# C/CAG

**CITY/COUNTY ASSOCIATION OF GOVERNMENTS OF SAN MATEO COUNTY**

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# AGENDA

The next meeting of the
Congestion Management & Air Quality Committee
will be as follows.

**Date:** Monday, March 27, 2006 3:00 p.m. to 5:00 p.m.
**Place:** San Mateo City Hall
330 West 20th Avenue, San Mateo, California
Conference Room C (across from Council Chambers)

PLEASE CALL WALTER MARTONE (599-1465) IF YOU ARE UNABLE TO ATTEND.

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|---|---|---|---|---|
| 1. | Public Comment On Items Not On The Agenda | Presentations are limited to 3 minutes. | | 3:10 p.m. 5 mins |
| | ***CONSENT AGENDA*** | | | |
| 2. | Minutes of February 27, 2006 meeting. | Action (Martone) | Pages 1-8 | 3:15 p.m. 5 mins |
| | ***REGULAR AGENDA*** | | | |
| 3. | Thank you to Geoff Kline for his years of service to C/CAG and the CMAQ Committee. | Refreshments | | 3:20 p.m. 20 mins |
| 4. | Approval of a policy on Traffic Impact Analysis to determine impacts on the Congestion Management Program roadway network resulting from roadway changes, General Plan updates, and land use development projects. | Action (Wong) | Pages 9-26 | 3:40 p.m. 20 mins |
| 5. | Presentation on the Transportation Authority's Strategic Plan. | Information (Hurley) | | 4:00 p.m. 30 mins |
| 6. | Discussion of the roles and responsibilities of the CMAQ Committee and consideration of a possible change in name for the Committee. | Potential Action (O'Connell) | | 4:30 p.m. 20 mins |

555 County Center, 5th Floor, Redwood City, CA 94063 PHONE: 650.599.1406 FAX: 650.361.8227

| | | | |
|---|---|---|---|
| 7. | Member comments and announcements. | Information<br>(O'Connell) | 4:50 p.m.<br>5 mins |
| 8. | Adjournment and establishment of next meeting date for April 24, 2006. | Action<br>(O'Connell) | 4:55 p.m. |

**NOTE:** **All items appearing on the agenda are subject to action by the Committee. Actions recommended by staff are subject to change by the Committee.**

***NOTE:*** ***Persons with disabilities who require auxiliary aids or services in attending and participating in this meeting should contact Nancy Blair at 650 599-1406, five working days prior to the meeting date.***

Other enclosures/Correspondence - None

# CITY/COUNTY ASSOCIATION OF GOVERNMENTS
# COMMITTEE ON CONGESTION MANAGEMENT
# AND AIR QUALITY (CMAQ)

## MINUTES
## MEETING OF JANUARY 9, 2006

At 3:06 p.m., the meeting was called to order by Vice-Chair Sue Lempert in the Council Chambers of San Mateo City Hall.

Members Attending: Jim Bigelow, Deberah Bringelson, Judith Christensen, Tom Davids, Vice-Chair Sue Lempert, Karyl Matsumoto, Irene O'Connell, Naomi Patridge, Barbara Pierce, Sepi Richardson, Lennie Roberts, and Antoinette Stein.

Staff/Guests Attending: Walter Martone and Geoff Kline (C/CAG Staff - County Public Works), Richard Napier (C/CAG Executive Director), Pat Dixon (Transportation Authority Citizens Advisory Committee), Jill Boone (County Public Works – Recycleworks), Christine Maley-Grubl (Peninsula Traffic Congestion Relief Alliance), Board of Supervisors President Jerry Hill, Marshall Loring (MTC Elderly and Disabled Advisory Committee), Richard Cook and Paul Lee (SamTrans), Julia Scott (San Mateo County Times), Mayor John Lee (City of San Mateo), Mayor Tom Kasten (Town of Hillsborough), Ron Popp (City of Millbrae – representing Linda Larson).

**1. Election of a Chair and Vice Chair to serve through June 30, 2006.**

***Motion: To elect Irene O'Connell as the Chair of CMAQ. Richardson/Patridge, unanimous.***

***Motion: To elect Sepi Richardson as the Vice-Chair of CMAQ. Bigelow/Lempert, unanimous.***

**2. Public comment on items not on the agenda.**

- Marshall Loring from the Metropolitan Transportation Commission (MTC) Elderly and Disabled Advisory Committee (EDAC) reported that the Committee is putting together guidelines for Transit Oriented Developments and is soliciting input. A copy of the draft guidelines was provided for the record. Staff will review them and a recommended response will be developed.

## CONSENT AGENDA

**3. Minutes of January 9, 2006 meeting.**

***Motion: To approve the Minutes as presented. Richardson/Bigelow, unanimous.***

## REGULAR AGENDA

**4. Development of an energy strategy for San Mateo County.**

Board of Supervisors President Jerry Hill made the following presentation:

a) There is a need to develop a group that can be a forum for discussion and the development of policy for energy and other resources conservation such as water, and addressing conservation issues dealing with all utilities.
b) CMAQ is an already established group that has the credibility and interest in this area to function in this capacity.
c) The County would provide staffing for this new responsibility of CMAQ.

Discussion included:

a) CMAQ should consider creating a subcommittee with expanded membership that can bring forth ideas and recommendations for the full Committee to consider.
b) Some additional representatives to this subcommittee might include the construction industry, individuals who do procurement of internal building materials, additional environmental representatives such as the Sierra Club and other non profits, schools, housing construction representatives, the non profit group "Build It Green."
c) A copy of the Sustainable Development Policy adopted by the County should be provided to CMAQ. A copy of the policy is attached to these minutes. Information on LEED Standards and the Green Building Council can be found at www.usgbc.org.
d) The usage of benchmarks should be included in the Closing remarks on page 30.
e) The program that is developed should also include the review of procurement policies and encouraging the purchase of items that take less energy to produce.
f) Some recognition should be given to businesses that are already on board with these policies.
g) The program should ensure that all utilities are included, such as PG&E, Cable T.V. providers, cell phone companies and others.
h) Environmental groups should also include those groups that are focused specifically on energy.
i) The list of potential representatives already seems very comprehensive. The group should not be so large that it cannot be productive.
j) The term "indicators" needs to be defined to be either per capita consumption or total county consumption.
k) It would be useful to develop "smart policies" that can be provided to the cities. We should not reinvent the wheel, but use examples from jurisdictions that are already doing a good job in this area.
l) The recommended next step is to have CMAQ authorize the development of the proposed workgroup and allow staff to work out the details and come back to CMAQ with specifics, the recommended membership, and a schedule.
m) The County already has developed a good list of guidelines that should be distributed to the cities and CMAQ. This would be especially important for those cities that are contemplating or already engaged in building projects.
n) It is envisioned that the subcommittee would be 8 to 10 individuals. The CMAQ Committee could also play a role in bringing forward the broader viewpoints.

o) Consideration should be given to creating a number of small groups by topic in order to bring in experts to the process.
p) The County has a "green building" committee that can also be used to develop details of these types of building programs and will be available to bring its advice to CMAQ.

