



# SWAT

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

## *SOUTHWEST AREA TRANSPORTATION COMMITTEE*

### **Meeting of November 3, 2008**

**3:00 p.m. SWAT Board Meeting**  
Office of Supervisor Gayle B. Uilkema  
Lamorinda Office  
3338 Mt. Diablo Boulevard, Lafayette, CA

### **AGENDA**

1. Call to Order/Self Introductions
2. Public Comment
3. Board Member Comment
4. Administrative Items
5. Adoption of Agenda
6. **Review/Approval of Minutes From October 6, 2008\***
7. **Update on Contra Costa Transportation Authority's Workshop on Regional Plans and Potential Changes to the Growth Management Program\***
8. **Update on the status of Actions Plans**
9. **Review/Authorize release of the SWAT comment letter regarding the Countywide Bicycle and Pedestrian Plan "Issues and Options" Report\***
10. **Written Communication, Items of Interest, Outgoing Communication - Consider Actions as Appropriate\***
11. Discussion: Next Agenda
12. **Adjourn to December 1, 2008 or Other Meeting as Deemed Appropriate**

\*Indicates material on this item is attached.

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@ci.danville.ca.us](mailto:adillard@ci.danville.ca.us)

**Staff Contact:** Andy Dillard, Town of Danville

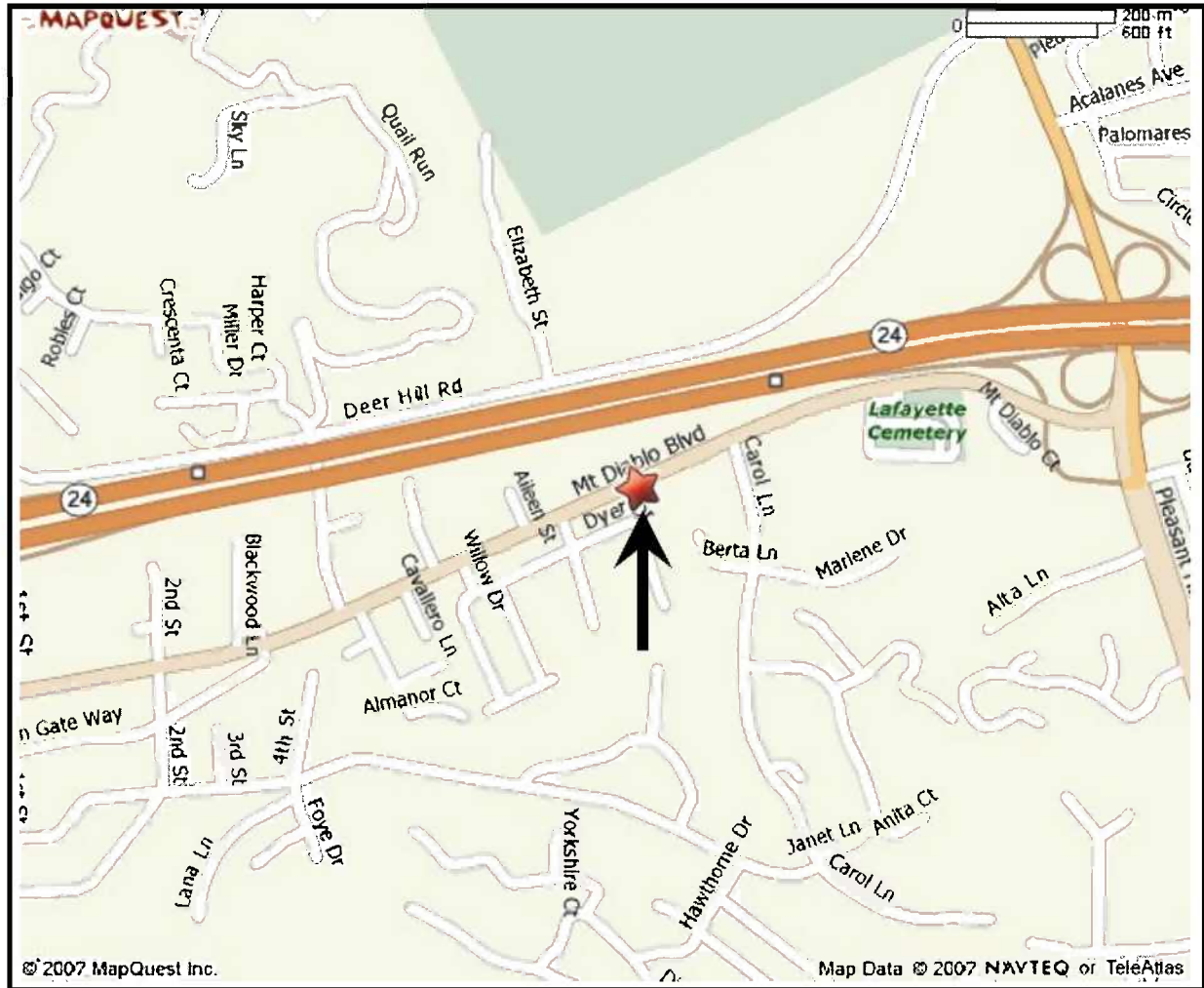
Phone: (925) 314-3384 / E-Mail: [adillard@ci.danville.ca.us](mailto:adillard@ci.danville.ca.us)

