



DATE: November 10, 2015

CATEGORY: New Business

DEPT.: Community Development/
Public Works

TITLE: **Multimodal Improvement Plan and
Citywide Transportation Impact Fee
Scope of Work**

RECOMMENDATION

1. Approve a midyear Capital Improvement Project entitled “Multimodal Improvement Plan and Transportation Impact Fee Nexus Study” and appropriate and transfer \$258,000 from the Development Services Fund. (Five votes required)
2. Reduce appropriations in the Community Development Department by \$50,000 for the Congestion Management Agency Multimodal Plan included in the Adopted Budget. (Five votes required)
3. Authorize the City Manager or designee to approve a professional services contract with TJKM for the Multimodal Improvement Plan and Transportation Impact Fee Nexus Study in an amount not to exceed \$186,740.
4. Authorize the City Manager or designee to approve a professional services contract with Hatch Mott McDonald to provide professional services to assist City staff in the technical review of the Multimodal Improvement Plan and Transportation Impact Fee Nexus Study in an amount not to exceed \$25,000.

BACKGROUND

Congestion Management Program and General Plan Growth

The Multimodal Improvement Plan stems from General Plan growth traffic impacts and regional transportation planning requirements in the Santa Clara Valley Transportation Authority’s (VTA) Congestion Management Program (CMP). The CMP is mandated by State law, with the intent to develop a comprehensive transportation improvement program among local jurisdictions to reduce traffic congestion and improve land use decision making and air quality. VTA serves as the Congestion Management Agency (CMA) for Santa Clara County and maintains the County’s CMP.

VTA has established a list of major intersections that are monitored for congestion with level of service (LOS) standards set by the CMP statute. Table 1 shows the list of Mountain View CMP intersections, their LOS standard, existing LOS, and projected LOS, based on the City's recently adopted 2030 General Plan and Precise Plans (which take into account both local and regional growth). This plan will also consider freeway ramps, such as Shoreline Boulevard and U.S. 101, and facilities outside the City limits, such as Mary Avenue and Central Expressway in Sunnyvale and San Antonio Road and Charleston Road in Palo Alto. Attachment 1 is a map of all CMP facilities in the Mountain View area.

Table 1: CMP Intersections

	LOS Standard	Existing LOS (AM/PM)	2030 LOS (AM/PM) ¹
El Camino Real and San Antonio Road	E	D/D	F/F
El Camino Real and Rengstorff Avenue	E	C/C	E-/F
El Camino Real and El Monte Avenue	E	C-/C-	F/D
El Camino Real and Miramonte Avenue/Shoreline Boulevard	E	D+/D+	F/F
El Camino Real and Castro Street	E	C/C	F/F
El Camino Real and Highway 237/Grant Road	E	D/D+	F/E
Central Expressway and Rengstorff Avenue	E	D-/D-	F/F
Central Expressway and Shoreline Boulevard (West)	E	B+/B+	E/D
Central Expressway and Shoreline Boulevard (East)	E	B/B	E/E-
Central Expressway and Castro Street/Moffett Boulevard	E	D/D	F/F
Central Expressway and Whisman Road	E	B+/B+	B-/C
Central Expressway and Highway 237/Ferguson Drive	E	B/B+	D-/F

According to CMP legislation, if a city fails to meet LOS standards for one or more of these intersections, it risks forfeiting roughly 25 percent of gas tax allocations from the State. In Fiscal Year 2014-15, about \$2.1 million of Gas Tax funding was budgeted for

¹ Based on analysis in the El Camino Real, North Bayshore, and San Antonio Precise Plan Environmental Impact Reports (EIRs). Where analysis in the EIRs differed, the lower LOS is shown.

street improvement projects around the City, of which approximately \$415,000 would be lost if the City were not in compliance with the CMP. Over the last five years, this amount has averaged about \$405,000 per year.

ANALYSIS

Multimodal Improvement Plan Purpose

In general, LOS standards are maintained through street widening. The Mountain View 2030 General Plan's policy direction, however, does not support street widening as a solution to this issue (see Policy MOB 10.3: Avoidance of Street Widening, Page 114). This is due to limited space for additional right-of-way, increased crossing distances for pedestrians, and other issues related to the City's desired character. Instead, the General Plan directs future efforts to include transportation demand management, operational improvements, and multimodal improvements and services.

