accessibility would not be improved by widening any of the gateways for single-occupant vehicles leading into the area. The gateways include I-680 north and south, I-580 east and west, Crow Canyon Road to Castro Valley, and Vasco Road in Alameda County. Their locations are illustrated in Figure 13. Widening of these gateways would leave the freeways congested, lead to more through traffic, and increase traffic volumes on other Tri-Valley roads. This is true because of the Tri-Valley’s strategic location between San Joaquin County and the Bay Area and also between Central and Eastern Contra Costa County and Santa Clara County.

The implication of gateway constraints for roadway planning is that the interior freeways and arterials should be sized to handle only what traffic can get through

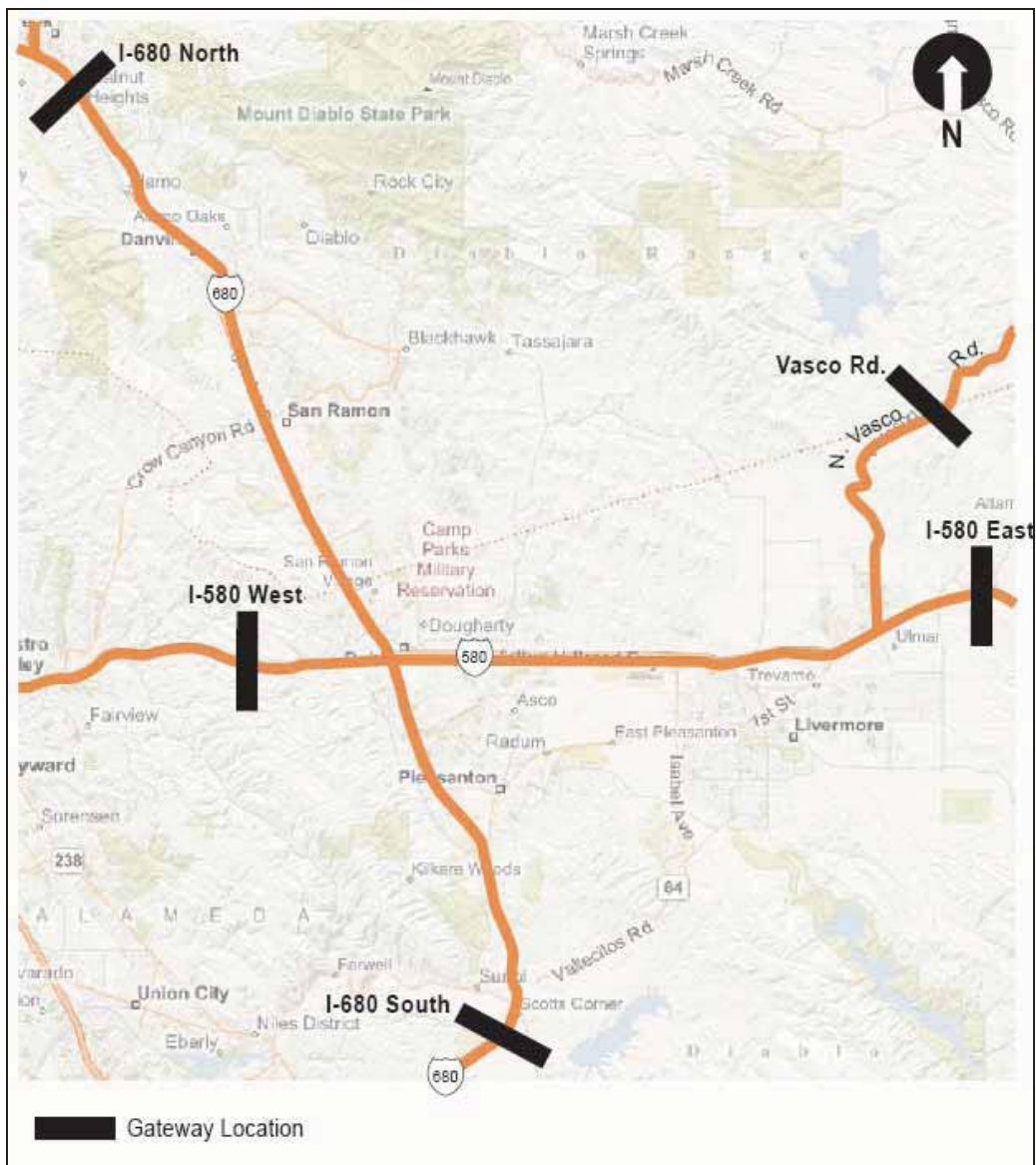


the gateways. Thus, the plan recognizes that congestion will occur for several hours each weekday at the gateways, but this will have the positive effect of metering single-occupant vehicle travel to and from the area. Within the Tri-Valley area, the road system is designed to function with these gateways constrained to minimize congestion. The roadway plan, when combined with a balance between jobs and housing and given expected financial constraints and forecast travel demands, produces the best conditions that can reasonably be expected.

The reasons behind the gateway constraint concept are different for different gateways, as discussed below.

- **I-680 North** The section north of Diablo Road cannot be widened beyond the HOV/Express Lanes without overcoming several significant constraints: the widening would require additional right-of-way, construction of new retaining structures, and the costly reconstruction of existing overpasses and undercrossings, as well as increase impacts on adjoining land uses. The gateway constraint assumption recognizes these constraints. This concept should not be construed as an effort to preclude all potential solutions to mitigate increasing congestion on I-680 between Interstate 580 and SR-24. TVTC should work cooperatively with TRANSPAC and CCTA to identify and pursue strategies that are mutually beneficial.
- **I-680 South** The section south of SR-84 has room to be widened, and limited widening would help accommodate and balance increased flows into this section from both I-680 and the new SR-84 project. Accordingly, the plan recommends the addition of northbound HOV/Express Lanes. Gateway constraints would still apply for single-occupant vehicles.
- **I-580 West** The topographic constraints along the Dublin Grade and the limits imposed at the I-680/I-580 interchange make widening beyond the current mixed flow lanes and planned HOV/Express Lanes prohibitively expensive. The 1997 opening of the Dublin – Pleasanton BART line provided a new alternative to vehicular use of I-580. The Plan relies on the HOV/Express Lanes and BART to provide needed additional capacity through the gateway.

Figure 13: Locations Where Gateway Capacity Constraint Policy Applies



Source: DKS Associates, 2009

- **I-580 East (Altamont Pass)** Alameda County policy, in recognition of the need to encourage shorter commuter trips and not overload Tri-Valley roads with regional traffic, opposes increases to capacity for single-occupant vehicles across this gateway. The gateway constraint policy also applies to Patterson Pass Road, Tesla Road and Old Altamont Road. The plan, however, includes HOV/Express Lanes as a priority project, in recognition of the importance of I-580 as a regional facility. The Plan also relies on and supports the continuation of the recent ACE service across this gateway.
- **Crow Canyon Road (to Castro Valley)** Safety improvements are planned for this section of Crow Canyon Road, although, the TVTC supports maintaining the two-lane cross-section.
- **Vasco Road** The Plan includes safety improvements to Vasco Road. Any future upgrade should include future accommodation of public transit or other improvements as subsequently determined appropriate.

The plan is based upon the following set of assumptions regarding gateway capacity on the freeways and major arterials that access the Tri-Valley:

- **I-680 North** Six lanes plus HOV/Express Lanes and auxiliary lanes
- **I-680 South** Six lanes plus HOV/Express Lanes and auxiliary lanes
- **I-580 West** Eight lanes with HOV/Express Lanes
- **I-580 East (Altamont Pass)** Eight lanes plus HOV/Express Lanes
- **Crow Canyon Road (to Castro Valley)** Two lanes with safety improvements
- **Vasco Road** Two lanes with safety improvements

Any departure from these assumptions would require amending the Plan.

In response to the issues raised by the gateway approach, the Contra Costa Transportation Authority has established a gateway constraint methodology as part of its *Technical Procedures*. This is available on the CCTA web site as an appendix of the *Technical Procedures* approved in 2012.

Current gateways are established by two factors: geographic constraints and financial constraints. To some degree, the geographic constraints can be overcome through significant capital investments in new highway projects. However, the Tri-Valley Transportation Plan is based upon the assumption that significant capacity enhancements to the gateways serving Tri-Valley are not financially feasible. The policy of the TVTC is to work closely with neighboring jurisdictions, Congestion Management Agencies, Caltrans, and MTC to resolve capacity problems at the gateways and, as needed, through the partnership activities and to subsequently adjust Tri-Valley Transportation Plan should funding of mutually acceptable facilities become possible.

Corridor Management Congestion Strategies A number of alternative strategies to adding new lanes or building new roads are available for addressing congestion. These strategies focus on improving the efficiency of traffic flow on roads, and thereby increasing the number of vehicles or people that can move through that corridor. The range of potential strategies is broad. They can include the addition of auxiliary lanes to freeways, incident management programs such as the Freeway Service Patrol, changeable message signs that provide information to travelers on travel alternatives, ramp metering, and support for travel alternatives such as park-and-ride lots and HOV bypass lanes at freeway ramps. In a sense, the gateway constraint concept is a strategy for managing the main travel corridors within the Tri-Valley.

Caltrans, with support from MTC, is in the process of implementing Traffic Operations Systems (TOS) along freeway corridors within the Bay Area. These systems will provide information to travelers on accidents and other delays on freeways, alternative routes to avoid these delays, and other information to encourage traveler decisions that would improve efficient roadway operations.

Ramp metering controls the volume of traffic entering a freeway at selected ramps to avoid break-down in the flow on the freeway. By avoiding break-down, the freeway is able to maintain the highest level of throughput and the system is kept as efficient as possible. Although a single freeway lane can carry as many as 2,000 to 2,200 vehicles per hour under optimal conditions (maximum throughput generally occurs at a level of service E), as demand exceeds those optimal conditions, the volumes carried actually drop. Under the most congested conditions (level of service F), travel lanes have been observed to carry only around 1,600 to 1,700 vehicles per hour. One source of this congestion is the “turbulence” caused by the merging of vehicles at freeway ramps. By smoothing out this merging, ramp metering can help make the flow of traffic on the freeway lanes more efficient and thus increase the vehicle throughput and speeds.

An additional benefit from ramp metering is a decrease in the accident rate. Reductions from 20 to 50 percent have been achieved through improved merging operations. The reduction of accidents not only improves the safety of the freeway, but also reduces non-recurring delay and increases freeway throughput. Ramp meters can also encourage the peak spreading that needs to occur to keep the gateways flowing. This happens because motorists are willing to accept only up to about a 10-minute wait at the meters. Beyond that, they will adjust their trip making (i.e., choose to travel at a different time or choose a different mode). This peak spreading helps to get the most out of the system when gateway constraints are a reality. When combined with HOV bypasses, ramp metering can also provide an additional incentive for carpooling and can help buses increase average speeds. When combined with HOV lanes on the freeways, the ramp metering-with-bypass system allows carpools and buses to achieve real travel time advantages compared to single-occupant vehicles.

Ramp metering has two potential drawbacks: backups on the local street system and rewarding long-distance commuters. The potential for backups on local streets can be minimized through ramp widening and strategic placement of the meters. Where these mitigation measures are not possible, ramp metering can significantly reduce levels of service adjoining intersections and along adjacent streets. Backup onto local streets can also be avoided by installing detectors at the end of ramps and adjusting metering rates to avoid backups beyond the end of the ramp. Some of the recent ramp-metering implementations in the Bay Area have proceeded with formal agreements between Caltrans and the local jurisdictions that spill-back detectors and metering rates will be used to prevent the backups onto local streets.

Ramp metering can result in a disproportional benefit to long-distant commutes when there is a high percentage of through travelers and the metering rates in the corridor are set low to maintain the highest possible speeds on the freeway through lanes. The risk of rewarding long-distance commutes can be minimized by implementing the following three policies: 1) deploy the system of ramp metering for the entire length of a freeway corridor rather than in isolated locations, 2) meter to achieve maximum throughput rather than maximum freeway speed, and 3) set upper limits on the delay imposed at individual ramps.

Ramp metering has recently been implemented in the Tri-Valley on the eastbound and westbound ramps of I-580. An evaluation of the benefits and impacts of the ramp metering will continue. The Contra Costa jurisdictions have not reached consensus on the implementation of ramp metering on I-680. Ramp metering should not be implemented on I-680 until a general consensus is reached among affected jurisdictions on a workable and equitable implementation plan for the I-680 corridor. Consideration should be given to how ramp metering would affect the local roadway network as well as the effect it would have on the freeway.

Freeway HOV and Express Lanes Significant changes to freeway operations are underway in the Tri-Valley. Significant portions of I-580 and I-680 within the Tri-Valley will be part of a Bay Area Express Lanes Network. The Bay Area Express Lanes Network is part of Plan Bay Area - the Regional Transportation Plan adopted by MTC's Commissioners in July 2013. It designates a network of existing or planned HOV lanes that will be converted to Express Lanes, in which drivers not eligible for use of the HOV lanes will be allowed to pay a toll to use the lane.

Planning for the Bay Area Express Lanes Network has been coordinated by MTC, but has included the direct planning and design work of the Congestion Management Agencies and Transportation Authorities of the counties in which the lanes will operate. Included in the network is the existing southbound Express Lane on I-680 between SR-84 and SR-237, which opened in September 2010. This first Express Lane in the Bay Area was planned and designed by the Alameda CTC, in cooperation with the Santa Clara Valley Transportation Authority, Caltrans and the local jurisdictions along the route. Since the opening of the Express Lane on I-680, a second Express Lane was opened at the interchange of SR-237 and I-880 in Santa Clara County.

The plans for the Bay Area Express Lanes Network identify three stages of Express Lanes system development: existing lanes, near-term projects (by 2020) and long-term projects. Included in the near-term projects are the conversion of the northbound HOV lane on I-680 between SR-84 and SR-237, the conversion of the westbound HOV lane on I-580 between Greenville Road and San Ramon Road/Foothill Road, the conversion of the eastbound HOV lane on I-580 between Hacienda Drive and Greenville Road, the addition of a second Express Lane eastbound between El Charro Road and Vasco Road, and the conversion of HOV lanes on I-680 between Alcosta Road and Livorna Road in the northbound direction and Alcosta Road and Rudgear Road in the southbound direction. Other portions on I-680 north of Rudgear Road are also plan for near-term implementation but are outside of the Tri-Valley. The long-term plans for the Bay Area Express Lane Network within the Tri-Valley include the portion of I-680 between the Contra Costa/Alameda county line and SR-84, the portion of I-580 between Greenville Road and the Alameda/San Joaquin county line.

HOV and Express Lanes provide the advantage of reducing travel times for ridesharers and transit patrons. They also enhance mobility during off-peak hours by being available for all vehicles. This is especially important when considering truck traffic, which increasingly relies on off-peak hours to reach destinations without undue delays. The TVTC recognizes the benefits of HOV and Express Lanes, but realizes that take-a-lane programs do not work. Thus, HOV and Express Lanes must be added to the freeways.

Arterial Issues The planned arterial system has been designed to provide smooth circulation in and between the Tri-Valley cities and to provide access to the freeway system. Intersections and freeway interchanges are the focal points of the arterial system. All of the widenings and extensions are necessary to serve new development, so the plan calls for direct developer construction or at least funding. The primary issue is how to share costs between jurisdictions having joint responsibility for a particular road. This is discussed further in the Financing Plan chapter.



There are two major arterials in the Tri-Valley that do not provide direct access to planned development but rather serve interregional traffic between Alameda County and Contra Costa County. These two arterials are Crow Canyon Road and Vasco Road.

Crow Canyon Road The portion of Crow Canyon Road west of Bollinger Canyon Road is a two-lane rural road that lies within the jurisdiction of Alameda County and Contra Costa County. While once used by its adjacent residents to bring goods to the market, today Crow Canyon Road is being used by commuters as an alternate to the I-580/I-680 freeways. Development in the vicinity of Crow Canyon Road, especially in the fast-growing San Ramon Val-

ley area, has generated a significant increase in traffic on this roadway. The expected forecast for this roadway is LOS F.

The roadway, which is a narrow and winding road, was not designed to handle commuter traffic and does not have adequate width or alignment. Alameda County, in collaboration with Contra Costa County and the City of San Ramon, prepared and developed a project study report, pursuant to California Senate Bill 1149. The report recommended the construction of widened shoulders, climbing lanes, left-turn lanes, safety measures, and road realignment eliminating short-radii curves.

Contra Costa County has in its Measure C program the improvement of Crow Canyon Road within Contra Costa County. Alameda County, however, is seeking funds to improve the two-lane section of the roadway. Unfortunately, improvement of this portion of Crow Canyon Road cannot be directed to a particular developer construction. But since the traffic forecast clearly indicates that traffic increase on this roadway is development-related, it is recommended that sub regional transportation impact fees be used to improve the section of Crow Canyon Road within the Tri-Valley.

Vasco Road Vasco Road is a narrow and winding rural road that is a major commuter and truck route linking the Tri-Valley with eastern Contra Costa County. Approximately 17 miles of Vasco Road, starting at a point on Vasco Road approximately one-half mile south of the county line to the intersection of Camino Diablo in Contra Costa County, has been relocated as a result of the construction of the Los Vaqueros Reservoir. This portion of Vasco Road is designed to State and County standards. The remaining section of the roadway in Alameda County needs to be upgraded to these standards as well to improve traffic flow and safety. Alameda County is currently seeking funds to improve the section of the roadway from the new Vasco Road to the Livermore City limit. This proposed improvement includes realignment of the roadway, widening of shoulders, installing median barriers, installing guardrails, and installing passing lanes without increasing its capacity, consistent with the standards being used in the Los Vaqueros-Vasco Road project.

There are also numerous rural roads within the Tri-Valley that are not Routes of Regional Significance but are significantly impacted by congestion on the designated Routes of Regional Significance. These rural routes often become reliever routes for the main roads during periods of heavy congestion or lane closures. It is important to monitor growth in traffic on these rural roads to determine whether new management actions are required on the Routes of Regional Significance to reduce the diversion of traffic.

Road Improvements The Tri-Valley Transportation Plan and Action Plan includes many road improvement projects. These projects, listed in Tables 9 and 10, were developed by the member jurisdictions of the TVTC. Projects range from intersection modifications to freeway improvements and new roads.

Table 9: Projects for the Tri-Valley Interregional Routes of Regional Significance

<i>Project / Action Name</i>	<i>Project / Action Limits</i>	<i>Primary Sponsor</i>
I-580		
Westbound HOV Lane	Foothill Road to E. of Vasco Road	ACTC, Caltrans
Eastbound through lane #5	Santa Rita Road to Vasco Road	ACTC, Caltrans
Westbound Aux Lane	Airport Boulevard to Tassajara Road	ACTC, Caltrans
Eastbound HOV conversion to express lane	Hacienda Drive to Greenville Road (Double lane form El Charro Road to Vasco Road)	ACTC, Caltrans
Westbound HOV conversion to express lane	Greenville Road to San Ramon Road /Foothill Road Overcrossing	ACTC, Caltrans
Eastbound auxiliary lanes	Isabel Avenue and North Livermore Ave North Livermore and First Street	ACTC, Caltrans
Traffic Operations System		ACTC, Caltrans
Park and Ride Lots		ACTC, Caltrans
Interchange Improvements – Phase 2	El Charro Road and Fallon Road	Livermore, Dublin, Pleasanton
Corridor right-of way preservation		ACTC, Livermore, Dublin, Pleasanton
Eastbound truck climbing lane		ACTC, Caltrans
Greenville Road Interchange improvements		Livermore, Caltrans
BART extension to Livermore		Livermore, BART
I-680		
I-680: Construct Auxiliary Lanes, Sycamore to Crow Canyon	Sycamore to Crow Canyon	CCTA, Caltrans
HOV over Sunol Grade (northbound)	Northbound HOV lane from SR 237 to Rt. 84	ACTC, Caltrans
Southbound I-680 HOV Lane Extension	North Main to Livorna	CCTA
Southbound I-680 HOV Lane Extension	Between Alcosta Boulevard to SR 237	ACTC, Caltrans
Transportation Operations System on I-680 South of I-580	I-580 to Santa Clara County Line	ACTC, Caltrans
I-680/Sunol I/C improvements		ACTC, Caltrans

<i>Project / Action Name</i>	<i>Project / Action Limits</i>	<i>Primary Sponsor</i>
I-680/I-580 Interchange: Widen I-680 in each direction for HOV/HOT lanes	I-680/I-580 Interchange	ACTC, Caltrans
I-680 Widening for NB/SB HOV/HOT lanes	Between SR-84 and Alcosta Road	ACTC, Caltrans
I-680 Direct Access HOV Ramps	Interchange of I-680 near Bishop Ranch in San Ramon	CCTA, Caltrans
I-680 Southbound High Occupancy Toll (HOT) Lane		
SR-84		
Isabel Avenue widening to four lanes	Stanley Boulevard to Ruby Hills Drive	Caltrans, ACTC, Livermore
Isabel Avenue widening to six lanes	Airway Boulevard To Stanley Boulevard	Livermore, ACTC, Caltrans
Isabel Avenue/I-580 interchange Phase II	At SR-84	Caltrans
Phase 2 of Isabel Interchange: Widen Isabel Avenue Overcrossing to 6 lanes		Livermore, Caltrans
SR-84/I-680 interchange and SR-84 widening		Caltrans
Niles Canyon Road/Polama Way/Pleasanton-Sunol Road Intersection Improvements		Alameda County
Sunol Circulation Improvements		Alameda County
Vasco Road		
I-580/Vasco Road interchange	I-580 at Vasco Road	Livermore, Caltrans
Vasco Road widening to six lanes	Scenic Avenue to Northfront Road	Livermore
Vasco Road widening to eight lanes	Northfront Road to Las Positas Drive	Livermore
Safety improvements on Vasco Road	Livermore city limit to the Alameda/Contra Costa line	Alameda County
Crow Canyon Road		



<i>Project / Action Name</i>	<i>Project / Action Limits</i>	<i>Primary Sponsor</i>
Widening to 6 lanes	Alcosta to Dougherty Road	San Ramon
Safety improvements on Crow Canyon Road	Castro Valley Boulevard to Alameda County/San Ramon limit line	Alameda County

Table 10: Projects for the Tri-Valley Intraregional Routes of Regional Significance

<i>Project / Action Name</i>	<i>Project / Action Limits</i>	<i>Primary Sponsor</i>
Alcosta Boulevard		
None		
Bernal Avenue		
Interchange Improvements		
Second Bridge Construction		
Bollinger Canyon Road		
None		
Camino Tassajara		
Widening	East Blackhawk Drive to County Line	Contra Costa County
Danville Boulevard		
None		
Dougherty Road		
Widen to 8 lanes	I-580 to Dublin Boulevard	Dublin
Widen to 6 lanes north of Dublin Boulevard	Contra Costa county line to Dublin Boulevard	Dublin
Dublin Boulevard		
Widen from 5 to 6 lanes	Civic Drive/Sierra Lane to Dublin Court.	Dublin
Widen from 4 to 6 lanes	Brannigan Street to Fallon Road	Dublin
Dublin Boulevard Extension	Tassajara Road to Doolan Road/North Canyons Parkway	Dublin/ Livermore
Fallon Road		
Widen from 2 to 4 lanes	Silvera Ranch Drive to Tassajara Road	Dublin
First Street		
First Street interchange	I-580 at First Street	Livermore, Caltrans
Add Median	Scott Street/Portola Avenue	Livermore

<i>Project / Action Name</i>	<i>Project / Action Limits</i>	<i>Primary Sponsor</i>
Hopyard Road		
None		
Iron Horse Trail		
Segment improvements	Dougherty Road to Dublin/Pleasanton BART	Dublin and EBRPD
Completion of the Trail in Alameda County	Dublin/Pleasanton BART to Greenville Road	Local jurisdictions and EBRPD
Crossing improvements	High traffic volume crossings	Local jurisdictions
San Ramon Road		
I-580/Foothill/San Ramon I/C	At Foothill interchange	Pleasanton
San Ramon Valley Boulevard		
Widen to 4 lanes through Danville	Sycamore Valley Road to Fountain Springs Drive	Danville
Santa Rita Road		
Santa Rita Road/Tassajara Road interchange	Santa Rita Road/ Tassajara Road at I-580	Dublin
Stanley Boulevard		
Widening	Murrieta Boulevard to west city limit	Livermore
Stoneridge Drive		
Widening improvements	Overcrossing at I-680	Pleasanton
Sunol Boulevard		
None		
Tassajara Road		
Santa Rita Road/Tassajara Road interchange	Santa Rita Road/ Tassajara Road at I-580	Dublin
Widen to 8 lanes	I-580 to Dublin Boulevard	Dublin
Widen to 4 to 6 lanes north of Dublin Boulevard	Dublin Boulevard to County line	Dublin
Tesla Road		
Safety improvements	South Livermore Road to Greenville Road	Alameda County

5.3 Transit

The key transit improvements in the Tri-Valley, since the previous Plan update, have been the implementation of LAVTA's Rapid route in January of 2011, providing a frequent and efficient alternative to the congested I-580 Corridor, and the construction of a new BART Station at West Dublin/Pleasanton. All Tri-Valley Public Transit Operators have increased their regional connectivity between counties, cities, and modes of transit. LAVTA's Route 70x and County Connection's Bishop Ranch Express are excellent examples of this improved regional access.



The development pattern in the Tri-Valley is one of overall low density, making the extensive use of transit or cost-effective transit operations more challenging. If transit is to serve a much greater role than it does today, development densities will need to increase. Some plans for higher residential or commercial densities, around BART Stations are planned or under development. There is also an increasing awareness among local Cities of Sustainable Communities and Transit Oriented Development principles, as evidenced by the plans for a dense commercial and residential mixed-use development around the West Dublin BART Station and the future BART extension to Livermore at Isabel Avenue/I-580.

The Tri-Valley Transportation Plan and Action Plan recommends the following public transit improvements: enhanced ACE commuter service, additional park-and-ride lots, additional express bus service in heavily traveled corridors, additional local bus service to new development areas, reoriented local bus service to serve BART and park-and-ride lots, and decreased headways on existing routes. Future public transit projects and improvements will be guided with input from representatives of LAVTA, County Connection, ACE, and BART. The planning for Tri-Valley transit service should also be guided by an Alameda Countywide Transit Plan now under development by the Alameda CTC and the Countywide Transportation Plan being developed by CCTA.

BART. The San Francisco Bay Area Rapid Transit District is preparing a project-level Draft Environmental Impact Report (DEIR) for a BART-to-Livermore Extension Project. The proposed project is being developed in partnership with the City of Livermore. It consists of a 4.8-mile BART extension along I-580 to a station in the vicinity of the Isabel Avenue/I-580 Interchange incorporating a bus-to-BART transfer opportunity. It also includes express bus services linking inter-regional rail service at the Vasco Road ACE Station, Priority Development Areas (PDAs) in Livermore, and proposed off-site parking facilities. Limited parking would also be provided at the Isabel Avenue/I-580 BART station.

ACE Commuter Service. The ACE commuter service, which began service through the Tri-Valley in 1998, provides peak-hour commuter train service between the Central Valley and Santa Clara County. The ACEforward plan would include extending new rail service to downtown Modesto and Merced and operational improvements that would enable the system to expand service from four round trips per day to six between Stockton and San Francisco.

Park-and-Ride Lots. The Plan recommends the SMART parking program at BART station and park-and-ride Lots along I-580. This program is envisioned to have real-time electronic signs along I-580 that would inform motorists of the parking conditions at BART stations and park-and-ride lots, and coordinate the access to parking with WHEELS buses. Addition of new park-and-ride lots is also recommended in the Plan. These would be served primarily by public bus routes and shuttles, and could also serve as staging locations for carpools, bicycle storage and pedestrian access to each of these modes.

County Connection. The Plan calls for an improvement in on-time performance and service changes to reflect an increase in development in San Ramon's Bishop Ranch Business Park. In the long-term, new service plan will be created to accommodate future roadway improvements, including HOV direct access ramps installed at a location to be determined along I-680 near San Ramon's city center.

LAVTA/WHEELS. Under the Plan, LAVTA would continue to expand and enhance public bus service within their service area. Current service priorities and goals include:

1. Increase frequency and reduce headways throughout the Tri-Valley area.
2. Extend service to underserved and newly developed areas.
3. Increase and/or improve regional connectivity with other transit operators and with other modes of transportation.
4. Solidifying Rapid service in the Tri-Valley.

San Joaquin Regional Transit District. SJRTD offers subscription express bus service from cities in San Joaquin County to Livermore (Lawrence Livermore National Laboratory) and to the East Dublin/Pleasanton BART Station as well as to several locations in Santa Clara County. Service is offered during peak commute periods and is by reservation only.

5.4 Freight Transportation

Freight transportation provides an important contribution to the economy. As such, it is both necessary and appropriate that the Plan gives strategic priority to the movement of freight. To highlight the strategic importance of freight transportation, this plan designates I-580 as a Critical Freight Route and I-680 as a Major Freight

Route. These designations are consistent with the Alameda County Long-Range Transportation Plan. As a Critical Freight Route, I-580 should be accorded priority for federal, state and regional intermodal funding. Also, I-580 should be operated in a manner that ensures that freight can be moved with maximum efficiency. To this end, expenditure priority should be given to those operational improvements necessary to prevent the encroachment of commute traffic from congesting Critical Freight Routes during midday hours (defined as from 9:00 am to 3:00 pm). As a Major Freight Route, I-680 should be given consideration for intermodal funding.

5.5 Transportation Demand Management (TDM)

While the TVTC supports TDM measures, it does not want to base the Plan on unrealistic TDM goals that are not supported by feasible programs. The Plan is based on a goal of an average 10 percent increase in AVR for all employers increasing the AVR from 1.1 to 1.2. This increase would be realized through the adoption and enforcement of local trip reduction ordinances.

Recently passed Senate Bill 1339 authorizes MTC and the BAAQMD to adopt a commuter benefits policy that will require employers with 50 or more full-time employees to offer their employees at least one of the following benefits:

- The option to pay for their transit, vanpooling or bicycling expenses with pre-tax dollars, as permitted under IRS Code 132 (f)—the Transportation Fringe Benefit
- A transit or vanpool subsidy of at least \$75/month in 2013 and adjusted annually for inflation thereafter
- Access to a free shuttle or vanpool operated by or for the employer
- An alternate option proposed by the employer and approved by MTC or BAAQMD

A draft rule has been drafted by the BAAQMD to initiate the program, and final adoption and implementation is expected in 2014. Once adopted, employers subject to the rule will have six months to register and show evidence of the program(s) offered.

5.6 Land Use and Growth Management

Land use assumptions for this Plan Update are based on an unofficial set of projects produced by ABAG in 2011 and were subject to extensive review and input by staff from the TVTC local jurisdictions through each planning department. It should be noted, however, that the Tri-Valley Transportation Plan and Action Plan uses a 2040 forecast that is not the same as General Plan “buildout,” which may be either higher or lower than the adopted forecast.

Growth Management Responsibilities in Contra Costa County

The Contra Costa GMP requires that local jurisdictions follow a procedure for review of impacts resulting from proposed local General Plan amendments that have the potential to influence the effectiveness of adopted Action Plans

The following requirements apply to Contra Costa jurisdictions with regard to compliance with the GMP:

Submission to Regional Committee of proposed revision(s) to Action Plan to mitigate impacts associated with proposed General Plan amendments. General Plan amendments that would reduce the effectiveness of adopted Action Plans may lead to a determination of non-compliance if the Action Plan cannot be revised with the approval of the Regional Committee and the CCTA.

To respond to this requirement, Contra Costa jurisdictions may include the following types of land-use-policy actions:

- Modify allowable densities for newly developing areas or areas where redevelopment is anticipated.
- Change distribution of planned land uses (new or redeveloped) to reduce impacts on Regional Routes.
- Prohibit urban expansion in specified geographic areas.
- Condition development approvals on progress in attaining Multimodal Transportation Service Objectives.

General Plan Amendments in Contra Costa County

The tools and procedures for conducting General Plan updates and analyzing proposed General Plan amendments will be the same as those used in preparing the Growth Management Elements. If the specific project or policy changes are large enough to meet requirements established by the region in its adopted Action Plan, the jurisdiction considering the plan amendment must submit the amendment to the Regional Committee for evaluation of its impact on the ability to achieve Action Plan objectives. The Growth Management Program directs the RTPCs to evaluate proposed amendments only in relation to issues affecting Action Plan success and consistency. It will be the responsibility of the jurisdiction considering the amendment to either:

1. Demonstrate that the amendment will not violate Action Plan policies or the ability to meet Action Plan Traffic Service Objectives; or
2. Proposed modification to the Action Plan that will prevent the General Plan amendments from adversely affecting the regional transportation network.

If neither of these can be done, approval of the General Plan amendment may lead to a finding of non-compliance with the Growth Management Program.

General Plan Consistency with Contra Costa Action Plans

The Action Plans for Routes of Regional Significance will be based on adopted General Plan land uses, the existing road network, and planned improvements to the network. Consistency with the Action Plans must be established for any changes to the General Plan that may significantly reduce the ability of the facility to meet the MTSOs. The RTPC will be responsible for establishing the type and size of amendment that will require review by the RTPC and the process for implementing this review. Approval of a General Plan amendment found to be inconsistent with the adopted Action Plans may render the jurisdiction ineligible for Local Street and Maintenance Improvement Funds from the CCTA.



Approval of a General Plan amendment found to be inconsistent with the adopted Action Plans may render the jurisdiction ineligible for Local Street and Maintenance Improvement Funds from the CCTA.

Consistency with the Action Plans can be achieved by revising the proposed amendment, adopting local actions to offset impacts to the Route of Regional Significance, or Council or Board denial of the amendment.

Jurisdictions in the Tri-Valley may implement a proactive Growth and Congestion Management Strategy once a detailed growth management study has been conducted. The study should indicate the development reductions, land use density reductions, or other types of growth management or control that would be required for each applicable Tri-Valley jurisdiction to achieve MTSOs. Any development reduction should be proportional to the traffic distribution percentages for each jurisdiction. Also, the impact of this development reduction to traffic impact fees should be analyzed. All jurisdictions will then review this information and know exactly how much reduction in development, growth management or control is needed to meet the MTSOs.

Growth Management Responsibilities in Alameda County²

Growth Management responsibilities for the Alameda County Transportation Commission (Alameda CTC) and the local jurisdictions are defined by Alameda CTC's Congestion Management Program. While the primary responsibility for land use review rest with the local jurisdictions, ACTC is responsible for a review of local land use decisions to ensure consistency with state and regional requirements and ensure consistency with the countywide policies and planning initiatives.

²Alameda County Transportation Commission, *2013 Congestion Management Program Update*, Chapter 6 – Land Use Analysis Program, Oakland, CA, October 2013.

Alameda CTC's review of plans and development projects through its Land Use Analysis Program is designed to occur alongside the CEQA review process to avoid duplication of effort. Alameda CTC strives to perform its review on the same timeline to offer early and proactive input that can aid in refining project design. Alameda CTC limits the scope of its review of land use actions to those with the potential to cause countywide or regional scale impacts. Projects are reviewed if they will cause a net increase of 100 P.M. peak hour trips. This threshold is applied differently, depending on whether a project requires a GPA or is consistent with an existing general plan.

Alameda CTC has not adopted thresholds of significance for CMP land use analysis purposes. Project sponsors are instructed to use professional judgment to 1) define a threshold that is appropriate for the project context; and 2) use this threshold to determine if segments are impacted.

Local governments in Alameda County have lead agency responsibility for preparing EIRs for development projects or general plan amendments including the transportation impact analysis. In addition, the decision of whether to implement a mitigation measure or to adopt a statement of overriding considerations is a local decision. Alameda CTC's role is to provide comments through the EIR process on the adequacy of analysis. Alameda CTC has authority to require disclosure of impacts and mitigation measures, and to require local agencies to establish a program for securing funding to mitigate transportation impacts of land use decisions. Alameda CTC does not have authority to require implementation of a mitigation measure.

Jobs-Housing Balance

One of the most important strategies for linking land use and transportation is jobs-housing balance. In theory, the more workers can either find affordable, attractive housing close to their jobs, or a job that matches their skills and income needs near their place of residence, the more they can shorten the length and duration of their journey to work. Studies have, in fact, shown that a greater jobs-housing balance can shorten work trips, reduce the overall number of work trips and encourage more walking trips.

In addition, since commute patterns in "imbalanced" areas are now highly directional, adding new jobs could encourage commuting in the direction where capacity remains. This shift would spread traffic demand more and make more efficient use of our investment in the system.

Jobs-housing balance in one area, however, doesn't mean that no one will leave to work in another. In a multi-centered, intensively developed and continually changing urban region like the Bay Area, people usually need to travel beyond their immediate neighborhood not only for work, but also for shopping, childcare, recreation, and other needs. And the large number of dual-career households requires difficult balancing between the different commute needs of the two earners. In addition, even if one area achieves jobs-housing balance, imbalances in other areas will

draw workers from balanced areas to where there is a deficit of workers to fill the jobs.

