



El Cerrito

## WCCTAC Technical Advisory Committee (TAC) MEETING NOTICE AND AGENDA

Hercules

**DATE & TIME:** Thursday, Oct 13, 2011, 9:00 – 11:00 a.m.

Pinole

**LOCATION:** City of San Pablo, Council Chambers  
13831 San Pablo Avenue (at Church Lane), San Pablo  
*Accessible by AC Transit lines #72, 72R, 76, and L*

Richmond

**1. Call to Order and Self-Introductions – John Rudolph, Chair**

**2. Public Comment.** The public is welcome to address the TAC on any item that does not otherwise appear on the agenda. *Please fill out a speaker card.*

San Pablo

**3. Meeting Notes and Sign-in Sheet from the Sept 8, 2011 Meeting. (Attachment)**

Contra Costa  
County

**4. I-80 Integrated Corridor Mobility Project – 30 minutes.** Project staff will provide updates on the project. Staff will report on the latest exchange of communication with project team and Caltrans, including Caltrans' response to staff's letter of Sept 14. *(John Hemiup and Raj Murthy, ACTC, Cristina Ferraz, Caltrans, and Staff – Attachments – Information/Discussion)*

AC Transit

**5. San Pablo Avenue Smart Corridors Program Status – 10 minutes.** The TAC will review figures provided by Alameda CTC indicating costs to WCCTAC and individual agencies to suspend participation in the program until the ICM program is implemented in 2015. *(Staff – Handout – Discussion)*

BART

**6. TLC and PBTF Calls for Projects – 15 minutes.** On Sept 28, the Transportation Authority announced a call for applications for funding through two Measure J programs: the Transportation for Livable Communities (CC-TLC) program and the countywide competitive component of the Pedestrian, Bicycle, and Trail Facility (PBTF) program. Completed applications are due by 1:00 p.m. on Monday, Nov 14, to CCTA. The Call for Projects, applications, and guidelines are attached. TLC projects in west County will be evaluated by WCCTAC. Nominations for the evaluation committee will be sought from the TAC. PPTF projects will be evaluated by CCTA. *(Staff – Attachment – Information/Discussion)*

WestCAT

7. **Hercules-Rodeo-Crockett Community Based Transportation Plan– 20 minutes.** In 2002, MTC adopted program guidelines to conduct transportation planning in communities of concern, which are defined as those in which at least 30% of the households earn less than twice the poverty level. Projects recommended in each plan are eligible to compete for funding through MTC’s Lifeline Transportation Program. In 2008, MTC awarded \$60,000 for a planning effort in the Hercules Rodeo Crockett area. Last month, the TAC asked for more information concerning WCCTAC’s proposal to manage a consultant contract to create a CBTP for this MTC-designated area. (*Staff – Attachments – Discussion/Action*)
8. **STMP Update – 10 minutes.** Project sponsors, participating agencies and staff are updating fact sheets and fee transmittal procedures. Richmond has asked WCCTAC to consider its Community Redevelopment Agency’s request for a Letter of No Prejudice for a future commitment of \$527,000 for Richmond Intermodal East Side Improvements. The TAC will review the STMP update process. (*Staff – Attachment – Discussion/Action*)
9. **Draft Proposed 2012 Board and TAC Meeting Calendar – 5 minutes.** Attached is the proposed calendar of meetings for 2012. Staff asks the TAC to check the calendar against major regional and/or state events. (Note: the League of California Cities Annual Conference is Sept 5-7, 2012.) (*Staff – Attachment – Discussion/Action*)
10. **Project Updates and Announcements – 10 minutes**
  - a. Transit Enhancement Strategic Plan and Wayfinding Plan – *No Attachment*.
    - Note: no Working Group meeting Oct 13.
    - The West Contra Costa Transit Enhancement Strategic Plan and the West Contra Costa/Albany Transit Wayfinding Signage Plan will be presented to the WCCTAC Board on Oct 28, 2011 at 8:00 a.m.
  - b. Appian Way Study – *No Attachment*.
  - c. BCDC Proposed Bay Plan Amendment – *Attachment*.
  - d. STIP Approved Contra Costa list of projects – *Attachment*.
  - e. CCTA Comments on OneBayArea Grant Program – *Attachment*.
  - f. (P-TAP) Round 13 Project Solicitation (due 4pm, Oct 7) – *Attachment*.
  - g. “Rethinking Traffic Congestion,” by Brian Taylor, ACCESS, No. 21, Fall 2002.
  - h. Transportation Demand Management Activities – *No Attachment*.

**11. Other Business.**

**12. Adjourn until Nov 17.**

**Next meetings:**

**TAC:**

• Nov 17 – 9:00 a.m. (*Note 3<sup>rd</sup> Thursday*)

**Board:**

• Oct 28 – 8:00 a.m. • Dec 9 – 8:00 a.m. (*Note unique date*)

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In compliance with the Americans with Disabilities Act of 1990, if you need special assistance to participate in the WCCTAC TAC meeting, or if you need a copy of the agenda and/or agenda packet materials in an alternative format, please contact John Rudolph at 510.215.3042 or Valerie Jenkins at 510.215.3217 prior to the meeting. If you have special transportation requirements and would like to attend the meeting, please call WCCTAC (see phone numbers above) at least 48 hours in advance to make arrangements. Please refrain from wearing scented products to the meeting, as there may be attendees susceptible to environmental illnesses. Please turn off all cellular phones and pagers during the meeting. A meeting sign-in sheet will be circulated at the meeting. Sign-in is optional.



**TO:** WCCTAC Technical Advisory Committee

**DATE:** Oct 6, 2011

**FR:** John Rudolph JR

**RE:** Summary Notes of Sept 8, 2011 WCCTAC-TAC Meeting

1. Meeting Notes from July 7 accepted.

2. I-80 Integrated Corridor Mobility Project: John Hemiup, Raj Murthy, and Ray Akkawi, ACTC, provided status reports on key deliverables and milestones, consistent with material in the agenda packet. Revised System Integrator RFP expected to be released by end of September. With respect to TOS Project #3, Rosendin Electric's DBE is out of business; work has slowed; will resume soon. Steiny and Co. has been awarded contract for TLSP Project #6; work expected to start late Sept. CTC amenable if Richmond Parkway Transit Center does not proceed. O&M MOU and O&M Plan moving ahead together, but they are separate; the former higher-level, the latter more technical.

Staff reviewed a hand-out enumerating key comments from west County technical staff and the WCCTAC ad-hoc subcommittee for the ICM (Janet Abelson from El Cerrito, and Genoveva Calloway from San Pablo). Staff will ask for TSP at all ramps, including those in Ala Co, that provide for bus access to the freeway, and ask that inordinate delay not be introduced at west County ramps that currently have underutilized capacity.

After several west County technical meetings, two operations meetings, and several meetings of the ad-hoc subcommittee, the key comments will be shaped into a letter to be sent to Caltrans within a day or two. Staff asked agencies to provide comments on the letter directly to Caltrans with a copy to WCCTAC staff. The MOU will not be taken to the WCCTAC Board on Sept 30; rather, staff will wait for the project team and Caltrans to review the letter and respond, and strive to achieve a meeting of the minds on the MOU before the MOU is presented to WCCTAC.

3. San Pablo Avenue Smart Corridors Program Status: Staff reviewed costs breakdown per agency and program (ICM and Smart Corridors), as well as a poll of agencies' use of Smart Corridors' equipment, consistent with materials in the agenda packet. The TAC considered whether WCCTAC should maintain participation in the program or exercise provisions in the agreement to suspend participation until the ICM is rolled out in 2015. The TAC asked ACTC if costs may be higher to restart if the subregion suspends participation, and indicated that the cameras associated with the ICM are expected to be useful. ACTC will research fixed and startup costs and report back to the TAC. Mr. Hemiup noted that all are being upgraded as part of the I-80 ICM project, but that O&M costs for the upgraded Smart Corridors equipment are included in Attachment A of the draft MOU.

4. West Contra Costa Subregional Transportation Mitigation Fee Program: The TAC preliminarily reviewed the list of eleven projects in the STMP list, then decided that staff would send out a revised project fact sheet template in an effort to gather updated information, including costs, other fund sources, readiness, year of expenditure, etc. Also, staff will review the ordinances and

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ascertain how the jurisdictions are collecting the fees. Updates to the STMP will be in lock-step with the Measure J Strategic Plan, which is updated every two years, most recently in 2011.

5. Anticipated TLC and PBTF Call for Projects: The Authority expects to announce a call for projects in late September. Staff asked the TAC preliminarily to identify potential project applications for the first five-year cycle. Each jurisdiction expressed an interest in applying to both fund sources with small, medium, and large projects in mind. Agencies with projects such as an eroding shale hill that may be eligible for funding from sources other than TLC and PBTF should forward relevant information to staff as soon as possible. A TLC evaluation panel consisting of one technical representative from each agency in WCCTAC will be established to review west County applications. Panelists will be expected to evaluate all applications except their own.

6. Potential Hercules-Rodeo-Crockett Community Based Transportation Plan: Staff asked if the TAC on behalf of Hercules, County, and WestCAT would support a WCCTAC led effort to engage a consultant to administer a \$60,000 Community Based Transportation Plan. BART staff suggested that this is an opportunity to look at ways of delivering transit to low-density communities, and that such plans are useful when applying for funding. WestCAT staff said residents in the study area who connect to BART via WestCAT would benefit, and the plan would help WestCAT in applying for future Lifeline grants. Pinole and San Pablo staff said that the staff time involved in administering a \$60,000 grant may outweigh the grant, given that agencies have had their staffs substantially reduced in recent years. The County expressed support. Other agencies asked for more information at the next TAC meeting.

7. 2012 State Transportation Improvement Program (STIP) Candidate Projects: Staff reviewed the item in the TAC packet, highlighting the two west County projects – Hercules ITC and San Pablo Dam Road/I-80 Interchange – among the four selected projects, and explained the scoring process at the TCC.

8. OneBayArea Grant: BART staff noted the lengthy discussion at the Technical Coordinating Committee, and staff noted the lengthy discussion at the Planning Committee, concerning CCTA's letter to MTC and ABAG about this large grant opportunity and the potentially burdensome eligibility requirements associated with it. Staff asked agencies to "test" the guidelines with their own projects in mind, and follow up with staff within a week, and to forward comments that may already have sent to CCTA or MTC. Staff noted the size of this grant, and asked agencies to look carefully at the details.

9. New BART General Manager: BART staff announced that Grace Crunican had been installed as the new GM.

10. Adjournment until October 13, 2011, at 9:00 a.m.

The next **regular WCCTAC-TAC meetings** will be:

- Oct 13 at 9:00 a.m.
- Nov 17 at 9:00 a.m.

The next **WCCTAC Board meetings** will be:

- Oct 28 at 8:00 a.m.
- Dec 9 at 8:00 a.m.

WCCTAC Technical Advisory Committee Meeting: Sept 8, 2011

NAME	INITIALS	AGENCY	EMAIL	PHONE
Amin AbuAmara		CCTA	aabuamara@ccta.net	925-256.4740
Ray Akkawi	✓	ACTC	rakkawi@alamedactc.org	510.208.7424
Dean Allison		Pinole	dallison@ci.pinole.ca.us	510.724.9010
Erik Alm		Caltrans	erik_alm@dot.ca.gov	510.286.6053
Aleida Andrino-Chavez		Albany	achavez@albanyca.org	510.528.5759
Christina Atienza	<i>CMA</i>	WCCTAC	christinaa@sanpabloca.gov	510.215.3044
Nancy Baer <i>drawn</i>		CCHS	nbaer@hsd.cccounty.us	925.313.6837
Brad Beck		CCTA	bbeck@ccta.net	925.256.4726
Jerry Bradshaw	✓	El Cerrito	jbradshaw@ci.el-cerrito.ca.us	510.215.4382
Wil Buller	✓	AC Transit	wbuller@actransit.org	510.891.5414
Dave Campbell		EBBC	dcampbel@lmi.net	510.701.5971
Julie Campero	<i>JK</i>	Caltrans	jcampero@dot.ca.gov	510.622.5905
Elbert Chang		Kimley-Horn	elbert.chang@kimley-horn.com	510.350.0215
Robert Del Rosario		AC Transit	rdelrosa@actransit.org	510.891.4734
Randy Durrenberger		Kimley-Horn	randy.durrenberger@kimley-horn.com	510.350.0230
Martin Engelmann		CCTA	mre@ccta.net	925.256.4729
Cristina Ferraz		Caltrans	cristina_ferraz@dot.ca.gov	510.286.3890
Tina Gallegos		San Pablo	tinag@sanpabloca.gov	510.215.3002
Steve Goetz		CCC CD	sgoet@cd.cccounty.us	925.335.1240
Jack Hall		CCTA	jhall@ccta.net	925.256.4743
Deidre Heitman	<i>JH</i>	BART	dheitma@bart.gov	510.287.4796
John Hemiup	<i>JH</i>	ACCMA	jhemiup@accma.ca.gov	510.208.7414
Adèle Ho	<i>AH</i>	San Pablo	adeleh@sanpabloca.gov	510.215.3068
Farid Javandel		Berkeley	fjavandel@ci.berkeley.ca.us	510.981.7010
Maurice Kaufman		Emeryville	mkaufman@ci.emeryville.ca.us	510.596.4334
Matt Kelly	<i>MK</i>	CCTA	mkelly@ccta.net	925.256.4730
Edric Kwan	✓	Richmond	edric_kwan@ci.richmond.ca.us	510.621.1825
Nathan Landau	<i>NL</i>	AC Transit	nlandau@actransit.org	510.891.4792
Shannon Ladner-Beasley	<i>SLB</i>	CCHS	SLadner-Beasley@hsd.cccounty.us	925.313.6813
Ajay Martin		AC Transit	amartin@actransit.org	510.891.4779
John McKenzie		Caltrans	jmckenzie@dot.ca.gov	510.286.5556
Hamid Mostowfi	<i>HM</i>	Berkeley	hmostowfi@ci.berkeley.ca.us	510.981.6403
Raj Murthy	<i>JM</i>	ACTC	raj.murthy@hatchmott.com	510.208.7470
Hisham Noeimi		CCTA	hnoeimi@ccta.net	925.256.4731
Yvetteh Ortiz	<i>YO</i>	El Cerrito	yortiz@ci.el-cerrito.ca.us	510.215.4345
Joanna Pallock	<i>JP</i>	WCCTAC	joannap@sanpabloca.gov	510.215.3035
Robert Reber		Hercules	rreber@ci.hercules.ca.us	510.245.6531
Winston Rhodes	<i>WR</i>	Pinole	wrhodes@ci.pinole.ca.us	510.724.9832
Hector Rojas		Richmond	hector_rojas@ci.richmond.ca.us	510.620.6662
John Rudolph	<i>JR</i>	WCCTAC	johnr@sanpabloca.gov	510.215.3042
Kieron Slaughter		Richmond	kieron_slaughter@ci.richmond.ca.us	510.620.6887
Chad Smalley	<i>CS</i>	Richmond	chadrick_smalley@ci.richmond.ca.us	510.412.2067
Jamar Stamps	✓	CCC CD	jstam@cd.cccounty.us	925.335.1220
Vamsi Tabjulu		MTC	vtabjulu@mte.ca.gov	510.817.5936
Dennis Tagashira		Hercules	dtagashira@ci.hercules.ca.us	510.799.8243
Steven Tam		Richmond	steven_tam@ci.richmond.ca.us	510.307.8091
Robert Thompson	<i>RT</i>	WestCAT	rob@westcat.org	510.724.3331
Wladimir Wlassowsky		Oakland	wwlassowsky@oaklandnet.com	510.238.6383
Linda Young		WCCTAC	linday@sanpabloca.gov	510.215.3008
Coire Kelly	<i>CK</i>	CCHS	coire.kelly@hsd.cccounty.us	925.313.6252

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## WCCTAC-TAC MONTHLY UPDATE – October 2011

- I. **STATUS OF OVERALL PROJECT (Refer to Project Delivery Strategy Chart dated October 3, 2011)**
- **SYSTEM INTEGRATION (#1)**
    - ✓ Request for Proposals (RFP) reviewed by industry in January 2010. DONE
    - ✓ Request for Proposals (RFP-phase 1) submitted to software development firms in September 2011. DONE
    - ✓ Request for Proposals (RFP-phase 2) submitted to software development firms in September 2011 in combination with phase-1. DONE
    - Proposals due date: November 16, 2011
  
  - **SPECIALTY MATERIALS PROCUREMENT (#2)**
    - Procurement documentation to be finalized by early 2012
    - Manufacturing of specialty signs and installation of signs: from mid- 2012 to late 2014
  
  - **TOS PROJECT (#3)**
    - ✓ Completed design in October 2010. DONE
    - ✓ Construction allocation approved by CTC in January 2011. DONE
    - ✓ Advertise for Construction in March 2011: DONE
    - ✓ Lowest Bidder: Rosendin Electric (\$1.2M, about 35% below Engineer's Estimate)
    - ✓ Award Construction Contract in April 2011. DONE
    - ✓ Started Construction in October 2011. DONE
    - Complete Construction in late 2012
  
  - **ADAPTIVE RAMP METERING PROJECT (#4)**
    - ✓ Complete design in Fall 2011. DONE
    - ✓ Start Construction in early 2012. DONE
    - Complete Construction in late 2013
  
  - **ACTIVE TRAFFIC MANAGEMENT SYSTEM (ATM) PROJECT (#5)**
    - Complete design in Fall-2011
    - Start Construction in early 2012
    - Complete Construction in early 2014

- **SAN PABLO CORRIDOR, ARTERIAL AND TRANSIT IMPROVEMENTS PROJECT (#6)**
  - ✓ Completed design in January 2010. DONE
  - ✓ Construction allocation approved by CTC in January 2011
  - ✓ Advertised construction contract on April 14, 2011
  - ✓ Award Construction Contract in June 2011
  - ✓ Started Construction in September 2011
  - Complete Construction in mid 2013
  
- **RICHMOND PARKWAY TRANSIT CENTER IMPROVEMENTS (#7)**
  - ✓ **Lead Agency: AC Transit**
  - Environmental Clearance (CEQA cleared, but NEPA pending)
  - Due to budgetary constraints, this project may be put on hold.