***Motion: To support the proposal in concept and to request staff to work out the specifics and return to CMAQ with additional recommendations. Bigelow/Richardson, unanimous.***

**5. Recommendations for the 2006-07 Expenditure Program for the Transportation Fund for Clean Air (TFCA) San Mateo County Program.**

Walter Martone reported:

a) These funds are derived from the four-dollar vehicle registration fee that is collected for the Bay Area Air Quality Management District to fund clean air programs.
b) Forty percent of the proceeds of these fees are provided to each County to fund local programs.
c) In San Mateo County, C/CAG is the designated Administrator for these funds.
d) A number of years ago the CMAQ Committee recommended and the C/CAG Board adopted a policy to allocate these funds to the two transportation demand management programs in the County (Peninsula Traffic Congestion Relief Alliance and the City of Menlo Park), and to the Countywide shuttle program operated by SamTrans.

Comments included:

a) It was recommended that additional encouragement be given to shuttle programs that bring on line clean fuel vehicles and retire older polluting vehicles. It was suggested that this encouragement be in the form of incentives to address the added cost of these vehicles.
b) It was noted that new shuttle applications are not being accepted for this program, however under C/CAG's Congestion Relief Program, cities can apply for new shuttles that they would like to initiate in their communities.

***Motion: To strongly support the recommendations of the Technical Advisory Committee as presented by staff and to take advantage of any emissions reduction funding that might become available to increase the number of clean fuel vehicles in the San Mateo County shuttle fleet. Bigelow/Stein, unanimous.***

**6. Review and approval of proposal for application and scoring of Surface Transportation Program (STP) projects.**

Geoffrey Kline reported:

a) This program includes $5.5 million for local streets and roads repaving and resurfacing only.
b) The funds start October 2006 and are good for three years.

c) The emphasis on this program will be on "readiness" so that only projects that can be implemented within a short period of time will be eligible. This means that the funds will be distributed and used to benefit the community sooner. There will also be less opportunity for the monies to be taken back and reprogrammed to other counties.
d) These funds are federally derived and are administered by Caltrans.
e) Any single jurisdiction can submit up to ten projects and receive a maximum of one million dollars for their combined competitive projects.
f) The scoring system has been designed with maximum objectivity as the goal.
g) A special emphasis is being placed on the provision of local matching funds.

Comments included:

a) Examples of the types of projects that are eligible include things that are considered "curb to curb." This basically means the surface that is use by vehicles. Things outside this surface area are considered amenities and area not eligible.
b) The criterion for a regional project means that the project will benefit a larger component of the population instead of a project that benefits only a single neighborhood.
c) Staff or a subcommittee of the Technical Advisory Committee may do the grading of the projects.
d) It was noted that the criteria for regional projects could be a problem for some of the cities, especially if it requires that the project be done on a State roadway.
e) Applications will be accepted from cities, the County, Caltrans, the Transportation Authority, and the Joint Powers Board. Because this is considered a local streets and roads program, it is expected that only the cities and the County will be submitting applications.
f) Applicants that commit to providing greater amounts of matching funds will have an advantage in the scoring.
g) There was discussion about the use of recycled tires in asphalt for resurfacing projects. Concern was expressed that this could add to the cost of projects and make it unaffordable for some cities. It was noted that there are programs available (California Solid Waste Management Board) where jurisdictions can apply for 50% funding to offset these added costs. As part of the next cycle of this local streets and roads project, consideration should be given to coordinating with this funding source.
h) Encouragement should be given for Caltrans to begin using this type of pavement. If a large consumer such as Caltrans became a customer, it might begin to drive down the cost. Also consideration should be given to having bonus points on the scoring for using this material. This would be a good topic for the new Energy Subcommittee to discuss.
i) Pedestrian projects are only eligible if they are things on the pavement – such as markings, curb cuts for handicap access. Blinking lights installed on the pavement are not eligible.

***Motion: To approve the recommendations as presented. Richardson/Bigelow, unanimous.***

## 7. Introduction and discussion of Joint Principles for Improvements on El Camino Real.

Richard Napier provided the following presentation:

a) The purpose of this document is to get Caltrans to commit to being flexible in working with local jurisdictions on design standards for El Camino Real roadway projects.
b) This flexibility is needed so that the cities can be creative in developing and attractive and functional transportation network on the corridor.
c) It is important to preserve the through lanes on El Camino Real so that capacity is not compromised, and the potential for other improvements (such as bus rapid transit) is preserved.
d) Turning movements on the road are not affected by this potential policy.
e) C/CAG's Transit Oriented Development program will have its eligibility criteria expanded to include all developments on El Camino Real, regardless of their proximity to a rail station.
f) This program is also intended to support the efforts of the cities to develop and/or maintain a unique character for their segments of El Camino Real.

Comments included:

a) Concern was expressed over creating an exclusive bus lane. This restriction on the use of one of the lanes on El Camino Real could have a negative impact on commerce and economic development.
b) Bicycles and pedestrians need to be on an equal footing with cars and transit vehicles. They should not be treated as second-class citizens. Improvements for bikers and walkers should be considered on a case-by-case basis as equal with other improvements.
c) The last two sentences in the second paragraph should be modified to read, " This includes mobility for multiple modes of transportation such as public transit, private and commercial vehicles, and bicycle and pedestrian movement along and crossing the corridor.
d) It is important to make buses a more successful mode of travel on El Camino Real. Alternatives should be explored to creating a dedicated lane for buses.
e) The recognition of car repair shops and other service businesses on El Camino as a needed element of a successful El Camino real program is very important.
f) This program will not duplicate the efforts of the Grand Boulevard. It will not be addressing things such as design issues that are a focus of the Grand Boulevard project.

***Motion: To approve the recommendations as presented with the second paragraph changes noted in comment c). Lempert/Richardson, unanimous.***

## 8. Member comments and announcements.

a) Barbara Pierce reported on an article about volcanoes and global warming that relates to the information C/CAG received recently.
b) Jim Bigelow reported on the changes to Geoff Kline's voice mail message and the announcement of his impending retirement. The CMAQ members provided accolades to

Geoff for his service to the Committee and C/CAG.

c) Deberah Bringelson reported that the Peninsula Policy Partnership is hosting a candidate's forum on April 12th from 8:00 a.m. to 9:30 a.m. at Dominique's in San Mateo.
d) Sue Lempert reported on the new bike improvements that have recently been made at the Caltrain station in San Francisco.
e) Richard Napier reported that the Governor's staff are not receiving support from the Legislature on their proposal to have Caltrans select the transportation projects to be included in the Infrastructure Bond.

**7. Adjournment and establishment of next meeting date.**

The next regular meeting of CMAQ will be on March 27, 2006. At 4:43 p.m., the meeting was adjourned.

# County of San Mateo adopts Green Building Policy!

**December 11, 2001**: The County of San Mateo has adopted a Sustainable Building Policy that requires future County buildings to be built to LEED standards, as developed by the US Green Building Council.

