

***CONGESTION MANAGEMENT PROGRAM
FOR SAN BERNARDINO COUNTY***

2007 Update

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**by
SAN BERNARDINO ASSOCIATED GOVERNMENTS**

*Prepared by SANBAG
in cooperation with
the Comprehensive Transportation Plan Technical Advisory Committee*

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PREFACE

This document is the 2007 update to the Congestion Management Program (CMP) for San Bernardino County, originally adopted in 1992 and updated in 1993, 1995, 1997, 1999, 2001, 2003, and 2005. This revision to the CMP was developed in cooperation with the CTP Technical Advisory Committee, and was recommended for approval by the Plans and Programs Policy Committee of San Bernardino Associated Governments, prior to its approval by the full Board of Directors.

This document identifies goals of the program, defines legal requirements, provides other background information and describes each individual element, component, and requirement of the program. It also reflects all legislative changes to the program since its inception in 1992. The CMP defines a network of state highways and arterials, level of service standards and related procedures, and provides technical justification for the approach. The decisions reflected in this document are subject to ongoing review. Numerous opportunities for review have and will continue to be provided through meetings of the Technical Advisory Committee, its subcommittees, the Plans and Programs Policy Committee, and the SANBAG Board of Directors. The next regular update of the CMP is scheduled for 2009, although interim modifications or refinements through the technical and policy channels described above can occur as needed.

DEFINITIONS

CMP Model: A travel demand forecasting model or set of models, maintained by the regional agency (SCAG), SANBAG, or through agreement with another agency, that will provide annual CMP travel demand forecasts for San Bernardino County which are consistent with the regional travel demand forecasting model. Consistent annual forecasts for some less populous portions of the county may be provided by travel demand forecasting methods which are consistent with the CMP model. More detailed local travel demand forecasting models found by SANBAG to be consistent with the CMP model may also be used at the discretion of local jurisdictions to implement provisions of the CMP (Government Code Section 65089.(c)).

Congestion Management Agency (CMA): From California Government Code Section 65089.(a), the county transportation commission or other public agency designated by the county board of supervisors and the city councils of a majority of the cities representing a majority of the population within the incorporated area of the county. Within San Bernardino County, San Bernardino Associated Governments (SANBAG) is the designated CMA.

Local jurisdiction: The County of San Bernardino or any city within San Bernardino County. This term is used in place of the word "city" in the California Government Codes referencing Congestion Management Programs. Government Code Section 65088.1(c) states: "City" includes a city and county.

Model consistency: The ability of a travel demand forecasting model to produce forecasts which are comparable or similar to forecasts produced by the regional and CMP travel demand models for a standard planning horizon (such as 2010), using demonstrably equivalent input data and modeling practice acceptable to the regional agency (Southern California Association of Governments).

Regional agency: From California Government Code section 65088.1(a), regional agency means the agency responsible for preparation of the regional transportation improvement program (RTIP). For San Bernardino County, this agency is the Southern California Association of Governments (SCAG).

Responsibility: Use of this term implies jurisdictional or agency accountability for implementation of a provision of the Congestion Management Program and does not imply any relationship or linkage to the California Environmental Quality Act.

TIA Report: A Traffic Impact Analysis Report, consistent with the CMP Guidelines, prepared by a local jurisdiction or development project applicant to identify the potential impact of the proposed project and mitigations needed to maintain the traffic level of service on the CMP network, and the mitigation cost.

1. INTRODUCTION

1.A BACKGROUND

Proposition 111, passed in June 1990, provided additional transportation funding through a \$.09 per gallon increase in the state gas tax. This equates to an estimated annual return of more than \$6.25 per person for cities within San Bernardino County, and \$7.1 million for the County.

Included with the provision for additional transportation funding was a requirement to undertake a Congestion Management Program within each county with an urbanized area having a population of 50,000 or more, to be developed and adopted by a designated Congestion Management Agency (CMA). Within San Bernardino County, SANBAG was designated the CMA by the County Board of Supervisors and a majority of the cities representing a majority of the incorporated population.