## II. STATUS OF KEY MILESTONES

- ✓ Completion of Environmental Document: July 29, 2011 - DONE

## III. STATUS OF KEY DELIVERABLES TO BE REVIEWED BY WCCTAC-TAC MEMBERS:

- ✓ **Concept of Operations (CONOPS):** describes how system concepts will be operated in the corridors. The document begins by exploring alternative systems that may be employed, evaluates them based on the corridor constraints, and then explores the preferred concepts. Then operational concepts are developed of how the system will operate during various traffic conditions and how the stakeholders will operate/interact with the system. **Final Draft provided to WCCTAC-TAC in November 2010.**
- ✓ **Ramp Metering Plan (RMP):** will identify the initial ramp metering rates and operational plans to be used along the corridor. Project stakeholders will be involved in the review and approval process for concurrence on the rates/operational plan. Once the initial rates are implemented, Caltrans and associated project stakeholders will fine-tune the rates in the field (similar to a traffic signal turn-on) to achieve a satisfactory balance of operations. **Final Draft provided to WCCTAC-TAC in August 2010. Final Ramp Metering Plan provided to WCCTAC-TAC in October 2010.**
- **Project Implementation Plan (PIP):** will outline and set reasonable timelines for the anticipated four phases of the I-80 ICM project: 1) Project development; 2) Construction and integration; 3) System verification, testing and acceptance; and 4) System validation and operations. **Draft Outline of the PIP provided to WCCTAC-TAC in December 2010. Comments received on January 24, 2011. Final Draft PIP to be submitted to WCCTAC in January 2012.**
- **Operations and Maintenance Memorandum of Understanding (O&M MOU):** will detail stakeholder roles and responsibilities related to operations and maintenance of all elements of the I-80 ICM project, including incident management, development of pre-approved signal timing modifications, adaptive ramp metering strategies, and maintenance/operations of installed equipment. **Draft MOU submitted to WCCTAC on February 18, 2011. Comments received on September 14, 2011. Project team is reviewing comments.**
- **Operations and Management Plan (O&M Plan):** will outline the operational and management elements of the project, including the on-going and future costs for

operations, management and maintenance of both freeway and arterial systems. **Draft O&M Plan submitted to WCCTAC on February 25, 2011.**

- **Incident Response Plan (IRP):** will define standard operating procedures and roles and responsibilities of each stakeholder (Caltrans, ACCMA, CCTA, CHP, WCCTAC, MTC, AC Transit, BART, and the local Jurisdictions along the Corridor). The IRP will include activation of Lane Use Signals, ramp metering modifications, pre-approved traffic signal timing plans, and other incident management strategies to be coordinated among above stakeholders. The IRP will also define events that could trigger the use the field devices such as Variable Advisory Speed Signs and Lane Use Signs. **Begin workshops with local agencies in January 2012.**

#### IV. OUTREACH:

- ✓ One-on-one meeting with cities – July 2010
- ✓ Second round of one-on-one meetings with cities – February and March 2011
- ✓ Provide monthly update to WCCTAC-TAC on status of project – on-going
- ✓ City Council meetings
  - ✓ April 4, 2011 - Albany
  - ✓ April 5, 2011 – Pinole
  - ✓ April 26, 2011 - Richmond
  - ✓ May 3, 2011 – Emeryville
  - ✓ June 6, 2011 – San Pablo
  - ✓ July 26, 2011- Oakland
- ✓ Develop a public outreach strategy prior to release of the Draft Environmental Document (DED) – April 2011
- ✓ Public Meetings (2) - May 2011
- ✓ Public/Business outreach prior to start construction of San Pablo Project – September 2011
- ✓ Operations Focus Meetings – June 14, 2011 and July 27, 2011

#### V. ACTION ITEMS:

1. Cities to review and provide comments on the Draft MOU and Draft O&M Plan. WCCTAC staff will provide the compilation of comments to Caltrans/Alameda CTC. - DONE

Updated by: Raj Murthy, Alameda CTC

Reviewed by: Cristina Ferraz, Caltrans, and Randy Durrenberger, KHA  
October 4, 2011

# I-80 ICM PROJECT DELIVERY STRATEGY

Created by C Ferraz  
Checked by R Murlly  
October 3, 2011

**CORRIDOR MANAGEMENT  
IMPROVEMENT ACCOUNT  
(CMIA)**  
\$64.6 M Total

**Traffic Light Synchronization  
Program (TLSP)**  
\$28.3 M Total

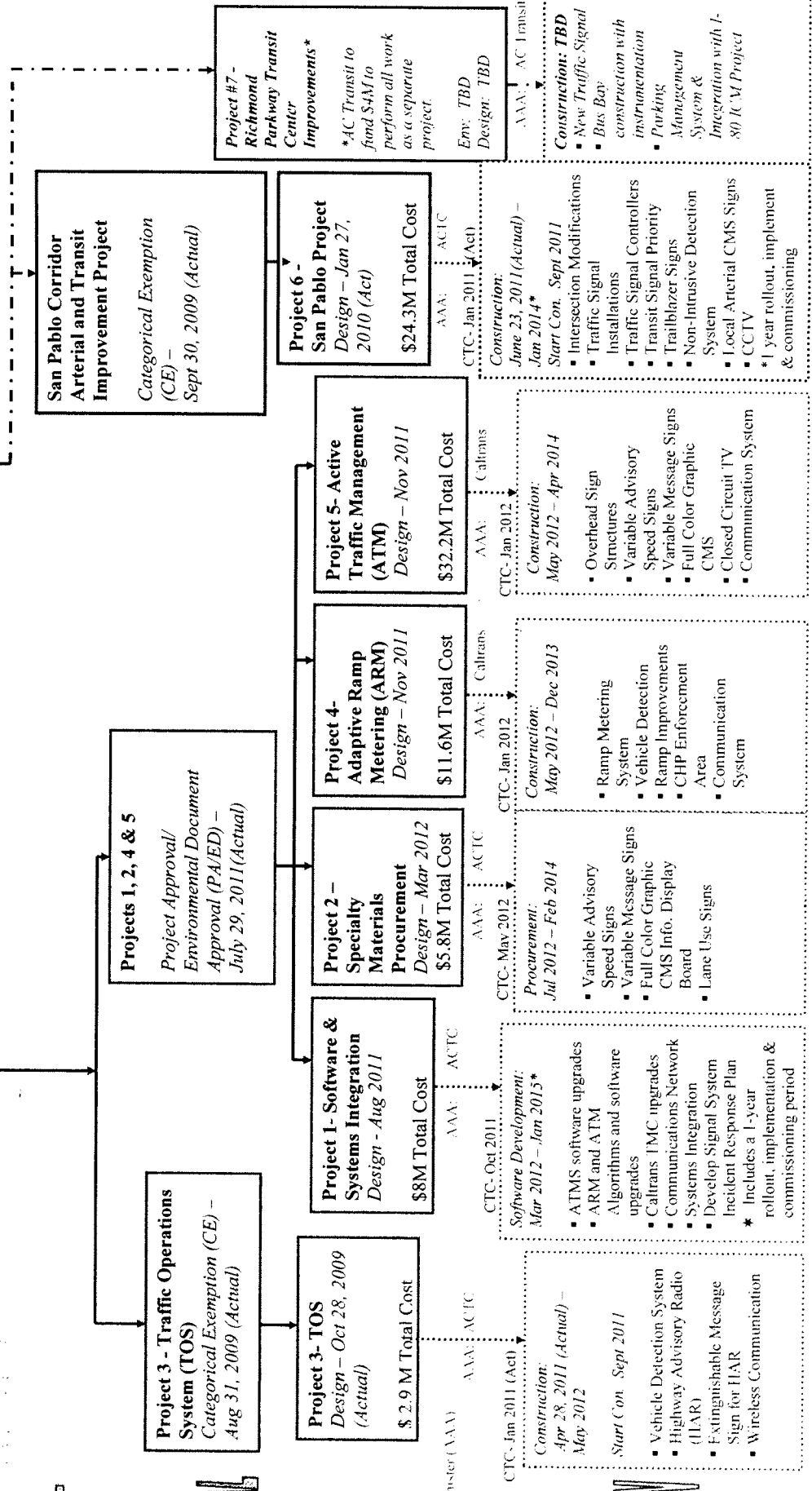


**PROJECT  
PHASES**

**ENVIRONMENTAL**

**DESIGN**

**CONSTRUCTION**



Advertise, Award & Administer (AAA)  
Construction Contract



**TO:** WCCTAC TAC

**DATE:** October 6, 2011

**FR:** Joanna Pallock, WCCTAC Staff

**RE: Determine TLC Process for Allocation Measure J- Cycle 1 of Program 12 and Program 25: Transportation for Livable Communities Grant and West County Additional Transportation for Livable Communities Grant**

CCTA approved the guidelines and the Call for Project schedule for both the TLC grant program and the Pedestrian, Bicycle and Trail Facilities (PBTF) program at the September 21 meeting. Attached to this memo is the schedule and guidelines for both programs.

Applications for both the PBTF and TLC are due November 14, 2011 to the Authority.

The PBTF process will follow the same time frame but a slightly different review process. The Countywide Bike-Ped Advisory Committee will be the application review committee on PBTF funds in Cycle 1.

The TLC applications will be reviewed by a team from each of the RTPCs. WCCTAC is at this time recommending that the TAC appoint a representative from each member agency to be on the Review Committee for TLC grants under Cycle 1. Along with that, we are asking for a recommendation to the Board on the following:

- To not withhold any Cycle 1 funds for a later date (as allowed under the guidelines);
- To not set aside any funds for planning studies as allowed under the guidelines;
- To not submit a WCCTAC concept unless other concepts equal to the available funding are not forthcoming;
- Review Committee members do not review their own proposals.

The WCCTAC Board will review the TAC recommendations at the October Board meeting and the TLC Review Committee will meet after the application due date of November 14 and before February 2012 when recommendations are due to the Authority. The goal is to set up a first meeting in early December and if necessary a second final review in early January.

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COMMISSIONERS

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Don Tatzin,  
Vice Chair

Janet Abelson

Genoveva Galloway

Jim Frazier

Federal Glover

Dave Hudson

Karen Mitchoff

Julie Pierce

Karen Stepper

Robert Taylor

Randell H. Iwasaki,  
Executive Director

## CALL FOR PROJECTS

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**Date** September 26, 2011

**To** Potential Applicants

**From** Brad Beck

**RE** **Call for Projects for Measure J Transportation for Livable Communities and Pedestrian, Bicycle and Trail Facilities Programs**

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The Authority is pleased to announce a call for applications for funding through two Measure J programs: the Transportation for Livable Communities (CC-TLC) program and the countywide competitive component of the Pedestrian, Bicycle and Trail Facilities (PBTF) program.

Completed applications and all other required materials delivered by mail, delivery service or hand are due by **1:00 pm on Monday, November 14, 2011** to the following address:

Contra Costa Transportation Authority  
2999 Oak Road, Suite 100  
Walnut Creek, CA 94597  
*Attn: Brad Beck, Senior Transportation Planner*

Applications transmitted electronically must be *sent* by **1:00 pm on Monday, November 14, 2011** to the following address:

[dbodon@ccta.net](mailto:dbodon@ccta.net)

The forms for applying for funding through these two programs are reproduced as Exhibits A and B. Application forms for these two programs may be downloaded from the Authority's website at [www.ccta.net](http://www.ccta.net).

**GUIDELINES**

In July, 2011, the Authority adopted guidelines for both the CC-TLC and PBTF programs. They are included in this call for projects as Exhibits C and D. The guidelines outline which sponsors and projects are eligible, minimum and maximum funding requests, and the process and criteria for selecting projects. Applications must comply with these guidelines.

**AVAILABLE FUNDING**

Measure J establishes the shares of sales tax revenues allocated to the programs, as follows:

<i>Program</i>	<i>Share</i>
12 – Transportation for Livable Communities	5.0 percent
13 – Pedestrian, Bicycle and Trail Facilities	1.5 percent
25 – Additional CC-TLC *	0.4 percent
26 – Additional PBTF *	0.04 percent

\* Allocated only to West County

Based on the estimates in the 2011 Measure J Strategic Plan, the two following tables outline the estimated funding available through these two programs for this funding cycle (FY 2011–2015).

**ESTIMATED AVAILABLE FUNDING**

*Measure J Transportation for Livable Communities Program, FY 2011–2015*

<i>Component</i>	<i>Share</i>	<i>Amount (in 1,000s)</i>
Total Program 12 (1)	100.0%	\$14,353
less administrative takedown	98.5%	\$14,138
Additional West County (2)	100.0%	\$1,403
less administrative takedown	98.5%	\$1,382
<b>Total Available Funding</b>		<b>\$15,520</b>
West	23.8%	\$6,038
Central	29.4%	\$5,742
East (3)	27.6%	—
Southwest	19.1%	\$3,741

(1) Excludes East County funding

(2) Excludes \$210,000 previously allocated to El Cerrito

(3) East County share of CC-TLC funds have already been allocated

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**ESTIMATED AVAILABLE FUNDING**

*Measure J Pedestrian, Bicycle and Trail Facilities Program, FY 2011–2015*

Component	Share	Amount (in 1,000s)
PBTF Funds	100.0%	\$6,050
less administrative takedown	98.5%	\$5,959
Additional West County	100.0%	\$161
less administrative takedown	98.5%	\$159
<b>Total Available Funding</b>		<b>\$6,118</b>
Countywide Competitive Share	66.7%	\$3,973
EBRPD Share	33.3%	\$1,986
Additional West County	100.0%	\$159

**PROJECT SELECTION**

**CC-TLC Program**

Under Measure J, the Regional Transportation Planning Committees (RTPCs) have the responsibility of recommending which projects should be funded using the sub-area's share of CC-TLC funds. Measure J relies on the RTPCs to use their knowledge of local needs of and conditions to decide how best to apply the goals of Measure J and the criteria in the CC-TLC guidelines in their subregion.