For example, even though the Tri-Valley has a pretty good balance between jobs and employed residents, almost half of those employed residents commute to jobs outside that sub-area. As long as the Silicon Valley continues adding new jobs but few new houses, those businesses will need to bring in workers from adjoining areas like the Tri-Valley and even further afield. Employers in the Tri-Valley will likewise need to find their workers in places like Central and East Contra Costa and the Central Valley.

Urban location theory suggests that greater jobs-housing balance should occur as part of market interactions. While this balancing appears to have taken place, at least to some extent and in some areas, it has not occurred in the Bay Area. If local and regional policies can make a greater proximity between jobs and housing attractive and affordable to the workers in those jobs, the jobs-housing balance can help support greater efficiency on the transportation system.

5.7 Additional Action Plan Actions

The Tri-Valley Transportation Plan includes programmed projects to address future transportation needs throughout the Tri-Valley and specific projects along each Route of Regional Significance. These projects were identified in previous sections of this chapter. The roadway projects specific to the Routes of Regional Significance were identified in Tables 9 and 10. The analysis of the future travel demand with the programmed improvements indicates that the Tri-Valley will not be able to meet all of the goals of the Plan as reflected in the MTSOs. Additional programs to reduce the amount of vehicular travel or projects to provide additional roadway capacity will be required. To address these potential deficiencies, additional actions have been identified. These include regional actions designed to improve travel conditions throughout the Tri-Valley as well as additional actions for Routes of Regional Significance.

Regional Actions

Listed below are regional actions that are intended to reduce congestion and improve efficiency on the regional transportation system. These actions are broader in nature than the route-specific actions identified in the following subsection. Implementation of regional actions requires a coordination effort among local jurisdictions and regional agencies. The TVTC jurisdictions, while not able to implement all of these actions directly, agree to use every opportunity to work cooperatively with responsible agencies, including Caltrans, BART and MTC, toward their successful implementation.

1. Increase AVR for peak hour trips from 1.1 to 1.2 through increased number or frequency of express buses, new HOV lanes, other transit improvements and local TDM programs.
2. Improve the operational efficiency of freeways and arterial streets through effective corridor management strategies. These strategies could include traffic operations systems and ramp metering, provided studies show that metering would effectively reduce overall delay within the corridor and not adversely affect operations of adjacent intersections. Provide HOV bypass lanes wherever space permits.
3. Support growth that achieves an overall jobs-housing balance within the Tri-Valley.
4. Support new funding sources to support commute alternatives and alternative-fueled vehicles for transit operators to fund needed transportation projects. The extension of county sales tax measures is one potential source of such funding. The State legislature has also passed enabling legislation that would allow MTC to propose a regional gasoline tax to the people of the Bay Area that would focus on providing increased funding for commute alternatives and other transportation projects.
5. Support active promotion of regional ridesharing services and commute incentives.
6. Support development of a seamless HOV/Express Lane network in the Tri-Valley to encourage the use of carpools and bus transit, and explore the possibility of connecting the HOV/Express Lane network to adjoining areas.
7. Implementation of ramp metering must balance the congestion along freeways and congestion along local jurisdiction streets due to ramp metering operations.
8. Encourage increases in public transit service to meet the needs of the Tri-Valley, particularly the needs of the transit-dependent population.
9. Support feasibility studies regarding the use of high-capacity or alternative fuels public transit options, wherever it might be appropriate.
10. Support transit agencies' efforts to find sources of stable funding to support ongoing transit operations and to support new or enhanced express bus service.

11. Support increased coordination of bus services between transit operators (both inter- and intra-county) with input and collaboration by representatives from LAVTA, CCCTA, ACE, BART, and the Tri-Valley jurisdictions.
12. Support the preparation by Caltrans of an incident management plan for the State highways in the Tri-Valley. The TVTC recognizes that incidents can have a profound effect on traffic conditions both on the freeways and on the arterials.
13. The TVTC will work to proactively support efforts by local public transit agencies and Regional policymakers to create a vision for viable, sustainable public transit service for the Tri-Valley. This effort will include formulating a vision for the San Ramon Valley portion of the Tri-Valley.
14. The TVTC will develop subarea corridor management plans for selected regional routes to ensure adequate roadway capacity for local and sub-regional travel.
15. Support coordination with Tri-Valley jurisdictions in accommodating their Intelligent Transportation System (ITS) communications needs during the development and implementation of a Regional ITS Communications Plan and/or regional communications infrastructure. Operation and maintenance of the regional communication infrastructure to be provided by the most appropriate and cost-effective level of government.
16. Close gaps and enhance access along regional trails that provide direct access to regional public transit services, transit centers and transfer points.
17. Encourage the coordination of public transit operator's short-range and long-range transit plans with county-level and regional-level planning documents. Incorporate relevant components of the SRTP's of LAVTA, CCCTA, ACE, BART and TRAFFIX into TVTC documents.
18. Encourage the development of long-range transit infrastructure needs assessment to enhance public transit service along arterials.
19. Encourage implementation of Complete Streets policies of the local jurisdictions.
20. Encourage regional and local multimodal access to PDAs.

Specific recommendations for expansion of transit services include the following:

1. Explore Feasibility of a Regional Express Bus Program

2. Extend BART to Livermore
3. Support Increased Connectivity and Accessibility among Transit Modes
4. Solidify Expansion and Enhancement of Bus Rapid Transit Project
5. Evaluate Systemwide Bus Stop Improvements
6. Support Expansion of Paratransit Services
7. Support Transit Service in Vasco Road Corridor

Additional Actions for Routes of Regional Significance

This section describes additional actions for specific Routes of Regional Significance within the Tri-Valley designed to address potential deficiencies in MTSO values for 2040. These actions are above and beyond the actions identified in Tables 9 and 10 that are already programmed. These projects are in a conceptual design phase and must still go through an environmental review and public comment period before being programmed.



Once the Plan is adopted, each jurisdiction will be responsible for making a good faith effort to implement the agreed-upon actions. In Contra Costa County, a jurisdiction's compliance with the 2004 Measure J Growth Management Program will be judged based partly upon its efforts to implement these agreed-upon actions.

The actions, programs and measures identified in the Action Plan are intended to mitigate congestion and achieve the MTSOs assuming that future traffic will be constrained by the limited capacities of highway facilities serving the Tri-Valley Gateways (see Section 5.2, "Gateway Constraints"). An individual jurisdiction may also elect to implement more stringent actions, measures or programs, in addition to those identified in this plan, on facilities within its jurisdictions.

Interregional Routes

I-580

- I-580: Construct HOV Lanes, Greenville Road to San Joaquin County line

I-680

- Construct a direct access HOV Ramp on I-680 at Norris Canyon Road or Executive Parkway (location to be determined)
- Construct a northbound I-680 HOV Lane connection from Rudgear Road, through the SR 24 junction to the existing HOV lane at North Main Street. This element involves the construction of a new HOV flyover structure over the SR 24 interchange.
- Evaluate ramp-metering on I-680 as a method for maintaining an acceptable level for the delay index on both the freeway as well as the local roadway network
- Expand I-680 Express Bus System
- Improve geometrics of intersection of Crow Canyon Road/I-680 southbound off-ramp

SR-84

- SR-84 Expressway

Vasco Road

- I-580/Vasco I/C Improve to ultimate configuration

Intra-Regional Routes

None



6 FINANCIAL PLAN

6.1 Overview of the Financial Plan

The projects and programs of the Tri-Valley Transportation Plan and Action Plan receive funding from a variety of sources. Many of the projects and programs designed to address needs within an individual community are funded by the general revenues of the jurisdiction (city or county) in which the project is being implemented or through development impact fees specific to the jurisdiction. Larger projects of a more regional nature generally receive funding from a variety of funding sources designed to address subarea or regional issues. These include revenue from the county sales tax measures for Alameda County (Measure B) and Contra Costa County (Measures C and J).

Measure B was passed in 2000 and extended the half-cent sales tax for transportation in Alameda County through the year 2022. Measure B provides roughly \$3 bil-

lion over the 20-year period. Some of the key Tri-Valley projects funded by Measure B are the following:

- I-580 Auxiliary Lanes
- I-580 BART to Livermore Studies
- I-680 Express Lanes
- SR-84 Expressway
- Vasco Road Safety Improvements
- Altamont Commuter Express Rail Capital Improvements
- Bicycle and Pedestrian Trail Improvements

A measure to add an additional half-cent is planned for November 2014.

Measure C in Contra Costa County was passed in 1988 and provides a half-cent sales tax for transportation through the year 2009. Measure J was passed in 2004 and extends the half-cent sales tax through 2034. Measure C provided roughly \$70 million to \$80 million per year for total revenues of approximately \$1 billion. Measure J will provide roughly \$1.52 billion over the 25-year period. Some of the key Tri-Valley projects that will be funded by Measures C and J are the following:

- I-680 HOV Lane Gap Closure and Transit Corridor Improvements
- BART Parking, Access and Other Improvements
- Local Street Maintenance and Improvements
- Major Street Traffic Flow, Safety and Capacity Improvements
- Transportation for Livable Communities Grants
- Pedestrian, Bicycle and Trail Facilities
- Bus Services
- Transportation for Seniors and People with Disabilities
- Commute Alternatives
- Congestion Management, Transportation Planning Facilities and Services
- Safe Transportation for Children

Additional regional funds are provided by the following federal, state and regional sources:

- Federal Surface Transportation Funds – MAP-21
- State Transportation Development Act (TDA)/State Transit Assistance (STA) Revenues
- State Transportation Improvement Program (STIP) Funds

- State Corridor Management Improvement Account (Prop 1B)
- State Environmental Enhancement and Mitigation
- STDA, Article 3 – Bicycle and Pedestrian Funds
- Bridge Toll Revenues
- Regional Measure 2 Bridge Toll Revenues for Specific Projects and Programs
- AB 1107 half-cent sales tax revenues for transit (BART and AC Transit)
- Transportation Fund for Clean Air - Vehicle Registration Fees for Clean Air Programs

Because of the dramatic growth that is expected in the Tri-Valley and the surrounding areas, the funding from the sources identified above will not be sufficient to address all of the travel needs in a way that allows the area to meet all of its MTSOs in 2040. Since the first plan was adopted in 1995, the TVTC has looked to additional Tri-Valley funding from new development for improvements that can be linked directly to new development. Two elements of the financing plan for the Tri-Valley Transportation Plan and Action Plan are designed to address this additional need for funds: the sub-regional transportation impact fee, and the cost-sharing formulae for road improvements that benefit multiple jurisdictions.

6.2 Sub-Regional Transportation Impact Fee

In 1998, the member jurisdictions of the Tri-Valley Transportation Council entered into a Joint Exercise of Powers Agreement (JEPA) that established the Tri-Valley Transportation Development Fee, or TVTDF. The TVTDF comprises a set of uniform fees on new development within the Tri-Valley area. The use of the fee is guided by the TVTDF Strategic Expenditure Plan, which outlines the priorities for the Tri-Valley area as agreed to by the seven TVTC member agencies. The TVTDF Strategic Expenditure Plan (SEP) lists project costs for each of the potential projects to be funded; estimates expected revenues from the TVTDF and other possible revenue sources for the projects; sets a prioritization plan and a timeline for project delivery; and identifies the TVTDF jurisdiction responsible for overseeing implementation of the project.

The projects that the fee can fund are divided into two groups. Exhibit A projects are the original projects funded through the fee program adopted in 1995. Exhibit B projects have been added in the latest update of the fee nexus study because they are considered important regional projects to help address the impacts of growth with the Tri-Valley. For current information on the status of the TVTDF program, please refer to the most recent SEP adopted in March 2011.

6.3 Shared Facilities

Implementation of much of the planned arterial system will be the direct responsibility of new development. Many of the arterials, however, are shared among jurisdictions. For each of these improvements, a negotiated agreement needs to be reached about cost sharing between jurisdictions. The cost-sharing approach could be based on which jurisdiction's traffic is expected to use the facility, or it could be based simply on the boundaries within which the facility lies, or a combination. These agreements should be negotiated in advance so that when development takes place, the responsibility for road improvements is clear.



7 PLAN IMPLEMENTATION, MONITORING, AND REVIEW

This chapter describes how the Tri-Valley Transportation Plan will be implemented. Specific topics include plan adoption by member jurisdictions, the procedure for monitoring transportation service objectives, and procedures for handling development applications.

7.1 Plan Adoption and Amendment

As specified in the Joint Exercise of Powers Agreement, adoption of the Tri-Valley Transportation Plan shall require a five-vote majority of all members of the TVTC. Following plan adoption, all TVTC member jurisdictions agree to consider the Plan when adopting or amending circulation elements of their general plans and specific plans, zoning ordinances, or capital improvement programs.

While compliance with the Tri-Valley Transportation Plan (TVTP) is essentially voluntary among the Alameda County jurisdictions, at least until aspects of the TVTP become part of the Alameda County Congestion Management Program, the Contra Costa jurisdictions have a mandate for compliance. Because the TVTP constitutes the Action Plan for the Contra Costa Tri-Valley jurisdictions, the Contra Costa jurisdictions in the Tri-Valley must implement the planned actions to maintain compliance with Measure C and J or risk losing their return-to-source funds. Compliance is tied to local implementation of action policies as described in Chapter 5, “Action Plan.” One locality, however, cannot be judged ineligible for local street maintenance and improvement funds because of the unwillingness of another locality to participate in the process.

The first TVTP was adopted in January 1995 and the TVTC updated it in 2000 and 2009 in conjunction with the preparation of the 2000 and 2009 Contra Costa Countywide Transportation Plan. The 2014 TVTP is the third update to the original plan. In the future, the TVTC is expected to comprehensively update the TVTP every four to eight years.

More focused amendments to the TVTC can be triggered by:

1. Responses to identified exceedances of adopted MTSOs;
2. A jurisdiction’s proposal to adopt a major general plan amendment that was not considered in the existing plan and that propose new or modified actions in the TVTP; and/or
3. A change in the major assumptions underlying the Plan, such as a change in the assumptions for Gateway Constraints.

This plan is based upon the assumption that major gateways into Tri-Valley will not be expanded beyond the capacities assumed for the gateways as set forth in Chapter 5 unless mitigated. Any change in these assumptions, such as the addition of HOV lanes on I-580 over the Altamont Pass, would require that this plan be amended to incorporate revised assumptions for the Tri-Valley gateway constraints. Increased capacity at the gateways could significantly increase projected congestion on downstream freeway sections and arterial streets.

7.2 Monitoring Multimodal Transportation Service Objectives

The Multimodal Transportation Service Objectives (MTSOs) are the heart of the TVTP. They represent both the TVTC's objectives for how the Regional Routes function and its yardstick for measuring progress for achieving its goals. Chapter 5, Action Plan, outlines the MTSOs and the Regional Routes to which they apply.

Currently, the MTSOs are largely being met. With forecast growth, however, many of the MTSOs are expected to be exceeded by 2040, even with planned improvements and the other actions outlined in the TVTP.



As part of the periodic comprehensive review and update of the TVTP, the TVTC will monitor the current status of the MTSOs and forecast their status in the future. This monitoring will rely on data collected from the CCTA and the Alameda CTC.

Congestion Duration. This MTSO is expressed in terms of hours of congestion per day. Hours of congestion can be measured with traffic counts or speed runs and should apply to mixed-flow lanes only. The plan uses a capacity of 2,200 vehicles per lane per hour (1,100 vehicles capacity for auxiliary lanes). Traffic counts can also be used to show duration of congestion. Freeway monitoring should be done by Caltrans or the CMA.

Delay Index. The Delay Index compares the time required to travel between two points during the peak hour to the time required during non-congested, off-peak hours. This measure is defined as the observed travel time divided by the free-flow travel time:

$$\text{Delay Index (DI)} = (\text{Observed Travel Time}) \div (\text{Free-Flow Travel Time})$$

The minimum value for the Delay Index — which indicates minimum delay — is 1.0. A DI of 1.0 indicates that traffic is moving at free-flow speed, as measured by floating car runs, unconstrained by congestion. As congestion increases and average speed decreases, the DI increases as well. For example, a DI of 2.0 indicates that the trip takes twice as long during peak hours as during the off-peak, due to congestion and slow speed.

Intersection Levels of Service. Intersection levels of service should be calculated using the Highway Capacity Manual operational method for AM and PM peak hours based on turning-movement counts. Intersection monitoring should be conducted by the jurisdiction in which the intersection lies. The intent of the TVTP is to maintain the intersection MTSO at all signalized intersections. However, to avoid exten-

sive data collection, each jurisdiction should establish a list of critical intersections for monitoring.

Overall goals may also be measured by the regional agencies (MTC and ABAG), or through the U.S. Census. These include the following:

Mode Share. Mode share is virtually impossible to measure in the field, except through extensive home interview and work place surveys. These data are available every decade from the U.S. Census and periodically from MTC. In between times, transit ridership should be monitored as a surrogate for mode share. The mode share goal of the TVTP can only be met if transit ridership increases over the reporting period. The transit operators routinely collect and report annual ridership.

Average Vehicle Ridership. This goal relates directly to commute trips. The Tri-Valley Transportation Plan includes a regional action to increase AVR from 1.1 to 1.2. Several Tri-Valley jurisdictions maintain voluntary employer trip reduction programs to increase AVR.

7.3 Development Applications Review and General Plan Amendments

As noted above, the JEPA requires each member jurisdiction to consider the TVTP when it adopts or amends circulation elements of their general plans and specific plans, zoning ordinances, or capital improvement programs. In addition, the JEPA requires member jurisdictions to bring proposed new transportation projects of “regional or sub-regional significance” to the TVTC for review and comment.

The member jurisdictions, as part of the adoption of the Tri-Valley Transportation Plan, have agreed to analyze the impacts of new development and general plan amendments and to share the results of these analyses with other Tri-Valley jurisdictions. These analyses shall assume gateway constraints described in this plan as described in the Contra Costa Transportation Authority’s *Technical Procedures*.

The TVTP recognizes that the Alameda and Contra Costa members of the TVTC must respond to different countywide requirements for analyzing the effects of land use or land use plan changes: the Alameda jurisdictions must fulfill the requirements of the Alameda Congestion Management Program while the Contra Costa jurisdictions must fulfill the requirements of both the Measure C Growth Management Program (which will be superseded by the Measure J GMP in 2009) and the Contra Costa CMP.

Development Review. Member jurisdictions must analyze the impacts of any development project that generates more than 100 peak hour vehicle trips and must circulate that analysis to all the TVTC jurisdictions. This analysis may be circulated separately or as part of CEQA documents prepared by the lead agency. Lead agencies may elect to use the MTSOs as thresholds of significance in their CEQA documents. Consistent with the JEPA, the member jurisdiction should forward any re-

gional and sub-regional transportation projects proposed as mitigation measures for the project for TVTC review and comment.

Contra Costa jurisdictions must conduct this analysis consistent with the Contra Costa Transportation Authority's *Implementation Guide* and *Technical Procedures*. Alameda jurisdictions must assess the effects of the development on the Metropolitan Transportation System consistent with the Alameda CMP.

General Plan Amendments. Member jurisdictions must analyze the impacts of any amendment to their General Plans that generates more than 500 peak hour vehicle trips and must circulate that analysis to all the jurisdictions that make up the TVTC. This analysis may be circulated separately or as part of CEQA documents prepared by the lead agency. A jurisdiction considering a general plan amendment should evaluate its impact on the TVTP and demonstrate that the proposed amendment would not significantly reduce the ability to achieve the MTSOs. If further transportation improvements are necessary beyond what are in the TVTP, the jurisdiction should specify how they would be funded.

For the Contra Costa jurisdictions, approval of a General Plan Amendment found to be inconsistent with the adopted Action Plans may result in a finding that the jurisdiction is out of compliance with the Measure C or J GMP and thus ineligible for Local Street Maintenance and Improvements and CC-TLC funds from the CCTA.

Consistency with the Action Plans can be achieved by revising the proposed amendment, adopting local actions to offset impacts to the Route of Regional Significance, or Council or Board denial of the amendment.

If there are MTSO exceedances, or projected MTSO exceedances, in a Tri-Valley jurisdiction, then that jurisdiction can either (a) implement transportation improvements (e.g., road widening) to correct the MTSO deficiency on that affected network segment, or (b) implement other measures intended to result in measurable improvements to MTSOs on the Routes of Regional Significance network and contribute to significant improvements in air quality. Failing this, the jurisdiction can refer the problem to the TVTC for joint resolution.

The tools and procedures for conducting General Plan amendments and analyzing proposed General Plan amendments shall be in accordance with the Measure C/J *Technical Procedures* and *Implementation Documents*. If the specific project or policy changes generate more than 500 peak hour vehicle trips, the jurisdiction considering the Plan amendment must submit the amendment to the Regional Committee for evaluation of its impact on the ability to achieve Action Plan objectives. TVTC would then evaluate proposed amendments only in relation to issues affecting Action Plan success and consistency. It will be the responsibility of the jurisdiction considering the amendment to either:

1. Demonstrate that the amendment will not violate Action Plan policies or the ability to meet Action Plan Multimodal Transportation Service Objectives; or
2. Propose modification to the Action Plan that will prevent the General Plan amendment from adversely affecting the regional transportation network.

If neither of these can be done, approval of the General Plan amendment by a Contra Costa jurisdiction may lead to a finding of non-compliance with the Growth Management Program.

In *Contra Costa County*, if a MTSO is not met following implementation of the Action Plan, the Plan would need to be reevaluated through the forum of TVTC and SWAT. Amendments to the Plan could include a relaxation of MTSOs, a strengthening of actions, or a combination of these approaches. In *Alameda County*, the jurisdiction with the MTSO violation can elect to modify growth rates, improve the facility, or seek a lower MTSO standard through the amendment process set forth in this chapter.

7.4 Process for Addressing MTSO Exceedances

As noted above, from time to time, the MTSOs are monitored to determine whether they are being achieved. In addition, the MTSOs are evaluated to determine if they can be achieved in the future. For this update to the TVTC Transportation Plan/Action Plan, the MTSOs were monitored in 2013, and the traffic forecasts were prepared and evaluated for 2030. In both cases, exceedances of the adopted MTSOs were observed.

Under adopted CCTA policy, exceedance of an MTSO does not constitute a compliance issue with the Growth Management Program. Similarly, the Alameda jurisdictions are not subject to any penalties or loss of funding due to an observed or forecast MTSO exceedance.

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

It is not surprising, therefore, given the level of expected growth in the Tri-Valley, coupled with the constraints on adding new capacity to the system, that the MTSOs would be exceeded either today or in the future.

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

document the condition, and continue to monitor and address the MTSOs in future updates to the Plan under the timeframe established in Section 7.1 above.

In the case where a proposed development project or General Plan Amendment causes an exceedance, or exacerbates a situation where an already exceeded MTSO is still further exceeded, then the procedures in Section 7.3 regarding development applications review and general plan amendments shall apply.

7.5 Conflict Resolution

Because of the importance of support for the Plan by all members of the TVTC, the Council should act on a consensus basis. Some cases may arise, however, in which consensus cannot be reached. In cases where conflict exists between jurisdiction within one county, resolution should be negotiated through the forum of the Congestion Management Agency for the respective county. In cases where conflict exists between jurisdictions in different counties, resolution should be negotiated through the TVTC with the provisions of the Joint Exercise of Powers Agreement applying. These provisions state the following:

1. Supermajority of five members required for plan adoption and amendment.
2. Supermajority of five members required for adoption of annual work program and budget.
3. Simple majority for grant applications, expenditure of funds, execution of contracts, and adoption of rules of procedure.
4. Simple majority vote of all members present required for action on any other matter.

7.6 Future Role of TVTC

It is anticipated that implementation of the Action Plan will rest primarily with the individual jurisdictions. However, the plan has identified some continuing functions for the TVTC, as follows:

- Updates and amendments to the Tri-Valley Transportation Development Fee (TVTDF)
- Coordinated implementation of actions requiring inter-jurisdictional cooperation, including supporting the funding and development of the projects and programs listed in the TVTDF.

Agenda Item 6B



MEMORANDUM

TO: Lamorinda Program Management Committee
FROM: Bill Loudon, DKS Associates
DATE: February 25, 2014
SUBJECT: Draft 2014 Lamorinda Action Plan Update P No.13010-001

PROPOSED CHANGES FROM THE 2009 LAMORNIDA ACTION PLAN

The Draft Lamorinda Action Plan Update provided to you represents some significant changes over the 2009 Update. The major changes are as follows:

Proposed Changes in Statements of Vision, Goals or Policies:

The following statements were added:

1. Support the implementation of the Complete Streets Policies of the Lamorinda jurisdictions.
2. Support programs and actions that will improve mobility to, from, and within the Lamorinda communities' downtowns.

Proposed Changes to Routes of Regional Significance:

- Added BART - with the intent to provide oversight by LPMC, not to include major transportation infrastructure.
- Differentiated between Primary Routes (SR-24 and BART) and Secondary Routes (Pleasant Hill Road and Camino Pablo/San Pablo Dam Road)

Proposed Addition of Lamorinda Interjurisdictional Routes

Four additional routes have also been designated by the LPMC as "Interjurisdictional Routes." While these routes do not warrant designation as Routes of Regional Significance, they do cross jurisdictional boundaries, and would benefit from the multi-jurisdictional planning process envisioned in Measure J. It is not the intent or expectation that this designation would serve as a stepping stone towards designation as a Route of Regional Significance. This designation will allow the LPMC to monitor the performance of these routes and work cooperatively to specify projects and programs to increase the safety and reliability of the routes while increasing multi-modal mobility within Lamorinda. The designation is also intended to help the Lamorinda jurisdictions maintain the existing character, function, and use of the routes. Cooperatively defining projects that will help the Lamorinda area may also improve the chances of receiving funding for



the projects from countywide or regional grant programs. The four proposed Lamorinda Interjurisdictional Routes are:

- Moraga Way
- Moraga Road
- Mount Diablo Boulevard (Happy Valley Road to Brown Avenue)
- Lafayette-Moraga Regional Trail

Proposed Changes to Multimodal Transportation Service Objectives

SR-24

- Moved the “Average Loading Factor for BART” to the new BART Route of Regional Significance

Pleasant Hill Road

- Deleted “Establishment of CCCTA Bus Service” – moved it to the action list.
- Added - Increase the average vehicle occupancy on Pleasant Hill Road/Taylor Boulevard to at least 1.3 during the peak commute hours by 2018.
- Added - Maintain a peak-hour level of service of “D” or better at signalized intersections consistent with the Lafayette General Plan for intersections not in the downtown area except at the gateways to the Action Plan area such as Rancho View Drive.

Camino Pablo/San Pablo Dam Road

- Added - Increase the average vehicle occupancy on Camino Pablo/San Pablo Dam Road to at least 1.3 during the peak commute hours by 2018.

Proposed Performance Measures

Additional “Performance Measures” were proposed for the Secondary Routes of Regional Significance and for the Lamorinda Interjurisdictional Routes to allow the LPMC to monitor the performance of routes without setting target values that would be subject to Measure J growth management review the way that the Multimodal Transportation Service Objectives (MTSOs) are. These included the following for all of the Secondary Routes of Regional Significance and for the arterial Lamorinda Interjurisdictional Routes:

- Maintain an inventory of available pedestrian and bicycle facilities.
- Monitor vehicle crash frequency.
- Monitor pedestrian or bicycle injury crash frequency.
- Monitor the frequency and cause of unplanned lane closures of any type.

The following performance measures are proposed for the arterial Lamorinda Interjurisdictional Routes:



- (Moraga Way, Moraga Road and Mount Diablo Boulevard) Maintain peak hour peak direction delay index of 2.0 or lower.
- (Moraga Road and Mount Diablo Boulevard) Maintain a peak-hour level of service of “D” or better at signalized intersections within downtown Lafayette consistent with the Lafayette General Plan for intersections in the downtown area.
- (Moraga Road and Mount Diablo Boulevard) Maintain a maximum wait time for drivers on side streets wishing to access the Interjurisdictional Route at any signalized intersection of one signal cycle or fewer.

The following performance measures are proposed for the Lafayette-Moraga Regional Trail:

- Monitor pedestrian and bicycle volumes at crossings.
- Monitor auto volumes at crossings.
- Monitor average trail user delay at major road crossings.
- Monitor frequency of pedestrian or bicyclist reported crashes at crossings.
- Monitor pavement condition over the entire trail.

Proposed Major New Actions

Most of the new actions in the 2014 Action Plan were focused on improving the safety and mobility of the Secondary Routes of Regional Significance and the Lamorinda Interjurisdictional Routes. This included actions in four key areas:

- Improve Pedestrian and Bicycle Access and Safety
- Improve Interjurisdictional Management
- Increase Reliability and Safety of Roadways
- Improve Transit, School Bus and/or Shuttle Service



CHANGES FROM THE DECEMBER 9, 2013 DISCUSSION DRAFT OF THE ACTION PLAN

The version of the Draft Lamorinda Action Plan Update that has been provided to you has shading for those parts of the Plan for which significant changes were made from the December 9, 2013 Discussion Draft of the Plan. A section-by-section description of the nature of the changes is provided below.

Section	Page	Change
2.2	8	Added detail regarding designating BART as a Route of Regional Significance to provide LPMC oversight.
2.3	9	Revised introduction of the Lamorinda Interjurisdictional Routes (LIRs) to affirm local control and to state that designation does not serve as a stepping stone to becoming a Route of Regional Significance.
	9	Changed limits of the Mount Diablo Boulevard LIR to include Happy Valley Road to Brown Avenue only.
	10	Modified Figure 2 to reflect changes in Interjurisdictional Routes bounds and formatting.
2.4	10	Referred to the measures selected for the LIRs as Performance Measures because not target values have been set. (Should also include the new measures for the Secondary RRS).
	11	Added discussion regarding potential conflict among MTSOs for Pleasant Hill Road.
	15	Added discussion regarding the City of Lafayette's preference to accommodate local traffic over regional traffic.
3.1.1	17-19	Added a figure showing eastbound AM trip origins and destinations for traffic on SR-24 with supporting discussion.
3.1.3	20-21	Added 2010 volumes on Pleasant Hill Road and I-680/SR-24 interchange project completion year.
3.1.4	21	Added 2010 volumes on Camino Pablo/San Pablo Dam Road.
3.2.1	21	Added reference to St. Mary's College in Moraga Way description.
3.2.2	21	Added reference to St. Perpetua School in Moraga Road description.
3.2.3	22	Changed Mount Diablo Road description to include only section from Happy Valley Road to Brown Avenue and added explanation of how it is interjurisdictional in use.
3.2.4	22	Modified description of the Lafayette-Moraga Trail
3.3	22-23	Updated Table 3 to include additional MTSO monitoring report results and updated supporting text.
3.4.1	24	Included information on MTSO monitoring results for BART.
3.4.2	25-27	Included information on the County Connection route restructuring and figures for bus ridership by route and by type of passenger.



Section	Page	Change
3.4.3	27-28	Included Paratransit ridership information and a figure specific to Lamorinda area and differentiating between Spirit Van and LINK.
	27	Added description of the upcoming Lamorinda Circulator Study
4.1	30	Corrected population estimates and forecasts in Table 4 to correspond to those in Table 5 and revised supporting text.
	31	Added Table 6 describing Lamorinda employment.
4.4	33	Updated the 2013 and 2040 Baseline values for MTSOs in Table 9.
5	35-36	Added reference to the Appendix that contains the section-by-section matrix of characteristics, needs, possible MTSOs and actions.
5.1	36	Added a discussion of a prioritization of the actions and added this to Table 10.
Table 10-1	37-38	Added transit operators and organizations with "Primary Implementation Responsibility".
	38	Modifications to wording.
Table 10-2	40	Modifications to wording.
Table 10-3	42	Modifications to wording.
	45	Added Action 3.13 Encourage commute use of the Lafayette-Moraga Regional Trail and other trails systems as they are developed.
Table 10-4	46	Modifications to wording.
	48	Deleted Action 4.15: Support development of HOV lane programs on all freeways and regional routes where feasible.
	48	Added Pleasant Hill Road to the new Action 4.15: Seek grant(s) to study 1) access from side streets and 2) intersection configurations in the residential and commercial portions on Pleasant Hill Road and Camino Pablo/San Pablo Dam Road and make recommendations for improvements.
Table 10-5	50	Delete Action 5.01: Pursue financial incentives to implement sound growth control strategies and support strengthening of growth management policies.
	51	Delete Action 5.09: Review and improve truck loading regulations and practices.
	50	Modifications to wording.
5.2	52	Included discussion of why implementing the actions are important, even if they do not necessarily achieve the MTSOs.
5.4	54	Modifications to wording.
5.5	55	Addition of information about traffic volumes on Pleasant Hill Road before and after the I-680/SR-24 interchange improvements.



Section	Page	Change
	56	Change to language how actions related to gateway constraints and traffic management strategies will be determined.
6.1	58-59	Added discussion about actions included in the update, which are oriented to increase safety and mobility and can be grouped together to receive funding for Lamorinda.
6.2	59-60	Added reference to the upcoming Lafayette downtown congestion Study and additional actions it might identify.
7.1	63	Updated values in Table 13.
7.3	64	Modification of Figure 15 to show clear progression for three different types of changes and Changed "Net New Trips" Net New Peak Hour Trips".
7.4	66	Added section on "Process for Addressing MTSO Exceedances".

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Draft Lamorinda Action Plan



Prepared By:



1970 Broadway Suite 740
Oakland, CA 94612

February 25, 2014

Prepared For:

Lamorinda Program Management
Committee

Lamorinda Action Plan

DRAFT

Prepared by:



1970 Broadway, Suite 740
Oakland, CA 94612

February 25, 2014

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1 INTRODUCTION

The 2014 Lamorinda Action Plan assesses regional transportation issues within the Lamorinda area and outlines a recommended package of vision statements, goals, policies, objectives, and actions for addressing those issues. The study area includes Moraga, Lafayette, Orinda, and portions of unincorporated Contra Costa. In addition to serving as a guide for transportation planning through 2040, the Plan also fulfills one of several requirements under the Measure J Growth Management Program that local jurisdictions participate in a multi-jurisdictional, cooperative planning process, which includes the preparation of Action Plans for Routes of Regional Significance.

The recommendations in this Plan and its counterparts in the other subareas of Contra Costa (West, Central, East County, and the Tri-Valley) will be carried forward into the 2014 Update to the Countywide Comprehensive Transportation Plan (CTP) prepared by the Contra Costa Transportation Authority (CCTA). The Lamorinda Action Plan, combined with the one for the Tri-Valley (which includes the Contra Costa jurisdictions of Danville, San Ramon, and Contra Costa County), will be

forwarded through the Southwest Area Transportation Committee (SWAT) to CCTA, for inclusion in the 2014 CTP Update.

The Lamorinda Program Management Committee (LPMC) is comprised of one elected official from each of the three Lamorinda jurisdictions, and serves as the policy oversight board for the planning and implementation of Measure C/J projects and programs. A Technical Advisory Committee (the LPMC-TAC), comprised of staff from each locality, provides technical input to the LPMC.

1.1 The Action Plan

In 1988, Contra Costa County voters approved Measure C, a one-half percent local sales tax that generated \$1 billion (2008 dollars) in funding for transportation projects and programs over 20 years. Measure C also created the Contra Costa Transportation Authority (CCTA), with a board of 11 elected officials and 3 ex-officio members to guide the expenditure of the sales tax proceeds in accordance with the voter-approved expenditure plan. In 2004, the voters of Contra Costa approved Measure J, extending the sales tax for 25 years through 2034, and generating an additional \$2 billion (2008 dollars).

Both Measures C and J have included an innovative Growth Management Program (GMP) that encourages local jurisdictions to participate in a cooperative, multi-jurisdictional planning process, and among other things, establish flexible, multimodal transportation service objectives (MTSOs) for Regional Routes. The CCTA allocates 18 percent of the sales tax revenue it receives to local jurisdictions that are found to be in compliance with the Growth Management Program. Under Measure J, an additional 5 percent of total sales-tax revenues are available to local jurisdictions for Transportation for Livable Communities (TLC) projects, subject also to GMP compliance.

As part of the cooperative planning process envisioned under Measure C/J, “Action Plans for Routes of Regional Significance” are to be developed by the Regional Transportation Planning Committees (RTPC) with input from the local jurisdictions. The LPMC serves as a sub-group to the SWAT committee. Under Measures C/J, the SWAT committee, which is comprised of the Lamorinda jurisdictions and Contra Costa County, the Town of Danville, and the City of San Ramon, is the designated RTPC that reports to CCTA on policy matters relating to transportation issues within both Lamorinda and the Tri-Valley.

The overall objective of the Action Plans is to give local jurisdictions an opportunity to cooperatively set goals, objectives, and actions to mitigate the cumulative impacts of growth on the regional transportation system. To be found in compliance with the CCTA’s GMP, local jurisdictions should participate in the development of the Action Plans, and also be willing to implement the actions, programs, projects, and measures identified within the Plans.

