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**Technical Advisory Committee
(TAC)**

AGENDA

MEETING

Thursday, October 2, 2014

2:00 p.m.

625 Burnell Street

Napa CA 94559

General Information

All materials relating to an agenda item for an open session of a regular meeting of the Technical Advisory Committee (TAC) which are provided to a majority or all of the members of the TAC by TAC members, staff or the public within 72 hours of but prior to the meeting will be available for public inspection, on and after at the time of such distribution, in the office of the Secretary of the TAC, 625 Burnell Street, Napa, California 94559, Monday through Friday, between the hours of 8:00 a.m. and 5:00 p.m., except for NCTPA holidays. Materials distributed to a majority or all of the members of the TAC at the meeting will be available for public inspection at the public meeting if prepared by the members of the TAC or staff and after the public meeting if prepared by some other person. Availability of materials related to agenda items for public inspection does not include materials which are exempt from public disclosure under Government Code sections 6253.5, 6254, 6254.3, 6254.7, 6254.15, 6254.16, or 6254.22.

Members of the public may speak to the TAC on any item at the time the TAC is considering the item. Please complete a Speaker's Slip, which is located on the table near the entryway, and then present the slip to the TAC Secretary. Also, members of the public are invited to address the TAC on any issue not on today's agenda under Public Comment. Speakers are limited to three minutes.

This Agenda shall be made available upon request in alternate formats to persons with a disability. Persons requesting a disability-related modification or accommodation should contact the Administrative Assistant, at (707) 259-8631 during regular business hours, at least 48 hours prior to the time of the meeting.

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ITEMS

1. Call to Order
2. Introductions
3. Public Comments
4. TAC Member and Staff Comments
5. Standing:
 - 5.1 Congestion Management Agency (CMA) Report
 - 5.2 Project Monitoring Funding Programs (*Pages 4-18*)
 - 5.3 Transit Report (*VINE Ridership*)
 - 5.4 Vine Trail Report
6. Caltrans Report

Note: Where times are indicated for agenda items they are approximate and intended as estimates only, and may be shorter or longer, as needed.

7.	<u>CONSENT AGENDA ITEMS (7.1)</u>	<u>RECOMMENDATION</u>	<u>TIME</u>
	7.1 Approval of Meeting Minutes of September 4, 2014 (Renee Kulick) (<i>Pages 19-23</i>)	APPROVE	2:20 PM
8.	<u>REGULAR AGENDA ITEMS (8.1-8.5)</u>	<u>RECOMMENDATION</u>	<u>TIME</u>
	8.1 2015 Federal and State Legislative Program and Project Priorities (Kate Miller) (<i>Pages 24-28</i>)	ACTION	2:25 PM
	TAC will review and comment on the 2015 Federal and State legislative advocacy program to be referred to the NCTPA Board for consideration.		
	8.2 Cap and Trade Program Update (Kate Miller and Danielle Schmitz) (<i>Pages 29-72</i>)	INFORMATION	2:40 PM
	TAC will receive an update on a) Strategic Growth Council (SGC) Draft Guidelines for the SGC Affordable Housing and Sustainable Communities (SCS); b) Transit Program and MTC Proposal and c) CalEnviroScreen - Defining Disadvantaged Communities.		

*Item will be available at the meeting.

- | | | | |
|-----|---|------------------------|---------|
| 8.3 | Countywide Transportation Plan (CTP) and Community Based Transportation Plan (CBTP) Update
(Danielle Schmitz) <i>(Pages 73-92)</i>

TAC will receive an informational update on the CTP and CBTP. | INFORMATION | 2:55 PM |
| 8.4 | Senate Bill (SB) 743 California Environmental Quality Act (CEQA) Guideline Changes Update
(Alberto Esqueda) <i>(Pages 93-147)</i>

TAC will receive an update on the Office of Planning and Research's (OPR) draft guidelines requiring the replacement of "level of service" (LOS) with "vehicle miles traveled" (VMT). | INFORMATION | 3:05 PM |
| 8.5 | Legislative Update and State Bill Matrix* (Kate Miller)

Staff will provide TAC with the latest Federal and State legislative update.* | INFORMATION/
ACTION | 3:20 PM |
| 8.6 | NCTPA Board of Directors Agenda for October 15, 2014 (Kate Miller)
<i>(Pages 148-153)</i>

Preview draft version of the NCTPA Board of Directors Agenda for October 15, 2014. | INFORMATION | 3:30PM |
| 8.7 | Topics of Next Meeting

Discussion of topics for next meeting by TAC members. | DISCUSSION | 3:35 PM |

9. ADJOURNMENT

RECOMMENDATION

TIME

Approval of next Regular Meeting date of November 6, 2014 and Adjournment

APPROVE

3:40 PM

*Item will be available at the meeting.

Inactive Obligations
 Local, State Administered/Locally Funded and Rail Projects

October 2, 2014
 TAC Agenda Item 5.2
 Continued From: NEW
 ACTION REQUESTED: INFORMATION

Updated on
 09/18/2014

Project No (newly added projects highlighted in GREEN)	Status	Agency/District Action Required	State Project No	Prefix	District	County	Agency	RTPA	MPO
5042038	Inactive	Invoice returned to agency. Contact DLAE.	04924015L	BRLS	4	NAP	Napa	Metropolitan Transportation Commission	Metropolitan Transportation Commission
5042056	Future	Invoice returned to agency. Resubmit to District by 02/20/2015	0414000334L	STPL	4	NAP	Napa	Metropolitan Transportation Commission	Metropolitan Transportation Commission

Inactive Obligations
 Local, State Administered/Locally Funded and Rail Projects

October 2, 2014
 TAC Agenda Item 5.2
 Continued From: NEW

Updated on
 09/18/2014

ACTION REQUESTED: INFORMATION

Project No (newly added projects highlighted in GREEN)	Description	Latest Date	Authorization Date	Last Expenditure Date	Last Action Date	Program Codes	Total Cost	Federal Funds	Expenditure Amt	Unexpended Bal
5042038	FIRST ST OVER NAPA RIVER BRIDGE 21C-0095 . , BRDG REPLACEMENT	8/1/2013	12/13/2002	8/1/2013	8/1/2013	Q120,Q100,L1C0,H1C0,H120	15,244,910.00	13,340,362.00	13,026,357.10	314,004.90
5042056	CITY OF NAPA, PDA IMPLEMENTATION PLAN	2/20/2014	2/20/2014		2/20/2014	M240	311,000.00	275,000.00	0	275,000.00

Red Zone Projects

Index	TIP ID	Sponsor	Project Title			Req'd Activity	Date Req'd By	Zone	Notes	Prev Zone
	Source	Prog'd Amount (\$x 1,000)	Phase	FY						
1	NAP110006	American Canyon	American Canyon PDA Development Plan							
	STP	\$318	PE	13/14	Submit invoice to Caltrans	10/7/2014	Y		R	
	PDA - STP	\$475	PE	13/14	Submit invoice to Caltrans	10/7/2014	Y		R	
2	NAP110014	NCTPA	Napa Vine Trail Design and Construction - various locations							
	TCSP	\$800	PE	11/12	Submit invoice	1/26/14	Y	Field Review signed off and complete		
	Other local	\$228	PE	13/14		9/30/13	Y	Admin modification to existing obligation		
	CMAQ	\$211	PE	11/12	Submit invoice	1/26/14	Y			
	TCSP	\$120	ROW	13/14	Request authorization	6/1/14	Y	Obligate funds by September 2014	G	
	Other local	\$211	CON	13/14		2/1/14				
	TCSP	\$1,580	CON	13/14	Request authorization	6/1/14	R	Obligate funds by September 2014	Y	
	RTP-LRP	\$2,000	CON	15/16		2/1/16	G	Programming placeholder		
	ATP	\$3,600	CON	15/16	Request authorization	2/1/15	G			
3	NAP130010	Napa County	Silverado Trail Yountville-Napa Safety							
	STP	\$143	CON	14/15	Request authorization	11/1/14	N/A	Re		

Yellow Zone Projects Continued

Index	TIP ID	Sponsor	Project Title	Phase	FY	Req'd Activity	Date Req'd By	Zone	Notes	Prev Zone
	Source	Prog'd Amount (\$x 1,000)								
3	NAP110013	Napa	North/South Bike Connection							
	CMAQ	\$300	CON	13/14	Submit invoice	9/10/14	Y	E76 Obligation received	R	
	CMAQ	\$160	CON	13/14	Submit invoice	9/10/14	Y	E76 Obligation received	R	
	CMAQ	\$40	PE	11/12	Invoice paid 7/23/12		G	NEPA clearance obtained; finishing up design work		
4	NAP130002	NCTPA	Napa County SRTS Program							
	CMAQ	\$420	PE	13/14	Submit invoice	09/17/14	G	OA received		
5	NAP130001	City of Napa	PDA Planning Program Funds							
	STP	\$275	PE	13/14	Submit invoice	02/20/15	G	Need Supplemental Agreement signed; OA received		
6	NAP110009	Napa County	Silverado Trail Paving Phase F							
	STP	\$526	Con	11/12	Invoice to Caltrans		Y	Closeout in process		
	STP-FAS	\$312	Con	11/12						
7	NAP110007	American Canyon	Theresa Ave Sidewalk Phase III							
	CMAQ	\$200	CON	13/14	Submit invoice	10/14/14	Y	E76 received - going out for bid	R	

Yellow Zone Projects

Index	TIP ID	Sponsor		Project Title			Date Req'd By	Zone	Notes	Prev Zone
		Source	Prog'd Amount (\$x 1,000)	Phase	FY	Req'd Activity				
8	NAP110019	Napa County	\$1,114	Con	11/12	invoice to Caltrans	Y		closeout in process	

Federally-Funded Locally-Sponsored Napa County Projects

Green Zone Projects

Inde	TIP ID	Sponsor		Project Title		FY	Req'd Activity	Date Req'd By	Zone	Notes	Prev Zone
		Source	Prog'd Amount (\$x 1,000)	Phase							
9	NAP110028	City of Napa		California Blvd. Roundabouts							
		CMAQ	\$1,740	CON	16/17	request obligation	11/1/16	G	Project also has STIP funds		
		CMAQ	\$723	ROW	14/15	request obligation	02/01/15	Y	project aslo has \$431 in STIP ROW funds		
		RIP-T4-FED	\$431	ROW	14/15	request extension	03/01/15	Y	STIP funds for ROW need an extension if not authorized by 7/1/15		
		RIP-T4-FED	\$1,070	CON	16/17	request obligation	11/01/16	G			
10	NAP110023	County of Napa		Silverado Trail Phase H Rehab							
			\$890	CON	15/16			G			
			\$794	CON	15/16			G			

Notes:

Appendix A
Federal At Risk Report Zone Criteria
Required Activities per Resolution 3606 (Revised July 23, 2008)

Required Activities Monitored by CMA ¹	Criteria Timeframes for Required Activities		
	Red Zone	Yellow Zone	Green Zone
Request Project Field Review	Project in TIP for more than nine (9) months, or obligation deadline for Con funds within 15 months.	Project in TIP for less than nine (9) months, and obligation deadline for Con funds more than 15 months away.	All conditions other than Red or Yellow Zones
Submit Environmental Package	NA	NA	NA
Approved DBE Program and Methodology	NA	NA	NA
Submit Request for Authorization (PE)	within three (3) months	within three (3) to six (6) months	All conditions other than Red or Yellow Zones
Submit Request for Authorization (R/W)	within four (4) months	within four (4) to nine (9) months	All conditions other than Red or Yellow Zones
Submit Request for Authorization (Con)	within six (6) months	within six (6) to nine (9) months	All conditions other than Red or Yellow Zones
Obligation/ FTA Transfer	within two (2) months	within two (2) to four (4) months	All conditions other than Red or Yellow Zones
Advertise Construction	within four (4) months	within four (4) to six (6) months	All conditions other than Red or Yellow Zones
Award Contract	within six (6) months	within six (6) to nine (9) months	All conditions other than Red or Yellow Zones
Award into FTA Grant	within two (2) months	within two (2) to four (4) months	All conditions other than Red or Yellow Zones
Submit First Invoice	within two (2) months	within two (2) to four (4) months	All conditions other than Red or Yellow Zones
Liquidate Funds	within four (4) months	within four (4) to nine (9) months	All conditions other than Red or Yellow Zones Move to Appendix D
Project Closeout	within four (4) months	within four (4) to nine (9) months	All conditions other than Red or Yellow Zones

Other Zone Criteria

Red Zone	Projects with funds programmed in the same FY for both a project development phase (i.e. Env or PSE) and a capital phase (i.e. R/W or Con) without the project development phase(s) obligated.
Yellow Zone	Projects with an Amendment to the TIP pending.

Notes: ¹ See Appendix B for more information about the Required Activities and Resolution 3606.

Appendix B
Definitions of the Required Activities per Resolution 3606 (As revised January 22, 2014)

Index	Definition	Deadline
1	Req Proj Field Rev	
	Per MTC Resolution 3606-Revised, "Implementing agencies are to request a field review from Caltrans Local Assistance within twelve months of approval of the project in the TIP, but no less than twelve months prior to the obligation deadline of construction funds. This policy also applies to federal-aid projects in the STIP. The requirement does not apply to projects for which a field review would not be applicable, such as FTA transfers, regional operations projects and planning activities, or if a field review is otherwise not required by Caltrans. It is expected that Caltrans will conduct the review within 60 calendar days of the request. Failure for an implementing agency to make a good-faith effort in requesting and scheduling a field review from Caltrans Local Assistance within twelve months of programming into the TIP (but no less than twelve months prior to the obligation deadline) could result in the funding being reprogrammed and restrictions on future programming and obligations. Completed field review forms (if required) must be submitted to Caltrans in accordance with Caltrans Local Assistance procedures."	12 months from approval in the TIP ¹ , but no less than 12 months prior to the obligation deadline of construction funds.
2	Sub ENV package	
	Per MTC Resolution 3606-Revised, "Implementing agencies are required to submit a complete environmental package to Caltrans for all projects (except those determined Programmatic Categorical Exclusion as determined by Caltrans at the field review), twelve months prior to the obligation deadline for right of way or construction funds. This policy creates a more realistic time frame for projects to progress from the field review through the environmental and design process, to the right of way and construction phase. If the environmental process, as determined at the field review, will take longer than 12 months before obligation, the implementing agency is responsible for delivering the complete environmental submittal in a timely manner. Failure to comply with this provision could result in the funding being reprogrammed. The requirement does not apply to FTA transfers, regional operations projects or planning activities."	12 months prior to the obligation deadline for RW or Con funds. (No change)
3	Sub Req for Auth	
	Per MTC Resolution 3606-Revised, "In order to ensure funds are obligated or transferred to FTA in a timely manner, the implementing agency is required to deliver a complete, funding obligation / FTA Transfer Request for Authorization (RFA) package to Caltrans Local Assistance by November 1 of the fiscal year the funds are listed in the TIP. The RFA package is to include the CTC allocation request documentation for CTC administered funds such as STIP and state-TAP funded projects as applicable. Projects with complete packages delivered by November 1 of the TIP program year will have priority for available OA, after ACA conversions that are included in the Obligation Plan. If the project is delivered after November 1 of the TIP program year, the funds will not be the highest priority for obligation in the event of OA limitations, and will compete for limited OA with projects advanced from future years. Funding for which an obligation/ FTA transfer request is submitted after the November 1 deadline will lose its priority for OA, and be viewed as subject to reprogramming."	November 1 of FY in which funds are programmed in the TIP.
4	Obligate Funds/ Transfer to FTA	
	Per MTC Resolution 3606-Revised, "MTC Regional Discretionary Funding is subject to a regional obligation/ authorization/ FTA transfer deadline of January 31 of the fiscal year the funds are programmed in the TIP. Implementing agencies are required to submit the completed request for obligation/ authorization or FTA transfer to Caltrans Local Assistance by November 1 of the fiscal year the funds are programmed in the TIP, and receive an obligation/authorization/ FTA transfer of the funds by January 31 of the fiscal year programmed in the TIP. For example, projects programmed in FY 2014-15 of the TIP have a request for authorization/ obligation/ FTA transfer submittal deadline (to Caltrans Local Assistance) of November 1, 2014 and an obligation/ authorization/FTA transfer deadline of January 31, 2015. No extensions will be granted to the obligation deadline."	For submittal of request for obligation /authorization or FTA transfer November 1 of FY in which funds are programmed in the TIP. For obligation/ FTA transfer January 31 of FY in which funds are programmed in the TIP.

Appendix B
Definitions of the Required Activities per Resolution 3606 (As revised January, 2014)

Index	Definition	Deadline
5	Execute PSA	
	Per MTC Resolution 3606, "The implementing agency must execute and return the Program Supplement Agreement (PSA) to Caltrans in accordance with Caltrans Local Assistance procedures. It is expected that Caltrans will initiate the PSA within 30 days of obligation. The agency should contact Caltrans if the PSA is not received from Caltrans within 30 days of the obligation. This requirement does not apply to FTA transfers. Agencies that do not execute and return the PSA to Caltrans within the required Caltrans deadline will be unable to obtain future approvals for any projects, including obligation and payments, until all PSAs for that agency, regardless of fund source, meet the PSA execution requirement. Funds for projects that do not have an executed PSA within the required Caltrans deadline are subject to de-obligation by Caltrans."	Within 30 days of receipt of the PSA from Caltrans, and within six months from the actual obligation date. ²
6	Advertise Contract /Award Contract/Award into FTA Grant	
	Per MTC Resolution 3606-Revised, "For the Construction (CON) phase, the construction/equipment purchase contract must be advertised within 3 months and awarded within 6 months of obligation / E-76 Authorization (or awarded within 6 months of allocation by the CTC for funds administered by the CTC). However, regardless of the award deadline, agencies must still meet the invoicing deadline for construction funds. Failure to advertise and award a contract in a timely manner could result in missing the subsequent invoicing and reimbursement deadline, resulting in the loss of funding. Agencies must submit the complete award package immediately after contract award and prior to submitting the first invoice to Caltrans in accordance with Caltrans Local Assistance procedures. Agencies with projects that do not meet these award deadlines will have future programming and OA restricted until their projects are brought into compliance (CTCadministered construction funds lapse if not awarded within 6 months). For FTA projects, funds must be approved/awarded in an FTA Grant within one federal fiscal year following the federal fiscal year in which the funds were transferred to FTA."	Advertised within 3 months of obligation and awarded within 6 months of obligation. FTA Grant Award: Within 1 year of transfer to FTA.
7	Submit First Invoice / Next Invoice Due	
	Per MTC Resolution 3606-Revised, "Funds for each federally funded (Environmental (ENV/ PA&ED), There is no guarantee that funds will be available to the project once de-obligated. If a project does not have eligible expenses within a 6-month period, the agency must provide a written explanation to Caltrans Local Assistance for that six-month period and submit an invoice as soon as practicable to avoid missing the 12-month invoicing and reimbursement deadline. Agencies with projects that have not been invoiced against and reimbursed within a 12-month period, regardless of federal fund source, will have restrictions placed on future programming and OA until the project is properly invoiced. Funds that are not invoiced and reimbursed against at least once every 12 months are subject to de-obligation by FHWA."	For Con phase: Once For all other phases: Once within 6 months following Obligation and then once every 6 months thereafter, for each phase and federal program code.
7a	Inactive Projects	
	Per MTC Resolution 3606-Revised, "Caltrans requires administering agencies to submit invoices at least once every 6 months from the time of obligation (E-76 authorization). Projects that have not received a reimbursement of federal funds in the previous 12 months are considered inactive with the remaining un-reimbursed funds subject to de-obligation by FHWA with no guarantee the funds are available to the project sponsor. To ensure funds are not lost in the region, regional deadlines have been established in advance of federal deadlines. Project Sponsors must submit a valid invoice to Caltrans Local Assistance at least once every 6 months and receive a reimbursement at least once every 9 months, but should not submit an invoice more than quarterly. Agencies with projects that have not been invoiced against at least once in the previous 6 months or have not received a reimbursement within the previous 9 months have missed the invoicing/reimbursement deadlines and are subject to restrictions placed on future regional discretionary funds and the programming of additional federal funds in the federal TIP until the project receives a reimbursement."	Funds must be invoiced against at least once every 6 months to remain active.

Appendix B
Definitions of the Required Activities per Resolution 3606 (As revised January 22, 2014)

Index	Definition	Deadline
8	Liquidate Funds	
	Per MTC Resolution 3606-Revised, "California Government Codes 16304.1 and 16304.3 places additional restrictions on the liquidation of federal funds. Generally, federal funds must be liquidated (fully expended, invoiced and reimbursed) within 4 state fiscal years following the fiscal year in which the funds were appropriated. CTC-administered funds must be expended within 2 state fiscal years following the fiscal year in which the funds were allocated. Funds that miss the state's liquidation/ reimbursement deadline will lose State Budget Authority and will be de-obligated if not re-appropriated by the State Legislature, or extended in a Cooperative Work Agreement (CWA) with the California Department of Finance. CTC-administered funds must also be extended by the CTC. This requirement does not apply to FTA transfers."	Federal funds must be liquidated within four years of obligation. CTC administered funds must be liquidated within 2 year of obligation.
9	Estimated Completion Date/Project Closeout	
	Per MTC Resolution 3606-Revised, "Implementing Agencies must fully expend federal funds on a phase one year prior to the estimated completion date provided to Caltrans. At the time of obligation (E-76 authorization) the implementing agency must provide Caltrans with an estimated completion date for that project phase. Any unreimbursed federal funding remaining on the phase after the estimated completion date has passed, is subject to project funding adjustments by FHWA. Implementing agencies must submit to Caltrans the Final Report of Expenditures within six months of project completion. Projects must proceed to right of way acquisition or construction within 10 years of federal authorization of the initial phase. Federal regulations require that federally funded projects proceed to construction or right of way acquisition within 10 years of initial federal authorization of any phase of the project. Furthermore, if a project is canceled, or fails to proceed to construction or right of way acquisition in 10 years, FHWA will de-obligate any remaining funds, and the agency may be required to repay any reimbursed funds. If a project is canceled as a result of the environmental process, the agency may not be required to repay reimbursed costs for the environmental activities. However, if a project is canceled after the environmental process is complete, or a project does not proceed to right of way acquisition or construction within 10 years, the agency is required to repay all reimbursed federal funds. Agencies with projects that have not been closed out within 6 months of final invoice will have future programming and OA restricted until the project is closed out or brought back to good standing by providing written explanation to Caltrans Local Assistance, the applicable CMA and MTC. Note that funds managed and allocated by the CTC may have different and more stringent funding deadlines. A CTC allocated-project must fully expend those funds within 36 months of the CTC funding allocation."	Est. Completion Date: For each phase, fully expend federal funds 1 year prior to date provided to Caltrans. Project Close-out: Within 6 months of final project invoice.

Notes:

- ¹ Approval in the TIP: For administrative/ minor TIP Amendments it is the date of Caltrans approval. For formal TIP Amendments, it is the date of FHWA approval.
- ² Per DOT letter from Caltrans Local Assistance to MPOs, regarding "Procedural Changes in Managing Obligations", dated 9/15/05.

TDA 3 Project List - October 2014

Index	TIP ID	Sponsor	Project Title		FY	Req'd Activity	Date Req'd By	Zone	Notes	Prev Zone
	Source	Prog'd Amount (\$x 1,000)	Phase							
1	TDA 3	City of Napa \$72	SR29 Undercrossing PE			12/13			20% complete	
2	TDA 3	American Canyon \$190	Broadway Bike/Pedestrian Improvements CON			10/11	close out needed	G	funds invoiced and received	Y
3	TDA 3	City of Napa \$163	Tulocay Creek Bridge and Trail Completion CON			13/14	recently approved by NCTPA Board		Awaiting MTC approval	
4	TDA 3	American Canyon 47,855	Rio Del Mar/Los Altos/Theresa Ped Project CON			14/15		G	Awaiting MTC approval	
5	TDA 3	St. Helena \$107,278	Mitchell Drive Sidewalk Project CON			14/15		G	Awaiting MTC approval	
6	TDA 3	Calistoga \$106,427	Riverside Ped Project CON			14/15		G	Awaiting MTC approval	
7	TDA 3	Yountville 51,086	Washington St. Sidewalk Project CON			14/15		G	Awaiting MTC approval	

Green Zone Projects

Index	PPNO Source	Sponsor	Project Title		Req'd Activity	Date Req'd By	Zone	Notes	Prev Zone
			Phase	FY					
			Prog'd Amount (\$x 1,000)						
1	FMS 5932 RIP - T4 -ST	American Canyon	Devlin Road and Vine Trail Extension						
			\$297	PE	15/16	Request obligation	11/1/15	G	state only funds
			\$1,665	CON	17/18	Request obligation	11/1/17	G	state only funds
2	FMS 5725 RIP -T4-FED	American Canyon	Eucalyptus Drive Extension						
			\$1,154	CON	18/19	Request obligation	11/1/18	G	
3	2130F RIP-T4-FED	City of Napa	California Roundabouts						
			\$431	ROW	14/15	Request extension for STIP funds	3/1/15		If funds can't be obligated by 6/30/14 request extension
			\$1,070	CON	16/17	Request obligation	11/1/16	G	project also has OBAG funds in CON
4	FMS 6013 RIP-T4-FED	Calistoga	Petrified Forest Road and SR 128 Intersection Improvements						
			\$105	PS&E	15/16	Request obligation	11/1/15	G	
			\$50	ROW	16/17	Request obligation	11/1/16	G	
			\$425	CON	17/18	Request obligation	11/1/17	G	
5	FMS 5942 RIP-T4-FED	Yountville	Hopper Creek Pedestrian Path						
			\$100	PS&E	16/17	Request obligation	11/1/16	G	
			\$400	CON	17/18	Request obligation	11/1/17	G	
6	FMS 5934	County of Napa	Airport Boulevard Rehab						
			\$57	PS&E	17/18	Request obligation	11/1/17	G	
			\$1,275	CON	18/19	Request obligation	11/1/18	G	
7		City of Napa	Silverado Five-Way Intersection Improvements						
			\$1,153	CON	17/18	Request obligation	11/1/17	G	Project likely to become a SHOPP project - not in the TIP yet needs to be amended once PID is complete
8	2130H RTIP-TE RTIP-TE	Yountville	North Yountville bike lanes & extend sidewalk (ext 6-12)						
			\$43	PSE	10/11	complete			
			\$86	CON	11/12	complete			closed out
9	2130G RTIP-TE RTIP-TE RTIP-TE	American Canyon	Napa Jct. Elementary School ped improvements (ext 6-12)						
			\$24	PSE	10/11	complete			
			\$14	CON	11/12	submit invoice to Caltrans or risk deobligation	2/20/15	G	Invoice due on 8/20/14 accepted; next invoice due on 2/20/2015
			\$183	CON	11/12	submit invoice to Caltrans or risk deobligation	2/20/15	G	Invoice due on 8/20/14 accepted; next invoice due on 2/20/2015

Yellow Zone Projects

Index	PP No.	Sponsor		Project Title			Date	Zone	Notes	Prev Zone
		Source	Prog'd Amount (\$x 1,000)	Phase	FY	Req'd Activity				

Notes:

Red Zone Projects

Index	PP No.	Sponsor	Project Title			Req'd Activity	Date	Zone	Notes	Prev Zone
	Source		Prog'd Amount	Phase	FY		Req'd By			
			(\$x 1,000)							
10	2130Q	St. Helena		Highway 29/ Grayson Ave Signal Construction						
			\$300	CON	14/15	Request obligation	11/1/14	R	State only funds	Y

2010 STIP -Timely Use of Funds Provisions

The Timely Use of Funds and At Risk reports monitor the STIP Timely Use of Funds Provisions included in the current STIP Guidelines as adopted by the CTC. The current Timely Use of Funds Provisions are as follows:

Required Activity	Timely Use of Funds Provision
Allocation	For all phases, by the end (June 30th) of the fiscal year identified in the STIP.
Construction Contract Award ¹	Within six (6) months of allocation.
Accept Contract (Construction)	Within 36 months of contract award.
Complete Expenditures	For Env, PSE, & R/W funds, costs must be expended by the end of the second FY following the FY in which the funds were allocated.
Final Invoice/Project Completion (Final Report of Expenditures)	For Env, PSE, & R/W funds, within 180 days (6 months) after the end of the FY in which the final expenditure occurred. For Con funds, within 180 Days (6 months) of contract acceptance.

Zone Criteria

The Timely Use of Funds and At Risk reports utilize the deadlines associated with each required activity of the STIP Timely use of Funds Provisions to assign a zone of risk. The following zone criteria was developed for each of these risk zones (Red, Yellow, & Green). For the Final Invoice, this activity is tracked but no zone of risk is assigned.

Required Activity	Criteria Timeframes for Required Activities		
	Red Zone	Yellow Zone	Green Zone
Allocation -Env Phase	within four months	within four to eight months	All conditions other than Red or Yellow Zones
Allocation -PS&E Phase	within six months	within six to ten months	All conditions other than Red or Yellow Zones
Allocation -Right of Way Phase	within eight months	within eight to twelve months	All conditions other than Red or Yellow Zones
Allocation -Construction Phase	within eight months	within eight to twelve months	All conditions other than Red or Yellow Zones
Construction Contract Award	within six months	within six to eight months	All conditions other than Red or Yellow Zones
Accept Contract	within six months	within six to twelve months	All conditions other than Red or Yellow Zones
Complete Expenditures	within eight months	within eight to twelve months	All conditions other than Red or Yellow Zones
Final Invoice/Project Completion (Final Report of Expenditures)	NA	NA	NA

Other Zone Criteria

Yellow Zone	STIP /TIP Amendment pending
Red Zone	Extension Request pending

Notes:

1. Statute requires encumbrance by award of a contract for construction capital and equipment purchase within twelve months of allocation. CTC Policy is six months.

**Technical Advisory Committee
(TAC)**

MINUTES

Thursday, September 4, 2014

ITEMS

1. Call to Order

Chair Holley called the meeting to order at 2:01PM (local).

Jason Holley, Chair	City of American Canyon
Mike Kirn	City of Calistoga
Julie Lucido	City of Napa
Nathan Steele	Town of Yountville
Rick Marshall	County of Napa
Doug Weir	PCC
Ahmad Rahimi	Caltrans
Ursula Vogler	MTC

2. Introductions

None.

3. Public Comments

None.

4. TAC Member and Staff Comments

County of Napa – Member Marshall advised all jurisdictions to inspect their bridges following the quake and aftershocks. The bridge to a sub-division off of Partrick Rd has been “partially” closed with restricted speed and weight limits

Town of Yountville – Member Steele announced the departure of Graham Wadsworth, Public Works Director, and welcomed Debra Hight, as the Deputy Public Works Director.

City of Napa – The implementation of the 2-way streets in downtown Napa has been postponed pending direction from First Street businesses due to closures and earthquake clean-up activity.

Action Requested: APPROVE

Caltrans – Representative Rahimi announced that on September 3, 2014, Caltrans hosted the Jameson Canyon Ribbon Cutting Ceremony and with it the official closure of the widening project.

MTC - Representative Vogler announced that the 2015 TIP will be presented to the Commission for approval on September 24, 2014. Electric Vehicle Showcase is coming to Napa on October 2, 2014, location TBA.

City of American Canyon – Chair Holley announced that a consultant contract has been awarded to assist in the SR29 Specific Plan. The City received no damage during the earthquake except for some aesthetic damage to building exteriors, i.e. City Hall, Recreation Office.

NCTPA - Staff provided TAC with the following information and handouts:

- NCTPA received an Active Transportation Program award of \$3.6M for completion of Oak Knoll segment of the Vine Trail.
- The grant application submittal for the bicycle e-locker program is due December 2014.
- Caltrans Sustainable Community Grant is due October 12, 2014,
- HWY 37 Study - NCTPA participated in the recent meeting, with members comprised of stakeholders, Caltrans and environmental representatives. NCTPA will continue to stay involved during the 1 ½ year duration of the study.
- NCTPA Board of Directors/Davis Bicycle Tour meeting originally scheduled for September 17, 2014 has been cancelled. Davis Bicycle Tour will be rescheduled for Spring 2015.
- The SR29 Corridor Improvement Plan - TAC meeting was held August 28, 2014, the Community Advisory Committee meeting will be held on October 2, 2014, and Executive Street Committee/Board adoption of the plan is anticipated on October 25, 2014.
- Countywide Pedestrian Plan – several proposals were received from on-call consultants, evaluations completed, and award scheduled in October 2014.
- Vine Trail – Plans, specifications, and estimates are not yet complete; three (3) weeks remaining to submittal and 65% design work completed with a 90% completion rate required to prevent funding loss of \$1.5M. An extension was requested. NCTPA staff will alert the jurisdictions that need to review the plans prior to September 30, 2014.

5. Standing

5.1 Congestion Management Agency (CMA) Report

No report available due to no meeting held in August 2014.

5.2 Project Monitoring Funding Programs

Staff provided TAC with the latest project reporting data and deadlines.

- City of American Canyon – PDA development plan invoice submitted and accepted by Caltrans.

5.3 Transit Report (*VINE Ridership*)

Staff provided TAC with the latest quarterly ridership report. No damages to property or equipment, no disruption of transit services to report due to recent earthquake activities. NCTPA is considering transit service increase of RT11 between South American Canyon and Napa Valley College based on data and high ridership demand during certain peak hours.

5.4 Vine Trail Report

Member Rick Marshall provided Vine Trail update: Calistoga segment NEPA submitted to Caltrans for circulation.

6. Caltrans Report. – Caltrans staff provided TAC with the latest report.

- EA3E270 – Delay due to changes in the scope of work.

7. CONSENT AGENDA ITEMS (7.1)

7.1 Approval of Meeting Minutes

Approve

MSC* MARSHALL / STEELE for **APPROVAL** and unanimously carried

8. REGULAR AGENDA ITEMS (8.1-8.8)

8.1 Transit On-Board Passenger Survey

Information

NCTPA staff provided TAC with an overview of the passenger survey recently conducted in Spring 2014. The last survey was on-board survey was performed in 2008. 13 routes were surveyed and a copy of the full report was provided to TAC.

8.2 Metropolitan Transportation Committee (MTC) Presentation on Car Share Program

Information

Representative Vogler presented TAC with the MTC Car Share Program

available throughout the Bay Area. This \$2.0M grant program available through the Climate Initiative Program will assist in reaching MTC's most ambitious goal in reducing the per capita CO₂ emissions of 2.6% by 2035. Eligible project applications must be received by MTC on or before October 17, 2014 – 4:00PM.

8.3 Napa Countywide Transportation Plan (CWTP) – Draft Project and Program Lists

Information/Discussion

Staff presented TAC with the latest draft project and program lists in support of the Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS). With the development of the project lists (constrained and unconstrained) staff with the assistance of the committee is able to prioritize and short list those projects that are most viable and meet MTC requirement and goals set by the NCTPA Board of Directors. Another "Round Robin" discussion with each individual jurisdiction will be scheduled in September/October 2014 before the list is brought back to TAC.

8.4 Solano Napa Travel demand Model – Socioeconomic and Demographic Data Update and Request for Review

Information

Staff provided TAC with the latest update on the Napa Solano Travel Demand Model. Staff requested jurisdictions provide feedback on the socioeconomic data by next week.

8.5 MTC Countywide Transportation Plan (CTP) Draft Guidelines Update

Information

TAC received the latest guideline updates provided by MTC. Guidelines continue to be addressed and discussed by the CMAs; concerns about the guidelines being too prescriptive and not allowing each county the flexibility to create its own performance measures, goals and objectives.

8.6 Legislative Update and State Bill Matrix

Information/Discussion

Staff provided TAC with the latest legislative and State Bill matrix requesting TAC's comment and recommendation of support by the Board.

8.7 NCTPA Board of Directors Agenda for September 17, 2014

Information

Agenda not available due to the cancellation of the NCTPA Board of Director's meeting on September 17, 2014.

8.8 Topics of Next Meeting

Discussion

- Countywide Transportation Plan
- CWTP Project and Program List Update

9. ADJOURNMENT

Approve

Next regular meeting date of October 2, 2014, was approved and meeting was adjourned at 3:41 PM.

