



As part of the CMP, Alameda CTC must develop a program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems. The program must generally be able to estimate the costs associated with those impacts, as well as provide credits for local public and private contributions to improve regional transportation systems.

The CMP statute does not change the role of local jurisdictions in making land use decisions or in determining the responsibilities of project proponents to mitigate possible negative effects of projects. However, Alameda CTC has the ability to apply certain sanctions, as described in Chapter 9, "Program Conformance and Monitoring," if the local agency does not comply with the requirements of the law.

Senate Bill 743 (Steinberg), which passed in 2013, requires the Office of Planning and Research (OPR) to identify a process to change the way transportation impacts are analyzed under the California Environmental Quality Act. While OPR has identified a new metric to replace the delay-based LOS, vehicle miles traveled, the guidance for impact analysis is still being finalized. Since CMP legislation that requires the LOS metric is in direct conflict with SB 743, the legislation is anticipated to be amended or revamped. Two legislative efforts (AB 1098 and AB 779) in 2015 and 2016 intended to amend the CMP legislation to align with the intent of SB 743 but failed. Until SB 743 is fully

implemented with the update to CEQA Guidelines on the transportation impact analysis based on OPR's effort, or other legislative efforts to amend the CMP legislation to align with the current legislative environment (SB 743 and Complete Streets Act) occur, any major update to the CMP or one of the five required elements will not be productive. Therefore, as mentioned in the Executive Summary and Chapter 1, "Program Overview," assuming that one of these actions will occur prior to the next CMP update in 2019, Alameda CTC only made basic changes during this update to the "Land Use Analysis Program" chapter.

The intent of the Land Use Analysis Program is to:

- Coordinate local land use and regional transportation investment decisions;
- Assess the impacts of development in one community on another community; and
- Promote information sharing between local governments when the decisions made by one jurisdiction will impact another.

The Land Use Analysis Program works best when Alameda CTC is involved at the very early stages of the development process, maximizing intergovernmental contacts before major decisions are complete. The process is intended to work in a positive, cooperative fashion that supports the needs of local, county, regional, and state governments. Proactive responses

to potential impacts can occur during environmental review of specific land developments, corridor, or area-wide studies, and preparation of local or regional Capital Improvement Programs.

Since the passage of the CMP legislation in 1991, a variety of other state and regional legislative and

regulatory actions (See Table 13) have strengthened the need for a Land Use Analysis Program. These policies share the common theme that they coordinate transportation planning and investment decisions with existing and future land use patterns.

**Table 6.1—Legislative and Regulatory Actions**

Legislation/Regulatory Action	Description
California Assembly Bill 32 (AB 32)	The California Global Warming Solutions Act of 2006 requires the State of California to meet aggressive greenhouse gas emissions reduction targets.
California Senate Bill 375 (SB 375)	This 2008 bill, Redesigning Communities to Reduce Greenhouse Gases, synchronizes long-range regional transportation and land use planning and requires regional preparation of a Sustainable Communities Strategy (SCS) that details how a region will house its population.
Metropolitan Transportation Commission (MTC) Resolution 4035	This resolution establishes the One Bay Area Grant Program, which links federal transportation funding to locations in or with proximate access to locally designated Priority Development Areas.
MTC Resolution 3434	The Transit Oriented Development (TOD) Policy for Regional Transit Expansion Projects of 2005 links the expenditure of regional capital funding for transit expansion to the density of households allowed around future mass transit systems.
Bay Area Air Quality Management District (BAAQMD) California Environmental Quality Act (CEQA) Guidelines	These 2010 guidelines set low thresholds of significance for acceptable exposure to toxic air contaminants for residents and other users of new developments.
San Francisco Bay Conservation and Development Commission (BCDC) Sea Level Rise Estimates	These estimates identify many key development areas and transportation assets as being vulnerable to sea-level rise and needing adaption planning.

While Alameda CTC's Land Use Analysis Program was initially conceived as a program to meet the CMP legislative mandate, the growing focus at all levels of government on improved coordination between land use and transportation planning has resulted in the program's evolution. The program now also serves as an opportunity for strategic thinking about how to plan for development that efficiently uses the transportation system, while ensuring that the mobility and access needs of residents and workers in Alameda County are fulfilled. In this context, the program includes:

- Legislatively required review of land use actions of local jurisdictions by Alameda CTC to ensure that impacts on the regional transportation system are disclosed and mitigation measures are identified;
- Land use projections from the Regional Planning Agency for use in countywide model database by local jurisdictions;
- Planning initiatives and programs that foster transportation and land use connections; and

- Strategic monitoring of transportation-land use coordination performance measures.

## Review of Land Use Actions

A major component of the Alameda CTC Land Use Analysis Program is the legislatively required review of land use development projects. The review of development projects allows Alameda CTC to assess impacts of individual development actions on the regional transportation system and ensures that significant impacts are appropriately mitigated.

Alameda CTC also plays a key interjurisdictional facilitation role, and when disputes arise between two agencies as a result of the potential impacts of a land use project, Alameda CTC may act as a mediator, if requested by one of the parties involved.

### Scope of Review

Alameda CTC reviews two types of land use actions if the proposed land use development exceeds the adopted trip-generation threshold:<sup>14</sup>

- **Projects requiring General Plan Amendments:** These projects require a change to the text or map of a city or unincorporated planning

area's General Plan. General Plan Amendments (GPAs) can be performed in conjunction with a General Plan update, a specific plan, or an area plan. GPAs can also be adopted for an individual development project that is not consistent with current land use designations and therefore requires a GPA.