1.2 2014 Action Plan

In 1995, the LPMC developed and adopted the first Action Plan for Routes of Regional Significance. While this document included area-wide actions for Lamorinda, its primary focus was on the State Route 24 (SR-24) corridor, which at that time was the only regional route identified by the LPMC. Subsequently, both Pleasant Hill Road, north of SR-24, and Camino Pablo/San Pablo Dam Road were designated, which lead to the preparation of Action Plans for those routes in 1998. The Action Plan for the Camino Pablo/San Pablo Dam Road corridor, which connects West County to Lamorinda, was prepared jointly with the West County RTPC (called WCCTAC). The Pleasant Hill Road Action Plan was prepared by the City of Lafayette, and approved by LPMC in 1998. The Lamorinda Action Plan was updated in 2000 to incorporate the new plans for Pleasant Hill Road, north of SR-24, and the Camino Pablo/San Pablo Dam Road, along with other changes regarding the SR-24 corridor.

The last update to the Lamorinda Action Plan in 2009 was incorporated into CCTA's 2009 CTP Update. Since the last Action Plan update in 2009, new demographic data has become available and the countywide travel forecasts have been updated. MTC also updated its Regional Transportation Plan (Plan Bay Area) in 2013, which incorporated many of the elements of the 2009 Action Plan updates and the 2009 CTP Update. These and other events have triggered the need to undertake a comprehensive update to the Lamorinda Action Plan to reflect these changes in traffic and policy.

During the course of the 2014 Update, the LPMC reviewed and updated several major elements of the Action Plan including the Statements of Vision, Goals and Policies; Routes of Regional Significance; Multimodal Transportation Service Objectives; Actions; the Subregional Transportation Impact Fee; and Development Review Procedures. These elements of the Action Plan are defined as follows:

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

Routes of Regional Significance are transportation facilities or services that:

1. Connect two or more "regions" of Contra Costa County;
2. Cross County boundaries;
3. Carry a significant amount of through-trips; and
4. Provide access to a regional highway or transit facility (e.g., a BART station or freeway interchange) that serves regional mobility and connect multiple jurisdictions.

LMPC and CCTA may designate a Route of Regional Significance that meets one or more of these criteria.

Lamorinda Interjurisdictional Routes LPMC has also designated a new category of route called Lamorinda Interjurisdictional Routes. While these routes do not warrant designation as Routes of Regional Significance, they do cross jurisdictional

boundaries, and would benefit from the multi-jurisdictional planning process envisioned in Measure J. The purpose of this designation is to identify the need for interjurisdictional planning for these routes. It was not the intention of the LPMC that this designation be a stepping stone to designation as Routes of Regional significance at a later time. Rather, it is the LPMC's intent that this designation provide a structured forum for collaboration among the three jurisdictions, with final control of the routes remaining with the local jurisdiction. It is also the intent of the LPMC that the local jurisdictions have an opportunity to "opt out" of the designation at any time for the portion of any of the routes within their own boundary.

Multimodal Transportation Service Objectives (MTSOs) are quantifiable measures of performance and effectiveness that include a target date for attaining the objective. MTSOs may include, for example, average peak-hour speeds, peak-period congestion duration, roadway level of service, transit loading, or transit service frequency. MTSOs can also represent targets for system utilization and efficiency such as transit ridership, mode shares, or average vehicle occupancy.

Actions are the specific steps (actions, measures, projects, and programs) that the local jurisdictions and other regional partner agencies such as Caltrans, BART, County connection or CCTA have agreed to implement to achieve the transportation goals, objectives, and policies set forth in the Action Plan. The party responsible for carrying out the actions is identified as the local jurisdictions, the RTPC, or other affected parties. Actions may involve implementing specific projects at the local level, or they may call for regional cooperation among the local jurisdictions and adjoining RTPCs.

Subregional Transportation Mitigation Program (STMP) is the subregional fee or other mitigations program required under Measure C/J, and designed to mitigate the traffic impacts of new developments on the regional transportation system. Lamorinda implements its STMP through a subarea developer fee that is overseen by the Lamorinda Fee and Financing Authority (LFFA), a Joint Exercise of Powers Authority (JEPA) comprised of elected officials from each jurisdiction within Lamorinda.

Development Review Procedures - The CCTA Growth Management *Implementation Guide* includes a process for review and consultation on projects and general plan amendments that could generate traffic impacts on the transportation system. As described further in Chapter 7, the CCTA also requires local participation in a General Plan Amendment (GPA) review procedure. This 2014 Update carries forward and refines these development review procedures, which were included in the previous Action Plans.

1.3 Outline of the Document

This introductory section (**Chapter 1**) to the Plan presents a brief history of the Action Plan concept and its relevance to transportation planning in Lamorinda.

Chapter 2 of this document describes the review of statements of vision, goals and policies that was undertaken and presents a revised set of statements to guide the 2014 Action Plan. This chapter identifies the Routes of Regional Significance and the newly identified Lamorinda Interjurisdictional Routes. The chapter also identifies the Multimodal Transportation Service Objectives (MTSOs) that have been specified for each Route of Regional Significance Lamorinda Interjurisdictional Route.

Chapter 3 provides a description of the existing transportation conditions in Lamorinda. An assessment of the MTSOs from 2013 monitoring is used to indicate the current status of Lamorinda with respect to the Action Plan.

A forecast of future population, employment and transportation conditions is presented in **Chapter 4** for the year 2040. In this chapter an assessment of the MTSOs for the Routes of Regional Significances is provided for the 2040 forecast for a baseline condition that assumes that only currently funded transportation improvements are in place.

Chapter 5 of the report defines the key elements of the 2014 Action Plan. This includes an updated description of actions intended to achieve the MTSOs for the Routes of Regional Significance. The actions include projects and programs specifically designed to implement policies and meet goals on individual Routes of Regional Significance and Lamorinda Interjurisdictional Routes. For each action, the agency or agencies responsible for implementing the action is identified.

The financial plan for meeting the needs of the Action Plan is presented in **Chapter 6**. This includes a brief description of the existing funding sources that support the Action Plan projects and programs and the Subregional Traffic Impact Fee Program designed to implement “regionally significant projects” in the Action Plan.

Chapter 7 provides guidance on implementation of the Action Plan, including the procedures for circulation of environmental documents and review of General Plan Amendments (GPAs). The chapter also includes the process for monitoring and review of the Action Plan.



2 ACTION PLAN FRAMEWORK

2.1 Statements of Vision, Goals and Policies

Statements of vision, goals and policies from the previous Action Plan were reviewed in light of recent changes in regional policies and plans and those of the local Lamorinda jurisdictions. The vision, goals, and policies for the 2014 Action Plan are as follows:

1. Preserve and enhance the semi-rural character of the community.
2. Pursue actions to meet or sustain Multimodal Transportation Service Objectives (MTSOs).
3. Support actions that help achieve environmental goals, through participation in countywide, regional, and statewide transportation improvement plans.
4. Avoid the addition of roadway capacity for single-occupant vehicles.
5. Enhance mobility by providing alternative mode options.

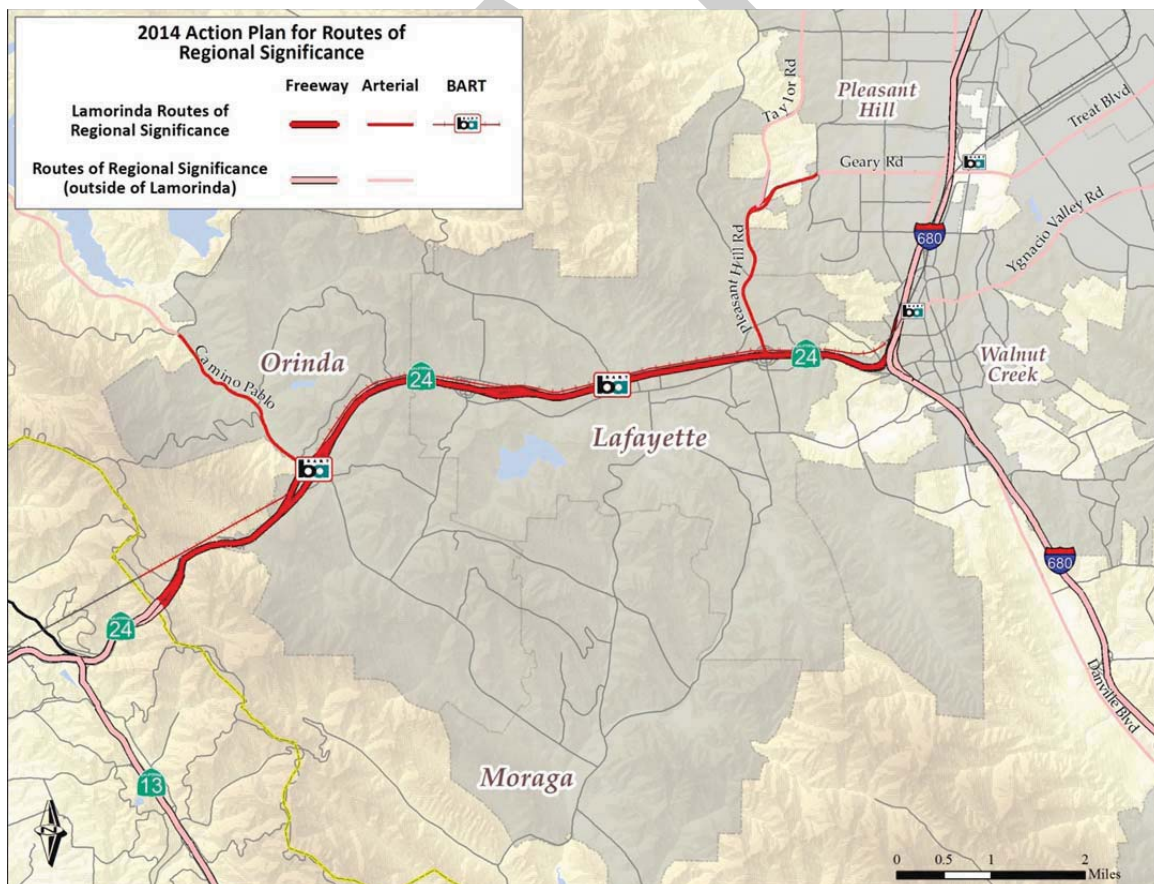
6. Pursue actions to make transit more attractive and increase transit ridership.
7. Improve multi-modal access to BART in ways that will not lead to an increase in the use of BART parking by people driving into Lamorinda from outside communities.
8. Pursue actions to improve safety of travelers using any mode of travel.
9. Coordinate local land use planning and regional transportation planning.
10. Encourage through-trips and interregional travel to stay on freeways and discourage diversion of these trips to arterial and local streets as a mechanism for ensuring intraregional mobility.
11. Maintain capacity constraints at selected gateways with the intent of preserving and improving mobility on Routes of Regional Significance within Lamorinda.
12. Pursue efficiency improvements, such as signal timing and other operational improvements, especially those that help side street traffic and buses, but without compromising pedestrian and bicycle safety.
13. Support the implementation of the Complete Streets Policies of the Lamorinda jurisdictions.
14. Support programs and actions that will improve mobility to, from and within the Lamorinda communities' downtowns.

2.2 Routes of Regional Significance

As indicated in Figure 1, the Lamorinda Action Plan identifies four Routes of Regional significance:

- SR-24 – From the Caldecott tunnel on the west end to the interchange with I680 on the east end
- Bay Area Rapid Transit (BART) – For service to and from the Orinda and Lafayette stations. This is a new designation in the 2014 Action Plan with the intent to provide oversight by LPMC, not to include major transportation infrastructure.
- Camino Pablo/San Pablo Dam Road - From Moraga Way just south of SR-24 to Inspiration Trail on the north
- Pleasant Hill Road— from the SR-24 interchange on the south to Taylor Blvd on the north

Figure 1: Lamorinda Routes of Regional Significance



Within Lamorinda, the four Routes of Regional Significance have been further differentiated by their role within the county. SR-24 and BART are identified as

“Primary” Routes of Regional Significance because they are high-capacity, high-volume facilities designed to serve longer-distance trips between Lamorinda and other sub-regions as well as trips through Lamorinda. Pleasant Hill Road and Camino Pablo/San Pablo Dam Road are designated as “Secondary” Routes of Regional Significance. They provide a linkage between Lamorinda and other sub-regions and they also provide access to major regional facilities (SR-24 and BART), but they are not designed to carry high volumes and are designed to serve the residential neighborhoods and schools along them.

2.3 Lamorinda Interjurisdictional Routes

Four additional routes have also been designated by the LPMC as “Interjurisdictional Routes.” While these routes do not warrant designation as Routes of Regional Significance, they do cross jurisdictional boundaries, and would benefit from the multi-jurisdictional planning process envisioned in Measure J. It is not the intent or expectation that this designation would serve as a stepping stone towards designation as a Route of Regional Significance. This designation will allow the LPMC to monitor the performance of these routes and work cooperatively to specify projects and programs to increase the safety and reliability of the routes while increasing multi-modal mobility within Lamorinda. The designation is also intended to help the Lamorinda jurisdictions maintain the existing character, function and use of the routes. Cooperatively defining projects that will help the Lamorinda area may also improve the chances of receiving funding for the projects from countywide or regional grant programs.

LPMC and the individual Lamorinda jurisdictions will determine the implication of this designation rather than SWAT or CCTA. Interjurisdictional Routes would remain under the classification of “non-regional routes” under the Measure J Growth Management Implementation Guidelines and would be exempt from the requirements that apply to Routes of Regional Significance. In that way, this designation preserves the Lamorinda jurisdictions’ ability to maintain the existing character, function and use of the routes and does not restrict the authority of the local jurisdiction to manage their own facilities. With this designation, the local jurisdictions would not experience any loss of control over the routes within their boundaries. Decisions by the LPMC about the Lamorinda Interjurisdictional Routes would have to have the support of the jurisdiction(s) affected by the decision. Each jurisdiction would also have the opportunity to opt out of the designation for the portion of a Lamorinda Interjurisdictional Route within its boundaries.

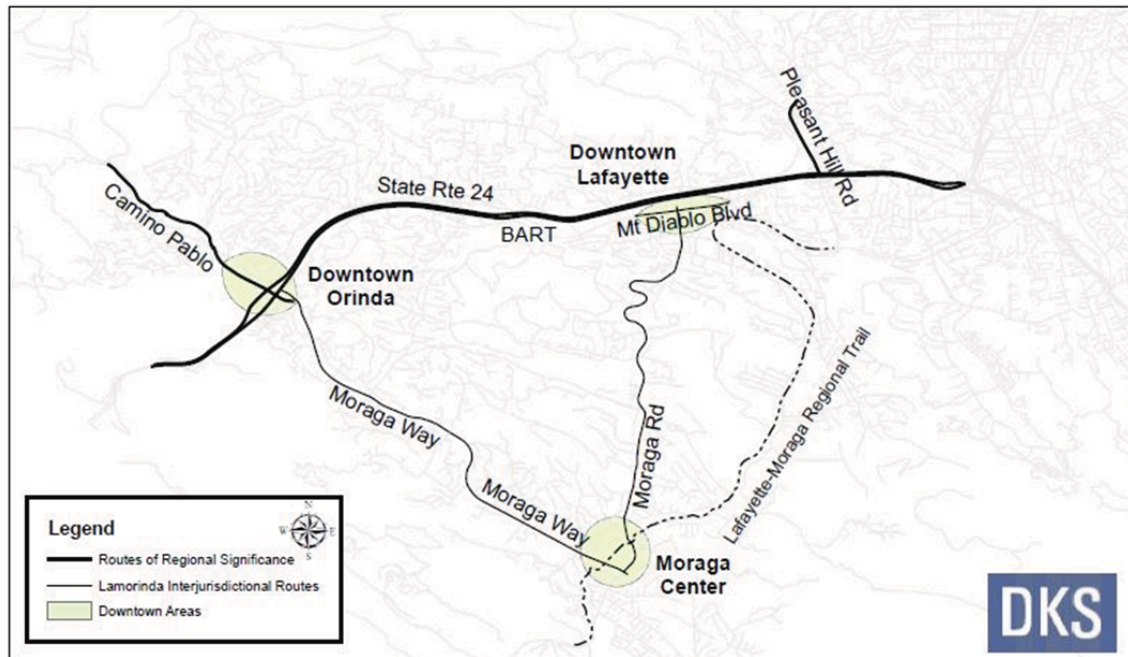
The four Lamorinda Interjurisdictional Routes are as follows:

- Moraga Way— From Moraga Road on the south end to Bryant Way on the north end.
- Moraga Road – From Moraga Way on the south end to Mount Diablo Boulevard on the north end.

- Mount Diablo Boulevard—From Happy Valley Road on the west end to Brown Avenue on the east end.
- Lafayette-Moraga Regional Trails¹ – For the entire length of the trail within Lamorinda

A map of the four Lamorinda Interjurisdictional Routes is provided in Figure 2.

Figure 2: Lamorinda Interjurisdictional Routes



2.4 Multimodal Transportation Service Objectives (MTSOs) and Performance Measures

Multimodal Transportation Service Objectives (MTSOs) are measures that can be used to monitor the performance of each of the Routes of Regional Significance. For Lamorinda Interjurisdictional Routes, Performance Measures have been identified. The Measure J *Implementation Guide* defines MTSOs as quantifiable measures of effectiveness that include a target date for achieving the objective. MTSOs should specify the standards or levels of performance desired by the LPMC and the local jurisdictions. MTSOs can also help the LPMC determine when improvement projects or programs are needed to achieve a desired level of performance for a route. MTSOs are monitored each time an Action Plan is updated and values are forecasts

¹ The Lafayette-Moraga Trail is to retain its existing use restrictions and designation as a Lamorinda Interjurisdictional Routes is not intended to imply any possible change in purpose or use.

for year at least 25 years in the future. For this Action Plan, MTSOs in place in the 2009 Action Plan were monitored in 2013 and values forecast to 2040.

Additional performance measures have also been identified for the Secondary Routes of Regional Significance and for the Lamorinda Interjurisdictional Routes. Data will be collected for these measures in a joint effort by CCTA and the local jurisdictions to provide indicators of how well the routes are currently performing. They are not considered MTSOs and for most, no target values for performance have been identified. This may be done at a later time once values have been estimated for the existing conditions for each route. For any performance measure for the Lamorinda Interjurisdictional Routes, there are no penalties or required procedures for not meeting the target value. They are meant only to guide the LPMC and the local jurisdiction in identifying appropriate actions for the routes. As performance measures, they will be used by the local jurisdictions and LPMC to plan for actions that will improve the safety and multimodal mobility of the routes. Table 1 identifies the MTSOs and additional performance measures for the Routes of Regional Significance. Table 2 identifies the performance measures for the Lamorinda Interjurisdictional Routes.

Table 1: MTSOs for Routes of Regional Significance

Route of Regional Significance	MTSOs
SR-24	<ol style="list-style-type: none"> 1. Maintain a Delay Index (DI) of 2.0 (2.5 after 2030) or lower on the SR-24 corridor between I-680 and the Caldecott Tunnel during peak periods in the peak commute direction including freeway on-ramps.² The DI is a ratio of peak period travel time to off-peak period travel time. A Delay Index of 2.0 indicates that the trip would take twice as long during the peak hours as during the uncongested off-peak. 2. Maintain a Delay Index (DI) of 1.5 or less for all but the six most congested hours of the day.

² Monitoring or modeling of Delay Index should be for the entire length of corridor. The measurements should be made inside any points of capacity constraint imposed by either a gateway constraint policy or traffic management strategies designed to limit the flow of vehicles into the corridor. Doing so will insure that the effects of the gateway constraint policy or traffic management strategies are reflected in the MTSO values.

Route of Regional Significance	MTSOs
BART	<ol style="list-style-type: none"> 1. Maintain an hourly average loading factor (ratio of passengers to seats) of 1.5 or less approaching Lafayette Station westbound and Orinda Station eastbound during each and every hour of service. An hourly averaging loading factor of 1.5 indicates that the number of passengers served during the hour is fifty percent greater than the number of seats available during that hour.
Pleasant Hill Road	<ol style="list-style-type: none"> 1. Maintain peak hour peak direction delay index of 2.0 or lower. 2. Maintain a maximum wait time for drivers on side streets wishing to access Pleasant Hill Road or Taylor Boulevard of one signal cycle or less. 3. Increase the average vehicle occupancy on Pleasant Hill Road/Taylor Boulevard to at least 1.3 during the peak commute hours by 2018. 4. Maintain a peak-hour level of service of D or better at signalized intersections consistent with the Lafayette General Plan for intersections not in the downtown area except at the gateways to the Action Plan area such as Rancho View Drive. <p data-bbox="634 1136 1133 1163">Additional Performance Measures</p> <ol style="list-style-type: none"> 5. Maintain an inventory of available pedestrian and bicycle facilities. 6. Monitor vehicle crash frequency. 7. Monitor pedestrian or bicycle injury crash frequency. 8. Monitor the frequency and cause of unplanned lane closures.

Route of Regional Significance	MTSOs
Camino Pablo/ San Pablo Dam Road	<ol style="list-style-type: none"> 1. Maintain peak hour peak direction delay index of 2.0 or lower. 2. The maximum wait time for drivers on side streets wishing to access San Pablo Dam Road or Camino Pablo should be no greater than one signal cycle. 3. Increase the average vehicle occupancy on Camino Pablo/San Pablo Dam Road to at least 1.3 during the peak commute hours by 2018.
	<p>Additional Performance Measures</p> <ol style="list-style-type: none"> 4. Maintain an inventory of available pedestrian and bicycle facilities. 5. Monitor vehicle crash frequency. 6. Monitor pedestrian or bicycle injury crash frequency. 7. Monitor the frequency and cause of unplanned lane closures of any type.

Regarding Pleasant Hill Road, the listed MTSOs can potentially conflict with one another, as maintaining a maximum wait time of one cycle or fewer on the side street can lead to an increase in the delay index on Pleasant Hill Road or the level of service at a signalized intersection. In this case, the MTSO addressing maximum wait time for drivers on side streets takes precedence. The City of Lafayette's preference, per its General Plan, is to accommodate local traffic over through traffic.

Table 2: Performance Measures for Lamorinda Interjurisdictional Routes

Lamorinda Interjurisdictional Route	Performance Measures
Moraga Way	<ol style="list-style-type: none"> 1. Maintain an inventory of available pedestrian and bicycle facilities. 2. Monitor vehicle crash frequency. 3. Monitor pedestrian or bicycle reported crash frequency. 4. Monitor the frequency and cause of unplanned lane closures of any type. 5. Maintain peak hour peak direction delay index of 2.0 or lower.
Moraga Road	<ol style="list-style-type: none"> 1. Maintain an inventory of available pedestrian and bicycle facilities. 2. Monitor vehicle crash frequency. 3. Monitor pedestrian or bicycle reported crash frequency. 4. Monitor the frequency and cause of unplanned lane closures of any type. 5. Maintain peak hour peak direction delay index of 2.0 or lower. 6. Maintain a peak-hour level of service of D or better at signalized intersections within downtown Lafayette consistent with the Lafayette General Plan for intersections in the downtown area. 7. Maintain a maximum wait time for drivers on side streets wishing to access Moraga Road at any signalized intersection between Herman Dr/St. Mary's Road and Mount Diablo Boulevard of one signal cycle or fewer.

Lamorinda Interjurisdictional Route	Performance Measures
Mount Diablo Boulevard	<ol style="list-style-type: none"> 1. Maintain an inventory of available pedestrian and bicycle facilities 2. Monitor vehicle crash frequency 3. Monitor pedestrian or bicycle reported crash frequency 4. Monitor frequency of unplanned lane closures 5. Maintain peak hour peak direction delay index of 2.0 or lower 6. Maintain a peak hour level of service of D or better at signalized intersections within downtown Lafayette consistent with the Lafayette General Plan for intersections in the downtown area. 7. Maintain a maximum wait time for drivers on side streets wishing to access Mount Diablo Boulevard at any signalized intersection of one signal cycle or fewer.
Lafayette-Moraga Regional Trail	<ol style="list-style-type: none"> 1. Monitor pedestrian and bicycle volumes at crossings. 2. Monitor auto volumes at crossings. 3. Monitor average trail user delay at major road crossings. 4. Monitor frequency of pedestrian or bicyclist reported crashes at crossings. 5. Monitor pavement condition over the entire trail.

As with the MTSOs, when there is a potential conflict between the performance measure for wait time for drivers on side streets and the delay index or the level of service at a signalized intersection within Lafayette, the maximum wait time for drivers on side streets takes precedence because the City of Lafayette's preference, as per its General Plan, is to accommodate local traffic over through traffic.



3 EXISTING TRANSPORTATION CONDITIONS

This section describes the existing transportation conditions in Lamorinda including the major roadways and transit services.

3.1 Routes of Regional Significance

3.1.1 State Route 24 (SR-24)

SR-24 is a major freeway connection serving Central Contra Costa County, the Lamorinda area, and Alameda County, and carries between an average of 150,000 and 188,000 vehicles per day (2012 Caltrans ADT). In Contra Costa County, the

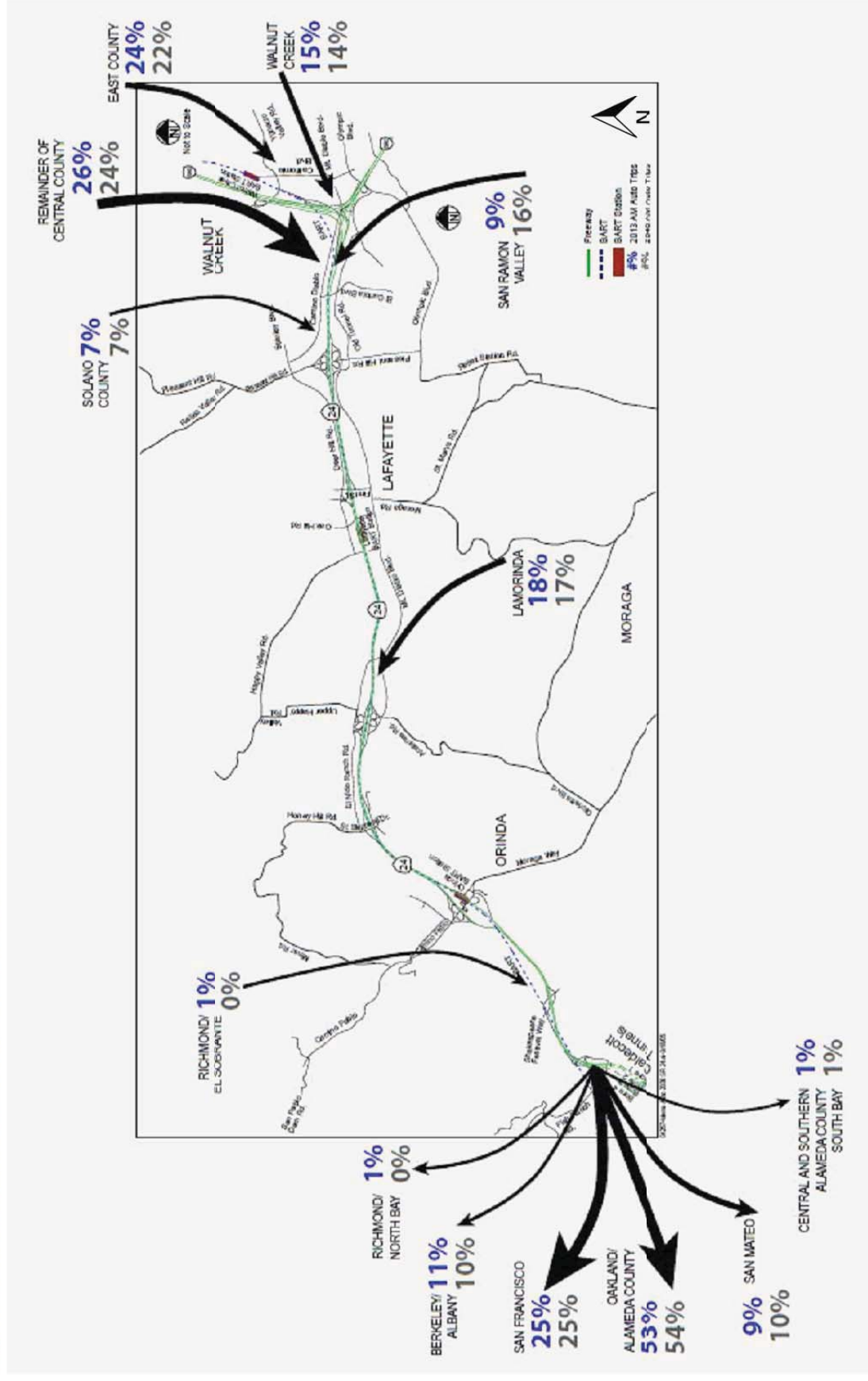
freeway runs from the I-680 interchange in Walnut Creek to the Caldecott Tunnel, and traverses the Lamorinda communities. Within this segment, there are generally four travel lanes in each direction with no high-occupancy vehicle (HOV) lanes. To access Lamorinda, there are seven interchanges between I-680 and the Caldecott tunnel and they are located at Pleasant Hill Road, Deer Hill Road/Oak Hill Road/First Street, Acalanes Road/El Nido Ranch Road, St. Stephens Drive, Camino Pablo, Gateway Boulevard, and Fish Ranch Road. BART runs within the center median of the SR-24 right-of-way.

In 1990, Lamorinda contributed 30 percent of all westbound AM peak period traffic through the Caldecott Tunnel. Since 1990, travel patterns have changed dramatically on SR-24. As shown in Figure 3, that number had dropped to 18 percent by 2013, as substantial growth has occurred in Central County and East County. This growth to the east of the corridor has led to an increase in congestion intensity and duration along SR-24. The Lamorinda contribution to traffic on SR-24 is expected to remain fairly stable in the next few decades decreasing to only 17 percent by 2040. In the eastbound direction, 41 percent of 2013 trips through the I-680/SR-24 interchange originated in Lamorinda and the percentage of these trips is projected to decrease slightly to 38 percent in 2040.

Figure 4 illustrates the origins and destinations for eastbound AM peak period traffic on SR-24 for 2013 and 2040. The comparison indicates that the contribution of Lamorinda traffic will decrease from 41 percent to 38 percent while though traffic will increase. The biggest increase will come from Oakland and other parts of Central Alameda County. The largest increase in destinations for the eastbound traffic will be Concord and other parts of Central Contra Costa County as a result of the first phase of the Concord Naval Weapons Station reuse and other development in that area.

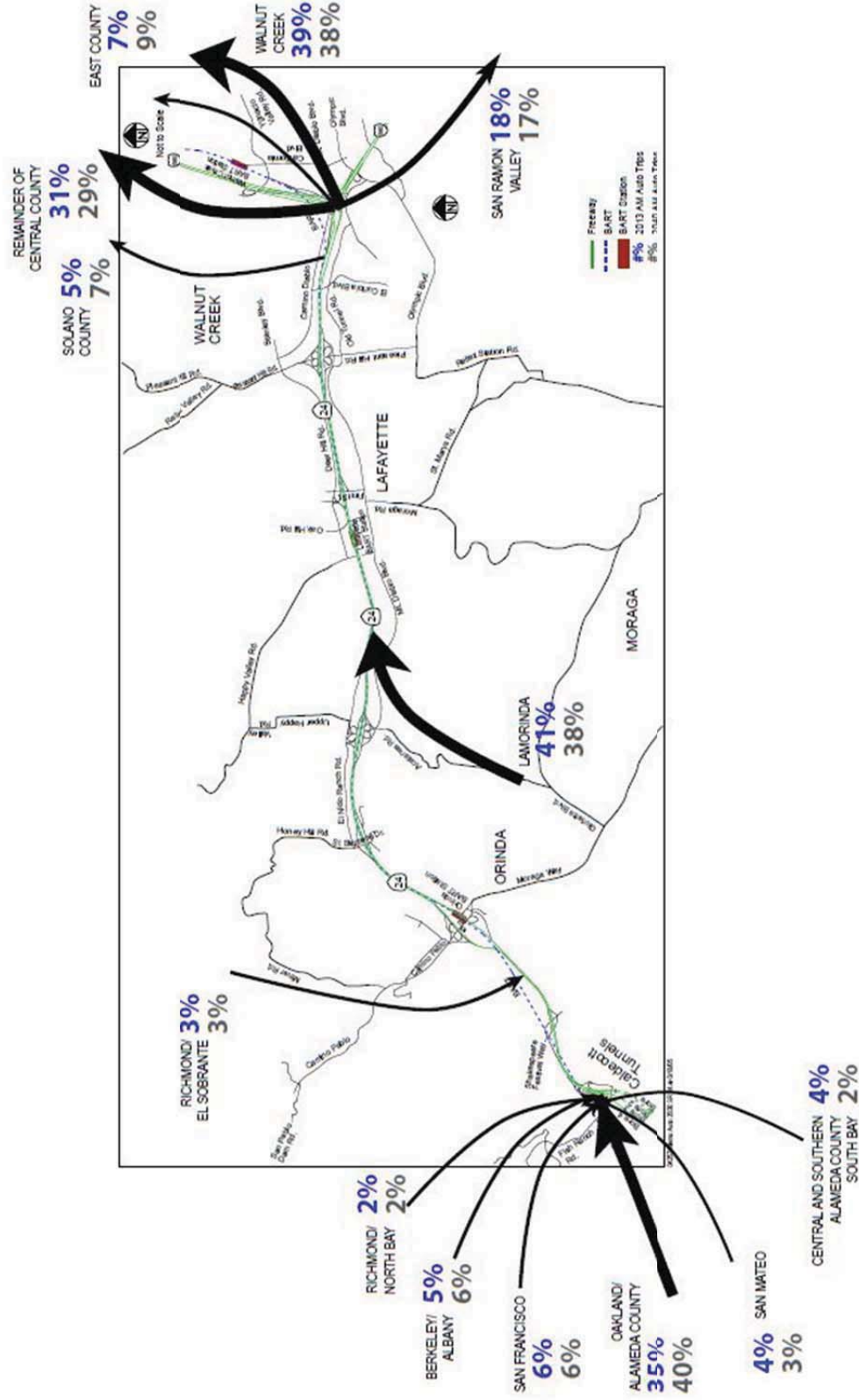
The travel patterns in Figures 3 and 4 are based on results of the CCTA Countywide Transportation Model and reflect vehicle trips during the peak periods in 2013 and 2040. Travel in the corridor also includes person trips by BART and people getting rides with other people, but they are not included in the travel patterns in Figures 3 and 4. Some work trips are also not made every day because of telecommuting, which is growing in popularity in the Lamorinda Area. These additional trips and travel characteristics are captured reasonably well in the Countywide Transportation Model and the forecasts for traffic on individual roadways, but cannot be incorporated in the origin-destination analysis for traffic on SR-24.

Figure 3: 2013 and 2040 AM Peak Period Westbound Origin-Destination Summary



Source: CCTA Countrywide Travel Demand Model, 2013

Figure 4: 2013 and 2040 AM Peak Period Eastbound Origin-Destination Summary



Source: CCTA Countrywide Travel Demand Model, 2013

3.1.2 BART

BART provides service to Lamorinda on the C line, which provides service between Pittsburg/Bay Point, Concord, Walnut Creek, Lafayette, Orinda, Oakland, San Francisco, Daly City, Colma, South San Francisco, San Bruno, the San Francisco Airport and Millbrae. The line has connections to three of BART's other lines in Oakland. Ridership in 2012, as measured by daily exits at the two Lamorinda stations, exceeded 6,000 passengers. A map showing the BART system is presented in Figure 5.

Figure 5: BART System Map



Source: <http://www.bart.gov>, July 2013

BART provides service on the C line between 4:00 AM and 1:30 AM on weekdays with service every 5 to 10 minutes in the peak period (6:00 AM to 9:00 AM) and every 15 to 20 minutes in the off-peak period. Service is provided on Saturdays between 6:00 AM and 1:30 AM and on Sunday between 8:00 AM and 1:30 AM.

3.1.3 Pleasant Hill Road

Connecting the cities of Martinez, Pleasant Hill and Walnut Creek to Lafayette, Pleasant Hill Road is a major four-lane, north-south arterial that intersects with SR-24 roughly 1.5 miles west of I-680. Pleasant Hill Road is designated as a Route of Regional Significance south of Taylor Boulevard. Pleasant Hill Road continues as a Route of Regional Significance within the Central subregion. The traffic volume on Pleasant Hill Road, based on a traffic count conducted in 2010 just south of Reliez

Valley Road was 1,992 vehicles in the southbound direction and 764 vehicles in the northbound direction during the AM peak hour. In the PM peak hour, the volume was 1,010 vehicles in the southbound direction and 2,222 vehicles in the northbound direction. Using 2012 turning movement counts, the City of Lafayette estimates that the two-way daily traffic volume just south of Reliez Valley Road is 28,700 vehicles.