DRAFT



October 2, 2014
TAC Agenda Item 8.1
Continued From: NEW
Action Requested: ACTION

NAPA COUNTY TRANSPORTATION AND PLANNING AGENCY TAC Agenda Letter

TO: Technical Advisory Committee (TAC)
FROM: Kate Miller, Executive Director
REPORT BY: Kate Miller, Executive Director
(707) 259-8634 / Email: kmiller@nctpa.net
SUBJECT: 2015 Federal and State Legislative Program and Project Priorities

RECOMMENDATION

That the Technical Advisory Committee (TAC) review and comment on the 2015 State and Federal Legislative Advocacy programs and refer it to the NCTPA Board for consideration at their October 15, 2014 meeting.

EXECUTIVE SUMMARY

Attachment 1 contains the proposed 2015 Federal and State Legislative Agenda and Project Priorities. The Agenda and Priorities is a strategy to help focus agency efforts to meet agency key goals and objectives.

FINANCIAL IMPACT

Is there a fiscal impact? None.

BACKGROUND AND DISCUSSION

The NCTPA Board's adoption of the 2015 Federal and State Legislative Agenda and Project Priorities is part of a larger initiative to better focus agency resources and efforts in order to attain critical planning objectives, including rehabilitating and enhancing Countywide highways, streets, and roads, reducing harmful auto emissions, building adequate pedestrian and bicycle facilities, responding to State, Federal, and regional mandates, and ensuring revenues are available to meet transportation infrastructure demands. The Legislative Agenda is intended to help guide the Board's direction to staff on legislative advocacy and regulatory issues affecting the agency and transportation and land use issues facing all the jurisdictions in Napa County.

The proposed Legislative Agenda focuses largely on funding, streamlining project delivery, reducing congestion and improving the environment. The projects listed are key priorities currently in various stages of planning that are not fully funded and have been deemed significant by the public and/or NCTPA's transportation partners.

SUPPORTING DOCUMENTS

Attachment: (1) 2015 Federal and State Legislative Advocacy Programs and Project Priorities

2015 Federal and State Legislative Advocacy Program and Project Priorities

Federal Legislative Advocacy Program

- Revenues
 - Work closely with legislators, Caltrans, regional agencies, and transportation partners on a new Transportation Authorization that sufficiently increases transportation revenues and builds on the framework established by Congress in Moving Ahead for Progress in the 21st Century (MAP-21).
 - As Congress develops the next surface transportation bill, support efforts that preserve the flow of federal gas tax revenues to the Highway Trust Fund and Mass Transit Account.
 - Advocate for increased multi-year funding for bus and bus facilities, with a significant portion of those funds available for discretionary grants.
 - Advocate for Increased appropriations for the New Starts and Small Starts program, as well as a robust set aside for Small Starts projects.
 - Advocate for increased appropriations for DOT's Transportation Investments Generation Economic Recovery (TIGER) program and preserve eligibility for bicycle and pedestrian projects.
 - Support efforts that ensure continued protection of transportation programs subject to across-the-board cuts through budget sequestration.
 - Respond to Federal Transit Administration's implementation of MAP-21, as it issues rulemakings, circulars, and other administrative actions.

State Legislative Advocacy Program

- Revenues
 - Work closely with state legislators and agencies to maximize AB 32 Cap and Trade revenues for transportation projects, specifically expanding eligibility to include travel demand management program and traffic congestion relief.
 - Support efforts to lower the 2/3rds voting threshold for local transportation sales tax measures.
 - Support efforts that identify longer term and permanent solutions to address transportation infrastructure funding shortfalls.
 - Support funding innovations such as user-based fees that generate new revenues for transportation such as voluntary mileage based program (that might arise from SB 1077 or other).
 - Protect transportation funds from strategies that allow diversion of these revenues for general fund purposes.

- Maximize the sub-allocation of MAP-21 federal transportation funds to metropolitan areas.
- Protect existing formulas that maximize local and regional control of state transportation funds.
- Support efforts to identify revenues and mechanisms to implement redevelopment projects and support priority development areas
- Revenues that prioritize maintenance and enhancements of existing transportation infrastructure.
- Support efforts that maximize urbanized area eligibility and program flexibility in the Active Transportation Program.
- Support efforts that would allow local jurisdictions to prioritize the proceeds of state transportation parcel sells in Napa County.
- Identify and advocate for measures that would preserve and grow local streets and road revenues.
- Project Delivery
 - Support efforts to streamline project delivery requirements and reduce costs for delivering projects.
 - Support efforts that streamline California Environmental Quality Act processes.
- Environment
 - Support regulatory and legislative efforts to encourage van pools, transit use, and alternative commute options.
 - Support regulatory efforts that encourage green business practices.
 - Support programs that assist employers in meeting the SB 1339 requirements.
- Congestion Relief
 - Support efforts to establish and maintain HOV lanes on State Highways.
 - Support Caltrans efforts to expand traveler information and other solutions that reduce congestion and increase throughput.
- Regulatory Reform
 - Support legislation to exempt public transit vehicles from state and local truck route ordinances.
 - Support efforts that eliminate unreimbursed costs associated with revisions to the California Air Resources Board's regulations related to Advanced Clean Transit.

Project Priorities

- Improvements to State Route 29 prioritized in the State Route 29 Gateway Corridor Plan, including improvements to key intersections such as Soscol Avenues and Carneros
- Projects located in the County's two Priority Development Areas
- Transit Maintenance Facility

- Fueling Facility
- Projects included in Plan Bay Area for Napa's jurisdictions.
- Transit System Communications Upgrades
- Vine Trail
- Pedestrian and Bicycle Infrastructure, Wayfinding, and Safety
- Bus rapid corridor improvements on major corridors.
- Upgrades to Soscot Gateway Transit Center



October 2, 2014
TAC Agenda Item 8.2
Continued From: NEW
Action Requested: INFORMATION

NAPA COUNTY TRANSPORTATION AND PLANNING AGENCY TAC Agenda Letter

TO: Technical Advisory Committee (TAC)
FROM: Kate Miller, Executive Director
REPORT BY: Kate Miller, Executive Director
(707) 259-8634 / Email: kmiller@nctpa.net
Danielle Schmitz, Planning Manager
(707) 259-5968/Email: dschmitz@nctpa.net
SUBJECT: Cap and Trade Program Update

RECOMMENDATION

That the Technical Advisory Committee (TAC) receive an update on the Cap and Trade Program.

EXECUTIVE SUMMARY

Staff will provide an overview of the draft guidelines for the Cap and Trade Affordable Housing and Sustainable Communities program released on September 24, 2014 with recent discussions defining the *disadvantaged communities*, Metropolitan Transportation Commission's (MTC) transit proposal, and discussions with the region's congestion management agency executive directors.

FINANCIAL IMPACT

Is there a fiscal impact? None.

BACKGROUND AND DISCUSSION

On September 24, 2014 the Strategic Growth Council (SGC) issued its draft guidelines for the Affordable Housing and Sustainable Communities Cap and Trade Program. TAC members received an email notifying them the guidelines had been released. As a reminder, the guidelines can be viewed at: http://www.sgc.ca.gov/docs/Draft_AHSC_Guidelines_for_posting_082314.pdf

Also, concern from Bay Area agencies are concerned about the application of the CalEnviroScreen for defining disadvantaged communities under the Cap and Trade program. Under most scenarios, Napa will have no disadvantaged communities which would limit the funds the county is eligible to receive. However, under the transit program, if no disadvantaged communities are defined, a transit operator may spend its allocation in any area it deploys service. Conversely, if a disadvantaged community is defined, there is potential conflict between Title VI and the Cap and Trade.

Finally, MTC convened the general managers of the transit systems to discuss its original program proposal. This would significantly augment the revenues that NCTPA will receive from \$400,000 to \$2.5 million over the life of the program (which would sunset in 2020 if no legislative action occurs to extend it).

MTC has also scheduled a meeting to discuss other Cap and Trade programs with the Congestion Managements Agencies on September 26, 2014 and NCTPA staff will provide an update on any proposals that are discussed at the TAC meeting.

SUPPORTING DOCUMENTS

Attachments: (1) CalEnviroScreen and Comment Letters
(2) MTC Transit Proposal

APPROACHES TO IDENTIFYING DISADVANTAGED COMMUNITIES

CALIFORNIA ENVIRONMENTAL PROTECTION AGENCY OFFICE OF ENVIRONMENTAL HEALTH HAZARD ASSESSMENT AUGUST 2014

INTRODUCTION

The California Global Warming Solutions Act of 2006 required the Air Resources Board to adopt a statewide program that could include market-based compliance mechanisms to reduce greenhouse gas emissions in the state to 1990 levels by 2020. The Board subsequently developed several programs under this authorization, including a market based Cap-and-Trade Program. Funds received from the distribution of emissions allowances as part of this program are deposited in the Greenhouse Gas Reduction Fund and, upon appropriation by the Legislature, must be used to further reduce emissions of greenhouse gases.

In 2012, the Legislature passed SB 535 and directed that, in addition to reducing greenhouse gas emissions, 25 percent of the moneys allocated from the Greenhouse Gas Reduction Fund also must go to projects that provide a benefit to disadvantaged communities (SB 535 (De León), Chapter 830, Statutes of 2012). A minimum of 10 percent of the funds must be for projects located within disadvantaged communities. The California Environmental Protection Agency (CalEPA) was given the responsibility for identifying disadvantaged communities for purposes of this legislation based on geographic, socioeconomic, public health and environmental hazard criteria. These criteria may include, but are not limited to:

- Areas disproportionately affected by environmental pollution and other hazards that can lead to negative public health effects, exposure or environmental degradation.
- Areas with concentrations of people that are of low income, high unemployment, low levels of home ownership, high rent burden, sensitive populations, or low levels of educational attainment.

This report discusses several approaches that CalEPA may take to identify disadvantaged communities. All of them rely on information generated by the California Communities Environmental Health Screening Tool (CalEnviroScreen). This tool has been developed by the Office of Environmental Health Hazard Assessment (OEHHA) to identify communities in California most burdened by pollution from multiple sources and most vulnerable to its effects, taking into account socioeconomic characteristics and underlying health status.

CalEnviroScreen is well suited for the purposes described in SB 535 because many of the factors used in the tool are nearly identical to those specified in the legislation.

This report discusses how disadvantaged communities might be designated using environmental pollution and population characteristics, including socioeconomic factors, found in CalEnviroScreen. It also presents several alternative approaches that might be used to identify disadvantaged communities. The options presented here will be discussed at workshops on the designation of disadvantaged communities that will be held in Fresno, Los

Angeles and Oakland in August and September. An opportunity will also be provided for the submission of written comments and for proposals on other approaches not considered below.

Based on the information discussed here, plus the comments received at the workshops and in writing in the next several weeks, it is anticipated that CalEPA will identify disadvantaged communities for purposes of implementing SB 535 by the end of September 2014.

CALENVIROSCREEN

CalEnviroScreen was developed by OEHHA at the request of CalEPA to identify California's most pollution-burdened and vulnerable communities. The most recent version, CalEnviroScreen 2.0, adopted in August 2014, uses a quantitative method to evaluate multiple pollution sources and stressors, and vulnerability to pollution, in California's approximately 8000 census tracts. Using data from federal and state sources, the tool is made up of four components in two broad groups. Exposure and Environmental Effects components comprise a Pollution Burden group, and the Sensitive Populations and Socioeconomic Factors components comprise a Population Characteristics group. The four components are made up of environmental, health, and socioeconomic data from 19 indicators (see Figure 1). The CalEnviroScreen score is calculated by combining the individual indicator scores within each of the two groups, then multiplying the Pollution Burden and Population Characteristics scores to produce a final score. Based on these scores the census tracts across California are ranked relative to one another. For more information on CalEnviroScreen scores, see the CalEnviroScreen 2.0 report.¹

Figure 1. CalEnviroScreen 2.0 Indicator and Component Scoring

Pollution Burden		Population Characteristics	
<i>Exposure Indicators</i>	Ozone Concentrations	<i>Sensitive Populations Indicators</i>	Children and Elderly
	PM2.5 Concentrations		Low Birth-Weight Births
<i>Environmental Effects Indicators</i>	Diesel PM Emissions	<i>Socioeconomic Factors Indicators</i>	Asthma Emergency Departmental Visits
	Drinking Water Quality		Educational Attainment
	Pesticide Use		Linguistic Isolation
	Toxic Releases from Facilities		Poverty
	Traffic Density		Unemployment
	Cleanup Sites (1/2)		
Groundwater Threats (1/2)			
Hazardous Waste (1/2)			
Impaired Water Bodies (1/2)			
Solid Waste Sites and Facilities (1/2)			

= CalEnviroScreen Score

¹ California Communities Environmental Health Screening Tool, Version 2 (CalEnviroScreen 2.0). Guidance and Screening Tool. Office of Environmental Health Hazard Assessment and the California Environmental Protection Agency, Sacramento, CA <http://www.oehha.ca.gov/ej/ces2.html>. Available in English and Spanish.

The public process for developing CalEnviroScreen was a multi-year effort that included consultation with other state agencies and stakeholders representing a wide cross-section of interest groups, multiple publicly released drafts, workshops and comment periods. The process ensured transparency and the meaningful participation of all stakeholders, including low-income and minority populations, by holding workshops at convenient locations and times and providing language translation services to facilitate discussion with non-English speakers. OEHHA considered all the comments received and prepared and published a summary of comments and responses.² As a result of the process, CalEnviroScreen 2.0 was improved and simplified and is substantially different, compared to earlier versions. For more information on prior versions of CalEnviroScreen, see the CalEnviroScreen archives page.³

The following sections describe methods to identify disadvantaged communities based on CalEnviroScreen. There are two broad considerations in identifying disadvantaged communities. One consideration is the cutpoint, which determines how many census tracts and how large a population is defined as disadvantaged. For many of the methods described below, we illustrate three cutpoints: 15%, 20%, and 25%. SB 535 requires the allocation of at least 25 percent of the available proceeds to projects that provide benefits to disadvantaged communities. Therefore, we present cutpoints up to 25% to ensure disadvantaged communities receive at least a proportionate share of funds when compared to the rest of the state. With a few exceptions these cutpoints generally correspond with those same percentiles of the approximately 8,000 census tracts in California and those same percentiles of the total California population of about 37 million.

In addition to the cutpoint, there are various potential ways to select the disadvantaged communities using the CalEnviroScreen tool. In this document we present five methods, including one that represents the approach in CalEnviroScreen itself and four that have been suggested by stakeholders. Disadvantaged communities may potentially be identified as those with the:

- Top scores (combined pollution burden and population characteristics) (Method 1)
- Top scores for pollution burden only (Method 2)
- Top scores for population characteristics only (Method 3)
- Top scores using equal cutpoints for pollution burden and population characteristics (Method 4) or
- High and medium high score categories (Method 5)

All of these methods require the choice of a percentile cutpoint. This document describes each of these five methods. Statewide and regional breakdowns of maps for the census tracts that would result from each method are shown for illustration purposes. The regional graphs include nine regions shown in Table 1.

² Comments received on the draft CalEnviroScreen Version 2.0; available at: <http://oehha.ca.gov/ej/ces2comments.html>

³ CalEnviroScreen Archive; available at <http://www.oehha.ca.gov/ej/archive.html>.

Table 1. Regions Used in Figures

Regions	Counties Within Region
San Diego and Imperial	San Diego, Imperial
Inland Valley	San Bernardino, Riverside
Los Angeles	Los Angeles, Ventura, Orange
Central Coast	Monterey, San Luis Obispo, Santa Barbara, Santa Cruz, San Benito
Bay Area	San Francisco, Marin, Sonoma, Napa, Solano, Contra Costa, Alameda, Santa Clara, San Mateo
Sacramento	El Dorado, Placer, Sacramento, Yolo, Sutter, Yuba
North State	Del Norte, Siskiyou, Modoc, Humboldt, Trinity, Shasta, Lassen, Tehama, Plumas, Sierra, Nevada, Butte, Glenn, Colusa, Lake, Mendocino
Central Valley	San Joaquin, Stanislaus, Merced, Madera, Fresno, Kings, Tulare, Kern, Mariposa, Tuolumne, Calaveras, Amador
Southern Sierra	Alpine, Mono, Inyo

CALENVIROSCREEN (METHOD 1)

Previous versions of CalEnviroScreen (e.g., CalEnviroScreen 1.1) used zip codes, rather than census tracts, to compare communities and focused on the top 10 percent of highest scoring zip codes, which captured about 20 percent of the total state population. The current version, CalEnviroScreen 2.0, focuses on census tracts, which are generally smaller and less populated than zip codes. A 20% cut point captures about the same proportion of the state population as the 10% cutpoint used in earlier versions of CalEnviroScreen. For comparative purposes, the following figures also identify the top 15% and 25% highest scoring census tracts in CalEnviroScreen 2.0 (Figure 2 and 3). Figure 2 displays each of the state's nearly 8,000 census tracts represented as a dot according to its Population Characteristics Score and Pollution Burden Score. Census tracts with highest pollution burden appear near the top of the figures, and those with greatest vulnerability due to population characteristics (health and socioeconomic) appear near the right hand side of the figures. In each figure, the red dots represent the top 15% scoring census tracts, the green dots represent those in the top 15-20%, and the orange dots are those in the top 20-25%. Thus the approach of choosing the top 20% of CalEnviroScreen scores for identifying disadvantaged communities would include census tract dots colored in red and green.

CalEnviroScreen scores are calculated by multiplying the pollution burden and population characteristics categories together into a single unified score which can be cut at any percentile. This approach is based on several scientific principles including:

1. **Scientific Literature:** Existing research on environmental pollutants has consistently identified socioeconomic, age and other sensitivity factors as “effect modifiers” that can increase health risk by factors ranging from 3-fold to 10-fold or greater, depending on the combination of pollutants and underlying susceptibilities.
2. **Risk Assessment Principles:** Some people (such as children) may be 10 times more sensitive to some chemical exposures than others. Risk assessments, using principles first advanced by the National Academy of Sciences, apply numerical factors or multipliers to account for potential human sensitivity (as well as other factors such as data gaps) in deriving acceptable exposure levels.
3. **Established Risk Scoring Systems:** Priority-rankings done by various emergency response organizations to score threats have used scoring systems with the formula:
$$\text{Risk} = \text{Threat} \times \text{Vulnerability}.$$

For these reasons, there is a scientific foundation for the CalEnviroScreen top scoring census tracts, and this approach is recommended for consideration as a method for identifying disadvantaged communities.

Figure 2. Using combined pollution burden scores and population characteristics scores to identify disadvantaged communities (Method 1)

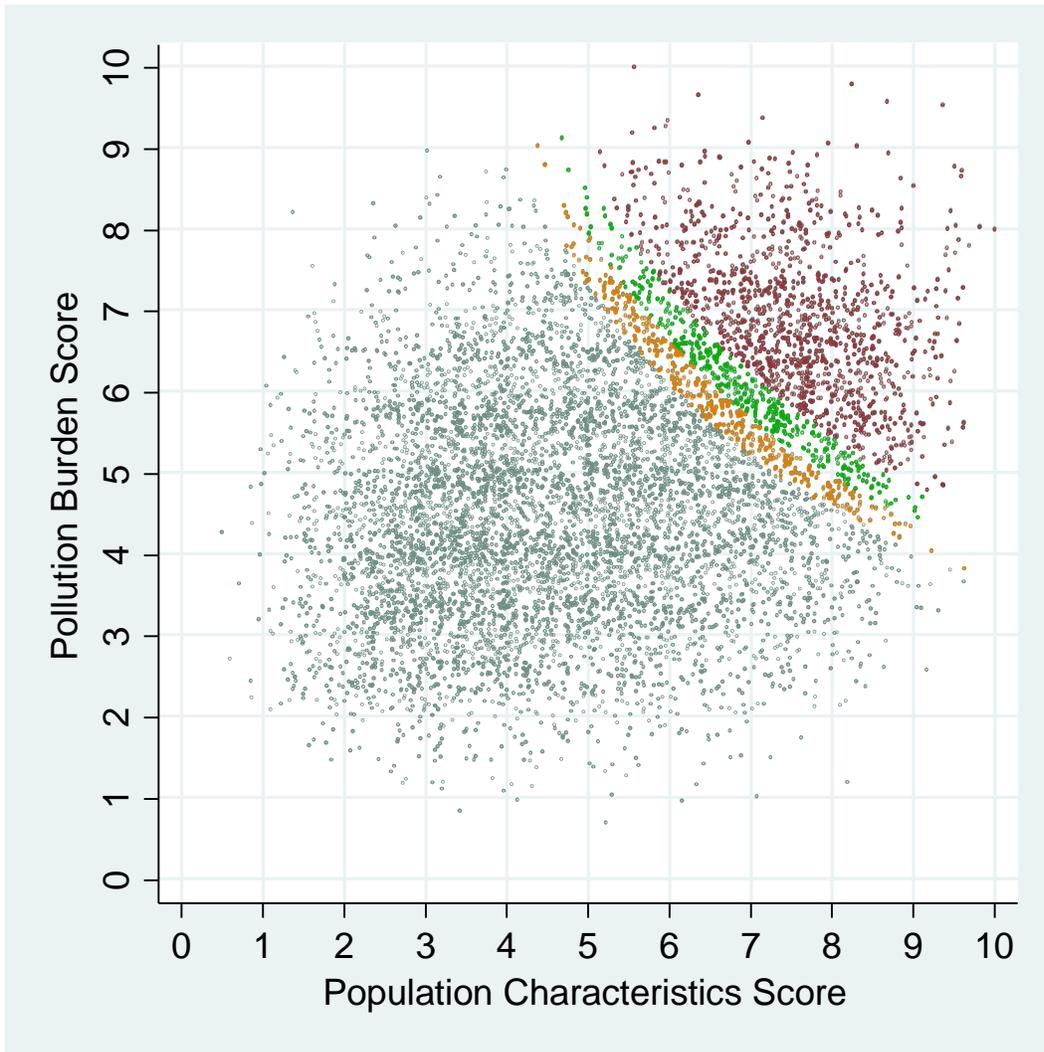
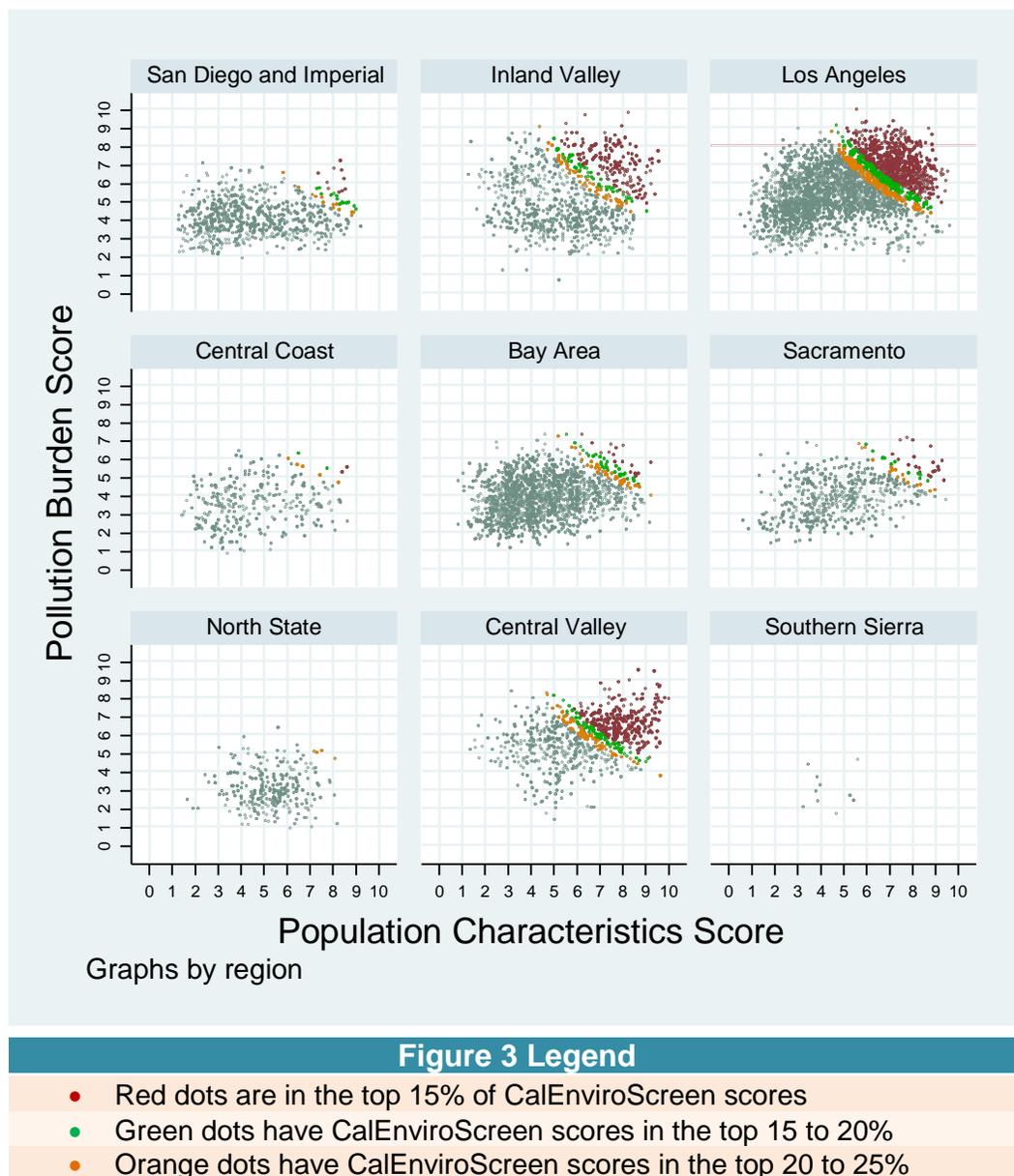


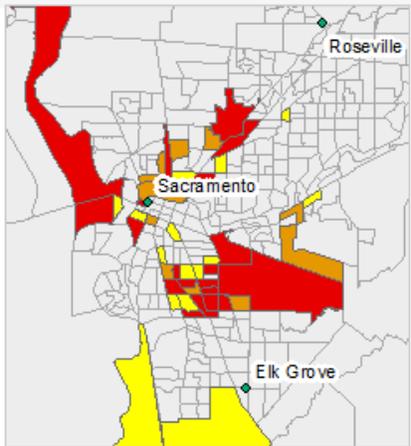
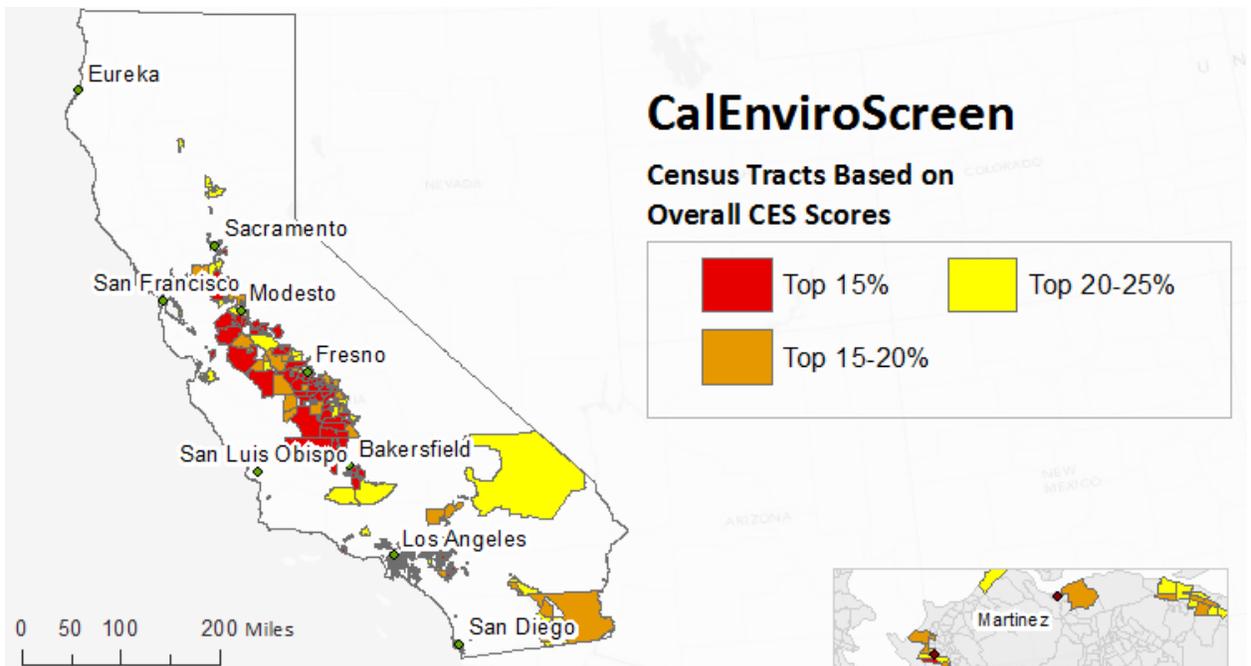
Figure 2 Legend

- Red dots are in the top 15% of CalEnviroScreen scores
- Green dots have CalEnviroScreen scores in the top 15 to 20%
- Orange dots have CalEnviroScreen scores in the top 20 to 25%

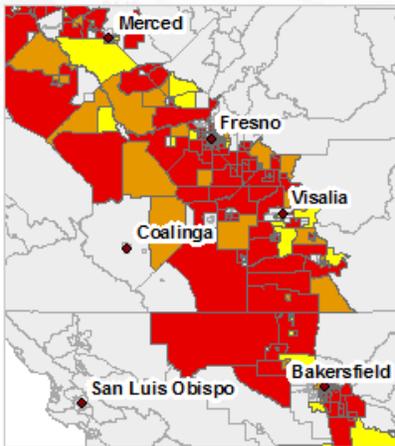
Figure 3 provides a regional view of the top 15, 20, and 25% highest scoring CalEnviroScreen census tracts. The regions were broken up to show the collective distribution of pollution burden and vulnerability throughout the state. Seven of the nine regions have census tracts that are within the top 15 and 20% of CalEnviroScreen scores whereas eight of the nine regions have census tracts within the top 25% of CalEnviroScreen scores. The census tracts with the highest CalEnviroScreen scores are shown on the following page.

Figure 3. Using the top 15, 20, and 25% highest scoring census tracts to identify disadvantaged communities by region based on CalEnviroScreen scores (Method 1)

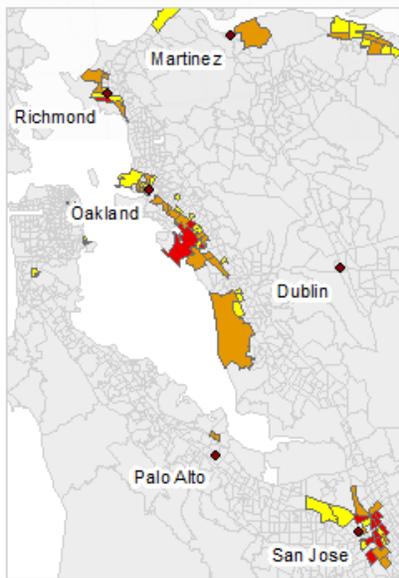




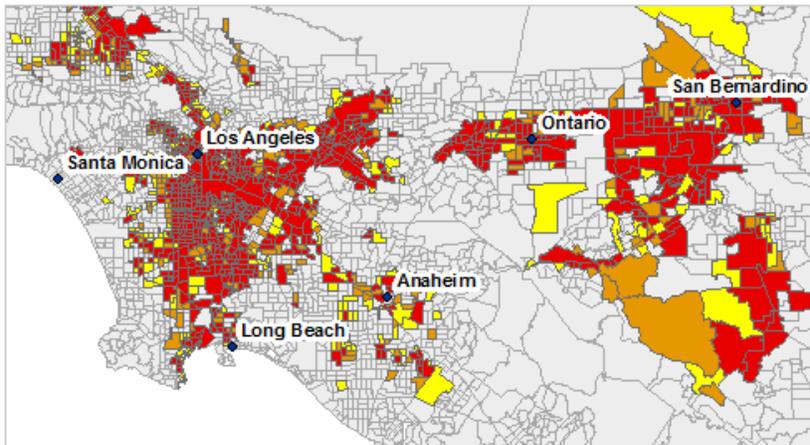
Sacramento Area



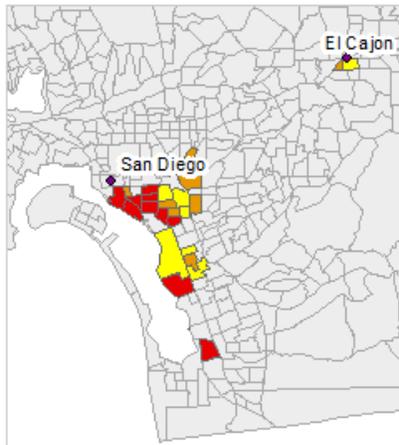
San Joaquin Valley



San Francisco Bay Area



Greater Los Angeles Area



San Diego Area

POLLUTION BURDEN ONLY (METHOD 2)

During the public comment period, there were suggestions to use only Pollution Burden to identify disadvantaged communities. This approach would have the disadvantage of omitting any consideration of socioeconomic factors and underlying vulnerabilities, criteria required by SB 535, including multiple factors specifically mentioned in SB 535, such as unemployment, low income, educational attainment, and sensitive populations. Figure 4 was created to show the highest 15, 20, and 25% scoring Pollution Burden census tracts as an alternative approach to identifying disadvantaged communities. The census tracts with the highest pollution burden scores are shown on page 11.