Supervisor Jacobs Gibson Introduces County's Green Building Policy (Press Release)

## County of San Mateo
## Sustainable Building Policy

### Purpose

This policy states the Board of Supervisors' commitment to environmental, economic, and social stewardship through sustainable building practices for County facilities and buildings. The Board of Supervisors expects the implementation of this policy to yield cost savings to County taxpayers through reduced operating costs, to provide a healthy work environment for County employees and visitors to County facilities and buildings, to contribute to the realization of the Board of Supervisors' stated goal of protecting, conserving, and enhancing the region's environmental resources, and to help establish a community standard of sustainable building for San Mateo County.

### Organizations Affected

All County departments

### Definitions

#### Sustainable Building

Sustainable building integrates building materials and methods that promote environmental quality, economic vitality, and social benefit through the design, construction and operation of the built environment. Sustainable building merges sound, environmentally responsible practices into one discipline that looks at the environmental, economic and social effects of a building or built project as a whole. Sustainable building design encompasses the following broad topics: efficient management of energy and water resources, management of material resources and waste, protection of environmental quality, protection of health and indoor environmental quality, reinforcement of natural systems, and the integration of the design approach.

#### Life Cycle Cost Analysis

Life cycle cost analysis is an inclusive approach to costing a program, facility, or group of facilities that encompasses planning, design, construction, operation and maintenance over the useful life of the facility or group of facilities as well as any decommissioning or disassembly costs. Life cycle cost analysis looks at the net present value of design options as investments. The goal is to achieve the highest, most cost-effective environmental performance possible over the life of the project.

#### LEED Rating System

LEED stands for Leadership in Energy and Environmental Design, and is a voluntary, consensus-based, market-driven green building rating system developed by the US Green Building Council. It is based on existing, proven technology and evaluates environmental performance from a "whole building" perspective. LEED is a certifying system designed for rating new and existing commercial, institutional, and multi-family residential buildings. It contains prerequisites and credits in five categories: Sustainable Site Planning, Improving Energy Efficiency, Conserving Materials and Resources, Embracing Indoor Environmental Quality, and Safeguarding Water. There are four rating levels: Certified, Silver, Gold, and Platinum.

### Policy

It is the policy of the Board of Supervisors to finance, plan, design, construct, manage, renovate, maintain, and decommission its facilities and buildings to be sustainable. The US Green Building Council's LEED

(Leadership in Energy and Environmental Design) rating system and Reference Guide shall be the design and measurement tools used to determine what constitutes sustainable building under this policy. This policy applies to new construction and additions to existing buildings and facilities whenever the gross occupied area of the new construction is over 5,000 square feet.

Design and project management teams for buildings and facilities meeting the criteria of this policy are encouraged to achieve certification at the highest practicable LEED rating level. In achieving its rating each such building or facility shall comply with all applicable LEED protocols, including being registered with the US Green Building Council at the beginning of a project and applying for LEED certification at its completion

Design and project management teams for new structures of less than 5000 square feet and all renovations or retrofits are encouraged to apply sustainable building practices, build to LEED standards, and to apply for LEED certification if practicable.

The County will carry out its commitment on this policy by assuring that County personnel who administer projects are fully understanding of green building principles and will encourage the selected design teams to maintain and employ these principles through every phase. Criteria for choosing designers, architects, construction managers, and consulting teams shall include demonstrated knowledge of green building practices in their specific fields, and as applicable, a familiarity with life cycle cost analysis and LEED ratings

**Procedures and Responsibilities**

The County Managers Office shall convene an interdepartmental Green Building Committee to implement this policy.

The Department of Public Works shall work with County departments to coordinate any educational and technical resources that support and promote sustainable design and construction of County facilities. Public Works shall be responsible for annually evaluating and reporting to the Green Building Committee on the implementation of this policy.

All new construction or additions of at least 5000 square feet shall be evaluated for compliance with this policy and said evaluation will be reported to the Board of Supervisors.

**Budgeting and Financing**

The appropriation for all capital construction subject to this policy after date of adoption shall include funding to meet the requirements of this policy. Budget planning and life cycle cost analysis to achieve the highest rating is encouraged.

**Training**

The County will make LEED training opportunities available for its capital project managers managing or likely to manage projects within the purview of this policy and expects all such project managers to attend this training. LEED training will be coordinated through the Department of Public Works.

# C/CAG AGENDA REPORT

**Date:** March 27, 2006

**To:** Congestion Management and Air Quality (CMAQ) Committee

**From:** CMP Technical Advisory Committee (TAC)

**Subject:** Receive the responses to comments on Draft Policy on Traffic Impact Analysis (TIA) and recommend approval of the Final Policy on TIA to determine impacts on the Congestion Management Program (CMP) roadway network resulting from roadway changes, general plan updates, and land use development projects.

(For further information or questions contact Sandy Wong at 599-1409)

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## RECOMMENDATION

That the CMAQ receive the responses to comments from Menlo Park and Redwood on the Draft Policy on Traffic Impact Analysis and recommend approval of the Final Policy on Traffic Impact Analysis to determine impacts on the CMP roadway network resulting from roadway changes, General Plan Updates, and land use development projects.

## FISCAL IMPACT

Included in the adopted FY 2005/06 C/CAG budget.

## SOURCE OF FUNDS

Policy compliance will be performed by existing C/CAG staff.

## BACKGROUND/DISCUSSION

At the December 8, 2005 C/CAG Board meeting, the Board directed staff to distribute the Draft Policy on Traffic Impact Analysis (TIA) to cities/county for comments. Since then, the Draft Policy has been circulated to all City Managers and County Manager for review and comment. Responses were received from the cities of Menlo Park and Redwood City. The TIA Subcommittee met on February 28, 2006 to address the comments received and developed responses to City of Menlo Park and City of Redwood City.

## ATTACHMENTS

- Response to comments from Chip Taylor of Menlo Park.
- Response to comments from Tom Passanisi of Redwood City.
- Final Policy on Traffic Impact Analysis (TIA).

Comments by Chip Taylor, Transportation Manager for the City of Menlo Park
Date: 1/12/06

Responses by TAC Traffic Impact Analysis (TIA) Subcommittee
Date: 2/28/06

1. At this time General and Specific plan updates are not required to comply with the CMP. The deficiency plans section of the current CMP states that the local jurisdiction is not required to mitigate the impacts from projected deficiencies to CMP facilities, only actual deficiencies. The proposed policy would require analysis and mitigation prior to the actual deficiencies. The proposed policy defines the determination of the impacts to the CMP roadways as 15-20 years in the future. Many other outside factors (economic growth, increased transit, more carpooling, etc.) could determine whether the impact is actually produced in the field. But, mitigation measures are required based on this analysis. This is inconsistent with the current CMP and will require City resources to be used not only to produce the report, but also to complete any mitigation measures for projected impacts that may or may not occur. Has the economic impact of these new standards been studied to understand how it will impact City resources? Also, how will the new policy affect the economic development of the City?