Agendas, minutes and other information regarding this committee can be found at: [www.co.contra-costa.ca.us/depart/cd/transportation/committee/swat/](http://www.co.contra-costa.ca.us/depart/cd/transportation/committee/swat/)

***SOUTHWEST AREA TRANSPORTATION COMMITTEE***  
**MEETING LOCATION MAP**

**Office of Supervisor Gayle B. Uilkema**  
**Lamorinda Office**

**3338 Mt. Diablo Boulevard, Lafayette, CA 94549**  
(parking is available behind the building)



**AGENDA ITEM 6**



# SWAT

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**SUMMARY MINUTES**  
**October 6, 2008**  
**Office of Supervisor Gayle B. Uilkema**  
**Lamorinda Office**  
**3338 Mt. Diablo Road**  
**Lafayette, CA**

**Committee Members Present:** Candace Andersen, Town of Danville; Amy Worth, City of Orinda; Mike Metcalf, Town of Moraga; Don Tatzin, City of Lafayette

**Staff members present:** Darlene Amaral, Tai Williams, Leah Greenblat, John Cunningham, Monica Pacheco, Calvin Wong and Janice Carey

**Others present:** Martin Engelmann, CCTA; Charles Hogle, CCTA CAC

Meeting convened with a quorum by Vice Chair Tatzin at 3:08 p.m.

1. **Call to Order/Self Introductions**
2. **Public Comment:** None.
3. **Board Member Comment:** None.
4. **Administrative Items:** Tai Williams recorded the minutes on behalf of Andy Dillard. Extra agenda packets and handouts were made available.
5. **Adoption of Agenda**  
**ACTION:** Worth/Metcalf/Unanimous
6. **Review/Approval of Minutes from September 8, 2008**  
**ACTION:** Andersen/Metcalf/Unanimous

7. **Consider Request from the City of Orinda for Reprogramming of Measure C Funds**

Committee member Don Tatzin reported that the LPMC considered and approved this request, and the item is now before SWAT for consideration and approval. The Committee approved the request to reprogram the Measure C Strategic Expenditure Plan funds from the Widening of the EB SR24/Brookwood Off-Ramp funds to a new project: Moraga Way Rehabilitation and Improvements Project.

**ACTION:** Metcalf/ Andersen/Unanimous

8. **Update on Action Plans**

Martin Engelmann reported that most of the draft Actions Plans were completed last spring, and a second draft of each were released this past summer. The outstanding Action Plan is from TRANSPAC. Subsequent to the September 15<sup>th</sup> CCTA meeting, TRANSPAC indicated that a draft Action Plan would be forthcoming (release date anticipated to be Friday, October 10<sup>th</sup>). Mr. Engelmann noted that it would allow the Countywide Transportation Plan to be released in December 2008. In light of this schedule, Committee member Tatzin requested that the draft Lamorinda Action Plan be placed on the November agenda for discussion and release.

**ACTION:** None.

9. **Review and Comment on the Measure J *Implementation Guide - Proposal for Adoption***

Martin Engelmann reported that the Authority will host a workshop in November (date to be determined) to discuss the Growth Management Program and its Implementation Guide. Simultaneously, the GMP Task Force is working to streamline the guide to facilitate usability. Committee member Mike Metcalf expressed concern that the Implementation Guide does not appear to explicitly exempt non-traffic related GPAs (e.g., Noise Element update) from the notification process. Committee member Andersen expressed that it would be appropriate, for purposes of full disclosure, for a sponsoring jurisdiction to send a courtesy notice to the Authority on any GPA that is being processed - with a determination as to whether that particular GPA triggers the threshold for action. After some discussion, the Committee concurred that it would be appropriate that the responsibility should rest with the lead agency processing a GPA to distribute a courtesy notification to affected agencies regardless of whether the GPA was traffic-related. A brief discussion took place with regard to the current notification requirements outlined in the Lamorinda Action Plan which also requires notification for all GPAs.