The first countywide Congestion Management Program (CMP) was developed by SANBAG and its consultant, in cooperation with a technical advisory committee composed of planning and engineering staff from SANBAG, SANBAG member cities, the County, transit providers, the Southern California Association of Governments (SCAG), the California Department of Transportation (Caltrans), the South Coast Air Quality Management District (AQMD), and the Mojave Desert Air Quality Management District (MDAQMD). It was adopted in November 1992, and was updated in 1993, 1995, 1997, 1999, 2001, 2003 and 2005.

This document represents the eighth update of the countywide CMP, and reflects legislative changes enacted by the California Legislature following creation of the original program in 1990.

Although implementation of the Congestion Management Program was made voluntary by the passage of AB 2419 (Bowler), the CMP requirement has been retained in all five urban counties within the SCAG Region. In addition to its value as a transportation management tool, CMPs have been retained in these counties because of the Federal Congestion Management System requirement that applies to all large urban areas that are not in attainment of federal air quality standards. These counties recognize that the CMP provides a mechanism through which locally implemented programs can fulfill most aspects of a regional requirement that would otherwise have to be addressed by the Regional Agency (SCAG). The Federal Department of Transportation has stated that “the State’s CMP is a principal element of the CMS.”

1.B LEGISLATIVE INTENT AND LEGAL REQUIREMENTS

The California legislature's intent for the CMP is contained in Government Code Section 65088:

"The Legislature finds and declares all of the following:

- (a) Although California's economy is critically dependent upon transportation, its current transportation system relies primarily upon a street and highway system designed to accommodate far fewer vehicles than are currently using the system.
- (b) California's transportation system is characterized by fragmented planning, both among jurisdictions involved and among the means of available transport.

- (c) The lack of an integrated system and the increase in the number of vehicles are causing traffic congestion that each day results in 400,000 hours lost in traffic, 200 tons of pollutants released into the air we breathe, and three million one hundred thousand dollars (\$3,100,000) added costs to the motoring public.
- (d) To keep California moving, all methods and means of transport between major destinations must be coordinated to connect our vital economic and population centers.
- (e) In order to develop the California economy to its full potential, it is intended that federal, state, and local agencies join with transit districts, business, private and environmental interests to develop and implement comprehensive strategies needed to develop appropriate responses to transportation needs."
- (b) Unless the context requires otherwise, "agency" means the agency responsible for the preparation and adoption of the congestion management program. *Within San Bernardino County, the agency is SANBAG.*
- (c) "Commission" means the California Transportation Commission.
- (d) "Department" means the Department of Transportation (*Caltrans*).
- (e) "Local jurisdiction" means a city, a county, or a city and county.
- (f) "Parking cash-out program" means an employer-funded program under which an employer offers to provide a cash allowance to an employee equivalent to the parking subsidy that the employer would otherwise pay to provide the employee with a parking space. "Parking subsidy" means the difference between the out-of-pocket amount paid by an employer on a regular basis in order to secure the availability of an employee parking space not owned by the employer and the price, if any, charged to an employee for use of that space. A parking cash-out program may include a requirement that employee participants certify that they will comply with the guidelines established by the employer designed to avoid neighborhood parking problems, with a provision that employees not complying with the guidelines will no longer be eligible for the cash-out program.

The requirements for the CMP were formulated by the legislature to address these concerns.

Definitions of terms used in the statutes are provided in California Government Code Section 65088.1. Explanatory text not included in the Government Code is shown in italics:

- (a) Unless the context requires otherwise, "regional agency" means the agency responsible for preparation of the regional transportation improvement program. *Within San Bernardino County, the regional agency is the Southern California Association of Governments (SCAG).*
- (g) "Urbanized area" has the same meaning as is defined in the 1990 federal census for urbanized areas of more than 50,000 population.