Two schools, Springhill Elementary and Acalanes High School, are served by the roadway. There is currently no transit service offered on Pleasant Hill Road north of Stanley Boulevard. Prior to the reconstruction of the I-680 / SR-24 interchange in 1999, Pleasant Hill Road carried significant through traffic that bypassed the congested interchange. Once the project was completed, traffic volumes and congestion dropped off but have recently been on the increase once again.

3.1.4 Camino Pablo / San Pablo Dam Road

Camino Pablo is a major arterial that begins just south of SR-24 in downtown Orinda and runs north serving Orinda Village and turning into San Pablo Dam Road at the Bear Creek Road intersection. The traffic volumes on San Pablo Dam Road, based on a traffic count conducted in 2010 north of Orinda, was 1,126 vehicles in the southbound direction and 359 vehicles in the northbound direction during the AM peak hour. In the PM peak hour, the volume was 484 vehicles in the southbound direction and 945 vehicles in the northbound direction.

The roadway serves the SR-24 interchange as well as the Orinda BART station, and ultimately connects to Richmond and I-80 in western Contra Costa County. AC Transit Route 74 operates along this corridor.

3.2 Lamorinda Interjurisdictional Routes

3.2.1 Moraga Way

Moraga Way is a north-south arterial that intersects with SR-24 roughly 2.5 miles east of the Caldecott Tunnel and connects to Camino Pablo. Three schools - Miramonte High School, Orinda Intermediate School and Del Rey Elementary School - are served by the roadway. The roadway connects residential communities and St. Mary's College to SR-24 and the Orinda BART station as well as the downtown commercial areas of Moraga and Orinda, both of which are designated as Priority Development Areas. County Connection Route 6 operates along this corridor.

3.2.2 Moraga Road

Moraga Road is a north-south arterial that intersects with Mount Diablo Boulevard and extends south into the Town of Moraga. Five schools, Lafayette Elementary School, Stanley Middle School, Campolindo High School, St. Perpetua School, and Donald Rheem Elementary, are served by the roadway. Moraga Road also provides access to Saint Mary's College although the college is not on Moraga Road. The roadway connects residential communities to SR-24 and the Lafayette BART station as well as the downtown commercial areas of Moraga and Lafayette, both of which

are designated as Priority Development Areas, and the Rheem commercial area. County Connection Route 6 operates along this corridor.

3.2.3 Mount Diablo Boulevard (Happy Valley Road to Brown Avenue)

Mount Diablo Boulevard is an arterial that runs parallel to SR-24 between Acalanes Road and Pleasant Hill Road serving the downtown area of Lafayette, the Lafayette BART station and almost all of the cities commercial districts. Only the portion of Mount Diablo Boulevard between Happy Valley Road and Brown Avenue is designated as a Lamorinda Interjurisdictional Route. The roadway serves as a parallel route for vehicles diverting from SR-24 during periods of congestion. Although the roadway does not connect to another jurisdiction, it is interjurisdictional in terms of use. The section of Mount Diablo Boulevard in Downtown Lafayette is used for SR-24 access from the residential communities to the south. Downtown Lafayette's Y-shaped street network is such that the SR-24 eastbound freeway exit is located at Oak Hill Road and eastbound freeway entrance is located at 1st Street, both of which meet Mount Diablo Boulevard. Vehicles entering or exiting SR-24 westbound coming from or going to the south would exit onto Deer Hill Road and use either 1st Street or Oak Hill Road to do so. The main road south of Mount Diablo Boulevard is Moraga Road, which is between Oak Hill Road and 1st Street. Regarding transit service, County Connection Route 25 operates along this corridor.

3.2.4 Lafayette-Moraga Regional Trail

The Lafayette-Moraga Regional Trail is a north-south, 7.7-mile long, linear park intended for pedestrian, equestrian, and bicycle use. Paralleling St. Mary's Road through Lafayette and Moraga, the trail begins at Canyon Road about 0.7 miles south of Camino Pablo and terminates at Olympic Boulevard to the north in Lafayette.

3.3 Monitoring Multimodal Transportation Service Objectives

Descriptions of the MTSOs and the target values for each were provided in Section 2. The values of the MTSOs established by the 2009 Action Plan for the Lamorinda Routes of Regional Significance were monitored in 2013. Table 3 summarizes the results of the monitoring. All of these were met during the 2013 monitoring effort, except for the MTSO describing side street maximum waiting times on Pleasant Hill Road.

Table 3: Status of MTSOs of Routes of Regional Significance

Route	MTSO	2013 Monitoring Report
SR-24 <i>Caldecott Tunnel to I-680</i>	Maintain a delay index of 2.0 or better during peak period/peak direction (including freeway on-ramps).	AM: 1.8 PM: 1.5
	Maintain a Delay Index (DI) of 1.5 or less for all but the six most congested hours of the day.	EB: 1.0 WB: 1.0
BART	Maintain a loading factor of 1.5 pax/seat or better during peak period/peak direction	AM: 1.26 PM: 1.47
Pleasant Hill Road <i>Taylor Road to SR-24</i>	Maintain a delay index of 2.0 or better during peak period/peak direction.	AM: 1.2 PM: 1.4
	Maintain a maximum wait time for drivers on side streets wishing to access Pleasant Hill Road or Taylor Boulevard of one signal cycle or fewer.	AM: 1, except for Quandt Rd intersection (2 cycles) PM: 1, except for intersections at Mt Diablo Blvd, Quandt Rd, and Reliez Valley Rd (2 cycles for the 3 exceptions)
Camino Pablo / San Pablo Dam Road <i>I-80 to SR-24</i>	Maintain a delay index of 2.0 or better during peak period/peak direction.	AM: 1.2 PM: 1.2
	The maximum wait time for drivers on side streets wishing to access San Pablo Dam Road or Camino Pablo should be no greater than one signal cycle.	AM: 1 PM: 1

Note – MTSOs added in 2013 were not monitored.

3.4 Transit Service

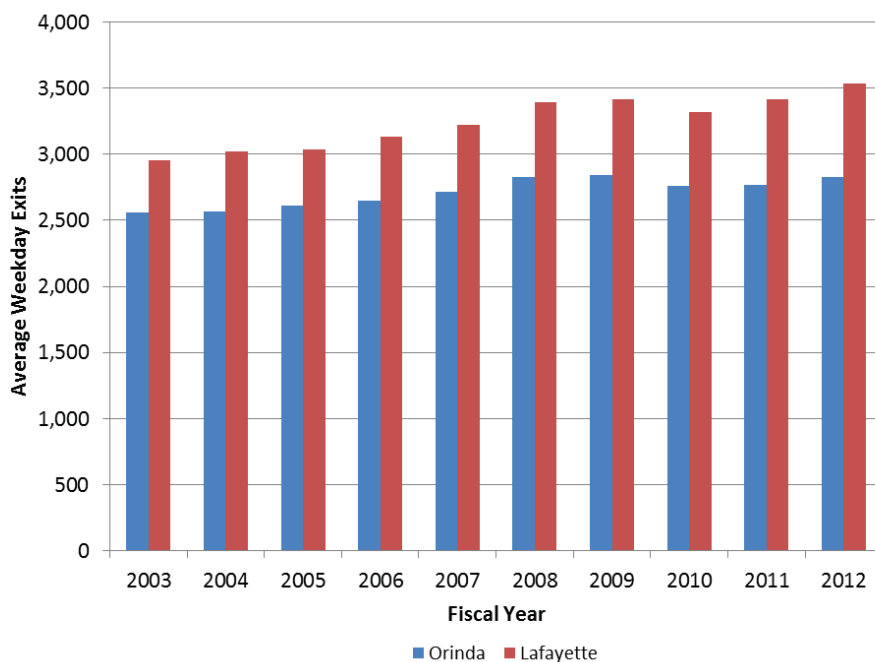
Transit service in Lamorinda is provided by the San Francisco Bay Area Rapid Transit District (BART), and County Connection. In general, transit ridership has been slowly recovering after a decline during the years following the economic downturn of 2000-2001 and the recession of 2008-2011. Both BART and County Connection experienced small ridership increases in 2012.

3.4.1 BART

BART service to Lamorinda is provided at the Orinda and Lafayette BART stations. The stations can be accessed through on-site park-and-ride lots and through several County Connection bus routes. Ridership in 2012, shown as average annual weekday exits at the two local BART stations, is shown in Figure 6.

The MTSO for BART is to maintain an hourly average loading factor (ratio of passengers to seats) of 1.5 or less approaching Lafayette Station westbound and Orinda Station eastbound during each and every hour of service. An hourly averaging loading factor of 1.5 indicates that the number of passengers served during the hour is fifty percent greater than the number of seats available during that hour. Monitoring in 2013 indicated that this MTSO was met, with the highest observed hourly average loading factor being 1.47 at 2:00 PM in the eastbound direction, and 1.26 at 7:00 AM in the westbound direction.

Figure 6: Average Annual Weekday Exits at Orinda and Lafayette BART stations

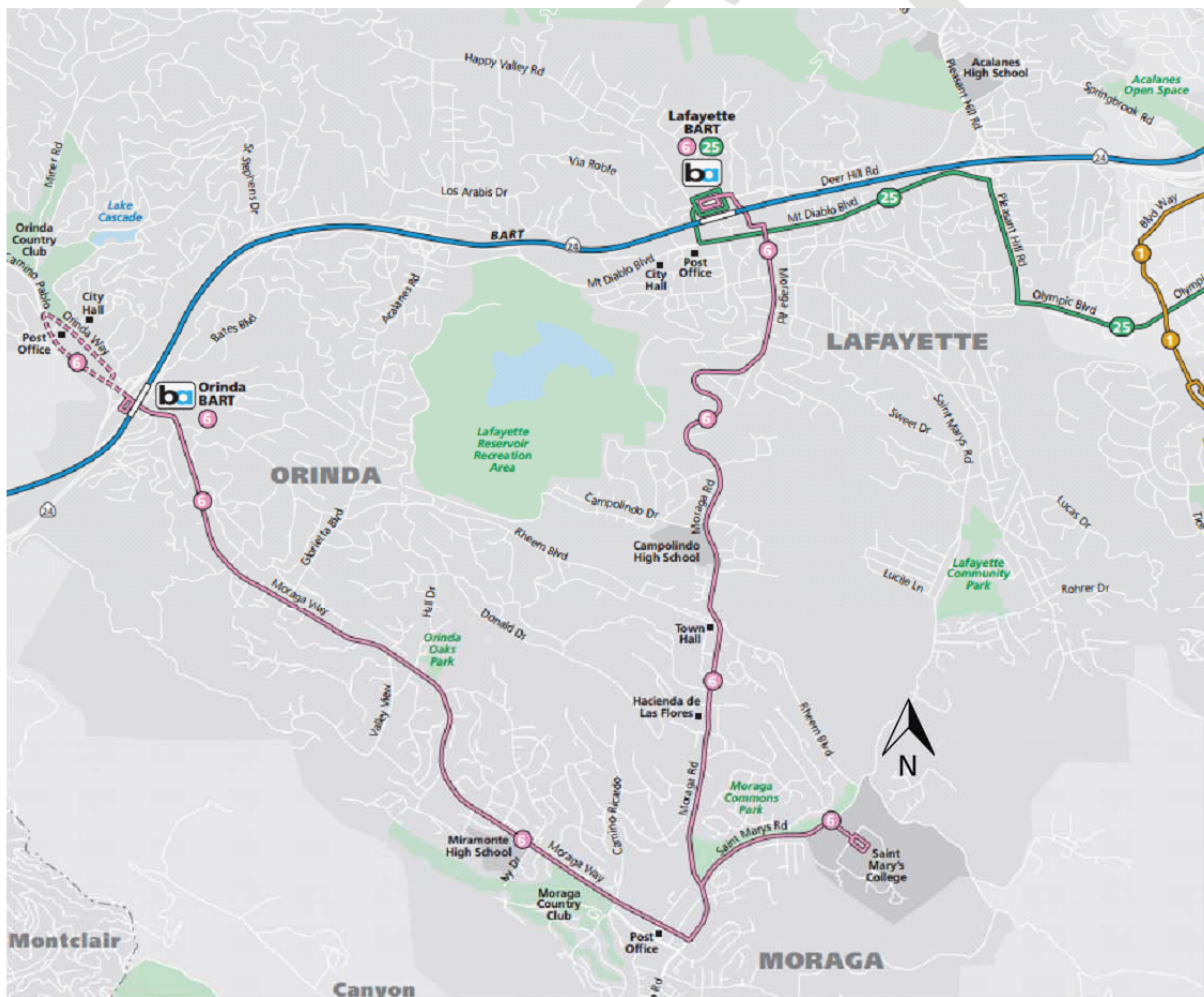


Source: BART 2012 Ridership Report

3.4.2 County Connection

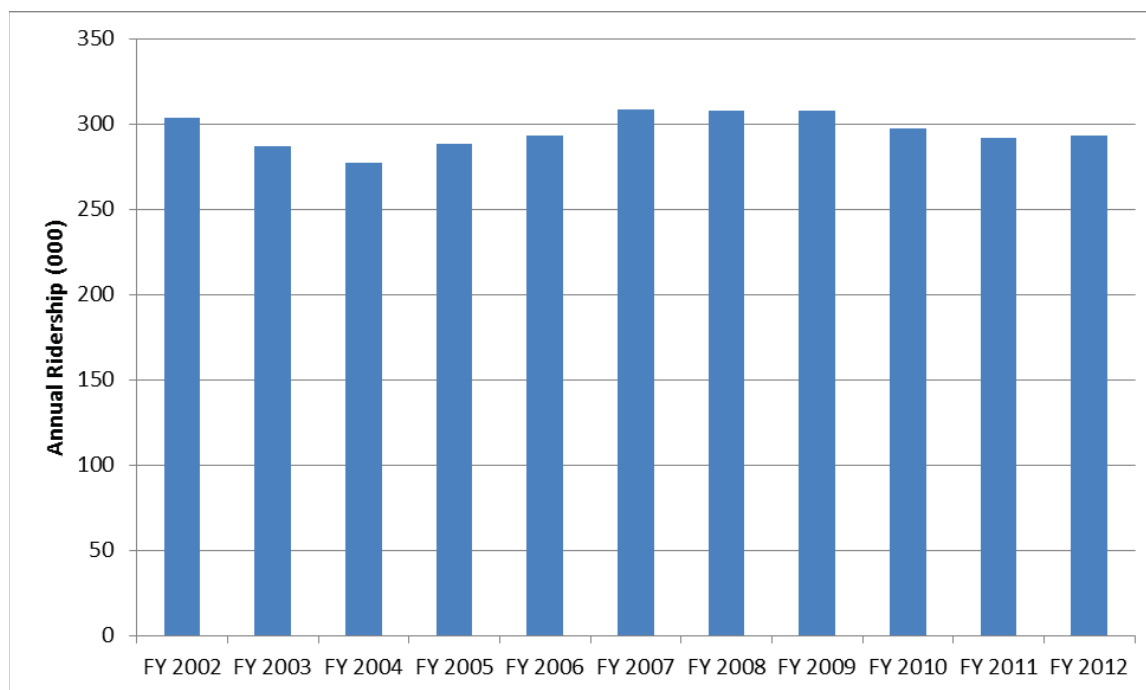
The Central Contra Costa Transit Authority (CCCTA), or County Connection, serves the Lamorinda area including both the Orinda and Lafayette BART stations. The bus routes currently serving this area are 1, 6, and 25, as illustrated in Figure 7. In addition to the regular bus routes, County Connection operates supplemental bus service on school days to accommodate heavy ridership. Such routes serving Lamorinda schools are 603, 606, 625, and 626. In 2009, the County Connection route system went through a major restructuring in which its routes were renumbered and/or changed and some weekend service eliminated, resulting in a decrease in ridership in subsequent years. Ridership on the Lamorinda area routes has fluctuated over the past decade, as shown in Figure 8. Figure 9 illustrates Lamorinda ridership in the 2012 fiscal year by route, and Figure 10 shows the 2012 FY ridership demographic profile by age group.

Figure 7: County Connection System Map (Lamorinda area)



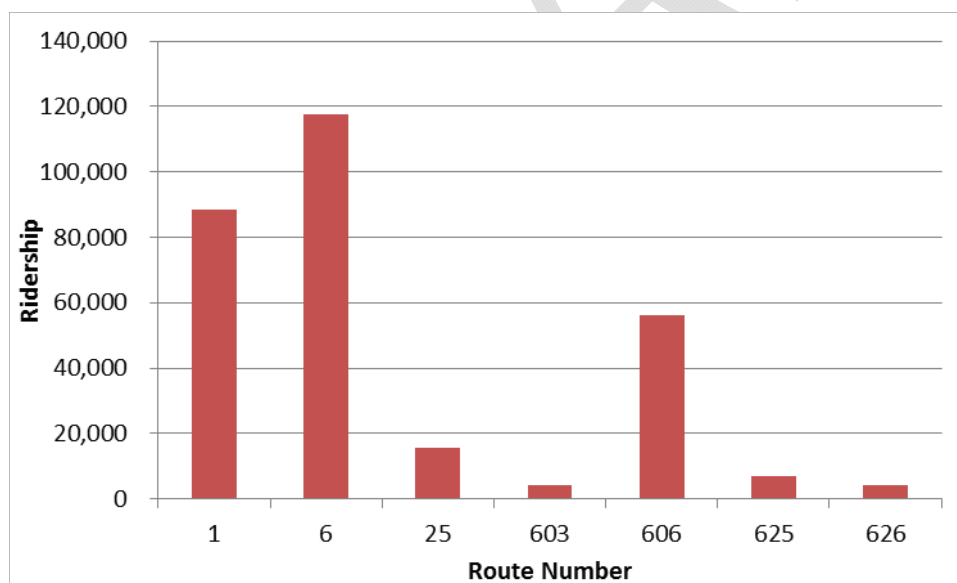
Source: County Connection, July 2013

Figure 8: Annual Ridership for County Connection Lamorinda Bus Routes



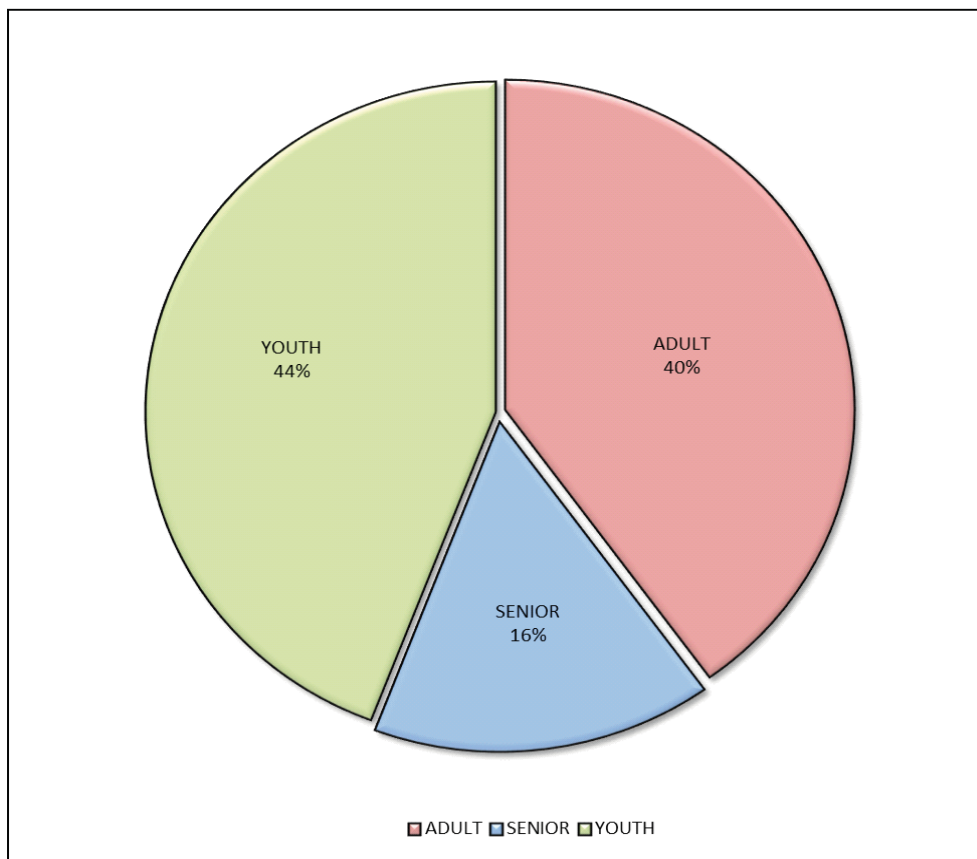
Source: County Connection, November 2013

Figure 9: FY 2012 Ridership for County Connection Lamorinda Service, by Bus Route



Source: County Connection, November 2013

Figure 10: FY 2012 Ridership for County Connection Lamorinda Service, by Age Group



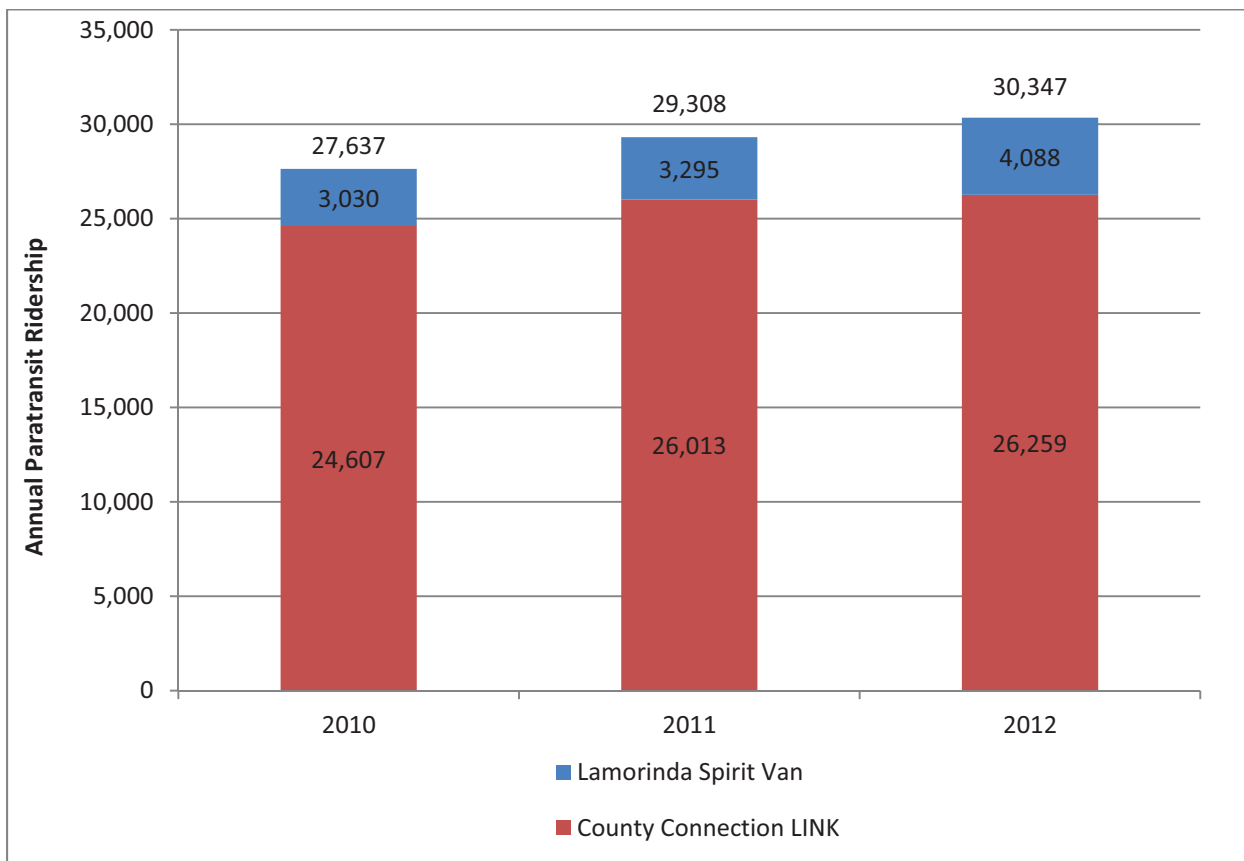
Source: County Connection, January 2014

3.4.3 Paratransit

Paratransit services are provided by County Connection LINK and Lamorinda Spirit Van. The Lamorinda Spirit Van is an alliance between public and private organizations in Moraga, Orinda, and Lafayette. Ridership on these two services, shown in Figure 11, has been steadily rising, mirroring a trend found throughout the Bay Area. With population forecasts showing a large increase in the senior (age 62 and over) demographic, the rising demand for paratransit is a trend that is expected to continue.

The Lamorinda jurisdictions have also teamed together to undertake a Lamorinda Circulator Study. The purpose of the study, which will be sponsored by CCTA and County Connection, will be to determine whether some type of shuttle service would be viable within the Lamorinda community and what would be involved in operating a shuttle to connect neighborhoods with BART, downtowns/PDAs and park and ride lots.

Figure 11: Annual Paratransit Ridership in Lamorinda



Source: County Connection LINK, Lamorinda Spirit Van, 2014



4 OVERALL GROWTH RATES AND FUTURE TRAVEL PATTERNS

Forecasts for future population and employment levels in Lamorinda were derived from the Contra Costa Transportation Authority (CCTA) countywide travel model. Model forecasts are based on the Association of Bay Area Governments (ABAG) Current Regional Plan Projections produced in 2011 as part of the regional plan update and the 2013 CCTA Land Use Information System (LUIS '13). Provided in the model are forecasts for the year 2010, 2020, 2030, and 2040. Current year 2013 estimates are derived through straight-line interpolation between 2010 and 2020.

4.1 Population Forecasts

Population forecasts, including demographics, households, and employment are shown in Tables 4 and 5. By 2040, the total Lamorinda population is forecast to grow 11 percent from today. Seniors (age 62 and over) are to make up most of that growth, increasing by 54 percent. The forecasts were developed based upon ABAG's Current Regional Plan Projections produced in 2011, and were subject to extensive review by the local jurisdictions. The forecasts reflect that by 2040, the percentage of people who are over the age of 62 and still in the work force will have dramatically increased. This trend applies not only for Lamorinda, but also for the remainder of Contra Costa.

Table 4: Lamorinda Demographic Forecast

	Lamorinda 2013	Lamorinda 2040	Net Growth 2013-2040	Percent Growth
Senior (Age 62+)	13,560	20,880	7320	54%
Adult (Non-Senior)	35,880	35,420	-460	-1%
Non-working Young	15,060	15,200	140	1%
Total Population	64,500	71,500	7000	11%

Source: CCTA Travel Demand Model, Projections 2013

Table 5: Lamorinda Population Forecast

	Lamorinda 2013	Lamorinda 2040	Net Growth 2013-2040	Percent Growth
Total Population	64,500	71,500	7,000	11%
Total Households	24,200	27,200	3,000	13%
Total Employed Residents	28,700	33,000	4,400	15%
Total Employees	19,000	21,900	2,900	15%

Source: CCTA Travel Demand Model, Projections 2013

The total number of employees, or jobs, in Lamorinda is expected to grow at a slower rate than the number of employed residents. Since there are currently fewer employees than employed residents, the net out-commuting travel pattern that exists today will likely continue. Table 6 illustrates present and forecast work trip distribution within and outside of Lamorinda.

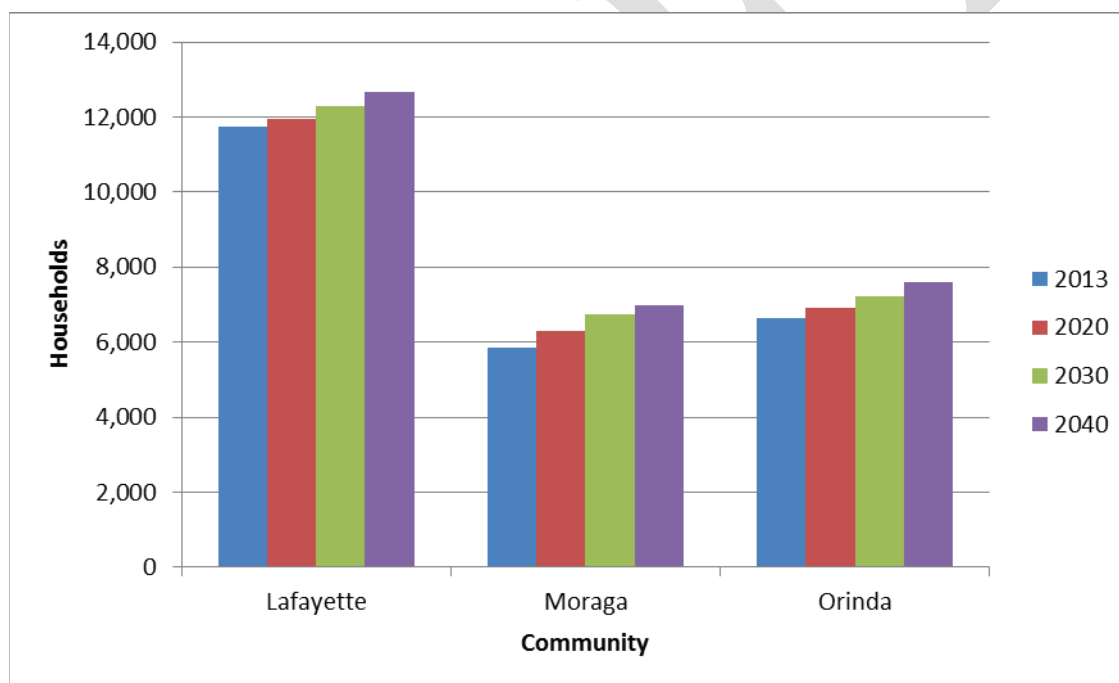
Table 6: Lamorinda Employed Residents Distribution Profile

Origin	Destination			
	Lamorinda		Elsewhere	
	2013 % of Origin's Employed Residents	2040 % of Origin's Employed Residents	2013 % of Origin's Employed Residents	2040 % of Origin's Employed Residents
Lamorinda	11.1%	10.3%	88.9%	89.7%
Elsewhere	0.5%	0.4%	99.5%	99.6%

Source: CCTA Travel Demand Model, Projections 2013

Total household growth among the three cities is roughly evenly distributed, as shown in Figure 12. Moraga is expected to have 1,300 new households, while the cities of Lafayette and Orinda are forecasted to absorb 1,050 new households each.

Figure 12: Households by Area, 2013 to 2040



Source: CCTA Travel Demand Model, Projections 2013

4.2 Employment Forecasts

Total employment within Lamorinda is forecast to grow 15 percent by 2040 as shown in Table 7. Most of this growth is to occur in the service sector which will account for almost 50 percent of the total employment growth.

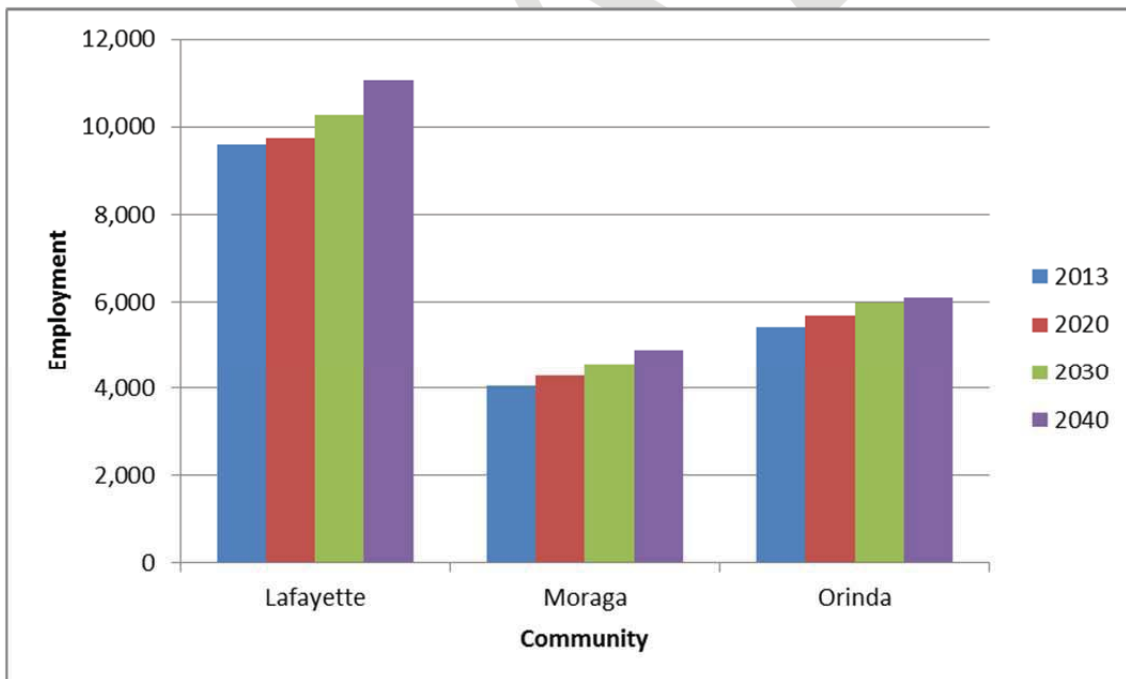
Table 7: Lamorinda Employment Forecast

	Lamorinda 2013	Lamorinda 2040	Net Growth 2013-2040	Percent Growth
Retail	4,900	5,400	500	10%
Service	8,800	10,300	1,500	17%
Manufacturing	900	1,200	300	33%
Agricultural	140	160	20	14%
Wholesale	530	650	120	23%
Other	3,700	4,200	500	13%
Total Employment	18,970	21,910	2,940	16%

Source: CCTA Travel Demand Model, Projections 2013

Distribution of employment growth is not expected to be even, with most of the growth occurring in Lafayette (about 1,430 jobs). Moraga and Orinda are forecasted to add about 830 and 680 jobs, respectively, as shown in Figure 13.

Figure 13: Employment by Area, 2013 to 2040



Source: CCTA Travel Demand Model, Projections 2013

4.3 Traffic Forecasts

Travel forecasts were developed using the CCTA model system. The travel behavior represented by the CCTA model, which is consistent with the regional model used by MTC, is used to represent the growth in travel in each subregion. Forecasts are used to pivot off of existing travel patterns as reflected in traffic counts and transit ridership counts. These counts capture any unique travel characteristics of the travelers in any particular subregion. As shown in Table 8, traffic demand is expected to grow significantly on Lamorinda area freeways and arterials.

Table 8: Traffic Forecasts for Select Routes of Regional Significance and Interjurisdictional Routes

Road Name	AM Peak Direction	2013 AM Peak Volume	2013 - 2040 AM Peak Volume Growth	2013 - 2040 AM Peak Volume % Growth
Routes of Regional Significance				
SR-24	Westbound			
SR-24 west of I-680 interchange (east of Pleasant Hill Road)	Westbound	9,800	1,490	15%
SR-24 east of Oak Hill Road	Westbound	9,800	1,700	18%
SR-24 west of Acalanes Road	Westbound	10,400	1,050	10%
SR-24 west of Moraga Way	Westbound	10,900	1,070	12%
SR-24 at Caldecott Tunnel	Westbound	10,400	1,630	16%
Pleasant Hill Road at Reliez Valley Road	Southbound	1,540	180	11%
Camino Pablo at Miner Road	Southbound	1,250	60	6%
Interjurisdictional Routes				
Moraga Way north of Glorietta Boulevard	Northbound	850	80	9%
Moraga Road north of St Mary's Road (Lafayette)	Northbound	860	120	14%
Mount Diablo Blvd west of Moraga Road	Westbound	1,660	300	18%

Source: CCTA Travel Demand Model, Projections 2013.

4.4 Forecasts of MTSO Values for 2040

An assessment of travel forecasts for 2040 indicated that the programmed regional and local projects would not lead to achievement of the Multimodal Transportation Service Objectives in the Lamorinda Area. The results of the analysis are illustrated in Table 9. More regional trips will be made through Lamorinda than the Routes of Regional Significance will be able to accommodate and still achieve the MTSO values. The routes that will be most significantly affected are SR-24 and Pleasant Hill Road. MTSO values were not developed for the Lamorinda Interjurisdictional Routes. Thus, no forecasts are available.