**Response:**

Thank you for that comment. This proposed policy on traffic impact analysis will be incorporated into the CMP upon approval. The intent of this proposed policy is not to require full mitigation of a General and Specific plan at the plan approval stage, but rather to identify the mitigation that will be necessary to accommodate the improvements included in the General and Specific plan. It is intended to establish criteria to be used at the environmental review stage, to identify traffic mitigations that can be implemented over the lifetime of the General and Specific plan. Actual physical mitigations will be implemented when improvements take place. For example, if a city has a traffic mitigation fee program, this proposed policy will help to provide basis upon which the fees are collected, i.e., the percent of total traffic generated by one particular development.

As to the many other outside factors (economic growth, increased transit, etc.) could determine whether the impact is actually produced in the field, the C/CAG travel demand forecasting model is based on economic data provided by Association of Bay Area Government (ABAG) which includes the projected economic future.

The current CMP already has its Land Use Impact Analysis Program (Chapter 6). This new policy does not alter that program, but just adds reinforcement. It is not anticipated to affect the economic development of a city.

2. The Background section of the proposed policy states that any additional traffic from a roadway modification project will trigger an analysis and potential mitigation. The Land Development section of the CMP doesn't require an analysis until 100 peak hour trips is reached. And the Roadway Modification section of the proposed policy states that if the project is expected to have a potential traffic impact, then an analysis is required. If this policy is implemented a consistent standard needs to be adopted, such that each project whether it is land development, plan updates or roadway modifications would trigger a Traffic Impact Analysis (TIA) at the same level.

**Response:**

Thank you for that comment. We will modify the statement in the background section to read "Modification to a roadway that will have traffic impact on the CMP roadway network". Appendix B of this proposed policy spells out the threshold of impact that will trigger an analysis.

The current CMP Land Use Impact Analysis Program speaks to land use projects only. However, this proposed policy speaks to roadway modification projects as well. Although the thresholds used to measure traffic impact from these two types of project varies, there is not conflict between the two.

3. Who has the final authority to determine which roadways and intersections need to be included in the TIA?

**Response:**

Thank you for that comment. Appendix A of the proposed policy provides the answer as to who determines which roadways and intersections need to be included in the TIA. It states that "Boundaries of a TIA must be agreed up by the lead agency, C/CAG and Caltrans (if applicable), before commencing work on the analysis".

4. The addition of "if necessary" needs to be added to the mitigation portion of the Land Use Development Project section, since all projects will not require mitigation.

**Response:**

Thank you for that comment. We concur.

5. Additional costs are proposed as part of C/CAGs review of the travel demand model for projects. Would a local street project require a full study and travel demand forecast if they change the distribution of traffic to CMP roadways? What are the estimated costs and how will it impact City resources?

**Response:**

Thank you for that comment. The proposed policy will trigger full analysis and the use of travel demand forecast model only if there will be traffic impacts on the CMP network. For definition of traffic impact, refer to Appendix B. Even without this proposed policy, projects would need to be analyzed and impacts be disclosed as part of the CEQA process. We do not anticipate much additional impact to city resources. Although the proposed policy reserves the right for C/CAG to seek review cost reimbursement in the event that C/CAG has to hire its travel demand model consultant to review a study, this can be averted if the study is done by appropriate use of the C/CAG travel demand model.

6. The City's TIA policy requires an existing, near term with and without project and a 10-year long term analysis with and without the project. This policy would require the long term analysis and impact determination at 15-20 years. This would require additional information to be included in TIAs and increase the cost of the studies in the City. A consistent timeframe that coincides with the local community should be adopted. Also the future background without project and with project should be the same year.

**Response:**

Thank you for that comment. We recommend long term analysis to use 20 year horizon for two reasons: 1) to be consistent with the C/CAG travel demand model; 2) consistent with Caltrans policy, since most of the CMP network coincides with the State highway system. In addition, many General plans are not updated for many years, in many cases, more than 10 years.

7. The impacts to intersections does not allow for any minor increases. All impacts should have a certain amount of delay and/or traffic that can be added that is reasonable instead of a strict standard that does not allow for minor increases in traffic.

**Response:**

Please refer to Appendix B of the proposed policy. It defines what is consider an impact.

8. Will regional projects funded by the TA or C/CAG that increase capacity on roadways that feed to CMP roadways require additional analysis, modeling, and mitigation if they change the distribution of traffic to CMP roadways?

**Response:**

Thank you for that comment. Yes, all regional projects that increase capacity are required to conduct analysis, modeling, and appropriate mitigation.

Comments by Tom Passanisi, Principal Planner, Redwood City
Date: 1/12/06

Responses by TAC Traffic Impact Analysis (TIA) Subcommittee
Date: 2/28/06

Redwood City has reviewed C/CAG's Draft Policy on the required Traffic Impact Analysis to determine impacts on the CMP network (El Camino Real, Woodside Road, Highway 101, etc.). These steps include consulting with C/CAG early in the environmental review process, if necessary run the travel demand forecasting model, provide copies of the environmental document (Traffic studies) to C/CAG for their comment. We also understand that you wanted to make it clear in the draft policy that City-initiated modifications to the CMP network and General Plan Updates will also need to implement this policy.

Redwood City has no substantial comments on the general draft policy, itself. This policy essentially formalizes and outlines what the City of Redwood City has been doing all along for projects that impact the County Transportation CMP network. We also intend to incorporate this analysis in the EIRs for the General Plan Update, Downtown Precise Plan, and is the City plans to initiate any improvements to the CMP Network (e.g. El Camino). This policy is consistent with the City's transportation goals and policies, and we will continue to work with C/CAG to implement it.

However, the City is concerned about the cost of running the travel forecasting model for City-initiated projects such as the upcoming General Plan update or Downtown Precise Plan. C/CAG's draft policy states: "....and costs incurred will be borne by the project sponsor". According to Jim Huff of Hexagon Consultants a typical model run might cost approximately $7,000 per land use scenario. Redwood City feels that it should not have to bear the financial burden of running the model for City projects when this requirement is imposed by C/CAG. Shouldn't there be a way for the County to either pay for the costs of running the model or at least share in the cost since it benefits both the City and the County?

**Response:**

Thank you for that comment. C/CAG is responsible for update and maintenance of the travel demand forecast model, and the model is provided for city/county's use at no cost to the jurisdiction. The cost of running the model as part of a study should be paid for as part of that project's cost. It is anticipated the additional cost, for a General and Specific plan update, of using the model might be in a magnitude of several thousand dollars, as compared to the hundred(s) of thousand dollars for a General and Specific plan. In addition, this proposed policy will only trigger the use of travel model when update of General and Specific plan involves changes in the land use element or the circulation element that is significant enough to require an Environment Impact Report (EIR).