VTA supports multimodal policies and programs instead of street widening. However, VTA requires cities to prepare a Multimodal Improvement Plan to document existing and future efforts to address increased congestion. If a City's Multimodal Improvement Plan is adopted and approved by the VTA Board of Directors, the City will be in conformance with the CMP, even if intersections fall below the LOS standard, and will not risk losing Gas Tax revenue.

A multimodal improvement plan allows the City flexibility when meeting LOS standards is impossible or undesirable. For example, the City has an interest in pedestrian- and bicycle-friendly streets, sustainable development, vibrant village centers, and connections to neighboring cities. For these and other situations, a multimodal improvement plan allows the City to adopt innovative and comprehensive transportation strategies to improve system-wide multimodal transportation rather than strictly adhering to a traffic LOS standard that may contradict other community goals. A multimodal improvement plan allows the City flexibility for transportation system improvements to a range of facilities or services (e.g., transit, bicycles, walking, or transportation demand management) when an LOS violation occurs on one or more intersections.

Multimodal Improvement Plan Content

A multimodal improvement plan must include the following:

1. *Analysis of the cause of the deficiency.* This analysis includes a summary of projected growth and identifies constraints on the improvement of deficient intersections.
2. *Analysis of the improvements needed.* This analysis identifies possible improvements to deficient intersections and the cost of those improvements. Examples of such improvements include new turn lanes and signal timing.
3. *A list of alternative actions, improvements, and programs that will improve systemwide level of service and improve air quality.* These alternatives may include pedestrian, bicycle, and transit improvements; transportation demand management requirements; and alternative transportation programs and services, such as shuttles and bike share.
4. *An action plan for implementing the improvements outlined above in No. 2 or the alternative actions outlined in No. 3.* The action plan must include a means to realistically achieve the identified actions and improvements. It must also include collaboration with adjacent jurisdictions and ongoing implementation monitoring.

Scope of Work

In June, the City issued a Request for Proposals (RFP) for this project. TJKM was the only respondent to the RFP. After reviewing the proposal and interviewing the project team, staff determined that TJKM is qualified for the project. This recommendation is based on technical qualifications, experience working on similar projects, and experience working in Mountain View.

The scope of work (Attachment 2—Multimodal Improvement Plan and Nexus Study Scope of Work) includes the following main elements:

- **An action list that builds on recent planning work.** To develop the action list, the project team will pull from several recent land use and transportation plans developed by the City, such as the El Camino and San Antonio Precise Plans, the Pedestrian Master Plan, and the Bicycle Transportation Plan Update.
- **Targeted outreach.** The Multimodal Improvement Plan will build upon the extensive outreach conducted with recent land use and transportation plans. In

In addition, the project scope includes outreach, such as a website for stakeholders to identify potential improvements. Drafts of the Plan will be reviewed at public meetings by the City Council and/or Council Transportation Committee. Additionally, the team will coordinate with neighboring jurisdictions, Caltrans, and VTA on the Plan approach and content.

- **A user-friendly final plan.** The final Multimodal Improvement Plan will be a useful resource for determining development requirements, concurrent improvements, procedures for working with other jurisdictions, and monitoring/revisions to the Plan.

The Multimodal Improvement Plan is expected to be completed in 18 to 24 months (Attachment 3 - Multimodal Improvement Plan Draft Schedule). During that time, the City Council and/or the Council Transportation Committee will review the following Multimodal Improvement Plan deliverables (more than one deliverable may be reviewed at the same meeting):

- Draft Action, Improvement, and Program Lists
- Draft Multimodal Improvement Plan
- Final Multimodal Improvement Plan

Transportation Impact Fee Nexus Study

A nexus study for a Transportation Impact Fee (TIF) is proposed as an optional, concurrent task with the Multimodal Improvement Plan (Attachment 2). A nexus study establishes the relationship between any proposed fee and the impact of development to ensure the fee is fair and legally defensible. Nexus Studies are established under State law requirements (AB 1600).

Without a fee, development triggering LOS deficiency on CMP intersections may be subject to a complicated and unpredictable “fair-share” analysis of the impact and potential solutions. While VTA does not require the City to adopt a TIF, there are several advantages to the City to undertake this work:

- It will provide the City with resources to pay for actions in the Multimodal Improvement Plan. Without a fee, the City would need to find other funding sources.

- A fee would provide a more streamlined process for staff and more predictability for developers.
- Revenue from the fee could be used flexibly according to the City's priorities, rather than being constrained by the timing and projected impacts of development.