**Countywide Competitive Share of the PBTF Program**

The Countywide Bicycle and Pedestrian Advisory Committee (CBPAC) will review and rank project applications using the criteria established in the most recently adopted CBPP. (Those criteria are included as Exhibit One of the PBTF application.) Site visits may be conducted as necessary to resolve questions that may arise about applications or to help decide between closely ranked projects.

**SCHEDULE FOR PBTF AND CC-TLC PROJECT SELECTION**

<i>Action</i>	<i>Date</i>
Authority staff releases Call for Projects.....	September 26, 2011
Applications due to Authority.....	November 14, 2011
Authority staff sends CC-TLC applications to RTPCs.....	November 18, 2011
CBPAC makes initial review of applications received.....	November 21, 2011
RTPC TACs review CC-TLC applications .....	December 2011- January 2012
CBPAC recommends PBTF funding allocations.....	January 23, 2012
RTPCs approve CC-TLC funding recommendations.....	February 2012
Authority staff prepares PBTF & CC-TLC Strategic Plans.....	February-March 2012
TCC reviews recommended PBTF & CC-TLC allocations.....	March 15, 2012
PC reviews recommended PBTF & CC-TLC allocations.....	April 4, 2012
Authority approves PBTF & CC-TLC allocations.....	April 18, 2012

**QUESTIONS**

Questions on either of these two programs and the application and selection process should be addressed to Brad Beck, either by phone (925 256-4726) or email ([bbeck@ccta.net](mailto:bbeck@ccta.net)).



## Application Form

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*Measure J Transportation for Livable Communities (CC-TLC) Program Funds*

### 1. PROJECT INFORMATION

Project Name .....

Project Location.....

Sponsor.....

Implementing agency..... {if different than sponsor}

Partner agencies ..... {list only those agencies whose role is essential in implementing the proposed project}

Contact for project... {Name, position, phone, email, address}

### 2. FUNDING

In thousands of dollars, please provide the estimated cost of the proposed project, the amount of CC-TLC funds requested, and any other funds that have been committed to the project.

<i>Source</i>	<i>Amount</i>
Total project cost †	\$50,000
Requested CC-TLC funds	\$000
Other committed funding 1 ‡	\$000
Other committed funding 2 ‡	\$000
Unfunded balance	\$50,000

† Minimum request is \$50,000

‡ Add other committed funding sources as needed

**3. POTENTIAL PHASING**

{Identify project components that could be eliminated if insufficient funding is available to fully fund the project as proposed and the estimated reduction in project cost and requested Measure J funds}

**4. PROJECT DESCRIPTION**

{In a single paragraph, provide a short description of the project and its purpose, location and key components}

{Describe the proposed project more fully including the project purpose, its features, its location and the how the sponsoring or implementing agency intends to operate and maintain the project. At a minimum, attach a location map. Photos and designs may be included as well.}

**5. PROPOSED SCHEDULE**

In the following table, enter the expected beginning and ending *month and year* for each of the phases listed. If the phase has been finished, enter "Completed" in the "To" column.

<i>Phase</i>	<i>From</i>	<i>To</i>
Preliminary Design & Planning		
Design		
Environmental Clearance		
Right-of-Way		
Construction		

6-8

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**6. ABILITY TO MEET CRITERIA**

Describe how the proposed project would meet the following four criteria:

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**Achievement of CC-TLC Goals:**

Identify which of the six goals of the CC-TLC program the proposed project would help achieve — a project need not meet all of them — and *briefly* describe how it would do so (see Exhibit One for these six goals)

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**Feasibility:** Describe why the project is feasible and any outstanding issues in the project development process — design, environmental clearance, right-of-way purchase, and PS&E — or funding of the project

---

**Local and policy support:** Identify local policies that support the project and the integration of the project with other local efforts, as well as other support from the general public, the RTPCs and other relevant agencies

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**Matching funds:** Identify any funds from other sources that are or would be committed to the project

{What percentage of non-Measure J funds would be committed to the project?}

6-9

**EXHIBIT ONE**

**Goals of the Measure J CC-TLC Program**

Measure J establishes six goals for the Measure J Transportation for Livable Communities program.

- Help create walkable, pedestrian-friendly neighborhoods and business districts
- Promote innovative solutions, including compact building design and context-sensitive site planning that is integrated with the transportation system
- Help create walkable, pedestrian-friendly access linking housing and job centers to transit
- Help create affordable housing
- Encourage a mixture of land uses and support a community's development or redevelopment activities
- Provide for a variety of transportation choices to enhance a community's mobility, identity, and quality of life

6-10



## Application Form

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*Measure J Pedestrian, Bicycle and Trail Facilities (PBTF) Program Funds*

### 1. PROJECT INFORMATION

Project Name .....

Project Location.....

Sponsor.....

Implementing agency..... {if different than sponsor}

Partner agencies ..... {list only those agencies whose role is essential in implementing the proposed project}

Contact for project ... {Name, position, phone, email, address}

### 2. FUNDING

In thousands of dollars, please provide the estimated cost of the proposed project, the amount of PBTF funds requested, and any other funds that have been committed to the project.

<i>Source</i>	<i>Amount</i>
Total project cost †	\$50,000
Requested CC-TLC funds	\$000
Other committed funding 1 ‡	\$000
Other committed funding 2 ‡	\$000
Unfunded balance	\$50,000

† Minimum request is \$50,000

‡ Add other committed funding sources as needed

**3. POTENTIAL PHASING**

{Identify project components that could be eliminated if insufficient funding is available to fully fund the project as proposed and the estimated reduction in project cost and requested Measure J funds}

**4. PROJECT DESCRIPTION**

{In a single paragraph, provide a short description of the project and its purpose, location and key components}

{Describe the proposed project more fully including the project purpose, its features, its location and the how the sponsoring or implementing agency intends to operate and maintain the project. At a minimum, attach a location map. Photos and designs may be included as well.}

**5. PROPOSED SCHEDULE**

In the following table, enter the expected beginning and ending *month and year* for each of the phases listed. If the phase has been finished, enter "Completed" in the "To" column.

<i>Phase</i>	<i>From</i>	<i>To</i>
Preliminary Design & Planning		
Design		
Environmental Clearance		
Right-of-Way		
Construction		

6-12

**6. ABILITY TO MEET CRITERIA**

Describe how the proposed project would:

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**Safety:** Address a documented or commonly recognized safety deficiency, especially conflicts with motor vehicles

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**Range and number of users:** Serve a wide range of users — children, transit riders, bicycle commuters, shoppers — and increase the number of pedestrians and bicyclists within the project area

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**Countywide or regional significance:** Implement a project in a pedestrian priority location, on the countywide bicycle network or on the regional bicycle network designated by MTC

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**Destinations served:** Be located near a larger number of destinations within normal walking and bicycling distance (one-half to three miles, respectively) of the project

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**Latent demand:** Be more likely to generate walking and bicycling trips given other characteristics of the project area — e.g., greater population and employment density, mix of land uses, percentage of zero-vehicle households and relative lack of car parking

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6-13

**Improved connectivity:**

Eliminate gaps in existing pedestrian or bicycle facilities, remove barriers to access, and increase the directness or capacity of the bicycle/pedestrian network (including alternatives to trails that are closed overnight), especially where they facilitate connections to work, school or transit

---

**Feasibility:** Be able to complete the project development process — design, environmental clearance, right-of-way purchase, and PS&E — and resolve any outstanding issues

---

**Local and policy support:**

Implement policies in local plans, integrate with other local efforts, and have support from the general public, the RTPCs and other relevant agencies

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**Matching funds:** Leverage funds from other sources that are or would be committed to the project

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6-14

## Exhibit C

### MEASURE J TRANSPORTATION FOR LIVABLE COMMUNITIES (CC-TLC) PROGRAM

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# Program Guidelines

The Measure J Transportation for Livable Communities (CC-TLC) program will fund plans and facilities that support walkable, mixed-use, transit-supportive communities or projects that encourage more walking, bicycling and transit use. Measure J allocates five percent of revenues received to the program. (An additional 0.4 percent is set aside exclusively for eligible projects and sponsors in West County.)

The CC-TLC program has six goals:

1. Help create walkable, pedestrian-friendly neighborhoods and business districts;
2. Promote innovative solutions, including compact building design and context-sensitive site planning that is integrated with the transportation system;
3. Help create walkable, pedestrian-friendly access linking housing and job centers to transit;
4. Help create affordable housing;
5. Encourage a mixture of land uses and support a community's development or redevelopment activities; and
6. Provide for a variety of transportation choices to enhance a community's mobility, identity, and quality of life.

## What Projects and Sponsors Are Eligible?

The CC-TLC program will fund plans, studies and transportation improvements that either:

1. Facilitate, support or catalyze more compact, mixed-use development that includes affordable housing, and development that is pedestrian-friendly or integrated into transit networks, or

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2. Encourage the use of alternatives to the single occupant vehicle and promote walking, bicycling and/or transit usage.

This type of development provides residents with a broad range of housing choices, easy access to public facilities, and alternatives to the use of the automobile for commuting, shopping or recreation.

### **ELIGIBLE PLANS AND STUDIES**

The CC-TLC program can fund local plans and studies that are intended to lead to the development of compact, mixed-use, walkable and transit-supportive areas, especially those that include affordable housing, or encourage walking, bicycling or transit use. Plans could include General Plan Amendments, Specific Plans, station area plans and master plans consistent with the goals and objectives of the CC-TLC program. Studies could include corridor plans to identify bicycle, pedestrian and transit access projects within a corridor or district and feasibility studies to determine realistic improvements.

### **ELIGIBLE PROJECTS**

The following table lists projects that are eligible for CC-TLC funding. Additional types of improvements may be eligible but must help achieve the program's goals.

<b>Bicycle improvements</b>	<ul style="list-style-type: none"><li>▪ Multi-purpose (Class I) trails, Class II bike lanes and Class III bike routes including bicycle boulevards</li><li>▪ Class I overcrossings of roadways and waterways</li><li>▪ Bicycle parking</li><li>▪ Signage and wayfinding</li></ul>
<b>Pedestrian improvements</b>	<ul style="list-style-type: none"><li>▪ New or upgraded sidewalks, crosswalks and pathways, including bulb-outs, mid-block crossings, and pedestrian refuges</li><li>▪ Public plazas</li><li>▪ Pedestrian-scaled wayfinding signage</li><li>▪ Street furniture and landscaping that increases the comfort and attractiveness of pedestrian facilities, including pedestrian-scale lighting, bus shelters, tree grates, bollards, benches and street trees</li></ul>
<b>Transit Improvements</b>	<ul style="list-style-type: none"><li>▪ Bus stops and shelters</li><li>▪ Improvements at transit stations that provide or improve pedestrian or bicycle access</li><li>▪ Signage for wayfinding, schedules and route maps</li></ul>

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<b>Other Eligible Improvements</b>	<p>Other transportation improvements that support and are necessary for the development of compact, mixed-use, walkable districts or encourage walking, bicycling and transit use, including but not limited to:</p> <ul style="list-style-type: none"><li>▪ Roadway improvements that enhance traffic flow consistent with creating areas that encourage walking, bicycling and transit use and locally adopted plans and policies</li><li>▪ Traffic calming</li><li>▪ Signals that better accommodate pedestrians and bicyclists, including bike and pedestrian detection loops</li></ul>
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#### **INELIGIBLE PROJECTS AND PLANS**

Any project that does not help achieve the goals of the CC-TLC program would not be eligible for CC-TLC funding. Ineligible projects include:

- Roadway or other transportation improvements that do not support compact, mixed-use development and workforce housing
- Roadway or other transportation improvements that detract from the walkability of the surrounding area
- Operations, including transit operations and bike stations whether or not the facilities necessary for these operations is eligible for funding
- Incentive programs including transit subsidies

#### **ELIGIBLE PHASES AND PROJECT COMPONENTS**

The CC-TLC program may be used to fund any project phase or component allowed in Exhibit E, Eligible Cost Guidelines for Measure J Funded Projects, of Authority Resolution 08-13-P, Implementation of Measure J Projects Policy, with the following restrictions:

##### **Plans and Studies**

CC-TLC funds may be used to fund plans and studies that would further the goals of the CC-TLC program. Specifically, the CC-TLC program may fund plans designed to create more compact, walkable and transit-supportive neighborhoods and districts and studies that would identify and define infrastructure improvements that encourage more walking, bicycling and transit use within a corridor or district. Plans could include the preparation of General Plan Amendments, Specific Plans, station area plans and other similar plans. These plans must include policies, guidelines or standards for the creation of connected pedestrian or bicycle networks that serve adjoining land uses and transit networks. Studies could include corridor plans or feasibility studies to define needed bicycle,

pedestrian or related transit access improvements along a corridor or within a district and to identify feasible alignments and designs for those improvements.

The CC-TLC program can be used to fund environmental clearance for an eligible plan or study.

The minimum request for plans and studies is \$50,000 and the maximum is \$200,000. CC-TLC funds may not be used to fund staff time provided by the sponsor agency or agencies.

### **Projects**

Sponsors may request CC-TLC funds for the design, development and construction of eligible projects from preliminary engineering through construction, consistent with Authority policies. The CC-TLC program can also fund environmental clearance for eligible projects.

The minimum request for projects is \$50,000 and the maximum will equal the amount available for allocation by the RTPC. CC-TLC funds may not be used to fund staff time provided by the sponsor agency or agencies.

### **ELIGIBLE SPONSORS**

Measure J limits CC-TLC funding to two types of recipients:

1. Local jurisdictions that are in compliance with the Measure J Growth Management Program (GMP) at the time the grant is approved by the Authority, and
2. Transit agencies

Other project sponsors would be eligible for CC-TLC funding only if they partner with a local jurisdiction or transit agency.

### **Selecting Projects**

#### **RTPC ROLE**

Measure J gives the RTPCs the responsibility of reviewing project proposals and determining which projects applying for CC-TLC funds would best meet the goals of Measure J and the criteria in the CC-TLC guidelines. Measure J relies on the RTPCs to use their knowledge of local needs of and conditions to decide how best to apply these criteria in their subregion.

Measure J also requires the RTPCs to recommend projects “based on a three- or five-year funding cycle.” The intent of this restriction was to allow the RTPCs to reserve some of

their share of the CC-TLC funds until the next programming period so that the RTPC can fund a larger project. Building on that intent, these guidelines allow the RTPCs to allocate all of the funds available for the programming period or to reserve the funding available in the final two years of the programming period to be allocated in the next update of the CC-TLC component.

An RTPC, solely at its discretion, may set aside up to 25 percent of the total available CC-TLC funds in any one programming period allocated to its subregion exclusively for plans and studies. While an RTPC may set aside up to 25 percent of the total available, it may recommend allocating more than 25 percent of the funds available during any programming period to fund plans and studies.

## **CRITERIA**

Four criteria will be used to evaluate requests for CC-TLC funding:

1. To what extent would the project meet the six goals of the TLC program?
2. Is the project feasible and ready to implement within the time frame proposed, that is, has the sponsor completed earlier project stages?
3. Is the project consistent with locally adopted policies?
4. Does the project leverage the requested CC-TLC funding, that is, to what extent will the sponsor commit other funds to implement the project beyond the minimum required?

## **Ranking**

The emphasis in the review and ranking is on how well the proposed projects would help realize the six goals of the CC-TLC program. Measure J also requires RTPCs to give preference to projects that maximize transportation benefits linked to providing affordable housing near transit or in downtown areas. Proposed projects that are part of an adopted plan or would fill in and connect to an established pedestrian, bicycle, or transit network shall also be given greater weight in the ranking.