- (h) "Interregional travel" means any trips that originate outside the boundary of the agency.
- (i) "Multimodal" means the utilization of all available modes of travel that enhance the movement of people and goods, including, but not limited to, highway, transit, nonmotorized and demand management strategies including, but not limited to, telecommuting. The availability and practicality of specific multimodal systems, projects, and strategies varies by county and region in accordance with the size and complexity of different urbanized areas.
- (j) "Level of service standard" is a threshold that defines a deficiency on the congestion management program highway and roadway system which requires the preparation of a deficiency plan. It is the intent of the Legislature that the agency shall use all elements of the program to implement strategies and actions that avoid the creation of deficiencies and to improve multimodal mobility.

California Government Code Section 65088.3 contains the conditions under which an urbanized county could opt out of State Congestion Management Program requirements:

"This chapter does not apply in a county in which a majority of the local governments, collectively comprised of the city councils and the county board of supervisors, which in total also represent a majority of the population in the county, each adopt resolutions electing to be exempt from the congestion management program.

California Government Code Section 65088.5 states the requirements for use of Congestion

Management Programs to meet federal congestion management system requirements:

Congestion management programs, if prepared by county transportation commissions and transportation authorities created pursuant to Division 12 (commencing with Section 130000) of the Public Utilities Code, shall be used by the regional transportation planning agency to meet federal requirements for a congestion management system, and shall be incorporated into the congestion management system.

California Government Code Section 65089 states the requirements for Congestion Management Programs:

"(a) A congestion management program shall be developed, adopted, and updated biennially, consistent with the schedule for adopting and updating the regional transportation improvement program, for every county that includes an urbanized area, and shall include every city and the county. The program shall be adopted at a noticed public hearing of the agency. The Program shall be developed in consultation with, and with the cooperation of, the transportation planning agency, regional transportation providers, local governments, the department, and the air pollution control district or the air quality management district, either by the county transportation commission, or by another public agency, as designated by resolutions adopted by the county board of supervisors and the city councils of a majority of the cities representing a majority of the population in the incorporated area of the county.

(b) The program shall contain all of the following elements:

(1) (A) Traffic level of service standards established for a system of highways and roadways designated by the agency. The system shall include at a minimum all state highways and principal arterials. No highway or roadway designated as a part of the system shall be removed from the system. All new state highways and principal arterials shall be designated as part of the system. Level of service (LOS) shall be measured by Circular 212, (or by the most recent version of the Highway Capacity Manual), or by a uniform methodology adopted by the agency which is consistent with the Highway Capacity Manual. The determination as to whether an alternative method is consistent with the Highway Capacity Manual shall be made by the regional agency, except that the department shall make this determination instead if either (i) the regional agency is also the agency, as those terms are defined in Section 65088.1, or (ii) the department is responsible for preparing the regional transportation improvement plan for the county.

(B) In no case shall the LOS standards established be below the level of service E or the current level, whichever is farthest from level of service A. When the level of service on a segment or at an intersection fails to attain the established level of service standard, a deficiency plan shall be adopted pursuant to Section 65089.4.

(2) A performance element that includes performance measures to evaluate current and future multimodal system performance for the movement of people and goods. At a minimum, these performance measures shall incorporate highway and roadway system performance, and measures established for the frequency and routing of public transit,

and for the coordination of transit service provided by separate operators. These performance measures shall support mobility, air quality, land use, and economic objectives, and shall be used in the development of the capital improvement program required pursuant to paragraph (5), deficiency plans required pursuant to Section 65089.4, and the land use analysis program required pursuant to paragraph (4).

(3) A travel demand element that promotes alternative transportation methods, including, but not limited to, carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including, but not limited to, flexible work hours, telecommuting, and parking management programs. The agency shall consider parking cash-out programs during the development and update of the travel demand element.

(4) A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts. This program shall measure, to the extent possible, the impact to the transportation system using the performance measures described in paragraph (2). In no case shall the program include an estimate of the costs of mitigating the impacts of interregional travel. The program shall provide credit for local public and private contributions to improvements to regional transportation systems. However, in the case of toll road facilities, credit shall only be allowed for local public and private contributions that are unreimbursed from toll revenues or other state or federal sources. The agency shall calculate the amount of the credit to be provided. The program defined under this section may

require implementation through the requirements and analysis of the California Environmental Quality Act, in order to avoid duplication.

