



CITY OF LODI

COUNCIL COMMUNICATION

AGENDA TITLE: Designate San Joaquin County Council of Governments (COG) as Congestion Management Agency

MEETING DATE: March 20, 1991

PREPARED BY: City Manager

RECOMMENDED ACTION: That the City Council designate the San Joaquin County Council of Governments (COG) as the Congestion Management Agency for this County.

BACKGROUND INFORMATION: Proposition 111, approved by the voters in June, 1990, requires that each County establish a Congestion Management Agency. This agency will be responsible for tying transportation decisions to land use decision on a regional basis. At two Cities-County meetings late last year, the general consensus was that COG is the logical choice to serve the County and the seven cities of the County in that capacity. State law requires the development in each County of a Congestion Management Program (CMP). The theme behind the CMP legislation is integrated planning. The program is designed to coordinate land use, air quality and transportation planning. State law further requires that the designated Congestion Management Agency develop and monitor this CMP. In reality, COG is already proceeding with work on the development of the CMP so that the County of San Joaquin will be able to meet the December 1, 1991 deadline for the preparation of this plan.

It was agreed at the last Mayors/City Managers meeting held at the Stockton City Hall March 1 that the cities and the County should individually formally take action in this regard. Attached (Exhibit A) is the appropriate resolution for Council action. Also attached (Exhibit B) is a copy of the Congestion Management Program Briefing Manual prepared by COG.

FUNDING: None required

Respectfully submitted,

Thomas A. Peterson
City Manager

TAP:br
Attachments

CCCOM163

APPROVED: _____

THOMAS A. PETERSON
City Manager



RESOLUTION NO. 91-
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A RESOLUTION OF THE LODI CITY COUNCIL
DESIGNATING THE SAN JOAQUIN COUNTY COUNCIL OF GOVERNMENTS
THE CONGESTION MANAGEMENT AGENCY FOR SAN JOAQUIN COUNTY
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WHEREAS, the Government Code Chapter 2.6 (commencing with Section 65088), added by AB 471 and modified by AB 1791 requires that with the passage of Proposition 111 of 1990, Congestion Management Programs be developed and annually updated; and

WHEREAS, a Congestion Management Program must be developed in every county that includes an urbanized area, and shall for those counties include every city and the county; and

WHEREAS, Congestion Management Programs must contain level of service (LOS) standards for a designated system of highways and roadways; standards for frequency, routing and coordination of public transit services; a trip reduction and travel demand element; a program to analyze impacts of local land use decisions on a regional transportation system; a seven-year capital improvement program to maintain or improve level of service and transit performance; and a uniform computer model and database; and

WHEREAS, when completed, the Congestion Management Program must be consistent with the Regional Transportation Plan (RTP) and be incorporated into the Regional Transportation Improvement Program (RTIP) starting in 1991; and

WHEREAS, the Congestion Management Agency is then annually required to determine if the county and cities are conforming to the program; and

WHEREAS, this Congestion Management Program must be prepared by a Congestion Management Agency designated by the Board of Supervisors and a majority of the cities representing a majority of the incorporated population; and

WHEREAS, the San Joaquin County Council of Governments (SJCCOG) is the Metropolitan Planning Organization and the Regional Transportation Planning Agency for San Joaquin County; and

WHEREAS, SJCCOG is responsible for preparing the RTP, the RTIP and the regional transportation model and has a working knowledge of the interrelationships among transportation planning, land use planning and air quality planning necessary for the preparation of the Congestion Management Program; and

WHEREAS, SJCCOG has the ability to provide a forum for all local government agencies that will be affected by this program;

NOW, THEREFORE, BE IT RESOLVED BY THE LODI CITY COUNCIL that based on the criteria for preparing, administering and monitoring compliance with the Congestion Management Program, the San Joaquin County Council of Governments is designated the Congestion Management Agency for San Joaquin County.

Dated: March 20, 1991

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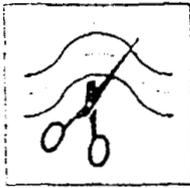
I hereby certify that Resolution No. _____ was passed and adopted by the Lodi City Council in a regular meeting held March 20, 1991 by the following vote:

Ayes: Council Members -

Noes: Council Members -

Absent: Council Members -

Alice M. Reimche
City Clerk



Congestion Management Program

Briefing Manual

Introduction

The Congestion Management Program (CMP) is the State Legislature's effort, spearheaded by Assemblyman Richard Katz, to improve congestion on California's highways and roads. The program is based in part on Contra Costa County's growth management initiative, and in part on a variety of other transportation planning ideas. The theme behind the CMP legislation is integrated planning. From one point of view, the program is designed to coordinate land use, air quality and transportation planning. From another perspective, the CMP's emphasis on regional transportation systems seeks to better integrate local, regional and state planning policies. The thrust of the CMP legislation is that new land uses must be developed in tandem with new transportation capacity, as needed.