## **APPLICATION**

The application form for the CC-TLC program will ask applicants to provide the following information:

1. Project information (name of project, sponsor, contact information and a summary of the requested funding, schedule, and proposed maintenance and operation)
2. Project description, including purpose, location and design features
3. Ability to meet criteria

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The details of the proposed application are outlined in Exhibit A.

## Programming of CC-TLC Funds

The Authority will program the CC-TLC funds through the *Transportation for Livable Communities Component of the Measure J Strategic Plan*. The CC-TLC component will build on the revenue estimates and implementation policies included in the Measure J Strategic Plan. It will contain:

1. **Introduction:** The purpose and contents of the plan
2. **The CC-TLC Program:** What Measure J says and providing an overview of how the program is defined in Measure J and the kinds of projects that it would fund
3. **Goals and Policies:**
  - a. Goals and policies from Measure J Strategic Plan that would affect the allocation of CC-TLC funds
  - b. Goals and policies that would apply specifically to the CC-TLC, including the criteria used to select projects and project development requirements
4. **Funding:** Estimated amount of CC-TLC funding available during the allocation period based on adopted estimates from the Measure J Strategic Plan.
5. **Programming of Funds:** Matrix of projects recommended for funding through the CC-TLC program and funding allocated by fiscal year. The CC-TLC component will track the shares of these funds that are allocated among the four subregions, consistent with the requirements of Measure J.
6. **Project Fact Sheets:** Descriptions of each plan or project to be funded through the CC-TLC program. These will be comparable to the project fact sheets in the Measure J Strategic Plan.

## PROGRAMMING PERIOD AND UPDATE SCHEDULE

### Programming Period and Update Schedule

The CC-TLC component will use the same programming period used in the most recent Measure J Strategic Plan. This period corresponds to the five-year programming period for CC-TLC set in Measure J. A RTPC may choose to withhold up to two years of its share of CC-TLC funds in reserve to be programmed in subsequent updates of the CC-TLC component. This is consistent with the Measure J provision that allows each RTPC the option of setting a three-year allocation of its share of these funds.

The Authority will update the CC-TLC component as part of or as soon as possible after the updating of the funding estimates in the Measure J Strategic Plan or every two years, whichever is greater.

## Exhibit A

### Application Outline

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#### Measure J Transportation for Livable Communities (CC-TLC) Program Funds

#### 1. PROJECT INFORMATION

- a. Project Name
- b. Project Location
- c. Sponsor
- d. Implementing agency (if different than sponsor)
- e. Partner agencies (only if they would play a substantial role in implementing the proposed project)
- f. Contact for project
- g. Funding
  - i. Total project cost
  - ii. Committed funding
  - iii. Requested CC-TLC funds
  - iv. Unfunded balance
- h. Proposed schedule: milestone dates for project development
- i. Potential phasing (the applicant will be asked to identify project components that could be eliminated if insufficient funding is available to fund the full project)

#### 2. PROJECT DESCRIPTION

- a. Description, including, at a minimum, a location map and planned maintenance and operation; photos and designs may be included as well

#### 3. ABILITY TO MEET CRITERIA

- a. **Achievement of CC-TLC Goals:** Describe how well the proposed project achieves the six goals of the CC\_TLC program
  - i. Help create walkable, pedestrian-friendly neighborhoods and business districts

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- ii. Promote innovative solutions, including compact building design and context-sensitive site planning that is integrated with the transportation system
  - iii. Help create walkable, pedestrian-friendly access linking housing and job centers to transit
  - iv. Help create affordable housing
  - v. Encourage a mixture of land uses and support a community's development or redevelopment activities
  - vi. Provide for a variety of transportation choices to enhance a community's mobility, identity, and quality of life
- b. **Feasibility:** describe where the sponsor is in the project development process — design, environmental clearance, right-of-way purchase, and PS&E — and any outstanding issues
- c. **Local and policy support:** identify policies in local plans that support the projects, the integration of the project with other local efforts, and other support from the general public, the RTPCs and other relevant agencies
- d. **Matching funds:** identify funds from other sources that are or would be committed to the project

## Exhibit D

### MEASURE J PEDESTRIAN, BICYCLE AND TRAIL FACILITIES (PBTF) PROGRAM

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# Program Guidelines

Measure J sets aside 1.54 percent of sales tax revenues to fund the Pedestrian, Bicycle and Trail Facilities (PBTF) program. The purpose of these revenues is to fund the “construction of pedestrian and bicycle facilities including regional trails throughout Contra Costa.”

The program has three components:

1. **Countywide Share:** One percent will go to “complete projects in the Countywide Bicycle and Pedestrian Plan” (CBPP)
2. **EBRPD Share:** One-half percent will go the East Bay Regional Park District (EBRPD) for the “development and rehabilitation of paved regional trails”
3. **West County Share:** The remaining 0.04 percent will go exclusively for “additional trail/pedestrian/bicycle capital projects, and/or facility maintenance in West County”

The selection of projects to be funded will differ among the three programs but the allocation of funding to those projects for all three will be outlined in the Pedestrian, Bicycle and Trail Facilities component of the Measure J Strategic Plan.

## Countywide Share

### ELIGIBLE SPONSORS

Public agencies that are able to carry out eligible projects including their design, the purchase of right-of-way, requesting bids and constructing the project consistent with the Authority’s policies including Resolution 08-13, *Implementation of Measure J Projects Policy* are eligible to receive funding through the Countywide Share portion of the PBTF program.

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## ELIGIBLE PROJECTS

The countywide share of PBTF funds may be used to fund the design and construction of *facilities* that support and encourage walking or bicycling and that identified in the *Countywide Bicycle and Pedestrian Plan*.

Funds from the countywide share can only be used to fund bicycle or pedestrian facilities. These funds may be used to fund the bicycle and pedestrian components of a roadway improvement project if that project would not substantially increase the capacity of the roadway for vehicular movement.

### What Projects are in the CBPP?

To be considered “in the *Countywide Bicycle and Pedestrian Plan*”, a proposed project must be:

- Specifically listed in Appendix E, Local Bicycle and Pedestrian Projects, of the most recent CBPP as a bicycle, pedestrian or TLC project
- A bicycle project identified in Appendix D, Local Bicycle Networks, of the most recent CBPP as either an existing or proposed bicycle facility; while completion of *proposed* facilities are generally a higher priority, improvements to *existing* facilities may also be funded if they would significantly improve the usefulness of a facility
- A pedestrian project located in a priority location as described in the most recent CBPP. There are three types of “pedestrian-priority” locations:
  - Downtowns and other “pedestrian-oriented districts” (areas where walking receives relatively high priority and importance, either by practice or policy);
  - Access routes to transit stations and stops; and
  - Access routes to other activity centers such as significant employment and shopping areas, schools, community centers, public venues, parks and trails.

### Eligible Project Phases

PBTF funds may be used to fund all phases of a project, including design, right-of-way and construction.

### Minimum and Maximum Requests

The **minimum request** of PBTF funds is \$50,000. Setting a minimum request will help limit the cost of project oversight. This amount is consistent with the minimum amounts of bicycle and trail projects funded through Measure C.

To meet the minimum request, project sponsors may combine similar projects at different locations into a single application. The components of a project need not be contiguous

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but must be related improvements — for example, improvements identified in a jurisdiction's pedestrian plan — capable of being carried out through the same contract.

The **maximum request** is one-half of the available PBTF funds currently unprogrammed or \$2.5 million, whichever is greater, through the Strategic Plan.

### **INELIGIBLE PROJECTS**

The PBTF program can fund only those projects that directly serve pedestrians and bicyclists; no other types of projects may be funded through this program. For example, while projects that making walking or bicycling to transit safer and more convenient are eligible, projects that improve transit operations are not. Similarly, if the purpose of the project is primarily to improve vehicular movement, the project would not be eligible for PBTF funds. In addition, the Countywide Share of the PBTF program will not fund:

- Planning studies (for example, the development of pedestrian plans or alignment studies),
- Operations (for example, the operation of a bike stations), or
- Maintenance of facilities (the EBRPD and West County shares may, however, be used for maintenance of regional trails or bicycle and pedestrian facilities).

## **East Bay Regional Park District Share**

### **ELIGIBLE SPONSORS**

Only the East Bay Regional Park District (EBRPD) is eligible for this portion of the PBTF funds.

### **ELIGIBLE PROJECTS**

The funding available to the EBRPD through the half-percent portion of the PBTF program must be spent on the improvement or maintenance of paved regional trails. Eligible projects could include improving and maintaining the trails themselves, trail crossings, lighting and signage.

### **MAINTENANCE OF EFFORT**

Measure J states that the Authority, in conjunction with EBRPD, will develop a maintenance-of-effort (MOE) requirement for funds under the PBTF category. The following MOE requirement, which is based upon the MOE requirement for Measure C/J Local Street Maintenance and Improvement funds, shall apply to the EBRPD portion of PBTF funds:

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EBRPD shall not redirect monies currently being used for the development and maintenance of regional trail facilities to other uses, and then replace the redirected funds with PBTF dollars from Measure J. To demonstrate compliance with this requirement, EBRPD shall document for the Authority that, for each fiscal year during which PBTF funds were expended, it has continued to fund the budgets of the Contra Costa County and East Contra Costa County operational units from its general fund and property tax revenues at a level equal to or greater than the budget for those units during fiscal year 2010 . EBRPD may petition the Authority for a lower base for the MOE requirement where general fund and property tax revenues fall substantially. EBRPD must supply evidence for the need for any lower base amount.

#### **FORMULA FOR DISTRIBUTING EBRPD FUNDS AMONG SUBREGIONS.**

Measure J requires that the half-percent EBRPD share of PBTF funds be spent “equally in each subregion”. The EBRPD shall use the formula used in Measure J to allocate funding to the four subregions — each subregion’s share of county population in the year 2020 — to determine subregional allocations. The EBRPD may adjust any of the subregional allocations by no more than five percent, subject to RTPC approval, to better match funding to the improvement or maintenance projects proposed. Any adjustments shall be considered in determining subregional allocations in each following update to the PBTF component of the Measure J Strategic Plan.

The subregional allocations shall be for the whole programming period, not for each programming year.

#### **RTPC REVIEW AND APPROVAL**

As part of the development and updating of the PBTF component to the Measure J Strategic Plan, the EBRPD shall develop a program of projects to develop or rehabilitate regional trails grouped by subregion. The EBRPD shall present this program of projects to each RTPC for its review. To be incorporated into the PBTF component, the projects proposed for a subregion must be approved by that subregion’s RTPC.

#### **West County Share**

The West Contra Costa Transportation Advisory Committee (WCCTAC) will recommend how the PBTF funds available through Program 26b, Additional Bicycle, Pedestrian and Trail Facilities, are to be allocated. Recommendations will be based on the criteria established in the most recent CBPP.

### **ELIGIBLE SPONSORS**

Public agencies that are able to carry out eligible projects including their design, the purchase of right-of-way, requesting bids and constructing the project consistent with the Authority's policies including Resolution 08-13, *Implementation of Measure J Projects Policy* are eligible to receive funding through the West County Share portion of the PBTF program.

### **ELIGIBLE PROJECTS**

The 0.04 percent of Measure J funds available to West County may be allocated both to construct and maintain bicycle or pedestrian facilities.

### **INELIGIBLE PROJECTS**

The Additional Bicycle, Pedestrian and Trail Facilities program can fund only those projects that directly serve pedestrians and bicyclists; no other types of projects may be funded through this program. For example, while projects that make pedestrian or bicycle connections to transit safer and more convenient are eligible, projects that improve transit operations are not. Similarly, if the purpose of the project is primarily to improve vehicular movement, the project would not be eligible for these Additional Bicycle, Pedestrian and Trail Facilities funds.

## **Project Selection**

### **COUNTYWIDE SHARE**

Sponsors of projects asking for PBTF program funds must complete an application that provides detailed information on the project, including contacts, project description, cost estimates and funding plan, and an assessment of how well that project meets the criteria for selection. The outline for the PBTF funding application is included as Exhibit A.

The Countywide Bicycle and Pedestrian Advisory Committee (CBPAC) will review and rank project applications using the criteria established in the most recently adopted CBPP. The CBPAC and Authority may refine and clarify the criteria, including adjusting the weight of each criterion in the review process, as part of the preparation of each call for projects for the PBTF program funds. Site visits may be conducted as necessary to resolve questions that may arise about applications or to help decide between closely ranked projects. The criteria are included in Exhibit B, attached.

#### **EAST BAY REGIONAL PARK DISTRICT SHARE**

As part of the update of the PBTF component of the Measure J Strategic Plan, Authority staff will estimate the amount of funding available to the EBRPD over the programming period for the update. This estimate will allocate the funding among the four subregions.

The EBRPD will then prepare a program of projects that it proposes to be funded with these funds. The proposed list of projects will be organized by subregion and identify the estimated cost and proposed programming year for the construction and maintenance activities.

Each RTPC will review and approve the construction and maintenance activities identified for their subregion and forward its recommendation to the Authority for incorporation into the update of the PBTF component of the Measure J Strategic Plan.

#### **WEST COUNTY ADDITIONAL PEDESTRIAN, BICYCLE AND TRAIL FACILITIES SHARE**

The Authority will ask WCCTAC, as part of the update of the PBTF component of the Measure J Strategic Plan, to prepare a list of additional trail, pedestrian, or bicycle capital improvements or facility maintenance projects in West County.

### **Programming of PBTF Funds**

The Authority will program the PBTF funds through the *Pedestrian, Bicycle and Trail Facilities Component of the Measure J Strategic Plan*. The PBTF component will build on the revenue estimates and implementation policies included in the Measure J Strategic Plan as well as the policies in the most recent CBPP. It will contain:

1. **Introduction:** The purpose and contents of the plan
2. **The PBTF Program:** An overview of how the program is defined in Measure J and the kinds of projects that it would fund
3. **Goals and Policies:**
  - a. Goals and policies from Measure J Strategic Plan that would affect the allocation of PBTF funds
  - b. Goals and policies that would apply specifically to the PBTF, including the criteria used to select projects and project development requirements
4. **Funding:** Estimated amount of PBTF funding available during the allocation period based on adopted estimates from the Measure J Strategic Plan.
5. **Programming of Funds:** Matrix of projects recommended for funding through the PBTF program and funding allocated by fiscal year. The PBTF component will track the EBRPD share to ensure that these funds are allocated equally among the four subregions, consistent with the requirements of Measure J.

6. **Project Fact Sheets:** Descriptions of each plan or project to be funded through the PBTF program comparable to the project fact sheets in the Measure J Strategic Plan

## **PROGRAMMING PERIOD AND UPDATE SCHEDULE**

### **Programming Period**

The PBTF funds will use the same programming period used in the most recent Measure J Strategic Plan.

### **Update Schedule**

The Authority will update the PBTF component as part of or following the updating of the funding estimates in the Measure J Strategic Plan or at least every two years, whichever is greater. It is also the Authority's intent to release the PBTF call for projects as part of or immediately following an update of the projects or policies of the CBPP.

### **Project Development**

Project sponsors must comply with all Authority requirements for implementation of projects funded through Measure J, including the requirements of Resolution 08-13-P, Implementation of Measure J Projects Policy.