- **Projects consistent with General Plan:** These plans or projects do not require any modification of the General Plan text or map.

Alameda CTC limits the scope of its review of land use actions to those plans and projects with the potential to cause countywide or regional-scale impacts. Projects are reviewed if they will cause a net increase of 100 p.m. peak-hour vehicle trips or more. Alameda CTC uses the p.m. peak period, because it generally experiences the highest daily travel demands. This threshold is applied differently, depending on whether a project requires a GPA or is consistent with an existing General Plan. Mitigated Negative Declarations (MNDs) are also considered differently, depending on whether a GPA is required or not. Table 14 summarizes the application of the 100 p.m. peak-hour trip threshold and consideration of MNDs.

**Table 6.2—CMP Land Use Analysis Project Review**

	Project Requiring General Plan Amendment	Project Consistent with General Plan
<b>100 P.M. Peak-hour Trip Threshold Assessed Relative to:</b>	Existing General Plan land use designation(s)	Existing use(s) at project site
<b>Mitigated Negative Declarations</b>	Considered (if trip generation threshold exceeded)	Not considered

<sup>14</sup> Previous versions of Alameda CTC CMPs referred to Plans and Development Projects as Tier 1A and Tier 1B. The "Tier" nomenclature has been discontinued to avoid confusion with the Tiers of the CMP network arterials.

Alameda CTC performs project trip generation calculations to determine whether CMP Land Use Analysis Program review is required. Project trip generation is computed using an approved trip generation methodology (see the following

“Methodologies and Standards” section). The threshold for CMP review is based on net change in vehicle trips, meaning that trips from reclassified uses or existing buildings being redeveloped are subtracted out of the total.

Alameda CTC reviews all large development projects for which a city or Alameda County is the lead agency.<sup>15</sup> Alameda CTC may also review large development projects from institutions, federal agencies, or neighboring counties if these are likely to impact the regional transportation system in Alameda County.

## Review Process

Consistent with the CMP statute, Alameda CTC's review of plans and development projects through its Land Use Analysis Program is designed to occur alongside the CEQA review process to avoid duplication of effort. Alameda CTC strives to perform its review on the same timeline to offer early and proactive input that can aid and refine project design.

Figure 6.1 illustrates the typical review process. Once Alameda CTC receives a GPA or Notice of Preparation (NOP) of a Draft Environmental Impact Report (DEIR), it issues a response within 30 days. This response either indicates that the project is exempt from CMP Land Use Analysis Program review (if it does not exceed the 100 p.m. peak-hour vehicle trip threshold) or provides comments on the scope of analysis to be performed in the DEIR to satisfy CMP requirements. If a project is not exempt, then once Alameda CTC receives a DEIR, it issues a response within 45 days. This response either indicates that the analysis contained within the DEIR adequately addresses CMP requirements or

provides comments on changes or additional analysis needed to adequately address CMP requirements.

A project is considered complete from a CMP review perspective once Alameda CTC notifies the project sponsor that the project is exempt or once Alameda CTC notifies the project sponsor that CMP requirements have been met and that it has no further comments on the project.

## Use of the Alameda Countywide Travel Demand Model

The CMP statute assigns responsibility to CMAs to develop a travel demand model “that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system.” The Alameda Countywide Travel Demand Model is typically used to determine traffic volumes, transit ridership, and other information for future years. Jurisdictions are required to use the most current version of the Alameda Countywide Travel Demand Model for the CMP Land Use Analysis Program. Alameda CTC amended the CMP requirements in 1998, so that local jurisdictions are responsible for applying the travel model. All local jurisdictions have signed Master Use Agreements with Alameda CTC that outline the procedure for requesting the model for a specific application.

Per the CMP statute, jurisdictions may also use an approved subarea travel demand model. Alameda CTC has responsibility for approving subarea models based on whether these models demonstrate adequate consistency with the countywide model. Appendix I describes Alameda CTC's policy on subarea models and required documentation for approval.

## Methodologies and Standards

Project sponsors should use the following methodologies and standards when conducting Transportation Impact Analyses for the CMP Land Use Analysis Program. Guidance on methodologies and standards may also

<sup>15</sup> For purposes of compliance with the Land Use Analysis Program, the Port of Oakland is considered a governmental subdivision of the City of Oakland. Therefore, the Port is required to submit environmental documents to Alameda CTC for review and comment.