# C/CAG

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**TO:** City Managers, Planning Directors, Public Works Directors, City Planners and Engineers

**FROM:** Richard Napier, C/CAG Executive Director

**RE:** POLICY ON TRAFFIC IMPACT ANALYSIS (TIA) TO DETERMINE IMPACTS ON THE CONGESTION MANAGEMENT PROGRAM (CMP) ROADWAY NETWORK RESULTING FROM ROADWAY MODIFICATIONS, GENERAL PLAN UPDATES, AND LAND USE DEVELOPMENT PROJECTS

## Background

As the Congestion Management Agency for San Mateo County, C/CAG is responsible for maintaining the performance and standards of the Congestion Management Program (CMP) roadway network. The CMP roadway network is of countywide significance, and the performance of these roads must be preserved.

This document states policy and establishes procedures to determine capacity impacts on the CMP roadway network (impacts on the quality of traffic services) from the following three types of projects:

1. Modification to a roadway that will **have traffic impact** ~~either reduce the capacity of or cause additional traffic~~ on the CMP roadway network.
2. Update of a General and Specific Plan **involving change to the Land Use Element or Circulation Element that requires an Environmental Impact Report (EIR).**
3. Land use development project.

Traffic impact analysis should be conducted as part of the CEQA process, but no later than project approval by Council or Board.

This policy provides an avenue to assess the cumulative traffic impacts on the CMP network, of General Plan decisions made by local jurisdictions. It provides clear direction to local jurisdictions on how to analyze CMP impacts resulting from roadway changes or land use decisions, determine feasible and appropriate mitigations.

The intent of this proposed policy is to preserve acceptable performance on the CMP roadway network, and to establish community standards for consistent system-wide transportation review. Preservation of CMP roadway and intersection performance will require an evaluation of the near and long term impacts of General Plan updates, land use development proposals, as well as proposed roadway modifications that will either reduce the capacity of the CMP network, or cause additional traffic on the CMP network. Land use development proposals and proposed roadway

modifications must be consistent with adopted General Plan. Local jurisdictions must evaluate traffic impacts of proposed revisions to their General Plan, including Specific Plans, on the CMP network.

# Policy

### 1. Roadway Modification Projects

Project sponsor, in consultation with C/CAG staff, shall determine if a roadway modification project will have potential traffic impacts on the CMP roadway network. If yes, must conduct travel demand forecasting and traffic impact analysis to determine traffic impacts on the CMP roadway system. If the project is to modify the CMP roadway, then travel demand forecasting and traffic impact analysis must be conducted. See "Travel Demand Forecasting" requirements below. For near term analysis, if the travel demand forecasting model does not provide the level of detail desired, then the use of manual assignment models, micro-simulation models or other tools to provide a more detailed and informative analysis of a roadway project is acceptable.

For scope and parameters of traffic impact analysis, see Appendix A. For definition of traffic impacts on the CMP system, see Appendix B.

**Mitigation:**

Proposed roadway changes to the CMP network that are determined to have a CMP impact for current or future years cannot be considered in conformity with the Congestion Management Program unless mitigated to no CMP impact.

CMP traffic impacts could be mitigated through modifications of the proposed project. The level of service analysis or simulation can often be used to identify elements of the project that, if modified, will reduce the project impacts. Mitigation measures may also include roadway improvements, operational changes, or a provision for alternate routes. For example, adding a turn lane at the intersection, modifying or eliminating on street parking may improve travel times. All mitigation measures shall first be discussed with and reviewed by C/CAG staff.

### 2. General Plan Updates and Specific Plans

Project sponsor, in consultation with C/CAG staff, shall determine if a General Plan Update or Specific Plan will have potential traffic impacts on the CMP roadway network. Jurisdictions must conduct travel demand forecasting and traffic impact analysis to determine cumulative traffic impacts on the CMP roadway system. See "Travel Demand Forecasting" requirements below. For scope and parameters of traffic impact analysis, see Appendix A. For definition of traffic impacts on the CMP system, see Appendix B.

**Mitigation:**
General Plan updates or Specific Plans that are determined to have a CMP impact must consult C/CAG staff to identify feasible mitigations.

Cumulative development traffic impacts identified in the evaluation of a jurisdiction may be mitigated in a variety of ways. Clearly, revising the allowable land use intensities is the most direct way to mitigate traffic impacts to the CMP network. However, it is recognized that this may not be consistent with the jurisdiction's economic development plans. As alternatives, the jurisdiction may adopt a trip reduction policy that requires new development to make measurable reductions in their trip generation. These trip reduction requirements should be incorporated in the standard Conditions of Approval. The local jurisdiction should also implement a plan to monitor or sample actual trip generation to ensure that the trip reduction conditions are being met following project occupancy. Alternatively, jurisdictions may elect to provide capital improvements to reduce the traffic impact of cumulative development. To be viable, this type of mitigation must include a reliable funding mechanism such as a traffic mitigation fee program that includes funding for the impacted CMP roadways. Where the impact is on the freeway system it will usually not be feasible to fully fund a needed improvement through a local fee. However, the fee program should provide a minimum of funding that would meet likely local share requirements.

All mitigation measures shall first be discussed with and reviewed by C/CAG staff before they are included in the report.

**3. Land Use Development Projects**

Project sponsor shall comply with the "Land Use Impact Analysis Program" guidelines in the latest Congestion Management Program (CMP) for San Mateo County. Project sponsors shall consult C/CAG staff regarding land use development projects that are determined to have traffic impacts on the CMP network.

**Mitigations (if necessary):**

Adopted General Plan trip reduction requirements should ultimately be implemented at the project level through Conditions of Approval. As with the General Plan mitigations, the trip reduction program should include some plan for monitoring trip generation and procedures if established targets are met or exceeded. The option to reduce the intensity of a project to eliminate significant impacts to the CMP network should also be considered. If physical mitigation is desired, the jurisdiction should determine whether the project can and should be required to construct the mitigation project or whether funding the project's pro rata share is appropriate.

# Travel Demand Forecasting Requirements

For CMP roadway modification projects, or General Plan updates, or Specific Area Plans, the C/CAG Countywide Travel Forecasting Model must be used to forecast traffic demand to be used in traffic impact analysis. A C/CAG derivative model that is consistent with the C/CAG model may also be used; however, it must be reviewed and approved by C/CAG staff in advance. Approval of a C/CAG derivative model includes the demonstration to C/CAG staff that the model yields similar

output as the C/CAG model given the same input assumptions. In addition, the land use assumptions and transportation network assumptions incorporated in a C/CAG derivative model must be consistent with the most recent C/CAG model in order to be eligible for consideration. The C/CAG Countywide Travel Demand Forecasting Model runs must be reviewed by C/CAG. C/CAG may hire its travel demand model consultant to conduct the review, and costs incurred will be borne by the project sponsor.

For land use development projects, the use of C/CAG Countywide Travel Forecasting Model or a C/CAG derivative model is encouraged. However, the use of methodologies that are widely accepted by the traffic engineering profession are also allowable.

## C/CAG Review for Conformance

For roadway modification projects, C/CAG staff shall review for consistency with these TIA guidelines and determine conformity with the CMP.