## Exhibit A

### Application Outline

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#### *Measure J Pedestrian, Bicycle and Trail Facilities (PBTF) Program Funds*

#### **1. PROJECT INFORMATION**

- a. Project Name
- b. Project Location
- c. Sponsor
- d. Implementing agency (if different than sponsor)
- e. Partner agencies (only if they would play a substantial role in implementing the proposed project)
- f. Contact for project
- g. Funding
  - i. Total project cost
  - ii. Committed funding
  - iii. Requested PBTF funds
  - iv. Unfunded balance
- h. Proposed schedule: milestone dates for project development
- i. Potential phasing (the applicant will be asked to identify project components that could be eliminated if insufficient funding is available to fund the full project)

#### **2. PROJECT DESCRIPTION**

- a. Description, including, at a minimum, a location map and planned maintenance and operation; photos and designs may be included as well

#### **3. ABILITY TO MEET CRITERIA**

*Criteria used will be those outlined in the most recent CBPP.*

6-30

## Exhibit B

### Criteria for Project Selection from 2009 Countywide Bicycle and Pedestrian Plan

10 February 2011

Criteria	To what extent would the project...
<b>Safety</b>	Address a documented or commonly recognized safety deficiency, especially conflicts with motor vehicles
<b>Range and number of users</b>	Serve a wide range of users — children, transit riders, bicycle commuters, shoppers — and increase the number of pedestrians and bicyclists within the project area
<b>Countywide or regional significance</b>	Implement a project in a pedestrian priority location, on the countywide bicycle network or on the regional bicycle network designated by MTC
<b>Destinations served</b>	Be located near a larger number of destinations within normal walking and bicycling distance (one-half to three miles, respectively) of the project
<b>Latent demand</b>	Be more likely to generate walking and bicycling trips given other characteristics of the project area — e.g., greater population and employment density, mix of land uses, percentage of zero-vehicle households and relative lack of car parking
<b>Improved connectivity</b>	Eliminate gaps in existing pedestrian or bicycle facilities, remove barriers to access, and increase the directness or capacity of the bicycle/pedestrian network (including alternatives to trails that are closed overnight), especially where they facilitate connections to work, school or transit
<b>Feasibility</b>	Be able to complete the project development process — design, environmental clearance, right-of-way purchase, and PS&E — and resolve any outstanding issues
<b>Local and policy support</b>	Implement policies in local plans, integrate with other local efforts, and have support from the general public, the RTPCs and other relevant agencies
<b>Matching funds</b>	Leverage funds from other sources that are or would be committed to the project

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**TO:** WCCTAC TAC

**DATE:** September 29, 2011

**FR:** Joanna Pallock, WCCTAC Staff

**RE: TAC Recommendation to Board on the CBTP for Hercules-Crockett Rodeo Study**

At the September TAC meeting, the discussion on how to proceed with the MTC Community Based Transportation Planning (CBTP) grant for Hercules-Crockett and Rodeo was discussed. Concern about the availability of time from staff as well as the appropriateness of dedicating time to study a corridor that does not have adequate funds to support existing transit needs were shared. The City of Pinole came out strongly in favor of rejecting the funds due to the concerns with competing projects and higher priorities. Others expressed an interest in pursuing the study but also concerns with the time commitment.

WCCTAC staff will take the lead on hiring a consultant if the TAC and Board determine this is the direction they want to go. As part of the process of determining the desires of the TAC, WCCTAC sent an email to the key members who would play a role in the study. WestCAT and the County gave a vote of support. Hercules would like to pursue the study as well but currently has limitations due to staff activity on the Hercules ITC. Attached are the email comments exchanged with each of these agencies.

A recommendation by the TAC today will be brought the WCCTAC Board on October 28.

7-1

Joanna:

The County appreciates and supports WCCTAC's offer to take the lead on executing the CBTP for the Hercules/Rodeo/Crockett Community of Concern, an MTC initiative. There could potentially be a great benefit to identifying barriers to mobility and transit in these communities, and developing ways to overcome them. The County would request that we be directly involved in the development in the plan. Please don't hesitate to contact me if you need any additional information as I will be the main point of contact for the County during the development of the Hercules/Rodeo/Crockett CBTP.

Thank you.

Jamar I. Stamps, Planner  
Department of Conservation & Development  
Transportation Planning Section  
Contra Costa County  
651 Pine St., 4th Floor - North Wing  
Martinez, CA. 94553-1229  
(925) 335-1220  
(925) 335-1300 FAX

\*\*\*\*\*

Joanna

I was out last week, so only getting to this today – sorry for the delay.

WestCAT sees a number of potential relevant outcomes that could result in the completion of the Community Based Transportation Plan for the Rodeo – Hercules area. MTC initiative's like LIFELINE seek to fund projects that are contained in such a Community Based Plan, in the past WestCAT has been lucky enough to receive a grant through the program, but having the project (or subsequent projects) identified in the plan could be of benefit in seeking funding opportunities. Secondly provision of fixed route and Paratransit service can be challenging particularly given the geographic layout of this area, understanding the need of the community would be very useful for WestCAT, also potential new innovative approaches could be developed through the plan. At a time when the Region is undertaking a Transit Sustainability Project having a plan in place that not only documents the need for transportation in the area, but also offers potential projects and solutions for the community could be beneficial in the ongoing regional debate on transportation needs and provision.

Let me know if you need any more. Thanks

**Robert Thompson**  
*Manager of Grants, Capital Projects and Procurements /  
Transit Planner*  
*WestCAT - 510-724-3331*

\*\*\*\*\*

Hello Joanna:

The City of Hercules appreciates and supports WCCTAC's offer to take the lead on executing the Community Based Transportation Plan (CBTP) for the Hercules / Rodeo / Crockett Community of Concern. The City recognizes the benefit of identifying and overcoming barriers to mobility and transit in these communities. The City's top priority project at this time is the Hercules Intermodal Transit Center (ITC), which will be a key transit facility for local residents, including communities of concern, as well as the region at the large. The ITC is a major undertaking that currently demands much of the City's presently limited resources. However, looking ahead and to the extent that City

TAC Recc. CBTP

October 6, 2011

Page 3

staff and resources are available to contribute to the development of a CBTP, we will be happy to participate.

Please don't hesitate to contact me if you need any additional information or assistance related to the development of the Hercules / Rodeo / Crockett CBTP.

Sincerely,

Robert Reber  
Senior Planner, AICP  
City of Hercules  
111 Civic Dr.  
Hercules, CA 94547  
510-245-6531  
[rreber@ci.hercules.ca.us](mailto:rreber@ci.hercules.ca.us)

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7-4



**TO:** WCCTAC Technical Advisory Committee      **DATE:** Oct 6, 2011

**FR:** John Rudolph JR

**RE:** **Subregional Transportation Mitigation Fee Program (STMP) Update**

(1) Project Updates. Based on direction received from the TAC in September, staff are circulating blank project fact sheet templates among project sponsors to obtain updated information on all projects listed in the STMP.

(2) Finance Administration Updates. In coordination with relevant local personnel, staff are reviewing applicable STMP ordinances for the six participating agencies (cities plus County) with a view toward closely tracking the flow of fees from development projects through the agencies to the fee program.

(3) Updated STMP Strategic Plan. Upon receipt of updated project sheets from sponsors, and establishment of updated financial procedures, staff will review the need for and direction of a potential updated STMP strategic plan for consideration by the Board at a future date. An overarching goal is to establish a pattern for coordinated updates to the Measure J Strategic Plan and the STMP Strategic Plan.

(4) Current Issues. (A) Richmond has requested a Letter of No Prejudice (LONP) for the future commitment of \$527,000 for Richmond Intermodal East Side Improvements. (B) The approximate balance in the STMP account is \$600,000, after encumbrances. The TAC will consider these issues and others upon completion of (1) and (2) above.

Att. A: STMP payments and reports received to date.

Att. B: Richmond Community Redevelopment Agency's request for a Letter of No Prejudice for a future commitment of \$527,000.

**Item 8: Attachment A**

STMP Payments and Reports Received through 3Q FY 10/11.

STMP reports/\$ received - blank spaces indicate no report or \$ received for that period.

		Contra Costa	El Cerrito	Hercules	Pinole	Richmond	San Pablo
FY 07/08							
1Q	09/07	\$36,426.79	\$2,592.00	\$2,956.00		carried forward	
		\$9,965.45				to	
2Q	12/07	\$128,103.59		\$16,809.52		end	\$26,520.00
3Q	03/08						
4Q	06/08		\$2,595.00	\$1,478.00		\$267,209.53	\$42,115.98
FY 08/09							
1Q	09/08	\$ 22,485.12	\$ 2,595.00			\$130,439.00	\$ 31,558.00
2Q	12/08		\$0.00			\$ 4,212.00	
3Q	03/09		\$ 2,595.00			\$ 12,695.21	
4Q	06/09		\$0.00			\$ 40,012.90	
FY 09/10 ending							
1Q	09/09	\$ 946.68	\$0.00			\$ 29,131.20	\$ 5,190.00
		\$ 3,653.44					
2Q	12/09	\$ 6,573.84	\$0.00			\$0.00	
3Q	03/10					\$ 37,738.45	
4Q	06/10						
FY 10/11 ending							
1Q	09/10		\$0.00			\$0.00	
2Q	12/10		\$0.00				
3Q	03/11					\$0.00	
4Q	06/11					\$0.00	



October 5, 2011

Christina Atienza  
Executive Director  
West Contra Costa Transportation Advisory Committee  
13831 San Pablo Ave.,  
San Pablo, CA 94806

Re: STMP Funding of Richmond Intermodal Station – East Side Improvements

Dear Ms. Atienza:

The Richmond Community Redevelopment Agency (“Agency”) hereby requests a “letter of no prejudice” for the future commitment of \$527,000 from the Subregional Transportation Mitigation Fee Program (“STMP”) for Richmond Intermodal Station East Side Improvements. Funds will be used for design and engineering work for the Nevin Avenue Improvements: BART to 19<sup>th</sup> Street Project (“Project”).

**STMP Considerations**

The Project is programmed in the STMP as part of the “Richmond Intermodal Station” line item, which is associated with an apportionment of \$15,000,000 of STMP funding. The Richmond Intermodal Station line item is defined in the STMP as “including, but not limited to: the parking garage, station building, transit center, east side improvements, lighting and real-time transit information”. The Project is part of the east side improvements.

We understand the WCCTAC Board has directed staff to develop a strategic plan that addresses the significant shortfall in STMP receipts before considering allocations of STMP funds. In light of this, the Agency is requesting a “letter of no prejudice” (“LONP”), to allow the Agency to advance the Project with local funds, with reimbursement at a later date to be determined by the forthcoming strategic plan for these funds.

**Project Description**

The Project is a pedestrian and bicycle-focused transit access project that seeks to encourage walking and bicycling by residents and Civic Center-area workers to and from the Richmond Intermodal Transit Station; and to support the development of Phase II of the Richmond Transit Village. In order to accomplish this, the Project includes:

-a total reconstruction of the east entrance to the BART station to remove the existing non-ADA compliant walkway and replace with an at-grade extension of Nevin Avenue, terminating at a “kiss-and-ride” cul-de-sac

-installation of pedestrian and bicycle-oriented streetscape elements along the above-referenced extension of Nevin Avenue including wide sidewalks, bulb outs, curb ramps, enhanced crosswalks, bicycle sharrows, pedestrian scaled lighting, wayfinding signage and street trees.

-installation of an stairway, elevator, canopy and pedestrian plaza to provide direct access to the station, similar to the work already completed for the west entrance to the station.

The Richmond Intermodal Transit Station is a major transit hub in the Bay Area, with approximately 6,751 transit riders daily, including 3,680 BART riders, 962 riders on four Amtrak lines, and 2,109 riders on 13 AC Transit routes. This project is a critical link between these existing transit services and the neighborhood, commercial, and civic destinations located east of the station.

The Agency is obligated to complete this Project as part of the Disposition and Development Agreement between the Olson Company, BART and the Agency. Thus, this Project is an existing obligation that will be completed regardless of the outcome of the current litigation addressing the existence of redevelopment agencies in California.

#### **Project Costs and Funding Plan**

The Agency, in recognition of the serious shortfalls in the STMP and recognizing that the full \$15,000,000 programmed amount may not be available for the Richmond Intermodal Station project components, has aggressively and successfully pursued other funding sources for the Richmond Intermodal Station components. As a result of the Agency's efforts, the parking structure, station building and transit center funding plans were all completed without the use of STMP funds.

For the east side improvements, a funding gap remains, despite the Agency's efforts to secure additional funding to backfill the STMP. In 2008, the Bay Area Air Quality Management District awarded \$600,000 in Transportation for Clean Air funds for the east side improvements. In 2009, the Metropolitan Transportation Commission ("MTC") awarded \$750,000 in Safe Routes to Transit funding to the Project. In 2010, the east side improvements were split into two phases (Nevin from BART to 19<sup>th</sup>, and Nevin from 19<sup>th</sup> to 27<sup>th</sup>) to allow portions of the project to advance independently in an effort to better compete for funding, and as a result, MTC awarded \$2,650,000 from the Regional Transportation for Livable Communities ("TLC") program for construction of the 19<sup>th</sup> to 27<sup>th</sup> phase, and the Contra Costa Transportation Authority awarded \$1,217,000 for construction of the BART to 19<sup>th</sup> phase from its TLC Block Grant program.

In summary, the Agency's success over the last three years has relieved the STMP of an additional \$5,217,000 from its original \$15,000,000 programmed obligation.

The following tables describe the current estimated Project costs and proposed funding plan for the East Side Improvements, BART to 19<sup>th</sup> phase:

*Project Costs*

Environmental and Preliminary Design	\$15,000
Plans, Specifications and Engineering	\$615,235
<u>Construction</u>	<u>\$3,500,000</u>
<i>Total Cost</i>	<i>\$4,130,235</i>

*Project Funding*

Redevelopment Funds - Environmental	\$15,000
CCTA TLC Block Grant - Construction	\$1,217,000
Safe Routes to Transit - Design	\$88,235
Agency, proposed Measure J TLC, etc.	\$2,283,000
<u>Proposed STMP - Design</u>	<u>\$527,000</u>
<i>Total Funding</i>	<i>\$4,130,235</i>

The Agency plans to pursue a number of funding sources to contribute to construction funding for the Project, including the upcoming Measure J TLC.

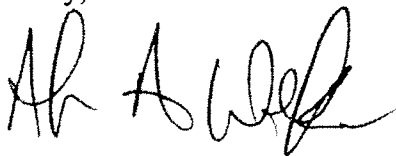
**Project Status and Schedule**

The Agency circulated a Request for Proposals for design and engineering services and received three proposals in response. Pending affirmative approval of this request for a STMP LONP, the Agency Board will award the contract in late November. Design is expected to be completed in summer 2012 with construction commencing October 2012 or spring of 2013, pending analysis of potential weather impacts to Project implementation.

It is noteworthy that the grants the Agency secured for construction funding (Safe Routes to Transit, TLC Block Grant) are funds that are at risk if the design of the Project is not completed by February 2012. It is this urgency that has led to this request for a STMP letter of no prejudice. In addition to identifying and securing additional construction funding, the Agency will work with the funding agencies to align the timelines for use of these grants to allow more time to assemble additional STMP and non-STMP funding.

Thank you for your assistance with this important project. If you have any questions, or require additional information, please feel free to contact Chadrick Smalley, Development Project Manager at 510-412-2067.

Sincerely,



Alan Wolken, Director  
Richmond Community Redevelopment Agency

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Draft 2012

January							February							March						
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1	2	3	4	5	6	7					1	2	3	4				1	2	3
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15	16	17	18	19	20	21	12	13	14	15	16	17	18	11	12	13	14	15	16	17
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29	30	31					26	27	28	29				25	26	27	28	29	30	31

April							May							June								
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July							August							September						
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October							November							December						
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0 = TAC meetings, 9:00 a.m. – 11:00 a.m. □ = Board meetings, 8:00 a.m. – 9:30 a.m.