The CMP is a state-mandated program. State law requires a CMP to be created and for local compliance with the CMP to be annually monitored. The program is also linked to new gasoline tax revenues which local governments receive under the provisions of Propositions 111 and 108, approved by the voters in June 1990. Failure to comply with CMP requirements can jeopardize the local governments' share of these new revenues. All urban counties, defined as those with populations over 50,000, are required to prepare a congestion management program. According to 1990 census population figures, forty counties fall into this category. The Council of Governments, as the acting congestion management agency, has been coordinating CMP efforts and exchanging information with other counties, particularly with adjoining counties.

Participants

State law requires the designated congestion management agency to create and monitor the CMP. San Joaquin County, the cities in the county, the Air Pollution Control District, transit providers and Caltrans must be consulted in the CMP creation phase. The San Joaquin County Council of Governments has assembled a technical advisory group ("ConMAG") with representatives from these organizations to assist in the creation of CMP requirements. The input of local governments is critical because they are responsible for implementing the CMP once it has been put into place.

Process

The CMP process involves two parts: a) creating the program itself; and, b) monitoring compliance with the program and making any necessary annual revisions. The first step of the creation phase is to designate which agency is responsible for administering the CMP. The county and the cities are responsible for making this designation. At present, the Cities and County Association has recommended that the San Joaquin

County Council of Governments be designated as the congestion management agency (CMA), but no formal designation has been made (as of January 1991). The Council of Governments is proceeding with work on the CMP in the meantime so that San Joaquin County can meet the December 1, 1991 deadline for preparation of the CMP. The second step in phase one is to create the congestion management program. The CMP becomes the basis for coordinating regional transportation planning in subsequent years.

The monitoring phase (phase two) initially involves measuring regional traffic and transit performance against CMP standards and projecting the impacts of land uses on the regional transportation system. The CMA is responsible for monitoring local government compliance with CMP standards, as well as compliance with information and participation requirements. If traffic on the CMP's regional transportation system falls below standards, local governments must develop plans to address "deficient" road segments. Finally, the ongoing CMP process will inevitably include revising the program to improve its operation and to accommodate new circumstances. All of these steps are explained in greater detail in the paragraphs below.

CMP Components

The CMP has seven components:

- u Designation of a regional transportation system
- o Transit standards
- o Traffic level of service standards
- o Trip reduction measures
- u CMP computer models
- o Land use analysis component
- o 7-year capital improvement program (CIP)

CMP System. The system is required to include all state highways and "principal arterials." The congestion management agency, in consultation with the local governments, decides which roads are regionally significant enough to be considered principal arterials. This network of highways and arterials is the base from which traffic levels of service and land use development impacts are measured. Once a link is placed on the CMP system, it may not be removed at a later date. Thus, determining which roads to place on this network must be done carefully. Also, since local governments are responsible for monitoring the level of service of the CMP roads that fall within their jurisdiction, they will play a key role in selecting these roads. The Congestion Management Advisory Group (ConMAG) is in the process of designating a draft CMP system.

Traffic Level of Service Standards. "Level of service" or LOS is a qualitative way of describing traffic congestion. Levels follow the report card scale of A - F, in which "A" signifies the best service and "F" signifies the worst. The level of service is determined differently depending on the characteristics of the road: freeway, expressway, city street with stop signs or stop lights, etc. Generally, the level of service is based on a variety of factors: traffic density, average travel speed, traffic flow rates or, at a controlled intersection, percent time delay. The law allows the CMP to set levels of service on the system no lower than "E" or existing levels of service. The COG guidance has recommended setting a level of service at "D" for all roads on the CMP system, to correspond with the LOS set in Measure K's Local Transportation Authority.

ConMAG has formed a level of service subcommittee to address the issues associated with this CMP component.

Transit Standards. Transit standards for routing, frequency and coordination among transit operators must be established. The COG guidance recommends that routing and frequency standards be set for urban areas (Stockton and perhaps Lodi) and commute trips, while coordination standards will be set for all trips. Coordination standards address issues such as convenience of transfer points, arrival and departure times for different routes, multi-modal connections and fare transferability. ConMAG's transit subcommittee is in the process of developing draft transit standards.

Trip Reduction. The trip reduction component will promote alternative transportation methods and reduced travel demand. Under this component, local jurisdictions must adopt trip reduction ordinances. The state-mandated Transportation Control Measures plan, which staff is developing in conjunction with Merced and Stanislaus County, will be folded into this trip reduction measure. This plan will likely include examples of or set minimum requirements for trip reduction ordinances.