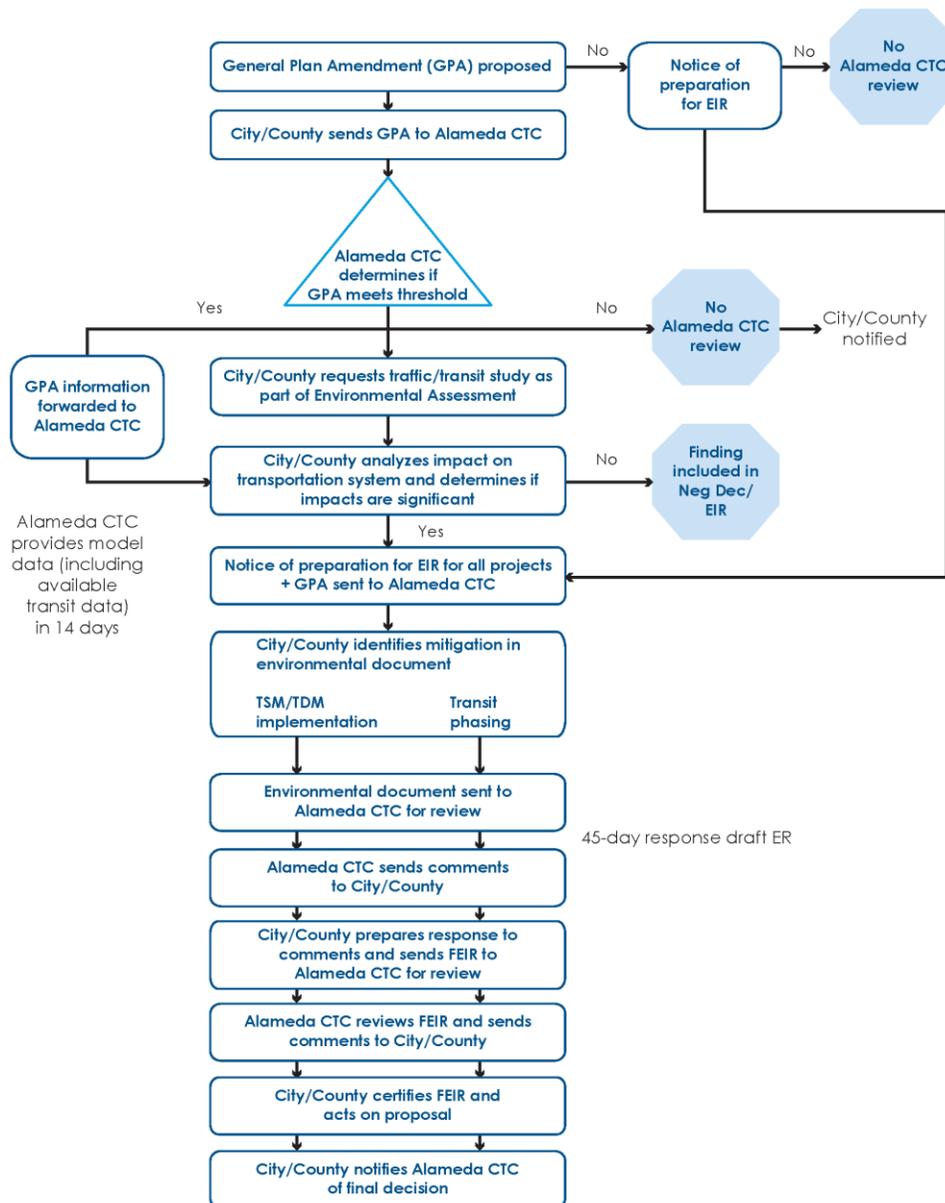
be given as part of Alameda CTC's GPA or NOP response to the particular project.

As of the writing of this 2017 CMP update, the California Governor's Office of Planning and Research is finalizing the rulemaking of SB 743 which eliminates auto delay-based measures as a criteria for significance for

transportation impacts within Transit Priority Areas (and potentially outside of Transit Priority Areas);

Alameda CTC will revisit the required and preferred methodologies for its Land Use Analysis Program after revised CEQA Guidelines are adopted.

Figure 6.1—CMP Land Use Analysis Program Project Review Process



## Transportation networks

The CMP statute requires analysis of impacts of land use actions on regional transportation systems. For Alameda CTC's CMP analyses, "regional transportation systems" is interpreted as follows:

- **Autos:** Study impacts to roadway segments on the 2002 Metropolitan Transportation System (MTS);<sup>16</sup>
- **Transit:** Study impacts to MTS transit operators (ACE, AC Transit, BART, Capitol Corridor, LAVTA, Union City Transit, and WETA);
- **Bicycles:** Study impacts to cyclists on the Countywide Bicycle Network; and
- **Pedestrians:** Study impacts to pedestrians within the Areas of Countywide Significance identified in the Alameda Countywide Pedestrian Plan.

The broader definition of regional transportation systems encourages early identification of impacts on a larger system of roadways and explicitly includes transit, bicycle, and pedestrian system impacts.

## Trip generation estimates

Alameda CTC conducts a trip-generation calculation to estimate how many new trips will be on the transportation network due to a development project or plan. Project trip generation is used to determine whether a project meets the threshold for CMP review and to assess impacts on the transportation system.

The Institute of Transportation Engineers Trip Generation Manual is an acceptable method for estimating project trip generation. This methodology, which works by relating a variable describing the size of the project (e.g., square feet, number of units, number of gas pumps, etc.) to trips generated, is an established

methodology widely used for CMP and other purposes in the transportation industry.

In addition, three trip generation methodologies designed to capture trip-making characteristics in dense or transit-rich areas such as infill development sites are acceptable to apply in Alameda County for CMP analyses. Project sponsors have the option of using one of the following adopted alternative trip generation methodologies (or others, if the EIR justifies why it is being used):

- EPA's Mixed Use Development (MXD) model
- Caltrans/UC Davis Smart Growth Trip Generation rates
- MTC's Station Area Residents Study (STARS) mode-share adjustment method (household travel survey-based adjustments)

Appendix J contains guidance on how to apply the rate adjustments.