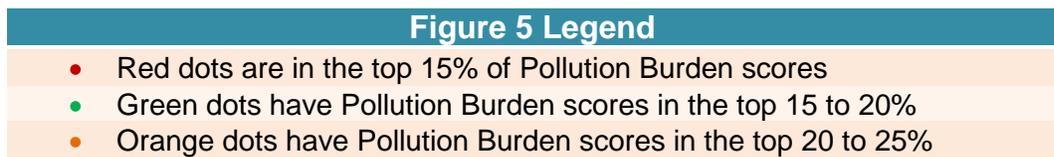
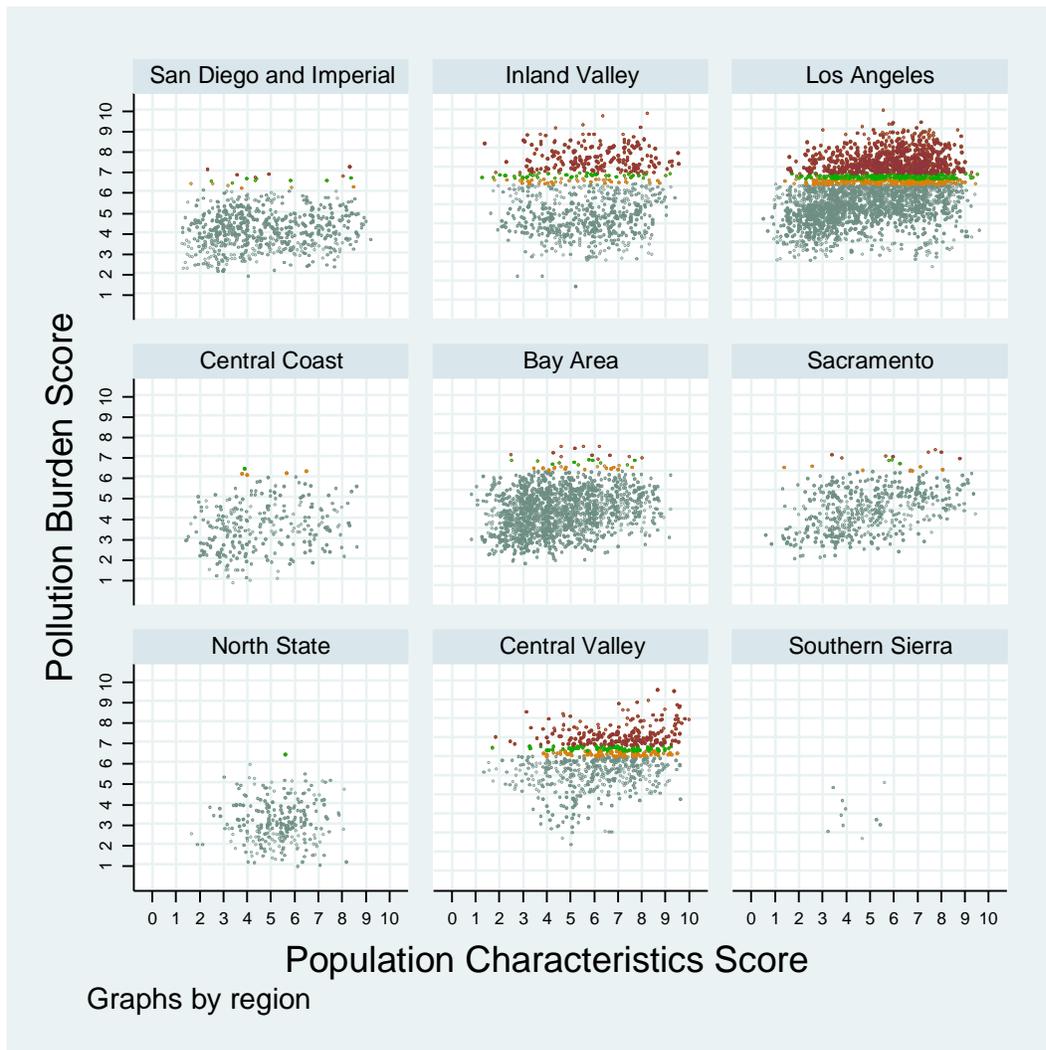
Figure 4. Using highest scoring pollution burden scores to identify disadvantaged communities



Figure 4 Legend

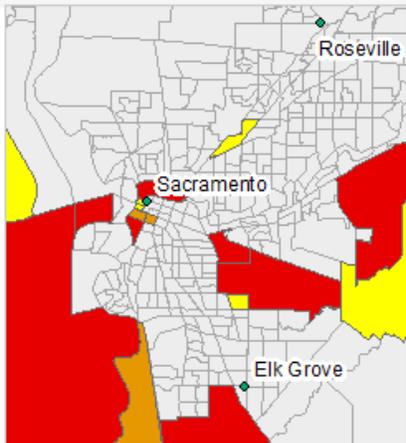
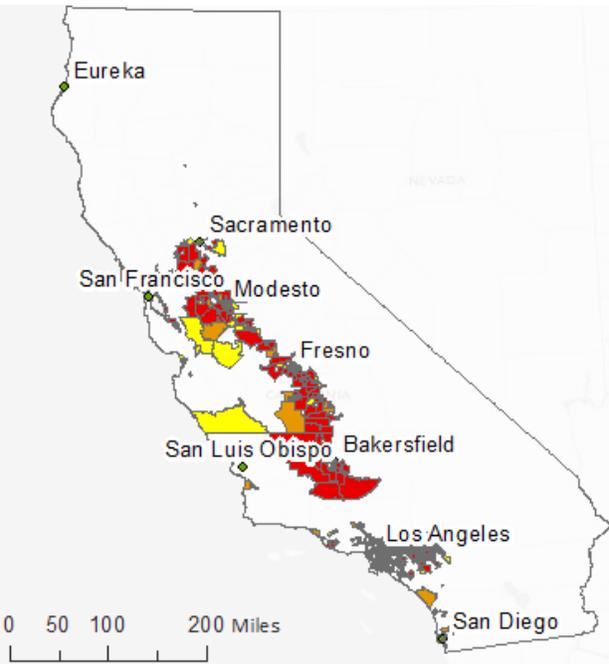
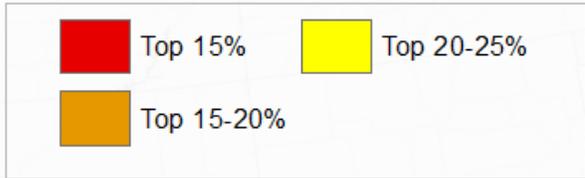
- Red dots are in the top 15% of Pollution Burden scores
- Green dots have Pollution Burden scores in the top 15 to 20%
- Orange dots have Pollution Burden scores in the top 20 to 25%

Figure 5. Using highest scoring pollution burden scores to identify disadvantaged communities by region

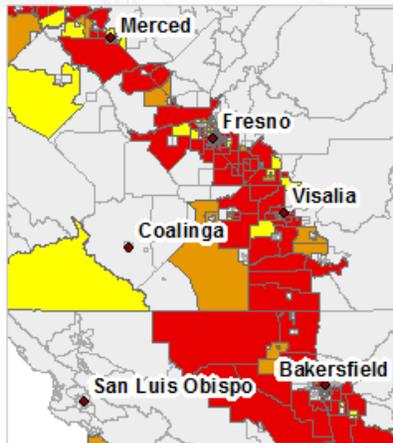


Method 2: Pollution Burden Only

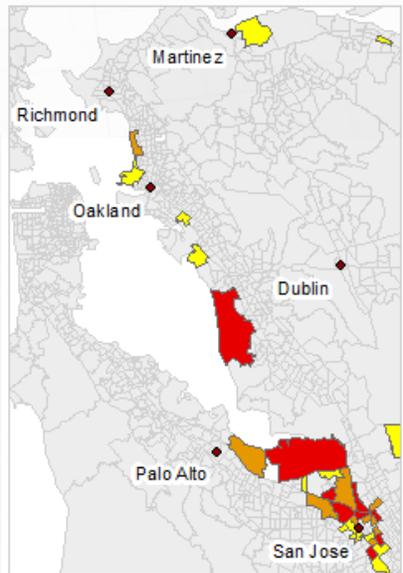
Census Tracts Based on Highest Pollution Burden Scores



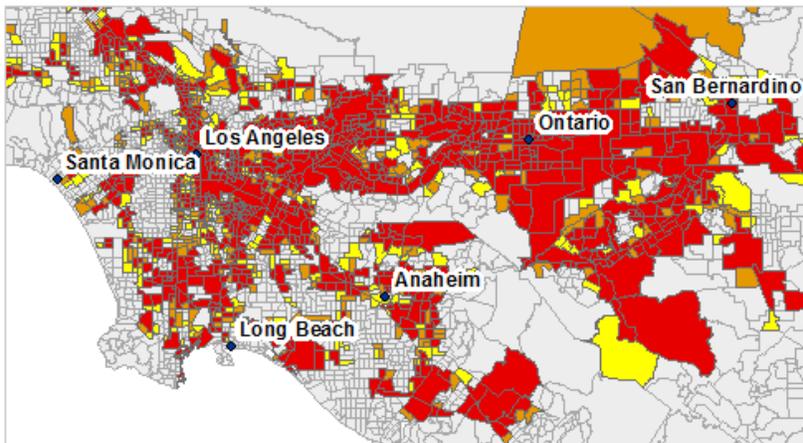
Sacramento Area



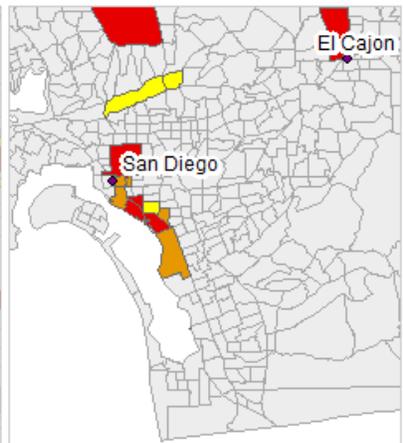
San Joaquin Valley



San Francisco Bay Area



Greater Los Angeles Area



San Diego Area

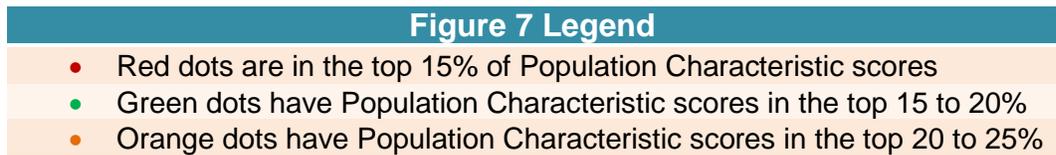
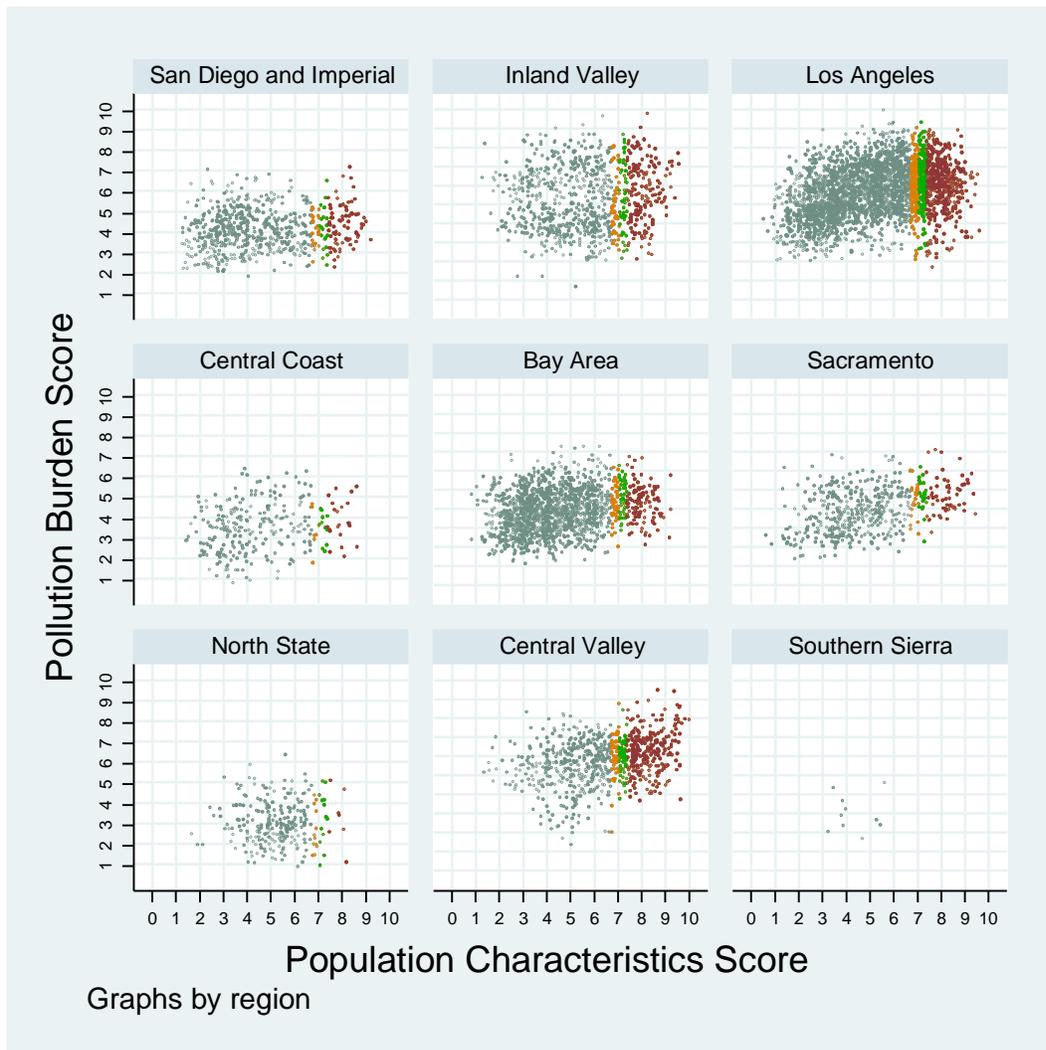
POPULATION CHARACTERISTICS ONLY (METHOD 3)

During the public comment period there was also the suggestion to use only population characteristics to identify disadvantaged communities. This approach would have the disadvantage of omitting any consideration of pollution factors, a criterion required by SB 535, including completely omitting considerations of exposure and environmental degradation. To further investigate this alternative approach Figure 6 was created to visualize how census tracts would score in population characteristics if pollution burden was not included. The census tracts with the highest population characteristics scores are shown on page 14.

Figure 6. Using highest scoring population characteristic scores to identify disadvantaged communities

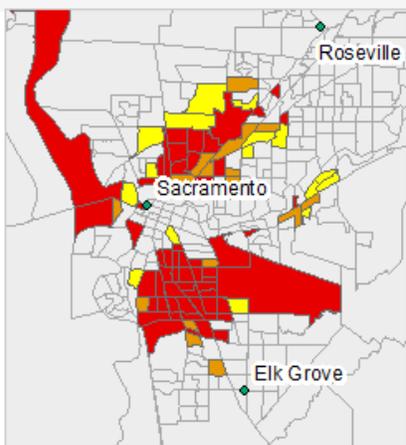
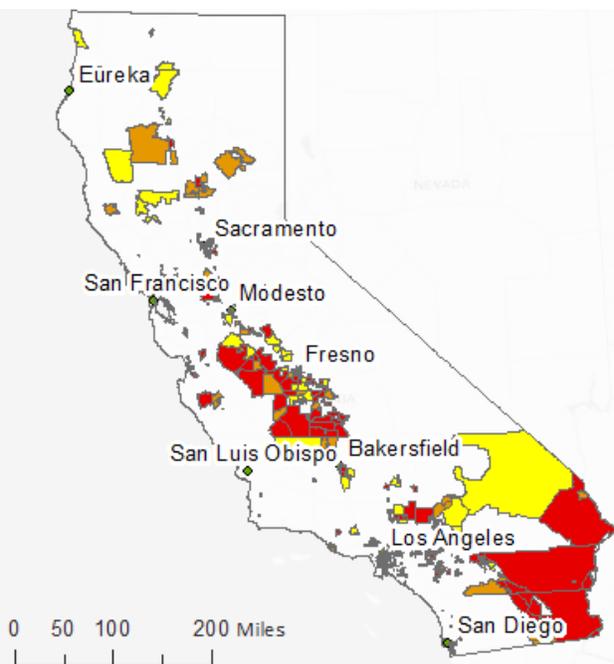
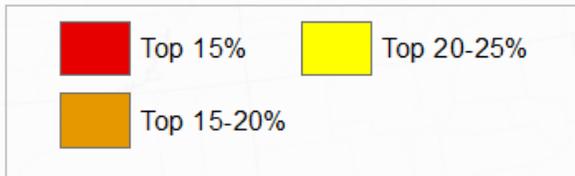


Figure 7. Using highest scoring population characteristic scores to identify disadvantaged communities

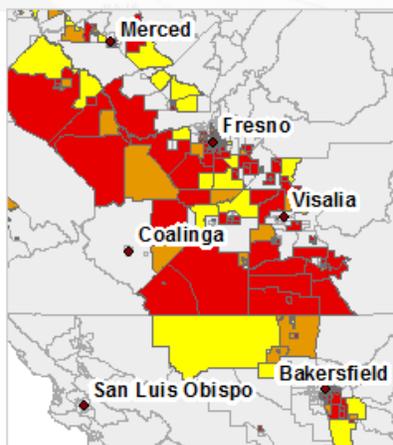


Method 3: Population Characteristic Only

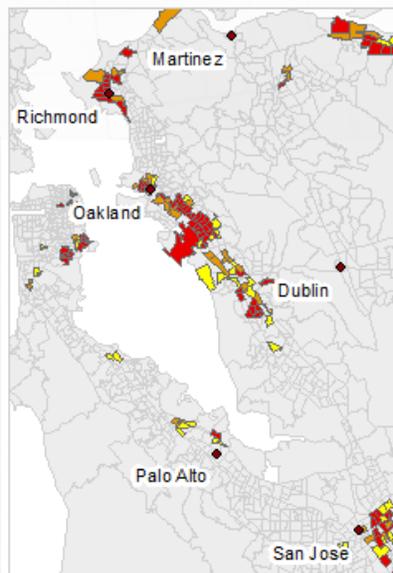
Census Tracts Based on Highest Population Characteristic Scores



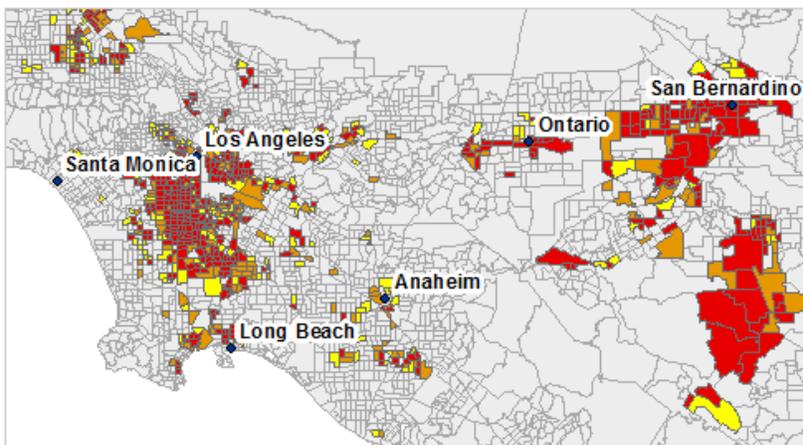
Sacramento Area



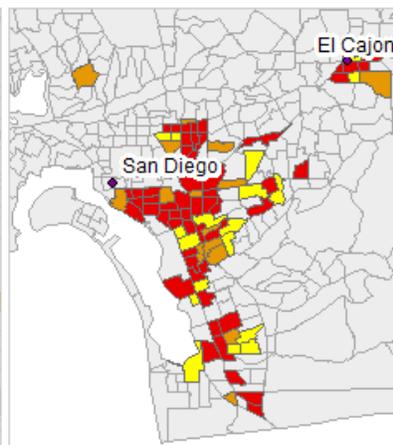
San Joaquin Valley



San Francisco Bay Area



Greater Los Angeles Area

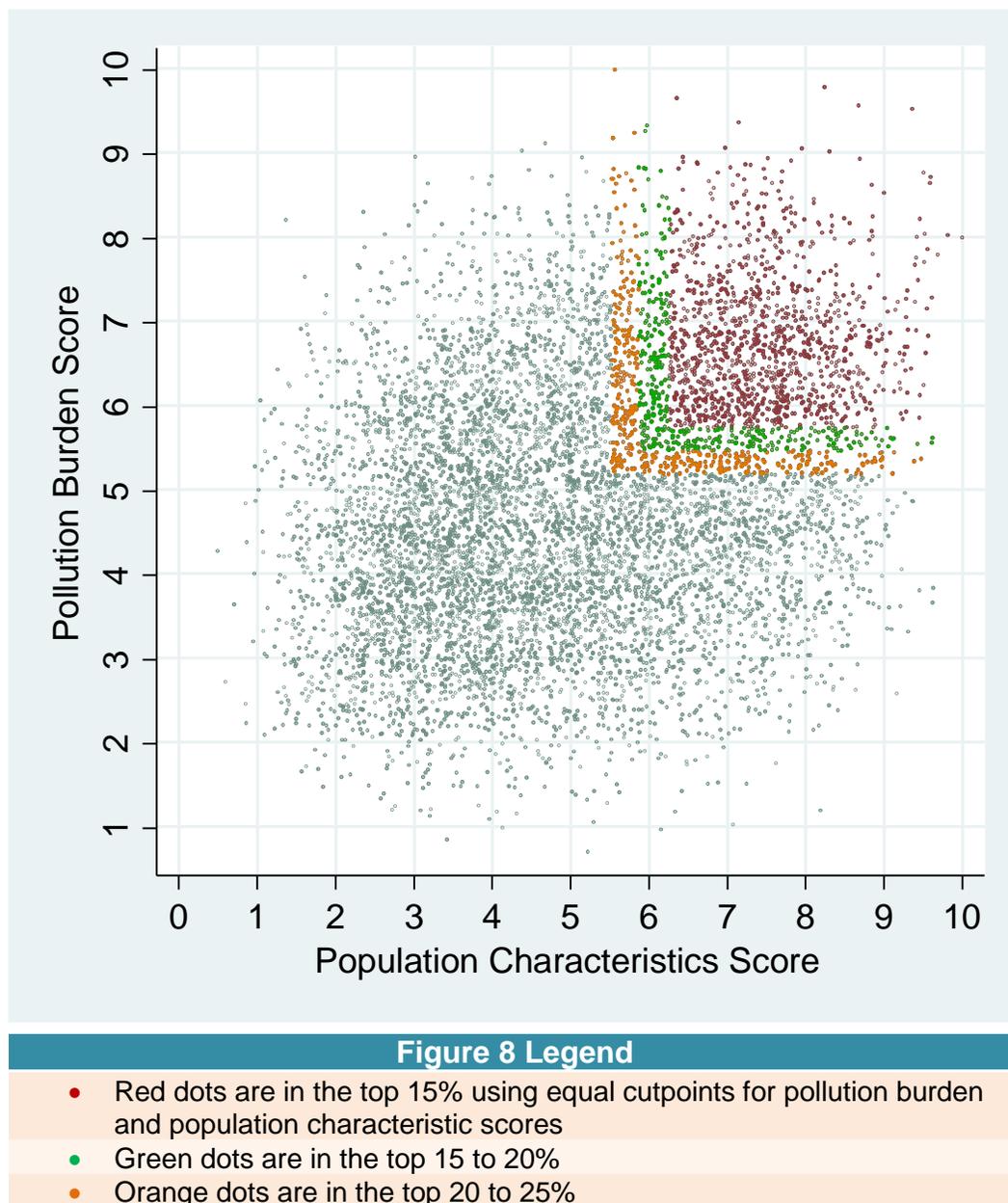


San Diego Area

EQUAL CUTPOINTS FOR POLLUTION BURDEN AND POPULATION CHARACTERISTICS (METHOD 4)

The fourth method to consider for identifying disadvantaged communities can be seen in Figure 8. This approach looks at only high pollution burden and population characteristic scores, thus preventing census tracts that are below average in either pollution burden or population characteristics from being classified as disadvantaged. This approach captures census tracts not included in Method 1 that are in the medium range for both indicators.

Figure 8. Using equal cutpoints for pollution burden and population characteristic scores to identify disadvantaged communities



The percentage of census tracts and population covered for each region using Method 4 is also provided (Figure 9). Seven of the nine regions have census tracts that are within the top 15 and 20% of CalEnviroScreen scores whereas eight of the nine regions have census tracts within the top 25% of CalEnviroScreen scores. The census tracts with the highest scores based on the equal-cutpoints approach are shown on the following page.

Figure 9. Using a high pollution burden score and population characteristics score to identify disadvantaged communities by region

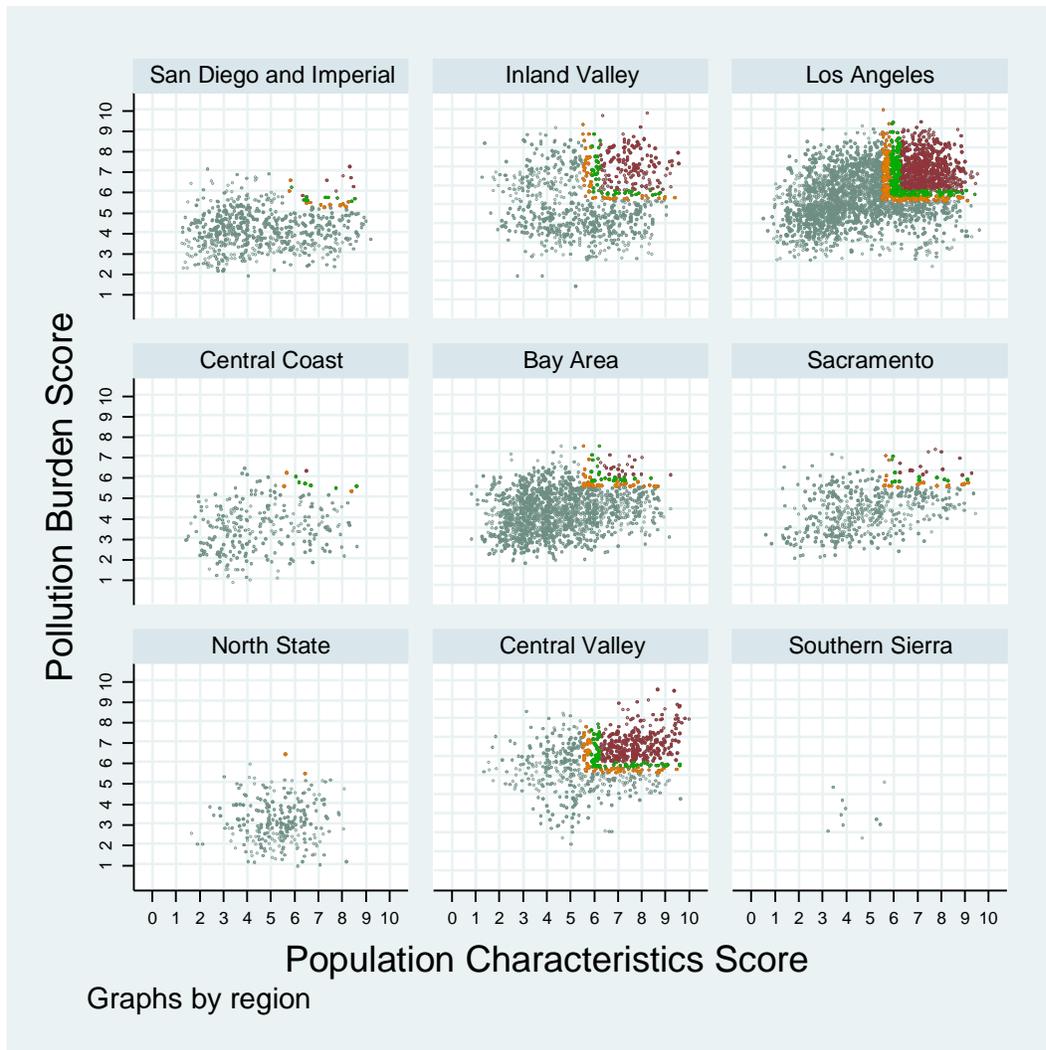
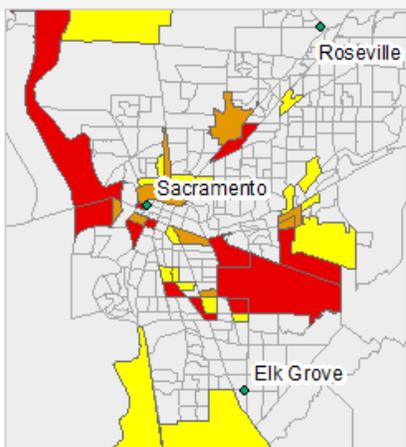
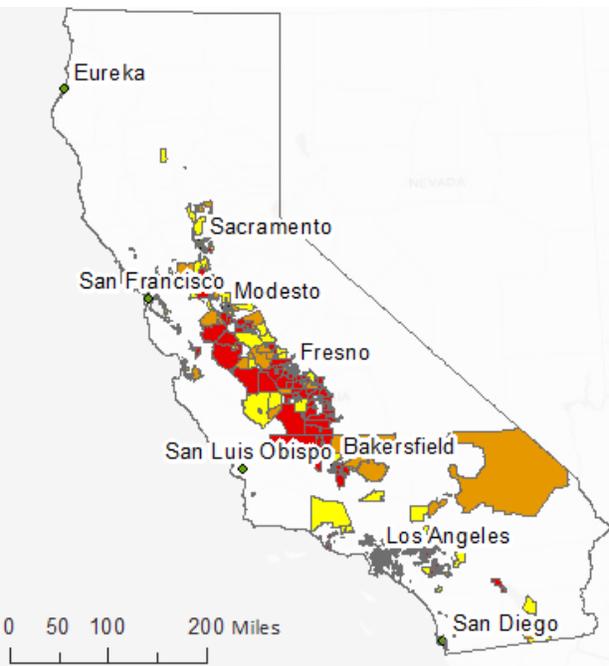
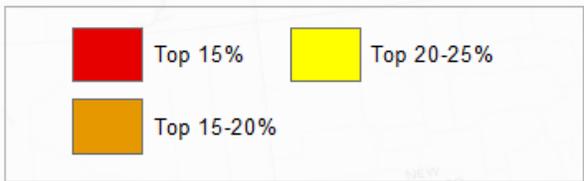


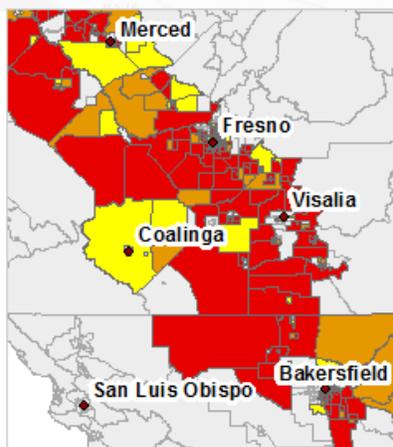
Figure 9 Legend	
●	Red dots are in the top 15% using equal cutpoints for pollution burden and population characteristic scores
●	Green dots are in the top 15 to 20%
●	Orange dots are in the top 20 to 25%

Method 4: Equal Cutpoint Approach

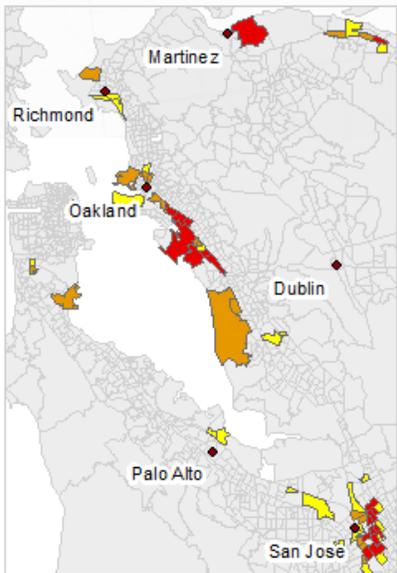
Census Tracts Based on Same Percentile Cut Points for Pollution Burden and Population Characteristics



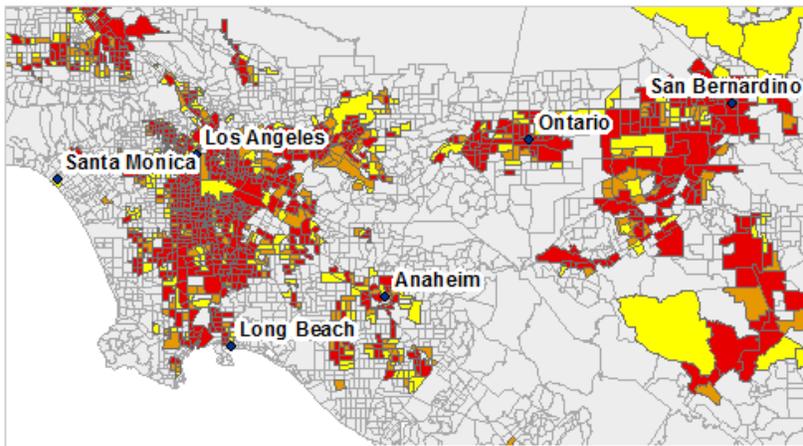
Sacramento Area



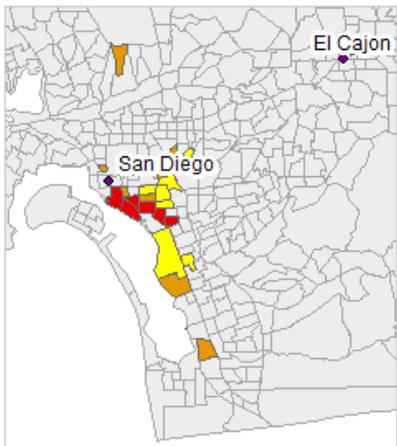
San Joaquin Valley



San Francisco Bay Area



Greater Los Angeles Area



San Diego Area

LOW-MEDIUM-HIGH CATEGORIES APPROACH (METHOD 5)

Method 5 sorts census tracts into high, medium, and low categories for both pollution burden and population characteristics. Census tracts are each sorted into the high-high (for both components), medium for one component and high for the other, then vice versa, and then one category for all of the remaining tracts. The cutpoint for the high score for each component is at the top 75th percentile, and for the medium score is between the 50th and 75th percentiles. Figures 10 and 11 illustrate this approach. Selecting census tracts to identify as disadvantaged would include selecting categories shown in color on the graph. If only the top category, shown in red on the graph, were chosen, it would represent 9.8% of the population. Each of the categories that include medium and high scores, are shown in green and orange on the graph. High pollution burden and medium population characteristics would include an additional 7.7% of the population. High population characteristics and medium pollution burden would capture 7.1% of the population. If all three of the highlighted categories were included, that would capture approximately 25% of the tracks and population..