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## Planning Committee **STAFF REPORT**

**Meeting Date:** September 7, 2011

<b>Subject</b>	<b>Update on Bay Conservation and Development Commission (BCDC)'s Proposed Bay Plan Amendment.</b>
<b>Summary of Issues</b>	The San Francisco Bay Conservation and Development Commission is poised to adopt a major amendment to its Bay Plan in October 2011. The amendment incorporates considerations and related policies to anticipate and respond to possible sea level rise due to global warming. The Authority commented on the proposed Plan amendment in November 2010, with a number of concerns about how these policies could conflict with the development of Priority Development Areas (PDAs) and transportation improvement projects in low-lying areas. Those policies have been revised to address the Authority's concerns, as well as similar and other concerns raised by the business and developer community.
<b>Recommendations</b>	Staff recommends that the Authority transmit a letter of support for the proposed Bay Plan Amendment 1-08. (See Attachment A)
<b>Financial Implications</b>	n/a
<b>Options</b>	n/a
<b>Attachments (See PC Packet for Attachments B &amp; C, dated 9/7/11)</b>	<ul style="list-style-type: none"> <li>A. Draft Letter of Support from David Durant, CCTA Chair to BCDC Chair and Executive Director, September 21, 2011</li> <li>B. New "Climate Change" Section to Part IV of the Bay Plan, July 29, 2011</li> <li>C. Letter from Robert Taylor, CCTA Chair to BCDC Chair and Executive Director, November 23, 2010</li> </ul>
<b>Changes from Committee</b>	<i>None</i>

### Background

In response to climate change concerns, the Bay Conservation and Development Commission (BCDC) is amending its *San Francisco Bay Plan* to create a climate change policy section that establishes long-range strategies for addressing predicted sea level rise. The new policies and strategies are intended to mitigate the impact of increased flooding, while preserving and enhancing the natural resources of the Bay shoreline (see Attachment B).

10.c-1

In November 2010, staff examined the first draft of the amendment for possible conflicts with the Authority's future transportation projects and local land use plans. Upon further examination, it became clear that projects located within low-lying shoreline areas that are designated by BCDC as vulnerable to future inundation could be affected by proposed adaptation guidelines in the draft Amendment. Accordingly, the Authority transmitted comments to BCDC by letter dated November 23, 2010 (see Attachment C).

### **Status of the Amendment**

Since November, BCDC has addressed many of the concerns raised during the fall 2010 public hearing, including those raised by CCTA, through a series of presentations and workshops, including a presentation to the Contra Costa County Mayor's Conference on December 2, 2010, in Pittsburg California.

In March and April 2011, BCDC staff hosted a series of work sessions with the BCDC Board to develop options for addressing public concerns. On May 6<sup>th</sup>, BCDC released a second draft of the Amendment. This release of the second draft was followed by a workshop on May 19<sup>th</sup>, where the Commission met with representatives of business and environmental organizations to review new policy strategies.

Following the May 19<sup>th</sup> workshop, BCDC staff and commissioners worked with key stakeholders to incorporate new language into a third draft, followed by another workshop held on June 2<sup>nd</sup>.

BCDC staff released a revised recommendation for public review on July 29<sup>th</sup>, 2011, and will hold a public hearing on September 1. The final recommendation will be released on September 23, and is scheduled for BCDC adoption on October 6, 2011.

### **BCDC Response to Authority Comments**

While BCDC has not directly responded to the Authority's comments, staff believes that the most recent revisions to the Plan Amendment adequately address the Authority's concerns. Following is a summary of those comments, and the changes BCDC has made in response to the Authority's and other stakeholder's concerns:

1. The Authority sought revisions to the Amendment to avert conflicts between the Bay Plan Climate Change policies and the Authority's primary mission – to deliver the Measure J transportation projects as approved by the voters of Contra Costa.

*The proposed amendment adds policies that specifically limit the application of the Climate Change policies to within 100 feet of the shoreline. For projects or activities that are located partly within the 100 foot band, and partly outside of it, the findings only apply to that portion of the project located within the 100 foot band (see Policy 1, p. 21). While this policy explicitly limits BCDCs jurisdiction to the existing shoreline, a new policy also recognizes that piecemealing*

10.c-2

*decisions based upon overlapping government jurisdictional boundaries can be inefficient and counterproductive. Consequently, the proposed amendment supports BCDC's collaboration with the Joint Policy Committee, which is comprised of the regional agencies (MTC, ABAG, BCDC, and the Air District), to provide a framework for regional decision making (see Policy 6.u, p. 19).*

*The proposed amendment also adds a policy that recognizes that transportation facilities and other critical infrastructure that is necessary for existing development or to serve planned development provide regional benefits, advance regional goals, and should be encouraged if the benefits outweigh the risk from flooding (see policy 7.b, p. 26).*

2. The Authority sought to avert conflicts between the Bay Plan and the efforts of local jurisdictions to develop Priority Development Areas (PDAs), several of which are located near the Bay.

*The policy addressing infill development has been re-written to acknowledge that ABAG and MTC have developed the FOCUS program and have identified PDAs as key components of the Bay Area's Sustainable Communities Strategy (SCS) that will be adopted pursuant to SB 375. The policy further states that one of BCDC's objectives in adopting climate change policies is to facilitate implementation of the SCS (see policy 6.p, p. 17).*

3. The Authority sought assurances that the existing infrastructure we rely on daily for the transport of people and goods will be adequately protected from sea level rise.

*The revised policies recognize the significant and valuable development that has been built up along the coastal areas. The policies include a new finding that recites the overarching guiding principles of the California Climate Adaptation Strategy, including the objectives of protecting public health, safety, and critical infrastructure. The Strategy recognizes that protecting anything and everything from sea level rise may prove futile in the long run, and looks to decision guidance using cost-benefit analysis to appropriately consider developments that are threatened (see policy 6.w, p. 20).*

The Authority also submitted specific language changes to individual policies. Tracking whether or not these changes were incorporated is very difficult to do because with each new iteration of the proposed amendment, paragraphs have been added and deleted, the numbering and order has been changed, and entirely new policies have been added that respond directly to our previous concerns. Rather than belabor the specific language changes requested last November, staff believes that the broad policy changes as currently proposed sufficiently deal with our concerns.

We therefore recommend sending a letter of support. (See Attachment A)

10.c-3



CONTRA COSTA  
transportation  
authority

DRAFT

COMMISSIONERS

September 21, 2011

David Durant, Chair

Don Tatzin,  
Vice Chair

Janet Abelson

Genoveva Calloway

Jim Frazier

Federal Glover

Dave Hudson

Karen Mitchoff

Julie Pierce

Karen Stepper

Robert Taylor

Randell H. Iwasaki,  
Executive Director

Sean Randolph  
Chairman

BAY CONSERVATION AND DEVELOPMENT  
COMMISSION  
c/o Bay Area Council  
201 California Street, Suite 1450  
San Francisco, CA 94111

Will Travis  
Executive Director

BAY CONSERVATION AND DEVELOPMENT  
COMMISSION  
50 California Street, Suite 2600  
San Francisco, California 94111

**Subject:** *Letter of Support for the Proposed Bay Plan Amendment 1-08*

Dear Chairman Randolph and Executive Director Travis:

In our last letter to you, dated November 23, 2010, the Contra Costa Transportation Authority (the Authority) expressed significant concerns about the conflicts that the policies and guidelines in the proposed Bay Plan Amendment 1-08 (the Amendment) would introduce to the transportation sector in general and to the Authority's mission and goals in particular.

We are therefore ~~delighted~~ pleased to report, that after having reviewed the proposed July 29, 2011 revisions to the Amendment, the Authority has taken a position of support. We appreciate that the July 29 version broadly and comprehensively addresses our early comments. Specifically:

1. The Authority sought revisions to the Amendment to avert conflicts between the Bay Plan Climate Change policies and the Authority's primary mission – to deliver the Measure J transportation projects as approved by the voters of Contra Costa.

*The proposed amendment adds policies that specifically limit the application of the Climate Change policies to within 100 feet of the shoreline. For projects or activities that are located partly within the 100 foot band, and partly outside of it, the findings only apply to that portion of the project located within the 100 foot band (see Policy 1, p. 21). While this policy explicitly limits BCDCs jurisdiction to the existing shoreline, a new policy also recognizes that piecemealing decisions based upon overlapping government jurisdictional boundaries can be inefficient and counterproductive. Consequently, the proposed amendment supports BCDC's collaboration with the Joint Policy Committee, which is comprised of the regional agencies (MTC, ABAG, BCDC, and the Air District), to provide a framework for regional decision making (see Policy 6.u, p. 19).*

10.c-4

2999 Oak Road  
Suite 100  
Walnut Creek  
CA 94597  
PHONE: 925.256.4700  
FAX: 925.256.4701  
www.ccta.net

*The proposed amendment also adds a policy that recognizes that transportation facilities and other critical infrastructure that is necessary for existing development or to serve planned development provide regional benefits, advance regional goals, and should be encouraged if the benefits outweigh the risk from flooding (see policy 7.b, p. 26).*

2. The Authority sought to avert conflicts between the Bay Plan and the efforts of local jurisdictions to develop Priority Development Areas (PDAs), several of which are located near the Bay.

*The policy addressing infill development has been re-written to acknowledge that ABAG and MTC have developed the FOCUS program and have identified PDAs as key components of the Bay Area's Sustainable Communities Strategy (SCS) that will be adopted pursuant to SB 375. The policy further states that one of BCDC's objectives in adopting climate change policies is to facilitate implementation of the SCS (see policy 6.p, p. 17).*

3. The Authority sought assurances that the existing infrastructure we rely on daily for the transport of people and goods will be adequately protected from sea level rise.

*The revised policies recognize the significant and valuable development that has been built up along the coastal areas. The policies include a new finding that recites the overarching guiding principles of the California Climate Adaptation Strategy, including the objectives of protecting public health, safety, and critical infrastructure. The Strategy recognizes that protecting anything and everything from sea level rise may prove futile in the long run, and looks to decision guidance using cost-benefit analysis to appropriately consider developments that are threatened (see policy 6.w, p. 20).*

We commend the staff and Commission members for their thoughtful consideration of all of the comments provided by the involved stakeholders, and for establishing a framework for the regional dialog to begin on the difficult work of responding to the challenges of climate change and sea-level rise.

We look forward to participating in the regional dialog.

Sincerely,

**DRAFT**

David E. Durant,

Chair

cc via e-mail: BCDC Members and Alternates  
The Contra Costa Mayor's Conference  
Contra Costa County Supervisors  
Contra Costa Transportation Authority Members

## Administrative and Projects Committee **STAFF REPORT**

Meeting Date: September 1, 2011

<b>Subject</b>	<b>2012 State Transportation Improvement Program (STIP) Candidate Projects</b>
<b>Summary of Issues</b>	<p>The Authority received 15 applications totaling approximately \$101 million in STIP fund requests. The STIP subcommittee of the <i>Technical Coordinating Committee</i> (TCC) met on July 26, 2011 to score the projects using the Authority's approved criteria. The TCC, at its meeting on August 18, 2011, reviewed the prioritized list shown in Attachment A, and recommended approval of the list.</p> <p>The 2012 STIP final fund estimate was adopted by the California Transportation Commission on August 10, 2011. The fund estimate provides the programming target for the 2012 STIP.</p>
<b>Recommendations</b>	Staff recommends that the Authority approve the 2012 STIP Contra Costa project list and authorize the Authority Chair to sign the attached Resolution of Local Support for Authority sponsored projects. Staff also concurs with the TCC recommendation for regular project reporting from the City of Hercules for their Intermodal Transit Center Station project.
<b>Financial Implications</b>	Approximately \$48 million is available to Contra Costa to program in the 2012 STIP. Of this total, \$22 million has been pre-committed by prior Board action or will be programmed as reserves. This results in \$26 million available for new candidate projects in the 2012 STIP.
<b>Options</b>	The Authority may revise the 2012 STIP project recommendations
<b>Attachments</b>	<ul style="list-style-type: none"> <li>A. Scored list of candidate projects for the 2012 STIP</li> <li>B. Resolution of Local Support for Authority sponsored projects</li> </ul>
<b>Changes from Committee</b>	<i>None</i>

### Background

The Authority issued the 2012 STIP call for projects on June 15, 2011. Concurrently, the Authority also approved evaluating projects separately using the following 100 point scoring criteria. It should be noted that the Authority's STIP application requires different technical data for roadway and transit projects, however, the overall scoring criteria is the same.

10.d-1

### Scoring Criteria

- Safety/System Productivity 25 points
- Congestion Relief 25 points
- Strategic Expansion 15 points
- SB 375 Goals 10 points
- Other secured funds 5 points
- Measure C or J 20 points

Applications were due on July 13, 2011. A total of 15 applications with cumulative funding requests for approximately \$101 million in STIP fund were received. The STIP subcommittee of the Technical Coordinating Committee (TCC) met on July 26, 2011 to score candidate STIP projects using the Authority's approved criteria. The projects were scored and ranked as shown in Attachment A.

The California Transportation Commission (CTC) adopted the 2012 STIP fund estimate at their meeting on August 10, 2011. Contra Costa County's share is approximately \$77 million. The summary below outlines the total share available for Contra Costa, the existing commitments approved by the Authority Board, and reservations needed for STIP Transportation Enhancement (TE) and Programming, Planning and Monitoring (PPM). The net available STIP capacity for the 2012 STIP call for projects is \$25,957,000.

- 1) MTC retains control over \$29 million in Contra Costa STIP shares. At the time the Caldecott Tunnel Project was ready for construction, the State was unable to make an allocation for programmed Contra Costa STIP funds. MTC replaced the STIP funds with regional ARRA funds.

\$76,928,000	Contra Costa 2012 Funds Estimate Total Share
<u>-\$29,000,000</u>	Under MTC control (exchange of regional ARRA funds)
<b>\$47,928,000</b>	<b>Net amount of 2012 STIP share available for Contra Costa</b>

- 2) Of the \$47.928 million available, the following commitments and reservations will be programmed into the 2012 STIP.

-\$13,000,000	Pre-committed to the eBART project
- \$5,000,000	Pre-committed to the I-80/San Pablo Dam Road Interchange project
- \$2,973,000	Contra Costa's TE share (TE Reserve) in the 2012 STIP
<u>- \$998,000</u>	Contra Costa's PPM share in the 2012 STIP
<b>\$25,957,000</b>	<b>Total programming capacity available for the 2012 STIP call for projects</b>

The following table contains the new projects recommended by the TCC for the 2012 STIP cycle in priority order based on their score. The table also reflects the STIP funds requested by each project and the cumulative request. The I-680 Southbound HOV Gap Closure, North Main Street to Livorna Road requested \$9 million in STIP funds. The project is fourth on the priority list, and funding is not available to fund the entire request. Therefore, the project will get the remaining \$5.6 million up to the total

10.d-2

amount available. This funding will help to close the gap in the design phase and/or the right of way phase for this project allowing design to proceed immediately following the environmental phase.

Rank	Agency	Project Name	Recommended STIP Amount	Cumulative Total
1	Hercules	Hercules Intermodal Transit Center (ITC), Station Building	\$ 5,100,000	\$ 5,100,000
2	BART	Walnut Creek BART TOD Intermodal	\$ 5,300,000	\$10,400,000
3	CCTA/San Pablo	I-80/San Pablo Dam Rd. Interchange Reconstruction	\$10,000,000	\$20,400,000
4	CCTA/TRANSPAC	I-680 SB HOV Gap Closure, N. Main St to Livorna Rd	\$ 5,557,000 <sup>1</sup>	\$25,957,000

<sup>1</sup> Total Requested is \$9,000,000. Remaining available funds total \$5,557,000.

### Issues

Some members of the 2012 STIP application review subcommittee expressed concern about the City of Hercules ITC project and whether the City will be able to deliver the project given the city's latest financial problems and the uncertainty of some of the other fund sources for the project. The STIP funds are likely to be programmed in FY2015-16. If Hercules is unable to deliver the project or secure other necessary funds, the Authority has the opportunity to reprogram the funds in the 2014 STIP cycle. The TCC and staff recommend that the City provides regular updates to the Authority on the progress of this project.