Committee member Don Tatzin distributed Lafayette's formal comments on the Implementation Guide. After reviewing this correspondence to the Authority, the Committee supported Lafayette's comments.

**ACTION:** Worth/Andersen/Unanimous

10. **Review and Comment on the “Issues and Options Report” for the Update of the Countywide Bicycle and Pedestrian Plan**

Leah Greenblat, serving as SWAT representative on the Countywide Bicycle and Pedestrian Plan Advisory Committee (CBPPAC), provided a brief overview of a recent committee meeting on this subject. She noted that Tai Williams and John Cunningham were also in attendance at the committee meeting. In summary, the primary comments from this meeting are:

- A concern regarding the limited opportunity to fully discuss all of the suggestions and comments pertaining to the report;
- A concern about the usability of the latent demand maps, and whether it is appropriate to continue to expend resources to adjust these maps for accuracy;
- A concern about the policy-oriented nature of some of the language contained in the Issues & Options Report, which may not be appropriate at a countywide level and which may prevent some local jurisdictions from embracing and adopting the CBPP, particularly the report’s multiple references to require local jurisdictions adopt standards contained within the future plan;
- A concern regarding the Report’s proposal to prioritize individual projects within the future plan for various funding sources which may preclude future currently unidentified projects from consideration and/or may not address changing priorities after the plan’s adoption;
- A desire to focus the CBPP on identifying issues, and recommendations, of countywide importance (e.g., common directional bike/pedestrian signage) rather than delving into areas that are more appropriate to be resolved at a local level; and lastly
- A desire to incorporate *references* to organizations with expertise in generating Best Practices manuals for matters not of countywide importance on the CCTA’s website and in the Plan, rather than duplicating the effort by incorporating the Best Practices text in the body of the CBPP. By utilizing these links instead of reproducing the material, the links will provide access to the most current examples of Best Practices.

Committee member Mike Metcalf inquired as to whether the CBPP could address issues related to safety (e.g., a process for addressing vehicle/pedestrian conflicts) and support education efforts related to enforcement. Janice Carey responded that it would be difficult to include specific information in the Plan on this matter because each location where there is a safety issue is unique and each jurisdiction would need to consider its own issues, such as neighborhood character when developing a response.

Committee member Amy Worth expressed that there should be a clear mechanism for local jurisdictions to add projects to CBPP on a regular basis in an effort to ensure that new and innovative projects are eligible for funding.

**ACTION:** The TAC will forward these comments to the CBPPAC. The Committee requested that the TAC provide an updated report on the CBPP at the next SWAT meeting.

11. **Written Communication, Items of Interest, Outgoing Communication – Consider Actions as Appropriate**

**ACTION:** None.

12. **Discussion: Next Agenda**

**ACTION:** The Committee requested that the comments on the Lamorinda Action Plan and status update on the Countywide Bicycle and Pedestrian Plan be included on the November agenda.

13. **Adjourn to November 3, 2008** which will be held at Supervisor Uilkema's Lamorinda Office in Lafayette.

**ACTION: Meeting adjourned at approximately 3:50 p.m.**

**Staff Contact:**

Andy Dillard  
(925) 314-3384 PH  
(925) 838-0360 FX  
adillard@ci.danville.ca.us

Agendas, minutes and other information regarding this committee can be found at:  
[www.co.contra-costa.ca.us/depart/cd/transportation/committee/swat/](http://www.co.contra-costa.ca.us/depart/cd/transportation/committee/swat/)

**AGENDA ITEM 7**





# SWAT

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**DATE:** November 3, 2008

**TO:** Southwest Area Transportation Committee

**FROM:** SWAT Administrative Staff

**SUBJECT:** Measure J Growth Management Program Workshop

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The Growth Management Program (GMP) has been an integral part of Measure C and was carried forward, in modified form, into Measure J. Recent issues and events have prompted the Contra Costa Transportation Authority (“Authority”) to hold a workshop at its November 19, 2008 meeting to re-affirm the Authority’s commitment to the program and to discuss possible changes, including the possible elimination of program components that may no longer be applicable. The multi-modal transportation objectives (MTSOs) and the general plan amendment (GPA) review process have both been raised as candidates for modification and/or elimination.