(5) A seven year capital improvement program, developed using the performance measures described in paragraph (2) to determine effective projects that maintain or improve the performance of the multimodal system for the movement of people and goods, to mitigate regional transportation impacts identified pursuant to paragraph (4). The program shall conform to transportation-related vehicle emissions air quality mitigation measures, and include any project that will increase the capacity of the multimodal system. It is the intent of the Legislature that, when roadway projects are identified in the program, consideration be given to maintaining bicycle access and safety at a level comparable to that which existed prior to the improvement or alteration. The capital improvement program may also include safety, maintenance, and rehabilitation projects that do not enhance the capacity of the system but are necessary to preserve the investment in existing facilities.

(c) The agency, in consultation with the regional agency, cities, and the county shall develop a uniform data base on traffic impacts for use in a countywide transportation computer model and shall approve transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system that are based on the countywide model and standardized modeling assumptions and conventions. The computer models shall be consistent with the modeling methodology adopted by the regional

planning agency. The data bases used in the models shall be consistent with the databases used by the regional planning agency. Where the regional agency has jurisdiction over two or more counties, the databases used by the agency shall be consistent with the databases used by the regional agency.

(d) (1) The city or county in which a commercial development will implement a parking cash-out program which is included in a congestion management program pursuant to subdivision (b), or a deficiency plan pursuant to Section 65089.4, shall grant to that development an appropriate reduction in parking requirements otherwise in effect for new commercial development.

(2) At the request of an existing commercial development that has implemented a parking cash-out program, the city or county shall grant an appropriate reduction in the parking requirements otherwise applicable based on the demonstrated reduced need for parking, and the space no longer needed for parking purposes may be used for other appropriate purposes.

California's use of the Congestion Management Program to implement the federal Congestion Management System (CMS) is indicated in Section 65089 (e):

“Pursuant to the federal Intermodal Surface Transportation Efficiency Act 1991 and regulations adopted pursuant to the act, the department shall submit a request to the Federal Highway Administration Division Administrator to accept the congestion management program in lieu of development of a new congestion management system otherwise required by the act.”

The Certification of Management Systems and Workplans, including the CMS workplan, was prepared in a manner consistent with this direction, and was submitted by the department on December 8, 1994. It was accepted by the Federal Highway Administration Division Administrator on April 12, 1995.

Requirements for regional agency review and participation are contained in Government Code Section 65089.2:

"(a) Congestion management programs shall be submitted to the regional agency. The regional agency shall evaluate the consistency between the program and the regional transportation plans required pursuant to Section 65080. In the case of multicounty regional transportation planning agency, that agency shall evaluate the consistency and compatibility of the programs within the region.

(b) The regional agency, upon finding that the program is consistent, shall incorporate the program into the regional transportation improvement program as provided for in Section 65082. If the regional agency finds the program is inconsistent, it may exclude any project in the congestion management program from inclusion in the regional transportation improvement program.

(c) (1) The regional agency shall not program any surface transportation funds and congestion mitigation and air quality funds pursuant to Section 182.6 and 192.7 of the Streets and Highways Code in a county unless a congestion management program has been adopted by December 31, 1992, as required pursuant to Section 65089. No surface transportation program funds or congestion mitigation and air

quality funds shall be programmed for a project in a local jurisdiction that has been found to be in nonconformance with a congestion management program pursuant to Section 65089.5 unless the agency finds that the project is of regional significance.

(2) Notwithstanding any other provision of law, upon the designation of an urbanized area, pursuant to the 1990 federal census or a subsequent federal census, within a county which previously did not include an urbanized area, a congestion management program as required pursuant to Section 65089 shall be adopted within a period of 18 months after designation by the Governor.

(d) (1) It is the intent of the Legislature that the regional agency, when its boundaries include areas in more than one county, should resolve inconsistencies and mediate disputes which arise between agencies related to congestion management programs adopted for those areas.