Figure 10. Identification of disadvantaged communities using a categorical approach

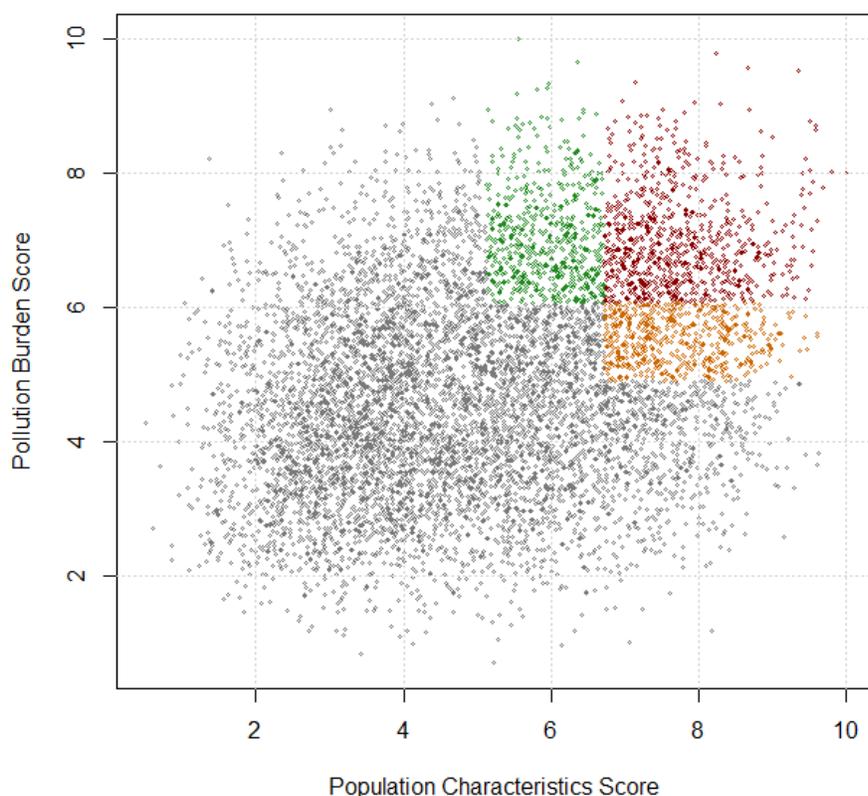
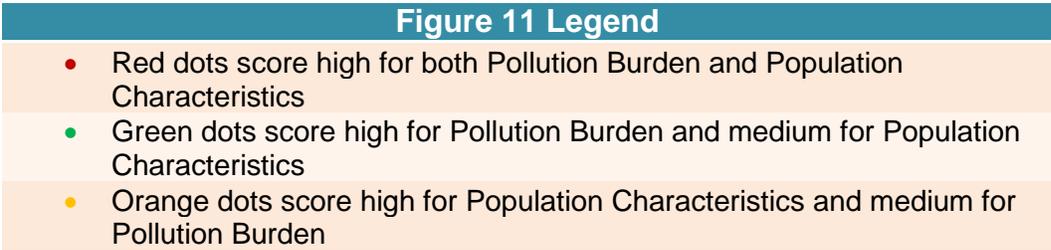
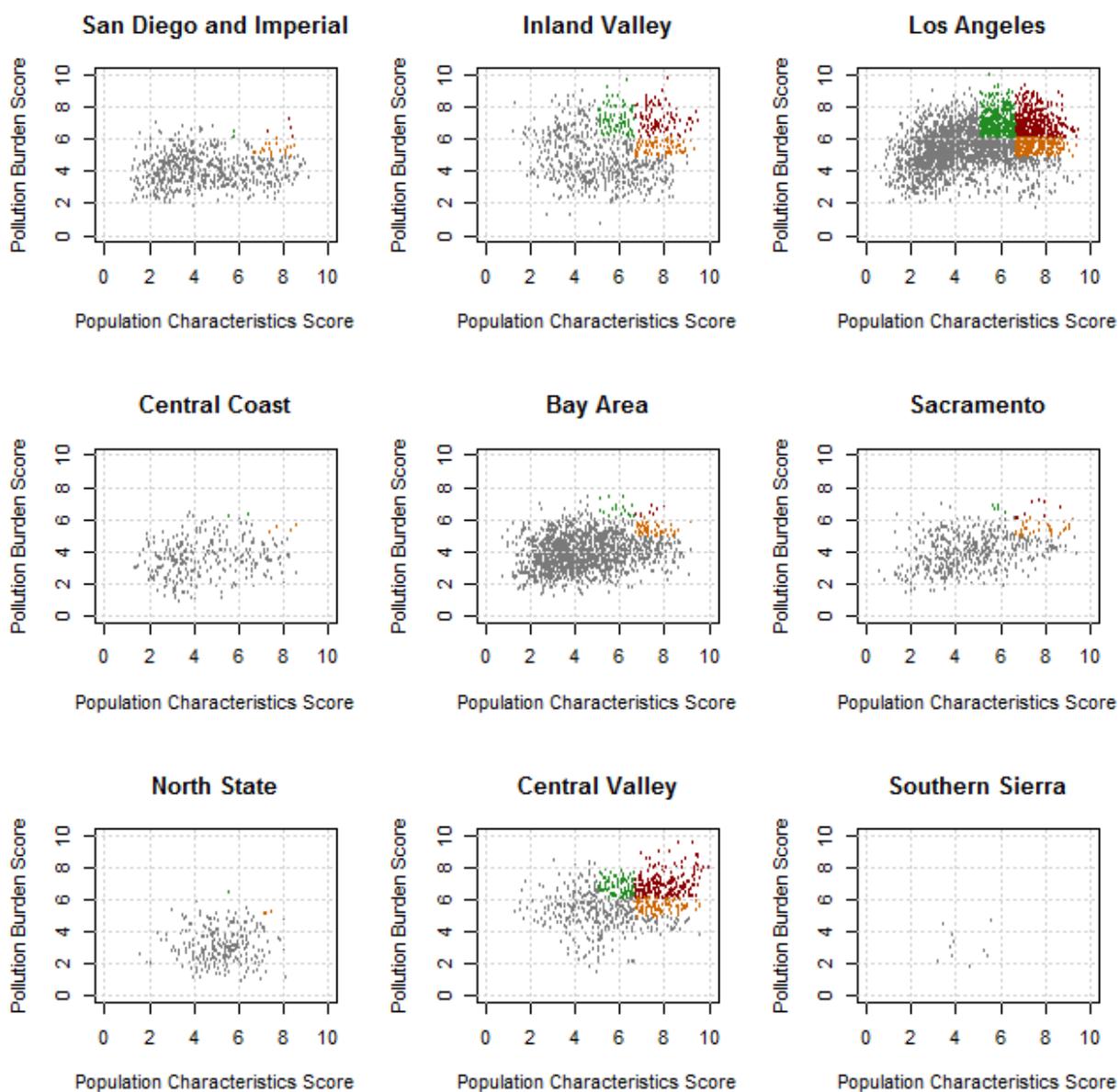


Figure 10 Legend

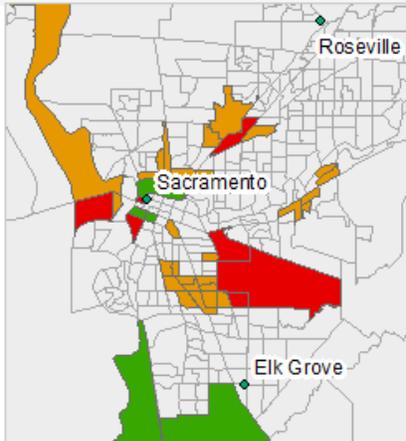
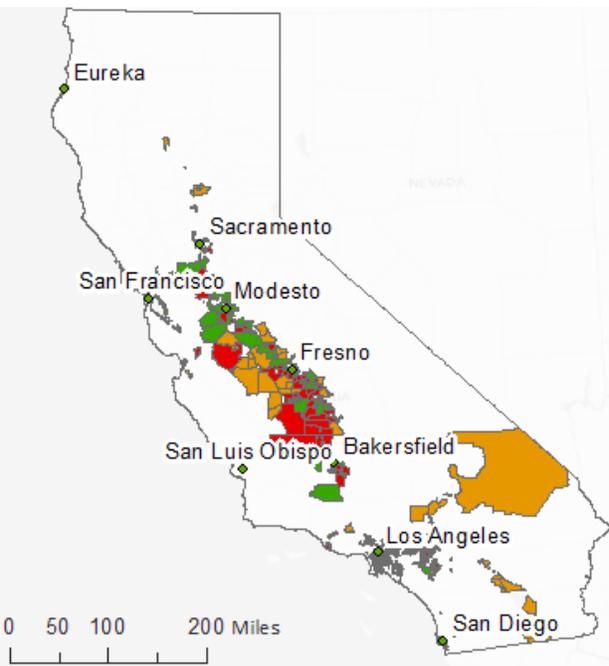
- Red dots score high for both Pollution Burden and Population Characteristics
- Green dots score high for Pollution Burden and medium for Population Characteristics
- Orange dots score high for Population Characteristics and medium for Pollution Burden

Figure 11. Identification of disadvantaged communities using a categorical approach, by region

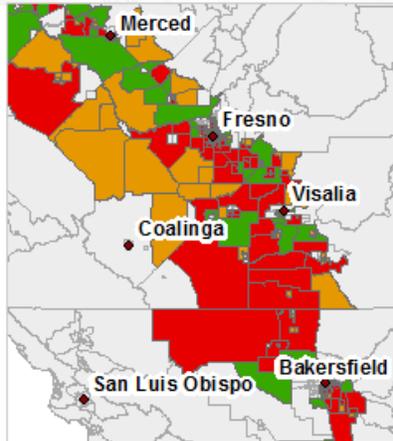


Method 5: Low-Medium-High Approach

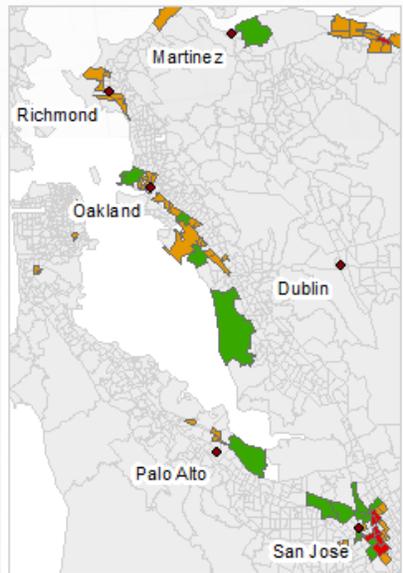
Census Tracts Based on categories of pollution burden and population characteristic score



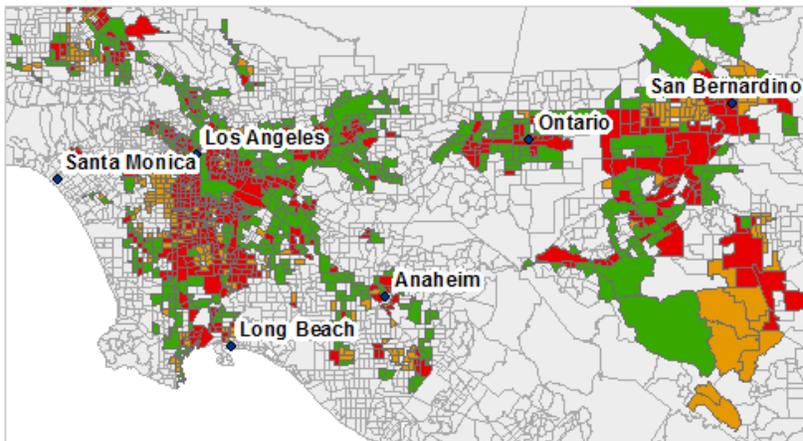
Sacramento Area



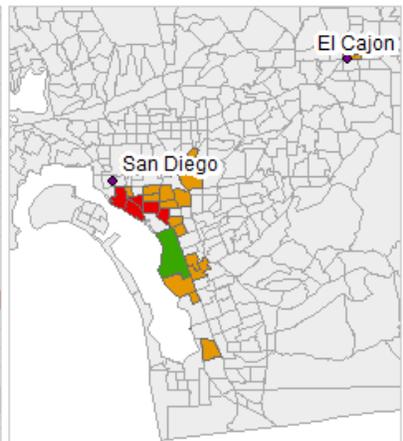
San Joaquin Valley



San Francisco Bay Area



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San Diego Area



Association of Bay Area Governments
Bay Area Air Quality Management District
Bay Conservation and Development Commission
Metropolitan Transportation Commission

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JOINT POLICY COMMITTEE

September 15, 2014

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Sacramento, CA 95812-2815

Ms. Mary Nichols
Chair, California Air Resources Board
1001 I Street
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Re: CalEPA Identification of Disadvantaged Communities & ARB Interim Guidance

Dear Secretary Rodriquez and Chair Nichols,

The Joint Policy Committee, which helps to coordinate the regional planning efforts among the Bay Area's four regional agencies, respectfully offers the following comments on the identification of disadvantaged communities (DACs) proposed by the California Environmental Protection Agency (CalEPA) pursuant to Health & Safety (H&S) Code 39711 and the Interim Guidance proposed by the Air Resources Board (ARB) for state agencies administering Greenhouse Gas Reduction Fund monies pursuant to H&S Code 39715.

Background & Summary of Recommendations

As you know, Senate Bill 375 (Steinberg, 2008) directed California's metropolitan regions to plan for a future in which transportation investments and local land use plans are better integrated in order to reduce dependence on single occupancy vehicles, and thereby reduce growth in greenhouse gas (GHG) emissions. Our region's first sustainable communities strategy, Plan Bay Area, focuses growth within locally nominated priority development areas (PDAs) to support the day-to-day needs of residents and workers in pedestrian environments near transit. This goal is also supported by the region's Clean Air Plan.

As the state finalizes its approach to identifying disadvantaged communities for guiding Cap and Trade investments, we urge the Administration to ensure that these policies reinforce the investment priorities set forth in sustainable communities strategies and air quality plans statewide.

Our agencies strongly support the intent of SB 535 (DeLeón, 2012) and SB 862 (2014) to ensure that a minimum percentage of funds be used for investments located within and for the benefit of DACs. As the state's second largest metropolitan region with an extremely high cost of living, we support state policy designed to ensure that Cap and Trade auction proceeds benefit low-income communities.

However, we do not believe Method 1, nor any of the four alternate methods described by CalEPA to identify DACs reflect the reality of the San Francisco Bay Area. Considering that our region comprises 19 percent of the state's population, is home to 17 percent of the state's residents living in poverty and is exposed to levels of diesel particulate matter higher than anywhere except the South Coast, we are deeply concerned that the state's proposal identifies less than 3 percent of the state's disadvantaged communities within our nine counties. As an alternative, we urge you to consider the Bay Area Air Quality Management District's proposed Method 6, plus adjustments to several variables, which we believe do a much better job of identifying disadvantaged communities across California, and are more closely aligned with the intent of SB 535.

Secondly, with respect to the Air Resources Board's Interim Guidance, we recommend the state refine its criteria to acknowledge that transportation improvements provide benefits at a corridor level, and not solely in buffer zones around investments. Similarly, with respect to affordable housing, the state should prioritize its subsidies in transit-rich areas close to jobs that are identified for development in adopted sustainable communities strategies. A further broadening of the criteria would help ensure that those communities most in need of additional transportation investment and affordable housing have the greatest opportunity to benefit from the new Cap and Trade funds.

Third, with respect to process, we respectfully encourage you to allocate more time to the identification of disadvantaged communities and to the methods for determining project benefits so that you can carefully consider public comments before you make a final decision. Given the millions of dollars in high-profile public funds at stake and the scores of highly competitive projects that will be vying for funding, it is imperative that state agencies develop the program guidelines in a transparent manner that allows for meaningful public input.

ARB's scheduled adoption of its interim guidance on September 18 — just two full days after the close of public comment— leaves little opportunity for ARB staff to consider these comments before finalizing their proposal. In addition, the corridor maps that ARB promised to post on its web site had yet to be posted on its web site when this letter was finalized. CalEPA has indicated a similarly rushed schedule with plans to finalize identification of DACs by the end of September. It is not clear to us why these decisions need to be made so quickly. For instance, the proposed schedule released by the Strategic Growth Council indicates that applications for funding will not even be *due* until April 2015, with funds expected to be awarded in June — *nine* months from now. As for the two public transit programs, no time frame has even been released for the program guidelines, suggesting a Notice of Funding Availability is very unlikely before early 2015.

The remainder of this letter provides our detailed comments on the two policy matters at hand: 1) CalEPA's identification of DACs and 2) ARB's interim guidance.

Comments on Identification of Disadvantaged Communities

As noted above, we oppose the use of the CalEPA's Method 1 for defining DACs as it underrepresents the Bay Area's communities most in need of improved transportation options and affordable housing based on an equity analysis conducted as part of Plan Bay Area in July 2013. In addition, many census tracts considered at risk for poor air quality by the Bay Area Air Quality Management District are excluded by Method 1. Some of the most troubling areas where census tracts are excluded from the DAC designation are:

- Bay View/Hunter's Point in San Francisco
- Portions of Richmond and Rodeo
- Portions of West Oakland, adjacent to the Port of Oakland
- Portions of East Oakland and San Jose with very high poverty rates

We are concerned that Method 1 could exclude communities that have the greatest financial hardship and where improved transportation and affordable housing options are needed most, undermining the key goals of SB 535 and cost-effective use of Cap & Trade funds.

Current law clearly allows CalEPA to use population based metrics *or* environmental metrics when establishing its definition of disadvantaged communities. Yet, CalEPA's proposed Method 1 requires that in order for a census tract to be identified as a DAC, it must score medium-high on virtually all 19 criteria. Under this approach, many communities that are severely disadvantaged in terms of key health factors, such as income, air quality, asthma rates and low birth weight, fall outside of the top 20% threshold. Consider the following counterintuitive results of Method 1:

- Of the top 10 *most impoverished* census tracts in the region — where poverty rates exceed 70 percent— not a single one is included in Method 1.
- Of the 46 census tracts that *are* identified by Method 1, 20 are census tracts where the poverty rate is below 50 percent.

We appreciate the extensive time and energy that CalEPA has invested in CalEnviroScreen (CES). Accordingly, we respectfully request that you consider an alternative approach to calculating cumulative scores from CES data, which has been proposed as "Method 6" by the Bay Area Air Quality Management District and discussed by MTC and BAAQMD staff at the September 3 workshop in the Bay Area. This method uses a "product of ranks" approach to calculate a cumulative score from CES variables for each tract and applies uniform weights to all indicators. We strongly believe this approach better reflects the intent of SB 535.

In addition to Method 6, described above, we recommend the following modifications:

- Add "rent burden" as a new criteria — a factor expressly listed in SB 535 as an option, but one not chosen by CalEPA. This factor will help capture the significant cost of living differences across the state and the unique burden facing low-income residents who live in areas such as our region where the cost of housing crowds out other needs.
- Remove the pesticide variable since it does not take into account people living in areas exposed to residential or commercial applications of pesticides.
- Set the threshold for determining disadvantage at the top 30% statewide to ensure that those tracts that are close to the cusp are counted.

Method 6 broadens the scope of DACs in the Bay Area considerably, from 46 census tracts to approximately 221 and from 214,000 residents to approximately 938,000.

Of the DACs that are identified:

- 90% are transit priority areas where the region is trying to focus growth.
- 71% have 30% or higher concentration of households living in poverty.
- 62% are considered “rent-burdened,” where at least 15% of households are spending 50% or more of their income on rent

Comments on ARB’s Interim Guidance

Our comments on ARB’s Interim Guidance focus largely on Appendix 1 of the document, titled *Criteria for Evaluating Benefits to Disadvantaged Communities by Project Type*. These are the draft criteria that state agencies will use to determine whether a project is located within or provides benefits to a disadvantaged community. Our comments are divided into three parts: 1) how transportation projects provide benefits to DACs; 2) the “Low-Carbon Transit Projects” draft criteria; and 3) Affordable Housing and Sustainable Communities draft criteria.

How Transportation Provides Benefits to Disadvantaged Communities

We are encouraged by ARB’s inclusion of a two-step process for evaluating the investment categories under the Cap-and-Trade program. This process acknowledges that many projects provide direct, quantifiable benefits to disadvantaged communities without being physically located in those places.

This is especially important when considering how transportation investments benefit DACs. Transportation operates as a multi-modal *system* for moving people and goods. Transit, bicycle/pedestrian, and travel demand strategies on our expressways and local streets can all provide benefits on a regional scale. Additionally, a considerable proportion of our transit ridership is made up of low-income individuals, many of whom reside in disadvantaged communities. Improving these residents’ access to reliable, clean, and modern transit and expanding service to key destinations reduces dependence on single occupancy vehicles, thereby reducing vehicle miles traveled (VMT) and the associated GHG and other vehicular emissions.

Our primary concern is that the draft criteria’s narrow scope threatens to exclude transportation investments that could provide substantial benefit to disadvantaged communities. While benefits are often experienced by communities in close proximity to the specific investment, given the diverse nature of travel patterns in the Bay Area, a project’s benefits may be experienced in a community located miles away. For example, improving transit service to a job-rich destination can provide considerable benefits to workers who originate their trips in any number of places, not just areas proximate to the project’s physical location.

The draft guidance notes that ARB will be posting a list of “impacted corridors” in addition to ½ mile DAC zones and ZIP codes containing DACs. We strongly support a corridor approach as a more defensible method for identifying areas that would benefit from Cap and Trade investments. The definition of the corridor would likely vary depending on the nature of the program. For instance, truck traffic corridors negatively affecting DACs would be different from key bicycle corridors benefiting such communities. A corridor approach also aligns closely with Plan Bay Area’s regional targets to reduce GHG and coarse particulate (PM2.5 and PM 10) emissions.

Low-Carbon Transit Projects Criteria

We offer these specific suggestions on the draft criteria for Low Carbon Transit Projects. First, it is not clear whether the criteria are meant to be applied to both the “Low Carbon Transit Operations” program (a formula program administered by Caltrans) as well as the “Transit and Intercity Rail Capital” program (a competitive program administered by CalSTA, Caltrans, and CTC.) The guidance is currently silent on the latter program. Since the names of the programs, eligibility and process for project selection and verification differ between the two programs, we request ARB clarify this in the interim guidance. It may be simplest to set forth the criteria for each Cap and Trade program, despite some redundancy, since they are each administered separately.

Second, using ZIP code to determine whether a DAC benefits from a particular project is too limited in certain instances as it ignores the reality of travel patterns, the supply and demand of existing transit service, and how persons from disadvantaged communities access transit. To address this, for the instances when ARB has proposed applying ZIP code, we recommend:

- Adding a half-mile buffer around the ZIP code to avoid arbitrary cut-off points.
- Adding a 1-mile buffer around the DAC to capture the benefit of projects that fall outside the ZIP code (and the proposed ½ mile buffer), but still within 1 mile of a DAC.

We recommend against the proposed benefit criterion that a project demonstrate that it creates “at least 25% of new riders from DACs” as this will be extraordinarily difficult for administrative agencies or transit operators to calculate and verify. While transit operators typically understand their existing travel markets, it is more difficult to estimate where “new riders” may reside. Instead, we recommend focusing on providing benefits to *existing* riders. This is also a way to incorporate travel corridors, and not strictly geographic buffer zones. In addition, we believe a percentage threshold, while attractive for its simplicity, is not appropriate in this case as it could understate the benefit to a DAC served by a large transit operator. We suggest modifying this criterion as follows: “Project will increase or modernize intercity rail (and related feeder bus service), commuter bus or rail transit service for riders on a route regularly accessed by residents of a DAC.”

Finally, we recommend broadening the criteria to include the full range of eligible transit projects under the Low-Carbon Transit Operations Program and Transit and Intercity Rail Capital Program, including “rail and bus capital projects, expanded intermodal facilities and operational improvements that result in increased ridership and reduced GHG emissions.” The Bay Area’s aging public transit system is already affecting service quality and reliability, inconveniencing transit-dependent riders, but also discouraging use of transit by those who might otherwise drive. Rehabilitation and modernization of transit vehicles that have reached the end of their useful life, used in areas serving DACs, should be recognized as benefiting DAC residents. Preventing the loss of existing transit riders due to unreliable services is just as valuable a GHG reduction tool as gaining new riders from a rail or bus expansion. When it comes to public transit systems, “fix it first” is both a good infrastructure and environmental investment.

Affordable Housing and Sustainable Communities Projects Criteria

We offer the following suggestions on the draft criteria for Affordable Housing and Sustainable Communities Projects. While the AHSC program casts the widest net of any Cap and Trade program in terms of project eligibility, the guidance only offers one substantive criterion for judging

if a project provides benefits to a DAC: “Project is within ½ mile of a DAC and reduces vehicle miles traveled, and is designed to avoid displacement of DAC residents and businesses.”

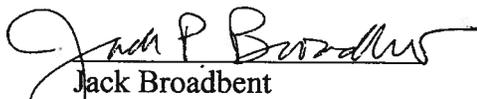
The AHSC program is the broadest of all the Cap and Trade funding programs in terms of project eligibility, but the reference to displacement in this criterion suggests it is strictly a housing program. We recommend the guidelines be revised to define benefit as it relates to *all* project types in the statute, consistent with legislative intent and reflective of the range of sustainable communities strategy investments designed to reduce GHG emissions.

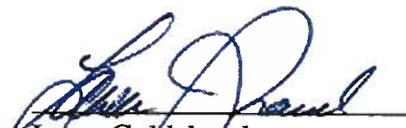
In addition, we recommend that the reference to a project needing to be “designed to avoid displacement” be an option for a project demonstrating a benefit to a DAC, rather than a requirement for a project to fit the “located within” or “provides benefit to” criteria. We are concerned that this requirement could make it more difficult for developers to build affordable housing projects. Anti-displacement policies, while sometimes feasible at the project level, can also be addressed by the local jurisdiction as part of a city-wide policy and should not necessarily be a requirement for individual affordable housing projects.

SB 862 requires that at least 50% of AHSC funds be invested to provide affordable housing. With this requirement in mind, we question ARB’s criterion that affordable housing projects be located within ½ mile of a DAC in order to qualify as *benefiting* a DAC. For affordable housing projects as well, we urge consideration of a corridor-approach and/or a wider buffer zone for projects affordable to residents of DACs. By focusing solely on projects located in or within ½ mile of DACs, ARB’s guidance could actually discourage the production of affordable housing in job-rich areas with good transit service, thereby reducing opportunities for current residents of DACs to move into such areas. Moreover, such narrow criteria could encourage development in and around areas with high rates of pollution, a perverse and undesirable outcome from a public health standpoint.

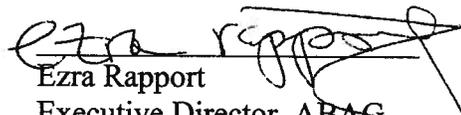
Thank you for giving these recommendations your thorough and sympathetic consideration. Please don’t hesitate to contact Rebecca Long, MTC Senior Legislative Analyst at (510) 817-5889 — if you have any questions or we can provide further assistance.

Sincerely,


Jack Broadbent
Chief Executive Officer, BAAQMD


Larry Goldzband
Executive Director, BCDC


Steve Heminger
Executive Director, MTC


Ezra Rapport
Executive Director, ABAG

cc: The Honorable Darrell Steinberg, Senate President Pro Tempore
The Honorable Kevin DeLeón, Senate President Pro Tempore Elect
The Honorable Toni Atkins, Assembly Speaker

Bay Area Assembly & Senate Delegation

Mr. Brian Kelly, California State Transportation Agency Secretary

Mr. Arsenio Mataka, Assistant Secretary, CalEPA

Mr. Matt Botill, Manager, Climate Change Program, ARB

Ms. Shelby Livingston, Cap & Trade Program, Air Resources Board



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September 11, 2014

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Secretary, California Environmental Protection Agency
1001 I Street
P.O. Box 2815
Sacramento, CA 95812-2815

Ms. Mary Nichols
Chairman, California Air Resources Board
1001 I Street
P.O. Box 2815
Sacramento, CA 95812

Re: CalEPA Identification of Disadvantaged Communities & ARB Interim Guidance

Dear Secretary Rodriguez and Chairman Nichols:

Napa County Transportation and Planning Agency (NCTPA) respectfully offers the following comments on the identification of disadvantaged communities (DACs) proposed by the California Environmental Protection Agency (CalEPA) pursuant to Health & Safety (H&S) Code 39711 and the Interim Guidance proposed by the Air Resources Board (ARB) for state agencies administering Greenhouse Gas Reduction Fund monies pursuant to H&S Code 39715.

While NCTPA strongly supports the goal of investing a minimum share of funds in and for the benefit of disadvantaged communities, we have serious concerns about using the CalEnviroScreen's 20% cutoff (Method 1) as the way to identify these communities. Method 1 does not take into account the City of Napa transit priority area as shown in the BAAQMD's Method 6 which is also in proximity to the City of Napa Priority Development Area (PDA). Under this approach, too many low-income and environmentally burdened communities in the Bay Area would be moved to the back of the funding line.

Current law clearly allows CalEPA to use population based metrics *or* environmental metrics when establishing its definition of disadvantaged communities. Yet, CalEPA's proposed Method 1 requires that in order for a census tract to be identified as a DAC, it must score relatively high on virtually all 19 criteria. Under this approach, many communities that are severely disadvantaged in terms of a few key health factors, such as income, air quality, asthma rates and low birth weight nonetheless fall outside of the top 20% threshold. Consider the following counterintuitive results of Method 1:

- Of the top 10 *most impoverished* census tracts in the Bay Area — where poverty rates exceed 70 percent— not a single one is included in CalEPA’s definition.
- Of the 46 census tracts that *are* identified by Method 1, 20 are census tracts where the poverty rate is actually less than 50 percent.

We respectfully urge you to consider the alternative put forward by the Bay Area Air Quality Management District as “Method 6,” as well as their recommendation to remove the pesticide variable as it is unfair that Bay Area residents exposed to pesticide are ignored simply because the exposure isn’t in an agricultural context. In addition, we agree that whatever tool is adopted ought to account for cost of living differences and that the use of “rent burden” is an appropriate way to make this adjustment given that the cost of living differences are largely due to the cost of housing. Lastly, we urge you to set the threshold for determining disadvantage at the top 30% rather than 20% or 25% so as to minimize overlooking disadvantaged communities whose scores might be on the cusp of the stricter thresholds.

We are aware of the extensive time and energy that OEHHA and CalEPA staff has spent creating and improving upon CalEnviroScreen over the last two years. Rather than asking that the CES be jettisoned altogether, Method 6 builds on that work.

What does Method 6 look like for the Bay Area? It includes 221 census tracts, home to approximately 938,000 Bay Area residents.

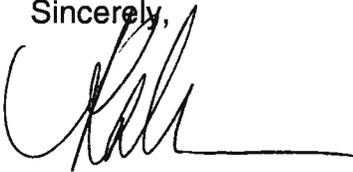
- 90% are transit priority areas where the region is trying to focus growth.
- 71% have 30% or higher concentration of households living in poverty.
- 62% are considered “rent-burdened,” where at least 15% of households are spending 50% or more of their income on rent
- Over 2/3rds are MTC Communities of Concern

The census tract within Napa identified as part of Method 6 contains a population that is very low income with over 95% of the households living below the 200% federal poverty level. Within this same tract, over 75% of the population has a disability and 99% are high-burden renters, spending more than 50% of their income on rent. Further, this census tract is in proximate access to the Downtown Napa-Soscol Gateway Corridor PDA which will take on a majority of the City of Napa’s future growth. This tract is similar to hundreds of others throughout the state that would be summarily dismissed by using Method 1 to define disadvantaged communities for the purposes of distributing Greenhouse Gas Reduction Fund revenues.

We respectfully encourage you to take more time to identify disadvantaged communities and the method for determining project benefit so that you can carefully consider public comments before you make a final decision. Given the millions of dollars in high-profile public funds at stake and the scores of worthy projects that will be vying for funding, it is imperative that state agencies develop the program guidelines in a transparent manner that allows for meaningful public input.

ARB's scheduled adoption of its interim guidance on September 18th — just two full days after the close of public comment— leaves little opportunity for ARB staff to consider these comments before finalizing their proposal. CalEPA has indicated a similarly rushed schedule with plans to finalize identification of DACs by the end of September. It is not clear to us why these decisions need to be made so quickly. For instance, the proposed schedule released by the Strategic Growth Council indicates that applications for funding will not even be *due* until April 2015, with funds expected to be awarded in June — *nine* months from now. As for the two public transit programs, no time frame has even been released for the program guidelines, suggesting a Notice of Funding Availability is very unlikely before early 2015.

Sincerely,

A handwritten signature in black ink, appearing to read 'Kate Miller', with a long horizontal line extending to the right.

Kate Miller
NCTPA Executive Director

cc: Rebecca Long, MTC

Achieving the Core Capacity and Transit Operating Components of the Region’s Cap and Trade Framework

1. Overview of State Programs

- The Cap and Trade statewide program appropriates \$872 million in FY 2014-15 funds across various program categories. More importantly, it provides a long-term funding framework by allocating *percentages of future funds* across similar, but not identical, program categories.
- MTC assumes **\$2.5 billion** in statewide annual funding for FY 2015-16 and beyond. This amount represents roughly half of the most optimistic projections contained in the state legislative proposals. Using this assumption, the following table shows estimated statewide cap and trade revenue by program.

Table 1: Statewide Cap and Trade Revenue Programs, FY 15-16 and Beyond (\$ millions)

Statewide Revenue Framework		FY 2015-16 and Beyond -- Annual Funding
Total Generations	%	\$2,500
Uncommitted Funding	40%	\$1,000
High Speed Rail	25%	\$625
Low Carbon Transit Operations Program	5%	\$125
Transit & Intercity Rail Capital Program	10%	\$250
Affordable Housing and Sustainable Communities Program	20%	\$500

2. MTC Adopted Framework for Cap & Trade Funding

- In December 2013, MTC approved a Cap and Trade Funding Framework establishing a set of investment categories and initial funding amounts in anticipation of future legislation.
- MTC staff proposes the following strategy to deliver the adopted Cap and Trade Funding Framework within the enacted state Cap and Trade program. The table below shows the approved MTC funding framework and amounts, the Cap and Trade target amount, and the State Cap and Trade program best associated with each category.

Table 2: Summary of MTC Framework by Category, Amount, and State Cap and Trade Category (\$ millions)

MTC Framework Category	MTC Framework Adopted Amount *	Cap & Trade Target Amount	Cap & Trade Program and Responsible State Agency
Core Capacity	\$875	\$875	Transit and Intercity Rail Capital Program (CalSTA)
Transit Operating	\$500	\$409	Low Carbon Transit Operations (Revenue based) (Caltrans, CARB)
		\$91	Low Carbon Transit Operations, (Population Based) (Caltrans, CARB)
One Bay Area Grant Program (OBAG)	\$1,050	TBD	Affordable Housing & Sustainable Communities (SGC/HCD)
Climate Initiatives	\$275	TBD	40% Uncommitted Category (Unknown)
Goods Movement	\$450	TBD	40% Uncommitted Category (Unknown)

**Based on Plan Bay Area assumption of \$3.1 billion in Cap & Trade regional revenues over 25 years*

3. Achieving the Transit Operating Component of MTC’s Framework

- MTC’s adopted Cap & Trade framework includes the following Transit Operating funding levels per operator:

Core Capacity Operator	40%
AC Transit	\$35
BART	\$54
SFMTA	\$111
Subtotal	\$200
Other Operator	60%
Caltrain	\$35
Golden Gate (w Marin Transit)	\$22
SamTrans	\$44
VTA	\$140
Subtotal	\$241
ACE	\$1.8
CCCTA	\$10.3
ECCTA	\$8.1
Fairfield + Suisun	\$2.9
LAVTA	\$5.4
NCTPA	\$2.5
Santa Rosa	\$9.7
SolTrans	\$4.8
Sonoma County	\$4.3
Union City	\$1.5
Vacaville	\$1.3
WCCTA	\$3.8
WETA	\$2.7
Subtotal	\$59
Total	\$500

- MTC proposes that the Transit Operating framework be funded by the Low Carbon Transit Operations Program, using revenue-based funds first, and assigning population-based funds as needed to round out the total \$500 million commitment. (See Table 5 for summary and attachment A for details by operator).
- Each operator would need to identify eligible operating projects consistent with state program guidelines (yet to be developed).
- This approach results in some operators having remaining revenue-based funds that could be available for other high priority projects (see Attachment A for details). It also results in the region having approximately \$211 million remaining in population-based funds that could be available for other high priority projects over 25 years.

Table 5: Transit Operations Funding Strategy for Cap & Trade (\$ millions)

State Program	Annual regional revenue* (A)	25-year regional revenue* (B)	25 year regional need/ MTC commitment (C)	Amount remaining (D=B-C)
Low Carbon Transit Operations Program- Revenue Based	\$ 33	\$ 835	\$ 409	\$ 426
Low Carbon Transit Operations Program- Pop Based	\$12	\$302	\$91	\$211
Total	\$45	\$1,137	\$500	\$637

*Assumes \$2.5 billion annual generations statewide for overall Cap & Trade program.

4. Achieving the Core Capacity Component of MTC’s Framework

- MTC’s adopted Core Capacity Challenge Grant Program (CCCGP) includes the following transit projects to be funded with Cap & Trade funds:

Table 3. Core Capacity Challenge Grant Projects/Funding (In millions \$)

Agency/Project	MTC Adopted Framework	Transit Capital Competitive Program 25 Year Total Funding
BART: Train Control	\$126	\$126
SFMTA: Fleet Enhance & Expand	\$400	\$400
SFMTA: Facilities	\$67	\$67
AC Transit: Fleet Expansion	\$45	\$45
AC Transit: Facilities	\$162	\$162
VTA: BART Railcars	\$75	\$75
TOTAL	\$875	\$875

- MTC proposes that MTC and the region’s transit operators prioritize the existing CCCGP framework for funding under the Transit and Intercity Rail Capital competitive program.
- The Transit and Intercity Rail Capital Program is a statewide competitive program. However, assuming the region receives its population share (19% of statewide total), the funding levels under this program could be sufficient not only to fulfill the \$875 million Cap and Trade commitment to CCCGP, but also to provide additional funds (around \$330 million) for other high priority transit projects over 25 years.
- The following table also illustrates a scenario where the region receives a higher level of the Transit and Intercity Rail Capital funds, equivalent to its combined share of population-based and revenue-based funds (37% of statewide total). This funding level would provide over \$1.4 billion in additional funds for other high priority transit projects over 25 years.

Table 4: Transit & Intercity Rail Regional Share Scenarios (\$ millions)

Funding Level	Annual regional revenue* (A)	25-year regional revenue* (B)	25 year regional need/ MTC commitment (C)	Amount remaining (D=B-C)
19% funding level (population share)	\$48	\$1,206	\$875	\$331
37% funding level (Combined Population & STA Revenue Share)	\$93	\$2,326	\$875	\$1,451

*Assumes \$2.5 billion annual generations statewide for overall Cap & Trade program.

5. Outstanding Issues

- **Annual Competitive Program:** The competitive nature of the Transit and Intercity Rail Capital program makes multi-year commitments challenging. This could be somewhat mitigated if a multi-year competitive program is adopted (if allowed by state).
- **Project Readiness:** For the six CCCGP projects that include cap and trade revenues as a funding source, it will be important for MTC and the operators to prioritize near-term versus long-term needs so that Cap & Trade funding awards are expended quickly.
- **Disadvantaged Community Definition:** The Disadvantaged Communities requirement remains an open issue due to mismatch between Cal EnviroScreen and MTC Communities of Concern approaches. Based on program fact sheets provided by the state agencies, the Transit and Intercity Rail Capital Program will target grants so that at least 25 percent of program expenditures will benefit disadvantaged communities. The Low Carbon Transit Operations Program will target grants so that at least 50 percent of project expenditures will benefit disadvantaged communities.
- **GHG Emission Calculations:** By statute, projects must demonstrate how they reduce GHG emissions, subject to methodology and reporting requirements established by CalEPA and CARB. To date, we do not have guidance on how GHG benefits will be calculated.
- **High Speed Rail Funding Category:** The statewide program includes a 25% share for High Speed Rail. Given the regional commitment to funding the Caltrain Electrification Program (the 9-Party MOU), which already includes funding from state High Speed Rail bonds (Proposition 1A), the region may want to consider whether the Cap & Trade High Speed Rail program presents funding opportunities for the Caltrain program.
- **Clean Vehicles Funding in FY15:** There is an additional funding opportunity from the \$200 million "Clean Vehicles" program in the FY 2014-2015 budget (this program is not currently part of the State's long-term funding framework). According to CARB's investment plan from June 2014, there may be limited funding opportunities for Heavy Duty Vehicle and Equipment Projects under this program.