Attached for SWAT’s information, is an Authority staff report to the Technical Coordinating Committee (TCC), summarize the issues associated with the GMP discussion. At its November 3<sup>rd</sup> meeting, it would be appropriate and timely to discuss these issues and provide direction to its Authority representatives regarding SWAT’s perspective.

<b>Subject</b>	<b>Preparation for an Authority Workshop on Regional Plans and Potential Changes to the Growth Management Program (GMP)</b>
<b>Summary of Issues</b>	The Authority will hold a workshop in November to discuss possible changes to the Measure J Growth Management Program given recent regional and state initiatives. The GMP task force has met once to review the GMP and will meet again after the TCC to discuss potential changes to the GMP before making its recommendations to the Planning Committee in advance of the workshop.
<b>Recommendations</b>	Review and discuss materials for a November GMP workshop. A suggested discussion matrix is attached.
<b>Financial Implications</b>	N/A
<b>Options</b>	N/A
<b>Attachments</b>	<ul style="list-style-type: none"> <li>A. Issues and Options for the Measure J GMP</li> <li>B. Letter from TRANSPAC, September 17, 2008</li> <li>C. Letter from Contra Costa County, September 16, 2008</li> </ul>
<b>Changes from Committee</b>	

**Background**

At its September meeting, the Authority agreed to hold a workshop in November to review and discuss the Measure J Growth Management Program. The GMP was an integral part of Measure C and Measure J included it in a somewhat modified form. Two events have prompted renewed consideration of the program. First, local jurisdictions have identified potential issues as part of the review of the updated *Implementation Guide* and the updates of the Action Plans. Second, the passage of SB 375 could lead to new roles for the Authority in regional planning and consequently new demands on Authority resources, some of which are now being used to carry out the GMP.

The workshop will focus on the components of the existing Measure J program, and re-affirm the Authority’s commitment to the program, or explore options for streamlining it, including possible elimination of components that may no longer be of use. The multi-modal transportation service objectives (MTSOs) and the general plan amendment (GPA) review process have been raised as candidates for review. Authority staff believes that the affordable housing provisions should also be

reviewed. On several occasions, Authority members have questioned the usefulness of the Conflict Resolution process, given that legal recourse usually supplants the Authority's process for facilitation and mediation.

Authority staff is primarily interested in focusing the Authority's time and resources towards the areas of greatest importance and impact, and making sure that the Authority is efficiently and effectively addressing today's most pressing issues. Some components of the GMP, particularly in the area of cooperative planning, constitute major advancements. For example, having a single Countywide Model with which to evaluate projects, a uniform procedure for conducting traffic impact analyses, and a formal process for inter-jurisdictional consultation have proven to be of significant internal value. However, leveraging our internal advancements on the state or regional level has been problematic. Accordingly, we are desirous of retaining the beneficial elements of the GMP program.

The Planning Committee reviewed the attached discussion paper (Attachment A) at its October meeting. The discussion paper reviews each individual component of the GMP for the purposes of stimulating discussion and preparing for the November Workshop. Authority staff will refine it in response to comments from the TCC, GMP Task Force, and Planning Committee for use at the workshop.

The Planning Committee suggested that components 1,2, 5 and 6 — the growth management element, the development mitigation program, the urban limit line and the five-year capital improvement program — should stay as a part of the GMP, but that staff should consider ways to streamline or refocus the remaining three: housing options; cooperative, multi-jurisdictional planning; and the TSM ordinance or resolution.

The GMP Task Force has met once to review the Measure J GMP and will meet again during the week following the TCC meeting to review it again. Authority staff will forward any comments from the TCC to the GMP Task Force and to the Planning Committee.



## MEASURE J GROWTH MANAGEMENT PROGRAM

### Overview

Measure C, approved by Contra Costa voters in 1988, succeeded where the first attempt to establish a sales tax-funded transportation program in Contra Costa failed. There is general agreement that two factors made the difference:

1. Measure C spelled out clearly how the sales tax revenues would be spent, identifying particular projects and programs, and
2. The measure included a program for addressing the impacts of growth in Contra Costa.

Significant public concern about managing the impacts of growth made the growth management program (GMP) an essential component of the success of Measure C at the polls. Contra Costa had added about 700,000 people since 1940 — a 700 percent increase — and voters saw the impacts of that growth in more congestion and reduced public services. Measure C was seen as a way to fund remedies to existing problems and, through the growth management program, to get new growth to pay its way.