For General Plan updates, Specific Plans, and land use development projects, C/CAG staff shall review TIA reports for consistency with these TIA guidelines. This review shall not constitute approval or disapproval of the project that is the subject of the report. C/CAG does not have the authority to approve or reject projects. That decision rests with the lead agency. However, the CMP establishes community standards and guidelines for consistent system-wide transportation review and provides comments to the lead agency on the TIA report based on staff review. Compliance with the CMP may be enforced through the withholding of apportionments under Section 2105 of the Streets & Highways Code as well as declaring a local agency ineligible for future transportation funds.

## Applicability and Future Updates

This policy will be reviewed and updated in two years.

This policy will be integrated into the next Congestion Management Program for San Mateo County which includes policies regarding the evaluation of private development projects. Revision to the relevant chapter(s) of the San Mateo County Congestion Management Program will be necessary for clarification and consistency purposes.

## Reference:

1. Congestion Management Program (CMP) for San Mateo County:
http://www.ccag.ca.gov/CMP2005.html

2. "Guide For The Preparation of Traffic Impact Studies", Caltrans, December 2002,
http://www.dot.ca.gov/hq/traffops/developserv/operationalsystems/reports/tisguide.pdf

# Scope and Parameters of Traffic Impact Analysis (TIA)

Project sponsors must initiate consultation between the lead agency, C/CAG, Caltrans (if applicable), and those preparing the TIA before commencing work on the study to establish the appropriate traffic impact analysis scope. At a minimum, the TIA should include the following:

A. Boundaries of the TIA

The boundaries of a TIA must not only include the immediate project area but also areas outside of the project area that may be impacted by the project. For example, the boundaries of an arterial segment, for analysis purposes, may be defined as at least one signalized intersection beyond the project limits on either end. If modification to a segment between intersections will affect the up-stream or down-stream intersection, then average travel time or average travel speed for a segment covering the up- and down-stream intersections must be analyzed.

Boundaries of a TIA must be agreed upon by the lead agency, C/CAG and Caltrans (if applicable), before commencing work on the analysis.

B. Traffic Analysis Scenarios

Consultation between the lead agency, C/CAG, Caltrans (if applicable), and those preparing the TIA is recommended to determine the appropriate scenarios for the analysis. The following scenarios should be addressed as a minimum:

- Existing condition (includes already approved developments and roadway network changes)
- Existing condition plus Project
- Future (15[1] to 20 year horizon) background without Project (no-build)
- Future (20 year horizon) background condition plus project

C. Analysis Period

Consultation between the lead agency, C/CAG, Caltrans (if applicable), and those preparing the TIA is recommended to determine the appropriate analysis periods. The TIA shall include, at a minimum, an analysis of transportation conditions in the AM and PM peak hours.

D. Facilities To Be Included In the Analysis

1 20-year Model forecasts are assumed to be updated every 5 years so forecast horizon may be as short as 15 years.

1. A CMP intersection shall be included in a TIA if it is expected to be impacted by the proposed project.
2. A non-CMP intersection that is along a CMP segment shall be included in a TIA if it is expected to be impacted by the proposed project.
3. A freeway segment shall be included in a TIA if it is expected to be impacted by the proposed project.
4. A CMP arterial segment shall be included in a TIA if it is expected to be impacted by the proposed project.

E. Report Format

Traffic Impact Analysis reports must present findings for the various analysis scenarios and analysis periods as described above in the following units of measurement:

| | |
|---|---|
| Intersections: | LOS and delay time |
| Freeway segments: | LOS and volume-to-capacity ratio |
| Arterial segments: | LOS and average travel speed |

# Definition of CMP Impact

A project is considered to have a CMP impact if it causes one or more of the following:

1. **CMP Intersection currently in compliance with the adopted LOS standard**:

   A. A project will be considered to have a CMP impact if the project will cause the CMP intersection to operate at a level of service that violates the standard adopted in the current Congestion Management Program (CMP).

   B. A project will be considered to have a CMP impact if the cumulative analysis indicates that the combination of the proposed project and future cumulative traffic demand will result in the CMP intersection to operate at a level of service that violates the standard adopted in the current Congestion Management Program (CMP) and the proposed project increases average control delay at the intersection by four (4) seconds or more.

2. **CMP Intersection currently not in compliance with the adopted LOS standard**:
   A project is considered to have a CMP impact if the project will add any additional traffic to the CMP intersection that is currently not in compliance with its adopted level of service standard as established in the CMP.

3. **Freeway segments [1] currently in compliance with the adopted LOS standard:**

   A. A project is considered to have a CMP impact if the project will cause the freeway segment to operate at a level of service that violates the standard adopted in the current Congestion Management Program (CMP).

   B. A project will be considered to have a CMP impact if the cumulative analysis indicates that the combination of the proposed project and future cumulative traffic demand will result in the freeway segment to operate at a level of service that violates the standard adopted in the current Congestion Management Program (CMP) and the proposed project increases traffic demand on the freeway segment by an amount equal to one (1) percent or more of the segment capacity, or causes the freeway segment volume-to-capacity (v/c) ratio to increase by one (1) percent.

4 **Freeway segments currently not in compliance with the adopted LOS standard**:

   A project is considered to have a CMP impact if the project will add traffic demand equal to one (1) percent or more of the segment capacity or causes the freeway segment volume-to-capacity (v/c) ratio to increase by one (1) percent, if the freeway segment is currently not in compliance with the adopted LOS standard.

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1 Freeway segments are as defined in the Congestion Management Program Monitoring Program and are directional.