6. Preliminary Process and Schedule

- October 2014: Update to MTC Programming & Allocations Committee
- Sept. - December 2014 (approx.): State Guidelines Development
- Winter/Spring 2015 (approx.): State issues FY15 Calls for Projects
- Summer 2015 (approx.): State announces FY15 awards
- After summer 2015: Process for FY16 begins

Attachment A

Potential Bay Area Cap and Trade Revenue vs. Regional Transit Operations Commitment, 25 years

In Millions \$

\$2.5 billion Annual Revenue Statewide		A	B	C	D	E	F=D+E	G=B-D	H=C-E
	MTC Approved Framework	Available Low Carbon Revenue-based funds	Available Low Carbon Population based funds	Low Carbon Revenue-based funds Applied to Framework	Low Carbon Population based funds Applied to Framework	Total Low Carbon Funds Applied to Framework	Remaining Low Carbon Revenue-based funds	Remaining Low Carbon Population based funds	
Transit Operations Total	\$ 500	\$ 834.6	\$ 301.6	\$ 409.2	\$ 90.9	\$ 500	\$ 425.3	\$ 210.7	
BART	\$ 54.0	\$ 216.2		\$ 54.0	\$ -	\$ 54.0	\$ 162.2		
SFMTA	\$ 111.0	\$ 289.9		\$ 111.0	\$ -	\$ 111.0	\$ 178.9		
AC Transit	\$ 35.0	\$ 76.0		\$ 35.0	\$ -	\$ 35.0	\$ 41.0		
Caltrain	\$ 35.0	\$ 44.0		\$ 35.0	\$ -	\$ 35.0	\$ 9.0		
Golden Gate (w/Marin Transit)	\$ 22.0	\$ 37.5		\$ 22.0	\$ -	\$ 22.0	\$ 15.5		
SamTrans	\$ 44.0	\$ 32.0		\$ 32.0	\$ 12.0	\$ 44.0	\$ -		
VTA	\$ 140.0	\$ 98.1		\$ 98.1	\$ 41.9	\$ 140.0	\$ -		
ACE	\$ 1.8	\$ 3.8		\$ 1.8	\$ -	\$ 1.8	\$ 2.0		
CCCTA	\$ 10.3	\$ 5.0		\$ 5.0	\$ 5.3	\$ 10.3	\$ -		
ECCTA	\$ 8.1	\$ 2.3		\$ 2.3	\$ 5.8	\$ 8.1	\$ -		
Fairfield + Suisun	\$ 2.9	\$ 0.9		\$ 0.9	\$ 2.0	\$ 2.9	\$ -		
LAVTA	\$ 5.4	\$ 2.1		\$ 2.1	\$ 3.3	\$ 5.4	\$ -		
NCTPA	\$ 2.5	\$ 0.4		\$ 0.4	\$ 2.1	\$ 2.5	\$ -		
Santa Rosa	\$ 9.7	\$ 1.1		\$ 1.1	\$ 8.6	\$ 9.7	\$ -		
SolTrans	\$ 4.8	\$ 1.7		\$ 1.7	\$ 3.1	\$ 4.8	\$ -		
Sonoma County	\$ 4.3	\$ 1.3		\$ 1.3	\$ 3.0	\$ 4.3	\$ -		
Union City	\$ 1.5	\$ 0.4		\$ 0.4	\$ 1.1	\$ 1.5	\$ -		
Vacaville*	\$ 1.3	\$ -		\$ -	\$ 1.3	\$ 1.3	\$ -		
WCCTA	\$ 3.8	\$ 2.5		\$ 2.5	\$ 1.3	\$ 3.8	\$ -		
WETA	\$ 2.7	\$ 19.3		\$ 2.7	\$ -	\$ 2.7	\$ 16.6		

Draft for Internal Discussion

Annual Low Carbon Revenue - Based Funds by State Transit Assistance Share
 \$2.5 billion Annual Revenue Statewide

Regional Entity	STA Revenue-Based Share of Region	STA Revenue-Based Share of State	Annual Low Carbon Revenue-based Funding
MTC	100%	53.4%	\$ 33,394,136
ACMA - Corresponding to ACE	0.21%	0.1%	71,774
Caltrain	5.27%	2.8%	1,760,391
CCCTA	0.59%	0.3%	198,167
City of Dixon	0.00%	0.0%	1,573
ECCTA	0.27%	0.1%	90,963
City of Fairfield	0.11%	0.1%	35,510
GGBHTD	4.49%	2.4%	1,500,178
City of Healdsburg	0.00%	0.0%	-
LAVTA	0.25%	0.1%	84,187
NCPTA	0.04%	0.0%	14,907
City of Petaluma	0.03%	0.0%	8,450
City of Rio Vista	0.00%	0.0%	1,251
SamTrans	3.84%	2.0%	1,280,673
City of Santa Rosa	0.13%	0.1%	44,870
Solano County Transit	0.21%	0.1%	68,718
Sonoma County Transit	0.16%	0.1%	51,809
City of Union City	0.04%	0.0%	14,442
VTA	11.75%	6.3%	3,923,507
VTA - Corresponding to ACE	0.24%	0.1%	80,883
WCCTA	0.30%	0.2%	101,634
WETA	2.31%	1.2%	772,752
AC Transit	9.11%	4.9%	3,041,397
BART	25.90%	13.8%	8,649,462
SFMTA	34.73%	18.6%	11,596,639
Los Angeles	100%	31.2%	\$ 19,481,165
San Diego	100%	4.3%	\$ 2,687,845
Orange	100%	2.8%	\$ 1,751,186
SACOG	100%	2.2%	\$ 1,402,207
San Bernardino	100%	1.5%	\$ 943,790
Riverside	100%	1.1%	\$ 701,285
All Other Regional Entities	100%	3.4%	\$ 2,138,385
STATE TOTALS	100.0%	100.0%	\$ 62,500,000

Attachment B

From MTC Resolution No. 4123

Core Capacity Challenge Grants - Funding Plan (\$ Millions)

Project	Project Cost	Proposed Local \$				Funding Sources for Remaining Need						Total Funding
		BART	SFMTA	AL/CC Sales Tax/Parcel Tax	VTA	FTA/STP	AB664 Bridge Tolls	BATA Project Savings	SFO Net Op Revenue	Cap & Trade	Core Capacity New Starts	
BART Rail Cars (470 cars beyond current funding commitment)	1,521	393				743	82	83	145	75		1,521
BART Train Control	700	267				163				126	144	700
BART Hayward Maint. Center	433	258		175								433
Subtotal BART	2,654	918	-	-	175	906	82	83	145	201	144	2,654
SFMTA Fleet Replacement	2,644		770			1,746	44	84				2,644
SFMTA Fleet Enhance & Expand	648		248							400		648
SFMTA Facilities Core Improvements	209		142							67		209
Subtotal SFMTA (1)	3,502	-	1,160	-	-	1,746	44	84	-	467	-	3,502
AC Transit Fleet Replacement	780			195		477	25	83				780
AC Transit Fleet Expansion	90			40		5				45		90
AC Transit Facility Repl/Rehab	268			106						162		268
Subtotal AC Transit	1,138	-	-	341	-	481	25	83	-	207	-	1,138
Financing	200					200						200
TOTAL	7,494	918	1,160	341	175	3,333	152	250	145	875	144	7,494

(1) SFMTA cost estimates adjusted to use regional cost estimates for buses and LRVs, and converted to year-of-expenditure dollars

Cap & Trade Transportation Program Overview Pursuant to SB 862 (Chapter 36, Statutes of 2014)

Program	Who Administers/ Who Selects Projects?	Project Eligibility	Disadvantaged Community Target
<p>Affordable Housing and Sustainable Communities Program</p> <p>20% of Cap & Trade Revenue <i>(at least half dedicated to affordable housing)</i></p>	<p>Strategic Growth Council (in coordination with MPOs and other regional agencies)</p>	<ul style="list-style-type: none"> • Affordable housing that supports infill and compact development • Transit capital and programs “supporting transit ridership” • Active transportation projects (infrastructure & non-infrastructure) • TOD projects • Capital projects that implement complete streets • Projects that reduce GHG emissions by reducing auto trips and VMT • Acquisition of easements or other approaches to protect agricultural lands under threat of development • Planning to support SCS implementation, including local plans • Must be in draft or adopted SCS. • Subject to guidelines to be released in draft 30 days prior to at least two public workshops. 	<p>≥ 50% of funds should benefit DCs</p>

Draft for Internal Discussion

<p>Transit and Intercity Rail [and Bus] Capital Program</p> <p>10% of Cap & Trade Revenue</p>	<p>California State Transportation Agency reviews and scores projects & develops program guidelines.</p> <p>California Transportation Commission allocates funds.</p>	<ul style="list-style-type: none"> • Rail capital • Bus rapid transit and other bus investments to increase ridership and reduce GHGs • Service improvements that improve reliability and decrease travel times • Integrated ticketing and scheduling systems, shared-use corridors, related planning efforts and service integration initiatives • Must be consistent with SCS • Subject to guidelines to be released in draft 30 days prior to at least two public workshops. 	<p>≥ 25% of funds should benefit DCs</p>
<p>Low Carbon Transit Operations Program</p> <p>5% of Cap & Trade Revenue</p>	<p>Operator (or regional transportation planning agency for population-based funds) must submit project to Caltrans for approval and verification that it qualifies as a GHG reducing project.</p> <p>Controller allocates funds.</p>	<p>Transit capital and operating expenses that enhance transit service and reduce GHG emissions</p> <p>Support new or expanded bus or rail services, or expanded intermodal facilities and equipment, fueling and maintenance for those facilities.</p>	<p>≥ 50% of funds should benefit DCs</p>

Draft for Internal Discussion

<p>High Speed Rail 25% of Cap & Trade Revenue</p>	<p>High Speed Rail Authority</p>	<ul style="list-style-type: none"> • Acquisition and construction • Environmental review and design • Other capital costs • Repayment of loans made to the authority 	<p>NA</p>
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October 2, 2014
TAC Agenda Item 8.3
Continued From: September 4, 2014
Action Requested: INFORMATION

NAPA COUNTY TRANSPORTATION AND PLANNING AGENCY TAC Agenda Letter

TO: Technical Advisory Committee (TAC)
FROM: Kate Miller, Executive Director
REPORT BY: Danielle Schmitz, Planning Manager
(707) 259-5968 / Email: dschmitz@ncpta.net
SUBJECT: Napa Countywide Transportation Plan (CTP) and Community Based Transportation Plan (CBTP) Update

RECOMMENDATION

Information only.

EXECUTIVE SUMMARY

In January NCTPA launched an effort to revise and update the Napa Countywide Transportation Plan (CTP). In February, the NCTPA Board adopted a comprehensive set of goals and objectives for the Plan. NCTPA staff has worked with the NCTPA Technical Advisory Committee (TAC) on developing evaluation criteria and a comprehensive inventory of projects. An active citizens' committee has been convened, and a page on the NCTPA website has been developed focusing on the CTP which entails some innovative features. An initial series of three public meetings was held in April to solicit public input.

In coordination with the development of the CTP, NCTPA has also launched a revision of the Napa "Community-Based Transportation Plan" which focuses specifically on the transportation needs of low-income, disabled, elderly and other disadvantaged members of the community.

FISCAL IMPACT

Is there a Fiscal Impact? None.

BACKGROUND AND DISCUSSION

Sub-plans

To be consistent with the regional process, a new CTP should be completed every four years. The last NCTPA 25-year Countywide Transportation Plan was adopted in 2009 and was used to inform the One Bay Area Plan, the Metropolitan Transportation Commission's (MTC) long range plan adopted in 2013. The 2014 Plan will be completed in time to inform the next regional plan which is scheduled for adoption in 2017. ARUP Consulting has been engaged to assist NCTPA staff in the development of the CTP.

The plan will include and reference a number of other planning efforts in the appendix. Key in those efforts is the countywide bicycle plan which was completed in 2012, the countywide pedestrian plan which is being kicked off this month, and the CBTP. The CBTP is a requirement of the MTC, and will specifically address the transportation needs of minority, disabled, elderly and other disadvantaged members of the Napa community.

Goals and Objectives

As part of the development of the new Plan, the NCTPA Board considered and adopted a set of Goals and Objectives in March which will guide and inform the CTP and the CBTP.

Committee and Public Meetings

On September 23, 2014 the Citizens' Advisory Committee held its second meeting. With 24 members, the committee represents a wide spectrum of the county's population, some of whom have participated in previous transportation planning efforts. The committee will meet two (2) more times over the course of the CTP development.

The NCTPA Technical Advisory Committee (TAC) has reviewed the Goals and Objectives of the Plan. Staff has engaged the TAC in the development of a comprehensive Inventory of Projects, which will be completed this year. Staff is also working with TAC to develop a constrained and unconstrained list of projects to include in the plan. A second round of meetings with each jurisdiction is being scheduled to refine their project and program lists.

There have also been three (3) public meetings to elicit comments and ideas from the public. At the Public Meetings, Staff and consultants presented an overview of key issues to be addressed in the CTP and received comments and feedback. The consulting team has built a web-based map site that will allow members of the public to post their comments and suggestions associated with specific locations in the county. Over the coming months, staff will reach out to specific public interest groups to solicit additional input. There will also be a series of public workshops to review the draft Countywide Plan and the projects and program lists in the Spring of 2015.

There has also been a series of focus groups convened to receive input on the Community Based Transportation Plan.

SUPPORTING DOCUMENTS

Attachment: (1) Community Advisory Committee Meeting Agenda Packet



Napa Countywide Transportation Plan Citizens Advisory Committee

Tuesday September 23, 2014 5:30-7:30
NCTPA Board Room, 625 Burnell St. Napa CA

AGENDA

- 1) Welcome and Introductions
- 2) Project Review and Timeline
- 3) Summary of Issues and Opportunities
 - Mode Shift and TDM
 - Transportation Land Use and Development
 - Communities of Concern in Napa County
 - Travel Behavior in Napa County
 - Transportation Funding
 - Transportation and Environmental Concerns in Napa County
 - Prospects for Rail Transportation in Napa County
- 4) Report on Outreach and Community Involvement
 - Meetings
 - Website
 - Surveys
- 5) First Look at Projects and Revenues
- 6) Committee Responsibilities and Schedule
 - December – Review Project Submittals
 - March 2015 – Review Draft Plan

Attachments:

- Outreach Summary
- “Getting Around Napa” web map
- NCTPA website screenshot
- Issues Papers Summary
- Revenue Projections Summary
- Preliminary Project Listing Summary



Napa County Transportation and Planning Agency

Member Agencies: Calistoga, St. Helena, Yountville, City of Napa, American Canyon, County of Napa



Countywide Transportation Plan
Public Outreach Activities

- 1. Public Workshop** at NCTPA Board meeting – January 2014
- 2. Series of Three Public Workshops** – April 2014 in American Canyon, Napa and St. Helena
- 3. Puertas Abiertas** - (Open Doors) is a community resource center that works with Latino residents in Napa to achieve healthy living, self-sufficiency, and opportunities for leadership and community engagement. Located across the street from St. John’s Catholic Church (the principal congregation for Napa’s Latino community), some of Puertas Abiertas’ programs include Case Mentoring, English as a Second Language (ESL), Free Tax Preparation, Civic Engagement, Mobile Mexican Passport/ID Clinic, Zumba, Basic Computer Skills and Plaza Comunitaria. NCTPA sponsored an open house at Puertas Abiertas on Sunday July 27th. Flyers were distributed after church. NCTPA staff received comments from roughly a dozen attendees. Participants were invited to learn more about the transportation system and to offer observations and recommendation for improvements. Project staff also checked in with Puertas Abiertas regularly during the public input period to collect comments. In a subsequent outreach event on Tuesday, August 12th NCTPA staff provided a short presentation to the Puertas Abiertas Latino Senior Citizen Group regarding the CBTP. This meeting was attended by roughly 25 Individuals.
- 4. Rianda House** – A Senior Activity Center in St. Helena, Rianda House offers a one-stop shop connecting the local senior population to the programs, services and resources needed to support independence and successful aging. Rianda House offers a comprehensive menu of activities and services to assist local senior adults. Project staff made a lunch time presentation at Rianda House on August 8 and numerous suggestions and comments were gathered especially focusing on transportation from St. Helena to St. Helena Hospital. Participants also spoke about the need for later evening bus service.
- 5. Napa Senior Center** – The Napa Senior Center provides a wide range of programs and activities including daily meal program, Sunday Pot Lucks, Pancake breakfasts. Project staff participated in an “Ice Cream Social” with 50 people attending. A presentation was

given followed by one-on-one interviews and transportation questionnaire collection. Issues raised include gaps in transit service and pedestrian amenities. In particular people mentioned the matter of crossing Jefferson Street, directly across from the Senior Center, to catch the bus.

- 6. Napa Valley Homeless Coalition** – The Napa Valley Homeless Coalition is a consortium of non-profit, faith-based and government agencies that supply homeless services to the population of Napa County and carry out the Ten-Year Plan to End Homelessness. Also known as the “Continuum of Care” committee, their activities are guided by a steering committee, the members of which are selected from the member agencies. Project Staff gave a presentation to the steering committee about the CBTP, inviting committee members and their clients to participate in the transportation questionnaire and mapping resources online. Additional follow up meetings and presentations were also scheduled with other member organizations.
- 7. Healthy Aging Population Initiative** The Healthy Aging population Initiative (HAPI) is a broad based, community collaboration of more than 25 organizations and individuals dedicated to Napa’s aging population vision that older adults living in Napa Valley will have a high quality of life. HAPI focuses on creating aging- friendly communities that benefit all. Project staff gave a presentation to a monthly HAPI meeting and conducted a lively discussion on transportation issues with attendees. Additional information was sent by request to participants and additional presentations were scheduled with committee member organizations.
- 8. Napa Valley Coalition of Non-profit Agencies** – Napa Valley Coalition of Non-profit Agencies is an organization of over 65 local Nonprofits/Community Benefit Organizations located in Napa County focused on providing opportunities for members to lean on and learn from each other. The Coalition influences local public policy and works to strengthen quantity and quality of services in Napa County via an extensive membership and committee structure. Project staff gave an extended presentation to the monthly gathering of the Coalition and signed up several additional presentation opportunities. Additional information about online opportunities to comment on the CBTP were distributed to Coalition members via their newsletter and online information systems.
- 9. Up-Valley Family Center “Back to School” evening** – The Up-Valley Family Center “Back to School” is annual event held in Calistoga. This year’s program attracted several hundred local families, mostly from the Calistoga and St. Helena Latino communitities. Bi-lingual project staff members were on hand to conduct interviews, distribute information, administer transportation questionnaires and discuss the CBTP.

10. Napa Valley Community Housing Napa Valley Community Housing (NVCH) has built, alone or in partnership with others, over 600 new affordable apartments and rental homes and, in addition has supervised the rehabilitation of more than 200 additional units. As the County's primary affordable housing manager, it manages 575 housing units. Project Staff gave a presentation to the NVCH monthly board meeting and distributed information on the CBTP.

11. Visit Napa Valley Lodging Committee – Visit Napa Valley Lodging Committee (VNV) is the official tourism marketing organization for the Napa Valley. Members include all of the largest lodging facilities in Napa County, who employ several thousand employees, mostly at lower wage scales with many minority members. Project staff gave a presentation to the VNV lodging committee and recruiting hotel managers to assist in polling their employees about their transportation needs and concerns. As a result of this, nearly 1000 transportation questionnaires were distributed via hotel Human Resource departments.

12. Community Action Napa Valley Shelter Services – Community Action Napa Valley Shelter Services (CANV) operates the South Napa Shelter, a facility for clean and sober individuals 18 and older. CANV helps clients to increase income and secure sustainable housing through weekly coaching/case management. Project staff worked with CANV to distribute numerous transportation questionnaires to local clients.

13. Rohlf's Manor Senior Centers – Rohlf's Manor Senior Centers is a complex of 355 affordable senior housing units in Napa. Project staff held an informational gathering with residents of the center, conducted interviews and helped residents fill out transportation questionnaires.

14. KVON/KVYN Public Service Announcements

15. KBBF – Spanish Language Public Service Announcements

16. WWW.NCTPA.NET surveys and maps

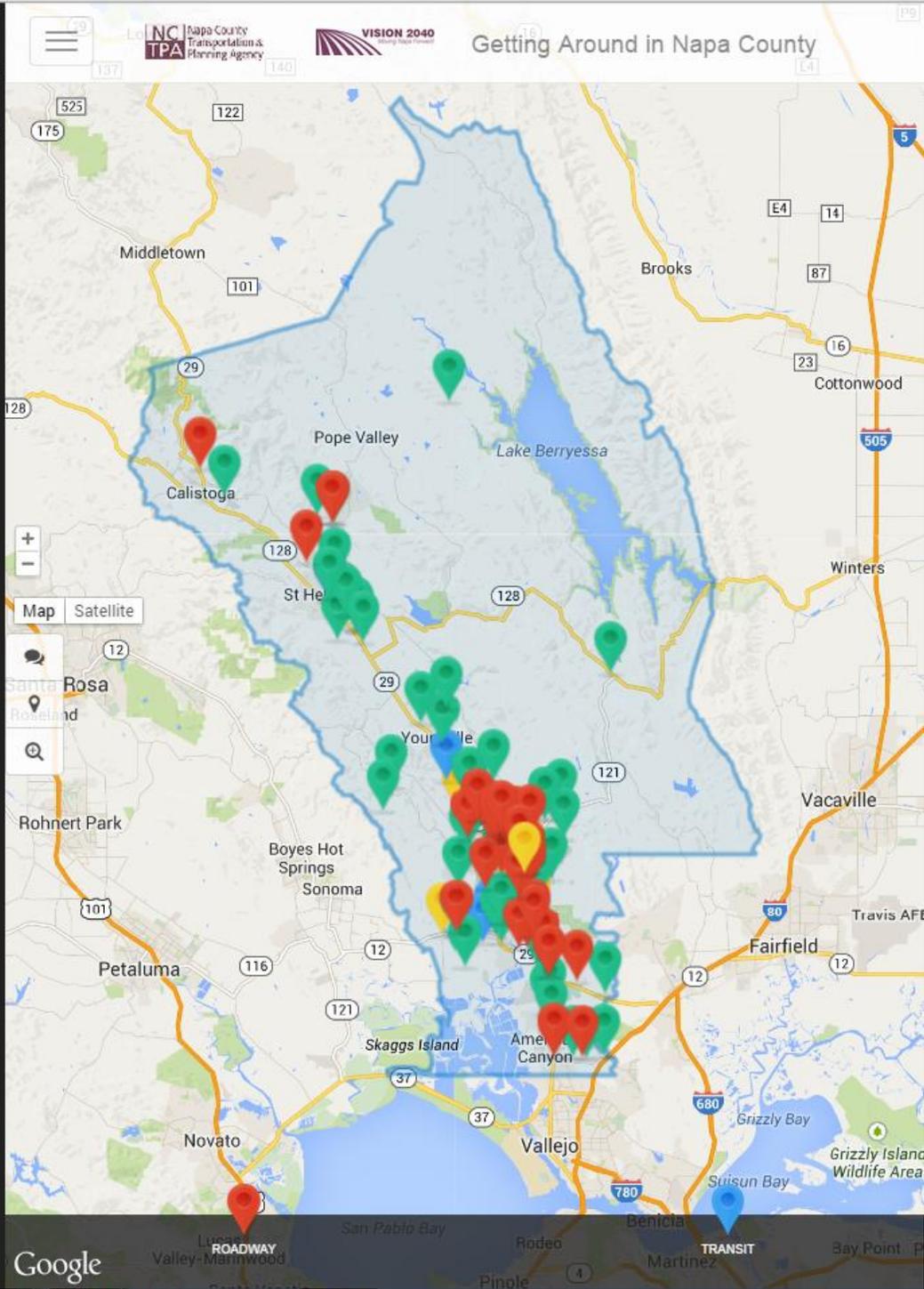
Additional planned public outreach opportunities

1. Series of three public meetings to present draft plan and projects – Spring 2015 in American Canyon, Napa and St. Helena/Calistoga
2. Presentations to County Board of Supervisors and City Councils (as invited) – Fall and Winter 2015
3. Additional presentations to community groups as invited

Categories

Live comments

Zoom to





News & Events

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Board of Directors

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Getting Around

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Countywide Plan



Plan de transporte basado en la comunidad

Planificación de transporte público para personas de bajos ingresos que dependen de este servicio. En el 2004, la NCTPA adoptó un Plan de transporte basado en la comunidad (CBTP por sus siglas en...



Comentarios del público

MANTÉNGASE AL TANTO DE MÁS REUNIONES PÚBLICAS EN JULIO DE 2014 Thursday, July 17 11:30 - Napa Senior Center, 1500 Jefferson St., Napa Sunday, July 27 1:00 - Puertas Abiertas, 952 Napa St., Napa - En...



Countywide Plan Public Input

WATCH FOR MORE PUBLIC MEETINGS COMING IN JULY 2014 Meetings focused on the transportation needs of low income, minority, disabled and elderly members of the community: Thursday, July 17 11:30 - Napa...



Vision 2040 - Project Documents

Project Documents Overview Presentation - Orientation given to the NCTPA Board of Directors to kick off the project Goals and Objectives - adopted by the NCTPA Board in February 2014, this document...



Vision 2040 - Community Based Transportation Plan (CBTP)

Planning Transit service for low-income, transit-dependent people. In 2004, the NCTPA adopted a Community-Based Transportation Plan (CBTP). The purpose of this plan was to identify the transit needs...



Contact Us about Vision 2040

Let us know your ideas Extensive public involvement is essential for a plan to reflect community values and priorities and to have broad acceptance. Find out about public meetings Send us a message. ...

Napa Countywide Transportation Plan

Issue Papers Preview Summary

Seven issues papers are being developed as part of the Napa Countywide Transportation Plan, exploring some of the key policy areas affecting transportation in Napa County. This presents a preview summary of the papers in progress.

1. Mode Shift and Travel Demand Management

Inexpensive and effective strategies that can alter how, where and when people travel.

Mode Shift: changing reliance on one form of travel to another, mainly from a single occupancy vehicle (SOV) to public transit, van or carpooling, biking or walking.

Travel Demand Management (TDM): a set of policies, strategies and methods that reduce the overall *need* for single occupancy vehicles, especially during peak travel times.

- Planning for housing closer to jobs
- Planning services closer to jobs and housing
- Trip chaining (planning multiple-purpose trips to minimize travel)
- Employer strategies such as staggered work times or telecommuting options
- Transit oriented development (housing and/or jobs close to public transit)

TDM also includes disincentives for driving such as pricing mechanisms such as tolling roads and bridges, creating express lanes that toll single occupancy vehicles, reduced or subsidized transit fares, charging for parking and/or at higher rates in more desirable locations)

- Corridor Management
 - Traffic signal synchronizing or metering
 - Traffic Management Systems
 - 511 provides commute times and real time traffic information.
 - Changeable message signs
- Staggered work and school schedules
- Incentivizing Alternate Modes through school and work programs
- The Bay Area Commuter Benefits (SB 1339) is a demonstration program that requires employers with more than 50 employees to provide alternative commute options to employees.
 - Car and bike sharing
 - Guaranteed ride home programs provide commuters a guaranteed ride home in case of emergency.

Mode Shift Options for Napa Valley

Public Transit: the VINE Bus System – Making it Quicker and more Convenient

- Buses are equipped with sensors that trigger traffic signals to reduce signal wait times – “bus signal preemption”.
- Queue Jumps: Channels that are generally 125’ long and located at congested (usually intersections) locations that allow buses to maneuver around and bypass traffic.
- Larger Buses (e.g. 60’ articulated or double decker buses) Increase capacity with minimal increases to operating expenses on crowded routes.
- Less frequent stops to improve operating speeds
- Level boarding on buses to improve loading and alighting times
- Expanded park and ride lot network to improve access to transit

Bike/Pedestrian Modes – Making walking and bicycling more convenient

- Bike lockers at strategic locations to make biking more convenient
- Improving and expanding the condition of our pedestrian and bicycle networks
- Making routes to schools safer and more convenient
- Expanding bike capacity on buses

Bridging the Transition Between Car Dependency and Other Modes

- Carsharing to make not owning a car more convenient – reduces vehicle miles traveled
- Carpooling, van pools, and ride sharing

Adopting Policies that Create Non-Auto Options

- Encouraging developments that support walking, biking, and transit
- Adopting parking policies that discourage driving

TDM Options for Napa Valley

Locating Housing Close to Jobs

Mixed Use Developments/Locating Services Closer to Jobs and Housing

Transit oriented development (housing and/or jobs close to public transit)

Telecommuting and Staggered Start Times

Pricing Strategies

2. Communities of Concern

Communities of concern (COCs) are low income and minority communities. NCTPA has a keen interest to ensure that transportation services are distributed to all of Napa’s communities equitably, and in particular, that its COCs are provided with sufficient transportation services to access jobs, school, food, and health care.

The Metropolitan Transportation Commission (MTC) establishes criteria to identify communities of concerns. Using this criterion, Napa County has three qualifying COCs:

- South Downtown Napa
- Westwood Neighborhood in Napa
- South St. Helena

NCTPA is concerned that the MTC COC criteria does not fully take under consideration the income to housing cost ratio as defined by the California Poverty Measure. Napa's housing costs are high, particularly in relationship the job market in Napa which is predominantly hospitality and retail sectors which tend to pay lower wages. Moreover, there are pockets in Napa that include multi-family and multi-generational households that may superficially inflate household income.

3. Funding Issues

NCTPA estimates that there will be a \$1.65 billion un-funded transportation infrastructure needs over the 25-year period of the Vision 2040 Plan. Napa is not alone. This astronomical funding shortfall is consistent throughout the region and the country. The funding paper explains why some of this is happening and discusses what other agencies around the region and the country are doing to address the transportation funding crisis. It also introduces policy discussions and preliminary steps that are being considered to raise revenues for transportation in California and in Napa.

Potential new sources

There are four general methods or approaches for raising additional revenues to fund transportation projects. These include taxation, user fees (including mitigation fees), congestion pricing and public private partnerships. Taxation includes imposing a tax on sales or other activity to pay for transportation projects. Taxation generally requires approval of the state legislature and an affirming super majority (66.67%) of the voting population. Fees on the other hand, only require a simple majority (50.1%) but must also pass the nexus test – fees charged for transportation can only be used for those related transportation purposes. Fees can also be imposed on activities for future mitigation of projected congestion, such as developer fees.

4. Environmental Concerns

Transportation represents a major source of air pollutants. Impacts can be:

- Direct. The immediate consequence of transport activities on the environment where the cause and effect relationship is generally clear and well understood.
- Indirect. Often more consequential but more difficult to quantify than direct impacts.
- Cumulative. Direct, indirect and unpredictable impacts on the full ecosystem.

AB 32, California's Global Warming Solutions Act of 2006, gives the California Air Resources Board authority over sources of greenhouse gas emissions, including cars and light trucks. According to the California Air Resources Board, transportation accounts for some 40 percent of greenhouse gas emissions, with cars and light trucks accounting for almost three-quarters of those emissions (30 percent overall).

SB 375 directs the Air Resources Board to set regional targets for the reduction of greenhouse gas emissions. Aligning these regional plans is intended to help California achieve GHG reduction goals for cars and light trucks under AB 32.

SB 375 has three major components:

1. Using the regional transportation planning process to achieve reductions in greenhouse gas emissions consistent with AB 32 goals;
2. Offering California Environmental Quality Act incentives to encourage projects that are consistent with a regional plan that achieves greenhouse gas emission reductions; and
3. Coordinating the regional housing needs allocation process with the regional transportation process while maintaining local authority over land use decisions.

Among other provisions, SB 375:

1. Requires MTC to include a "Sustainable Communities Strategy" in the regional transportation plan that demonstrates how the region will meet the greenhouse gas emission targets.
2. Requires that decisions relating to the allocation of transportation funding be consistent with the Sustainable Communities Strategy.
3. Changes housing element law to synchronize the schedule and develop common land use assumptions for regional housing and transportation planning.

5 . Transportation, Land Use and Development

Napa County is the least populous and most rural county in the San Francisco Bay Area, with 2% of the regional population. Approximately 90% of its total land mass is

designated as various types of “open space”. This has significant implications for the local transportation system, primarily because of the limited opportunities to expand Napa’s transportation infrastructure in an area that continues to draw more and more visitors in cars. Conversely, development will also continue to be more concentrated in Napa’s urban areas, which if done correctly, has the potential to lessen traffic issues. Napa County has long been a leader in agricultural preservation starting with the establishment of the landmark Agricultural Preserve as well as in the establishment of urban growth boundaries. As a result, housing and business development (apart from agriculture-serving uses) are generally confined within the existing urban footprint.

Shift of population to urban areas: In 1970, 50 percent of the county’s population lived in unincorporated areas. Since then, growth in the incorporated jurisdictions has resulted in a dramatic shift in the city/county split; by 2005, nearly 80 percent of the County’s residents lived in incorporated jurisdictions. Coupled with new legislation such as SB 375, that encourages growth toward incorporated city centers, this trend will continue to guide development to be compact/mixed-use near transit in the incorporated areas of the county.

Aging Population: By the year 2040 the population’s median age is projected to increase from 39.7 to 42.1 years and the percentage of population over 65 will also increase dramatically. This trend towards an aging population will bring new transportation challenges. Elderly populations tend to live closer to support services in the incorporated areas, drive less and require more public services such as transit.

Jobs and housing: The cost of housing (relatively high) and the nature of employment (relatively low wage) in the County contribute to workers living in lower priced housing elsewhere – especially in Solano County. This results in commute patterns that contribute significantly to the congestion along the County’s major corridors. The fastest growing job sectors in Napa are the hospitality and retail industries, which generally pay lower wages accelerating this trend of a mix match of housing costs and jobs.

PRIORITY DEVELOPMENT AREAS

In 2008 the Metropolitan Transportation Commission and the Association of Bay Area Governments (ABAG) created a Priority Development Area (PDA) designation. Priority Development Areas (PDAs) are locally designated areas within existing communities that have been identified and approved by local cities or counties for future growth. These areas are already developed areas that are typically accessible to transit, jobs, shopping and other services. Bay Area wide, PDAs are proposed to absorb 80 percent of new housing and over 60 percent of new jobs on less than five percent of the Bay Area’s land. In Napa County, both American Canyon and City of Napa have designated PDAs. The overall objective for concentrating growth within a PDA is to improve the link between transportation and land use to reduce vehicle miles traveled (VMT). To

achieve these goals, PDAs need to bring jobs and housing closer together and offer adequate transit, pedestrian, and bicycle alternatives. Higher density developments, with a mix of housing located closer to commercial centers that provide jobs, access to educational centers, goods, services, and areas for recreation have proven to be effective at encouraging alternative modes of transportation and reducing overall VMT.

HOUSING

The US Census reports that 76 percent of Napa County's workers commute alone to work, which is significantly higher than the overall Bay Area percentage. Addressing this challenge will require that Napa's jurisdictions plan housing to meet the needs of its workforce. This is a particularly salient issue for lower income workers. The relationship between worker wages and housing costs is a critical factor in driving up the countywide Vehicle Miles Travelled because the precipitous cost of the County's housing prevent many of the people who work in Napa County from living in Napa County. The Recent Napa County Travel Behavior Study concluded that 25 percent of overall traffic in Napa is caused by people working in Napa County who commute from outside the county to get to their job. This is approximately 20,000 imported work trips per day. In addition the Travel Behavior Study showed that an additional 16 percent of vehicle trips are outbound commuters – Napa workers going to jobs outside the county.

To address these forces, additional efforts need to be made to diversify the County's employment base in industries that create better paying jobs, to build more affordable workforce housing, and to develop alternative transportation options for local workers who commute because housing costs are too high.