Table 9: Assessment of MTSO Values for 2013 and 2040

Route	MTSO	2013 Monitoring Report	2040 Baseline – No Action	2040 – With Action
SR-24 Caldecott Tunnel to I-680	Maintain a Delay Index (DI) of 2.0 or better during peak period/peak direction (including freeway on-ramps)	AM: 1.8 PM: 1.5	AM: 2.7 PM: 2.3	N/A
	Maintain a Delay Index (DI) of 1.5 or better for all but the six most congested hours of the day.	EB: 1.0 WB: 1.0	EB: 1.1 WB: 1.3	N/A
BART	Maintain a loading factor of 1.5 pax/seat or better during peak period/peak direction	AM: 1.26 PM: 1.47	Not yet available	N/A
Pleasant Hill Road Taylor Road to SR-24	Maintain a delay index of 2.0 or better during peak period/peak direction	AM: 1.2 PM: 1.4	AM: 1.3 PM: 1.6	N/A
	Maintain a maximum wait time for drivers on side streets wishing to access Pleasant Hill Road or Taylor Boulevard of one signal cycle or fewer.	AM: 1, except for Quandt Rd intersection (2 cycles) PM: 1, except for intersections at Mt Diablo Blvd, Quandt Rd, and Reliez Valley Rd (2 cycles for the 3 exceptions)	Not yet available	N/A
Camino Pablo / San Pablo Dam Road I-80 to SR-24	Maintain a delay index of 2.0 or better during peak period/peak direction	AM: 1.2 PM: 1.2	AM: 2.1 PM: 1.6	N/A
	The maximum wait time for drivers on side streets wishing to access San Pablo Dam Road or Camino Pablo should be no greater than one signal cycle.	AM: 1 PM: 1	Not yet available	N/A

Note – MTSOs added in 2013 were not monitored
(Not all MTSO values for 2040 were available at the time of this Preliminary Draft.)



5 ACTIONS FOR ROUTES OF REGIONAL SIGNIFICANCE

To address future traffic, congestion and mobility issues, the LPMC has identified a set of actions that are intended to result in achievement of the Action Plan vision, policies, and goals identified in Section 2.1. The actions represent a combination of specific projects, programs, measures, and mitigations that the Lamorinda jurisdictions have agreed to carry out as part of the Action Plan implementation. Although the actions are designed to achieve the fourteen statements of vision, policies, and goals of LPMC, there is not a one-to-one correspondence between the actions and the statements. Most of the actions apply to a broad set of the fourteen statements and each of the statements would be addressed though a broad set of the actions.

Supplemental material can be found in the appendix in the form of a matrix for each of the Secondary Routes of Regional Significance (Pleasant Hill Road and Camino Pablo/San Pablo Dam Road) and each of the new Lamorinda Interjurisdictional Routes. Unless noted otherwise, these roadway segments are intended to retain

their characteristics. Used to formulate Action Plan elements for each of the routes, each matrix divides the route in question into logical segments and provides an assessment for each of the following parameters:

- Segment Characteristics
- Roadway (or Trail) Characteristics
- Needs
- Possible Performance Measures
- Possible Actions

5.1 Actions

Table 10 lists the actions that the Lamorinda jurisdictions have agreed to carry out with support from CCTA, Caltrans, BART, County Connection, East Bay Regional Parks and a variety of other transportation providers to implement the Lamorinda Action Plan. The table is divided into five sections:

- Transit
- Travel Demand Management
- Pedestrian and Bicycle Facilities and Safety
- Roadway and Traffic Management
- Regional Coordination and Action Plan Implementation

For each action, Table 10 indicates the routes to which the action is to apply. While some of the actions are oriented to a single route, most apply to more than one. Table 10 also indicates the jurisdiction or other agency with the primary responsibility for implementation of each action. Each action was also evaluated for implementation potential and potential benefit. Those identified as “High” in both categories are indicated with ***bold and italics*** lettering in Table 9. Those identified as “High” in potential only are shown *italics* but not bold.

The actions in this Lamorinda Action Plan reflect an orientation toward maintaining a safe travel environment, a reasonable level of service for travel within the area and a high quality of life for Lamorinda residents consistent with the stated vision, goals, and policies identified in Section 2.1 of this document. The actions are designed to achieve the MTSOs identified in Section 2.2 through demand management, traffic system management and the support of transit and other alternative modes of transportation. The actions are designed to provide safe opportunities for walking and bicycling particularly for school trips and for access to BART and bus services. There is also no direct one-to-one correspondence between the actions and the MTSOs. The MTSOs define the overall standard of performance that is desired for the Routes of Regional Significance and the Lamorinda Interjurisdictional Routes, and the composite set of actions is designed to ensure that the standards are met for the routes.

Table 10: 2014 Lamorinda Action Plan – Proposed Actions

Transit	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo in Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
1.01 Support and seek additional funding for expanding transit service, including service between Lamorinda BART stations and adjacent communities in Central County, service on Pleasant Hill Road, service to Bishop Ranch and the Tri-Valley area, and service through the Caldecott Tunnel.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions, CCCTA, and BART
1.02 Support BART and CCCTA strategies that enhance transit ridership and reduce single-occupant vehicle trips and encourage casual carpools for one-way BART ridership.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions, CCCTA, and BART
1.03 Support bus headway reductions on routes providing service to the Bay Point/Colma BART line and reinstatement of direct service to important employment centers such as Pleasanton and Bishop Ranch.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions, CCCTA, and BART
1.04 Support and seek funding for augmentation and expansion of school bus service in Lamorinda.			✓	✓	✓	✓	✓		Lamorinda Jurisdictions, CCCTA, and BART
1.05 Support augmentation and expansion of, and seek funding for, subscription bus service (flex van) to BART stations and high volume ridership locations such as St. Mary's College, to provide additional transit opportunities.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions, CCCTA, and BART

Table 11: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Transit	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette - Moraga Trail	
1.06 <i>Support expansion of BART seat capacity throughout the corridor, parking capacity east of Lamorinda, and headway reduction.</i>	✓	✓							Lamorinda Jurisdictions, CCCTA, and BART
1.07 Seek funds to build and operate park and ride lots and associated BART shuttles in Lamorinda to encourage carpooling and transit ridership while reducing single occupant vehicle commute loads.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions
1.08 <i>Develop a Lamorinda Transit Plan to identify future community transit needs and to address the changing needs of the senior population.</i>	✓	✓	✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
1.09 Support transit service that links Lamorinda bus service more directly to communities to the north and east of Lafayette and Orinda.	✓	✓	✓	✓	✓				Lamorinda Jurisdictions
1.10 Support the provision of public transit service in the Pleasant Hill Road / Taylor Boulevard Corridor with connections to BART and other CCCTA services in Lafayette.	✓	✓	✓						Lafayette
1.11 Maintain Lamorinda school bus program service to Wagner Ranch School.				✓					Orinda

Table 12: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Transit	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette - Moraga Trail	
1.12 Work with AC Transit, BART, County Connection, WestCAT, and MTC to explore feasibility of service re-organization in San Pablo Dam Road and Camino Pablo corridor and develop recommendations to increase frequency and connectivity of bus service for people traveling between City of Richmond, San Pablo, El Sobrante and Orinda.	✓	✓		✓					Orinda and Contra Costa County
1.13 Monitor and improve paratransit productivity.		✓		✓	✓	✓	✓		Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Travel Demand Management	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
2.01 Encourage expanded Travel Demand Management (TDM) programs to increase the use of alternative modes of transportation and increase overall vehicle occupancy. Promote TDM activities including ridesharing, casual carpooling and BART pool using resources such as the SWAT TDM program and RIDES for Bay Area Commuters.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions
2.02 Support Transportation Demand Management (TDM) programs at St. Mary's College and the high schools, middle schools and elementary schools that encourage students to take alternative modes of transportation to school to reduce demand on the roadway and increase vehicle occupancy rates.			✓	✓	✓	✓	✓		Lamorinda Jurisdictions
2.03 Seek funding to utilize existing parking for park-and-ride for Lamorinda residents.	✓	✓							Lamorinda Jurisdictions
2.04 Study need for, feasibility, and cost of installing additional park and ride lots and/or HOV bypass lanes at critical congestion points in the corridors leading into Lamorinda Routes of Regional Significance from other subareas.	✓	✓	✓						Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Travel Demand Management	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette - Moraga Trail	
2.05 <i>Support a collaborative effort with the Acalanes Union High School District to reduce auto trips and to promote and increase ridesharing and use of transit for travel to and from the high schools in Lamorinda.</i>			✓	✓	✓	✓	✓		Lamorinda Jurisdictions
2.06 Promote alternative work opportunities including employer pre-tax benefit programs, compressed work-week schedules, flex schedules and telework.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions
2.07 In cooperation with Lamorinda jurisdictions, develop TDM plans and provide consultations to improve mobility and decreased parking demand for new development and redevelopment while not reducing parking supply.	✓	✓	✓	✓	✓	✓	✓		Lamorinda Jurisdictions
2.08 Encourage “green” commuting including ZEV and NEV vehicles, clean fuel infrastructure and car sharing.	✓		✓	✓	✓	✓	✓		Lamorinda Jurisdictions
2.09 <i>Support school start times on Pleasant Hill Road that reduce peak commute loads on the roadway.</i>			✓						Lafayette
2.10 <i>Seeking and securing funding for implementation of the future Lafayette Downtown Congestion Study for getting Lamorinda trips to and from SR-24 as a project of significant regional benefit.</i>					✓		✓		Lafayette

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Travel Demand Management	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette - Moraga Trail	
2.11 <i>Implement actions to improve SR-24 flow in PM and use of BART.</i>	✓	✓		✓	✓				Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Pedestrian and Bicycle Facilities and Safety	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
3.01 Evaluate and seek opportunities to improve and/or build pedestrian and bicycle facilities between the Lamorinda BART stations and adjacent land uses and communities.	✓	✓	✓	✓	✓	✓	✓	✓	Lafayette and Orinda
3.02 Support the development of regional bicycle facilities.	✓	✓	✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
3.03 Seek funding to provide bicycle parking infrastructure at employment sites and activity centers throughout Lamorinda.			✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
3.04 Support pedestrian and bicycle safety improvements around schools, trailheads, and at intersections and along the bikeway network.	✓		✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
3.05 Improve and/or add sidewalks and/or pedestrian pathways.			✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
3.06 Install, where appropriate, bicycle lanes as part of any future roadway improvements to the corridor.			✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Pedestrian and Bicycle Facilities and Safety	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette - Moraga Trail	
3.07 Support pedestrian and bicycle improvements including BART access, to encourage alternative transportation modes, increase transit ridership, and reduce auto demand.	✓	✓	✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
3.08 Design pedestrian and bicycle facilities to connect with the planned EBMUD Trail identified in Lafayette's Bikeways Master Plan.					✓				Lafayette
3.09 Improve pedestrian connectivity to multi-use trails.		✓		✓			✓	✓	Lamorinda Jurisdictions
3.10 Widen existing pedestrian/bike facilities where appropriate to accommodate demand and where technically and financially feasible. Improve north-south bicycling by providing a continuous bikeway facility to address the gap created by the Pleasant Hill Rd/Taylor Blvd split.			✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
3.11 Create bike lane cross-over from Pleasant Hill Road to Taylor Boulevard.			✓						Lafayette and Contra Costa County
3.12 Improve Lafayette-Moraga Regional Trail street crossings and striping.								✓	Lafayette and Moraga

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Pedestrian and Bicycle Facilities and Safety	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette - Moraga Trail	
3.13 Encourage commute use of the Lafayette-Moraga Regional Trail and other trails systems as they are developed.								✓	Lafayette and Moraga

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Roadway and Traffic Management	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
4.01	✓			✓					Lamorinda Jurisdictions
4.02			✓	✓					Lafayette, Orinda and Contra Costa County
4.03			✓						Lafayette and Contra Costa County
4.04			✓						Lafayette and Contra Costa County
4.05					✓				Lafayette
4.06			✓	✓	✓	✓	✓		Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Roadway and Traffic Management	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
4.07			✓	✓	✓	✓	✓		Lamorinda Jurisdictions
4.08			✓						Lafayette and Contra Costa County
4.09			✓	✓		✓			Lafayette, Orinda and Contra Costa County
4.10			✓	✓	✓	✓	✓		Lamorinda Jurisdictions
4.11			✓						Lafayette and Contra Costa County
4.12	✓								Lamorinda Jurisdictions
4.13	✓				✓				Lamorinda Jurisdictions
4.14	✓		✓		✓				Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Roadway and Traffic Management	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
4.15 Seek grant(s) to study 1) access from side streets and 2) intersection configurations in the residential and commercial portions on Pleasant Hill Road and Camino Pablo/San Pablo Dam Road and make recommendations for improvements.			✓	✓					Orinda and Lafayette
4.16 Seek Measure J funding of HOV facility needs for San Pablo Dam Road and Camino Pablo.				✓					Orinda and Contra Costa County
4.17 Minimize number of new street and driveway access points to the extent that is feasible.				✓		✓	✓		Orinda and Contra Costa County
4.18 Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures.		✓		✓	✓	✓	✓		Lamorinda Jurisdictions
4.19 Coordinate Lamorinda procedures/practices for traffic management during lane or road closure.		✓		✓		✓	✓		Lamorinda Jurisdictions
4.20 Replace or reconstruct piping, drainage or undergrounding of utility infrastructure to reduce incidence of lane or road closure				✓		✓	✓		Lamorinda Jurisdictions
4.21 Maintain vegetation and drainage to reduce incidence of lane or road closure.				✓		✓	✓		Lamorinda Jurisdictions

Roadway and Traffic Management	Route of Regional Significance			Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail
4.22 Evaluate opportunities for adaptive signal timing.			✓	✓	✓		✓	Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Roadway and Traffic Management	Route of Regional Significance			Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail
4.23 <i>Conduct studies to identify options for connecting regional traffic to SR-24 without negatively affecting Lafayette and Orinda downtowns, including options for bypass corridors. Seek funding to implement options selected by local jurisdictions, such as inclusion of projects in the expenditure plan(s) of future regional funding plans and measures.</i>		✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Regional Coordination and Action Plan Implementation	Route of Regional Significance				Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail	
5.01 <i>Participate in the Regional Transportation Mitigation Program (RTMP)</i>	✓	✓	✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
5.02 <i>Support continuation and expansion of Measures J return-to-source funds for road maintenance</i>			✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
5.03 Monitor and evaluate the MTSOs for all Routes of Regional Significance every four years	✓	✓	✓	✓					Lamorinda Jurisdictions
5.04 <i>Establish reciprocity agreements with jurisdictions outside of Lamorinda to mitigate the downstream impacts of proposed new development projects or General Plan Amendments that could adversely affect ability to achieve the MTSOs</i>	✓	✓	✓	✓	✓	✓	✓	✓	Lamorinda Jurisdictions
5.05 If the CCCTA cannot increase service to Acalanes High and Campolindo Schools, evaluate the feasibility of augmenting the existing school bus program to add the high school as funding permits			✓				✓		Lamorinda Jurisdictions
5.06 Local jurisdictions to work with the transit agencies to resolve transit stop access and amenity needs on San Pablo Dam Road and Camino Pablo as identified by the transit agencies				✓					Lamorinda Jurisdictions

Table 10: 2014 Lamorinda Action Plan – Proposed Actions (continued)

Regional Coordination and Action Plan Implementation	Route of Regional Significance			Lamorinda Interjurisdictional Route				Primary Implementation Responsibility
	SR-24	BART	Pleasant Hill Road	Camino Pablo/San Pablo Dam Road	Mount Diablo Boulevard	Moraga Way	Moraga Road	Lafayette-Moraga Trail
5.07	Prepare letters of support to Caltrans, ACTC, CCTA, and MTC for continued improvement of high occupancy vehicle and transit capacity in the I-80 corridor to reduce traffic pressure on San Pablo Dam Road and Camino Pablo. Request annual reports from transit operators to WCCTAC and SWAT on their activities related to this action. Seek additional funds for public transit.							Orinda and Contra Costa County

5.2 Preliminary Analysis Results of Actions

While actions identified in Table 10 are intended to work toward achievement of the MTSOs by 2040, the modeling results show that this may not be the case. In fact, model runs indicate that some of the MTSOs will be exceeded by 2040, even with full implementation of the Action Plan. However, it should be recognized that, while implementing the actions may not achieve the MTSOs, there are benefits to doing so. The actions would still serve to manage the underlying issues targeted in the MTSOs, thus minimizing the adverse effects felt by the users of the facilities in question. In that regard, it is important to note that the CCTA's GMP does not measure a local jurisdiction's compliance with the GMP on whether or not all of the MTSOs have been achieved. GMP compliance is determined by asking, through the biennial GMP Checklist, whether each jurisdiction has carried out the actions assigned to it in the adopted Action Plan. Compliance with the GMP could become an issue, however, when a local jurisdiction fails to carry out the actions for which it is responsible.

Every few years, the CCTA will monitor the Routes of Regional Significance to assess whether the MTSOs are being met. If that monitoring effort shows that an MTSO exceedance has occurred, then the LPMC may wish to re-visit its adopted Action Plan, and determine whether revisions are necessary. Such revisions could include, for example, adding new actions, or changing the MTSOs. The CCTA's Growth Management *Implementation Documents* state that the RTPCs "should avoid watering down MTSOs during the revision process," however, changes to the MTSOs are still an option for the LPMC. A preferred outcome would be to reach consensus for the Lamorinda jurisdictions to increase their local commitments to actions needed to achieve the MTSOs.³

To help address the issue of through traffic on Lamorinda's Regional Routes, the following two new policies have been adopted for inclusion in the Lamorinda Action Plan: Gateway Constraints, and Traffic Management. The combination of these new policies has the potential to limit through traffic during any given hour to a level that could potentially be accommodated within the limits of the MTSOs.

5.3 Gateway Constraint Policy

A key policy of this Action Plan for Lamorinda is to carry forward the adopted "gateway constraint" policy that controls the physical width of regional routes that serve Lamorinda. As stated in Section 2.1, the policy reads as follows: "Maintain capacity constraints at selected gateways with the intent of preserving and improving mobility on regional routes within Lamorinda." The policy sets maximum number of through lanes and lane widths for SR-24 inbound gateways and similarly, identifies limits on the number of lanes for arterials such as Pleasant Hill Road and Camino Pablo.

³ Contra Costa Transportation Authority, Growth Management Program Implementation Guide, June 16, 2010, p. 36.

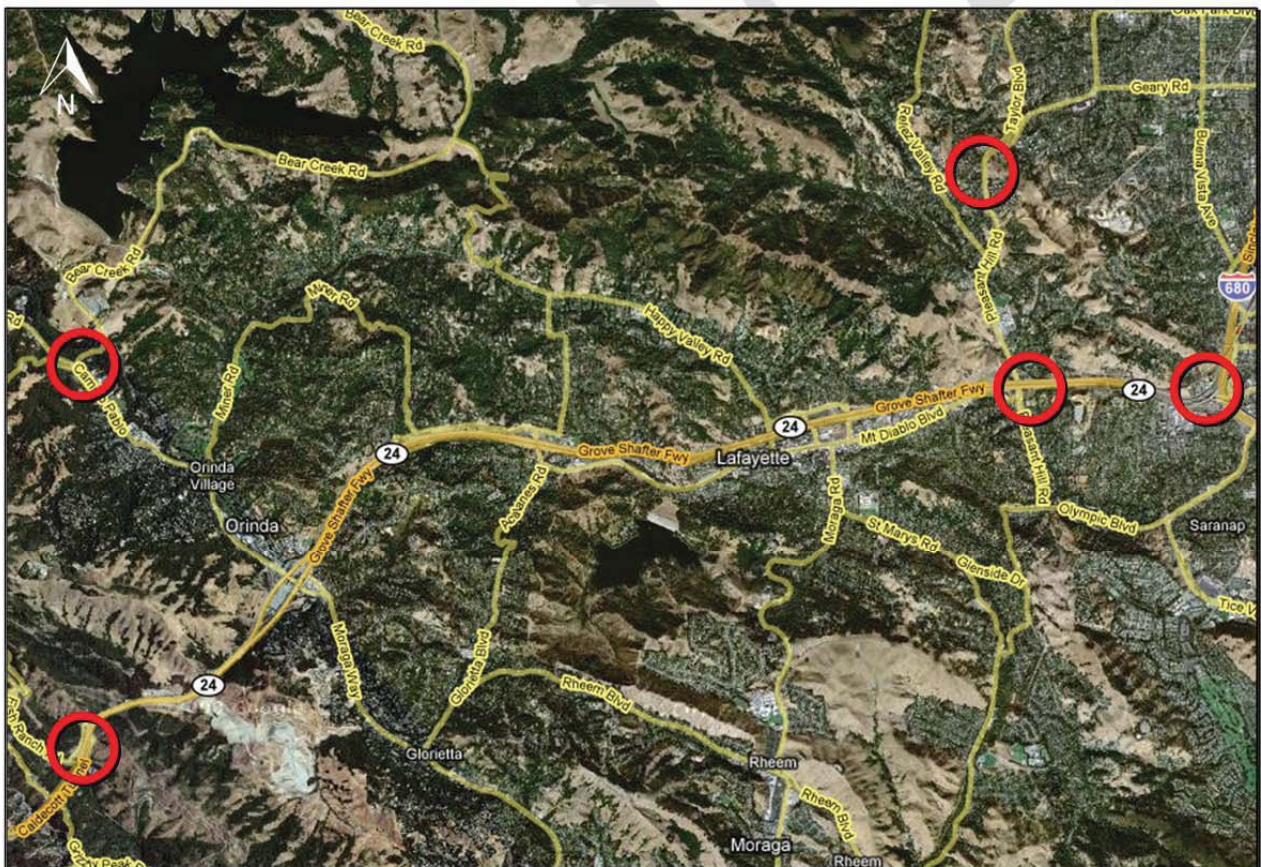
The Gateway Constraint policy is beneficial to Lamorinda residents, because it reserves some room on the regional system for traffic that has an origin and/or destination in Lamorinda. Furthermore, the modeling analysis indicates that a Gateway Constraint policy may be the key to achieving the MTSOs for Lamorinda.

The south county jurisdictions of SWAT (Danville, San Ramon, and Contra Costa County) also have a Gateway Constraint policy that has been in place since 1995, when the first Tri-Valley Transportation Plan/Action Plan was adopted. The policy has been successfully implemented through the TVTC, whose Contra Costa jurisdictions fall under the purview of SWAT as the designated RTPC under Measure C/J.

5.4 Gateway Policies for Specific Routes

The location of Lamorinda gateways are identified in Figure 14. Each of the gateways is addressed below.

Figure 14: Locations of Lamorinda Gateways



SR-24: The four-lane Caldecott Tunnel, eastbound, and the four-lane cross section of SR-24 westbound, just west of the Pleasant Hill Road off-ramp, represents gateway constraints. Eastbound, the SR-24 gateway capacity is currently limited by the Caldecott Tunnel. At the time the baseline MTSO monitoring data was collected in 2013, the Caldecott Tunnel had three tunnels, each with two lanes. The center

tunnel was reversible and was operated in the peak direction: westbound in the morning and eastbound in the evening. This method of operation provided four lanes of capacity in the peak direction. Because of the combination of factors at the entrances to the tunnel, the practical capacity in the peak direction was limited to about 8000 to 8400 vehicles per hour. Although a two-lane, fourth bore for the Caldecott Tunnel was opened in late 2013, only the capacity of the off-peak direction was increased for which only one tunnel (two lanes) was previously available.

The capacity constraint for westbound traffic at the east end of SR-24 results from northbound and southbound congestion on I-680 during the morning peak producing stop-and-go conditions before the exit ramps to SR-24. A second constraint exists westbound on SR-24 at the Pleasant Hill Road exit where an auxiliary lane ends. Six lanes of westbound traffic enter SR-24 from the east end: three from southbound I-680, two from northbound I-680 and one from Mt. Diablo Boulevard in Walnut Creek. These six lanes merge to five lanes for a short segment, but only four lanes continue past the Pleasant Hill Road exit. The effective westbound capacity constraint at that point is about 8,400 to 8,800 vehicles per hour.

Pleasant Hill Road: The two southbound through lanes on Pleasant Hill Road–Taylor Boulevard are proposed as a gateway constraint. The Gateway Constraint Policy would prohibit the addition of any through lanes, including short-link segments, on any portion of Pleasant Hill Road between SR-24 and the Lafayette city limits line north of the intersection with Taylor Boulevard. The other details of the of the gateway constraint are to be defined in a traffic management plan developed jointly with TRANSPAC (see Action 4.04 in Table 7). Pleasant Hill Road is two through lanes in each direction from its merge with Taylor Boulevard south to SR-24 with additional turn lanes at most intersections. The first signalized intersection south of the Pleasant Hill Road–Taylor Boulevard merge is at the “T” intersection with Rancho View Drive. Other major intersections are at Green Valley Road, Reliez Valley Road, Spring Hill Road and Stanley Road/Deer Hill Road. Each of these signalized intersections has left- and right-turn lanes on Pleasant Hill Road.

The capacity constraints on arterials providing access to the Lamorinda area are determined by the number of lanes and the timing of signals at intersections near the entry point. On Pleasant Hill Road southbound during the AM peak period, capacity is determined primarily by the timing of signals at the four major intersections and how much green time is given to Pleasant Hill Road and how much is given to the cross streets. While the gateway policy includes physical characteristics at key intersections, gateway constraints may also be affected by varying the timing of signals, both along the corridor and at strategic entry points into the system. This action is further discussed below in the Traffic Management strategy section.

Camino Pablo/San Pablo Dam Road: Camino Pablo/San Pablo Dam Road is one lane in each direction with left turn lanes at most major intersections from the Orinda border south to Miner Road. It is two lanes in each direction with left and right turn lanes from Miner Road to SR-24. The southbound gateway capacity for the road is

set primarily by the signals along the two-lane section of the road at Wildcat Canyon/Bear Creek Road, Miner Road and El Toyonal/Orinda Way.

5.5 Traffic Management Strategies

While a Gateway Constraint policy could limit the volume of traffic entering Lamorinda during peak hours, it would not fully address the operational issues of how to manage the flow of traffic through the gateways. For that reason, Traffic Management Strategies are also proposed to further address the issue of peak hour traffic entering Lamorinda during the peak period. Traffic Management Strategies include single point metering (metering traffic through a signalized intersection) and signal timing coordination. For example, to encourage commuters to use I-680 rather than Pleasant Hill Road, one possible traffic management strategy would be to meter the through-traffic flow on southbound Pleasant Hill Road in the AM peak period, while maintaining accessibility for Lamorinda residents who wish to enter Pleasant Hill Road via cross-streets within Lamorinda. A similar strategy could be appropriate for Camino Pablo/San Pablo Dam Road.

The AM peak period traffic volume southbound on Pleasant Hill Road south of Reliez Valley Road was 2,690 vehicles based on a count taken in 1990 just before the improved I-680/SR-24 interchange was opened. By 2000, the volume had dropped to 1974 because more traffic was using I-680 and SR-24. But increasing congestion at the interchange in the past few years has resulted in increase in the volume on Pleasant Hill Road indicating more diversion.

Before implementing a traffic management strategy to restrict the flow of entering vehicles on either of these two arterial, turning-movement traffic counts should be conducted at intersections along the corridor before and after any point that might be considered as the constraining point to determine intersection level of service and the amount of traffic that might be diverted by the constraint. In addition turning-movement counts and travel-time runs should be conducted in the corridor after implementation to determine whether the traffic management strategy is having the desired effect and without unnecessarily large negative impacts in terms of queues at the metering signals.

The traffic management strategy of single point metering and signal timing coordination is not without precedent. In the East County and Central County subareas, the Railroad Avenue/Kirker Pass Road/Ygnacio Valley Road corridor functions as a major travel route for commuters coming from East to Central County in the westbound AM peak period. The Central County Action Plan proposed that a Traffic Management Program (TMP) should be jointly prepared by the TRANSPAC and TRANSPLAN RTPCs to address this heavy commute traffic. In 2001, the TMP was developed and subsequently implemented throughout the corridor, with single point metering at agreed-upon locations in Pittsburg, Concord and Walnut Creek. The TMP serves to meter through traffic along the corridor, while allowing cross-street traffic full access.

Local success of gateway constraint and traffic management strategies to maintain downstream roadway capacity for Lamorinda is dependent on maintaining local

control of decisions and signal operations. Gateway constraints and traffic management strategies considered for specific routes within Lamorinda shall be determined only by a policy decision made by the locally elected board having jurisdiction over the Route of Regional Significance in question, after having undertaken a thorough public review process.

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6 FINANCIAL PLAN

6.1 Overview of the Financial Plan

The projects and programs affecting Lamorinda receive funding from a variety of sources. Many of the projects and programs designed to address needs within an individual community are funded by the general revenues of the jurisdiction (city or county) in which the project is being implemented or through development impact fees specific to the jurisdiction. Larger projects of a more regional nature generally receive funding from a variety of funding sources designed to address subarea or regional issues. These include revenue from the county sales tax measures for Contra Costa County (Measure J).

Measure C in Contra Costa County was passed in 1988 and provided a half-cent sales tax for transportation through March 31, 2009. Measure J was passed in 2004 and extends the half-cent sales tax through 2034. Measure J provides roughly \$2 billion over the 25-year period. Some of the key Lamorinda projects that will be funded by Measure J are the following:

- BART East County Rail Extension
- I-680 HOV Lane Gap Closure and Transit Corridor Improvements

- BART Parking, Access and Other Improvements
- Local Street Maintenance and Improvements
- Major Street Traffic Flow, Safety and Capacity Improvements
- Transportation for Livable Communities Grants
- Pedestrian, Bicycle and Trail Facilities
- Bus Services
- Transportation for Seniors and People with Disabilities
- Commute Alternatives
- Congestion Management, Transportation Planning Facilities and Services
- Safe Transportation for Children

Many of the action being added to the Action Plan in this update are oriented to management of traffic and are designed to increase the safety and mobility of travelers by all modes and are not necessarily oriented to increasing the capacity of the routes. While some, like automated speed advisory signs, may represent capital expenditures, others like increase speed limit enforcement or improved maintenance of trees and other vegetation to prevent unplanned lane closures, are operational in nature. The collection of actions for the Secondary Routes of Regional Significance and the Lamorinda Interjurisdictional Routes could be grouped into interjurisdictional packages or programs for funding from the current Measure J or its potential future extension. Including them in an expenditure plan for a Measure J extension would ensure that the countywide sales tax benefits Lamorinda.

Additional regional funds are provided by the following federal, state and regional sources:

- Federal Surface Transportation Funds – MAP-21
- State Transportation Development Act (TDA)/State Transit Assistance (STA) Revenues
- State Transportation Improvement Program (STIP) Funds
- State Environmental Enhancement and Mitigation
- STDA, Article 3 – Bicycle and Pedestrian Funds
- Bridge Toll Revenues
- Regional Measure 2 Bridge Toll Revenues for Specific Projects and Programs
- AB 1107 half-cent sales tax revenues for transit (BART and AC Transit)
- Transportation Fund for Clean Air - Vehicle Registration Fees for Clean Air Programs
- One Bay Area Grant Program

Because so many of the actions in this Action Plan Update are oriented to implementation of the Complete Streets policies of the local jurisdictions, packages of actions for the Lamorinda area would be eligible for many of the federal, state and regional funds designed to improve transit pedestrian and bicycle safety and mobility and to develop safe routes to schools. Many of the funds have been combined in the Bay Area into the One Bay Area Grant program for distribution on a competitive basis by MTC/ABAG and by the Congestion Management Agencies in each county, which for Contra Costa is CCTA.

The traffic growth that is expected on the Routes of Regional Significance and the Lamorinda Interjurisdictional Routes will be mitigated in part through a set of projects and programs as identified in this Plan. Funding for these projects and programs through existing sources, however, will not be sufficient to fully fund all of the identified needs. Since the first plan was adopted in 1995, the LPMC has looked to new development to defray the costs of mitigating the impacts it creates. The LPMC's Subregional Transportation Mitigation Program generates additional revenue to mitigate the impacts of new development in Lamorinda. Developer funding of projects to mitigate the impacts of new development that occurs outside of Lamorinda is subject to the establishment of reciprocity agreements between the LPMC and the upstream jurisdiction where that new development occurs. The Central County RTPC (TRANSPAC) considers use of such reciprocity agreements for projects that generate in excess of 100 net peak hour vehicle trips.

6.2 Subregional Transportation Mitigation Program (STMP)

In August 1994, the Lamorinda Program Management Committee (LPMC) adopted the Lamorinda Transportation Improvement Program (LTIP) as its blueprint for transportation planning through the year 2010. According to the statutory requirements of Measure C, the LPMC must adopt a subregional traffic mitigation program to ensure that new growth is paying its share of the costs associated with that growth. The CCTA established April 15, 1998 as the deadline by which all Contra Costa County jurisdictions must adopt a fee in order to remain in compliance with the Growth Management Program and continue receiving return to source funds from CCTA.

The LTIP is the result of the Lamorinda Traffic Study completed in late 1994. It identified roughly 37 improvements to regional roadways and transit facilities and total approximately \$17.7 million (1998 dollars). The LPMC then created the Lamorinda Transportation Impact Fee (LTIF) as a mechanism to charge new development to mitigate the traffic impacts it creates. The LTIF identified seven projects for use of the funds. A fee structure for new development was established based on the expected impact of the new development and the cost to mitigate the impact. Since its adoption, the funds of the LTIF have been used for some of the project identified. This update to the Lamorinda Action Plan made adjustments to the estimated costs for the remaining projects to reflect rising construction costs. Recommendations from the upcoming Lafayette Downtown Congestion Study, including the exploration of the downtown bypass corridor, should be incorporated

as future projects and actions to be funded. No new projects have been added nor has a re-evaluation of the needs for new and past projects occurred, but a reassessment of the project list and fee structure will be considered in 2014.

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7 PROCEDURES FOR NOTIFICATION, REVIEW, AND MONITORING

This chapter provides guidance on implementation of the Action Plan, including the procedures for circulation of environmental documents and review of General Plan Amendments (GPAs). The chapter also includes the process for monitoring and review of the Action Plan.

7.1 Notification Regarding Development Applications and Environmental Documents

As part of the Growth Management Program, local cities and towns are required to notify neighboring jurisdictions regarding proposed projects and general plan

amendments. By agreement among the three cities within Lamorinda, the following notification procedures shall be followed:

- For any General Plan Amendment, the lead jurisdictions shall notify the Lamorinda jurisdictions staff and the designated staff person for LPMC as soon as the General Plan Amendment application is deemed complete.
- For any proposed project that generates more than 10 and less than 50 net new peak hour vehicle trips in either the AM or PM peak hour, the lead jurisdictions shall notify the planning directors of the other Lamorinda jurisdictions as soon as the development application is deemed complete. No additional actions are required, unless the proposed development is subject to CEQA, in which case the CEQA-related notification procedures apply as outlined below.
- For proposed projects that would generate 50 or more net new peak hour vehicle trips, the Lamorinda jurisdictions agree to the following procedure:
 1. The Lead Agency shall notify the planning directors of the other Lamorinda jurisdictions and the designated staff liaisons for LPMC;
 2. Following receipt of notification, any Lamorinda jurisdiction may request, and the sponsoring jurisdiction shall agree too, an informational meeting to discuss the application.
- If the project generates more than 100 net peak hour vehicle trips, the Lead Agency shall in turn notify the designated staff person for SWAT the staff of other jurisdictions within SWAT and adjacent RTPCs as appropriate so that affected jurisdictions may comment on proposed projects and subsequent environmental documentation⁴.

When the above-mentioned development projects and GPAs involve the CEQA process, notification shall occur at the following two junctures:

1. Upon issuance of a Notice of Intent to Issue a Negative Declaration or a Notice of Preparation for EIR/EIS; and
2. Upon completion of a Negative Declaration or draft EIR/EIS (Notice of Completion).

In each case, the neighboring communities are to be provided an opportunity to review and comment on the environmental documents. Copies of the environmental documents are to be made available in hard-copy or electronic form. The Lamorinda subarea has made the policy more stringent than the established CCTA notification policy by setting the threshold for circulation below 100 net new peak hour vehicle trips. The threshold for net new peak hour vehicle trips is the threshold total number of vehicle trips projected to enter and leave the project site, during the AM or the PM peak hour (whichever is greater), not including bypass vehicle trips, and exempting vehicle trips that are currently generated by the site if it is under an

⁴ Conversely, as required under Authority Resolution 93-02-G, the other RTPCs will notify SWAT of proposed projects and general plan amendments that exceed 100 peak hour vehicle trips.

existing use. Table 11 contains examples of the types of developments that generate 50 or more new peak hour vehicle trips⁵.