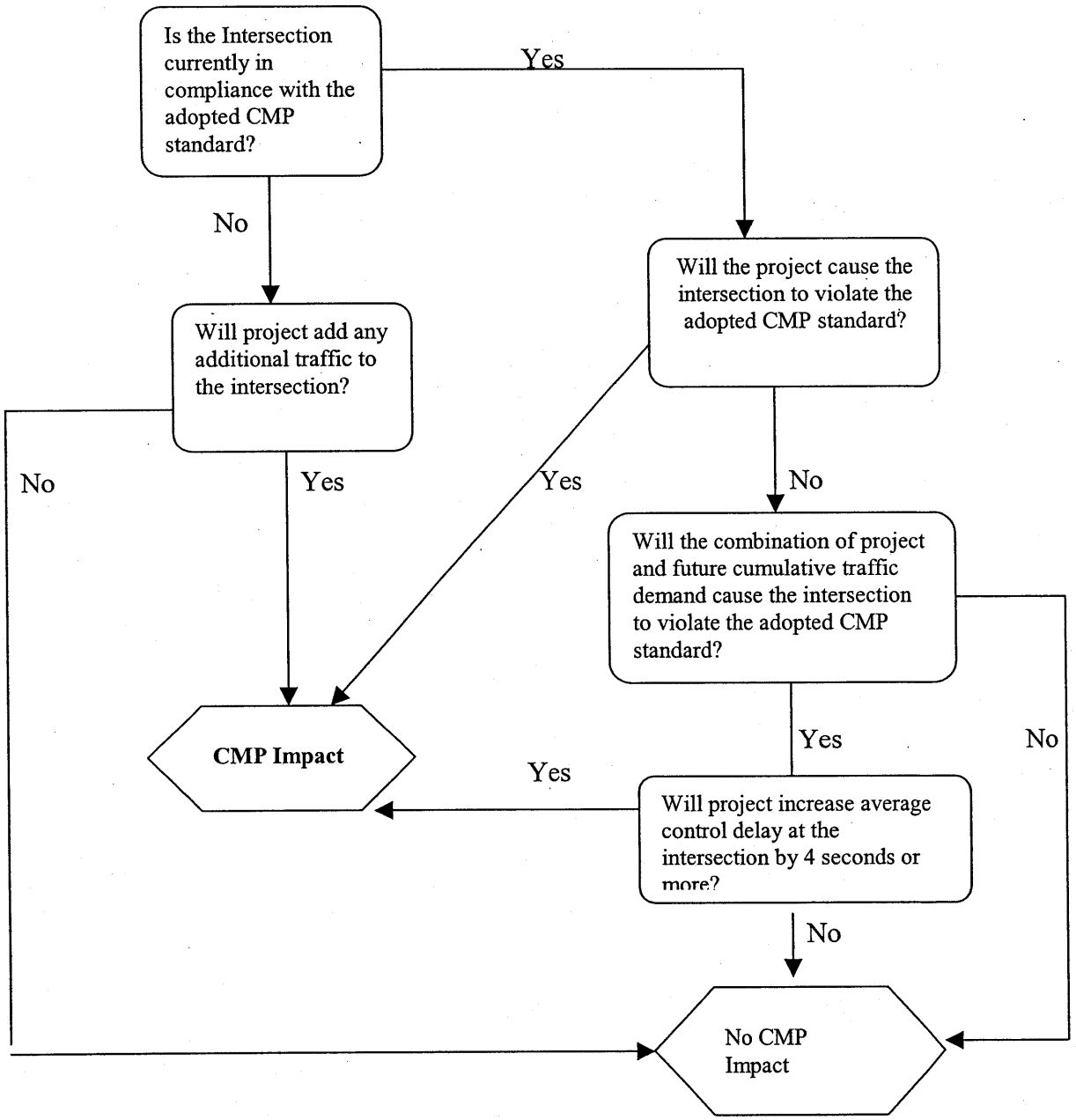
## 5 CMP Arterial Segments :

The analysis of arterial segments is only required when a jurisdiction proposes to reduce the capacity of a CMP designated arterial through reduction in the number of lanes, adding or modifying on-street parking, or other actions that will affect arterial segment performance.

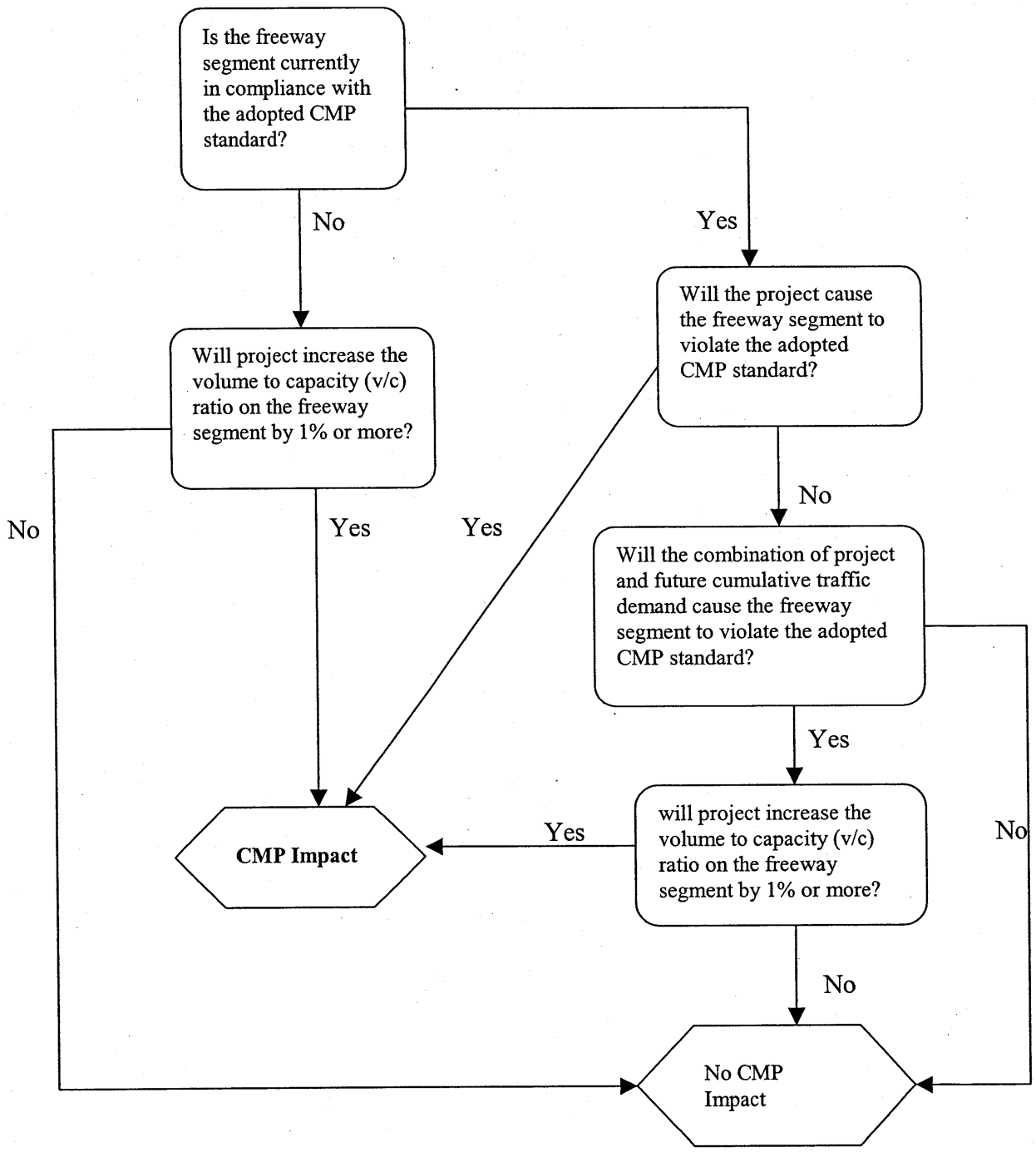
A project is considered to have a CMP impact if it causes mid-block queuing, parking maneuver resulting in delays or other impacts that result in any segment intersection to operate at a level of service that violates the adopted LOS standard set for the nearest CMP intersection.

Analysis of the segment using a calibrated micro-simulation model may be required by C/CAG staff to evaluate non-intersection impacts of the proposed project. CMP impact is determined if, based on the micro-simulation model, the average travel speed for the arterial segment is reduced by 4 miles per hour (mph) or more. Segments with average speeds that indicate LOS E or worse (based on Exhibit 15-2, HCM2000) cannot be modified by local jurisdictions if the proposed modifications would further reduce travel speeds on the segment.