A more mixed-use development pattern can combine different land uses such as commercial and residential uses in closer proximity to one another and encourage alternative modes of transportation such as walking, biking or transit. Because significant portions of the county are rural, its residents rely heavily on automobile travel which puts great strain and congestion on the infrastructure. If housing in Napa County were more affordable, workers would live closer to their homes which would alleviate congestion on the main arterials such as Highway 29, Highway 12 and Silverado Trail. Building housing in close proximity to jobs and providing alternative transportation options near housing is what is known as "smart growth" or "sustainable communities."

6. Travel Behavior

In 2013 and 2014 NCTPA conducted a "Napa Valley Travel Behavior Study" to gather information about the travel behavior of visitors, employees, residents, and students. Previous studies gathered information on visitors to Napa County but until this study

little data had been collected on resident, employee, and student trips, which comprise a majority of the travel within Napa County.

The study used several data collection techniques including:

1. **License plate recognition** Cameras at 11 strategic locations were placed over a 24-hour period to capture weekday commute trips along with winery and other visitor trips during peak winery visitation season. The locations include the seven major Napa County gateways to capture all inter-regional travel as well as four locations within Napa County to capture a sample of local trips. Infrared video cameras were employed to identify vehicle classification: passenger vehicle, medium truck, heavy truck, and bus. 154,389 license plate numbers were observed, which led to the following conclusions:
 - 9% of daily trips at Napa County external gateways are pass-through trips- the majority of pass-through traffic travels between SR 121 at the Napa/Sonoma county line and SR 12 at the Napa/Solano county line.
 - 25% are imported work trips i.e. from a license plate observed entering and exiting Napa County at same location.
 - 16% are exported work trips observed exiting and entering Napa County at the same location
2. **Surveys:** To supplement and validate the data, three types of surveys were conducted:
 - a. *Vehicle Intercept Mail Survey:* Using the license plate data (above) 183 surveys provided the following results:
 - 52% of respondents are full-time residents of Napa County, 26% are non-residents but employed in Napa County
 - 66% of external trips were imported, consistent with license plate matching data and mobile device data
 - b. *In-person winery surveys* at 12 wineries around Napa
 - 92% of groups were visitors to Napa County,
 - 35% of patrons started their day in Napa County, 23% of patrons started their day in San Francisco County
 - 52% of groups traveled by rental car, 36% of groups by personal auto
 - 58% said they would use transit if it was an option
 - c. *Online Major Employers Survey:* 100 of Napa County's major employers totaling approximately 20,000 employees in Napa County were sent out to gather travel behavior and commute data for local employees. 1,444 responses were reported:
 - 71% live in Napa County
 - 51% live in City of Napa
 - 97% commute using their personal automobile more than half the time
 - 43% said they would use public transit if service was expanded and it became a reasonable option.

3. ***Cell phones and GPS data***: Anonymous reading of cell phone locations gathered over a two month period in September and October of 2013 was utilized to analyze traffic patterns within the county. Of the over 200,00 data samples, 36% crossed the Napa County border, indicating a trip that either started or ended outside the County, 55% were internal trips and 9% of trips were observed passing through Napa County.

Travel Behavior Study Conclusions

Data from all collection methods has been put into a format similar to the one used by the Napa Solano Travel Demand Model (the principal computer model for transportation used by NCTPA). This will allow us to use the study results to help calibrate and validate the model, increasing its accuracy.

7. Prospects for Rail Travel in Napa County

The prospect of restoring an active passenger rails system through Napa Valley has been a persistent dream for decades. The existing rail corridor, which runs the length of the Valley as far north as St. Helena, is a legacy of an earlier era, when a train ran all the way to Calistoga. Like many passenger rail lines, it was displaced by the automobile and ceased operation in the mid 1930s. The corridor was resurrected as a tourist amenity in 1989 and for the past 25 years, the Napa Valley Wine Train has kept this valuable community asset in place, serving visitors to the Valley with a “luxury rail dining experience” that runs daily between Napa and St Helena.

Now that the evolution of transportation is swinging back towards train and other mass transit options, questions continue to arise as to whether a viable public transportation utility can be established using the railroad to serve commuters, residents and tourists. In 2003 NCTPA conducted a major study of the potential for such a rail system which looked at potential peak hour commute service between Fairfield and the City of Napa, between Vallejo and Fairfield and between Vallejo and St. Helena. Additional mid-day tourist service was also examined on two lines, from Vallejo to St. Helena and Fairfield to Napa. In 2003, capital costs to establish the system were estimated at over \$216M and operations pegged at \$25M annually. The study concluded that although a system was technically feasible, “relatively modest ridership projections” compared unfavorably with other successful systems.

Although interest in rail still persists, funding challenges on both the capital and operating sides continue to grow. New proposals have been introduced to help meet operating costs and potentially promising public-private partnership models have also been discussed, but to date most ideas have been insufficient to re-establish a new rail system.



Countywide Plan Revenue Projections 2015-2040

Source	Amount (\$'000)
Federal	
Federal Transit Administration (FTA Transit Funds)	\$82,979
STP/CMAQ (Jurisdictions)	45,947
STP/CMAQ (NCTPA)	15,000
State	
State Transit Assistance (STA Transit Funds)	53,149
Transportation Development Act (TDA)	266,074
TDA Article 3 Bike/Pedestrian (TDA 3)	5,109
Regional Improvement Program (RTIP/STIP/TE) NCTPA 5%	7,487
Regional Improvement Program (RTIP/STIP/TE)	142,247
Gas Tax Subvention	94,414
AB105 (Gas Tax Swap) Streets and Roads Funding	201,855
Local	
Measure T (FY2018-19 to FY2039-40)	402,698
Transportation for Clean Air (TFCA)	\$5,057
TOTAL	\$1,322,016



September 17, 2014

**Napa Countywide Transportation Plan
Preliminary list of transportation projects**

Jurisdiction	Number of Projects	Estimated Amount	Projects Highlights
City of American Canyon	7	56,000,000	
City of Calistoga	26	\$ 10,933,000	
City of Napa	36	\$ 347,000,000	Five-way Intersection
City of St. Helena	28	\$ 35,280,564	
County of Napa	8	\$ 16,500,000	
Town of Yountville	1	\$ 500,000	
NCTPA	6	\$ 537,500,000	Vine Trail, Soscol Flyover, SR 29 Improvements, Maintenance/Fueling Facility
VINE	10	\$ 27,805,000	
TOTAL	122	\$ 1,031,518,564	

This list of projects includes both very large (major intersection construction) and very small (crosswalk improvements) projects. NCTPA staff will be continuing to refine the project lists with staff from the County, Cities and Town.



October 02, 2014
TAC Agenda Item 8.4
Continued From: New
Action Requested: INFORMATION

NAPA COUNTY TRANSPORTATION AND PLANNING AGENCY TAC Agenda Letter

TO: Technical Advisory Committee (TAC)
FROM: Kate Miller, Executive Director
REPORT BY: Alberto Esqueda, Assistant Planner
(707) 259-5976 / Email: aesqueda@nctpa.net
SUBJECT: Senate Bill (SB) 743 Draft CEQA Guideline Changes

RECOMMENDATION

Information only.

EXECUTIVE SUMMARY

With the adoption of the California Global Warming Solutions Act of 2006 (AB 32) and a commitment to reduce greenhouse gas emissions by 2020, a sequence of bills followed this legislation with a similar purpose. Senate Bill (SB) 375 in 2008 Sustainable Communities and Climate Protection Act of 2008, honed in on the greenhouse gas emitted from mobile sources by creating a framework to strengthen the link between transportation and land use to reduce vehicle miles traveled (VMT). SB 743 seeks to catalyze the reduction of VMT by eliminating Level of Service (LOS), as a metric that can be used for measuring traffic impacts of development projects, within transit priority areas under CEQA. Using VMT instead of LOS will change the focus of transportation impact studies especially with regards to mitigation. Traffic impact studies used in CEQA documents have typically focused on one thing: the impact of projects on traffic flows. By focusing solely on delay, environmental studies typically required projects to build bigger roads and intersections as “mitigation” for traffic impacts.

Office of Planning and Research (OPR) seeks public comments on the preliminary discussion draft. Attached are comments previously submitted by the City of American Canyon and comments to be submitted by the County of Napa. NCTPA encourages jurisdictions to make additional comments which are due to OPR by Friday, November 21, 2014.

FISCAL IMPACT

Is there a Fiscal Impact? None.

BACKGROUND AND DISCUSSION

Last year the Legislature passed, and Governor Brown signed into law, S B 743 (Steinberg, 2013), which requires OPR to develop alternative methods of measuring transportation impacts under the California Environmental Quality Act (CEQA). SB 743 creates a process to change the way we analyze transportation impacts under CEQA. Currently, environmental review of transportation impacts focuses on the delay that vehicles experience at intersections and on roadway segments. That delay is often measured using a metric known as “level of service,” or LOS. Mitigation for increased delay often involves increasing capacity (i.e. the width of a roadway or size of an intersection), which may increase auto use and emissions and discourage alternative forms of transportation. Under SB 743, the focus of transportation analysis will shift from driver delay to reduction of greenhouse gas emissions, creation of multimodal networks, and promotion of a mix of land uses.

VMT is the primary new metric that is being considered to evaluate a project’s transportation impacts within a Transit Priority Area (TPA). TPAs are defined as an area within one-half mile of a major transit stop that exists or is planned. A major transit stop is defined as a rail, ferry or bus station or the intersection of two or more major bus routes with service intervals of 15 minutes or less during the morning and afternoon peak commute periods.

There is discussion to devise a regional average VMT threshold that would hold projects to the same standard within the region. Development projects that generate greater VMT than the regional average for similar land use types may result in a significant impact. However, new development projects that result in net decreases in VMT, or are located within one-half mile of either an existing major transit stop, or a stop along an existing high quality transit corridor, may be considered to have a less than significant transportation impact.

Impacts on pedestrians, bicyclists and transit have not typically been considered. Projects to improve conditions for pedestrians, bicyclist and transit have been discouraged because of impacts related to congestion. Requiring “mitigation” for such impacts in the CEQA process imposes increasing financial burdens, not just on project developers that may contribute capital costs for bigger roadways, but also on taxpayers that must pay for maintenance and upkeep of those larger roads. Such impacts have not completely escaped notice, however. For many years, local governments, transportation planners, environmental advocates and others have encouraged the Governor’s Office of Planning and Research (OPR) to revise the CEQA Guidelines to reframe the analysis of transportation impacts away from capacity. LOS impact analysis concentrated mitigation on expanding the external transportation network to

accommodate new projects. SB 743 compliant studies that identify potential VMT impacts will likely focus on how to modify the project to minimize VMT.

OPR seeks public comments on the preliminary discussion draft. Attached are comments previously submitted by the City of American Canyon and comments to be submitted by the County of Napa. NCTPA encourages jurisdictions to make additional comments which are due to OPR by Friday, October 10, 2014.

SUPPORTING DOCUMENTS

- Attachments:
- (1) Preliminary Discussion Draft Changes to CEQA Guidelines
 - (2) American Canyon Comment on Draft Changes to CEQA Guidelines
 - (3) County of Napa Comments on Draft Changes to CEQA Guidelines

Updating Transportation Impacts Analysis in the CEQA Guidelines

*Preliminary Discussion Draft of Updates to the CEQA Guidelines Implementing
Senate Bill 743 (Steinberg, 2013)*

Governor's Office of Planning and Research
8/6/2014



Senate Bill 743 (Steinberg, 2013)

Excerpt of Public Resources Code § 21099

(b) (1) The Office of Planning and Research shall prepare, develop, and transmit to the Secretary of the Natural Resources Agency for certification and adoption proposed revisions to the guidelines adopted pursuant to Section 21083 establishing **criteria for determining the significance of transportation impacts** of projects within transit priority areas. Those criteria shall **promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses**. In developing the criteria, the office shall recommend potential metrics to measure transportation impacts that **may include, but are not limited to, vehicle miles traveled**, vehicle miles traveled per capita, automobile trip generation rates, or automobile trips generated. The office may also establish criteria for models used to analyze transportation impacts to ensure the models are accurate, reliable, and consistent with the intent of this section.

(2) Upon certification of the guidelines by the Secretary of the Natural Resources Agency pursuant to this section, **automobile delay**, as described solely by level of service or similar measures of vehicular capacity or traffic congestion **shall not be considered a significant impact on the environment** pursuant to this division, except in locations specifically identified in the guidelines, if any.

(3) This subdivision does not relieve a public agency of the requirement to analyze a project's potentially significant transportation impacts related to air quality, noise, safety, or any other impact associated with transportation. The methodology established by these guidelines shall not create a presumption that a project will not result in significant impacts related to air quality, noise, safety, or any other impact associated with transportation. Notwithstanding the foregoing, the adequacy of parking for a project shall not support a finding of significance pursuant to this section.

(4) This subdivision **does not preclude the application of local general plan policies, zoning codes, conditions of approval, thresholds, or any other planning requirements** pursuant to the police power or any other authority.

(5) **On or before July 1, 2014**, the Office of Planning and Research shall circulate **a draft** revision prepared pursuant to paragraph (1).

(c) (1) The Office of Planning and Research **may adopt guidelines** pursuant to Section 21083 **establishing alternative metrics to the metrics used for traffic levels of service for transportation impacts outside transit priority areas**. The alternative metrics may include the retention of traffic levels of service, where appropriate and as determined by the office.

(2) This subdivision shall not affect the standard of review that would apply to the new guidelines adopted pursuant to this section.

Executive Summary

On September 27, 2013, Governor Brown signed [Senate Bill 743](#) (Steinberg, 2013). Among other things, SB 743 creates a process to change the way we analyze transportation impacts under the California Environmental Quality Act (Public Resources Code section 21000 and following) (CEQA). Currently, environmental review of transportation impacts focuses on the delay that vehicles experience at intersections and on roadway segments. That delay is often measured using a metric known as “level of service,” or LOS. Mitigation for increased delay often involves increasing capacity (i.e. the width of a roadway or size of an intersection), which may increase auto use and emissions and discourage alternative forms of transportation. Under SB 743, the focus of transportation analysis will shift from driver delay to reduction of greenhouse gas emissions, creation of multimodal networks and promotion of a mix of land uses.

SB 743 requires the Governor’s Office of Planning and Research (OPR) to amend the CEQA Guidelines (Title 14 of the California Code of Regulations sections and following) to provide an alternative to level of service for evaluating transportation impacts. The alternative criteria must “promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses.” (New Public Resources Code Section 21099(b)(1).) Measurements of transportation impacts may include “vehicle miles traveled, vehicle miles traveled per capita, automobile trip generation rates, or automobile trips generated.” (*Ibid.*)

This document contains a **preliminary discussion draft** of changes to the CEQA Guidelines implementing SB 743. In developing this preliminary discussion draft, OPR consulted with a wide variety of potentially affected stakeholders, including local governments, metropolitan planning organizations, state agencies, developers, transportation planners and engineers, environmental organizations, transportation advocates, academics, and others. OPR released its [preliminary evaluation](#) of different alternatives for public review and comment in December 2013. Having considered all [comments](#) that it received, and conducted additional research and consultation, OPR now seeks public review of this preliminary discussion draft.

This document contains background information, a narrative explanation of the proposed changes, text of the proposed changes, and appendices containing more detailed background information.

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Analyzing Transportation Impacts

Proposed New Section 15064.3 and Proposed Amendments to Appendix F

Background

Californians drive approximately 332 *billion* vehicle miles each year. That driving accounts for 36 percent of all greenhouse gases in the state. (California Air Resources Board, [First Update to the Climate Change Scoping Plan](#) (May 2014).) Meanwhile, existing roadway networks are deteriorating. While new development may pay the capital cost of installing roadway improvements, neither the state nor local governments are able to fully fund operations and maintenance. (See, e.g., Nichols Consulting Engineers, [California Statewide Local Streets and Roads Needs Assessment](#) (January 2013).) While the health benefits of walking, bicycling and transit use are becoming more well-known, planning has literally pushed those other modes aside. Why?

Traffic studies used in CEQA documents have typically focused on one thing: the impact of projects on traffic flows. By focusing solely on delay, environmental studies typically required projects to build bigger roads and intersections as “mitigation” for traffic impacts. That analysis tells only part of the story, however.

Impacts on pedestrians, bicyclists and transit, for example, have not typically been considered. Projects to improve conditions for pedestrians, bicyclist and transit have, in fact, been discouraged because of impacts related to congestion. Requiring “mitigation” for such impacts in the CEQA process imposes increasing financial burdens, not just on project developers that may contribute capital costs for bigger roadways, but also on taxpayers that must pay for maintenance and upkeep of those larger roads. Ironically, even “congestion relief” projects (i.e., bigger roadways) may only help traffic flow in the short term. In the long term, they attract more and more drivers (i.e., induced demand), leading not only to increased air pollution and greenhouse gas emissions, but also to a return to congested conditions. (Matute and Pincetl, [“Use of Performance Measures that Prioritize Automobiles over Other Modes in Congested Areas;”](#) Handy and Boarnet, [“DRAFT Policy Brief on Highway Capacity and Induced Travel,”](#) (April 2014).) Under current practice, none of these impacts are considered in a typical project-level environmental review.

Such impacts have not completely escaped notice, however. For many years, local governments, transportation planners, environmental advocates and others have encouraged the Governor’s Office of Planning and Research (OPR) to revise the CEQA Guidelines to reframe the analysis of transportation impacts away from capacity. In 2009, the Natural Resources Agency revised the Appendix G checklist to focus more on multimodal, “complete streets” concepts. (Natural Resources Agency, [Final Statement of Reasons: Amendments to the State CEQA Guidelines Addressing Analysis and Mitigation of Greenhouse Gas Emissions Pursuant to SB97](#) (December 2009).)

Just last year, the Legislature passed, and Governor Brown signed into law, [Senate Bill 743](#) (Steinberg, 2013), which requires OPR to develop alternative methods of measuring transportation impacts under CEQA. At a minimum, the new methods must apply within areas that are served by transit; however, OPR may extend the new methods statewide. Once the new transportation guidelines are adopted, automobile delay will no longer be considered to be an environmental impact under CEQA. SB 743 requires OPR to circulate a first draft of the new guidelines by July 1, 2014. The preliminary discussion draft below satisfies that requirement.

Before turning to a detailed explanation of the proposed text, OPR urges reviewers to consider the following:

- This is a ***preliminary discussion draft*** of a proposal that responds to SB 743. It reflects the information and research contained in OPR’s [Preliminary Evaluation of Alternative Methods of Transportation Analysis](#) (December 2013), as well as [comments](#) submitted on that evaluation and informal consultation with stakeholder groups across the state. However, OPR expects this draft to evolve, perhaps substantially, in response to this larger vetting and review process.
- Because this is a preliminary discussion draft, reviewers may notice some terms that should be defined, or concepts that should be further explored. OPR invites your suggestions in that regard.
- This proposal involves changes to the CEQA Guidelines. Because the CEQA Guidelines apply to all public agencies, and all projects, throughout the state, they generally must be drafted broadly. Similarly, this proposal reflects CEQA’s typical deference to lead agencies on issues related to methodology. The background paper accompanying this proposal, however, provides additional detail on a sample methodology for conducting an analysis, lists models capable of estimating vehicle miles traveled, and ideas for mitigation and alternatives. We invite reviewers to let us know if greater or less detail should be included in the new Guidelines.

This preliminary discussion draft consists of several parts. First, it contains a proposed new section 15064.3 of the CEQA Guidelines, which itself contains several subdivisions. Second, it proposes amendments to Appendix F (Energy Impacts) to describe possible mitigation measures and alternatives. Each of these components is described below.

Explanation of Proposed New Section 15064.3

OPR proposes to add a new section 15064.3 to the CEQA Guidelines to provide new methods of measuring transportation impacts. OPR initially considered whether to put the new methods in an appendix or in a new section of the Guidelines. OPR chose the latter, because experience with Appendix F, which requires analysis of energy impacts, has shown that requirements in appendices may not be consistently applied in practice.

Having decided to add a new section to the Guidelines, the next question was where to put it. As required by SB 743, the new guidelines focus on “determining the significance of transportation impacts.” Section 15064 of the CEQA Guidelines contains general rules regarding “determining the

significance of the environmental effects caused by a project.” Since the new Guideline section focuses on the specific rules regarding transportation impacts, OPR determined that it would be appropriate to place the new rules close to the section containing the general rules. Also, the new section 15064.3 would be contained within Article 5 of the Guidelines, which address “preliminary review of projects and conduct of initial study,” and therefore would be relevant to both negative declarations and environmental impact reports.

The proposed new section 15064.3 contains several subdivisions, which are described below.

Subdivision (a): Purpose

Subdivision (a) sets forth the purpose of the entire new section 15064.3. First, the subdivision clarifies that the primary consideration, in an environmental analysis, regarding transportation is the amount and distance that a project might cause people to drive. This captures two measures of transportation impacts: auto trips generated and trip distance. These factors are important in an environmental analysis for the reasons set forth in the background materials supporting vehicle miles traveled as a transportation metric. These factors were also identified by the legislature in SB 743. (Pub. Resources Code § 21099(b)(1).) Specifying that trip generation and vehicle miles traveled are the primary considerations in a transportation analysis is necessary because impacts analysis has historically focused on automobile delay.

The second sentence in subdivision (a) also identifies impacts to transit and the safety of other roadway users as relevant factors in an environmental analysis. Impacts to transit and facilities for pedestrians and bicyclists are relevant in an environmental impacts analysis because deterioration or interruption may cause users switch from transit or active modes to single-occupant vehicles, thereby causing energy consumption and air pollution to increase. Further, impacts to human safety are clearly impacts under CEQA. (Pub. Resources Code § 21083(b)(3) (a significance finding is required if “a project will cause substantial adverse effects on human beings, either directly or indirectly”).) Finally, SB 743 requires the new guidelines to promote “multimodal transportation” and to provide for analysis of safety impacts. (Pub. Resources Code § 21099(b)(1), (b)(3).)

The third sentence clarifies that air quality and noise impacts related to transportation may still be relevant in a CEQA analysis. (Pub. Resources Code § 21099(b)(3) (the new guidelines do “not relieve a public agency of the requirement to analyze a project’s potentially significant transportation impacts related to air quality, noise, safety, or any other impact associated with transportation”).) However, those impacts are typically analyzed in the air quality and noise sections of environmental documents. Further, there is nothing in SB 743 that requires analysis of noise or air quality in a transportation section of an environmental document. In fact, the content of any environmental document may vary provided that any required content is included in the document. (State CEQA Guidelines § 15120(a).)

Finally, the last sentence clarifies that automobile delay is not a significant effect on the environment. This sentence is necessary to reflect the direction in SB 743 itself that vehicle delay is not a significant environmental impact. (Pub. Resources Code § 21099(b)(2) (“Upon certification of the guidelines by the Secretary of the Natural Resources Agency pursuant to this section, automobile delay, as described

solely by level of service or similar measures of vehicular capacity or traffic congestion shall not be considered a significant impact on the environment pursuant to this division, except in locations specifically identified in the guidelines, if any”).) As noted above, traffic-related noise and air quality impacts, for example, may still be analyzed in CEQA and mitigated as needed. Mitigation would consist of measures to reduce noise or air pollutants, however, and not necessarily the delay that some vehicles may experience in congestion.

Subdivision (b): Criteria for Analyzing Transportation Impacts

While subdivision (a) sets forth general principles related to transportation analysis, subdivision (b) focuses on specific criteria for determining the significance of transportation impacts. It is further divided into four subdivisions: (1) vehicle miles traveled and land use projects, (2) induced travel and transportation projects, (3) safety, and (4) methodology.

The lead-in sentences to these subdivisions clarify two things. First, CEQA’s general rules regarding the determination of significance apply to all potential impacts, including transportation impacts. These general rules include the necessity to consider context and substantial evidence related to the project under consideration, as well as the need to apply professional judgment. These rules are contained in section 15064 of the CEQA Guidelines, which is included as a cross-reference in subdivision (b). The second lead-in sentence clarifies that the new section 15064.3 contains rules that apply specifically to transportation impacts.

Subdivision (b)(1): Vehicle Miles Traveled and Land Use Projects

The first sentence in subdivision (b)(1) states that vehicle miles traveled is generally the most appropriate measure of transportation impacts. It uses the word “generally” because OPR recognizes that the CEQA Guidelines apply to a wide variety of project types and lead agencies. Therefore, this sentence recognizes that in appropriate circumstances, a lead agency may tailor its analysis to include other measures.

SB 743 did not authorize OPR to set thresholds, but it did direct OPR to develop Guidelines “for determining the significance of transportation impacts of projects[.]” (Pub. Resources Code § 21099(b)(2).) Therefore, to provide guidance on determining the significance of impacts, subdivision (b)(1) describes factors that might indicate whether the amount of a project’s vehicle miles traveled may be significant, or not.

For example, a project that results in vehicle miles traveled that is greater than the regional average might be considered to have a significant impact. Average in this case could be measured using an efficiency metric such as per capita, per employee, etc. Travel demand models can provide information on those regional averages. “Region” refers to the metropolitan planning organization or regional transportation plan area within which the project is located. Notably, because the proposed text states that greater than regional average “may indicate a significant impact,” this subdivision would not prevent a local jurisdiction from applying a *more stringent* threshold. (Pub. Resources Code § 21099(e) (the new Guidelines do not “affect the authority of a public agency to establish or adopt thresholds of

significance that are more protective of the environment”).) Note, this potential finding of significance would not apply to projects that are otherwise statutorily or categorically exempt.

Why regional average? First, the region generally represents the area within which most people travel for their daily needs. Second, focusing on the region recognizes the many different contexts that exist in California. Third, pursuant to SB 375, metropolitan planning organizations throughout the state are developing sustainable communities strategies as part of their regional transportation plans, and as part of that process, they are developing data related to vehicle miles traveled. Fourth, average vehicle miles traveled per capita, per employee, etc., can be determined at the regional level from existing data. Finally, because SB 375 requires all regions to reduce region-wide greenhouse gas emissions related to transportation, projects that move the region in the other direction may warrant a closer look.

Subdivision (b)(1) also gives examples of projects that might have a less than significant impact with respect to vehicle miles traveled. For example, projects that locate in areas served by transit, where vehicle miles traveled is generally known to be low, may be considered to have a less than significant impact. (See, e.g., California Air Pollution Control Officers Association, “[Quantifying Greenhouse Gas Mitigation Measures](#),” (August 2010).) Further, projects that are shown to decrease vehicle miles traveled, as compared to existing conditions, may be considered to have a less than significant impact. Such projects might include, for example, the addition of a grocery store to an existing neighborhood that enables existing residents to drive shorter distances. Notably, in describing these factors, the Guidelines use the word “may” to signal that a lead agency should still consider substantial evidence indicating that a project may still have significant vehicle miles traveled impacts. For example, the addition of regional serving retail to a neighborhood may draw customers from far beyond a single neighborhood, and therefore might actually increase vehicle miles traveled overall. Similarly, a project located near transit but that also includes a significant amount of parking might indicate that the project may still generate significant vehicle travel.

Most of the examples in this subdivision are most relevant to specific development projects. Land use plans, such as specific plans or general plans, might be considered to have a less than significant effect at the plan level if they are consistent with an adopted sustainable communities strategy.

Subdivision (b)(2): Induced Travel and Transportation Projects

While subdivision (b)(1) addresses vehicle miles traveled associated with land use projects, subdivision (b)(2) focuses on impacts that result from certain transportation projects. Specifically, research indicates that adding new traffic lanes in areas subject to congestion tends to lead to more people driving further distances. (Handy and Boarnet, “[DRAFT Policy Brief on Highway Capacity and Induced Travel](#),” (April 2014).) This is because the new roadway capacity may allow increased speeds on the roadway, which then allows people to access more distant locations in a shorter amount of time. Thus, the new roadway capacity may cause people to make trips that they would otherwise avoid because of congestion, or may make driving a more attractive mode of travel. Research also shows that extending new roadway capacity, like the addition of water or sewer infrastructure, may remove barriers to growth in undeveloped areas. Subdivision (b)(2) would therefore require lead agencies that add new physical roadway capacity in congested areas to consider these potential growth-inducing impacts.

Subdivision (b)(2) also clarifies that not all transportation projects would be expected to cause increases in vehicle miles traveled. For example, projects that are primarily designed to improve safety or operations would not typically be expected to create significant impacts. The same is true of pedestrian, bicycle and transit projects, including those that require reallocation or removal of motor vehicle lanes.

Subdivision (b)(3): Local Safety

Subdivision (b)(3) recognizes that vehicle miles traveled may not be the only impacts associated with transportation. While vehicle miles traveled may reflect regional concerns, transportation impacts may also be felt on a local level. The convenience of drivers and the layout of local roadway systems are issues that can, and likely will continue to be, addressed in local planning processes. Safety impacts, as noted above, are local impacts that are appropriate in a CEQA analysis.

Specifically, subdivision (b)(3) clarifies that lead agencies should consider whether a project may cause substantially unsafe conditions for various roadway users. The potential safety concern must be one that affects many people, not just an individual. Further, the potential safety concern must relate to actual project conditions, and not stem solely from subjective fears of an individual. Subdivision (b)(3) includes a non-exclusive list of potential factors that might affect the safety of different roadway users.

Subdivision (b)(4): Methodology

Subdivision (b)(4) provides guidance on methodology. First, it clarifies that analysis of a project's vehicle miles traveled is subject to the rule of reason. In other words, a lead agency would not be expected to trace every possible trip associated with a project down to the last mile. Conversely, to the extent that available models and tools allow, a lead agency would be expected to consider vehicle miles traveled that extend beyond the lead agency's political boundaries. (See, e.g., State CEQA Guidelines § 15151 ("An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible".)) This clarification is needed because under current practice, some lead agencies do not consider the transportation impacts of their own projects that may be felt within adjacent jurisdictions.

Subdivision (b)(4) also recognizes the role for both models and professional judgment in estimating vehicle miles traveled. Many publicly available models are available that can estimate the amount of vehicle miles traveled associated with a project. Models, however, are only tools. A model relies on certain assumptions and its use may, or may not, be appropriate given a particular project and its context. For similar reasons, model outputs may need to be revised. Thus, subdivision (b)(4) expressly recognizes the role of professional judgment in using models. Notably, this is consistent with general CEQA rules in determining significance. (See, e.g., State CEQA Guidelines § 15064(b) (determining significance "calls for careful judgment on the part of the public agency involved, based to the extent possible on scientific and factual data".)) To promote transparency, subdivision (b)(4) requires that any adjustments to model inputs or outputs be documented and explained. Further, this documentation should be made plain in the environmental document itself.

Subdivision (c): Mitigation and Alternatives

Subdivision (c) restates the general rule that when a lead agency identifies a significant impact, it must consider mitigation measures that would reduce that impact. The selection of particular mitigation measures, however, is always left to the discretion of the lead agency. Further, OPR expects that agencies will continue to innovate and find new ways to reduce vehicular travel. Therefore, OPR proposes to identify several potential mitigation measures and alternatives in existing Appendix F (regarding energy impacts analysis), and include a cross-reference to Appendix F in subdivision (c). Subdivision (c) also makes explicit that this section does not limit any public agency's ability to condition a project pursuant to other laws. For example, while automobile delay will not be treated as a significant impact under CEQA, cities and counties may still require projects to achieve levels of service designated in general plans or zoning codes. (Pub. Resources Code § 21099(b)(4) ("This subdivision [requiring a new transportation metric under CEQA] does not preclude the application of local general plan policies, zoning codes, conditions of approval, thresholds, or any other planning requirements pursuant to the police power or any other authority".)) Similarly, with regard to projects that have already undergone environmental review, subdivision (c) clarifies that nothing in these proposed rules would prevent a lead agency from enforcing previously adopted mitigation measures. In fact, within the bounds of other laws, including adopted general plans, lead agencies have discretion to apply or modify previously adopted mitigation measures. (*Napa Citizens for Honest Government v. Napa County Bd. of Sup.* (2001) 91 Cal. App. 4th 342, 358 (because "mistakes can be made and must be rectified, and ... the vision of a region's citizens or its governing body may evolve over time... there are times when mitigation measures, once adopted, can be deleted".)) Notably, deletion of measures imposed solely to address automobile delay should not require any additional environmental review because section 21099 of the Public Resources Code states that automobile delay is not a significant impact under CEQA.

Subdivision (d): Applicability

OPR recognizes that the procedures proposed in this section may not be familiar to all public agencies. OPR also recognizes that this section proposes a new way to evaluate transportation impacts. Therefore, to allow lead agencies time to familiarize themselves with these new procedures, OPR proposes a phased approach to implementation. Doing so will also allow OPR to continue studying the application of vehicle miles traveled in the environmental review process, and to propose further changes to this section if necessary.

Subdivision (d) explains when these new rules will apply to project reviews. The first sentence restates the general rule that changes to the CEQA Guidelines apply prospectively to new projects that have not already commenced environmental review. (See State CEQA Guidelines § 15007.)

The second sentence provides that the new procedures will apply immediately upon the effective date of these Guidelines to projects located within one-half mile of major transit stops and high quality transit corridors. Those transit-served areas have been the focus of planning under SB 375 and jurisdictions containing such areas may be more likely to be familiar with tools that estimate vehicle miles traveled.

The third sentence allows jurisdictions to opt-in to these new procedures, regardless of location, provided that they update their own CEQA procedures to reflect the rules in this section. (See State CEQA Guidelines § 15022.) This is intended to provide certainty to project applicants and the public regarding which rules will govern project applications. Notably, a lead agency’s adoption of updates to its own CEQA procedures will not normally be considered a project that requires its own environmental review. (See *California Building Industry Assn. v. Bay Area Air Quality Management Dist.* (2014) 218 Cal. App. 4th 1171, 1183-1192 (certiorari granted on other grounds).)

Finally, the last sentence states that after January 1, 2016, the rules in this section will apply statewide.

Explanation of Amendments to Appendix F: Energy Impacts

OPR proposes to provide suggestions of potential mitigation measures and alternatives that might reduce a project’s vehicle miles traveled in Appendix F of the State CEQA Guidelines. Appendix F provides detailed guidance on conducting an analysis of a project’s energy impacts. Inclusion of the list of suggested measures in Appendix F is proposed for at least two reasons. First, vehicle miles traveled may be a relevant consideration in the analysis and mitigation of a project’s energy impacts. Second, the list of potential mitigation measures is lengthy and is more appropriate for an appendix than the body of the Guidelines.

Notably, the suggested mitigation measures and alternatives were largely drawn from the California Air Pollution Control Officers Association’s guide on [Quantifying Greenhouse Gas Mitigation Measures](#). That guide relied on peer-reviewed research on the effects of various mitigation measures, and provides substantial evidence that the identified measures are likely to lead to quantifiable reductions in vehicle miles traveled.

Explanation of Amendments to Appendix G: Transportation

OPR proposes several changes to the questions related to transportation in Appendix G to conform to the proposed new Section 15064.3. First, OPR proposes to revise the question related to “measures of effectiveness” so that the focus is more on the circulation element and other plans governing transportation. Second, OPR proposes to revise the question that currently refers to “level of service” to focus instead on a project’s vehicle miles traveled. Third, OPR proposes to recast the question related to design features so that it focuses instead on whether a roadway project would tend to induce additional travel. Fourth, OPR proposes to revise the question related to safety to address the factors described in subdivision (b)(3) of the proposed new Section 15064.3.

Text of Proposed New Section 15064.3

Proposed New Section 15064.3. Determining the Significance of Transportation Impacts; Alternatives and Mitigation Measures

(a) Purpose.

When analyzing a project's potential environmental impacts related to transportation, primary considerations include the amount and distance of automobile travel associated with the project. Other relevant considerations include the effects of the project on transit and non-motorized travel and the safety of all travelers. Indirect effects of project-related transportation, such as impacts to air quality and noise, may also be relevant, but may be analyzed together with stationary sources in other portions of the environmental document. A project's effect on automobile delay does not constitute a significant environmental impact.

(b) Criteria for Analyzing Transportation Impacts.

Section 15064 contains general rules governing the analysis, and the determination of significance, of environmental effects. Specific considerations involving transportation impacts are described in this section. For the purposes of this section, "vehicle miles traveled" refers to distance of automobile travel associated with a project.