Table 13: Examples of Developments Meeting the 50 Net Peak Hour Trip Threshold

Land Use	Size ^{1,2}	AM trips	PM trips
Single Family	42 DU	42	50
Condominium (Low Rise)	77 DU	52	60
Apartments	58 DU	32	50
Hotel	82 DU	48	50
Fast Food Restaurant	1.0 KSF	33	54
Shopping Center	3 KSF	18	57
General Office	19 KSF	51	28

1. DU = Dwelling Units

2. KSF = 1,000 Square Feet

Source: ITE Trip Generation, 9th Edition, 2012

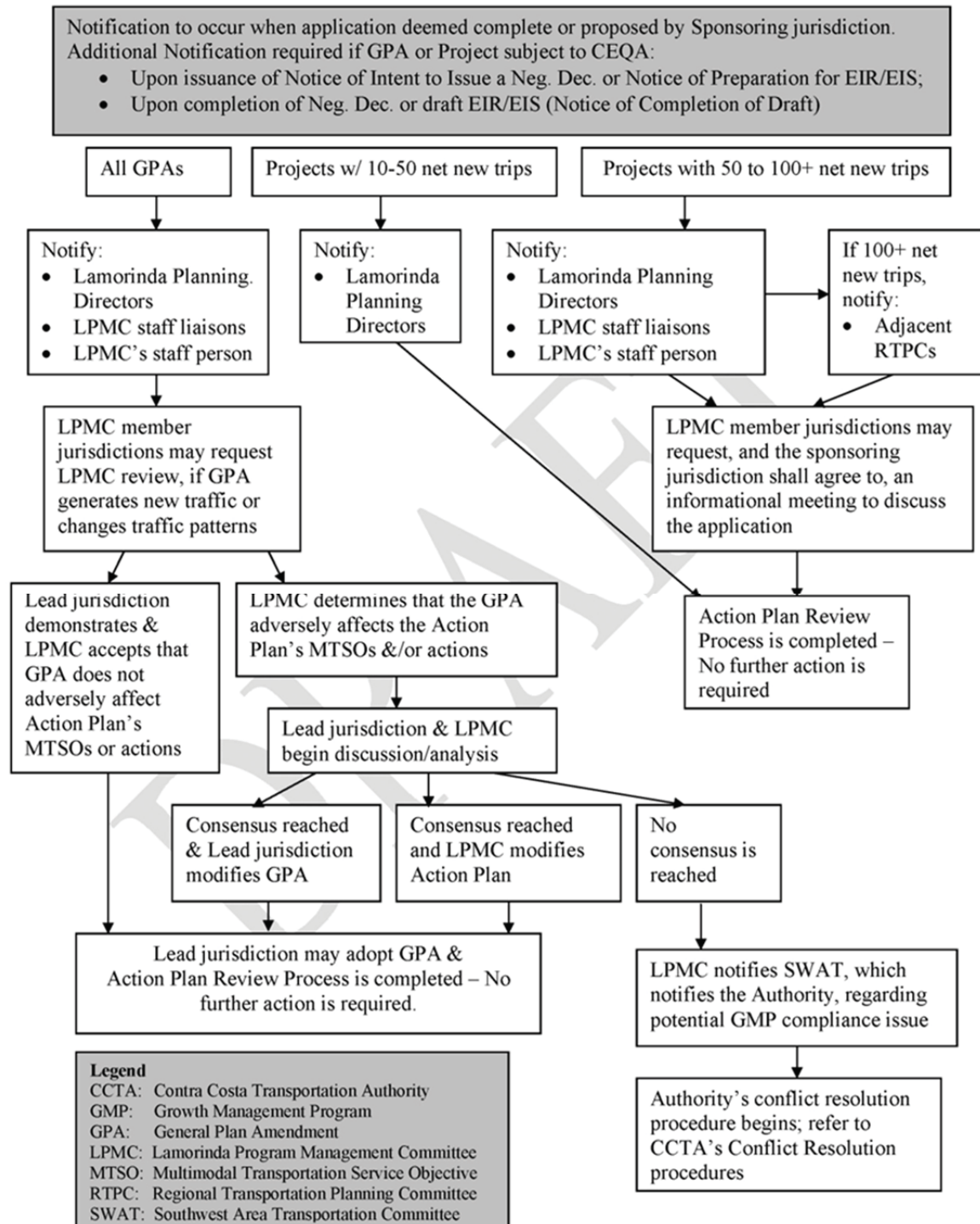
The process is intended to reflect the spirit of the cooperative multi-jurisdictional planning process as outlined in Measure J (2004). Furthermore, it is the intent of the Lamorinda jurisdictions to diligently notify one another regarding proposed projects and general plan amendments, irrespective of whether such notification is legally required under CEQA.

Figure 15 illustrates the notification procedure outlined above, as well as the procedure for review of General Plan Amendments, as discussed in the following section.

⁵ These trip generation rates are only a guide and may need to be adjusted to fit the specific type of project proposed.

Figure 15: Action Plan Review Process for Lamorinda GPAs and Projects

Action Plan Review Process for Lamorinda GPAs and Projects



7.2 Review of General Plan Amendments

Existing general plans were used as the basis for the modeled land use assumptions developed for the Action Plan. General plan amendments (GPAs) other than those assumed in the land use assumptions could reduce the effectiveness of the Action Plan. A process has been defined to address GPAs and their impact on the Action Plan.

In addition to the notification procedures outlined in Section 7.1 above, GPAs whose implementation would either generate new traffic or result in a change in traffic patterns may, at the request of an LPMC member jurisdiction, be subject to review by LPMC. During that review process, the lead jurisdiction must demonstrate to the satisfaction of the LPMC that the proposed GPA does not adversely affect the Lamorinda jurisdiction's ability to meet the MTSOs or to implement the agreed-upon actions in the Action Plan. If the LPMC reaches consensus that the proposed GPA is acceptable "as is," then the GPA sponsor may approve the GPA without consequence.

If the proposed GPA is found to adversely affect ability to meet the MTSOs or implement the Action Plan, then the LPMC and the lead jurisdiction shall engage in discussions to further analyze the effects of the proposed GPA, and to determine whether the GPA can be modified to mitigate its impact on the transportation system relative to the MTSOs and actions. Alternatively, the LPMC may consider and adopt modifications to its Action Plan to accommodate the proposed GPA. Subsequently, the LPMC and the GPA sponsor must reach agreement on amendments to the proposed GPA and/or Action Plan to mitigate the impact on the MTSOs and actions. (Note: If the GPA is a voter-approved initiative, it cannot be modified and modifications to the action plan in response to the GPA would be the appropriate response.) The discussions shall follow the cooperative multi-jurisdictional planning process envisioned by Measures C and J, and shall fulfill the requirements of the GPA review procedure stipulated in Section 4 of the CCTA *Implementation Guide*. LPMC shall serve as the primary committee that would evaluate the impact of the proposed GPA on the Lamorinda Action Plan. This review would take place before the lead agency takes action on the GPA.

If consensus on any of the above conditions cannot be reached at LPMC, then LPMC shall notify SWAT, who in turn would notify CCTA regarding a potential growth management compliance issue that could invoke the Authority's conflict resolution procedure.

In certain cases, the MTSOs, as forecast, may exceed their prescribed thresholds under growth already included in the adopted general plans. This event alone will not result in a local jurisdiction being found out of compliance with the Measure J Growth Management Plan. However, any GPAs that are proposed must not adversely affect the policies or MTSOs of the Action Plan. In the case of MTSOs that already exceed the thresholds, the GPA must not make it worse.

7.3 Action Plan Monitoring and Review

The Action Plans are to be monitored by CCTA to determine whether or not the MTSOs are being met. If it is determined through the monitoring process that the MTSOs are not being met, the Action Plans may require modification and/or an update. The following steps are envisioned for Action Plan review:

- Regularly monitor all Regional Routes of Significance to determine MTSO compliance (by CCTA)
- If the results of the monitoring effort show that a regional route has exceeded the adopted MTSO, a focused Action Plan may be prepared by the RTPC
- A complete review of the Lamorinda Action Plan shall be conducted on a four-to-five-year cycle (jointly by the RTPC and CCTA) in coordination with updates to the Authority's Countywide Transportation Plan Update.

7.4 Process for Addressing MTSO Exceedances

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

Under adopted CCTA policy, exceedance of an MTSO does not constitute a compliance issue with the Growth Management Program. There is no consequence to local jurisdiction if an MTSO is exceeded over time and not the result of a single project. The primary purpose of the MTSOs is to provide a quantitative measure of transportation system performance that can be consistently applied as a metric for gauging the impacts of future growth and mitigating those impacts. The MTSOs adopted for this Plan are by no means the "lowest common denominator." To the contrary, they reflect a broader objective of LPMC to ensure an acceptable level of mobility for its residents and workers to sustain the economy and maintain quality of life.

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

When an exceedance has been determined, either through monitoring or during the Action Plan update process, the only action required under this Plan is that LPMC document the condition, and continue to monitor and address the MTSOs in future updates to the Plan under the timeframe established in Section 7.1 above.

In the case where a proposed development project or General Plan Amendment causes an exceedance, or exacerbates a situation where an already exceeded MTSO is still further exceeded, then the procedures in Section 7.3 regarding development applications review and general plan amendments shall apply.

Appendix A: Detailed Segment-Level Analysis of Route Characteristics and Needs

Lamorinda Secondary Routes of Regional Significance

Pleasant Hill Road

Segment	Segment Characteristics	Roadway Characteristics	Needs	Possible MTSOs and Performance Measures	Possible Actions
SR-24 to Rancho View Drive	<ul style="list-style-type: none"> ○ Semi-rural character ○ Acalanes High School & Springhill Elementary School ○ Acalanes Park ○ Access to community swimming pool ○ AM peak congestion from school access, ○ Commute route, ○ AM and PM commute congestion ○ Access to SR 24, residential access 	<ul style="list-style-type: none"> ○ 4 lanes ○ Left and right turn lanes ○ Class II bicycle lanes on both sides (on east side running up to Reliez Valley Rd) ○ Sidewalks on west side of street mostly absent ○ Pedestrian path between Springhill Rd and Reliez Valley Rd on west side 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Maintain the number of roadway lanes ○ Pedestrian and bicycle access to schools, More frequent bus or other alternative mode service, ○ Improve travel time reliability 	<p>MTSOs</p> <ul style="list-style-type: none"> ○ Delay Index ○ Cross Street Delay ○ Intersection Level of Service <p>Performance Measures</p> <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Complete the sidewalk to fill the gaps ○ Increase availability and frequency of alternative-mode services ○ Coordinate Lafayette, Walnut Creek, Pleasant Hill and Contra Costa procedures/practices for traffic management during lane or road closure ○ Examine adaptive signal timing ○ Extend pedestrian and bicycle facilities from south part of Pleasant Hill north to Spring Hill Road ○ Install speed warning signs ○ Increase pedestrian safety devices
Rancho View Drive to Taylor Blvd	<ul style="list-style-type: none"> ○ Semi-rural character ○ Commute route ○ Limited to no sidewalk 	<ul style="list-style-type: none"> ○ 4 lanes ○ Class II bicycle facility on west side of street; Class III bicycle facility on east side of street ○ No pedestrian facilities 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Maintain the number of roadway lanes ○ More frequent bus or other alternative mode service ○ Reduce collisions ○ Improve pedestrian and bicycle facilities 	<p>MTSOs</p> <ul style="list-style-type: none"> ○ Delay Index ○ Cross Street Delay ○ Intersection Level of Service <p>Performance Measures</p> <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Increase availability and frequency of alternative-mode services ○ Coordinate procedures/practices for traffic management during lane or road closure ○ Install speed warning signs ○ Reduce the speed limit on Taylor Boulevard at approach to Pleasant Hill Road ○ Create bike lane cross-over from Pleasant Hill Road to Taylor Boulevard ○ Access pedestrian and bicycle needs

Camino Pablo/San Pablo Dam Road



Segment	Segment Characteristics	Roadway Characteristics	Needs	Possible MTSOs and Performance Measures	Possible Actions
Moraga Way to SR 24	<ul style="list-style-type: none"> Access to Downtown commercial Priority Development Area Access to SR 24 Access to Orinda BART station Commute route 	<ul style="list-style-type: none"> 5 lanes (3 northbound, 2 southbound) Left turn lanes Intermittent stretches of medians Class II bicycle lanes on both sides (south side lanes begin past the SR 24 ramps) Sidewalks on both sides of the road (south side begins past the SR 24 eastbound off-ramps) 	<ul style="list-style-type: none"> Preserve segment characteristics Maintain the number of roadway lanes Encourage safer traffic speeds Initiate alternative-mode service to BART and Downtown Improve pedestrian and bicycle safety 	MTSOs <ul style="list-style-type: none"> Delay Index Cross Street Delay Average Vehicle Occupancy Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Frequency of lane closures 	<ul style="list-style-type: none"> Improve multi-modal access to BART for Lamorinda residents Complete the pedestrian and bicycle network Enhance speed warnings and enforcement Improve access to EB SR-24 Improve pedestrian and bicycle safety
SR 24 to Orinda Way	<ul style="list-style-type: none"> Access to Downtown commercial Priority Development Area Access to SR 24 Access to Orinda BART station Residential access Commute route 	<ul style="list-style-type: none"> 4 lanes Left and right turn lanes Intermittent stretches of landscaped medians Class II bicycle lanes on both sides No pedestrian facilities; pedestrian bridge over SR 24 ramps connects to Orinda Way, which runs parallel to Camino Pablo 	<ul style="list-style-type: none"> Preserve segment characteristics Improve bicycle safety, Preserve segment characteristics Maintain the number of roadway lanes Initiate alternative-mode service to BART and Downtown Improve pedestrian crossings 	MTSOs <ul style="list-style-type: none"> Delay Index Cross Street Delay Average Vehicle Occupancy Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Frequency of lane closures 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Complete the pedestrian and bicycle network Improve pedestrian and bicycle safety
Orinda Way to Miner Rd	<ul style="list-style-type: none"> Suburban character Residential access Commute route 	<ul style="list-style-type: none"> 4 lanes Right turn lanes Landscaped median present at Orinda Way approach Class II bicycle lanes on west side Narrow sidewalk on east side 	<ul style="list-style-type: none"> Preserve segment characteristics Maintain the number of roadway lanes Improve multi-modal access to BART for Lamorinda residents Increase pedestrian and bicycle safety Improve pedestrian crossings 	MTSOs <ul style="list-style-type: none"> Delay Index Cross Street Delay Average Vehicle Occupancy Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Frequency of lane closures 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Complete the pedestrian and bicycle network
Miner Rd to Bear Creek Rd/Wildcat Canyon Rd	<ul style="list-style-type: none"> Semi-rural character Residential access Commute route Narrow and winding road Access to Wagner Ranch Elementary Residential access 	<ul style="list-style-type: none"> 2 lanes Class II bicycle lanes on both sides Pedestrian path on east side to Monte Vista Rd 	<ul style="list-style-type: none"> Preserve segment characteristics Maintain the number of roadway lanes Improve pedestrian crossings in vicinity of Wagner Ranch Elementary School Improve reliability 	MTSOs <ul style="list-style-type: none"> Delay Index Cross Street Delay Average Vehicle Occupancy Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Frequency of lane closures 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Complete the pedestrian and bicycle network Reconstruct utility infrastructure to reduce incidence of lane or road closure Maintain vegetation and drainage to reduce incidence of lane or road closure.

Lamorinda Interjurisdictional Routes

Moraga Way

Segment	Segment Characteristics	Roadway Characteristics	Needs	Possible Performance Measures	Possible Actions
Moraga Road to Camino Ricardo	<ul style="list-style-type: none"> Moraga Downtown Commercial Area Priority Development Area Commute route 	<ul style="list-style-type: none"> 4 lanes Moraga Road to School Street 2 lanes School Street to Camino Ricardo Left turn lanes Class III bicycle lanes on both sides with gaps Sidewalks on both sides from Moraga Road to School Street 	<ul style="list-style-type: none"> Preserve segment characteristics Pedestrian and bicycle access Auto access to stores More frequent bus or other alternative mode service 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures 	<ul style="list-style-type: none"> Complete the pedestrian pathways and bike lanes/routes Increase availability and frequency of alternative-mode services Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Camino Ricardo to Eastwood Drive	<ul style="list-style-type: none"> Miramonte High School AM peak congestion from school access Commute route AM and PM commute congestion 	<ul style="list-style-type: none"> 2 lanes Left turn and right turn lanes Class III bicycle lanes on both sides with Moraga city limits Sidewalks on both sides with some gaps 	<ul style="list-style-type: none"> Preserve segment characteristics Pedestrian and bicycle access to schools More frequent bus or other alternative mode service 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures 	<ul style="list-style-type: none"> Complete the pedestrian pathways and bike lanes/routes Increase availability and frequency of alternative-mode services Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Eastwood Drive to Overhill Drive	<ul style="list-style-type: none"> Semi-rural character, Orinda Intermediate and Del Rey Elementary off of Moraga Way AM peak congestion from school drop off Commute route AM and PM commute congestion Limited to no sidewalk 	<ul style="list-style-type: none"> 2 lanes Left turn and right turn lanes Class II bicycle lanes on both sides No pedestrian facilities 	<ul style="list-style-type: none"> Preserve segment characteristics Pedestrian and bicycle access to schools More frequent bus or other alternative mode service Increased reliability of roadway (frequent lane or road closure) 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Reconstruct utility infrastructure to reduce incidence of lane or road closure and possibly extend bicycle lane width Maintain vegetation and drainage to reduce incidence of lane or road closure and possibly extend bicycle lane width Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Overhill Drive to Bryant Way	<ul style="list-style-type: none"> Orinda Theatre Square Commercial Area Priority Development Area Access to BART station Access to SR 24 	<ul style="list-style-type: none"> 2 lanes Left turn and right turn lanes Class II bicycle lanes on both sides of the road between Overhill Road and Camino Pablo Sidewalks on both sides 	<ul style="list-style-type: none"> Preserve segment characteristics Pedestrian and bicycle access Auto access to stores Improved multi-modal access to BART for Lamorinda residents More frequent bus or other alternative mode service Improve access to EB SR-24 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Improve multi-modal access to BART for Lamorinda residents Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure Improve access to EB SR-24

Mount Diablo Boulevard

Segment	Segment Characteristics	Roadway Characteristics	Needs	Possible Performance Measures	Possible Actions
Happy Valley Road to Brown Avenue	<ul style="list-style-type: none"> ○ Downtown Lafayette ○ Commercial District Office ○ Multifamily housing ○ Priority Development Area ○ Access to BART station ○ Access to SR 24 ○ On-street parking 	<ul style="list-style-type: none"> ○ 4 lanes ○ Raised median with left turn lanes ○ No right-turn only lanes except at eastbound Moraga Road ○ Class II bicycle lanes on both sides between Mountain View Drive and Happy Valley Road ○ Class III bicycle route between Happy Valley Road and First Street ○ Sidewalks on both sides 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Improve multi-modal access to BART for Lamorinda residents ○ Provide incentives to employees to encourage alternative modes and decrease parking demand while improving supply where needed ○ Increase pedestrian and bicycle safety ○ Improve pedestrian crossings ○ Discourage diversion from freeway ○ Reduce congestion 	<p>Core Performance Measures</p> <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Delay index ○ Frequency of lane closures <p>Plus</p> <ul style="list-style-type: none"> ○ Intersection level of service 	<ul style="list-style-type: none"> ○ Increase availability and frequency of alternative-mode services ○ Initiate school bus service to Acalanes High School and Stanley Middle School ○ Increase capacity of BART service ○ Improve multi-modal access to BART for Lamorinda residents ○ Design pedestrian and bicycle facilities to connect with the new EBMUD Trail ○ Complete the pedestrian network ○ Add more bike parking ○ Improve signal timing

Moraga Road

Segment	Segment Characteristics	Roadway Characteristics	Needs	Possible Performance Measures	Possible Actions
Moraga Way to St. Mary's Road	<ul style="list-style-type: none"> ○ Moraga Downtown ○ Commercial Area ○ Priority Development Area ○ Multi-family housing ○ Commute route 	<ul style="list-style-type: none"> ○ 4 lanes ○ Raised median with left turn lanes and right turn lanes ○ Class II bicycle lanes on both sides ○ Sidewalks on parts of both sides 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Improve pedestrian and bicycle access to businesses ○ Improve auto access to stores and apartments 	Core Performance Measures <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Delay index ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Increase availability and frequency of alternative-mode services to BART station ○ Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures ○ Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
St. Mary's Road to Corliss Drive	<ul style="list-style-type: none"> ○ Semi-rural ○ Bordered by park and creek ○ Multi-use trail ○ No housing frontage ○ Commute route 	<ul style="list-style-type: none"> ○ 2 lanes ○ Left turn and right turn lanes ○ Narrow Class II bicycle lanes on both sides ○ Multi use path on east side 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Improve pedestrian and bicycle access to park and trail facilities 	Core Performance Measures <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Delay index ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Improve pedestrian connectivity to multi-use trail ○ Increase availability and frequency of alternative-mode services to BART station ○ Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures ○ Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Corliss Drive to Donald Drive	<ul style="list-style-type: none"> ○ Residential frontage ○ Access to Rheem Elementary School ○ Commute route 	<ul style="list-style-type: none"> ○ 2 lanes ○ Left turn and right turn lanes ○ Class II bicycle lanes on both sides ○ No pedestrian facilities 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Improve pedestrian and bicycle access to schools Lafayette-Moraga Trail and commercial districts 	Core Performance Measures <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Delay index ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Complete sidewalk system by filling the gaps ○ Increase availability and frequency of alternative-mode services ○ Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures ○ Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Donald Drive to Dolores Court	<ul style="list-style-type: none"> ○ Rheem commercial area ○ Medium density housing ○ Commute route 	<ul style="list-style-type: none"> ○ 4 lanes ○ Mix of left turn lanes and center two-way left turn lane ○ Class II bicycle lanes on both sides ○ Sidewalks on both sides form ○ Donald Drive to Rheem Boulevard ○ Sidewalks on the west side of the road north of Rheem Boulevard 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Improve pedestrian and bicycle access to businesses ○ Improve auto access to stores 	Core Performance Measures <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Delay index ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Increase availability and frequency of alternative-mode services ○ Improve existing communications between Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures ○ Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Dolores Court to Via Granada/Sky Hy Drive	<ul style="list-style-type: none"> ○ Residential ○ Campolindo High School ○ Commute route 	<ul style="list-style-type: none"> ○ 2 lanes ○ Mix of left turn, right turn and center two-way left-turn lanes ○ Class II bicycle lanes on both sides ○ Sidewalks on the west side 	<ul style="list-style-type: none"> ○ Preserve segment characteristics ○ Improve auto, pedestrian and bicycle access to school ○ Reduce commute and school trip congestion 	Core Performance Measures <ul style="list-style-type: none"> ○ Availability of pedestrian and bicycle facilities ○ Vehicle crash frequency ○ Pedestrian or bicycle injury crash frequency ○ Delay index ○ Frequency of lane closures 	<ul style="list-style-type: none"> ○ Increase availability and frequency of alternative-mode services ○ Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures ○ Coordinate Lamorinda procedures/practices for traffic management during lane or road closure

Moraga Road (Continued)

Segment	Segment Characteristics	Roadway Characteristics	Needs	Possible Performance Measures	Possible Actions
Via Granada/Sky Hy Drive to Old Mountain View Drive/Silver Springs Road	<ul style="list-style-type: none"> Residential access via driveways on a very narrow and winding road Semi-rural character Commute route Access to schools SR-24 and downtown Lafayette AM, mid-afternoon and PM commute congestion 	<ul style="list-style-type: none"> 2 lanes, minimal shoulder, open drainage Left turn lanes No bicycle or pedestrian facilities 	<ul style="list-style-type: none"> Preserve segment characteristics Improve pedestrian and bicycle facilities Slow driving speeds Reduce vehicle collisions 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Improve pedestrian and bicycle safety Reconstruct utility infrastructure to reduce incidence of lane or road closure and possibly extend bicycle lane width Maintain vegetation and improve drainage to reduce incidence of lane or road closure and possibly extend bicycle lane width Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
Old Mountain View Drive/Silver Springs Road to St Mary's Road	<ul style="list-style-type: none"> Residential frontage Commute route AM, mid-afternoon and PM commute congestion Access to schools SR-24 and downtown Lafayette 	<ul style="list-style-type: none"> 2 lanes Left turn lanes No bicycle lanes Wide multi-purpose pathways with split rail fence on both sides of the road north of Hamlin Road/Tanglewood Drive 	<ul style="list-style-type: none"> Preserve segment characteristics Reduce commute and school trip congestion Improvement of pedestrian facilities 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures Plus <ul style="list-style-type: none"> Cross-street delay 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Improve pedestrian and bicycle safety Reconstruct utility infrastructure to reduce incidence of lane or road closure and possibly extend bicycle lane width Maintain vegetation and improve drainage to reduce incidence of lane or road closure and possibly extend bicycle lane width Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure
St Mary's Road to Mount Diablo Boulevard	<ul style="list-style-type: none"> Lafayette Elementary School, Stanley Middle School, and St. Perpetua School Day cares centers Church and theater Downtown Lafayette Commercial Priority Development Area Access to BART station Commute route 	<ul style="list-style-type: none"> 4 lanes Left turn lanes, right turn lane at Mt. Diablo Blvd No bicycle lanes, bike route between Moraga Blvd and Brook Street Narrow sidewalks both sides of the road 	<ul style="list-style-type: none"> Preserve segment characteristics Improve pedestrian and bicycle access to school Lafayette-Moraga trail and commercial districts Reduce commute and school trip congestion 	Core Performance Measures <ul style="list-style-type: none"> Availability of pedestrian and bicycle facilities Vehicle crash frequency Pedestrian or bicycle injury crash frequency Delay index Frequency of lane closures Plus <ul style="list-style-type: none"> Intersection level of service Cross-street delay 	<ul style="list-style-type: none"> Increase availability and frequency of alternative-mode services Evaluate opportunities for adaptive signal timing Implement recommendations of the future Downtown Congestion Study Identify and implement better connection of Downtown bike lanes to the Lafayette-Moraga Trail Coordinate and improve procedures of Lamorinda agencies for detecting, reporting, announcing and documenting lane or road closures Coordinate Lamorinda procedures/practices for traffic management during lane or road closure Widening of existing pedestrian/bike facilities

Lafayette-Moraga Regional Trail

Segment	Segment Characteristics	Trail Characteristics	Needs	Possible Performance Measures	Possible Actions
Canyon Rd to Country Club Dr	<ul style="list-style-type: none"> ○ Semi-rural 	<ul style="list-style-type: none"> ○ Mixed use, paved path ○ Approximately 9-10 ft wide 	<ul style="list-style-type: none"> ○ Enhance safety at trail crossings ○ Reduce conflicts between users ○ Improve directional signage to trail ○ Increase trail crossing visibility and lighting ○ Pavement upkeep 	Core Performance Measures <ul style="list-style-type: none"> ○ Pedestrian and bicycle volumes ○ Auto volumes at crossings ○ Average trail user delay at major road crossings ○ Frequency of pedestrian or bicyclist injury at crossings ○ Pavement condition 	<ul style="list-style-type: none"> ○ Improvement of pedestrian and bike facility on the roads that cross the trails ○ Provide connections from trail to school and park ○ Street crossing improvement and striping ○ Widen with continuous unpaved shoulder ○ Speed and rule enforcement ○ Enhanced directional signage ○ Improve way-finding to the Valle Vista trailhead
Country Club Rd to Moraga Rd	<ul style="list-style-type: none"> ○ Semi-rural character ○ Low-density commercial area ○ Residential frontage 	<ul style="list-style-type: none"> ○ Sidewalk running along Country Club Dr and School St ○ No bicycle facilities present-ride on the street 	<ul style="list-style-type: none"> ○ Enhance safety at trail crossings ○ Reduce conflicts between users ○ Improve directional signage to trail ○ Increase trail crossing visibility and lighting ○ Provide off-road trail ○ Pavement upkeep 	Core Performance Measures <ul style="list-style-type: none"> ○ Pedestrian and bicycle volumes ○ Auto volumes at crossings ○ Average trail user delay at major road crossings ○ Frequency of pedestrian or bicyclist injury at crossings ○ Pavement condition 	<ul style="list-style-type: none"> ○ Complete the off-road trail at gaps ○ Widen with continuous unpaved shoulder ○ Improve the marking and signage (until off-road portion is completed) ○ Improve lighting on road segments ○ Enhanced directional signage
Moraga Rd to So Lucille Ln	<ul style="list-style-type: none"> ○ Semi-rural character 	<ul style="list-style-type: none"> ○ Mixed use, paved path ○ Approximately 9 ft wide ○ Bordered by trees and creek ○ Partially shaded 	<ul style="list-style-type: none"> ○ Enhance safety at trail crossings ○ Reduce conflicts between users ○ Improve directional signage to trail ○ Increase trail crossing visibility and lighting ○ Pavement upkeep 	Core Performance Measures <ul style="list-style-type: none"> ○ Pedestrian and bicycle volumes ○ Auto volumes at crossings ○ Average trail user delay at major road crossings ○ Frequency of pedestrian or bicyclist injury at crossings ○ Pavement condition 	<ul style="list-style-type: none"> ○ Enhanced directional signage ○ Enhance delineation of the trail within the Moraga Common ○ Widen with continuous unpaved shoulder ○ Enhance safety at the trail crossing with Rheem Boulevard
So Lucille Ln to Pleasant Hill Rd	<ul style="list-style-type: none"> ○ Semi-rural character ○ Trail behind residences and other buildings 	<ul style="list-style-type: none"> ○ Mixed-use, paved path ○ Approximately 9 ft wide ○ Partially shaded ○ Bordered by flat, grassy area ○ Narrow trail bridge near Glenside Drive that does not allow two-way bicycle flow 	<ul style="list-style-type: none"> ○ Enhance safety at trail-crossings ○ Reduce conflicts between users ○ Improve directional signage to trail ○ Increase trail crossing visibility and lighting ○ Pavement upkeep 	Core Performance Measures <ul style="list-style-type: none"> ○ Pedestrian and bicycle volumes ○ Auto volumes at crossings ○ Average trail user delay at major road crossings ○ Frequency of pedestrian or bicyclist injury at crossings ○ Pavement condition 	<ul style="list-style-type: none"> ○ Link Buckeye Field with trail ○ Implement School St. at Topper improvements ○ Implement School St. connection for school access ○ Widen with continuous unpaved shoulder ○ Provide connection to Iron Horse Trail ○ Enhanced directional signage ○ Replace narrow bridge near Glenside Drive

Agenda Item 6C

Contra Costa Transportation Authority **STAFF REPORT**

Meeting Date: January 15, 2014

Subject	Presentation Regarding the Contra Costa Mobility Management Plan
Summary of Issues	The Central Contra Costa Transit Authority (CCCTA) prepared and adopted a Contra Costa County Mobility Management Plan and will present it to the Authority for its consideration and adoption. The plan identifies a need and provides a blueprint for Contra Costa to establish a Mobility Management function.
Recommendations	<ol style="list-style-type: none"> 1. Adopt the Contra Costa Mobility Management Plan as a blueprint for a countywide mobility management function for implementation; 2. Authorize Authority staff to work with MTC staff to redirect an awarded New Freedom Cycle 3 Grant to begin implementation of the mobility management function; and 3. Bring back to the Authority in Spring of 2014 details and options for implementing the Mobility Management Plan.
Financial Implications	The Authority was awarded a Federal New Freedom grant by MTC for \$96,000. The recommendation would redirect the use of these funds from a web enabled database to the implementation of the Mobility Management Plan.
Options	<ol style="list-style-type: none"> 1. Adopt the plan with recommended revisions. 2. Adopt any combination of the three stated recommendations 3. Do not approve any recommendations
Attachments	A. Contra Costa Mobility Management Plan
Changes from Committee	N/A

Background

In FY 2007-08 CCCTA was awarded a Cycle 2 Federal Transit Administration (FTA) Section 5317 “New Freedom” grant in the amount of \$80,000 to develop a Mobility Management Plan to include recommendations, goals, objectives, actions, timeline, and a funding plan for the establishment of a Mobility Management Center. CCCTA applied for the funding on behalf of multiple agencies countywide which met bi-monthly under the auspices of the Transportation Alliance. The Transportation Alliance included all of the public transit operators that operate in Contra Costa County, Contra Costa County Health and Human Services staff, RTPC staff, and staff from various social service agencies that provide transportation and CCTA. The purpose of the group was to coordinate services and better transportation options for seniors, people with disabilities, and low income families.

CCCTA agreed to submit an application with the understanding that the plan was to be a countywide effort and not be restricted to the CCCTA service area. Matching funds to the grant were provided by CCCTA, East Contra Costa Transit Authority (ECCTA) and West Contra Costa Transit Authority (WCCTA).

What is Mobility Management?

“Mobility Management is the utilization of a broad mix of service delivery and support strategies that are directed primarily at the travel needs of seniors, persons with disabilities, and low income individuals. These strategies often integrate with and support other public service solutions provided to the larger public transit and paratransit rider populations. Mobility Management is not one solution but a toolkit of solutions that are tailored to the service needs of the special population groups.”

Effective mobility management has been shown to reduce costs and increase service through coordination of existing resources and the establishment of new programs, when necessary, to enhance travel options for these populations. It is because of this that the Metropolitan Transportation Commission (MTC) has embraced the development and implementation of mobility management throughout the Bay Area.

MTC, the programming agency for Federal New Freedom funds, has made mobility management a priority in its criteria for evaluating New Freedom project applications. MTC has also identified mobility management as a primary principle in addressing coordination and efficiencies in paratransit services in its recommendations regarding sustainable paratransit services in its Transit Sustainability Plan adopted by the Commission in May 2012.

The Mobility Management Plan

In January 2012, the County Connection entered into an agreement with Innovative Paradigms to complete the resource inventory and develop a Mobility Management Plan. Since then, Innovative Paradigms has conducted significant outreach including: interviews with transit agencies, human service agencies, and advocates for seniors and the disabled. Additionally, three countywide transportation summits were held and input was received from the public, city and County staff, and the Contra Costa County Paratransit Coordinating Council. CCTA staff worked closely with CCCTA throughout the Plan's development.

Mobility management relates to administering functions associated with the mobility needs of seniors and those with disabilities. These functions can include: travel training, improved ADA eligibility, centralized maintenance, volunteer driver programs, centralized information, technical assistance, etc.

To implement mobility management in Contra Costa County, the report recommends the establishment of a Mobility Management Oversight Board to be staffed with executives from County Connection, Tri-Delta Transit, WestCAT, AC Transit, Contra Costa Transportation Authority, BART, and three executives representing human service agencies. This Board will guide the formation of a mobility management program and will be responsible for securing funding, hiring a mobility manager, and establishing by-laws and performance standards.

Ultimately it is envisioned that the mobility management "center" could implement several programs that could aid in improving coordination and operating efficiencies of multiple transportation providers.

Potential mobility management functions described in the plan include:

- **Travel Training:** Create a program to teach bus riding skills on all county transit systems.
- **Improved ADA Eligibility Process:** Institute a refined countywide ADA eligibility process, possibly an in-person assessment approach, to improve the accuracy of the eligibility determinations.
- **Agency Partnerships:** Work with human service agencies so they can provide transportation to their clients who currently use the ADA paratransit service operated by the transit agencies.
- **Centralized Maintenance:** Evaluate the viability of a centralized maintenance program directed at serving the unique needs of the human service community who are operating a variety of vehicles in their programs.

- Volunteer Driver Program: Expand volunteer driver programs throughout the County as an inexpensive means of serving difficult medical and other trip needs for seniors and persons with disabilities.
- Central Information Program: Expand information availability by making meaningful resource information available through a central referral mechanism.
- Advocacy Role of Mobility Management: Determine the level of advocacy appropriate for a new Coordinated Transportation Services Agency (CTSA) in Contra Costa County and include the new agency in all transportation planning processes.
- Technical Assistance Program: Include technical support as one of the services of the newly created CTSA to assist the human service community and other agencies in planning, grant management, and other technical functions.
- Driver Training Program: Establish a professional and consistent driver training program for human service agencies; offer driver training services relating to special needs populations to existing paratransit providers.

Prior to implementation of any of the above services, a dedicated source of funding will need to be identified to administer the program and pay for any services implemented. An initial role of the Mobility Management Oversight Committee will be to identify long term funding opportunities as well as a permanent agency structure.

CCCTA, as the grantee and lead agency on the development of the plan, adopted the Plan on October 10, 2013.

Next steps

CCCTA has requested that the Authority adopt the mobility management plan and foster the development of the mobility management function to the next step. Some seed funding has been identified for this first step including a previously approved Cycle 3 New Freedom grant awarded to CCTA. The grant was awarded to convert a database of county service providers into a user-friendly web-enabled data resource. With the opportunity to seed the formation of a true mobility management function in the county, it might make more sense to redirect those funds. CCCTA also has some Cycle 2 funds that could be redirected to move the project forward.

If authorized by the Authority, staff will develop more defined options for the implementation of a mobility management function and present them for Authority consideration this Spring.

Contra Costa County Mobility Management Plan

Final Draft

October 17, 2013



County Connection

Contra Costa County Mobility Management Plan

October 17, 2013

Prepared for

County Connection

by

Innovative Paradigms

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EXECUTIVE SUMMARY

The Central Contra Costa Transit Authority (County Connection) has taken the lead in managing the planning process for the development of a mobility management plan for the entire County. This Plan resulting from that effort is meant to guide implementation of a broad array of services under the mobility management framework. The starting point for the planning process is the definition of the concept.

Mobility Management is the utilization of a broad mix of service delivery and support strategies that are directed primarily at the travel needs of seniors, persons with disabilities, and low income individuals. These strategies often integrate with and support other public service solutions provided to the larger public transit and paratransit rider populations. Mobility Management is not one solution but a toolkit of solutions that are tailored to the service needs of the special population groups.