### Schedule

A proposed schedule to finalize the project list for the 2012 STIP is detailed below:

*Sept. 1-21, 2011*      APC and the Authority review and approve final project list and forwards to MTC in October per MTC's request

### Resolution of Local Support

MTC requires that the STIP sponsors complete a resolution of local support for the projects recommended for STIP funding. MTC will release their template for the 2012 Resolution of Local Support in late August 2011; however, MTC staff indicated that the new resolution of Local Support will be almost identical to the 2010 STIP resolution. Attachment B is a DRAFT resolution of Local Support for the three Authority sponsored projects – eBART extension, I-80/San Pablo Dam Road Interchange

10.d-3

project and the I-680 Southbound HOV Gap Closure, North Main Street to Livorna Road. Sponsors for other projects approved for the 2012 STIP call for projects will need to submit similar resolutions.

10.d-4

**2012 STIP Applications - TCC Subcommittee Review**

Rank	Project Proponent	Project Name	Project Type*	Funds Requested	Cumulative Total	2012 STIP Funds
1	Hercules	Hercules Intermodal Transit Center, Station Building	T	\$5,100,000	\$5,100,000	\$5,100,000
2	BART	Walnut Creek BART TOD Intermodal	T	\$5,300,000	\$10,400,000	\$5,300,000
3	CCTA/San Pablo	I-80/San Pablo Dam Rd. Interchange Reconstruction	R	\$10,000,000	\$20,400,000	\$10,000,000
4	CCTA/TRANSPAC	I-680 SB HOV Gap Closure, N. Main St to Livorna Rd	R	\$9,000,000	\$29,400,000	\$5,557,000
5	CCTA/TRANSPAC	I-680/SR4 Phase 3 interim Improvements	R	\$19,800,000	\$49,200,000	
6	Pleasant Hill	Contra Costa Blvd Corridor Enhancement Phase 3	R	\$4,923,000	\$54,123,000	
7	CCTA/Danville	I-680 NB Auxiliary Lanes, Seg. 2 Danville and Sam Ramon	R	\$9,000,000	\$63,123,000	
8	AC Transit	Richmond Parkway Transit Center	T	\$15,000,000	\$78,123,000	
9	Lafayette	Pleasant Hill Road Olympic Circle	R	\$1,000,000	\$79,123,000	
10	County	Camino Tassajara Sfty Imps-Windemere Pkwy to Alameda C. Line	R	\$5,764,000	\$84,887,000	
11	Richmond	Richmond Transit Village Ph II, Nevin Ave Improvements	T	\$3,211,000	\$88,098,000	
12	County	Kirker Pass Rd NB Truck Climbing Lane	R	\$3,500,000	\$91,598,000	
13	CCTA/San Ramon	I-680/Norris Canyon Bus/Carpool on/off ramps	R	\$7,000,000	\$98,598,000	
14	EBRPD	Pinole Shore to Bayfront Park Trail	T	\$1,000,000	\$99,598,000	
15	San Ramon	San Ramon Valley Blvd. Pavement Rehabilitation (INCOMPLETE)	R	\$2,223,000	\$101,821,000	
	<b>TOTAL</b>			<b>\$101,821,000</b>		<b>\$25,957,000</b>

\*Project Type: Roadway = R, Transit = T

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CONTRA COSTA  
**transportation  
authority**

COMMISSIONERS

September 29, 2011

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Mr. Steve Heminger  
Executive Director  
Metropolitan Transportation Commission  
101 Eighth Street  
Oakland, CA 94607

Subject: *Comments on July 8, 2011 Draft Proposal for OneBayArea Grant Program*

Dear Mr. Heminger:

Thank you for the opportunity to comment on the proposed OneBayArea grant program for Cycle 2 STP and CMAQ funds. The Contra Costa Transportation Authority (Authority) finds several aspects of the proposed approach to be quite positive. Combining the Transportation for Livable Communities, Regional Bicycle, Local Streets and Roads Shortfall, and Safe Routes to School programs would allow each CMA to tailor how it allocates the available funds to meet the regional transportation system needs locally identified within each county, thus making the program more truly a block grant. The increase in funding for each county would allow CMAs to better direct those funds to meet the maintenance needs of our communities and to support and encourage more walking, bicycling and transit use.

Some parts of the proposal, however, raise significant concerns. The following recommendations are made in the hope that the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments (ABAG) can revise the approach to create a more workable grant program, one that serves to both maintain the existing system and support future growth, and one that better reflects the wide range of communities in the Bay Area.

1. **The grant program should recognize and allow prior CMA commitments of Cycle 2 funding.** In Contra Costa's case, recognizing prior CMA commitments would include the \$9.53 million in maintenance funds to which the Authority committed based on MTC's own formula for funding maintenance needs in the region. Allowing such good faith commitments to be met is sound policy and helps to achieve the broad goals supported by the STP and CMAQ programs.

2. **Funds for maintenance projects should be treated separately from funds for other programs.** That is, the allocation of funds should reflect the previously agreed-upon regional formula and Authority commitments, and neither the proposed 70/30 split nor the proposed eligibility requirements for jurisdictions should apply.
3. **Use actual forecasts to determine the split.** Since it is not known what improvements are needed in the PDAs and how much they will cost, and since the 70/30 split may not reflect the actual allocation of forecast growth, we suggest:
  - a. Changing the PDA/non-PDA split to reflect actual forecasts OR
  - b. Using locations within or supporting a PDA as only *one* of the criteria for selecting projects for funding.

While recognizing that funding should support PDAs, we believe that an exclusive focus on locations *within* PDAs is too narrow and is inconsistent with the overall goals of these programs. Funding projects that would *support* the development of PDAs, even though they would not be *in* a PDA, helps meet the broad goals of MTC, the Authority and the entire SCS program; and therefore using locations that support PDAs should be counted as part of the PDA share.

4. **Safe Routes to School funds should not be subject to the 70/30 PDA requirement.** Very few schools in Contra Costa are located within designated PDAs. Limiting SRS funds by applying the 70/30 PDA requirement would therefore seem to be a restriction that lifts form over substance. We believe that SRS funding should be used to improve safety on all routes to our schools, regardless of whether those schools are in a PDA.
5. **Projects funded through the Regional Bicycle Program should not be subject to the 70/30 split.** While location within and support of PDAs could be used as a criterion for selecting projects, a strict 70/30 split does not capture the greenhouse gas benefits of projects located outside of PDAs. Indeed, given the nature of most PDAs, we believe that focusing exclusively on locations *within* PDAs is too limiting, and that bicycle routes that lead to, from or otherwise support PDAs should be equally eligible for funding.

6. **The eligibility requirements should be modified**, either to serve as true “performance and accountability” standards or to reflect more realistic standards for supportive policies. Performance and accountability standards would reflect an applicant agency’s track record in delivering projects. If retained, the eligibility standards should be modified to:
- c. Eliminate parking pricing as a standard since, while many have considered them, few agencies have actually implemented them
  - d. Eliminate the Community Risk Reduction Plan requirement since these plans are still a work in progress and few have been prepared and adopted
  - e. Eliminate the complete streets policy requirement since, again, relatively few agencies have completed them and, in any case, they are not required under State law until an agency substantially updates its Circulation Element. If retained, the complete streets requirement should not be tied to compliance with the Complete Streets Act of 2008; the language in Contra Costa’s Measure O (2010) could serve as a template for a more flexible requirement.<sup>1</sup>
7. **Standards on supportive policies should not be used to determine eligibility.** MTC proposes to link an applicant’s eligibility to local adoption of supportive policies. We understand that certain “efficiencies” can be achieved with “bright line” rules. We believe, however, that the eligibility criteria should be more flexible to allow fair consideration of more projects and programs that support the goals of MTC, the Authority and the SCS program. Standards on supportive policies can then, instead, be used in ranking project applications.
8. **Monies set aside for Priority Conservation Areas (PCAs) should be available for actual maintenance and improvement of roads.** The current proposal would only fund pilot planning efforts for PCAs. That

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<sup>1</sup> Suggested Language from Measure O: *A local jurisdiction’s eligibility for Local Road Improvement and Repair funds is contingent upon its incorporating into its road improvement and repair projects facilities and amenities that are practicable and recognized as contributing to that jurisdiction’s policies pertaining to the improvement of access and safety for bicycles, pedestrians and transit. For purposes of this requirement, ‘practicable’ means that the jurisdiction will, in good faith, take steps to implement its adopted bicycle and pedestrian plans and policies.*

seems to us to be unduly restrictive. We believe that using these funds to maintain or improve roads in PCAs is consistent with our common goals.

9. **The proposal needs to clarify how TFCA and other funds would be incorporated into the OneBayArea grant.** We are unsure how outside funds (such as TFCA) and the eligibility for such funds will guide the use of OneBayArea grant funds or how that guidance is intended to affect how CMAs allocate funding. We therefore request that this be clarified.

Again, we thank you for the opportunity to comment on the draft proposal for the Cycle 2 OneBayArea grant. We hope that you find our comments useful in creating a program that feasibly achieves the region's goals.

Sincerely,



David E. Durant  
Chair

cc: CMA Chairs and Directors  
Ezra Rapport, ABAG

File: 20.21.06



METROPOLITAN  
TRANSPORTATION  
COMMISSION

Joseph P. Bort MetroCenter  
101 Eighth Street  
Oakland, CA 94607-4700  
TEL 510.817.5700  
TTY/TDD 510.817.5769  
FAX 510.817.5848  
E-MAIL [info@mtc.ca.gov](mailto:info@mtc.ca.gov)  
WEB [www.mtc.ca.gov](http://www.mtc.ca.gov)

September 9, 2011

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*Steve Heminger*  
Executive Director

*Ann Flemer*  
Deputy Executive Director, Policy

*Andrew B. Fremier*  
Deputy Executive Director, Operations

Cities and Counties  
San Francisco Bay Area

RE: Pavement Management Technical Assistance Program (P-TAP) Round 13

Dear Public Works Directors of the San Francisco Bay Area:

MTC is soliciting projects for the Pavement Management Technical Assistance Program (P-TAP) Round 13. Applications are due **Friday, October 7, 2011 by 4:00 p.m.** MTC expects to formally confirm finalists on December 14, 2011, contingent upon Administration Committee approval. Additional copies of this application may be printed from the MTC website at [www.mtcpms.org](http://www.mtcpms.org).

All eligible Bay Area cities and counties are encouraged to apply. This includes jurisdictions that previously applied for P-TAP funds but were not selected and past P-TAP recipients that may need additional funds to implement, maintain or update specific components of their pavement management program (PMP). Jurisdictions that did not submit the Local Streets and Roads Revenue Survey would not be eligible to receive grant funding.

P-TAP provides Bay Area jurisdictions with assistance and expertise in implementing and maintaining a PMP, primarily the MTC StreetSaver® software. The program's success has enabled P-TAP to expand assistance to all Bay Area cities and counties. MTC has programmed over \$9.1 million in regional Surface Transportation Program (STP) funds during the last twelve rounds of P-TAP. In total, MTC has funded about 470 projects and assisted all Bay Area jurisdictions with their pavement needs.

Jurisdictions applying for a P-TAP grant will have the option of selecting from the following types of projects: 1) Pavement Management Systems (PMS) projects, and 2) roadway design projects including the development of Plans, Specifications, and Estimates (PS&E). MTC may consider other projects related to pavement management pending availability of funds.

Through P-TAP, MTC retained qualified consulting firms to provide assistance to Bay Area jurisdictions for eligible pavement projects. MTC will select the most appropriate firm to assign to each selected jurisdiction based on special areas of the firm's expertise, the jurisdiction's previous experience with the firm, the jurisdiction's preference, and the firm's geographic proximity or familiarity with the jurisdiction. MTC does not guarantee that jurisdictions will be assigned their preferred firm. Jurisdictions are expected to work directly with P-TAP consultants to complete the projects. Attachment A outlines the jurisdiction's and consultant's responsibilities for their P-TAP project.

10.F-1

Projects will be selected on the basis of the scoring criteria that staff presented to the San Francisco Bay Area Partnership Technical Advisory Committee (PTAC) on September 21, 2009 and as updated with the Local Streets and Roads Working Group on September 8, 2011 (Attachment B). This includes scores for the type of project; the number of centerline miles in a jurisdiction; when a jurisdiction last received a P-TAP grant; and certification status. Jurisdictions that did not submit their Local Streets and Roads Revenue Survey are not eligible to receive P-TAP grant funds.

For Round 13, approximately \$1.5 million in federal funds is expected to be available for programming. Jurisdictions will also be awarded up to two years subscription to StreetSaver® On-line. The minimum grant amount awarded will be \$10,000 with a maximum cap of \$60,000 awarded per jurisdiction. The project amount awarded will include both the MTC's STP contribution as well as a local contribution of 20%. The local contribution includes the local match of 11.47%; the remaining 8.53% pays for the StreetSaver® subscription referenced above.

You can determine your jurisdiction's maximum eligible award amount by multiplying \$300 by the number of centerline miles in your jurisdiction. For example, if a jurisdiction has 50 centerline miles of road, then the maximum amount of project funding would be \$15,000 (the local contribution will be 20% of \$15,000, which is \$3,000).

The actual award amount for individual jurisdictions will depend on the number of eligible applications received. The local contribution requirement of 20% of the grant sum needs to be paid to MTC by the local jurisdiction prior to the start of the project, and **no later than February 15, 2012**. Failure to submit local contribution by the February 15 deadline will result in the loss of funding for the project, and removal from the P-TAP round. MTC staff will then select an alternate project for participation in this round. All P-TAP 13 projects will be implemented in Fiscal Year 2011-12, and need to be completed by April 30, 2013. MTC will directly reimburse consultants working on P-TAP projects. Project sponsors are responsible for project costs exceeding the P-TAP grant amount. All grants are subject to availability of funds allocated for P-TAP by MTC. If your jurisdiction would like to participate in P-TAP, please complete the attached application form and email it to:

Amy Burch: [aburch@mtc.ca.gov](mailto:aburch@mtc.ca.gov)

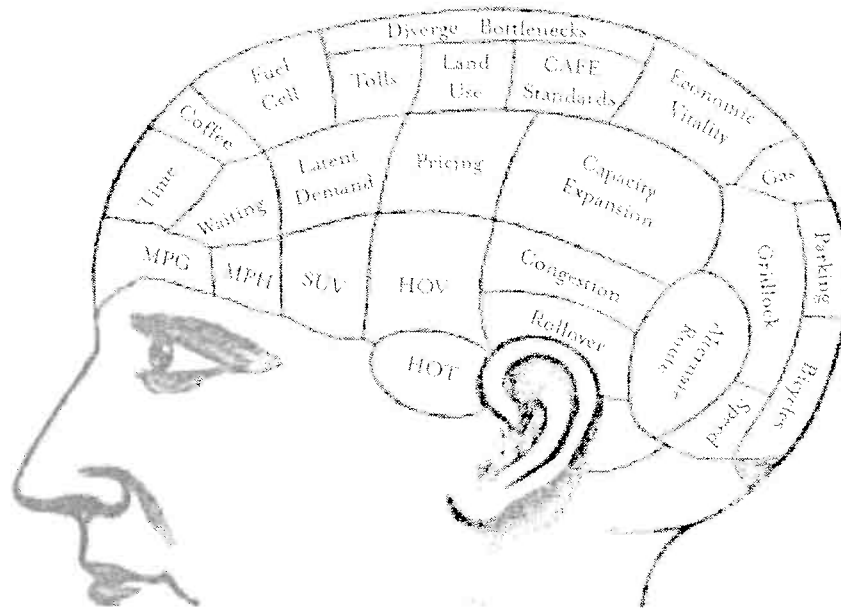
Sui Tan: [stan@mtc.ca.gov](mailto:stan@mtc.ca.gov)

Signed application forms are due on **October 7, 2011 by 4:00 p.m** Please send the files **electronically in Microsoft Excel, as well as a signed copy as a PDF**. For additional information contact Amy Burch, Project Manager, at (510) 817-5735 or Sui Tan at (510) 817-5844.