(1) Vehicle Miles Traveled and Land Use Projects. Generally, transportation impacts of a project can be best measured using vehicle miles traveled. A development project that is not exempt and that results in vehicle miles traveled greater than regional average for the land use type (e.g. residential, employment, commercial) may indicate a significant impact. For the purposes of this subdivision, regional average should be measured per capita, per employee, per trip, per person-trip or other appropriate measure. Also for the purposes of this subdivision, region refers to the metropolitan planning organization or regional transportation planning agency within which the project is located. Development projects that locate within one-half mile of either an existing major transit stop or a stop along an existing high quality transit corridor generally may be considered to have a less than significant transportation impact. Similarly, development projects, that result in net decreases in vehicle miles traveled, compared to existing conditions, may be considered to have a less than significant transportation impact. Land use plans that are either consistent with a sustainable communities strategy, or that achieve at least an equivalent reduction in vehicle miles traveled as projected to result from implementation of a sustainable communities strategy, generally may be considered to have a less than significant impact.

(2) Induced Vehicle Travel and Transportation Projects. To the extent that a transportation project increases physical roadway capacity for automobiles in a congested area, or adds a new roadway to the network, the transportation analysis should analyze whether the project will induce additional automobile travel compared to existing conditions. The addition of general purpose highway or arterial lanes may indicate a significant impact except on rural roadways where the primary purpose is to improve safety and where speeds are not significantly altered. Transportation projects that do not add physical roadway capacity for automobiles, but instead are for the primary purpose of improving safety or operations, undertaking maintenance or rehabilitation, providing rail grade separations, or improving transit operations, generally would not result in a significant transportation impact. Also, new managed lanes (i.e. tolling, high-occupancy lanes, lanes for transit or freight vehicles only, etc.), or short auxiliary lanes, that are consistent with the transportation projects in a Regional Transportation Plan and Sustainable Communities Strategy, and for which induced travel was already adequately analyzed, generally would not result in a significant transportation impact. Transportation projects (including lane priority for transit, bicycle and pedestrian projects) that lead to net decreases in vehicle miles traveled, compared to existing conditions, may also be considered to have a less than significant transportation impact.

(3) Local Safety. In addition to a project's effect on vehicle miles traveled, a lead agency may also consider localized effects of project-related transportation on safety. Examples of objective factors that may be relevant may include:

(A) Increase exposure of bicyclists and pedestrians in vehicle conflict areas (i.e., remove pedestrian and bicycle facilities, increase roadway crossing times or distances, etc.).

(B) Contribute to queuing on freeway off-ramps where queues extend onto the mainline.

(C) Contribute to speed differentials of greater than 15 miles per hour between adjacent travel lanes.

(D) Increase motor vehicle speeds.

(E) Increase distance between pedestrian or bicycle crossings.

(4) Methodology. The lead agency's evaluation of the vehicle miles traveled associated with a project is subject to a rule of reason; however, a lead agency generally should not confine its evaluation to its own political boundary. A lead agency may use models to estimate a project's vehicle miles traveled, and may revise those estimates to reflect professional judgment based on substantial evidence. Any assumptions used to estimate vehicle miles traveled and any revisions to model outputs should be documented and explained in the environmental document prepared for the project.

(c) Alternatives and Mitigation.

Examples of mitigation measures and alternatives that may reduce vehicle miles travelled are included in Appendix F. Neither this section nor Appendix F limits the exercise of any public agency's discretion provided by other laws, including, but not limited to, the authority of cities and counties to condition project approvals pursuant to general plans and zoning codes. Previously adopted

measures to mitigate congestion impacts may continue to be enforced, or modified, at the discretion of the lead agency.

(d) Applicability.

The provisions of this section shall apply prospectively as described in section 15007. Upon filing of this section with the Secretary of State, this section shall apply to the analysis of projects located within one-half mile of major transit stops or high quality transit corridors. Outside of those areas, a lead agency may elect to be governed by the provisions of this section provided that it updates its own procedures pursuant to section 15022 to conform to the provisions of this section. After January 1, 2016, the provisions of this section shall apply statewide.

Note: Authority cited: Sections 21083 and 21083.05, Public Resources Code. Reference: Sections 21099 and 21100, Public Resources Code; *California Clean Energy Committee v. City of Woodland* (2014) 225 Cal. App. 4th 173.

Text of Proposed Amendments to Appendix F

Appendix F

Energy Conservation

I. Introduction

The goal of conserving energy implies the wise and efficient use of energy. The means of achieving this goal include:

- (1) decreasing overall per capita energy consumption,
- (2) decreasing reliance on fossil fuels such as coal, natural gas and oil, and
- (3) increasing reliance on renewable energy sources.

In order to assure that energy implications are considered in project decisions, the California Environmental Quality Act requires that EIRs include a discussion of the potential energy impacts of proposed projects, with particular emphasis on avoiding or reducing inefficient, wasteful and unnecessary consumption of energy (see Public Resources Code section 21100(b)(3)). Energy conservation implies that a project's cost effectiveness be reviewed not only in dollars, but also in terms of energy requirements. For many projects, cost effectiveness may be determined more by energy efficiency than by initial dollar costs. A lead agency may consider the extent to which an energy source serving the project has already undergone environmental review that adequately analyzed and mitigated the effects of energy production.

II. EIR Contents

Potentially significant energy implications of a project shall be considered in an EIR to the extent relevant and applicable to the project. The following list of energy impact possibilities and potential conservation measures is designed to assist in the preparation of an EIR. In many instances specific items may not apply or additional items may be needed. Where items listed below are applicable or relevant to the project, they should be considered in the EIR.

A. Project Description may include the following items:

1. Energy consuming equipment and processes which will be used during construction, operation and/or removal of the project. If appropriate, this discussion should consider the energy intensiveness of materials and equipment required for the project.
2. Total energy requirements of the project by fuel type and end use.

3. Energy conservation equipment and design features.
4. Identification of energy supplies that would serve the project.
5. Total estimated daily vehicle trips to be generated by the project and the additional energy consumed per trip by mode.

B. Environmental Setting may include existing energy supplies and energy use patterns in the region and locality.

C. Environmental Impacts may include:

1. The project's energy requirements and its energy use efficiencies by amount and fuel type for each stage of the project including construction, operation, maintenance and/or removal. If appropriate, the energy intensiveness of materials maybe discussed.
2. The effects of the project on local and regional energy supplies and on, requirements for additional capacity.
3. The effects of the project on peak and base period demands for electricity and other forms of energy.
4. The degree to which the project complies with existing energy standards.
5. The effects of the project on energy resources.
6. The project's projected transportation energy use requirements and its overall use of efficient transportation alternatives.

D. Mitigation Measures may include:

1. Potential measures to reduce wasteful, inefficient and unnecessary consumption of energy during construction, operation, maintenance and/or removal. The discussion should explain why certain measures were incorporated in the project and why other measures were dismissed.
2. The potential of siting, orientation, and design to minimize energy consumption, including transportation energy, increase water conservation and reduce solid-waste.
3. The potential for reducing peak energy demand.
4. Alternate fuels (particularly renewable ones) or energy systems.
5. Energy conservation which could result from recycling efforts.

6. Potential measures to reduce vehicle miles traveled include, but are not limited to:

- a. Improving or increasing access to transit.**
- b. Increasing access to common goods and services, such as groceries, schools, and daycare.**
- c. Incorporating affordable housing into the project.**
- d. Improving the jobs/housing fit of a community.**
- e. Incorporating neighborhood electric vehicle network.**
- f. Orienting the project toward transit, bicycle and pedestrian facilities.**
- g. Improving pedestrian or bicycle networks, or transit service.**
- h. Traffic calming.**
- i. Providing bicycle parking.**
- j. Limiting parking supply.**
- k. Unbundling parking costs.**
- l. Parking or roadway pricing or cash-out programs.**
- m. Implementing a commute reduction program.**
- n. Providing car-sharing, bike sharing, and ride-sharing programs.**
- o. Providing transit passes.**

E. Alternatives should be compared in terms of overall energy consumption and in terms of reducing wasteful, inefficient and unnecessary consumption of energy. **Examples of project alternatives that may reduce vehicle miles traveled include, but are not limited to:**

- 1. Locating the project in an area of the region that already exhibits below average vehicle miles traveled.**
- 2. Locating the project near transit.**
- 3. Increasing project density.**
- 4. Increasing the mix of uses within the project, or within the project's surroundings.**
- 5. Increasing connectivity and/or intersection density on the project site.**

6. Deploying management (e.g. pricing, vehicle occupancy requirements) on roadways or roadway lanes.

F. Unavoidable Adverse Effects may include wasteful, inefficient and unnecessary consumption of energy during the project construction, operation, maintenance and/or removal that cannot be feasibly mitigated.

G. Irreversible Commitment of Resources may include a discussion of how the project preempts future energy development or future energy conservation.

H. Short-Term Gains versus Long-Term Impacts can be compared by calculating the project's energy costs over the project's lifetime.

I. Growth Inducing Effects may include the estimated energy consumption of growth induced by the project.

Note: Authority cited: Sections 21083, **21083.05** and 21087, Public Resources Code. Reference: Sections 21000-21176. Public Resources Code.

Text of Proposed Amendments to Appendix G

The following is an excerpt of Section XVI of existing Appendix G, as proposed to be amended to conform to proposed Section 15064.3:

[...]

XVI. TRANSPORTATION/~~TRAFFIC~~ -- Would the project:

- a) Conflict with an ~~applicable~~ plan, ordinance or policy ~~establishing measures of effectiveness for the addressing the safety or~~ performance of the circulation system, including transit, roadways, bicycle lanes and pedestrian paths? ~~taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?~~
- b) Cause vehicle miles traveled (per capita, per service population, or other appropriate measure) that exceeds the regional average for that land use? ~~Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways?~~
- c) Result in substantially unsafe conditions for pedestrians, bicyclists, transit users, motorists or other users of public rights of way by, among other things, increasing speeds, increasing exposure of bicyclists and pedestrians in vehicle conflict areas, etc.? ~~a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?~~
- d) Substantially induce additional automobile travel by increasing physical roadway capacity in congested areas (i.e., by adding new mixed-flow lanes) or by adding new roadways to the network? ~~increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?~~
- e) Result in inadequate emergency access?
- f) ~~Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?~~

[...]

Providing Input

This is a preliminary discussion draft, which we expect to change for the better through public input. We hope that you will share your thoughts and expertise in this effort.

When and Where to Submit Comments

Input may be submitted electronically to CEQA.Guidelines@ceres.ca.gov. While electronic submission is preferred, suggestions may also be mailed or hand delivered to:

Christopher Calfee, Senior Counsel
Governor's Office of Planning and Research
1400 Tenth Street
Sacramento, CA 95814

Please submit all suggestions before **October 10, 2014 at 5:00 p.m.**

Tips for Providing Effective Input

OPR would like to encourage robust engagement in this update process. We expect that participants will bring a variety of perspectives. While opposing views may be strongly held, discourse can and should proceed in a civil and professional manner. To maximize the value of your input, please consider the following:

- In your comment(s), please clearly identify the specific issues on which you are commenting. If you are commenting on a particular word, phrase, or sentence, please provide the page number and paragraph citation.
- Explain why you agree or disagree with OPR's proposed changes. Where you disagree with a particular portion of the proposal, please suggest alternative language.
- Describe any assumptions and support assertions with legal authority and factual information, including any technical information and/or data. Where possible, provide specific examples to illustrate your concerns.
- When possible, consider trade-offs and potentially opposing views.
- Focus comments on the issues that are covered within the scope of the proposed changes. Avoid addressing rules or policies other than those contained in this proposal.
- Consider quality over quantity. One well-supported comment may be more influential than one hundred form letters.
- Please submit any comments within the timeframe provided.

Appendices

- Appendix A: Frequently Asked Questions
- Appendix B: Vehicle Miles Traveled, Air Quality and Energy
- Appendix C: Technical Considerations in Assessing Vehicle Miles Traveled
- Appendix D: Sample Trip-Based VMT Calculation
- Appendix E: Estimating VMT From Roadway Capacity Increasing Projects
- Appendix F: Available Models for Estimating Vehicle Miles Traveled

Appendix A

Frequently Asked Questions

1. *What is “level of service” and how is it used in environmental review?*

Many jurisdictions use “level of service” standards to measure potential transportation impacts of development projects and long range plans. Commonly known as LOS, level of service measures vehicle delay at intersections and on roadways and is represented as a letter grade A through F. LOS A represents free flowing traffic, while LOS F represents congested conditions. LOS standards are often found in local general plans and congestion management plans. LOS is also often used in traffic impact studies prepared under the California Environmental Quality Act (CEQA). Exceeding LOS standards can require changes in proposed projects, installation of additional infrastructure, or, in some cases, financial penalties.

2. *What is wrong with treating congestion as an environmental impact under CEQA?*

Stakeholders have reported several problems with level of service, and congestion generally, as a measure of environmental impact under CEQA. First, as a measure of delay, congestion measures more of social, rather than an environmental impact. Second, the typical way to mitigate congestion impacts is to build larger roadways, which imposes long-term maintenance costs on tax-payers, pushes out other modes of travel, and may ultimately encourage even more congestion. Third, addressing congestion requires public agencies to balance many factors, including fiscal, health, environmental and other quality of life concerns. Such balancing is more appropriate in the planning context where agency decisions typically receive deference.

3. *How does SB 743 affect the use of level of service to measure transportation impacts?*

SB 743 requires the Governor’s Office of Planning and Research (OPR) to amend the CEQA Guidelines to provide an alternative to level of service for evaluating transportation impacts. The alternative approach must “promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses.” (*New Public Resources Code Section 21099(b)(1).*) According to the statute, potential alternative measurements of transportation impacts may include “vehicle miles traveled, vehicle miles traveled per capita, automobile trip generation rates, or automobile trips generated.” (*Ibid.*) OPR must develop an alternative approach for areas near transit, but also has discretion to develop such alternative criteria beyond those areas, if appropriate. (*Id.* at subd. (c).)

Transportation impacts related to air quality, noise and safety must still be analyzed under CEQA where appropriate. (*Id.* at subd. (b)(3).)

4. *Will the new CEQA Guidelines eliminate the use of level of service in all cases?*

No. Automobile delay will no longer be considered a significant environmental impact under CEQA in areas specified in the Guidelines. As currently proposed, those areas would initially include areas near transit, as well as those jurisdictions that wish to opt-in to this new approach. After a period of time, the new Guidelines would apply throughout the state. Level of service may still be used, however, for planning purposes outside of CEQA (see below).

5. *Some communities still use level of service to plan their transportation networks. Will the new guidelines prevent my city/county from using it for that purpose?*

No. The Guidelines only address impacts analysis under CEQA. Many jurisdictions have level of service standards in their general plans, zoning codes and fee programs. These proposed Guidelines would not affect those uses of level of service. Maintaining level of service in planning allows a jurisdiction to balance automobile delay with other interests, e.g. mode share objectives, human health, fiscal health, etc.

6. *Doesn't level of service help indicate whether the project will cause safety concerns? How will the new Guidelines address local safety?*

Safety is an issue that both the statute and these proposed Guidelines identify as a potential area of study under CEQA. Level of service does not itself measure safety. For example, higher level of service often indicates higher vehicle speeds, which put all road users at greater risk in the event of a collision. On the other hand, it may indicate areas where large speed differentials might occur, for example an off ramp backing up onto a highway mainline. Where analysis is needed to determine the significance of potential safety impacts, that analysis will still be required under these proposed Guidelines.

7. *Traffic causes air quality and noise problems. How will those issues be addressed in the new Guidelines?*

SB 743 and these proposed Guidelines explicitly specify that potential impacts from transportation other than delay, for example air quality and noise, continue to be analyzed under CEQA. The methods for addressing those factors remain unchanged.

8. *How will the new Guidelines affect fee programs in my community?*

SB 743 and these proposed Guidelines both recognize that jurisdictions maintain their ability to retain and enact fee programs, including those based on level of service. The proposed Guidelines explicitly state that they do not limit the discretion of public agencies in implementing other laws, including city and county general plans, zoning codes and other planning laws.

9. *Why not limit the change to just transit priority areas?*

OPR looked broadly, but did not find a geographic area of the state or project type for which use of level of service would do a better job of protecting the environment or human health, or achieving the interests specified in the statute (promoting reduction of greenhouse gas emissions, development of multimodal transportation networks, and a diversity of land uses) than vehicle miles traveled. However, as noted above, the proposed guideline would phase-in application of the new methodology, and would start in areas near transit.

10. *My community does not have frequent transit. What options are available for reducing VMT?*

Extensive research has been conducted on different ways that local governments can reduce vehicle miles traveled. Some useful sources of information include:

- California Air Pollution Control Officers Association, "[Quantifying Greenhouse Gas Mitigation Measures](#)," (August 2010)
- California Energy Commission, "[Energy Aware Planning Guide](#)" (February 2011)
- Salon, Deborah, "[Quantifying the effect of local government actions on VMT](#)," Prepared for the California Air Resources Board and the California Environmental Protection Agency (September 2013)

11. *Didn't SB 743 make other changes to CEQA related to infill projects?*

Yes. SB 743 created a new exemption from CEQA for certain projects that are consistent with a Specific Plan. (See New Public Resources Code Section 21155.4.) SB 743 also provides that certain types of infill projects are not required to analyze aesthetic impacts or impacts related to parking. (New Public Resources Code Section 21099, subd. (d).) Those changes went into effect January 2014. Additional information regarding those provisions is available [here](#).

12. *When would the new rules go into effect?*

OPR released a ***preliminary discussion draft*** on August 6, 2014. That draft will likely undergo significant revisions in response to public input. After a full public vetting, OPR will then submit a draft to the Natural Resources Agency, which will then conduct a formal rulemaking process. That rulemaking process will itself entail additional public review, and may lead to further revisions. New rules would not go into effect until after the Natural Resources Agency adopts the new Guidelines, and the package undergoes review by the Office of Administrative Law. Notably, the new Guidelines would apply prospectively only, and would not affect projects that have already commenced environmental review.

Appendix B

Vehicle Miles Traveled, Air Quality and Energy

Vehicle travel leads to a number of direct and indirect impacts to the environment and human health. Among other effects, loading additional vehicle miles traveled, or VMT, onto the roadway network leads to increased emissions of air pollutants, including greenhouse gases, as well as increased consumption of energy. Some direct effects of increased VMT are described below.

Air Pollution

In California, transportation is associated with more greenhouse gas emissions than any other sector. Increased tailpipe emissions are a direct effect of increased VMT.

As VMT increases, so do carbon dioxide (CO₂), (Chester and Horvath, 2009) methane (CH₄), and nitrogen dioxide (N₂O) emissions. (U.S. Environmental Protection Agency, [Emission Facts: Greenhouse Gas Emissions from a Typical Passenger Vehicle](#) (February 2005).) The U.S. Environmental Protection Agency estimates that model 2005 passenger vehicles in the US emit an average of 0.0079 grams of N₂O and 0.0147 grams of NH₄ per mile. (U.S. Environmental Protection Agency, [Climate Leaders Greenhouse Gas Inventory Protocol Core Module Guidance: Direct Emissions from Mobile Combustion Sources](#) (May 2008).) Other air pollutants also directly result from increased VMT. Per mile traveled, California's light vehicles emit:

- 2.784 grams of CO
- 0.272 grams of NOX
- 0.237 grams of ROC (reactive organic gases, similar to volatile organic compounds)

(California Air Resources Board, [Methods to Find the Cost-Effectiveness of Funding Air Quality Projects](#) (May 2013).) While technological improvements are reducing vehicle emissions, those improvements are being eroded by a dramatic increase in vehicle miles traveled. (U.S. Environmental Protection Agency, [Our Built and Natural Environments](#) 2nd Ed. (June 2013).)

Energy

In addition to generating air pollution, vehicle travel can consumes substantial amounts of energy. Over 40 percent of California's energy consumption occurs in the transportation sector. (See California Energy Commission, "[Energy Aware Planning Guide](#)" (February 2011).) Passenger vehicles account for 74 percent of emissions from the transportation sector. (*Ibid.*)

Appendix C

Technical Considerations in Assessing Vehicle Miles Traveled

Many practitioners are familiar with accounting for vehicle miles traveled, commonly referred to as VMT, in connection with long range planning, or as part of the analysis of a project's greenhouse gas emissions or energy impacts. This Appendix provides background information on how vehicle miles traveled may be assessed as part of a transportation impacts analysis under the California Environmental Quality Act.

What VMT to Count

The simplest and most straightforward counting method is to simply estimate VMT from trips generated or attracted by a project (i.e., from trips made by residents, employees, students, etc.). This method is known as trip-based VMT. Agencies with access to more sophisticated modeling capabilities have can examine VMT in a more comprehensive manner, examining projected travel behavior, including effects the project has on other trip segments. For projects that might replace longer trips with shorter ones, a lead agency might analyze total area-wide VMT to see whether it would decrease were the project to be built. These methods are described below. [Additional background information regarding travel demand models is available in the California Transportation Commission's "[2010 Regional Transportation Plan Guidelines](#)," beginning at page 35.]

Trip-based VMT

Trip-based VMT includes all VMT from trips that begin or end at the project. It answers the question, "How much driving would be needed to get people to and from the project?" Standard 4-step travel demand models can measure trip-based VMT. For residential development, trip-based VMT is called home-based VMT.

Tour-based VMT

A tour is defined as a series of trips beginning and ending at the residence. Tour-based VMT includes all VMT from the entire tour that includes a stop at the project. As such, it captures the influence the project has on broader travel choices; for example, a project which is accessible by automobile can influence a traveler to choose travel by automobile for their day's needs, and this choice necessitates automobile use along the rest of their tour, which in turn can influence destination choices. Tour-based models, which are typically activity-based models, model entire tours rather than trips. Tour-based VMT for a residential development, for example, would count all the travel undertaken by its residents; this is called household VMT.

A shortcut: mapping trip- and tour-based VMT

Trip- or tour-based travel can be calculated on a project-by-project basis, but it is also possible to use a travel demand model to map the VMT of existing development. Because the travel behavior of new development tends to mimic that of existing development, such maps could be used to estimate VMT from new development in those locations.

Area-wide VMT

An area-wide analysis compares total VMT with and without the project. It answers the question, “What is the net effect of the project on area VMT?” The area for analysis should be chosen to capture the full VMT effects of the project; it should avoid truncating the analysis. In some cases, a strategically located project can reduce the total amount of VMT by substituting shorter trips for longer ones. For example, a grocery store in an area that previously had none could allow shorter shopping trips to substitute for longer ones. The area-wide VMT method should also be used when calculating the VMT impacts of transportation infrastructure projects.

Choosing a Denominator

A transportation analysis for a land use project should measure transportation efficiency, rather than the total amount of VMT generated. Therefore, a VMT metric used for trip- or tour-based assessments should include a denominator. Typical denominators include per capita for residential, per employee for office, and per trip for other uses. Per person-trip is another option that could be used for all land use types. Note, examination of area-wide VMT typically does not include a denominator, because the objective is to examine the magnitude of increase or decrease in total VMT.

Measuring VMT for Land Use Projects

The proposed Guidelines suggest that projects generating or attracting greater than regional average VMT may be an indication of a significant transportation impact. Similarly, the proposed Guidelines suggest that a net reduction in VMT may be an indication of a less than significant impact. The paragraphs below provide additional detail on how an agency might make those determinations.

Calculating Regional Average VMT

When comparing project VMT to regional average VMT, the same denominator and VMT counting method (trip-based or tour-based) should be used. For example, a trip-based VMT analysis for a residential project, which estimates home-based VMT per capita, should be compared with the regional total home based VMT divided by the total regional population. Totals should be taken over the entire region, i.e. the full geography of the MPO or RTPA.

Demonstrating a Reduction in Area-Wide VMT

The area-wide method of counting VMT may be used to determine whether total VMT increases or decreases with the project. The area chosen for analysis should cover the full area over which the project affects travel behavior.

Transportation projects should assess VMT using the area-wide method. Transit and active transportation projects can generally be presumed to reduce total VMT, unless substantial evidence demonstrates otherwise, because their largest effect on VMT is typically mode shift away from automobile use. Projects that increase physical roadway capacity typically induce additional vehicle travel, generally leading to increases in total VMT. However, a roadway project that improves connectivity can, in some cases, shorten trip lengths sufficiently to outweigh the induced travel effect, leading to an overall reduction in VMT.

Appendix D

Sample Trip-Based VMT Calculation

This sample describes the steps in estimating the vehicle miles traveled associated with a project. In this example, a 100 unit residential subdivision is proposed in a low-density large lot development pattern (i.e., one unit per 5 acres). This type of pattern has no mix of uses and relatively long distances to jobs, schools, and services. As such, residents typically have to rely on private vehicles for any trip and each trip is many miles. With no mix of uses, no 'internal' vehicle trips are projected to occur. To estimate daily VMT for the project, the following steps are used.

1. Multiply the number of residential units (100) by an average vehicle daily trip rate. This rate can be obtained by conducting local surveys of at least three similar sites, but in absence of this data, the analyst can rely on the ITE *Trip Generation Manual*. The manual contains an average daily vehicle trip rate for single family detached homes of 9.52. It should be noted that this rate only captures trip to/from the home (i.e., home-based work (HBW) and home-based other (HBO)) and not all trips made by the residents of the home.

100 single-family detached residential dwelling units x 9.52 vehicle trips per unit =

952 daily vehicle trips

2. Multiply the number of home-based trips by trip lengths. If trip lengths are available by trip purpose, then the trip generation estimate should be divided into purposes based on household survey data or travel forecasting model estimates. Potential sources for trip lengths by purpose are available through the California Household Travel Survey, the National Household Travel Survey, and MPO model estimates. In this simple estimate, only one trip length is assumed to be available and it represents the average weekday trip length for California based on the National Household Travel Survey.

952 daily vehicle trips x 10 miles per trip = 9,520 daily VMT

9,520 daily VMT/100 residential units =

95.2 daily VMT per residential unit

3. Divide by the expected average project household occupancy. A specific estimate based on project characteristics (i.e. unit sizes and number of bedrooms) and location is preferable. Here we use the average for Sacramento County, 2.69 persons per household:

95.2 daily VMT generated per residential unit / 2.69 persons per unit =

35.4 daily VMT per capita

Appendix E

Estimating VMT From Roadway Capacity Increasing Projects

Introduction

CEQA requires analysis of a project's potential growth-inducing impacts. (Public Resources Code § 21100(b)(5); State CEQA Guidelines, § 15126.2(d).) Many agencies are familiar with the analysis of growth inducing impacts associated with water, sewer and other infrastructure. As part of its effort to reform the analysis of transportation impacts in the CEQA Guidelines, the Office of Planning and Research is proposing criteria for determining the significance of growth-inducing impacts related to transportation projects. This document provides additional background and information related to induced travel.

Because a roadway project can induce substantial vehicle miles traveled, or VMT, incorporating estimates of induced travel is critical to calculating both transportation and other impacts of a roadway expansion project. Induced travel also has the potential to reduce congestion relief benefits, and so any weighing of cost and benefit of a highway project will be inaccurate if it is not fully accounted for.

How Does Roadway Capacity Relate to Throughput?

The capacity of a road is the maximum number of vehicles per hour that the road can service.

Throughput, meanwhile, is the number vehicles per hour that the road is servicing at any given time. In general, adding lanes to roads increases capacity. The magnitude of the increase depends on the type of lane (e.g. general purpose lanes, managed lanes, auxiliary lanes).

When a roadway is serving vehicles at capacity, adding more vehicles will disrupt traffic flow causing speed reductions (i.e., congestion) and reduce throughput. Conversely, reducing the number of vehicles entering a congested roadway will reduce congestion and increase throughput. So, travel demand management programs or traffic systems management programs that reduce vehicle miles traveled loaded onto a roadway can improve throughput without increasing capacity.

What is Induced VMT?

Additional roadway capacity may lead to additional VMT, a phenomenon known as induced travel, or induced VMT. It occurs when congestion is already present and a capacity expansion will lead to an appreciable reduction in travel time. With lower travel times, the modified facility becomes more attractive to travelers, resulting in the following trip-making changes, which have implications for total VMT:

- **Longer trips.** The ability to travel a long distance in a shorter time increases the attractiveness of destinations that are further away, increasing trip length and VMT.
- **Changes in mode choice.** When transportation investments are devoted to reducing automobile travel time, travelers tend to shift toward automobile use from other modes, which increases VMT.

- **Route changes.** Faster travel times on a route attract more drivers to that route from other routes, which can increase or decrease VMT depending on whether it shortens or lengthens trips.
- **Newly generated trips.** Increasing travel speeds can add trips, which increases VMT. For example, an individual who previously telecommuted or purchased goods on the internet might choose to travel by automobile as a result of increased speeds.
- **Land Use Changes.** Faster travel times along a corridor lead to land development further along that corridor; that development generates and attracts longer trips, which increases VMT.

These effects operate over different time scales. For example, changes in mode choice might happen immediately or within a few years, while land use changes typically take a few years or longer.

Has Induced VMT Been Studied?

On the whole, evidence links highway capacity expansion to VMT increases. Numerous studies have estimated the magnitude of the induced travel phenomenon. Most of these studies express the amount of induced travel as an “elasticity,” which is a multiplier that describes the percent increase in VMT resulting from a given percent increase in lane miles of new roadway capacity. Many distinguish “short run elasticity” (increase in vehicle travel in the first few years) from “long run elasticity” (increase in vehicle travel beyond the first few years). Long run elasticity is typically larger than short run elasticity, because as time passes, more of the components of induced travel materialize. Generally, short run elasticity can be thought of as excluding the effects of land use change, while long run elasticity includes them. Most studies find long run elasticities between 0.6 and just over 1.0 ([California Air Resources Board DRAFT Policy Brief on Highway Capacity and Induced Travel](#), p. 2.)

How Would an Agency Estimate Induced VMT for Proposed Projects?

Transportation analysis undertaken for transportation infrastructure projects typically requires use of a travel demand model. Proper use of a travel demand model will yield a reasonable estimate of short run induced VMT, generally including the following components:

- Trip length (generally increases VMT)
- Mode shift (generally shifts from other modes towards automobile use, increasing VMT)
- Route changes (can act to increase or decrease VMT)
- Newly generated trips (generally increases VMT; note that not all travel demand models have sensitivity to this factor, so an off-model estimate may be necessary)

Estimating long run induced VMT requires consideration of changes in land use. At a minimum, VMT resulting from land use changes induced by the project should be acknowledged and discussed. The analysis should disclose any limitations related to VMT forecasting that may have not been sensitive to induced travel effects and how these effects could influence the analysis results. Quantitative analysis is also possible using integrated transport and land use models or by relying on expert panels employing techniques such as the Delphi method. Once developed, the estimates of land use changes can then be analyzed by the travel demand model to assess VMT effects.

Alternately, the travel demand model analysis can be performed without an estimate of land use changes, and then the results can be compared to empirical studies of induced travel found in the types of studies described above. If the modeled elasticity falls outside of that range, then the VMT estimate can be adjusted to fall within the range, or an explanation can be provided describing why the project would be expected to induce less VMT than the subjects of those studies. (For an example of an EIR that includes a number of these elements, see [Interstate 5 Bus/Carpool Lanes Project Final EIR](#), pp. 2-52--2-56.)

Example Outline for induced Travel Analysis

The following is a sample outline for describing induced VMT in the analysis of a project which includes a roadway capacity increase:

- Description of potential sources of induced travel due to the project alternatives resulting from
 - Longer trips
 - Changes in mode choice
 - Route changes
 - Newly generated trips
 - Land Use Changes
- If an estimate of land use change resulting from project alternatives is available from an expert panel or a land use model, that estimate should be used in the travel demand model to estimate VMT. Alternately, include:
 - A calculation of the long run elasticity of induced VMT for each project alternative (change in VMT divided by change in lane miles)
 - A comparison of that elasticity to empirical studies OR an estimate of land use changes
 - A discussion of potential sources for error in the induced travel estimate made by the travel demand model
 - An estimate of induced VMT that provides a best estimate correction to the results from the travel demand model

Variations in Induced VMT by Lane Type

The amount of VMT induced by a roadway capacity expansion depends on the amount of capacity added. All else being equal, as capacity is added, more VMT would be induced. Different types of lanes induce different amounts of VMT because they have different capacities or different abilities to influence travel time. Travel demand models can reflect these distinctions, as the capacities of lane types are programmed into the model and they are sensitive to travel time.

General purpose lanes can be used by any vehicle, and tend to exhibit the greatest vehicle capacity. Managed lanes are designated for use by vehicles occupied by at least a certain number of passengers (HOV lanes), those vehicles plus ones that have paid a toll (HOT lanes), or only ones that have paid a toll (Toll lanes). They are typically managed to prevent congestion by placing a restriction on the vehicles that may use the lane. Typically the target throughput is somewhat below capacity, for the purpose of having the managed lane maintain a speed advantage over the general purpose lanes. Thus, effective capacity of a managed lane is typically reduced.

Auxiliary lanes are defined as lanes that are only one link in length (starting at an on ramp and terminating at the next off ramp). The purpose of an auxiliary lane is to provide additional roadway capacity to accommodate the weaving that takes place near ramps as vehicles maneuver to enter or exit the freeway. Auxiliary lanes add capacity to a roadway, but near ramps their capacity is reduced, because cars are weaving into and out of them require extra space. Portions of an auxiliary lane away from ramps behave like a general purpose lane. Auxiliary lanes of approximately 1 mile or less in length can generally be assumed to have a reduced capacity along their full length, but longer auxiliary lanes may function like general purpose lanes. (See, Sacramento Area Council of Governments, [Sacramento Activity-Based Travel Simulation Model: Model Reference Report](#), at p. 3-3.)

Transit lanes, which are designated for transit vehicles only, and truck lanes, which are designated for freight vehicles only, do not directly provide capacity for private passenger vehicles. However, these lane types attract trucks or transit vehicles from general purpose lanes, freeing up capacity in those lanes, and as a result can induce private passenger vehicle travel.

Mitigation and Alternatives

Induced travel has the potential to reduce congestion relief benefits, increase VMT, and increase other environmental impacts that result from vehicle travel. These effects may be considered potential impacts requiring consideration of mitigation or the development of alternatives. If the impact is determined to be significant, the lead agency must consider feasible measures to mitigate the impact, or consider project alternatives. In the context of increased travel induced by capacity increases, appropriate mitigation and alternatives that a lead agency might consider include managing the new lane or improving the passenger throughput of existing lanes. For example, a planned general purpose lane could instead be built as an HOV or HOT lane, reducing induced VMT. Travel demand management off site can also reduce VMT.

Appendix F

Available Models for Estimating Vehicle Miles Traveled

Overview

Our ability to anticipate the transportation outcomes of land use development has increased greatly in recent years. Research undertaken by academics, consulting firms, and public agencies provide the basis for estimating future vehicle travel, and advances in computing power have allowed more sophisticated application of that research.

Models range in complexity and sensitivity to factors that can influence vehicle miles traveled, or VMT. Simpler tools make assumptions, but are easier to implement. More complex models consider more variables, but are not always necessary or feasible. Models generally fall into one of two categories:

Sketch models use statistical characterizations of land use projects and transportation networks to estimate project VMT. For example, a sketch model might characterize the transportation network using statistics like intersections per square mile and number of transit stops per day within a half mile, rather than actually containing a detailed representation of the network itself. They range in sophistication from simple spreadsheet tools, which often require a smaller number of inputs and are therefore easier to use but sensitive to fewer variables, to complex software packages. A number of sketch models can be downloaded free of charge.

Three sketch models commonly used in California include:

- Urban Emissions Model (URBEMIS) - *California Air Resources Board*
- California Emissions Estimator Model (CalEEMod) – *California Air Pollution Control Officers' Association*
- EPA Mixed-Use Development Model (MXD) - *U.S. EPA*

Travel demand models represent links and nodes in the transportation network explicitly rather than statistically. As a result, they generally require more data, maintenance, and run time than sketch models. Because of their greater complexity, and because their use is typically required for various statutory functions (e.g. determining air quality conformity), travel demand models are maintained by all MPOs and RTPAs, and also by some cities and counties. For this reason, a regional travel demand model already exists in most locations and can be used to develop estimates of VMT. Because they represent the transportation network explicitly, travel demand models are required when analyzing the VMT impacts of transportation projects.

Travel demand models can supply inputs for sketch models, particularly trip lengths; a single travel demand model run can supply these inputs for sketch model runs throughout the region. Travel

demand models can also be used to develop maps depicting VMT generation across the model's geography, providing a quick method for estimating VMT of a project in a certain location.