This Plan recommends the formation of an organization to take the lead in implementing a broad range of mobility management strategies. Specifically, a Consolidated Transportation Services Agency (CTSA) is recommended for Contra Costa County. A CTSA in the County would provide the vehicle through which the list of desired services could be deployed. The creation of a Mobility Management Oversight Committee is recommended to undertake the tasks needed to establish the CTSA. Options for funding the program are identified. A draft startup budget and a draft sample initial annual operating budget are included in the Plan. An initial budget of \$325,000 is proposed for each of the first two years of full operation following the formation phase.

The Plan acknowledges the contributions and relationships of the existing human service agencies in the County. It recommends careful attention to the roles of these organizations relative to the new CTSA and that funding considerations always be based upon a thorough analysis of the impacts of coordinating efforts between these existing organizations and the new agency.

The Plan suggests a number of service strategies responding to transportation needs identified in the planning process. These gaps were vetted through outreach efforts with community stakeholders that work with seniors, persons with disabilities, and persons with low-income. The specific strategies proposed for Contra Costa County are listed on the following page:

- Travel training: Create a program to teach bus riding skills on all county transit systems.
- Improved ADA Eligibility Process: Institute a refined countywide ADA eligibility process, possibly an in-person assessment approach, to improve the accuracy of the eligibility determinations.
- Agency Partnerships: Work with human service agencies so they can provide transportation to their clients who currently use the ADA paratransit service operated by the transit agencies.
- Centralized Maintenance: Evaluate the viability of a centralized maintenance program directed at serving the unique needs of the human service community who are operating a variety of vehicles in their programs.
- Volunteer Driver Program: Expand volunteer driver programs throughout the County as an inexpensive means of serving difficult medical and other trip needs for seniors and persons with disabilities.
- Central Information Program: Expand information availability by making meaningful resource information available through a central referral mechanism.
- Advocacy Role of Mobility Management: Determine the level of advocacy appropriate for a new CTSA in Contra Costa County and include the new agency in all transportation planning processes.
- Technical Assistance Program: Include technical support as one of the services of the newly created CTSA to assist the human service community and other agencies in planning, grant management, and other technical functions.
- Driver Training Program: Establish a professional and consistent driver training program for human service agencies; offer driver training services relating to special needs populations to existing paratransit providers.

Chapter 1: METHODOLOGY

Background

The Contra Costa Mobility Management Plan was commissioned by the County Connection. It was derived from a Countywide outreach process, involved agencies throughout the entire County, and offers strategies applicable to the entire County. The Plan's technical basis is derived from input from transportation experts representing many agencies and the experience of the consulting team.

The Plan is intended to guide long term development of mobility management projects that fill gaps in existing transportation services and are sustainable both on the basis of organizational structure and funding. Traditional transportation services, such as public transit, are increasingly challenged to meet the needs of a diverse population. Public transit or "mass transit" is designed to carry large amounts of riders. Public transit includes fixed-route bus and rail service for the general public and paratransit bus service for disabled individuals in the community as described in the Americans with Disabilities Act (ADA). Although public transit provides an appropriate means of transportation for a majority of riders, there is an increasing population that requires specialized transportation. The result is increased emphasis on specialized programs that enhance transportation services and provide alternatives to fill gaps that seniors, persons with disabilities, and persons with low-income face. These are broadly defined as mobility management strategies. Effective mobility management strategies are those that coordinate with existing transportation services including: public transit, community based, and human service transportation programs. These strategies fill gaps often lost through public transit and will vary based on the demographic group being served. Examples of mobility management strategies specific to Contra Costa County are detailed in Chapter 3.

The identification and pursuit of these service delivery strategies is not enough to meet the need. Only through institutional commitment and appropriate institutional structures can these unique delivery strategies be provided. A CTSA will provide the framework for that process in Contra Costa County.

Methodology and Outreach

The process used to construct the Plan involved the following steps:

Establish overall project direction and objectives: This initial planning stage involved discussions with the agencies managing the planning process, in particular County

Connection and the Contra Costa Transportation Authority (CCTA). The result was the broadening of the objective of the project to include consideration of the full range of mobility management options and structures for the County as opposed to a “one-stop” information referral project.

Identify appropriate mobility management functions and service delivery structures through technical analysis and community input: The analytical portion of the planning process was strongly supported by extensive community input. Activities involved meetings with community agencies to identify needs and to present technical options. The results of this process became the list of strategies included in the Plan.

Formal advisory input: The planning process was supported by two levels of advisory input. The first was the formation of an ad hoc Stakeholders Advisory Committee. This group represented varying interests throughout the County and included a cross section of agency types and geographic perspectives. The direction provided by this group was invaluable to the direction of the Plan. Among the most important outcomes of the advisory committee was recognition that an institutional framework was necessary to deliver the creative service options that are needed. The Plan defines both the structure recommended and the functional programs that were identified by the community and Advisory Committee.

The second level of advisory input was in the form of three Summit meetings held throughout the County. These Summits were structured to solicit input and feedback on specific mobility management options. Input from the participants was extremely helpful in defining the elements of this Mobility Management Plan.

Throughout the outreach process, stakeholder input was elicited to identify the challenges that their target population face when traveling throughout Contra Costa County. These findings were used to design strategies to fill the gaps that are detailed in Chapter 3. Throughout the outreach process the overarching theme was the lack of coordination amongst human service agencies, transit operators, and private/public/non-profit agencies. Although there are many providers of transportation, there is no central focal point for coordination, implementation, and enhancement of transportation options for these special needs populations. The recommendations in this Plan provide a comprehensive approach to address the challenges identified through outreach to the community.

Chapter 2: MOBILITY MANAGEMENT STRUCTURE OPTIONS

Mobility management is one part of a complex matrix of transportation services in any urban area. The “public transportation system” is made up of a number of elements that interact and often overlap. The major components of a public transportation system are: fixed-route bus service for the general public, paratransit bus service for individuals with disabilities as described in the Americans with Disabilities Act (ADA), and mobility management/human service transportation serving the specialized transportation needs of the population. These three elements have traditionally operated independently of each other.

In a coordinated transportation system, the three elements work in a more integrated fashion to serve certain targeted populations, specifically individuals with disabilities, the elderly, and persons of low income. This can result in service and cost efficiencies that yield benefits for the individual riders, public agencies, and smaller human service transportation providers. Within a coordinated transportation system, public transit, community based and human service agencies work with one another to refer riders to the service that is most appropriate for their functional abilities. Presently there are agencies in Contra Costa County that refer riders, but throughout the planning process there has been an emphasis on expanding and enhancing these efforts in a coordinated fashion. The quantitative and qualitative impacts of integrating a coordinated transportation system are captured in this Plan.

Though “mobility management” has often been defined narrowly to focus on one-stop call centers, this Plan takes a broader view. The concept goes far beyond minimal trip planning efforts for individuals to much broader strategies capable of improving service delivery to much larger numbers of individuals. No one strategy can serve all of the needs of the special needs groups targeted and for this reason the Plan consists of a variety of programs each meeting some aspect of the overall demand. This Plan includes strategies that exceed available funding and sets forth a list with recommended priorities. It also suggests approaches to funding intended to create a viable and sustainable program.

Consolidated Transportation Services Agency

Elements embodied in the concept of mobility management have been a part of the transportation service delivery framework for many years. Only recently have these elements been referred to as mobility management. Federal coordination requirements are now placing renewed emphasis on strategies to increase coordination in California such as the formation of CTSAs.

When the State passed AB 120, the Social Services Transportation Improvement Act, it allowed county or regional transportation planning agencies to designate one or more organizations within their areas as Consolidated Transportation Service Agencies (CTSAs). The goal was to promote the coordination of social service transportation for the benefit of human service clients, including the elderly, disabled individuals, and persons of low income. AB 120 specified the following strategies of service coordination through the use of CTSAs:

- Cost savings through combined purchasing of necessary equipment.
- Adequate training of drivers to insure the safe operation of vehicles. Proper driver training to promote lower insurance costs and encourage use of the service.
- Centralized dispatching of vehicles to efficiently utilize rolling stock.
- Centralized maintenance of vehicles so that adequate and routine vehicle maintenance scheduling is possible.
- Centralized administration of various social service transportation programs to eliminate duplicative and costly administrative functions. Centralized administration of social service transportation services permitting social service agencies to respond to specific social needs.
- Identification and consolidation of all existing sources of funding for social service transportation. This can provide more effective and cost efficient use of scarce resource dollars. Consolidation of categorical program funds can foster eventual elimination of unnecessary and unwarranted program constraints.

The CTSA structure is unique to California. While other states are beginning to implement coordinated transportation projects, only California has the state legislated model of the CTSA. Thus, for three decades, initiatives to coordinate human service transportation programs in California have been largely guided by AB 120. There is a new focus on CTSAs as the appropriate entity to implement the programs embodied in the federal legislation that provides funding for mobility management projects. Other communities are seeking to create new CTSAs or designate existing organizations as CTSAs to combine the State and federal legislation into service delivery mechanisms

that have resources and focus to achieve real coordination. A significant dialogue is underway throughout California regarding the role of the CTSA and its ability to meet both the federal and State coordination requirements.

In January 2013, the Metropolitan Transportation Commission (MTC) circulated a Draft Coordinated Public Transit – Human Services Transportation Plan Update which recommends the designation of CTSAs to facilitate sub-regional mobility management and transportation coordination efforts.

What is a CTSA Intended to Do?

While no two CTSAs are structured the same way or provide exactly the same services, there are common objectives to be found in all CTSA activities:

- Increase transportation options for seniors, the disabled, and persons of low income.
- Reduce the costs for public transportation.
- Identify and implement efficiencies in community transportation operations.

What Can a CTSA Look Like and Accomplish?

CTSAs in California have taken on a variety of forms and within those various forms they provide a range of services. The most successful CTSAs have embraced the concept of human service coordination and mobilized efforts to creatively use resources to accomplish great things in their local communities. While all forms of CTSA have the potential to achieve the objectives of the concept, evidence provided through a review of available CTSA documentation and case studies indicates that certain structures may be more conducive to successful project implementation than others.

AB 120, the California legislation creating CTSAs along with the subsequent federal guidance on human service transportation coordination offers a general concept of a mobility management agency. Within that guidance is great latitude to mold the concept to the unique circumstances of a local community. The most successful CTSAs have built a creative array of programs serving a broad population of persons in need. The typical target populations include the disabled, elderly, and low-income individuals. Many studies including planning efforts in Contra Costa County have documented the substantial unmet needs of these groups and the need for additional specialized transportation capacity programs capable of targeting these potential riders. As the definition of need is broadened to include young children and possibly other groups, the volume of need becomes even more extensive.

Well refined CTSAs have addressed the broad variety of needs in creative ways. They have typically used limited funds in creative ways to achieve substantial results. For example, efforts in other counties have included joint funding of service provided by human service agencies for their own client populations. Some communities combine funding for transportation programs with other sources. Examples of non-transportation funding that are sometimes used to support transportation services include Regional Centers, Temporary Assistance for Needy Families (TANF), and Area Agency on Aging.

An effective CTSA is an organization that serves as a broad facilitator – or champion - of transportation coordination. The role typically means that the agency is well connected in the transportation and human service community and is a leader in creating solutions to travel needs. This is often accomplished through negotiating cooperative agreements between agencies to coordinate the use of funds, acquiring capital assets (e.g. vehicles, computer equipment, etc.), and buying fuel and electricity for vehicles (e.g. joint fuel purchase). Service delivery can range from: coordinating a volunteer driver program to managing a travel training program for fixed-route service and can include the facilitation of direct service delivery through contracts with social service agencies. An important consideration is that most functions that a CTSA can perform can be offered through any of a variety of structural models.

Consolidated Transportation Service Agency Models

AB 120 requires that CTSAs be designated by a transportation planning agency. In Contra Costa County, this entity is the Metropolitan Transportation Commission (MTC). According to statute, each CTSA designated must be an agency other than the planning agency. The range of options for CTSA designation as defined in law are:

- A public agency, including a city, county, transit operator, any state department or agency, public corporation, or public district, or a joint powers entity created pursuant to the California Government Code Section 15951.
- A common carrier of persons as defined in Section 211 of the Public Utilities Code, engaged in the transportation of persons, as defined in Section 208.
- A private entity operating under a franchise or license.
- A non-profit corporation organized pursuant to Division 2 (commencing with Section 9000) of Title 1, Corporations Code.

Within these broad legal definitions, a number of alternative CTSA structure models have emerged. These or possible variations are open for consideration for application in Contra Costa County. The following are the principal structural options for CTSA organizations in the County.

- Single Purpose Non-profit Agency: In California there are limited examples of non-profit agencies that have been designated as a CTSA that provide a wide range of transportation programs and services. Noteworthy examples of existing non-profit CTSA's are Outreach in Santa Clara County, Valley Transportation Services in San Bernardino County, and Paratransit, Inc. in Sacramento County.

Outreach and Escort of Santa Clara County served as the CTSA in the County for several years before its designation was rescinded by MTC. It was recently re-designated by MTC and is currently the only CTSA in the nine county Bay Area. Among the provisions associated with this re-designation was an agreement that Outreach would not submit a claim for TDA Article 4.5 funds. Access Services in Los Angeles was created largely to manage the ADA paratransit program in LA County but was also designated the CTSA. It was created through action by public agencies to address ADA and coordination issues.

- Multi-Purpose Non-profit Agency: There are examples in California where a multi-purpose non-profit agency has been designated the CTSA. This is typically a situation where a strong non-profit organization with an effective infrastructure wishes to champion transportation issues and adds those functions to a broader list of agency activities. Ride-On of San Luis Obispo is an example of this form of organization. Ride-On was originally the United Cerebral Palsy (UCP) affiliate in San Luis Obispo and still serves in that capacity in addition to its transportation responsibilities. There are many examples of non-profit organizations that have created major transportation programs under an umbrella that includes nutrition services, housing programs, food banks, and other common human service functions.
- County Government: In many rural California counties, transportation services are provided by the County. Often this includes providing public transit services. This is a common structure in smaller or rural counties. Several counties have been designated CTSA's. Often, though not always, transportation services are provided through the public works department. Counties such as Glenn and Colusa are examples of this form of CTSA.
- Public Transit Agency: In some California counties the local public transit agency has been designated the CTSA. This applies to both legislated transit districts and Joint Powers Authority (JPA) agencies. It is typically in smaller counties that the transit agency has been designated. Examples of transit agencies that are

CTSAs are El Dorado Transit, Eastern Sierra Transit Authority (Bishop), and the Mendocino Transit Authority. All of these are JPAs.

Of the models presented above the non-profit agency model has historically been the most notable in terms of implementing programs with long-term sustainability. Non-profit agencies such as Outreach and Escort, Ride-On, and Paratransit, Inc. have delivered successful coordinated transportation programs throughout California for many years. Each of these organizations continues to evolve to meet the needs of the communities they serve. Non-profit organizations have typically been the most successful CTSA model for a number of specific reasons. These include:

- **Specific Mission:** Non-profit CTSAs have been established with a human services perspective focused on special needs populations and programs dedicated to fulfilling these unique needs. This differs from public transit agencies whose primary mission is to serve large groups of travelers (“mass” transportation). Human service transportation often plays a very small part in an organization with a mass transit mission.
- **Entrepreneurial style:** Non-profit CTSAs have often been created by transportation professionals seeking to apply creative approaches to the hard to serve needs of special population groups.
- **Flexibility:** Non-profit CTSAs typically have more flexibility to create and operate new programs than governmental agencies.
- **Applicable laws:** Non-profit corporations are subject to different laws than public agencies such as labor laws. This fact can provide more latitude to structure services with unique operating characteristics than most public agencies.
- **Access to funds:** Non-profit corporations may be eligible for funds that are not available to other organizations. Such funds may contribute to fulfilling the mission of the agency. An example would include the priority given to non-profit corporations applying for FTA Section 5310 funds.

Legal Setting

The legal basis for establishing and managing CTSAs is contained in the California enacted Transportation Development Act (TDA). This broad set of California laws and regulations concerning transportation funding and management contains the various provisions governing CTSAs. The CTSA portion of the TDA is a relatively small part of a much larger law concerning funding for all modes of transportation and certain specific funding sources available to all counties for transportation purposes.

The two funding sources included in TDA are:

- Local Transportation Fund (LTF): derived from a ¼ cent of the general sales tax collected within the county and
- State Transit Assistance Fund (STA): derived from the statewide sale tax on gasoline and diesel fuel.

The portion of the TDA creating CTSA states that such agencies are eligible to claim up to 5% of the LTF for community transportation purposes.

The Act also specifies the process through which a CTSA may be designated. The designating agency may promulgate regulations specific to the CTSA as well as the duration of the designation. The length of CTSA designation varies throughout California. For a number of CTSA, the term of designation has evolved over time. For example, Paratransit, Inc. in Sacramento was designated the CTSA in 1981 for a one year period. This designation was reviewed and extended later in multi-year increments. In 1988, the designation was extended “without a time limitation” and has retained designation to this day.

The oversight of claimants for TDA funds including CTSA are subject to two audits. The first is an annual fiscal audit that must be submitted within 180 days of the close of each fiscal year and the second is a triennial performance audit. This periodic audit conducted according to specific guidelines, evaluates the performance of a TDA claimant and could serve as the basis for determining the future of a CTSA.

Governing Structure

An area of CTSA oversight that is not contained in the TDA law and regulations is the local governing structure of the designated agency. If a CTSA is a public agency, the governing board of that agency would traditionally oversee receipt and expenditure of public funds. Since a CTSA can be a County, a transit agency, or other government agency, it would be subject to the scrutiny of a board that is otherwise responsible for fiduciary oversight. A CTSA may also be a non-profit corporation. The governing structure may vary substantially among non-profit corporations. Many traditional charitable non-profit corporations have self-appointing boards. This typically means that interested members of the community may be appointed to the board by the sitting board members. Ride-On in San Luis Obispo is an example of this type of governing structure.

There is precedent in California for a non-profit corporation to have a board of directors whose make-up is governed by political agreement associated with its structure. Paratransit, Inc. began as a traditional non-profit corporation with a self-appointing board. Later in its evolution, local public agencies formed an agreement associated with Paratransit's designation as a CTSA that included specific appointing authority to local governmental jurisdictions. This revised structure provided the desired level of oversight and representation.

Valley Transportation Services (VTrans) in San Bernardino County was created in 2010 to serve as the CTSA for the San Bernardino urbanized area. The Bylaws of this newly created non-profit agency specified that its Board of Directors be appointed by San Bernardino Associated Governments (SANBAG), Omnitrans (the public transit agency), and by San Bernardino County. This publicly appointed governing board structure reflected the importance of oversight in a case where large amounts of public funding are made available to a non-profit agency. VTrans, as the designated CTSA, is eligible to receive an allocation of local sales tax Measure I for transportation purposes.

An effective and functional Board of Directors for a new non-profit CTSA should be made up of approximately seven to nine members. Because of the management of large amounts of government funds, it is appropriate that public agencies appoint members to the new Board. A typical structure might include appointments by CCTA, Contra Costa County, each transit agency, and some human service agency representatives. Appointing agencies can usually appoint from their own membership or from the community. In some cases, governance structure formats are established to require representatives of the service population (e.g. disabled representatives or seniors). These decisions would be debated by the Oversight Board recommended as a key implementation step.

Phased Implementation: Sample Consolidated Transportation Service Agency Operating Budget

Various phases will be necessary to achieve full implementation of a CTSA in Contra Costa County. Each phase in the process will have its own budget. This will allow for clear delineation of the costs of each phase. The first phase is preparatory to establishing an operational CTSA. It consists of the formation of an Oversight Board to guide development of the CTSA concept, establish its legal framework, determine a governance structure, and make final budget and operating decisions. The Oversight Board phase of the project is proposed to be funded by two sources: 1) funds remaining on the Innovative Paradigms Mobility Management planning contract and, 2) reallocation of New Freedom funds that had been granted to the Contra Costa

Transportation Authority for phase 3 of initial planning process. In combination, these funding sources provide adequate funding for formation functions.

Once the functions to be performed by a new CTSA are determined, a budget for the early operation of the organization can be developed. The budget will depend on whether a new agency is created or the CTSA designation is added to an existing organization. This will determine whether the entire infrastructure of an organization is necessary or if staff and other support services are added onto an existing agency. Administrative overhead will be an important element to identify. The staff capacity of the CTSA will have an impact on the organization's ability to build programs and to manage the range of functions that a CTSA is capable of performing.

In the growth stage of a CTSA, considerable time and effort (staff resources) will be necessary to forge partnerships with other organizations, prepare grant applications, implement service functions, etc. For discussion purposes, two CTSA budgets for Contra Costa County are presented below. The first is a startup budget intended to capture the cost of organization formation, creation of basic organization infrastructure such as accounting and business management functions, and early staffing functions that eventually lead to dedicated management. The second budget is a pro forma first year operating budget. It presents a basic structural budget for the first year of operation. It does not present operating costs for the various programs that might be operated. The initial organization budget is to support the pursuit of operating programs with their necessary funding and interagency coordination.

It presents general cost estimates for overhead but does not include costs for individual program elements. Significant refinement would be necessary with actual implementation. However, the sample budget serves as a presentation of basic cost items to guide decision making relative to structure options. This draft budget is based on the premise that a new stand-alone agency would be created to operate the CTSA. The budget therefore includes the financing necessary to lease office space, equip and staff the office, and initiate selected startup service delivery projects.

CTSA Formation Budget

[Estimated formation expense; approximately 6 months]

COST CATEGORY	Cost Estimate	Notes
Professional Services		
Management Consulting	\$75,000	Temporary management
Legal Services	\$40,000	Legal: document prep, filing
Accounting Services	\$40,000	Tax filings; accounting setup
Temporary Operating Expenses		
Office space	\$0	Possibly donated by agency?
Misc. office expense	\$10,000	Materials; travel; Bd expense
Filing fees; etc	\$2,000	Incorporation, etc.
TOTAL OPERATING EXPENSES	\$167,000	
FUNDING SOURCES (existing)		
Innovative Paradigms Contract	\$20,000	
New Freedom Grant (CCTA)	\$147,000	
TOTAL FUNDING SOURCES	\$167,000	

CTSA Operating Budget: New Nonprofit Corporation

COST CATEGORY	Cost Estimate	Notes
Staff		
Executive Director	\$140,000	Salary, taxes, benefits
Administrative Assistant	\$49,000	Salary, taxes, benefits
Direct Expenses		
Office Space	\$72,000	2000 sq ft @\$3 / sq ft
Utilities	\$5,400	\$450 / mo
Professional Services	\$35,000	legal; accounting
Phone	\$3,600	\$300 / mo
Supplies	\$3,600	\$300 / mo
Insurance	\$3,000	\$3,000/ yr
Travel	\$1,000	\$1,000 / yr
Misc Expense	\$12,000	
Functional Programs		
Travel Training		Cost to be determined
ADA Eligibility Process		Cost to be determined
Agency Partnerships		Cost to be determined
Coordinated Vehicle Maintenance		Cost to be determined
Volunteer Driver Programs		Cost to be determined
Central Information Program		Cost to be determined
Advocacy Role		Cost to be determined
Technical Support		Cost to be determined
Reserve		
TOTAL OPERATING EXPENSES	\$324,600	
FUNDING SOURCES (potential)		
MTC Grant	\$205,000	
Other	\$120,000	
TOTAL FUNDING SOURCES	\$325,000	

Chapter 3: FUNCTIONS

The actual functions or services provided by CTSA's and the methods through which they are delivered can vary widely. One major influence on the overall effectiveness of a CTSA is the amount of available funding that the organization has to manage or direct. Some funds do not have to actually flow through the agency. Other funds are directly managed by the agency and can be used to provide direct services or to “seed” projects through other agencies using various grant management strategies.

The service functions that were supported by the stakeholders and the public in Contra Costa County are defined below. Some of these have been under consideration by the community for several years. Others emerged as priorities through the planning process. A subsequent implementation step would be to set priorities among the listed strategies and prepare precise implementation plans and budgets.

Travel Training

Existing Travel Training Programs in Contra Costa County

Some travel training programs currently operate in Contra Costa County. These programs have limited scope both geographically and relative to the clientele that are included in the programs.

- County Connection has a travel ambassador program but staff time to manage it has been cut.
- Tri-Delta Transit operates a “Transit Orientation Class” four times per year to familiarize individuals with the fixed-route transit system. The agency also offers one-on-one travel training upon request. Coordination with high schools that offer travel training is also done by Tri-Delta.
- Contra Costa ARC and Futures Explored provide travel training for their consumers and receives a stipend from the Regional Center of the East Bay (RCEB) to provide this service.
- Independent Living Resources (ILR) of Solano and Contra Costa Counties has an informal travel training program for clients of their agency. ILR staff will provide training to clients on an as needed basis.

Proposed Countywide Travel Training Program

There are several potential elements in a full scale travel training program. Each is defined below.

- **Travel Training or Mobility Training** – The most intensive level of travel training is based upon one-on-one instruction for difficult cases. Often the trainees are developmentally disabled and require extensive and repetitive instruction in order to achieve transit independence. The trainer will work with a client usually for several days to instruct them on how to use the transit system to get to their destination.
- **Bus Familiarization** – This type of training is less intensive and generally can be done in several hours. Typical bus familiarization training would be for a person or group to learn how to read transit schedules and/or take a single trip to a major destination such as a mall. This is also common for physically disabled individuals who need instruction on the use of the special equipment on standard transit buses such as wheelchair lifts, kneeling features, audio stop announcements both internal and external, farebox usage, etc. Bus familiarization is sometimes done in the field in active transit service. In other cases, this training is conducted at the transit facility using out-of-service transit coaches.
- **Transit Ambassador/Bus Buddy Program** – Transit ambassador or bus buddy programs can take several forms. The program usually matches a trainee with a trainer. Typically the trainee and trainer will have something in common - perhaps both are seniors going to a congregate meal site. Transit ambassador and Bus Buddy programs typically use volunteers to teach transit riding skills.

Financial Implications

Moving riders from the ADA service to fixed-route transit can produce dramatic savings for transit agencies. For example, a rider traveling to and from a day-program Monday-Friday using a paratransit service costing \$31.00 per one-way trip that is trained to use fixed-route transit costing \$8.00 for the same trip can produce dramatic savings for the transit operator.

In addition to the financial implications, a rider that transitions from an ADA service to fixed-route transit has increased mobility and independence. This transition allows a rider to travel without the need to schedule a ride as required when using paratransit services. Travel training is an example of a mobility management strategy that

enhances existing public transit by moving riders from paratransit service to the less expensive option of fixed-route.

ADA Eligibility Process

Eligibility Assessment Options

The FTA does not prescribe a particular eligibility process and a number of models are in use across the US. Whatever process is selected by a local transit operator must simply meet the established FTA criteria outlined above. In addition to the paper application process currently in use by Contra Costa County transit operators, three other types of eligibility procedures are in use by transit operators in other communities. The three principal alternative approaches are: telephone interviews/assessments, web-based assessments, and in-person eligibility assessments. ADA eligibility experts debate the accuracy of the various assessment models. While telephone and web-based options are less expensive than an in-person process, the lack of personal contact and observation and the lack of functional testing make refined eligibility determinations, or conditional eligibility, difficult to assign. Yet some communities strongly endorse the telephone and web-based options.

Telephone Based Eligibility

Some agencies rely primarily on telephone interviews for eligibility determinations. These are usually conducted by high level professionals such as occupational therapists who conduct a comprehensive conversation on the phone with the applicant, and in a very few cases where a determination cannot be made, the applicant will be referred for an in-person assessment. Such assessments can be conducted at an applicant's home or other designated site. Eligibility outcomes are relatively similar to those of in-person assessments, though the ability to apply eligibility conditions is arguably more challenging.

Web-Based Eligibility

Web-based assessments have been pioneered by a Southern California firm. This model has been applied in nine paratransit programs, ranging from those in smaller communities such as Victor Valley and Butte County, CA (population in the 200,000 range) to larger systems such as Richmond, Virginia and North San Diego County (population in the 600,000 to 800,000 range). The web-based model is based on the premise that, since most applicants are found fully eligible, and since most systems that use in-person assessments have yet to apply their eligibility conditions, transit agencies that are fiscally constrained should not be spending significant sums on transporting

applicants to in-person assessments and burdening applicants with travel to an assessment location.

Under this model, applicants need to create an on-line account, complete the application and then mail or e-mail a healthcare form completed by a professional who is familiar with their abilities. This information is then reviewed by the professional on the evaluation team who has specific expertise in the disability that is the basis for the person's application. Team members include medical doctors, physical and occupational therapists, registered nurses, social workers etc. Eligibility outcomes are relatively similar to those from in-person assessments in terms of the breakdown of eligibility categories, but not in terms of level of detail. On average, about 56% of the 36,000 applications that have been reviewed so far have been determined fully eligible, 38% conditional (includes 11% temporary), and 6% ineligible. In a small number of cases, if determinations cannot be made remotely, the firm sets up in-person functional assessments locally. Appeals have remained below 1% of the total number of certifications.

Assessment costs range from \$45 to \$70 per application. While the relatively lower costs of these assessments have been appealing to a number of agencies, some of the shortcomings that have been cited by paratransit eligibility experts include:

- The model relies too heavily on applicants' ability to use technology (although these are often completed by caseworkers and other professionals, and exceptions are available for those who cannot use the web)
- There is limited ability to have a discussion with the applicant about the full range of mobility options afforded by in-person assessments.
- The inability to observe applicants ambulate in-person places a significant limit on the evaluator's ability to establish reliable and informative eligibility conditions.

An in-person assessment process results in the greatest accuracy. The ability to personally observe applicants, discuss their functional limitations, and perform structured functional evaluations results in a much greater level of accuracy. Though typically more expensive to perform than assessment models, many operators have determined that the refined ability to introduce conditions for ADA paratransit use make the additional expense of the assessment cost effective. Most of the major transit operators in the US have already introduced in-person assessments. Of the top 10 transit agencies, Boston was the last to introduce an in-person process in December, 2012. As interest in applying conditional eligibility as a cost control tool increases, more agencies are implementing in-person eligibility as the means to achieve that objective.

In-Person Eligibility

An in-person ADA eligibility process typically consists of a number of steps in order to more precisely evaluate an applicant's ability to ride the bus, access bus stops, and to come to a definitive decision as to functional capability. The shift from a paper process to an in-person approach is based upon the Federal Transit Administration (FTA) focus on a functional model of eligibility versus a medical model. With a paper process, the emphasis is typically on the *function* of the applicant's disability.

Steps common to an in-person eligibility process include:

1. In-person interview of the applicant during which details of condition can be established by a trained interviewer.
2. Various transit skill functional tests that help the interviewer verify certain abilities relating specifically to transit riding.
3. Selected use of professional verification if the interviewer needs further information to establish details of conditions that are not readily apparent to the interviewer.

An in-person process usually takes between 30 and 90 minutes to complete depending upon the nature of the individual's disability and the resulting need for various functional tests. In order to render consistent and accurate determinations, the interview and any skills tests are conducted in a very uniform and "scientific" manner. Interviewers are typically trained to a high level of proficiency in evaluating information provided by the applicant and in interpreting information gathered during functional tests or from medical professionals. Thorough documentation of each assessment is then compiled. This becomes the basis for reviewing any case that is appealed by the applicant.

Financial Implications

Financial implications for an ADA eligibility process vary amongst the models. There is typically a continuum of costs associated with the various processes with the in-person assessment being the most expensive. However, transit agencies that transition from a paper ADA eligibility application process to in-person assessment process typically realize an approximate 15% drop in applications. The drop in the application rate is one key method for controlling ADA paratransit costs. Another is the application of trip by trip eligibility using the conditional determinations made during an in-person process. With specific conditional information, operators are beginning to direct some ADA trips to fixed-route if the individual has been determined to be capable of taking that trip on

regular transit. While often starting incrementally, accurate mode assignment can also become a significant cost control tool.

As important as any cost control factor relating to the introduction of a refined eligibility process is the consistent application of determinations. At the present time, each operator in Contra Costa County makes its own eligibility determinations. Yet once made, the determinations apply to all operators in the Bay Area through the Regional Eligibility Database (RED) system. The application of determination criteria varies across operators. A countywide system would begin to standardize the application of eligibility criteria to result in more consistent eligibility determinations among County operators and perhaps lead to a more consistent regionwide process.

Agency Partnerships

One of the most effective tools available to CTSA's is partnering with community agencies to deliver trips more efficiently and at lower cost than those through traditional ADA paratransit service. An underlying concept in partnership agreements is shared cost contracting. This concept has proven effective in many communities and is now being replicated in others both within and outside California. This approach to service delivery builds on the resources of community agencies and offers partial support of their transportation through subsidized maintenance, insurance, or other technical contributions. Another form of community partnership involves the payment to an agency for the provision of its own transportation service through some combination of funding sources. The resulting service is far less expensive than traditional door-to-door service commonly provided today under ADA guidelines. Since virtually all clients of these agencies are ADA eligible, they could simply be added to the growing numbers of ADA riders. Instead, agency clients are carried on agency vehicles more efficiently and at lower cost. Higher quality service for the client also results from the dedication of the agency to its clients, the stability of routine pick-up and drop-off schedules, and the often shorter trip length due to the proximity of individuals to programs.

There are two advantages of this program to transit operators.

- By moving agency trips off ADA service, the 50% subscription cap in any given time period on ADA demand response service, which causes service denials under ADA, can be avoided.
- Reporting of CTSA agency trips can bring more federal funding into a region through formula programs. Some CTSA's report trips directly into the National Transit Database (NTD). Counting these trips increases the formula funding

available to a region through 5307. Agency trips typically qualify as part of the ADA trip total.

Financial Implications

In locations where successful agency trip models have been deployed, cost savings for moving trips off ADA service are dramatic. Honolulu, Hawaii has such a model where trips performed by the local ADA service provider at a cost of \$38.63 for a one-way trip are now being completed by a human service agency for \$4.85 a one-way trip, with over 55,000 trips performed in the first year of operation. An annual savings of \$1,857,900 resulted.

A dramatic result of agency trip programs is the quality of service that riders experience. Using an agency trip model, the riders are generally transported by program staff. Staff members are generally familiar with the individual's disabilities and special needs, which general public ADA paratransit drivers are often not prepared to manage. Agency trips also typically exhibit shorter trip length, and routine pick-up and drop-off schedules. The combination of these factors results in service that is much higher in productivity than public paratransit services.

Coordinated Vehicle Maintenance

A major program function that can be performed by a CTSA is coordinated vehicle maintenance. In such a program, a central maintenance provider operates a garage servicing a broad range of vehicles. Participation in the maintenance program is voluntary but brings with it such benefits that make it appealing to community agencies from a business perspective. Typically, there are many advantages to the social service community in participating in a program designed to meet its unique maintenance needs. A primary benefit is the overall safety of the CTSA fleet. With services being provided according to rigorously structured maintenance standards, overall fleet safety is ensured. The central provider works with agency customers to ensure compliance with such requirements as CHP inspections and all OSHA regulations.

The beneficial features of a coordinated maintenance program are listed below:

Specialized Expertise

A centralized maintenance program that services paratransit-type vehicles (typically cutaway buses) develops specialized expertise that is not routinely available in commercial repair shops. This includes familiarity with wheelchair lifts, cutaway chassis, brake interlock systems, fareboxes, mobility securement systems, and other unique features.

Central Record Keeping

A centralized maintenance program normally provides record keeping systems that help to ensure compliance with local laws and regulations as well as agency specific reporting on costs, maintenance intervals, life-cycle costs, vehicle replacement schedules, etc.

Loaner Vehicles

A feature of a centralized maintenance program that is often cited as a “life saver” by participating agencies is the use of a loaner vehicle that is similar in size and configuration to the basic vehicles of the participants. This can be very beneficial to small agencies that do not have many or, in some cases, any backup vehicles.

Specialized Schedules

A common feature of a centralized maintenance program is having business hours that best serve the client agencies. This can mean operating during evening hours or on weekends when commercial shops are often closed. Carefully crafted work schedules can greatly assist agencies by obtaining inspections and repairs when convenient to the customer.

Fueling

Centralized fueling can also be a great benefit to agencies. It allows for careful monitoring of the fueling process and fuel usage. It also provides the opportunity for lower prices due to bulk purchasing and guaranteed availability in times of shortage.

Volunteer Driver Programs

Volunteer driver programs are an efficient method of providing transportation options in a community. These programs can take various forms, including: curb-to-curb, shared-ride transportation to common destinations, and highly specialized door-through-door service to riders with very specific needs. Whatever model is used, these programs are an important element in a community’s transportation framework. Volunteer driver programs models can vary significantly depending on the focus of the service. Volunteer programs typically involve some expense with the level of expense varying depending upon the service model employed. Two common approaches of volunteer driver programs include:

- **Shuttle Model:** In a volunteer shuttle operation, the driver is a volunteer but does not provide transportation with their personal vehicle. Instead, the volunteer typically drives an agency vehicle with the agency incurring expenses for all operating costs except the driver. The key cost saving element of this model is

the wages saved through the use of volunteers. Volunteer driver shuttles are often a curb-to-curb, shared-ride service that transport riders to common locations. Many shuttle programs require advance reservations, eligibility criteria (such as age), and a fee to ride.