Land Use Impacts. The CMP must include a program to analyze the impact of local land use decisions on the regional transportation system. This analysis could be combined with the review of general plan amendments, the development of community plans, the environmental impact review (EIR) process or the approval of zoning reclassifications, site approvals or other discretionary applications. State law requires the local jurisdictions to determine the effect of land use decisions on the CMP system, as well as to determine the cost to mitigate these land use impacts.

Traffic Model. COG will be using its regional transportation model in the CMP process. This model, in coordination with local models, will monitor the traffic level of service across the regional transportation system and along specific links. Also, these computer models will be used to project the impact of local land use decisions on the transportation system (e.g., how much traffic does the project generate?). State law requires that if local models are used, they must be approved by the CMA and be consistent with the regional model.

Capital Improvement Program (CIP). The CIP is the 7-year plan for implementing the improvements or mitigations that fall out of the CMP process. The CIP must be composed of capital projects that: a) maintain or improve the traffic LOS or transit standards, or b) mitigate local land use impacts. Furthermore, these projects must conform to air quality standards. All projects applying for state funding in the regional transportation improvement plan (RTIP), must first be in the CIP. The RTIP is the state-required transportation planning document. {In effect, for state funding purposes, the CIP becomes the RTIP, except that the CIP is revised annually, while the RTIP is revised only every other year.}

Relationship to Other Plans, Programs

The CMP will be closely linked to current transportation and air quality plans. As discussed above, the CIP will become the basis for state-funded RTIP projects. In a broader sense, the CMP must be consistent with the longer-term regional transportation plan (RTP), which in turn must be consistent with state and local air quality attainment plans. The law is silent on the relationship between the CMP and local general plans, though it does allow general plans to choose to include CMP provisions in their goals, policies and objectives. Finally, the relationship between the

CMP and the California Environmental Quality Act (CEQA) is not clear. State law does not specify whether or not the CMP is subject to CEQA review. COG staff is awaiting final legal opinions on this issue.

Annual Monitoring

The CMA is responsible for annually monitoring local government compliance with the congestion management program. The monitoring process is designed to encourage compliance, giving two separate opportunities for jurisdictions to meet the CMP's requirements. First, the congestion management agency must make a finding of conformance or nonconformance with the CMP for each local jurisdiction. A finding of nonconformance can be based on a variety of circumstances, including the failure to meet traffic or transit standards, adopt and implement a trip reduction and travel demand ordinance, or adopt and implement a program to analyze the impact of land use decisions. Second, if the CMA issues a finding of nonconformance, the city or county has 90 days to correct the discrepancy. Only if a jurisdiction continues to be out of compliance with the CMP can the CMA notify the State Controller, who will withhold gasoline tax revenues.

Deficiency Plans

If a segment of the designated CMP system falls below traffic LOS standards, the local jurisdiction can prepare a "deficiency plan" in order to remain in compliance with the CMP. In effect, the deficiency plan option removes the threat of lost gas tax subventions in cases where a road fails to meet the required level of service.

If a deficiency plan exists, cities or the county may exclude congested section of roadway from CMP analysis while they are working to solve the traffic problem. For instance, if traffic level of service along Route 99 through Stockton falls to "E," which is (below the tentative standard set in COG guidance), the City of Stockton would be required to develop a deficiency plan. The plan would designate this segment of the route as "deficient," then indicate how the city expects to improve the level of service.

The deficiency plan must include the following components:

- Analysis of the causes of the deficiency
- List of local improvements that can be made on the deficient segment
- List of improvements to increase traffic flow throughout the CMP system
- Action Plan

The local government must prepare this deficiency plan, but it is required to obtain the list of proposed improvements to the CMP system from the Air Pollution Control Board.

Deadline for CMP Creation

While no official deadline for creating a CMP exists, the capital improvement program (CIP) must be the basis for the regional transportation improvement plan (RTIP) due on December 1, 1991. COG has set a target month of August for development of the entire CMP, with adoption of the program shortly thereafter.

RESOLUTION NO. 91-62
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A RESOLUTION OF THE LODI CITY COUNCIL
DESIGNATING THE SAN JOAQUIN COUNTY COUNCIL OF GOVERNMENTS
THE CONGESTION MANAGEMENT AGENCY FOR SAN JOAQUIN COUNTY

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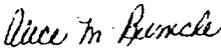
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I hereby certify that Resolution No. 91-62 was passed and adopted by the Lodi City Council in a regular meeting held March 20, 1991 by the following vote:

Ayes: Council Members - Pennino, Pinkerton, Sieglock, Snider
and Hinchman (Mayor)

Noes: Council Members - None

Absent: Council Members - None


Alice M. Reimche
City Clerk

91-62

RES9162/TXTA.02J