(2) It is the further intent of the Legislature that disputes which may arise between regional agencies, or agencies which are not within the boundaries of a multicounty regional transportation planning agency, should be mediated and resolved by the Secretary of the Business, Housing and Transportation Agency, or an employee of that agency designated by the secretary, in consultation with the air pollution control district or air quality management district within whose boundaries the regional agency or agencies are located.

(e) At the request of the agency, a local jurisdiction that owns, or is responsible for operation of, a trip-generating facility in another county shall participate in the congestion management program of the

county where the facility is located. If a dispute arises involving a local jurisdiction, the agency may request the regional agency to mediate the dispute through procedures pursuant to subdivision (d) of Section 65089.2. Failure to resolve the dispute does not invalidate the congestion management program."

Monitoring of CMP implementation is addressed in Government Code Section 65089.3:

"The agency shall monitor the implementation of all elements of the congestion management program. The department is responsible for data collection and analysis on state highways, unless the agency designates that responsibility to another entity. The agency may also assign data collection and analysis responsibilities to other owners and operators of facilities or services if the responsibilities are specified in its adopted program. The agency shall consult with the department and other affected owners and operators in developing data collection and analysis procedures prior to program adoption. At least biennially, the agency shall determine if the county and cities are conforming to the congestion management program, including, but not limited to, all of the following:

- (a) Consistency with levels of service standards, except as provided in Section 65089.4.
- (b) Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of the costs associated with mitigating these impacts.
- (c) Adoption and implementation of a deficiency plan pursuant to Section

65089.4 when highway and roadway level of service standards are not maintained on portions of the designated system.

CMP deficiency plan requirements are specified in Government Code Section 65089.4:

(a) A local jurisdiction shall prepare a deficiency plan when highway or roadway level of service standards are not maintained on segments or intersections of the designated system. The deficiency plan shall be adopted by the city or county at a noticed public hearing.

(b) The agency shall calculate the impacts subject to exclusion pursuant to subdivision (f) of this section, after consultation with the regional agency, the department, and the local air quality management district or air pollution control district. If the calculated traffic level of service following exclusion of these impacts is consistent with the level of service standard, the agency shall make a finding at a publicly noticed meeting that no deficiency plan is required and so notify the affected local jurisdiction.

(c) The agency shall be responsible for preparing and adopting procedures for local deficiency plan development and implementation responsibilities, consistent with the requirements of this section. The deficiency plan shall include all of the following:

- (1) An analysis of the cause of the deficiency. This analysis shall include the following:
 - (A) Identification of the cause of the deficiency.
 - (B) Identification of the impacts of those local jurisdictions within the jurisdiction of the agency that contribute to the deficiency.

These impacts shall be identified only if the calculated traffic level of service following exclusion of impacts pursuant to subdivision (f) indicates that the level of service standard has not been maintained, and shall be limited to impacts not subject to exclusion.

(2) A list of improvements necessary for the deficient segment or intersection to maintain the minimum level of service otherwise required and the estimated costs of the improvements.

(3) A list of improvements, programs, or actions, and estimates of costs, that will (A) measurably improve multimodal performance, using measures defined in paragraphs (1) and (2) of subdivision (b) of Section 65089, and (B) contribute to significant improvements in air quality, such as improved public transit service and facilities, improved nonmotorized transportation facilities, high occupancy vehicle facilities, parking cash-out programs, and transportation control measures. The air quality management district or air pollution control district shall establish and periodically revise a list of approved improvements, programs, and actions that meet the scope of this paragraph. If an improvement, program, or action on the approved list has not been fully implemented, it shall be deemed to contribute to significant improvements in air quality. If an improvement, program, or action is not on the approved list, it shall not be implemented unless approved by the local air quality management district or air pollution control district.