The City is conducting a nexus study to support a similar impact fee on North Bayshore development. Staff has not yet determined how the two fees may be applied to projects in North Bayshore. The project team will study this issue and develop a recommendation that does not double-count projects or impacts.

The City Council and/or the Council Transportation Committee will review the following Transportation Impact Fee Nexus Study deliverables, which will be combined with the Multimodal Improvement Plan discussions:

- Draft nexus report and recommended fee.
- Final nexus report and fee adoption.

Other Intersections

CMP intersections do not include all the major City intersections expected to fall below the City's LOS standard due to growth outlined in the General Plan and regional impacts. Recent traffic analyses have identified multiple intersections with future congestion deficiencies. Some examples include Shoreline Boulevard/Middlefield Road; San Antonio Road/California Street; and Grant Road/Cuesta Drive. Failing to meet the City's LOS standard on these intersections is not subject to CMP legislation or VTA review, but it does affect the quality of life for Mountain View residents.

The proposed scope of work for the Multimodal Improvement Plan includes analysis of these intersections in addition to CMP intersections. Staff recommends this analysis so the Multimodal Improvement Plan can provide Citywide strategies to address roadway impacts and multimodal system improvements. Including non-CMP intersections in the nexus study will also allow the application of TIF funds to improve these facilities.

Technical Support

The proposed study will include technical analysis of multiple intersections, feasibility assessments, and cost estimating, all of which must be reviewed. Traffic Engineering staff currently has a very high workload due to bicycle- and pedestrian-related projects,

and high number of development applications. Currently, Hatch Mott MacDonald (HMM) is providing consulting services to help balance this workload. Staff proposes to use HMM to assist in the technical review of the documents.

FISCAL IMPACT

The nexus study would enable the City to establish a new Transportation Impact Fee, if desired by the City Council. The total expected revenue from this new fee is unknown at this time, but could be millions of dollars per year. TIF funds can also be used for future updates to these documents.

The Community Development Department's adopted operating budget has already allocated \$50,000 to pay for the Multimodal Improvement Plan's VTA requirements. However, TJKM has reviewed the required tasks and estimates that \$26,290 more would be needed to complete the Plan as required by VTA.

Additional scope of work beyond what is required by VTA for the Multimodal Improvement Plan, specifically the analysis of non-CMP intersections and the nexus study, is estimated to cost \$85,950. Including a 15 percent contingency to cover any unexpected costs, the total contract with TJKM will be \$186,740.

The new Capital Improvement Project (CIP) also includes \$30,000 for City staff project management. This will help track total project costs as this information can be included in the nexus study to help pay for staff time on updates of these documents. In addition, the CIP includes the technical support from Hatch Mott MacDonald (HMM).

Total funding for this project of \$258,000 is proposed from the Development Services Fund since it is related to new development. The Development Services Fund has a sufficient balance to fund these tasks. Because \$50,000 funding was included in the operating budget, it is recommended to reduce the operating budget by that amount and transfer and appropriate \$258,000 to the new CIP.

The costs of all tasks identified in this report are summarized below.

Multimodal Improvement Plan (VTA)	\$ 76,290
Analysis of Non-CMP intersections	50,330
TIF Nexus Study	35,620
Contingency (15%)	<u>24,500</u>
Total Contract with TJKM	\$186,740
Technical Support from HMM	25,000
Project Management/City Staff	30,000
Administration (6.5%)	<u>15,800</u>
TOTAL	<u>\$258,000</u> (rounded)

CONCLUSION

Staff recommends approving the proposed scope of work and authorizing the use of funds for development of a Multimodal Improvement Plan and Citywide Transportation Impact Fee (TIF) Nexus Study. The Multimodal Improvement Plan will ensure the City remains in conformance with VTA's Congestion Management Program (CMP) requirements and not risk losing future gas tax revenues. The TIF could be a key tool to implement the Multimodal Improvement Plan, both for CMP and non-CMP intersections.

ALTERNATIVES

1. Do not approve the recommended scope of work and consultant and direct staff to issue a new RFP.
2. Do not approve additional funds for a Transportation Impact Fee Nexus Study.
3. Provide other direction relevant to these projects.

PUBLIC NOTICING

Agenda posting and e-mailed notices to recent applicants for new development.

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- Attachments:
1. Map of CMP Facilities
 2. Multimodal Improvement Plan and Nexus Study Scope of Work
 3. Multimodal Improvement Plan Draft Schedule