These concerns were reflected in the two principles that underlay the Measure C GMP:

1. Local jurisdictions must work collaboratively to manage growth
2. New growth must pay for facilities needed to meet the demands it creates; sales tax revenues from Measure C would fund projects to remedy *existing* problems, while fees and exactions on new development would fund projects to remedy impacts from new development.

In 2004, the Authority — working with stakeholders throughout Contra Costa and through comprehensive analyses and robust debates — developed Measure J, the successor to Measure C. As with the original measure, Measure J included both a detailed program of investments and a GMP. Voters approved the new measure in November 2004.

While growth had slowed since 1988 when Measure C was adopted, it hadn't stopped. Contra Costa's population increased by almost 20 percent in the decade following Measure C's adoption: in other words, every sixth person in the county was a new resident. And forecasts showed this growth continuing into the future, leading to increasing demands on our transportation system.

Measure J kept the basic principles of Measure C's GMP, sharpening them into four objectives:

1. Assure that new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.
2. Require cooperative transportation and land use planning among Contra Costa County, cities, towns, and transportation agencies.
3. Support land use patterns within Contra Costa that make more efficient use of the transportation system, consistent with the General Plans of local jurisdictions.
4. Support infill and redevelopment in existing urban and brownfield areas.

Besides reworking the GMP principles, Measure J made some significant changes to the previous GMP — removing the requirement for local performance standards (though encouraging their continued use) and adding a new requirement for an urban limit line (ULL) that is approved by local voters — but keeping, with some modifications, most of the Measure C components. Most of the modifications either clarified what was in Measure C or reflected the more detailed GMP processes established in the Measure C *Implementation Documents* and various Authority resolutions.

The Authority has received two sets of formal comments on the GMP — one from TRANSPAC and the other from Contra Costa County — raised in response to the updating of the Action Plans. These comment letters identify both general and specific issues with the GMP. Both TRANSPAC and the County state that the GMP focuses too much on roadway congestion, which they contend is no longer the concern it was in 1988 when Measure C was put together. Both suggest that the GMP needs to allow jurisdictions more flexibility in balancing transportation with other community concerns. TRANSPAC also thinks that the GMP has become too complex and too concerned with process rather than outcome.

Specific concerns were focused on the General Plan Amendment and major development review process and the use of Multimodal Transportation Service Objectives.

Some of the suggested changes would require amending Measure J itself while others might be dealt with through the *Implementation Guide, Technical Procedures* or other Authority resolutions or policies.

## REVIEW OF INDIVIDUAL GMP COMPONENTS

For the purposes of stimulating discussion, staff has outlined each GMP component as follows:

### 1. Growth Management Element

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This component of the GMP requires each jurisdiction to adopt a General Plan element that outlines its goals and policies for managing growth and that demonstrates how the jurisdiction meets the various requirements of the Measure J GMP.

<i>Intent</i>	The Growth Management Element is intended to ensure that each jurisdiction has incorporated its approach to Measure J in particular and growth management in general in a way that is consistent with the other parts of the jurisdiction's General Plan. (Internal consistency is a fundamental requirement for General Plans in State law.)
<i>Changes from Measure C</i>	No substantial differences. The new measure does, however, encourage jurisdictions to include their own locally developed standards in the element.
<i>Status</i>	The Authority approved a Model Growth Management Element for use by local jurisdictions in June 2007.
<i>Comments Received</i>	None
<i>Discussion</i>	NA

## 2. Development Mitigation Program

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As with the Measure C program, this component requires jurisdictions to both adopt a local mitigation program and join with adjoining jurisdictions in a regional mitigation program that funds regionally important projects.

*Intent* This GMP component follows directly from one of the GMP’s key objectives, namely to ensure that “new residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.” This requirement is truly one of the most successful parts of the GMP, providing funding for both local improvements and regionally significant projects.

*Changes from Measure C* The key change from Measure C is a new link to the Action Plans. Measure J requires each RTPC to “tak[e] account of planned and forecast growth [in its region] and the Multimodal Transportation Service Objectives and actions to achieve them established in the Action Plans for Routes of Regional Significance.”

*Status* Each RTPC has adopted a regional mitigation program for its region and each jurisdiction has adopted a local program. West and East County have updated their programs within the last two years and Tri-Valley is close to an update of theirs. All programs assess fees on new development except Central County which relies on the CEQA review process for major projects.

*Comments Received* No formal comments received.

*Discussion* The Regional Transportation Mitigation Program has, to date, generated about \$243 million for various regional projects. Central County’s mitigation program has funded additional projects whose need was generated by specific development projects.