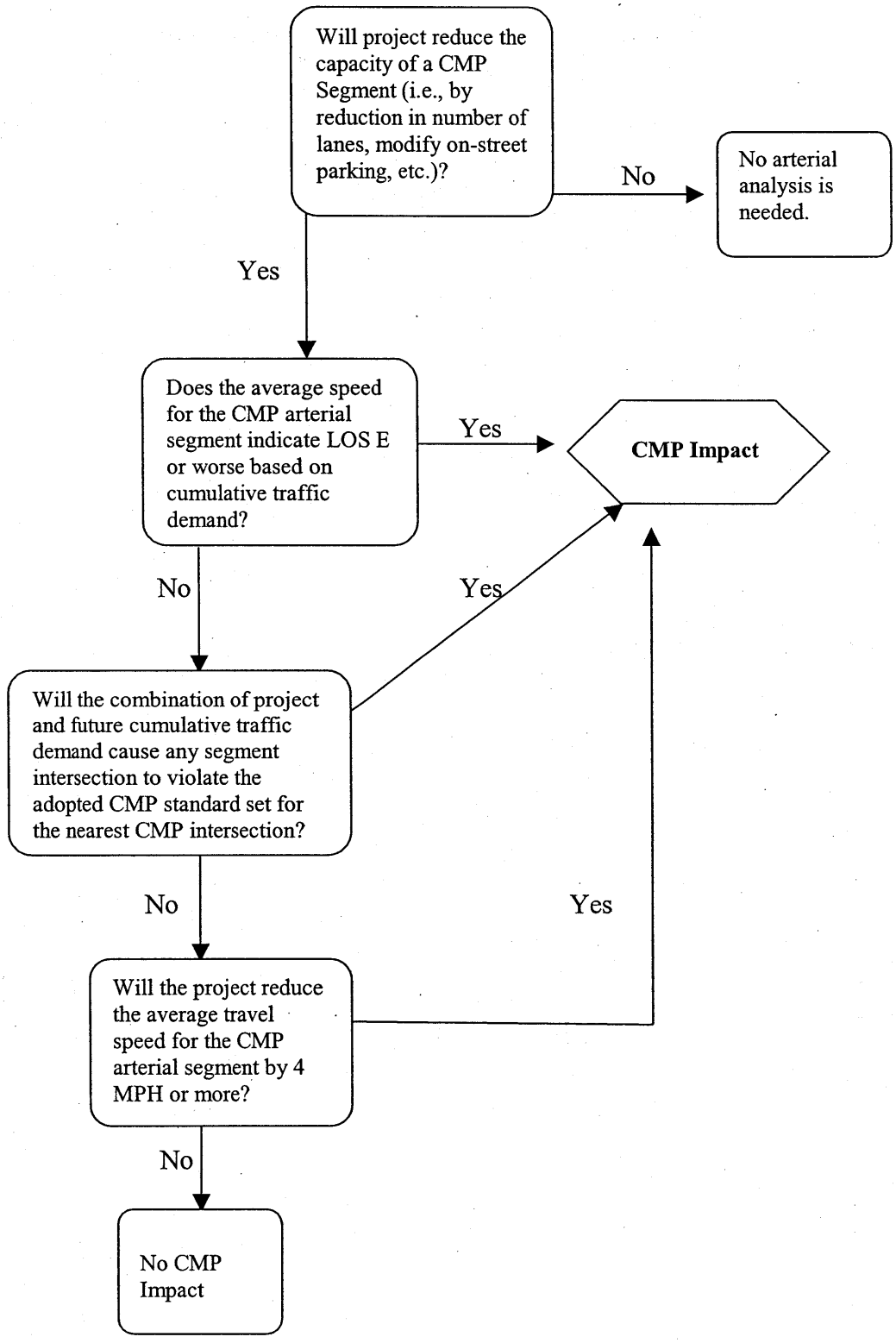
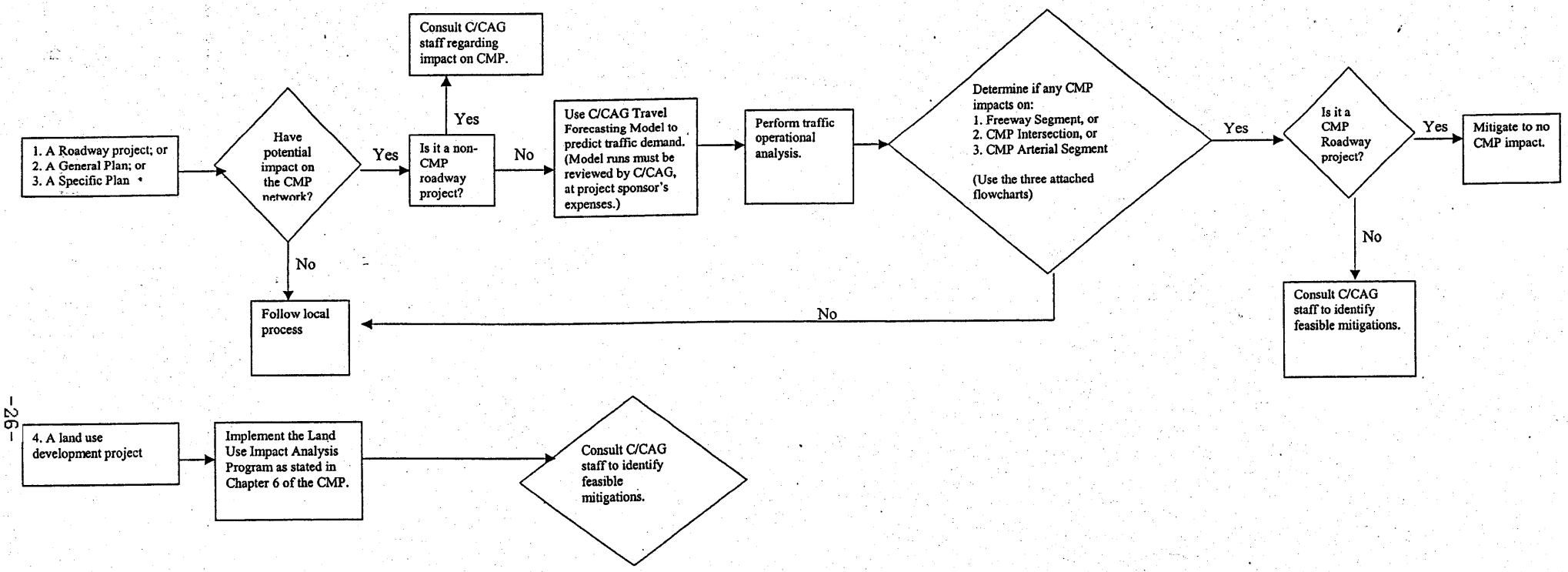
**To determine CMP impact on a CMP Intersection**



**To determine CMP impact on a Freeway Segment**



**To determine CMP impact on Arterial Segment**



**Flow chart for traffic impacts on the congestion management program (CMP) roadway network**