Catalog of Models

This section catalogs many of the models that generate estimates of VMT. Some were primarily designed to estimate project VMT, while others calculate VMT primarily in order to estimate GHG emissions and/or other outcomes. Please note, this inventory of possible models should not be construed as an endorsement of any particular model.

Name: VMT+

Developer: Fehr and Peers

Year: 2013

Accessibility: Free, only web browser and Internet access required

Description: This free website functions like a spreadsheet tool, estimating weekly VMT and GHG by the size and type of land uses developed. The calculation is based on trip generation. ITE data are provided as a default for "Average Western US City" and for four California metropolitan areas. All default data (including trip generation, average trip length, and internal trip rates) can be replaced with project specific information. This tool is useful for development projects or land use plans of various sizes.

URL: <http://www.fehrandpeers.com/vmt>

Name: RapidFire

Developer: Calthorpe Associates

Year: 2011

Accessibility: Paid, spreadsheet software (e.g. Microsoft Excel) required

Description: This spreadsheet tool can estimate VMT and GHG, among many other factors, and is appropriate for a neighborhood and larger scale development. RapidFire, as deployed during the Plan Bay Area project in the San Francisco Bay Area, applies a user-friendly web interface to allow the public to explore the VMT and GHG outcomes of their development preferences.

URL: http://www.calthorpe.com/scenario_modeling_tools

Documentation:

http://www.calthorpe.com/files/Rapid%20Fire%20V%202.0%20Tech%20Summary_0.pdf

Name: Transportation Emissions Guidebook and Calculator

Developer: Center for Clean Air Policy

Year: 2007

Accessibility: Free, spreadsheet software (e.g. Microsoft Excel) required

Description: This spreadsheet tool uses a trip generation model to estimate neighborhood VMT and GHG, and then estimates the impact of 19 mitigation strategies. Required inputs include present day mode share, trip generation rates, and average trip length. This model is unique among those listed here in that it includes school siting as a potential VMT mitigation strategy.

URL: http://www.ccap.org/safe/guidebook/guide_complete.html

Documentation:

[http://www.ccap.org/guidebook/CCAP%20Transportation%20Guidebook%20\(1\).pdf](http://www.ccap.org/guidebook/CCAP%20Transportation%20Guidebook%20(1).pdf)

Name: Sketch7 VMT Spreadsheet Tool

Developer: UC Davis Institute of Transportation Studies

Year: 2012

Accessibility: Free, spreadsheet software (e.g. Microsoft Excel) required

Description: This Excel spreadsheet and online GIS application use elasticities for seven “D’s” (density, diversity, distance, design, destination, demographics, and development scale) to compare site or neighborhood plans, and estimate the VMT and GHG produced by each.

URL: <http://ultrans.its.ucdavis.edu/projects/improved-data-and-tools-integrated-land-use-transportation-planning-california>

Documentation:

http://downloads.ice.ucdavis.edu/ultrans/statewidetools/Appendix_G_VMT_Spreadsheet_Tool.pdf

Name: COMMUTER

Developer: United States Environmental Protection Agency (U.S. EPA), Cambridge Systematics, Inc.

Year: 2011

Accessibility: Free, spreadsheet software (e.g. Microsoft Excel) required

Description: This spreadsheet tool estimates the impact on VMT and GHG of several common transportation demand management strategies, including pricing/subsidy, transit improvements, carpooling, and telecommute promotion. The model allows the user to provide baseline mode share, trip generation and length, and population as inputs, or alternately can provide defaults from MOBILE6.

URL: http://cfpub.epa.gov/crem/knowledge_base/crem_report.cfm?deid=74941

Documentation: <http://www.epa.gov/otaq/stateresources/policy/transp/commuter/420b05017.pdf>

Name: Envision Tomorrow

Developer: Fregonese Associates, U.S. Office of Housing and Urban Development (HUD)

Year: 2014 (version 3.4)

Accessibility: Free, spreadsheet software (e.g. Microsoft Excel) required

Description: This suite of linked spreadsheets allows users to “paint” changes to land use and transportation at the neighborhood or site level and model the resulting impacts on travel behavior. Inputs include employment characteristics, intersection counts, transit coverage, and assumed average vehicle speeds. The spreadsheets use trip generation rates to estimate VMT and GHG. Envision Tomorrow is distributed under a Creative Commons license, is free to use, and is open source.

URL: <http://www.envisiontomorrow.org/site-level-travel-model>

Documentation:

http://www.envisiontomorrow.org/storage/user_manuals/20131029ENVISION%20TOMORROW%20PLUS_USER%20MANUAL_1st%20COMPLETE%20VERSION_updated_sm2.pdf

Name: Urban Emissions Model (URBEMIS)

Developer: California Air Resources Board (CARB)

Year: 2007

Accessibility: Free

The Urban Emissions Model (URBEMIS) was developed to model VMT and GHG from new development, and is appropriate for small and large site developments. The tool was developed with the support of California air districts, and is free to download and use. As it was designed with local data, URBEMIS is used across California, including in the San Joaquin Valley. It has faced and passed legal challenges. The model calculates impacts from many mitigation measures, including affordable housing, free transit passes, and transit availability, as well as decisions throughout the construction phase.

URL: <http://www.urbemis.com>

Documentation: <http://www.urbemis.com/support/manual.html>

Name: California Emissions Estimator Model (CalEEMod)

Developer: California Air Pollution Control Officers Association (CAPCOA)

Year: 2013

Accessibility: Free

Description: This user-friendly tool is appropriate for any size site development, and estimates VMT and GHG based on the size and land use(s) of the project. The model integrates with the California Air Pollution Control Officers Association (CAPCOA) Quantification of GHG Mitigation Measures.

URL: <http://www.caleemod.com>

Documentation: <http://www.aqmd.gov/caleemod/user's-guide>

Name: Smart Growth INDEX 2.0

Developer: United States Environmental Protection Agency (U.S. EPA), Criterion Planners/Engineers

Year: 2002

Accessibility: Free

Description: This tool requires users to upload a map of the project's surrounding neighborhood into a GIS system such as ESRI ArcMap. Inputs (shapefile format) include: land use, transportation, demographics, housing, and other community features. Once uploaded, users can configure and compare development scenarios, projecting 56 indicators that include VMT and GHG. Designed for stakeholder engagement, the tool can be set to rank the performance of multiple scenarios by community-defined metrics.

URL: http://www.epa.gov/smartgrowth/topics/sg_index.htm

Documentation: http://www.epa.gov/dced/pdf/4_Indicator_Dictionary_026.pdf

Name: Low-Carb Land

Developer: Sonoma Technology, Inc., Washington State Department of Transportation

Year: 2011

Accessibility: Paid

Description: This sketch-planning tool is intended primarily for site development in suburban and rural areas because it uses simple and high-level inputs, and doesn't account for the complexities of more centrally-located development. Users model a base case and one or more project scenarios. Aside from location, the other inputs are the "5 D's" commonly discussed in VMT mitigation: density, diversity, destination, distance and design. The tool incorporates prevailing VMT rates and elasticities for the area.

URL: <http://www.sonomatech.com/project.cfm?uprojectid=672>

Documentation: [http://www.trpc.org/regionalplanning/transportation/Documents/Modeling/Low-Carb%20Land TRB%20Presentation 2011.pdf](http://www.trpc.org/regionalplanning/transportation/Documents/Modeling/Low-Carb%20Land%20TRB%20Presentation%202011.pdf)

Name: CommunityViz

Developer: Placeways

Year: 2014 (version 4.4)

Accessibility: Paid, ESRI ArcGIS required

Description: CommunityViz, is a model designed to facilitate an engaging experience between planners and the public. Optional inputs include demographic data, transportation network characteristics, land use, water use, and jobs. Outputs include VMT and GHG. The user-friendly, interactive interface was designed to invite community members step up during public meetings, enter their own preferences, and then model and display the results in real-time, using with 3-D visualizations, charts, and maps.

URL: <http://placeways.com/communityviz/>

Documentation:

<http://placeways.com/communityviz/resources/downloads/items/WhitePaperIndicators2011.pdf>

Name: Transportation Impacts of Mobility Management Strategies (TRIMMS)

Developer: United States Environmental Protection Agency (U.S. EPA), Center for Urban Transportation Research, University of South Florida

Year: 2012

Accessibility: Free, spreadsheet software (e.g. Microsoft Excel) required

Description: Using constant elasticities of demand, TRIMMS predicts VMT and GHG changes brought about by the application of several mitigation strategies, including Smart Growth land use development, transit fare reduction, transit service enhancements, and parking pricing. TRIMMS also estimates GHG emissions.

URL: <http://www.nctr.usf.edu/abstracts/abs77805.htm>

Documentation: <http://ntl.bts.gov/lib/43000/43600/43635/77932-final.pdf>

Name: Emme

Developer: INRO (Canada)

Year: 2014 (version 4.1)

Accessibility: Paid

Description: Used in the United States and internationally, Emme is a desktop-based model that uses neighborhood-level household information to estimate the impacts of a variety of transportation policy and infrastructure decisions, including transit service, bicycle facilities, carpooling, and tolling. Emme is appropriate for neighborhood-level development and outputs VMT and GHG.

URL: <http://www.inro.ca/en/products/emme/index.php>

Name: I-PLACE3S

Developer: Parson Brinkerhoff, Freonese Calthorpe Associates

Year: 1996

Accessibility: Free, ESRI ArcGIS required

Description: I-PLACE3S was launched in 2002 as a web-based modeling tool commissioned by the California Energy Commission, and is appropriate for larger developments and plans. The model works by developing a comprehensive land use and transportation network for a base year, before estimating effects of the development on VMT and GHG, among other variables. I-PLACE3S has a user-friendly interface, and is currently being used in several cities across the United States.

URL: <http://www.smartcommunities.ncat.org/articles/place3s.shtml>

Documentation: <http://www.smartcommunities.ncat.org/pdf/places.pdf>

Name: Surface Transportation Efficiency Analysis System

Developer: Federal Highway Administration (FHWA), Cambridge Systematics, Inc.

Year: 1997

Accessibility: Free

Description: Though STEAM requires substantial base year data; it is well suited for exploring many VMT mitigation strategies in a sub-region or along a corridor. Inputs include baseline vehicle occupancy, trip length, and population as well as several elasticities. Outputs include VMT and GHG.

URL: <https://www.fhwa.dot.gov/steam/products.htm>

Documentation: <https://www.fhwa.dot.gov/steam/20manual.htm>

Name: Urban Footprint

Developer: Calthorpe Associates

Year: 2012

Description: Developed for the Vision California process, this web-based tool allows users to estimate VMT and GHG at a large site or neighborhood scale. Urban Footprint also outputs land consumption, fiscal impact (household and government), household resource use, and public health. Within California, Urban Footprint is currently being used by the Sacramento Area Council of Governments (SACOG), San

Diego Association of Governments (SANDAG) and the Southern California Association of Governments (SCAG).

URL: http://www.calthorpe.com/scenario_modeling_tools

Documentation: <http://www.calthorpe.com/files/UrbanFootprint%20Technical%20Summary%20-%20July%202012.pdf>

Name: UrbanSim

Developer: Synthicity

Year: 2014 (ongoing open source improvements)

Accessibility: Free, ESRI ArcGIS required

Description: UrbanSim is an open-source transportation and land use scenario-planning tool, which can model VMT and GHG, among many other outcomes. The Metropolitan Transportation Commission (MTC) applied UrbanSim to forecast its Plan Bay Area outcomes. Modeling site and neighborhood development with UrbanSim is most feasible if the surrounding region already uses UrbanSim.

URL: <http://www.urbansim.org/Main/UrbanSim>

Documentation: <https://github.com/synthicity/urbansim/wiki>

Name: EPA Mixed-Use Development (MXD) Model

Developer: United States Environmental Protection Agency (U.S. EPA)

Year: 2007

Accessibility: Free, spreadsheet software and ESRI ArcGIS required

Description: The MXD Model is a spreadsheet tool designed to model VMT production from project sites and neighborhoods that apply Smart Growth principles. The model must integrate with a desktop GIS application, and for inputs, it requires household and employment characteristics, intersection density, and transit availability.

URL: http://www.epa.gov/smartgrowth/mxd_tripgeneration.html

Name: MXD+ / Plan+ / TDM+ Toolkit

Developer: Fehr and Peers

Year: 2013

Accessibility: Paid

Description: These proprietary tools build on the EPA MXD model, estimating VMT for site and neighborhood-scaled development. MXD+ adjusts trip generations rates downward for mixed use development. Plan+ introduces new land use mitigations (parking pricing, connection to transit, bicycle parking) to estimate further reductions. TDM+ models the effects of the CAPCOA Guideline mitigations.

URL: <http://asap.fehrandpeers.com/tools/sustainable-development/plan>

Name: CUTR_AVR

Developer: Federal Highway Administration (FHWA)

Year: 1999

Accessibility: Free

Description: The CUTR_AVR model is ideal for large office developments with 100 or more employees with innovative TDM programs. The model estimates the mode share and ridership effects of the TDM programs, which can be input into other models to estimate VMT and GHG. The model is based on a dataset including 7,000 employer TDM programs from three metropolitan areas in Arizona and California.

Information:

http://www.fhwa.dot.gov/environment/air_quality/conformity/research/transportation_control_measures/emissions_analysis_techniques/descriptions_cutr_avr.cfm

Download: <http://www3.cutr.usf.edu/tdm/registercutravr.htm>

Documentation: <http://www3.cutr.usf.edu/tdm/pdf/CUTRAVR.PDF>

Name: National Energy Modeling System (NEMS): Transportation Sector Module (TSM)

Developer: United States Department of Energy (DOE) Energy Information Administration

Year: 2001

Accessibility: Free

Description: This model focuses exclusively on the impact of changes in the vehicle fleet on VMT and GHG. Input data includes the vehicle fleet (personal, transit, and freight), fuel prices, fuel economy, passenger miles, population, income, and changes in costs and income.

URL: <http://www.eia.gov/bookshelf/models2002/tran.html>

Documentation: <http://www.eia.gov/FTPROOT/modeldoc/m0702001.pdf>

Name: VMT Impact Tool

Developer: California Air Resources Board (CARB)

Year: 2014

Accessibility: Free, spreadsheet software (e.g. Microsoft Excel) required

Description: This spreadsheet tool calculates the effect of changes in seven factors on VMT: pricing, transit utilization, job access, activity mix, active mode share, road network connectivity, and mixing of uses. It does not calculate absolute VMT quantities, but can be used to estimate the change in VMT that would result from policy changes. The results can be exported to GIS to visualize spatial relationships.

URL (Tool and Documentation): http://www.arb.ca.gov/research/single-project.php?row_id=64861



CITY OF AMERICAN CANYON

February 14, 2014

Christopher Calfee, Senior Counsel
Governor's Office of Planning and Research (OPR)
1400 Tenth Street
Sacramento, CA 95814

Re: Comment on Preliminary Evaluation of Alternative Methods of Transportation Analysis and Potential Revisions to CEQA Guidelines

Dear Mr. Calfee,

The City of American Canyon (City) appreciates this opportunity to provide comment on the Governor's Office of Planning and Research (OPR) December 30, 2013 "Preliminary Evaluation of Alternative Methods of Transportation Analysis". The Preliminary Evaluation was developed in response to Senate Bill 743 and it is a precursor to revisions of OPR's CEQA Guidelines for Transportation/Traffic Impacts. Given the complexity of the subject, the City requests additional time to provide comments on this Preliminary Evaluation and we further request additional opportunity to comment on subsequent drafts of the revised CEQA Guidelines. In addition, OPR has received letters from the Institute of Transportation Engineers (ITE), the League of California Cities, and the City of Santa Monica, and the City incorporates their comments and concerns into our letter by reference. The City highly recommends OPR to engage the expertise of practicing transportation professionals (such as the ITE, Caltrans and FHWA) in order to develop a more comprehensive understanding of the terminology and the tools used in analyzing measure of effectiveness (MOE)¹ before developing subsequent iterations of the revised CEQA Guidelines in order to avoid conflict and confusion with other existing state law and funding programs.

**REVISED CEQA GUIDELINES MUST BE CONSISTENT WITH THE
LEGISLATIVE INTENT OF SB 743**

The City requests that OPR limit any revisions to the Guidelines to cover only those projects located in Transit Priority Areas (TPAs) and we oppose any attempt to prohibit the use of "Level of Service" (LOS) (and/or other measures of vehicular capacity or traffic congestion) for projects outside of TPAs. While we strongly support CEQA guidelines that result in a comprehensive and balanced analysis of transportation impacts for all projects subject to CEQA review, we believe that LOS (and similar vehicular capacity measures) remain an important tool for assessing transportation impacts in rural areas such as American Canyon and Napa County that are not well-served by transit or other multi-modal forms of transportation. Such measures of vehicular capacity should be part of an overall analysis of the multi-modal transportation system that

¹ Traffic Analysis Toolbox Volume VI: Definition, Interpretation, and Calculation of Traffic Analysis Tools Measures of Effectiveness¹, Dowling, Richard. 2007. FHWA-HOP-08-054.



considers primary transportation objectives such as safety, travel time reliability, expansion or improvement in mode choice and multi-modal accessibility and mobility, and travel time improvements for all modes of travel. We believe limiting the revisions to projects within TPA's is more consistent with legislative intent of SB 743 which states in Sec. 5(c)(1) that "The Office of Planning and Research **may adopt guidelines** pursuant to Section 21083 establishing alternative metrics to the metrics used for traffic levels of service for transportation impacts **outside transit priority areas**. The alternative metrics may include the retention of traffic levels of service, where appropriate and as determined by the office (emphasis added)". We understand this paragraph of the legislation to clearly demonstrate that outside of TPAs, LOS should not necessarily be eliminated, but that alternative metrics should be made explicitly available as an option for analysis of transportation impacts.

REVISED CEQA GUIDELINES MUST SUPPORT THE EFFICIENT USE OF LOCAL GOVERNMENT RESOURCES

The City supports OPR's goal to "seek criteria that will lead to efficient use of limited fiscal revenues, for example by reducing long run infrastructure maintenance costs." Many infrastructure costs are currently addressed by local municipalities through the CEQA process. Agencies need to be able to evaluate new projects to determine their impacts on the local environment. One primary reason is to assure new projects provide adequate capital improvements to minimize and/or mitigate their impact on the environment. LOS impacts identified as part of the traffic impact analyses conducted during CEQA analysis process are extremely useful tools to identify localized impacts and improvements – such as added left-turn signals, widened sidewalks, and upgraded signal detection systems. These include direct impacts and mitigation measures, such as new traffic signals and new signal detection systems. Other localized infrastructure improvements that can be addressed through the CEQA process include traffic signal modifications, signing and marking improvements, and traffic signal synchronization/interconnection programs.

REVISED CEQA GUIDELINES MUST NOT ENCOURAGE URBAN SPRAWL AND MUST CONSIDER THE NEED OF ALL USERS

Locally, the City has implemented growth management programs that link LOS to CEQA thresholds of significance. This program, in combination with other county-wide strategies, such as setting urban growth boundaries, have been highly effective in curtailing urban sprawl and encouraging sustainable communities. Application of LOS outside of TPAs, and continued use of LOS as a threshold of significance in CEQA should therefore continue to be allowable under the revised Guidelines. It is entirely appropriate to continue to use LOS as a level of significance to assess the transportation impacts of a project that directly affects transportation facilities, such as a signalized arterial, or a freeway located outside of a TPA. In this case, LOS and other measures of delay correlate directly with auto emissions – reduced LOS means lower speeds, more idling, and more emissions. Prohibiting the use of LOS in CEQA analysis will hamper the City's attempts to mitigate environmental impacts and could inadvertently encourage urban sprawl. From a technical perspective, the use of Vehicle Miles Traveled (VMT) is an inherently flawed and not accurate metric to evaluate impacts of new development in small urban areas located in rural counties such as American Canyon and Napa County. State Route 29 (SR29)

bisects American Canyon and it is a major regional facility serving over 50,000 Bay Area commuters and commercial trucks each day who are traveling large distances, and thus, the baseline VMT is very high compared with any new potential development project VMT. Using VMT as an alternative metric will not account for the operational impacts of new development, typically localized around the immediate project area. LOS analyses must be accounted for so that the project is appropriately designed and/or mitigated – providing wide sidewalks to accommodate many transit riders, a designated pick-up/drop-off area for vehicles arriving from outside of the district, etc. The Guidelines should include detail or examples as to what would constitute a decrease in the performance or safety of public transit, bicycle, or pedestrian facilities. Moreover, the Guidelines should include impacts to commercial movement of goods as per the Complete Streets Act of 2008.

In conclusion the City opposes any attempts to prohibit the use of LOS during CEQA analysis of projects located outside TPA's and we respectfully request the opportunity to provide feedback of future revision of the CEQA Guidelines.

Respectfully,



Jason B. Holley, PE
Public Works Director



Esqueda, Alberto

To: Schmitz, Danielle
Subject: RE: OPR releases draft guidelines for LOS replacement

From: Marshall, Rick
Sent: Friday, September 12, 2014 10:29 AM
To: 'Chris Lee'
Cc: Kiana Buss; Schmitz, Danielle
Subject: RE: OPR releases draft guidelines for LOS replacement

Here are some comments on the draft guidelines:

1. **Road Damage.** Proposed new section 15064.3 (a), **Purpose**, indicates that indirect effects of transportation, such as air quality and noise, may be analyzed together with stationary sources in other portions of the environmental document. Air quality and noise are both important considerations for local agencies in evaluating the full scope of project impacts, and this suggestion for their evaluation is satisfactory. However, other indirect effects do not lend themselves to inclusion with “stationary sources,” and further guidance is needed. One example is the potential impact of damage to existing roadways, associated with heavy vehicles involved in the construction and/or operation of proposed developments. **Suggestion:** Include the concept of road damage under Section 15064.3 (b) (3) – currently titled, “Local Safety,” which could be revised to “Local Safety and Operational Impacts.”

2. **Regional Average.** In proposed new section 15064.3 (b) (1), **Vehicle Miles Traveled and Land Use Projects**, there is a recommendation that a development project that results in vehicle miles traveled (VMT) “greater than the regional average” may indicate a significant impact. It goes on to define the region as the metropolitan planning agency or regional transportation planning agency. The use of a VMT metric in comparison with a “regional average” as a determination of significance is troubling for two reasons:

a. This concept replaces the prior LOS scale, with five distinct levels, with a new scale which only has two levels. The choices will now be either below or above the regional average. There have been discussions recently in the professional community about the potential for the LOS scale to over-simplify the information it is summarizing. The consensus in those discussions is for moving toward more use of the actual numbers which underlie the letter-grades, to provide more-complete information to decision makers. The proposal for a binary, “step-function” scale moves this discussion in the opposite direction! **Suggestion:** Replace the above or below concept with something that uses percent increase or decrease instead.

b. For Napa County, our “region” is the territory represented by the Metropolitan Transportation Commission (MTC), which is much too large and too diverse for a “regional average” to be meaningful. Think about the contrast between the cities of San Francisco and Calistoga, both of which would be included in an MTC-level “regional average”! **Suggestion:** Use data at the Congestion Management Agency, or County, level for a basis of determination of significance.

3. **Transportation Projects which have no significant impact.** Proposed new section 15064.3 (b) (2), **Induced Vehicle Travel and Transportation Projects**, would benefit from clarification. Some improvements (such as the construction of left-turn pockets or roundabouts) are intended for the primary purpose of improving safety or operations, which the guidelines indicate would not result in a significant transportation impact. However, both of these examples technically add capacity, and the guidelines seem to indicate that this would result in a significant transportation impact. **Suggestion:** Revise Section 15064.3 (b) (2) to first list those types of work which are clearly not going to result in significant impacts and state that they will not need to perform this analysis, then go on to say that all other projects should require the analysis.

4. **Liability issue.** In the proposed amendments to **Appendix G** of the guidelines, proposed new language in Section XVI (c) would ask (in an Initial Study checklist), “Would the project ... result in **substantially unsafe conditions** ...? I am extremely concerned with the use of this phrase, as this wording represents a significant liability issue for local agencies. **Suggestion:** Change this to read, “Would the project ... result in **conditions for any users of the public right-of-way which merit additional evaluation of safety issues** by, among other things, ...”?

5. **Monetary contributions not a “penalty”.** In **Appendix A** to the draft report are presented various Frequently Asked Questions. Under #1 there is a statement that “exceeding LOS standards can require changes in proposed projects, installation of additional infrastructure, or, in some cases, financial penalties.” When a developer is required to make a monetary contribution to the local agency related to exceeding a LOS standard, it is not a penalty. It is a mitigation measure in which the developer is contributing their fair share toward the construction of a roadway or intersection improvement for which they do not bear 100% responsibility. The contribution is based on calculations of the amount of traffic generated by the individual development in proportion to the total amount of traffic creating the need for the improvement. **Suggestion:** Reword the response to read as follows: “Exceeding LOS standards can require changes in proposed projects, installation of additional infrastructure, or, in some cases, financial penalties fair-share monetary contributions toward cumulative mitigation measures.”

Please email back, or call, if you have questions or need additional information. Thanks!

Rick Marshall, P.E., P.L.S.

Deputy Director of Public Works
Road Commissioner & County Surveyor
Napa County Public Works
(707) 259-8381
Rick.Marshall@countyofnapa.org

From: Chris Lee [<mailto:clee@counties.org>]
Sent: Wednesday, August 13, 2014 4:48 PM
To: Chris Lee
Cc: Kiana Buss
Subject: OPR releases draft guidelines for LOS replacement

To: County Planning Directors
CEAC Land Use Committee

From: Kiana Buss, Legislative Representative
Chris Lee, Legislative Analyst

RE: OPR Issues Draft Guidelines to Phase-In Replacement of LOS with VMT for CEQA Transportation Impact Analysis

As we reported in [last Friday's CSAC Bulletin](#), OPR has issued draft guidelines for the replacement of LOS analysis for quantifying transportation impacts under CEQA as required by SB 743 (Steinberg, 2013). The recommended replacement metric is vehicle miles travelled, although the guidelines recognize the broad array of projects that CEQA applies to and acknowledge that agencies may need to supplement VMT analysis with other measures as appropriate.

In discussion of the draft guidelines, OPR has insisted that the proposed change will not preclude counties from utilizing their police powers to require traffic improvements based on LOS analysis pursuant to local ordinances and general plan policies.

CSAC questioned whether the VMT metric was more appropriate than LOS outside of urban areas and suggested, at the very least, a phased-in approach rather than the immediate statewide implementation that OPR was considering. OPR's

draft accommodated this request by requiring the shift to VMT immediately upon final adoption of the guidelines for new projects within one-half mile of major transit stops or high quality transit corridors. Full statewide implementation will be delayed until January 2016 under the draft guidelines.

CSAC is very interested in comments from counties on the draft guidelines and their potential impacts. Comments are due to OPR by **October 10**. While we encourage counties to also comment directly to OPR, **CSAC would appreciate any feedback you have on the draft guidelines by Friday, September 12**.

The draft guidelines are available here:

http://opr.ca.gov/docs/Final_Preliminary_Discussion_Draft_of_Updates_Implementing_SB_743_080614.pdf

Christopher A. Lee

Legislative Analyst – Housing, Land Use & Transportation

California State Association of Counties

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625 Burnell Street, Napa CA 94559

October 2, 2014
TAC Agenda Item 8.6
Continued From: NEW
Action Requested: INFORMATION

Napa County Transportation and Planning Agency (NCTPA)

Board of Directors

AGENDA

Wednesday, October 15, 2014
1:30 PM

NCTPA/NVTA Conference Room
625 Burnell Street
Napa CA 94559

General Information

All materials relating to an agenda item for an open session of a regular meeting of the NCTPA Board of Directors are posted on our website at www.nctpa.net/agendas-minutes/12 at least 72 hours prior to the meeting and will be available for public inspection, on and after at the time of such distribution, in the office of the Secretary of the NCTPA Board of Directors, 625 Burnell Street, Napa, California 94559, Monday through Friday, between the hours of 8:00 a.m. and 5:00 p.m., except for NCTPA holidays. Materials distributed to the present members of the Board at the meeting will be available for public inspection at the public meeting if prepared by the members of the NCTPA Board or staff and after the public meeting if prepared by some other person. Availability of materials related to agenda items for public inspection does not include materials which are exempt from public disclosure under Government Code sections 6253.5, 6254, 6254.3, 6254.7, 6254.15, 6254.16, or 6254.22.

Members of the public may speak to the Board on any item at the time the Board is considering the item. Please complete a Speaker's Slip, which is located on the table near the entryway, and then present the slip to the Board Secretary. Also, members of the public are invited to address the Board on any issue not on today's agenda under Public Comment. Speakers are limited to three minutes.

This Agenda shall be made available upon request in alternate formats to persons with a disability. Persons requesting a disability-related modification or accommodation should contact Karrie Sanderlin, NCTPA Board Secretary, at (707) 259-8631 during regular business hours, at least 48 hours prior to the time of the meeting.

This Agenda may also be viewed online by visiting the NCTPA website at www.nctpa.net, click on Minutes and Agendas – NCTPA Board or go to www.nctpa.net/agendas-minutes/12

Note: Where times are indicated for agenda items they are approximate and intended as estimates only, and may be shorter or longer, as needed.

ITEMS

1. Call to Order – Chair John F. Dunbar
2. Pledge of Allegiance
3. Roll Call

Members:

Joan Bennett	City of American Canyon
Leon Garcia, Mayor	City of American Canyon
Chris Canning, Mayor	City of Calistoga
James Barnes	City of Calistoga
Scott Sedgley	City of Napa
Jill Techel, Mayor	City of Napa
Keith Caldwell	County of Napa
Bill Dodd	County of Napa
Ann Nevero, Mayor	City of St. Helena
Peter White	City of St. Helena
Lewis Chilton	Town of Yountville
John F. Dunbar, Mayor	Town of Yountville
Beth Kahiga	Paratransit Coordinating Council

4. Public Comment
5. Chairperson’s, Board Members’ and Metropolitan Transportation Commission (MTC) Commissioner’s Update
6. Director’s Update
7. Caltrans’ Update

Note: Where times are indicated for agenda items they are approximate and intended as estimates only, and may be shorter or longer, as needed.

- | | | |
|-----|---|---------------------------------------|
| 8. | <u>PRESENTATION AND COMMENDATION</u> | <u>TIME</u> |
| 8.1 | Jo Ann Busenbark will be presented with a plaque in recognition of her years of service as an NCTPA Board Member representing the Paratransit Coordinating Council. | 1:40 PM |
| 9. | <u>CONSENT ITEMS (9.1 - 9.7)</u> | <u>RECOMMENDATION</u> |
| 9.1 | Approval of Meeting Minutes of July 16, 2014 (Karrie Sanderlin) (<i>Pages 8-12</i>) | <u>TIME</u>
APPROVE 1:45 PM |

- 10.2 Resolution No. 14-18 Approving the Disadvantaged Business Enterprise (DBE) Goals for FY 2013-14 through FY 2015-16 and Revised Disadvantaged Business Enterprise (DBE) Program (Karrie Sanderlin) **(Pages 27-29)** APPROVE

Board action will approve (1) Resolution No. 14-18 adopting the agency's DBE Goals for FY 2013-14 through FY 2015-16 and (2) the revised DBE Program.

- 9.3 NCTPA's Overall Work Program for 2014-15 (Antonio Onorato) **(Pages 18-26)** APPROVE

Board action will approve NCTPA's Overall Work Program for 2014-15.

- 9.4 Resolution No. 14-19 Establishing a Depository Account with Bank of Marin Checking Account (Antonio Onorato) **(Pages 30-32)** APPROVE

Board action will approve establishing a depository account with Bank of Marin and authorize the Executive Director to appoint signatories for the accounts as appropriate.

- 9.5 Resolution 14-20 Authorizing the Filing of an Application for Federal Transit Administration (FTA) Formula Program and Surface Transportation Programs (Antonio Onorato) **(Pages 30-32)** APPROVE

Board action will authorizing the file of applications to the Metropolitan Transportation Commission (MTC) for Transit Capital Priorities Program for Federal FY 2015 and FY 2016 Federal Transit Administration (FTA) Section 49 USC 5307, 5310 and Section 5339 and Cycle 2 STP/CMAQ Transit Capital Rehabilitation program funds in the amount of \$3,296,039.

- 9.6 Resolution No. 14-21 Authorizing an Agreement with the Bay Area Climate Collaborative, ABM, and ChargePoint to Install Electric Vehicle Charging Stations at the Soscol Gateway Transit Center (SGTC) and Yountville Park and Ride (Antonio Onorato) *(Pages 27-29)* APPROVE

Board action will approve an agreement with the Bay Area Climate Collaborative, ABM, and ChargePoint to install electric vehicle charging stations at the Soscol Gateway Transit Center (SGTC) and at the Yountville Park and Ride with grant funds from the California Energy Commission.

- 9.7 Active Transportation Advisory Committee (ATAC) Member Appointment APPROVE

Board action will approve the appointment of Eric Hagyard to the ATAC representative from the City of Napa.

10. REGULAR AGENDA ITEMS

RECOMMENDATION

TIME

- 10.1 Countywide Pedestrian Plan (Danielle Schmitz) *(Pages 44-55)* APPROVE 1:50 PM

Board action will approve Work Authorization No. X (Attachment 1) to NCTPA Agreement No. 12-18 with Fehr & Peers for the Napa Countywide Pedestrian Plan in the amount not to exceed \$295,817.

- 10.2 SR29 Gateway Corridor Improvement Plan Study Update (Eliot Hurwitz) *(Pages 44-55)* INFORMATION/ACTION 2:10 PM

Board action will receive and accept the SR29 Gateway Corridor Improvement Plan Study final report.

- | | | | |
|------|--|------------------------|---------|
| 10.3 | Countywide Transportation Plan: VISION 2040 <i>Moving Napa Forward</i> Update (Eliot Hurwitz) (<i>Pages 44-55</i>) | INFORMATION/
ACTION | 2:30 PM |
|------|--|------------------------|---------|

Board action will receive an update on the VISION 2040 *Moving Napa Forward* plan.

- | | | | |
|------|--|---------|---------|
| 10.4 | 2015 Federal and State Legislative Program and Project Priorities (Kate Miller) (<i>Pages 44-55</i>) | APPROVE | 2:50 PM |
|------|--|---------|---------|

Board action will approve the 2015 State and Federal Legislative Advocacy programs.

11. FUTURE AGENDA ITEMS

12. CLOSED SESSION

TIME

- | | | | |
|------|---|--|---------|
| 12.1 | CONFERENCE WITH REAL PROPERTY NEGOTIATOR (Government Code Section 54956.8) | | 3:00 PM |
|------|---|--|---------|

Property: APN 046-370-024-000
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: Joe Carter, Boca Company
Under Negotiation: Price and terms of payment

CONFERENCE WITH REAL PROPERTY NEGOTIATOR (Government Code Section 54956.8)

Property: APN 007-082-004
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: Michael D. Mario
Under Negotiation: Price and terms of payment

Property: APN 007-082-002
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: New East Frontiers, Inc., Daniel Su

Under Negotiation: Price and terms of payment

Property: APN 007-082-001
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: New East Frontiers, Inc., Daniel Su
Under Negotiation: Price and terms of payment

Property: APN 035-110-028
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: Arthur J. & Judith A. Housely
Under Negotiation: Price and terms of payment

Property: APN 034-210-001
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: Napa Valley Wine Train, Inc., Tony Giaccio
Under Negotiation: Price and terms of payment

Property: APN 034-200-009
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: Napa Valley Wine Train, Inc., Tony Giaccio
Under Negotiation: Price and terms of payment

Property: APN 007-322-005
Agency Negotiator: Kate Miller, Executive Director
Negotiating Parties: Napa Valley Wine Train, Inc., Tony Giaccio

Under Negotiation: Price and terms of payment

13. ADJOURNMENT

RECOMMENDATION

3:30 PM

11.1 Approval of Regular Meeting Date of November 19, 2014 and Adjournment

APPROVE

I hereby certify that the agenda for the above stated meeting was posted at a location freely accessible to members of the public at the NCTPA offices, 625 Burnell Street, Napa, CA, by 5:00 p.m., Friday October 10, 2014.

Karalyn E. Sanderlin, NCTPA Board Secretary

DRAFT