Projects in areas with travel demand management (TDM) programs may also experience lower vehicle trip generation, as these programs provide information, incentives/disincentives, and other mechanisms to shift auto trips to other modes, times of day, or closer destinations. Project sponsors may adjust trip-generation estimates to reflect the presence of TDM programs. The TDM element of the Alameda CTC CMP contains a menu of TDM programs (see Appendix G) with research-based expected ranges of trip reduction benefits that project analysts may use to adjust trip-generation estimates. Assumptions should be clearly documented and justified.

<sup>16</sup> With the passage of the federal Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, MTC was required to develop an MTS that included both transit and highways. MTC contracted with the CMAs in the Bay Area to develop the MTS and to use the CMPs to link land use decisions to the MTS. Therefore, a distinction is made between the CMP network, which is used for monitoring conformance with LOS standards, and the MTS, which is used for the Land Use Analysis Program. In 2005, MTC updated the MTS to include Rural Major Collector classified streets and higher classifications based on the Federal Functional Classification System. MTC uses the updated MTS for the purposes of funding and programming as well as in estimating roadway maintenance needs. The Alameda County Technical Advisory Committee reviewed the updated MTS during the 2009 CMP update to determine its usefulness and applicability to the Land Use Analysis Program. Based on input from local jurisdictions and discussion with MTC, Alameda CTC determined that the updated MTS was not appropriate for the Land Use Analysis Program, because it was too detailed for planning purposes, and the previous version of the MTS would continue to be used.

## Types of impacts and impact assessment methodologies

Project sponsors should consider impacts to all modes as described below. Appendix J provides full information on impact types and impact assessment methodologies.

- **Autos:** Vehicle delay using the HCM2010 methodology (or HCM2000 methodology, if required for consistency with local requirements) and consistency with adopted plans;
- **Transit:** Effects of vehicle traffic on mixed-flow transit, transit capacity, transit access/egress, need for future transit service, consistency with adopted plans, and Circulation Element needs;
- **Bicycles:** Effects of vehicle traffic on bicyclists conditions, site development, and roadway improvements, and consistency with adopted plans;
- **Pedestrians:** Effects of vehicle traffic on pedestrian conditions, site development, and roadway improvements, and consistency with adopted plans; and
- **Other impacts and opportunities:** Noise impacts for projects near state highway facilities and opportunities to clear access improvements for transit oriented development projects.

## Thresholds of significance

Alameda CTC has not adopted thresholds of significance for CMP land use analysis purposes.<sup>17</sup> Project sponsors should use professional judgment to 1) define a threshold that is appropriate for the project context; and 2) use this threshold to determine if segments are impacted.

## Mitigation measures

### Roles of Alameda CTC vs. local jurisdictions

The CMP statute requires that a Land Use Analysis Program assess the costs of mitigating impacts to the

regional transportation system from local land use decisions. This authority must be balanced with the responsibility that local governments hold in the development review process under CEQA. Local governments have lead agency responsibility for preparing EIRs including transportation impact analysis. In addition, the decision of whether to implement a mitigation measure or to adopt a statement of overriding considerations is a local decision.

Alameda CTC's role is to provide comments through the EIR process on the adequacy of analysis. Alameda CTC has authority under the CMP statute to require disclosure of impacts and mitigation measures, and to require local agencies to establish a program for securing funding to mitigate transportation impacts of land use decisions. The CMP statute does not grant Alameda CTC authority to require implementation of a mitigation measure.

### Adequacy of mitigation measures

Inadequate and/or underfunded transportation mitigation measures may have significant implications for the regional transportation system. Either might result in failure to meet LOS standards, triggering potential non-conformance and the need for a deficiency plan. Furthermore, an environmental document may rely on state or federal funding of mitigation measures. Such funding may not be consistent with Alameda CTC's project funding priorities.

Alameda CTC's policy regarding mitigation measures is that to be considered adequate they must be:

- Sufficient to sustain CMP roadway and transit service standards;
- Fully funded; and
- Consistent with project funding priorities established in the Capital Improvement Program of the CMP, the Countywide Transportation Plan, and the Regional Transportation Plan (RTP) or the federal

<sup>17</sup> Note that the LOS E threshold used to determine deficiency as part of the LOS monitoring CMP element does not apply to the Land Use Analysis Program. This threshold is used for biennial monitoring, not to determine whether impacts will be caused over the long term by an individual land use action.

Transportation Improvement Program, if the agency relies on state or federal funds programmed by Alameda CTC.

### Types of mitigations

A project can propose mitigation measures of several types to address CMP impacts, including but not limited to:

- **Transportation network changes** including changes to roadway geometry (e.g., adding lanes, adding turn pockets, adding mid-block crossings) and intersection control (e.g., adding stop control or signaling an intersection).
- **Transportation demand management measures and programs** including amenities, information, incentives, and disincentives designed to influence demand for peak-hour auto trip-making. The TDM element of the Alameda County CMP contains a menu of TDM programs (see Appendix G) with research-based expected ranges of trip reduction benefits that project analysts may use to estimate the effectiveness of TDM mitigation measures.
- **In lieu mitigations** including implementing a part of an Areawide Deficiency Plan or paying into a Transportation Impact Fee program.