(4) An action plan, consistent with the provisions of Chapter 5 (commencing with Section 66000), that shall be implemented, consisting of improvements identified in paragraph (2), or

improvements, programs, or actions identified in paragraph (3), that are found by the agency to be in the interest of the public health, safety and welfare. The action plan shall include a specific implementation schedule. The action plan shall include implementation strategies for those jurisdictions that have contributed to the cause of the deficiency in accordance with the agency's deficiency plan procedures. The action need not mitigate the impacts of any exclusions identified in subdivision (f). Action plan strategies shall identify the most effective implementation strategies for improving current and future system performance.

(d) A local jurisdiction shall forward its adopted deficiency plan to the agency within 12 months of the identification of the deficiency. The agency shall hold a noticed public hearing within 60 days of receiving the deficiency plan. Following that hearing, the agency shall either accept or reject the deficiency plan in its entirety, but the agency may not modify the deficiency plan. If the agency rejects the plan, it shall notify the local jurisdiction of the reasons for that rejection, and the local jurisdiction shall submit a revised plan within 90 days addressing the agency's concerns. Failure of a local jurisdiction to comply with the schedule and requirements of this section shall be considered to be nonconformance for the purposes of Section 65089.5.

(e) The agency shall incorporate into its deficiency plan procedures a methodology for determining if deficiency impacts are caused by more than one local jurisdiction within the boundaries of the agency.

(1) If, according to the agency's methodology, it is determined that more than one local jurisdiction is responsible

for causing a deficient segment or intersection, all responsible local jurisdictions shall participate in the development of a deficiency plan to be adopted by all participating local jurisdictions.

(2) The local jurisdiction in which the deficiency occurs shall have lead responsibility for developing the deficiency plan and for coordinating with other impacting local jurisdictions. If a local jurisdiction responsible for participating in a multi-jurisdictional deficiency plan does not adopt the deficiency plan in accordance with the schedule and requirements of paragraph (a) of this section, that jurisdiction shall be considered in nonconformance with the program for purposes of Section 65089.5.

(3) The agency shall establish a conflict resolution process for addressing conflicts or disputes between local jurisdictions in meeting the multi-jurisdictional deficiency plan responsibilities of this section.

(f) The analysis of the cause of the deficiency prepared pursuant to paragraph (1) of subdivision (c) shall exclude the following:

- (1) Interregional travel.
- (2) Construction, rehabilitation, or maintenance of facilities that impact the system.
- (3) Freeway ramp metering.
- (4) Traffic signal coordination by the state or other multijurisdictional agencies.
- (5) Traffic generated by the provision of low and very low income housing.
- (6) (A) Traffic generated by high density residential development located within one-fourth of a mile of a fixed rail passenger station.

(B) Traffic generated by any mixed use development located within one-fourth of a mile of a fixed rail passenger station, if more than half of the land area, or floor area, of the mixed use development is used for high density housing, as determined by the agency.

(g) For the purposes of this section, the following terms have the following meanings:

(1) "High density" means residential density development which contains a minimum of 24 dwelling units per acre and a minimum density per acre which is equal to or greater than 120 percent of the maximum residential density allowed under the local general plan and zoning ordinance. A project providing a minimum of 75 dwelling units per acre shall automatically be considered high density.

(2) "Mixed use development" means development which integrates compatible commercial or retail uses, or both, with residential uses, and which, due to the proximity of job locations, shopping opportunities, and residences, will discourage new trip generation."

The procedure for and penalties associated with a determination of nonconformance are stated in Government Code Section 65089.5:

“(a) If, pursuant to the monitoring provided for in Section 65089.3, the agency determines, following a noticed public hearing, that a city or county is not conforming with the requirements of the congestion management program, the agency shall notify the city or county in writing of the specific areas of nonconformance. If, within 90 days of the receipt of the written notice of nonconformance, the city or county has

not come into conformance with the congestion management program, the governing body of the agency shall make a finding of nonconformance and shall submit the finding to the commission and to the Controller.

(b) (1) Upon receiving notice from the agency of nonconformance, the Controller shall withhold apportionments of funds required to be apportioned to that nonconforming city or county by Section 2105 of the Streets and Highways Code.