Volunteer driver shuttles enhance transportation options for their passengers and assist with moving trips to the service that otherwise may be taken on ADA paratransit.

- **Door-through-Door Model:** This volunteer model typically involves a volunteer driving their own vehicle. The driver is not compensated for his time but may be reimbursed at a mileage rate to cover operating expenses such as use of personal gas. The door-through-door model is typically used to provide specialized transportation service for riders that need a high-level of assistance. In the door-through-door model, the driver may escort the passenger from the point of origin to the destination and wait for the passenger at the destination.

The service delivery approach for a door-through-door program varies but can include:

- Matching riders with volunteer drivers
 - Using this approach the agency recruits volunteers and matches the volunteer with a rider. Some programs schedule the rides with the driver and rider, and some “assign” a driver with a rider who coordinate trips without involving the agency.
- Rider finds their own driver
 - Using this model the rider finds their own driver and schedules trips with the driver as necessary.
- Mileage reimbursement
 - Some door-through-door volunteer driver programs offer mileage reimbursement for eligible trips. Reimbursement rates vary.

No matter the service delivery approach door-through-door models provide a highly specialized means of transportation for an often vulnerable population. These programs fulfill a growing need in communities presently only being transported by fee-based service providers.

Contra Costa County has a robust volunteer driver network. The County has multiple examples of both shuttle and door-through-door programs. These programs are tailored to the niche that they serve and provide an efficient method of transporting riders. These agencies also work collaboratively with one another to ensure that riders are provided the service that best suits their functional abilities.

Financial Implications

Contra Costa County volunteer driver programs enhance the transportation matrix by providing transportation options for residents, moving trips off ADA paratransit, and offering a highly specialized means of travel for riders that cannot use other transportation options. These programs, in effect, provide a resource to residents that would otherwise use ADA paratransit, providing both quantitative and qualitative benefits to the community.

Central Information Program

A central information program is often considered the heart of a mobility management program. While this Plan includes an information program as an important element, it is only one of many forming a complete mobility management program. There are two primary call center functions: providing simple information referral and more sophisticated trip planning services.

The simplest call center is a referral service. In this case a caller would be asked questions by the call taker and referred to the appropriate agency.

Examples of Call Centers in Contra Costa County:

- Contra Costa Crisis Center 211 connects callers with community services, such as food, shelter, counseling, employment assistance, and child care. Callers are asked a series of questions to determine which services they are eligible for and then referred to the appropriate agency.
- Contra Costa 511 is a comprehensive Transportation Demand Management (TDM) program that promotes alternatives to single occupant vehicles including carpooling, vanpooling, telecommuting, biking, public transit, and walking.
- Area Agency on Aging (AAA) Information and Assistance (I & A) provides seniors and their families with information on community services and programs that solve the problems faced by Contra Costa seniors.

The central information program for Contra Costa County is meant to enhance the existing call centers and be a resource for persons needing to find information on public,

private, and human service transportation in the County. This could include detailed transit route and schedule information, eligibility information, fares, as well as information on private and non-profit transportation providers. The central information program for Contra Costa County will serve as a point of contact for residents to call to receive both transportation referral services and trip planning assistance. The call center was brought up as a helpful mobility management element during discussions with stakeholder groups.

Advocacy Role of Mobility Management

A mobility management CTSA can play an important role in advocating for the needs of the population groups that it represents. Because the CTSA works closely with agencies and individuals in the human services sector, it is often in a strategic position to advocate for these special needs populations.

There are several alternative approaches or levels of advocacy that the mobility management program can take. The advocacy role for a mobility manager can vary widely depending on the existing conditions in the area that is being served. Possible levels of advocacy are listed below.

- Information Source: Mobility Manager serves as a source of “expert” information for other agencies in the community on issues relating to special needs population.
- Special Needs Representative: Mobility Manager represents special needs populations in transportation decision making venues.
- Active lobbying for special needs populations: Proactive advocacy for special needs groups including initiating proposals for funding and service improvements.

The new CTSA in Contra Costa County would have some level of advocacy involvement simply by the nature of its position in the transportation mix. Such a role is typically defined by the Board of Directors who represent diverse interests in the County. A balanced advocacy role contributes to the overall effectiveness of the agency in the institutional mix in the service area.

Technical Support

Mobility management agencies can provide a variety of support services that benefit local human service transportation providers. Whether due to lack of staff, technical experience, or funds, many organizations are not able to fully utilize the resources available to them. A CTSA has the ability to assist agencies by supplying technical assistance that can allow for increased funding, expansion of existing programs, implementation of new projects, and development of a more highly trained staff.

Grant Writing

CTSAs have the potential to significantly impact available transportation services within their geographic area by supporting local agencies in their efforts to secure grant funding. Completing grant applications can be confusing and overwhelming. While larger agencies often have staff dedicated to the preparation of grant applications, smaller public and non-profit human service agencies usually assign this responsibility to a program manager or other administrative team member. A human service agency may not have the time or the expertise to seek out grant opportunities and submit applications.

Many human service agencies are intimidated by Federal or State grant application requirements and, although some agencies have projects that could qualify for grant funds, choose not to apply. Though grant programs are changing as a result of the passage of MAP-21, the newly enacted federal transit funding program, grants still contain rigorous requirements for management and reporting. Programs such as 5310 are available to agencies and now can be used in part for operations. Yet such grants carry complex requirements that a CTSA can help agencies fulfill.

A CTSA can provide the expertise and the technical support necessary to complete grant applications for local agencies. CTSA staff time can be dedicated to staying current on specific grant requirements and application instructions. This type of time commitment is often difficult or impossible for human service agencies to achieve. CTSA staff can provide assistance through local grant writing workshops, mentoring local agencies, and physically preparing grant applications.

Grant Management

Grant management is a complex process that often prevents agencies from applying for funding. The data collection and reporting requirements can be daunting. Often agencies look at the amount of the grant award and determine that the staff time necessary to oversee the grant is not worthwhile.

A CTSA can assist human services agencies in its region by providing grant management services or by offering training in grant management. In either case, the CTSA staff takes on the role of expert advisor based on its in-depth understanding of the rules and regulations required by each grantor. It can then provide advice and assistance in matters such as:

- Compliance with grant reporting requirements,
- Development of recordkeeping systems,
- Data collection techniques,
- Understanding of sub-recipient agreements in FTA grants, and
- Compliance with DBE and Title VI requirements.

The CTSA can go so far as to prepare and issue reports on behalf of the grant recipient or sub-recipient, if necessary.

Driver Training and Professional Development

California state law is very specific about the requirements for driver training programs, including the qualifications for instructors. For a variety of reasons, agencies may have difficulty operating their own training programs. The driver corps may be small, the need for training classes may be infrequent, or the agency may not have the resources to employ a certified driver instructor. A CTSA can help meet the demand for qualified instruction in a variety of ways:

- Employing a fully certified instructor to teach driver training classes, to which agencies can send new drivers,
- Coordinating between those agencies that have their own programs and those that do not in order to fill available training “slots”, and
- Making materials and speakers available so they can be used as part of ongoing required safety training.

Chapter 4: IMPLEMENTATION STEPS

Successful implementation of the Mobility Management Plan for Contra Costa County will require a series of actions crafted to maintain the consensus that has emerged around the overall concepts contained in the Plan. Success will be evident in the level of community and agency support for the approach, the ability to obtain the necessary funds to achieve implementation, and the efficiency of the resulting structure. This Plan proposes the formation of a CTSA in the County. This has been well documented throughout the planning process. The basis for this recommendation is the long-running dialog in the County regarding mobility management activities with little actual implementation occurring. The planning process identified that a major impediment to action is the lack of a structural platform to serve as the vehicle through which action is accomplished. That vehicle has now been identified as a CTSA. Further, careful consideration has been given to alternative legal structures for a CTSA. The result of that dialog has been the agreement to pursue a non-profit corporation model. The principal basis for recommending this structural model is the level of success in other communities that have adopted this structure.

The steps or phases necessary to achieve successful implementation are defined here. They are presented in a level of detail consistent with the discussions throughout the planning process. It is clear that moving forward will require expertise in governance, finance, mobility management functional tools, and other very specific experience. Such resources have also been discussed throughout the planning process.

Phase I: Adoption of the Plan

The first step toward implementation of the Plan is its adoption by the Board of Directors of County Connection. As the sponsor of the planning process, County Connection is the first level of approval of the Plan and its recommendations. The County Connection Board should consider the implications of the Plan and adopt it both as the sponsoring agency and also as one of the key implementing agencies in the County. Concurrence of the other transit operators particularly WestCAT and Tri-Delta Transit should be sought to demonstrate the support of the transit community for the Plan. Their support will strengthen subsequent steps in the implementation process. It will also give the Transportation Authority what it needs to move the process forward. In adopting the Plan, County Connection should also officially forward the Plan on to the Contra Costa Transportation Authority (CCTA) as the countywide agency best suited to manage Phase II of the implementation process.

Phase II: Formation of a Mobility Management Oversight Board

An Oversight Board of critical agency representatives is the appropriate mechanism for Phase II of the process. This Board should be formed to guide discussion of the critical details of the CTSA formation process including makeup of the governing board, roles and responsibilities of the agency, identification and commitment of seed funds to create the organization, and other legal and procedural details. The Oversight Board is proposed to include: Executive staff from County Connection, Tri-Delta Transit, WestCAT, AC Transit, Contra Costa Transportation Authority, BART, and three executives representing human service agencies.

As a tool for use in guiding the efforts of the Mobility Management Oversight Board, it is recommended that a set of Guiding Principles be adopted to ensure that the interests and objectives of the affected agencies are represented and officially noted. Such a tool can help to keep the efforts of the participants focused and inclusive. A preliminary set of Guiding Principles is proposed below:

Guiding Principles

- **Recognize Existing Agencies' Roles:** Many agencies in Contra Costa County currently provide services under the broad definition of mobility management. The role and interests of these agencies should be recognized and included in the formation of a CTSA and in the future allocation of resources to our through that organization.
- **Minimize administration:** The CTSA will require a management structure in order to accomplish its mission. In creating such a structure, care should be taken to minimize administration in order to maximize the allocation of scarce resources to functional programs.
- **Broadly Analyze Resource Allocation Decisions:** One of the roles of a new CTSA will be to pursue resources for the implementation or continuation of functional programs. In so doing, the CTSA should as a matter of policy prepare an analysis of the impacts of alternative resource allocation strategies that can be considered by all affected agencies in the CTSA service area.

Mobility Management Oversight Board Structure and Functions

- Oversight Board defines CTSA by-laws, board structure, and performance standards
- Oversight Board serves as advisory body after CTSA has been established
- Oversight Board consists of:
 - Executive staff representative of each of the following agencies:
 - County Connection
 - Tri-Delta Transit
 - WestCAT
 - AC Transit
 - BART
 - Contra Costa Transportation Authority
 - Three human service agencies

Phase III: Form a CTSA as the Mobility Management Agency

- Form a CTSA for Contra Costa County approximately twelve (12) months following formation of the Mobility Management Oversight Board.
- Establish a non-profit corporation to serve as the mobility management agency for the County.
- MTC designate the non-profit corporation as the CTSA for Contra Costa County
- Fund setup and initial operation of the CTSA through a combination of funding provided by the Contra Costa Transportation Authority (CCTA) and MTC for a minimum period of two years.
- Establish a governance structure for the non-profit corporation through appointment of Directors to the governing Board by public agencies in Contra Costa County.
- Allocate funds for an interim budget to cover agency formation expenses and initial management activities.
- Allocate a combination of funds totaling \$300,000 to \$400,000 per year for initial CTSA operation.

Funding

- CTSA pursues available grant opportunities.
- CTSA works with transit operators to allocate funds to mobility management programs which move riders from ADA service.

- CTSA works with MTC to identify discretionary funds.
- CTSA participates in new funding opportunities to include funding specifically for seniors, persons with disabilities, persons with low-income, and the CTSA.
- CTSA enters into a dialog with the transit operators, MTC, and the Transportation Authority regarding allocation of TDA Article 4.5 as defined in statute. Action on this issue would only follow the achievement of consensus regarding this funding source. The most logical allocation of TDA to a new CTSA would follow transfer of trips from the transit operators to services coordinated through the new CTSA.

Phase IV: Functional Programs

- Direct the CTSA to establish priorities among the identified functional programs for Contra Costa County.
- Develop grant applications through community partnerships for the implementation of functional programs.

Implementation Timeline

CTSA Implementation Time Line

(approximate)

Date or Time Period	Activity
Obtain Transit Operator Support	August - October, 2013
CCCTA Board Adoption	October, 2013
Form Oversight Board	September - October, 2013
CCTA Presentation	September - October, 2013
Oversight Board hires Manager	January, 2014
Oversight Board conducts performance review	January, 2015

Appendix 1

Contra Costa Mobility Management Plan Stakeholder Planning Group

Charlie Anderson	WestCAT	510-724-3331	charlie@westcat.org
Christina Atienza	WCCTAC	510-215-3044	christinaa@ci.san-pablo.ca.us
Laramie Bowron	CCCTA	925-680-2048	bowron@cccta.org
Heidi Branson	Tri-Delta Transit	925-754-6622	HBranson@eccta.org
Mary Bruns	LaMorinda Spirit Van	925-284-5546	mbruns@ci.lafayette.ca.us
Sam Casas	City of Richmond	510-621-1258	Samuel_Casas@ci.richmond.ca.us
Laura Corona	Regional Center of the East Bay	510-618-7726	lc corona@rceb.org
Peter Engel	CCTA	925-256-4741	pengel@ccta.net
Carol Ann McCrary	Contra Costa ARC	925-595-0115	cmccrary@arcofcc.org
Teri Mountford	City of San Ramon Senior Center	925-973-3271	tmountford@sanramon.ca.gov
Penny Musante	Futures Explored	925-284-3240	pennymusante@futures-explored.org
Ann Muzzini	CCCTA		muzzini@cccta.org
Joanna Pallock	WCCTAC	510-215-3053	joannap@ci.san-pablo.ca.us
Elaine Clark	Meals on Wheels	925-937-8311 x 122	eclark@mowsos.org
Kathy Taylor	Meals on Wheels	925-937-8311 x 119	ktaylor@mowsos.org
Debbie Toth	RSNC Mt. Diablo Center for Adult Day Health Care	925-682-6330 x 111	dtoth@rsnc-centers.org
John Rodriguez	Contra Costa Developmental Disabilities Council	925-313-6836	John.Rodriguez@hsd.cccounty.us
Elaine Welch	Senior Help Line Services	925-284-6699	elaine@seniorhelpline.net

Appendix 2

CTSA Case Studies

Overview

Case studies can be a useful tool in understanding how the experiences of other agencies or communities may offer guidance in a current decision process. Relative to the Contra Costa County Mobility Management Plan, a key underlying concept in implementing creative change in the County is consideration of the formation of a Consolidated Transportation Services Agency (CTSA). The guidelines within the Transportation Development Act (TDA) regarding formation of CTSA's are broad and offer the opportunity for a variety of approaches regarding their formation and operation.

What follows are illustrative case studies defining the approaches taken by other California communities to the formation and operation of CTSA's. Each goes into detail regarding such issues as:

- What approach led to the formation of the CSA? (Single agency application, competitive process, action by a major public agency, etc.)
- What is the governing structure of the CTSA?
- How is the CTSA funded?
- What are examples of the functional programs operated by or funded by the CTSA?

The CTSA's selected for case studies are:

- Paratransit, Inc., Sacramento: This was the first CTSA designated in California and has served as a model for the formation of others. It is a 501(c)3 non-profit corporation.
- Valley Transportation Services (VTrans), San Bernardino: This is among the newest CTSA's in California incorporated in 2010. It is a 501(c)3 non-profit corporation. In less than three years, VTrans has become a major service provider in urbanized San Bernardino County.
- Access Services, Los Angeles: The Los Angeles CTSA, Access Services, was formed in 1994. It also is a 501(c)3 non-profit corporation. It provides a range of services throughout LA County.
- CTSA of Stanislaus County: The CTSA in Stanislaus County was established in 2010. It is somewhat unique in the fact that the operator of the CTSA was chosen through a competitive process.

- Mendocino Transit Authority: This is a Joint Powers Authority transit agency in Mendocino County. This agency serves both as the transit operator and the CTSA. It greatly enhanced its emphasis on human service coordination with the hiring of a Mobility Management Coordinator in recent years.



Paratransit, Inc. – Sacramento

Organization Structure Summary

CTSA Designation: 1981

Organization Type: 501(c) 3 corporation

Board Structure: 9 member board of directors, established through an agreement among governmental jurisdictions

Paratransit, Inc. is a non-profit transportation agency originally incorporated in July, 1978. The agency's incorporation, built on the emerging concept of human service transportation coordination, was an early attempt to demonstrate the potential benefits of service coordination and the centralization of service delivery functions and administration under one organization.

Soon after its incorporation, Paratransit, Inc. served as a model for legislation being authored by the Assembly Transportation Committee to encourage coordination statewide. Assemblyman Walter Ingalls authored Assembly Bill (AB) 120, the Social Service Transportation Improvement Act. This landmark legislation included a provision calling for the designation of a Consolidated Transportation Service Agency (CTSA) in each California county. Paratransit, Inc. was the first such agency designated in California.

Approach to Formation

Paratransit Inc. applied directly to SACOG (formerly SRAPC) for designation as the CTSA. No other agency at the time approached SACOG and no other agency was considered for designation as the CTSA.

Paratransit was designated the CTSA in the Sacramento area on July 16, 1981. At the same time it was authorized to claim up to the full 5% of TDA funds authorized under the law. The initial CTSA designation was for one year. Later designation periods varied between one and three years with the term typically becoming longer as the community became confident in the performance of the organization. In 1988, the CTSA designation was set without time limitation subject to rescission for performance issues.

Paratransit operates as a non-profit CTSA in a partnership with Sacramento Regional Transit District (RT). The two organizations are well respected in regional decision making in the Sacramento area serving together on the Sacramento Area Council of Governments (SACOG) Technical Coordinating Committee that oversees funding allocations. Paratransit has formal ties to RT on two levels. First, RT has the authority to appoint two members of the Paratransit Board of Directors (see Governance below). Further, Paratransit provides all complementary ADA paratransit service within the RT District under a collaborative agreement with RT. Paratransit's operation of the CTSA in parallel with the ADA service allows for maximum of service through unique agreements with many other community agencies.

Governing Structure

Paratransit was initially incorporated with a self-selected and appointed Board of Directors. This model is common among human service organizations. The initial Board Members were mostly senior staff (Executive Directors in most cases) of other community organizations in the Sacramento area. These incorporating Directors had worked through the issues surrounding creation of a new single purpose transportation organization and thus supported the concept and direction. Within three years of its incorporation, Paratransit was receiving increasing amounts of local government funding. The major local jurisdictions then chose to institutionalize the governance of the agency through what became known as the Four Party Agreement. Parties to this agreement were the City of Sacramento, County of Sacramento, Sacramento Regional Transit District, and the Sacramento Area Council of Governments (SACOG). This agreement set forth terms concerning Board structure, financial commitments, asset transfers to Paratransit, oversight by the Sacramento Area Council of Governments, etc. The Four Party Agreement served as the structural guide to the CTSA until it was replaced by a new Collaborative Agreement in December, 2012.

The critical provision of the CTSA designation concerned the agency's governing structure. The Four Party Agreement set forth the required Board of Directors makeup and appointing structure. A nine member Board was established to replace the original self-appointing Board. The Board today is made up as follows:

- Two members appointed by the City Council, representative of the general public (non users).
- Two members appointed by the County Board of Supervisors, representative of the general public (non users).
- Two members appointed by the Board of Directors of the Sacramento Regional Transit District.
- One member appointed by SACOG representing any city or county with which Paratransit contracts for service.
- Two members, one appointed by the City Council and one appointed by the County Board of Supervisors, representing the user community.

CTSA Operating Details

Paratransit, Inc. operates a large array of programs under the mantle of the CTSA. Most are directly related to the objectives for a CTSA outlined in the original AB 120 legislation.

The most noteworthy of the Paratransit CTSA programs is its partner agreements with local community agencies. For many years, Paratransit has refined the concept of shared cost contracting, wherein the partnering organizations each contribute a portion of the cost of service for specific client populations. Working with 8 local agencies today, Paratransit contributes some of the funds it derives from TDA Article 4.5 and the local option sales tax (Measure A) to a funding mix with the agencies. This results in the agencies transporting their own clients at a far lower cost and higher service quality than through the standard ADA paratransit service (which Paratransit, Inc. also operates under contract to Sac RT). This highly successful program has dramatically increased system capacity over what could be funded through the traditional ADA paratransit program. It serves as a cornerstone of Paratransit's CTSA functions.

In addition to partnership agreements with local human service organizations, Paratransit has operated a maintenance program for its own vehicles and for those of other community agencies. Today this operation, dating back 30 years, provides services for over 50 organizations ranging from local non-profit human service agencies to Sacramento State University to private Medicaid transport operators.

For many years, the agency has operated a large travel training program aimed at training individuals, many developmentally disabled, to ride the fixed-route transit service. This program has recently expanded in other regions including Spokane, Washington, San Joaquin and Santa Clara Counties in California, and Honolulu, Hawaii. Over the years this program has trained thousands of individuals to ride the bus, thus saving an enormous expenditure on ADA paratransit service.



Valley Transportation Services (VTrans) – San Bernardino

Organization Structure Summary

CTSA Designation: 2010

Organization Type: 501(c) 3 corporation

Board Structure: 7 member board of directors, specified in Corporate Bylaws

Valley Transportation Services (VTrans) is among the newest CTSA's in California. It was designated as the CTSA by the San Bernardino Transportation Commission (SANBAG) in September, 2010.

Approach to Formation

The concept of a CTSA had been included in the San Bernardino County local sales tax measure as a recipient of a portion of the tax receipts. Yet at the time of passage of the tax (Measure I) no CTSA existed in the County. To accomplish formation of a CTSA, SANBAG commissioned a study of alternative approaches to a CTSA with the intent that the study would result in a formal recommendation of the appropriate structure of the CTSA for the San Bernardino urbanized area. The study considered all structural options and concluded with the recommendation that a new 501(c)3 corporation be created to be designated as the CTSA. VTrans incorporation was completed in October, 2010.

The provision of the local sales tax measure calls for the allocation of 2% of the tax proceeds to the CTSA. Funding began to accrue in 2009 and was made available to VTrans immediately upon formation. The 2% funding level in the tax measure provides approximately \$2 million per year for VTrans operations. These local funds have been used very successfully to date as local match to leverage federal funds (see CTSA Operating Details below).

Governing Structure

The VTrans Bylaws specify its governing structure. The structure is dictated in part by the large amount of public funding received by the agency and also by the intent to involve the major governmental organizations in its governance. The Board of Directors of VTrans consists of the following:

- Three appointed by San Bernardino Associated Governments (must be representative of the San Bernardino Valley)
- Two appointed by San Bernardino County Board of Supervisors (must be representative of the San Bernardino Valley area)
- Two appointed by Omnitrans – must be representative of designated population

Both SANBAG and San Bernardino County have chosen to appoint members from the community. In certain cases, these have been former elected officials from the area. Omnitrans has chosen to appoint two members of its own Board of Directors. The Omnitrans Board is made up entirely of elected officials of the represented jurisdictions. Thus its appointees are elected officials. Also included in the Bylaws is the right of SANBAG to appoint an ex-officio member. It has chosen to appoint a senior transportation executive to this post. The original corporate Bylaws did not provide for staggered terms for Board Members. This has since been corrected. Board terms are three years with a limit of two consecutive terms.

CTSA Operating Details

VTrans was interested in beginning operation very quickly following formation. In order to do so, the agency retained a very experienced CTSA executive on a contract basis to serve as its initial Executive Director. That individual was vested with full authority to manage the startup of the agency including money management, hiring authority, etc. Early startup steps included the selection of office space, full office setup, establishment of the accounting system, development of operating policies, and negotiation of initial operating agreements. The final step in the contract called for the Executive Director to guide the selection process for a permanent Chief Executive Officer. That permanent CEO took over in January, 2011.

Among the initial operational steps undertaken by the new agency were the application for federal funds to create a new travel training program and the formation of partner agreements with human service agencies to serve as transportation providers for agency clients. These newly created services took passenger trips off of the ADA paratransit system and onto a service with agency vehicles and drivers. Initial response was overwhelmingly positive regarding both service quality and cost savings.

VTrans has gone on to establish a volunteer driver program, partner on a grant applications, and expand agency trip participation by bringing in additional operating agencies. VTrans is presently in the final stages of creating a maintenance program for human service agencies in the San Bernardino area by opening its own facility staffed with agency employees.



Access Services (ASI) – Los Angeles

Organization Structure Summary

CTSA Designation: 1994

Organization Type: 501(c)3 corporation

Board Structure: 9 member board of directors

Approach to Formation

In 1990, the Los Angeles County Transportation Commission (LACTC) adopted an Action Plan and established a CTSA to begin coordination of Social Services transportation. The adopted plan called for the CTSA to implement and operate an information and referral service for social services transportation as well as provide technical assistance and training to local service providers. In 1991, in response to the mandates of the Americans with Disabilities Act (ADA), the mission of the CTSA was expanded to include the implementation of a regional ADA paratransit system for the Los Angeles County region.

In 1994, shortly after its formation, the successor to the LACTC, the Los Angeles County Metropolitan Transportation Authority (LACMTA) determined that the mission of the CTSA could best be fulfilled if the CTSA were a stand-alone independent agency. From this action, Access Services was established and designated as the CTSA for Los Angeles County per California Government Code Article 7, Section 6680.

Agency Structure and Functions

Access Services Incorporated (ASI) was established in 1994 and was designated as the Consolidated Transportation Services Agency (CTSA) for Los Angeles County by LACMTA (Metro). ASI is a public non-profit corporation and as the CTSA, administers the Los Angeles County Coordinated Paratransit Plan on behalf of the County's 43 public bus and rail operators. ASI facilitates the provision of complementary ADA paratransit services under the name "Access Paratransit."

In its role as Access Paratransit, ASI enters into and administers federally funded regional contracts with independent private transit providers. The agency also leases vehicles to the regional providers at \$1 per month to help facilitate the provision of service under the contracts. In total, the Access Paratransit system provides more than 2.3 million rides per year to more than 74,000 qualified disabled riders in a service area of over 1,950 square miles. Access Services receives its funding from Proposition C sales tax, Federal 5310 grants, and fare box revenue.

As the designated CTSA in Los Angeles County, ASI is in charge of the development and implementation of regional coordination of social service transportation to seniors, persons with disabilities, youth, and the low-income populations.

ASI operates as the ADA provider offering complementary service to the fixed-route operations of LACMTA and local municipal operators. Its governing structure is separate from that of LACMTA but provides for the transit agency to appoint one of its Board members.

Governing Structure

ASI is governed by a nine-member board of directors with one appointment by each of the following.

1. Los Angeles County Board of Supervisors
2. City Selection Committee's Corridor Transportation Representatives
3. Mayor of the City of Los Angeles
4. Los Angeles County municipal fixed-route operators
5. Los Angeles County local fixed-route operators
6. Los Angeles County Commission on Disabilities
7. Coalition of Los Angeles County Independent Living Centers
8. Los Angeles County Metropolitan Transportation Authority
9. Alternating appointment by the municipal and local fixed-route operators

CTSA Operating Details

Access Services performs a variety of functions as the CTSA. In 2009, ASI will sponsor over a dozen workshops in conjunction with Caltrans, CalACT, the

National Transit Institute, and other organizations. These professional development opportunities are available to public and non-profit agencies providing specialized transportation in Los Angeles County and their employees/affiliates (private sector applicants). Most of these programs are low or no cost and are subsidized by Access Services CTSA program.

In addition to training and education, ASI provides brokerage services, technical assistance, joint procurement, and travel training under the auspices of the CTSA.

For FY 2009-2010, the CTSA portion of the ASI Budget is projected to be \$223,103, which represents 0.24% of the agency's total operating costs of \$92,350,473.

***Consolidated
Transportation Services
Agency of the Stanislaus
Region***

Consolidated Transportation Services Agency of the Stanislaus Region

Organization Structure Summary

CTSA Designation: 2010
Organization Type: 501(c)3 corporation
Organizational Approach: Contract with Paratransit, Inc. to serve as CTSA

Approach to Formation

A comprehensive Stanislaus County Transit Needs Assessment was prepared in 2009. This study identified a number of transportation service gaps in the County and recommended formation of a CTSA to address the variety of identified needs. The Stanislaus County Council of Governments (StanCOG) sponsored the study and directed implementation. StanCOG chose to create a CTSA and prepared a Request for Proposals (RFP) defining the responsibilities of the CTSA and openly solicited proposals for this service. This is a unique approach to the selection of an agency to serve as a CTSA.

Proposals were received by two agencies to serve as the Stanislaus County CTSA. One was submitted by Catholic Charities of Stanislaus County. This local non-profit agency operated a small volunteer driver program in the county in addition to other human service functions. The other proposal to serve as the CTSA was submitted by Paratransit, Inc. of Sacramento. This large non-profit corporation (see case study above) already served as the CTSA in Sacramento County and had more than 30 years of experience as a CTSA operating agency. StanCOG chose to designate Paratransit Inc. as the CTSA for Stanislaus County. StanCOG entered into a three year contract with Paratransit with two option years. A separate Resolution was also adopted designating Paratransit as the CTSA for Stanislaus County.

Stanislaus Governing Structure

Paratransit Inc. is a Sacramento based corporation that does business throughout California and a number of other States. It has served as the CTSA in Sacramento County since 1981. Technically, the Stanislaus CTSA is governed by the Board of Directors of Paratransit, Inc.

To ensure local participation in governance, an advisory committee to StanCOG was established specifically to oversee the CTSA. This Mobility Advisory Committee (MAC) meets on a periodic basis to review operations and outcomes of the CTSA.

CTSA Operating Details

The Stanislaus CTSA has no dedicated funding source. Instead, the CTSA claims TDA funds under Article 4.5 as provided for in the law. The amount of funding that is claimed each year is negotiated among the transit operators and through a review of program objectives with StanCOG. The expectation of the CTSA as it was formed was that it would use the local TDA allocation to leverage federal funds to operate agency programs. Within the first year of existence, the CTSA successfully sought Federal JARC and New Freedom funds to support operations. Because of the 80% federal share of these programs as mobility management projects, the CTSA was able to lever an initial \$100,000 TDA allocation into a \$400,000 budget in its first year. TDA allocations in subsequent years have increased along with additional successful grant applications.

The Needs Study that led to the formation of the CTSA established priority programs for implementation. These specifically included a volunteer driver program to provide door-through-door service beyond ADA requirements and a travel training program to operate for all 5 transit operators throughout the County. Both programs were created within the first year of operation. The CTSA presently has a full time staff of three. These employees of the CTSA perform travel training and manage an expanding volunteer program. In addition, the CTSA staff provides technical assistance to StanCOG and other County agencies regarding transportation issues and programs.



Mendocino Transit Authority

Organization Structure Summary

CTSA Designation: 1981

Organization Type: Joint Powers Authority: Transit Authority

Board Structure: 7 member board of directors as set forth in the JPA

The Mendocino Transit Authority (MTA) is a Joint Powers Agency created in 1975 to provide transportation services within Mendocino County. The agency was designated as the CTSA for Mendocino County in 1981 by the Mendocino Council of Governments (MCOG).

The designation was accomplished through the use of a Minute Order by the COG and has been in effect since 1981. MTA has not had to re-apply in order to maintain its status as CTSA.

Mendocino Transit Authority Governing Structure

The MTA Board has seven appointed members.

- 3 appointed by the County Board of Supervisors
- 1 appointed by the City of Ukiah
- 1 appointed by the City of Point Arena
- 1 appointed by the City of Willits
- 1 appointed by the City of Fort Bragg

Membership on the JPA does not require a board member to be an elected official. Currently, about half of the membership consists of elected officials.

CTSA Operating Details

The Mendocino Transit Authority has substantially enhanced its efforts to provide a range of mobility management services in recent years. The hiring of a Mobility Management Coordinator was a major step in this development for the Authority.

Agenda Item 7

TRANSPAC Transportation Partnership and Cooperation

Clayton, Concord, Martinez, Pleasant Hill, Walnut Creek and Contra Costa County
2300 Contra Costa Boulevard, Suite 110
Pleasant Hill, CA 94523
(925) 969-0841

February 24, 2014

Randell H. Iwasaki, Executive Director
Contra Costa Transportation Authority
2999 Oak Road, Suite 100
Walnut Creek, CA 94597

Re: Status Letter for TRANSPAC Meeting – February 13, 2014

Dear Mr. Iwasaki:

At its meeting on February 13, 2014, TRANSPAC took the following actions that may be of interest to the Transportation Authority:

1. Received report from Michael Wright, City of Concord Reuse Project Director, on the current planning for reuse of the Concord Naval Weapons Station (CNWS).
2. Received report from TRANSPAC Chair David Durant on the issues raised by CalPERS regarding the status of 511 Contra Costa employees and supported the use of TRANSPAC reserves to engage Best Best & Krieger in support of the establishment of a TRANSPAC Joint Powers Authority to establish status for past employees as well as current and future 511 Contra Costa employees, to be considered on the March 13, 2014 TRANSPAC agenda.
3. Received a report from Lynn Overcashier, 511 Contra Costa.
4. Elected Mark Ross as TRANSPAC Chair and Loella Haskew as TRANSPAC Vice Chair for 2014.

TRANSPAC hopes that this information is useful to you.

Sincerely,



Barbara Neustadter
TRANSPAC Manager

Mr. Randall H. Iwasaki

February 24, 2014

Page 2

cc: TRANSPAC Representatives; TRANSPAC TAC and staff
Candace Andersen, Chair – SWAT
Sal Evola, Chair – TRANSPLAN
Martin Engelmann, Hisham Noeimi, Brad Beck (CCTA)
John Nemeth – WCCTAC
Janet Abelson – WCCTAC
Jamar I. Stamps – TRANSPLAN
Andy Dillard – SWAT
Danice Rosenbohm, CCTA
June Catalano, Diana Vavrek, Diane Bentley – City of Pleasant Hill

Please join us for a discussion on

SB743

Updating CEQA Transportation Impact Analyses

Featured Presenters:

Chris Ganson, Senior Planner with the
Governor's Office of Planning and Research

Chris Calfee, Senior Counsel with the
Governor's Office of Planning and Research

Ron Milam, Principal-in-Charge
of Technical Development for Fehr & Peers

The presentation will also be broadcast as a webinar.

Please login in early to register at:

<https://attendee.gotowebinar.com/register/8180657138424289281>

Feel free to join us for the webinar and in-person dialogue at one
of these Fehr & Peers Bay Area offices:

332 Pine St.
4th Floor
San Francisco, CA
415.348.0300

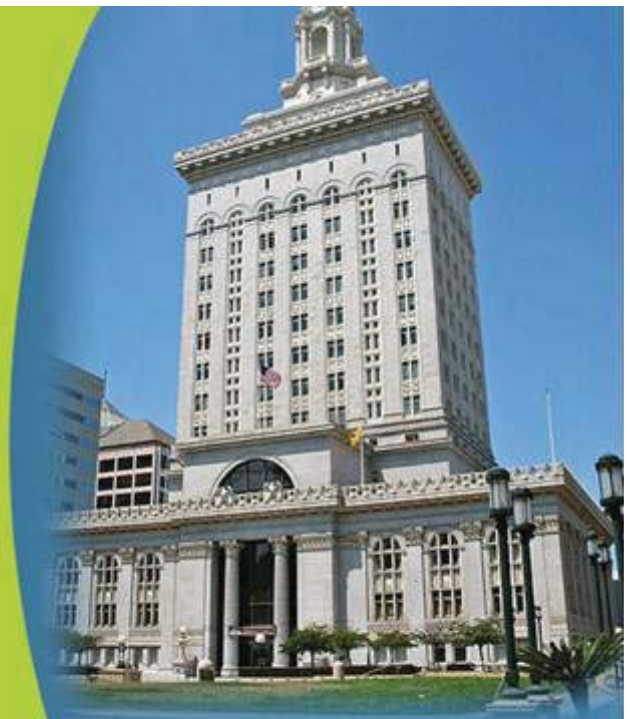
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408.278.1700

100 Pringle Ave.
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Walnut Creek, CA
925.930.1700



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FEHR & PEERS



Monday, March 10th
1:30 to 3:00pm

Oakland City Hall
Hearing Room 4
1 Frank H. Ogawa Plaza

If you wish to make a reservation to attend in person at Oakland City Hall, please RSVP to
Lorna Angeles at Langeles@fehrandpeers.com

If you would like more information on [SB743](#) [click here](#).