In the case of smaller projects, local governments may wish to require project proponents to enter an agreement to provide a “fair share” portion for mitigating a cumulative impact. This addresses the legislative requirement that the CMP must be able to estimate costs associated with mitigating transportation impacts.

### Multimodal tradeoffs

In certain settings, mitigation measures designed to resolve an impact to one mode may cause undesirable secondary impacts to other modes. These secondary impacts may be contrary to adopted policy objectives. A typical example is adding a turn pocket at an intersection, to address an auto circulation impact in a

downtown or infill development area, which may increase crossing distances and exposure to vehicles for cyclists, pedestrians, and transit riders.

Jurisdictions are encouraged to discuss multimodal tradeoffs associated with mitigation measures that involve changes in roadway geometry, intersection control, or other changes of the transportation network. This analysis should identify whether the mitigation will result in an improvement, degradation, or no change in conditions for automobiles, transit, bicyclists, and pedestrians. The HCM2010 multimodal level of service methodology is encouraged as a tool to evaluate these tradeoffs, but project sponsors may use other methodologies as appropriate for particular contexts or types of mitigations.

## Review of Land Use Projections<sup>18</sup>

Alameda CTC has responsibility for developing a database of housing and job growth projections utilized in the Alameda Countywide Travel Demand Model (more detail on the countywide model is available in Chapter 7). The CMP statute prescribes that this land use database must be consistent with the regional land use database and assumptions of the regional travel demand model. The Association of Bay Area Governments (ABAG) develops the regional land use database for the nine-county Bay Area. This database, now referred to as the Sustainable Communities Strategy (formerly referred to as the Projections series), part of the *Plan Bay Area* series, includes numbers of households and jobs by sector for existing and future planning horizon years. Alameda CTC works with local jurisdictions to develop the countywide database by allocating ABAG's housing and job projections to a refined-scale zone system for countywide model traffic analysis. For this reallocation to be deemed “consistent” in the sense of the CMP statute, the county-level totals

<sup>18</sup> The review of housing and job projections was referred to as Tier 2 review in previous versions of the Alameda CTC CMP. This nomenclature has been eliminated to avoid confusion with the tiers of the CMP arterial network.

from the two allocations must be within plus or minus one percent, per MTC's established guidelines as described in Chapter 9.

Alameda CTC's land use database development process typically happens as part of a Countywide Travel Demand Model update. During this process, local jurisdictions are required to review a draft allocation of ABAG totals to the Countywide Travel Demand Model transportation analysis zones (TAZs). Local jurisdictions then have 60 days to provide input on this draft allocation.

Alameda CTC completed work to incorporate ABAG projections adopted as part of Plan Bay Area, the region's RTP and Sustainable Communities Strategy (SCS), into the Alameda Countywide Travel Demand Model in June 2014. MTC adopted the updated *Plan Bay Area*, *Plan Bay Area 2040*, in July 2017. This adoption triggered the Alameda CTC's process of updating the Countywide Travel Demand Model to be consistent with the most recent adopted land use projections.

## Fostering Transportation Land Use Connection

Alameda CTC oversees a variety of programs and planning activities that strengthen connections between transportation and land use.

### SB 375 and Sustainable Communities Strategy

Climate change awareness and the urgency to reduce greenhouse gases has become a driving force in the transportation realm. Adopted in 2008, SB 375 mandates an integrated regional land use and transportation-planning approach to achieve targets for reducing greenhouse gas emissions from automobiles/light trucks. The purpose of SB 375 is to define more concrete implementation requirements for the emission reductions expected from the land use sector in AB 32. The focus of SB 375 is on reducing vehicle miles traveled (VMT) and

reducing GHG emissions by 7 percent by 2020 and 15 percent by 2035.

To comply with SB 375, MTC and ABAG began development of *Plan Bay Area*, a joint planning process that includes the RTP and the SCS land use plan. The SCS component of *Plan Bay Area* is designed to:

- Lay out how development patterns and the transportation network can be integrated to help reduce greenhouse gas emissions;
- Identify how the region's housing needs will be met;
- Improve modeling of land use and transportation; and
- Be congruent with local general plans, specific plans, and zoning.

The first *Plan Bay Area* was adopted in July 2013, and the updated *Plan Bay Area 2040* was adopted in July 2017, as mentioned previously. The SCS component of both *Plan Bay Area* versions focus on promoting compact, mixed-use commercial and residential development that is walkable and bikeable and close to mass transit, jobs, schools, shopping, parks, recreation, and other amenities. Through *Plan Bay Area*, for the first time the region has simultaneously addressed its long range transportation planning and strategy for meeting its Regional Housing Needs Allocation (RHNA), in anticipation that the synchronization of these planning tasks will result in better transportation-land use coordination.

A key feature of the SCS is the designation of Priority Development Areas (PDAs), which are locally-nominated areas near planned or existing transit designed to accommodate significant housing and job growth over the life of *Plan Bay Area*. In *PBA 2040*, PDAs represent less than 3 percent of the land area in the Bay Area but are projected to take on 77 percent and 55 percent of housing and jobs, respectively. If successful, *Plan Bay Area* will give people more transportation choices, create more livable communities, and reduce the pollution that causes climate change.