Sincerely,



Alix Bockelman  
Director, Programming and Allocations



# Rethinking Traffic Congestion

BY BRIAN D. TAYLOR

Traffic congestion and cities, it seems, go hand in hand. Everyone complains about being stuck in traffic; but, like the weather, no one seems to do anything about it. In particular, traffic engineers, transportation planners, and public officials responsible for metropolitan transportation systems are frequently criticized for failing to make a dent in congestion.

But is traffic congestion a sign of failure? Long queues at restaurants or theater box offices are seen as signs of success. Should transportation systems be viewed any differently? I think we should recognize that traffic congestion is an inevitable by-product of vibrant, successful cities, and view the “congestion problem” in a different light.

Conventional wisdom holds that traffic congestion exacts a terrible social and economic toll on society; expanding transportation capacity only makes things worse; and redesigning cities and expanding alternative transportation modes offer the best long-term means for reducing traffic congestion. I want to offer ten propositions that challenge these ideas and suggest how we might begin to think differently about traffic congestion. ➤

*Brian D. Taylor is associate professor of urban planning and Director of the Institute of Transportation Studies at the University of California, Los Angeles (btaylor@umcla.edu)*

10.9-1



PROPOSITION ONE: Traffic congestion is evidence of social and economic vitality; empty streets and roads are signs of failure.

We frequently read staggering estimates of the costs traffic congestion imposes on society. The Texas Transportation Institute, for example, placed the cost of metropolitan traffic congestion in 75 of the over 300 US metropolitan areas at \$68 billion in the year 2000. Given such estimates, we can't help but conclude that the economic health of metropolitan areas is threatened by congestion. While nobody likes being stuck in traffic, I think we overestimate its costs.

Cities exist because they promote social interactions and economic transactions. Traffic congestion occurs where lots of people pursue these ends simultaneously in limited spaces. Culturally and economically vibrant cities have the worst congestion problems, while declining and depressed cities don't have much traffic. By some estimates, New York and Los Angeles are America's most congested cities. But if you want access to major brokerage houses or live theater, you will find them easier to reach in congested New York than in any other metropolitan area. And if your firm needs access to post-production film editors or satellite-guidance engineers, you will reach them more quickly via the crowded freeways of LA than via less crowded roads elsewhere.

Despite congestion, a larger number and wider variety of social interactions and economic transactions can be consummated in large, crowded cities than elsewhere. Seen in this light, congestion is an unfortunate consequence of prosperity and a drag on otherwise high levels of accessibility, not a *cause* of economic decline and urban decay. So while we can view congestion as imposing costs on metropolitan areas, the costs of inaccessibility in uncongested places are almost certainly greater.

The terrible economic and environmental tolls that congestion exacts in places like Bangkok, Jakarta, and Lagos are undeniable. But mobility is far higher and congestion levels are far lower here in the US, even in our most crowded cities. That's why, for now, we don't see people and capital streaming out of San Francisco and Chicago, heading for cities like Alturas, California, and Peoria, Illinois.

PROPOSITION TWO: Our current focus on transportation networks is misplaced and ignores the effects of congestion on individuals and firms.

Freeways form the backbone of nearly every metropolitan transportation network in the US. While they comprise only a small fraction of metropolitan street and highway mileage, freeways carry more than a third of all vehicular travel. When people speak of congestion in cities, they typically mean freeway congestion, and most studies of metropolitan congestion focus mostly, if not exclusively, on freeway delay. But freeway delay may not be a meaningful way to measure how congestion affects people.

Consider the following example. A commuter walks from her front door to her car, parked in her driveway. She drives a quarter mile on local streets to a larger collector

10.9-2

street, and then a half mile to a large arterial street. She then travels on the arterial for a couple miles to a freeway on-ramp. Once on the freeway, she drives in congested conditions for six miles, exits onto another arterial, and drives another mile and a half before entering a parking structure at her worksite. She makes three loops up to the third level of the structure, where she parks. Then she walks fifty yards, waits for an elevator which takes her to the first floor, enters another building, and waits for another elevator to take her to her fifth-floor office.

In this example, the drive on the congested freeway accounts for well over half the travel distance, but much less than half the travel time. So even a dramatic fifty percent increase in travel speed on the congested freeway link of this trip would reduce the time of this sample commute by only five minutes—less than fifteen percent.

Travel behavior research has consistently found that transfer and waiting times—such as walking from the car to the office, or waiting for a bus or an elevator—comprise a large share of total trip times *and* are viewed by travelers as far more onerous than in-vehicle travel time. Most travelers would much rather reduce transfer and waiting times by five minutes than in-vehicle travel on a congested roadway by five minutes.

So we cannot estimate congestion costs by simply measuring network delay. We must instead examine congestion's influence on the choices firms and households make about location and travel. If delay on a congested freeway comprises only a small portion of someone's commute, that person's congestion costs are low even if congestion on the freeway network is high. And if a firm chooses to locate in a congested area that offers easy access to suppliers or customers, it is a mistake to consider congestion costs without balancing them against access benefits. ➤

A sample drive-alone commute trip

TRIP SEGMENT	DISTANCE	TIME	SPEED	DISTANCE SHARE	TIME SHARE
Walk to car	0.01 miles	0.2 min	3 mph	0.1 %	0.6 %
Drive to collector	0.25 miles	1.3 min	12 mph	2.4 %	3.5 %
Drive to arterial	0.50 miles	1.9 min	16 mph	4.7 %	5.2 %
Drive to freeway	2.00 miles	6.0 min	20 mph	18.9 %	16.6 %
Drive on congested freeway	6.00 miles	14.4 min	25 mph	56.6 %	39.9 %
Drive on arterial	1.50 miles	4.5 min	20 mph	14.1 %	12.5 %
Drive in parking structure	0.25 miles	1.9 min	8 mph	2.4 %	5.2 %
Walk to office	0.10 miles	6.0 min	1 mph	0.9 %	16.6 %
Total/Average	10.61 miles	36.1 min	18 mph	100.0 %	100.0 %

10.9-3

PROPOSITION THREE: Automobiles are central to metropolitan life, and efforts to manage congestion must accept this fact.

The so-called American love affair with automobiles is not an irrational addiction, as some assert. Instead it is a rational response both to the utility of private vehicles and to public policies supporting their use. Widespread auto use unquestionably imposes significant costs on society, but it also brings enormous private benefit. It's so easy to see the many costs of auto use—like chronic traffic congestion—that we can forget how fast and flexible automobiles benefit travelers.

Most research confirms that motorists do not pay the full costs they impose on society. While there is much debate over how much automobile travel is underpriced, there is general agreement that proper pricing of automobile use would both reduce congestion and increase the attractiveness of other modes such as public transit, bicycling, and walking.

But even if so-called marginal cost pricing of automobile use were implemented, private vehicles would not soon forfeit their dominant role. Most (though not all) experts agree that automobiles will remain central to urban life for the foreseeable future, and even the most ambitious efforts to increase the attractiveness of public transit, bicycling, and walking are unlikely to change this fact. Even in European cities where policies and planning explicitly favor alternative modes over automobiles, private vehicle use is increasing. Most transportation researchers also agree that some form of pricing would be the best way to reduce metropolitan traffic congestion. But many public officials see toll roads and parking charges as politically risky and unpopular, and insist that traffic congestion be mitigated by other, less effective means. The traveling public's frosty reception of such serious proposals to reduce congestion suggests to me that people see it as less of a problem than they let on.



10.9-4

PROPOSITION FOUR: Short-lived congestion relief through capacity expansion is not proof that adding capacity is a bad idea.

When capacity is expanded on heavily used roads, reduced delay can prove fleeting. This leads some observers to conclude that widening roads is a waste of time and money. Others go further, claiming that it makes things worse, since more people are delayed and more emissions are produced after the expanded facility fills up again with traffic. Some have likened it to buying a bigger belt to address the problem of weight gain.

But this analogy is misleading because it treats travel as simply a bad habit, and ignores the role of mobility in facilitating social interactions and economic transactions. While capacity expansion in areas of dense activity may fail to eliminate congestion, it may still bring significant social and economic benefit by accommodating more activity.

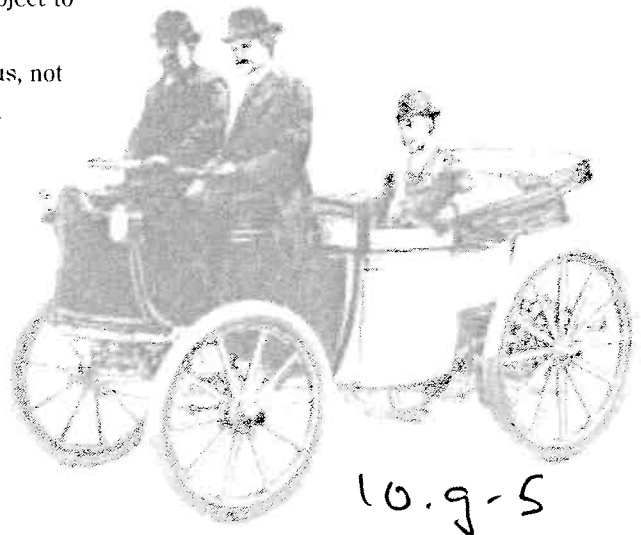
PROPOSITION FIVE: The effects of latent/induced demand are not confined to capacity expansion.

Given that latent/induced demand may help to reconstitute roadways following capacity expansion, some argue that we should instead emphasize operational improvements (such as coordinated signal timing and ramp metering) and transit-capacity expansions (like added rail transit and express bus service). Such improvements may be wise investments, but they are no less vulnerable to the reconstituting effects of latent/induced demand than road widenings.

When capacity is expanded on a congested facility, delay is reduced in the short term, and traffic speeds increase. Increased speeds reduce the time costs of trips, making travel more attractive. Travelers who were previously dissuaded by congestion from making car trips begin to do so, and the facility gradually becomes congested again. This, in a nutshell, is the latent-demand effect.

But the effects of latent/induced demand are not limited to road widenings. If a new ramp-metering program smoothes traffic flow and reduces delay in the short-term, it has the same effect as increased capacity on the time-cost of travel; so does a new rail line that lures a substantial number of travelers off a parallel roadway. This is why congestion on the San Francisco-Oakland Bay Bridge was only temporarily reduced when BART opened in the 1970s. Absent some corresponding increase in the monetary price of a trip, any change that reduces delay and travel times is subject to these effects.

To get around this conundrum, some argue that we need to focus, not on transportation systems, but on the land uses that generate and attract trips. Specifically, they call for mixing land uses and increasing development densities into more compact, transit-oriented development. But compact development is unlikely to reduce congestion, as the remaining propositions testify. ➤



PROPOSITION SIX: Changing land use patterns in an attempt to change travel behavior is a very long-term endeavor.

**M**etropolitan land use patterns change very slowly, slower than changes in employment, trade, demographics, and especially technology. Even in rapidly growing areas, new urban developments and new land uses comprise only a fraction of the overall urban fabric. Thus, even dramatic changes to new development patterns would have to be maintained for decades before they could significantly reshape metropolitan land uses and, in turn, overall travel origins and destinations.



PROPOSITION SEVEN: Compact development is correlated with more walking and transit use, but the nature of this relationship is not completely understood.

**T**he extensive research on land use/transportation relationships is fraught with methodological problems that scholars are only now beginning to untangle. We know that older, central cities host far more walking and transit use than do newer cities, but what is it about older, central cities that causes this? Higher population and employment densities? Proportionally lower levels of street and road capacity? Limited and expensive parking? Frequent transit service operating in dense networks? Commercial destinations located within walking distances of households? Higher proportions of lower-income households with less access to automobiles? Higher proportions of immigrants, elderly residents, and young, single residents who are more willing to walk and use transit?

Almost certainly, all these factors (and more) synergistically combine to increase walking and transit trips. But we still don't know for certain which of these factors is most important in influencing mode choice. And it remains unclear whether exporting a design-oriented subset of these factors—such as higher population densities and mixed land uses—to new developments in outlying areas will have much influence on travel behavior at all.

10.5-6

PROPOSITION EIGHT: The best way to get more people to walk and ride transit is by making driving slow, uncertain, and expensive.

Some argue that compact development increases the attractiveness of alternative modes like walking, biking, and transit riding. This is probably true. But the research in this area suggests to me that older, densely developed areas encourage walking and transit use more by decreasing the utility of driving—through scarce and expensive parking and slow speeds on congested streets—than by increasing the utility of other modes. But most proposals for compact development in outlying areas emphasize design treatments to increase the ease of walking and transit use far more than they seek to increase the cost, time, or uncertainty of auto use.

PROPOSITION NINE: Compact development—whether in older, central city areas, or in newer, outlying areas—increases congestion.

The most densely developed cities tend to be most congested. Traffic congestion decreases the attractiveness of automobile travel, thereby increasing the relative attractiveness of some other modes (though travelers may not be better off as a result). So although land use planning may raise densities and possibly lead to increased walking and transit use and to decreased car travel, it does so in part by increasing congestion.

Here's an example from the San Francisco Bay Area: In Healdsburg, at the northerly reaches of Sonoma County, population density is low at five people per acre, and vehicle travel is high at thirty miles per person per day. In Berkeley, population density is six times higher at thirty people per acre, while vehicle travel is two-thirds lower at ten miles per person per day. And in downtown San Francisco, population density is fifty times higher than in Healdsburg, at 250 people per acre, while vehicle travel is 7.5 times lower at just four miles per person per day. Does this mean that congestion levels are 7.5 times higher in Healdsburg than in San Francisco? Of course not.

If we compare the *density* of vehicle travel in Healdsburg and San Francisco, we can see why. In Healdsburg, residents generate 150 daily vehicle miles of travel per residential acre. In Berkeley, residents generate 300 daily vehicle miles of travel per residential acre. But in San Francisco, residents generate 1,000 daily vehicle miles of travel per residential acre. Put simply, vehicle travel decreases more slowly than population density increases, and congestion is the result. ➤

Population density versus travel density

LOCATION	POPULATION DENSITY (people per acre)	PERSON TRAVEL (vehicle travel per person per day)	TRAVEL DENSITY (vehicle travel per acre per day)
Healdsburg	5 people/acre	30 miles/person	150 miles/acre
Berkeley	30 people/acre	10 miles/person	300 miles/acre
Downtown San Francisco	250 people/acre	4 miles/person	1,000 miles/acre

10.9-7



PROPOSITION TEN: Absent some form of congestion/parking pricing, development patterns congruent with private vehicle use offer the best chance for land use planning to reduce congestion.

Automobiles offer both temporal and point-to-point flexibility that travelers clearly find attractive. The problem arises, of course, when too many automobiles are headed in the same direction at the same time.

Land uses, like large commercial centers, and transportation facilities, like high-capacity freeways, concentrate traffic. Low-density, dispersed land uses, on the other hand, spread traffic widely; they facilitate increased per capita vehicle use, but also decrease the overall density of vehicle travel and, hence, reduce congestion. One might term such development "Smart Sprawl."

What most people describe as urban sprawl is indeed low-density development. But it is characterized by concentrated commercial and employment centers near freeways that congregate traffic into congested corridors. With respect to congestion, this sort of "Dumb Sprawl" is perhaps the worst of all possible worlds.

I am not necessarily advocating "Smart Sprawl." Propositions Six and Seven state that planning land uses to influence travel behavior is an uncertain and very long-term proposition. Short-term traffic management objectives should influence, but not drive, the design of new cities and suburbs. The application of new technologies and adroit capacity expansions may present the best opportunities for managing congestion in the short-term, and some forms of road and parking pricing probably offer the best opportunities for reducing congestion over the longer term.

With respect to land use, we may choose to promulgate smart-growth policies to achieve a wide variety of otherwise worthy goals. But, for the reasons I have outlined here, we need to be clear that congestion reduction simply cannot be one of those goals. ♦

#### FURTHER READING

Anthony Downs. *Stuck In Traffic: Coping with Peak-Hour Traffic Congestion*. Washington, D.C.: The Brookings Institution, 1992.

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10.5-8