Alameda CTC participated in development of the first Plan Bay Area through its 2012 CTP update process. Land use considerations played a more direct role in the CTP process than in past updates to the plan in two primary ways:

- The goals, objectives, and performance measures explicitly addressed land use.
- The demographic forecasts used in the evaluation process were based on the Alameda County Draft Land Use Scenario Concept developed locally through an extensive 18-month process coordinated by Alameda CTC and city planning directors. The local land use scenario was developed in coordination with ABAG and MTC's efforts and helped to inform the SCS process. Ultimately, the land use scenario used for CMP analysis purposes is the same as the land use alternative adopted by ABAG and MTC in *Plan Bay Area* (i.e., the final RTP/SCS).

Similarly, Alameda CTC participated in development of Plan Bay Area 2040. A new Regional Housing Needs Allocation was not conducted with this update. As with the first PBA development, Alameda CTC worked to ensure that the land use scenario in PBA 2040 balances state mandates, regional planning objectives, local preferences, and market realities.

## Priority Development Area Investment and Growth Strategy

PDAs are designated infill sites where greater housing and commercial density can be accommodated near transit stops. PDAs were originally identified by local governments as part of the Focusing Our Vision (FOCUS) program, a regional development and conservation strategy led by ABAG and MTC in partnership with the BAAQMD and BCDC that was adopted in 2007, which promoted a more compact land use pattern for the Bay Area. The FOCUS program subsequently became the basis for the region's current SCS.

Currently in Alameda County, 46 PDAs have been voluntarily nominated by local jurisdictions and approved by ABAG as part of Plan Bay Area 2040. These PDAs represent a wide range of place types and land use contexts. The FOCUS process also identified Priority Conservation Areas (PCAs), which are regionally significant open spaces for which there exists a broad consensus for long-term protection but nearer-term development pressure. PDAs and PCAs complement one another because promoting development within PDAs takes development pressure off the region's open spaces and agricultural lands.

PDA development is supported by the One Bay Area Grant (OBAG) program adopted by MTC and ABAG. MTC adopted the funding and policy framework for the second round of the One Bay Area Grant program (OBAG 2) as Resolution 4202, last revised December 2016. MTC Resolution 4202 provides guidance for the allocation of federal Surface Transportation Program (STP) and Congestion Mitigation and Air Quality (CMAQ) funding. With the first OBAG funding cycle (OBAG 1), MTC implemented a new approach that integrated the region's federal transportation funding program with the Bay Area's first Sustainable Communities Strategy (required under Senate Bill 375, Steinberg, 2008), which integrates land use and transportation planning activities with the goal of reducing vehicle miles traveled. In large counties, such as Alameda County, a minimum of 70 percent of OBAG 2 funding must be programmed to transportation projects or programs that support PDAs.

Alameda CTC has developed a Priority Development Area Growth and Investment Strategy in alignment with regional mandates that provides an overview of PDAs and PCAs in Alameda County, establishes a transportation project priority setting process for funding that supports and encourages development in the county's PDAs, and provides additional policy background on integration of land use and transportation.<sup>19</sup> The most recent Alameda County

<sup>19</sup> Alameda CTC PDA Investment and Growth Strategy: [http://www.alamedactc.org/app\\_pages/view/10385](http://www.alamedactc.org/app_pages/view/10385).

PDA Investment and Growth Strategy was adopted in May 2017.

Regarding PCAs, considering that the eastern part of the county is rural, based on the recommendations made during the prior CMP update Alameda CTC will continue to work with MTC and ABAG to identify ways to support improvements to rural roadways that facilitate agricultural operations and agricultural tourism in East County and to develop a more comprehensive approach to mitigating impacts from rural roadway improvements and efforts that support PCA goals and objectives.

## Areawide Transportation Impact Mitigation Fees

An areawide transportation impact fee and/or revenue measure such as establishing an assessment district could generate funds necessary to plan and implement transportation mitigation measures related to land development. Transportation impact fees are addressed in the CMP statute as a proactive method of addressing transportation needs arising from land development. Also, the passage of Senate Bill 743 in September 2013 heightened the importance of an areawide transportation impact fee, generally.

At present, Alameda CTC and most local jurisdictions in Alameda County review development projects and determine required mitigation measures on a project-by-project basis. If found to be feasible, a transportation impact fee could be designed to supplement the current project-by-project review, in which case the fee would raise additional revenue to fund multi-jurisdictional mitigations. Another option is that a transportation impact fee could be designed to replace the project-by-project review. In this case, the fee would be designed to generate revenues to fund both localized and multi-jurisdictional mitigations.

Alameda CTC conducted feasibility studies in 1997 and 2007 for a countywide traffic mitigation fee. These feasibility studies investigated a fee that would supplement the project review and mitigations required

by local jurisdictions. These previous studies recommended that Alameda CTC not proceed with an areawide traffic impact fee due to concerns about discouraging development, particularly in urban areas where redevelopment projects already face higher costs than in suburban areas.

The 2011 CMP recommended that, pending availability of funding, Alameda CTC conduct a feasibility study for an areawide impact fee based on automobile trips generated. In addition to a feasibility study, an areawide transportation impact fee would likely require a nexus study in accordance with the Mitigation Fee Act as well as significant coordination and consensus building with the jurisdictions in Alameda County. However, the feasibility study was postponed, while Alameda CTC sought passage of an extension and augmentation of its local transportation sales tax. More background on the areawide impact fees was included in 2011 and 2013 CMP documents.

SB 743 directs OPR to revise CEQA guidelines such that transportation impact analysis will no longer be based on automobile LOS. OPR is directed to develop alternative metrics for transportation impacts in transit priority areas, and the bill explicitly makes reference to metrics such as automobile trip generation and VMT per capita. OPR has worked with diverse agencies statewide including Alameda CTC, identified the alternative metric to be VMT, and released proposed guidelines in November 2017. Alameda CTC is evaluating the next steps to engage with local jurisdictions in relation to VMT-based impact analysis under CEQA.

## State-level CEQA

### Modernization Advocacy

Public agencies have gained decades of experience in applying CEQA rules. As new issues (such as climate change) emerge that were unanticipated by the original legislation, a variety of agencies show growing interest in modernizing CEQA. Ideas for modernizing CEQA focus on a number of aspects of how the law

works including reducing the scope of which types of projects must conduct intensive analysis, eliminating duplication between CEQA and other environmental laws and standards, and containing litigation generated by CEQA. OPR has already issued regulations to implement Senate Bill 226, which seeks to streamline environmental review for eligible infill development projects. SB 743 will also streamline and modernize transportation analysis, particularly for projects in transit priority areas.

Much can be done within the existing CEQA legislation to streamline the review of development projects and to reduce the greater likelihood of causing impacts from infill development projects. Strong specific plans and area plans with thorough program EIRs can reduce the analytic burden of future development projects that implement those plans. As previously discussed, Alameda CTC has made some modifications to its review of EIRs through the Land Use Analysis Program that will benefit infill projects and will continue to support local jurisdictions in revising their own CEQA thresholds as appropriate through information sharing and other technical assistance.

Even with the passage of Senate Bill 743, other aspects of the CEQA statute may require modernization (e.g., limiting litigation, strengthening tiering provisions). These aspects of CEQA generally require legislative action. Alameda CTC will continue to monitor CEQA modernization-related bills and consider whether it is appropriate to take positions on these as part of its legislative platform.

### Parking Standards and Policies

Parking for automobiles is a significant but under-recognized factor in the relationship between land use and transportation. It has been customary for local jurisdictions to require development projects to provide a minimum number of parking spaces. Moreover, most parking is underpriced. These two factors encourage driving, leading to inefficient land use and more congestion.

As part of its Sustainable Communities Technical Assistance Program (SC-TAP), Alameda CTC funded parking management studies in the cities of Albany and San Leandro. Several other cities have completed locally funded parking management studies. In addition, several Alameda County jurisdictions have implemented flexible- and demand-based parking strategies (e.g., Berkeley's GoBerkeley program and Oakland's Montclair Parking District) which seek to raise or lower parking prices according to demand for the spaces, thereby achieving high utilization of a scarce asset.

### Land Use and Regional Transit Funding Priority

The Regional Transit Expansion Program, originally adopted by MTC in 2001 as Resolution 3434 and updated as part of Plan Bay Area in 2013 and PBA 2040, identifies the regional commitment to transit investments in the Bay Area. Resolution 3434 identified \$18 billion in transit expansion investment projects. It includes a TOD policy to condition transit expansion projects funded under Resolution 3434 on supportive land use policies. The regional TOD policy has three key elements:

1. Corridor-level thresholds to quantify appropriate minimum levels of development around transit stations along new corridors;
2. Local station area plans that address future land use changes, station access needs, circulation improvements, pedestrian-friendly design, and other key features of TODs; and
3. Corridor working groups that bring together CMAs, city and county planning staff, transit agencies, and other key stakeholders to define expectations, timelines, roles, and responsibilities for key stages of the transit project development process.

Alameda CTC worked with local jurisdictions, transit providers, congestion management agencies in adjoining counties, ABAG, and MTC to address the TOD policy in regional corridors. Many of the Resolution 3434

projects in Alameda County and in the region are being implemented or completed. The completed projects in Alameda County are listed below.

- BART Oakland Airport Connector
- BART Warm Springs Extension

As part of PBA 2040, the region's \$660 million in federal New and Small Starts funding will be directed to enhance transit service in the East Bay and North Bay counties in addition to funding AC Transit's San Pablo BRT project. PBA 2040 also determined that all future priorities are subject to an assessment of feasible alternatives and an evaluation of cost-effectiveness and performance against MTC's TOD Policy.

## Strategic Monitoring of Transportation Land Use Coordination

A core part of Alameda CTC's activities is monitoring trends in performance measures and transportation land use connections, and using this monitoring to inform planning and funding decisions.

### Tracking New Development Activity

The 2011 CMP revealed that several other large Bay Area CMAs have created a database of land use approvals, and recommended that Alameda CTC explore creating such a database. As part of the 2013 CMP update process, creating and implementing a database of land use approvals in Alameda County was included and continued in the 2015 update. In 2014, Alameda CTC began to request that local jurisdictions submit the following, along with their response to the conformity findings process, as applicable:

- 1) a list of land use development projects approved during the previous fiscal year; and
- 2) a copy of the most recent Housing Element Annual Progress Report submitted to the state Department of Housing and Community Development.

This information is used to populate a database of development approvals in Alameda County. This development approvals database has proven invaluable for a variety of applications. It provides:

- Enhanced monitoring of how well transportation investments are being coordinated with new developments and demands for mobility;
- The ability to compare land use projections with historic trends;
- The ability to comply with new requirements that CMAs assess local jurisdictions' efforts at approving sufficient housing for all income levels from the OBAG Program (see "PDA Performance Monitoring"); and
- A consistent database for multi-jurisdictional planning efforts.

Alameda CTC began collecting this information in 2014 and will report on development activity through the annual Performance Report, as applicable.

### Priority Development Area Performance Monitoring

The Alameda County PDA Investment and Growth Strategy outlines a PDA monitoring plan developed both to fulfill MTC and ABAG requirements and as a step toward implementing the land use and sustainability goals of the 2012 CTP and 2016 CTP. Collecting and assessing data on the county's PDAs will help Alameda CTC gauge progress on meeting the objectives of the 2016 CTP and Plan Bay Area 2040, identify what might need to be modified or improved, help gauge the impacts of policies and investments, and inform the agency's future policy and investment decisions. A more robust information set will also help inform decisions about adjusting the boundaries of existing PDAs and designating new PDAs in the future.

## Local Government Responsibilities and Conformance

Alameda CTC is responsible for monitoring conformance of local jurisdictions with the adopted CMP. While Alameda CTC does not have the authority to approve or deny local land use projects, it may find the local jurisdiction in non-conformance. If it fails to comply with the requirements of the land use analysis program, a jurisdiction risks losing Proposition 111 gas tax subvention funds. The detailed process for non-conformance findings and the resulting withholding of funds is described in Chapter 9.

The following describes special circumstances related to conformance to the Land Use Analysis Program requirements. If a proposed development was specified in a development agreement entered into prior to July 10, 1989, then it is not subject to any action taken to comply with the CMP, with the exception of those actions required for the trip-reduction and travel-demand element of the CMP.

In some cases, Alameda CTC may find that additional mitigation measures are necessary to prevent certain segments of the CMP network from deteriorating below the established LOS standards, before a conformance finding is made. In such cases, Alameda CTC will require the local jurisdiction to determine whether the additional mitigation measures will be undertaken as a condition of project approval, or whether they will be implemented as part of a deficiency plan for the CMP network segments affected.

Local jurisdictions have the following specific responsibilities under the Alameda CTC Land Use Analysis Program.

### Throughout the year

Local jurisdictions are required to do the following to ensure conformity with the CMP Land Use Analysis Program requirements:

- Forward to Alameda CTC all notices of preparation, draft and final Environmental Impact Reports and Environmental Impact Statements, and final dispositions of General Plan amendment and development requests.
- Analyze large development projects according to the guidelines in this chapter, including the use of the Alameda Countywide Travel Demand Model or an approved subarea model and disclosure of impacts to the MTS, if Alameda CTC determines the project exceeds the threshold for which CMP review is required.
- Work with Alameda CTC on the mitigation of development impacts on the regional transportation system.

### During annual conformity findings process

Local jurisdictions are required to do the following to ensure conformity with the CMP Land Use Analysis Program requirements during the annual conformity findings process with occurs from September to November:

- Demonstrate to Alameda CTC that the Land Use Analysis Program is being carried out.

Provide Alameda CTC with:

- 1) a list of land use development projects approved during the previous fiscal year; and
- 2) a copy of the most recent Housing Element Annual Progress Report submitted to the state Department of Housing and Community Development. In 2014, Alameda CTC began to use this information to develop a database of land use approvals for enhanced monitoring of transportation-land use coordination and planning.

### As needed according to Alameda Countywide Travel Demand Model development schedule

During travel model updates, provide an update (prepared by the jurisdiction's planning department)



of the anticipated land use changes likely to occur using MTC/ABAG's most recent forecast for a near-term and far-term horizon year. This land use information should be provided in a format compatible with the Countywide Travel Demand Model.

## Next Steps

The following are next-step items for the CMP Land Use Analysis Program to strengthen the connection between land use and transportation.

- Monitor potential updates to CMP legislation and revise the Land Use Analysis Program to align with the new requirements while keeping it an effective tool to monitor the impact of land use development on the countywide multimodal transportation system.
- Monitor SB 743 final rulemaking and revise transportation impact analysis methodology requirements and procedures to reflect new CEQA Guidelines.
- In view of the significant implications of the above legislative actions on the CMP as a whole, particularly the Land Use Analysis Program, until the legislative actions are finalized, the following next steps identified in prior updates of the CMP, which are still important, can be postponed, so they can be realigned with the potential legislative outcomes.
  - Develop a policy regarding tiering off of CMP analysis conducted as part of a specific plan or other area plan, if that analysis was conducted using a version of the Alameda Countywide Travel Demand Model that is no longer the most current version.
  - Pending availability of funding, conduct a Feasibility Study for implementing an auto trips generated or VMT-based areawide transportation impact fee.
  - Continue to provide technical assistance to local jurisdictions on potential options to revise

CEQA thresholds to reduce barriers to infill development approvals.

Additionally, the CMP will continue to pursue the following depending on available resources:

- Identify ways to address rural roadway improvement needs and efforts that support PCA goals.
- Consider establishing a means for projects that impact long travel corridors and traverse multiple jurisdictions within Alameda County to contribute their fair share of required mitigation measures throughout the corridor.
- Explore development of partnerships for sharing the costs for implementing related mitigation measures for congested cross-county corridors.
- Explore establishing cross-county partnerships with adjacent counties to develop mutually agreeable strategies for cross-county-corridor improvements.

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