(2) If, within the 12-month period following the receipt of a notice of nonconformance, the Controller is notified by the agency that the city or county is in conformance, the Controller shall allocate the apportionments withheld pursuant to this section to the city or county.

(3) If the Controller is not notified by the agency that the city or county is in conformance pursuant to paragraph (2), the Controller shall allocate the apportionments withheld pursuant to this section to the agency.

(c) The agency shall use funds apportioned under this section for projects of regional significance which are included in the capital improvement program required by paragraph (5) of subdivision (b) of Section 65089, or in a deficiency plan which has been adopted by the agency. The agency shall not use these funds for administration or planning purposes.”

Government Code Section 65089.6 addresses the relationship between the CMP and general plan conformity:

“Failure to complete or implement a congestion management program shall not give rise to a cause of action against a city

or county for failing to conform with its general plan, unless the city or county incorporates the congestion management program into the circulation element of its general plan.”

Certain developments are exempted from actions associated with the congestion management program by Government Code Section 65089.7:

“A proposed development specified in a development agreement entered into prior to July 10, 1989, shall not be subject to any action taken to comply with this chapter, except actions required to be taken with respect to the trip reduction and travel demand element of a congestion management program pursuant to paragraph (3) of subdivision (b) of Section 65089.”

Portions of the Government Code that provide insight or guidance to elements of the CMP, are restated within the appropriate CMP chapters.

1.C GOALS OF THE CONGESTION MANAGEMENT PROGRAM

The goals of the San Bernardino County Congestion Management Program are:

- Goal 1 - Maintain or enhance the performance of the multimodal transportation system, and minimize travel delay.
- Goal 2 - Assist in focusing available transportation funding on cost-effective responses to subregional and regional transportation needs.

- Goal 3 - Provide for technical consistency in multimodal transportation system analysis.
- Goal 4 - Help to coordinate development and implementation of subregional transportation strategies across jurisdictional boundaries.
- Goal 5 - Anticipate the impacts of proposed new development on the multimodal transportation system, provide consistent procedures to identify and evaluate the effectiveness of mitigation measures, and provide for adequate funding of mitigations.
- Goal 6 - Promote air quality and improve mobility through implementation of land use and transportation alternatives or incentives that reduce both vehicle trips and miles traveled, and vehicle emissions.

The CMP also incorporates the goals of the regional transportation plan. These are:

- Maximize mobility and accessibility for all people and goods in the region.
- Ensure travel safety and reliability for all people and goods in the region.
- Preserve and ensure a sustainable regional transportation system.
- Maximize the productivity of our transportation system.
- Protect the environment, improve air quality and promote energy efficiency.
- Encourage land use and growth patterns that complement our transportation investments and improve the cost-effectiveness of expenditures.

- Maximize the security of our transportation system through improved system monitoring, rapid recovery planning, and coordination with other security agencies.

1.D ELEMENTS OF THE CONGESTION MANAGEMENT PROGRAM

To meet these goals and the statutory requirements, the CMP includes the following elements:

- System Level of Service Element. Defines the CMP system of roadways, designates level of service standards for the system, and establishes procedures to be used to calculate level of service.
- Performance Measures Element. Identifies performance measures used to characterize the performance of the multimodal transportation system, including standards for transit routing and frequency, and standards for the coordination of transit service provided by separate operators. Performance measures identified in this element are to be used in development of the capital improvement program, deficiency plans, and the land use analysis program.
- Land Use/Transportation Analysis Element. Provides a consistent method for analyzing the impacts of land use decisions on the CMP transportation system, and estimating the cost of mitigation.
- Travel Demand Element. Provides guidance for travel demand management ordinances enacted by local jurisdictions.

- Five-year Capital Improvement Program. Contains improvements that maintain or improve traffic and transit performance and mitigate impacts on the regional system identified by the land use/transportation analysis program, deficiency plans, and other forecasting and analysis elements of the CMP.

Two additional components of the CMP support the five elements. First, the Congestion Management Agency is required to develop a uniform database on traffic impacts, consistent with the regional (Southern California Association of Governments) database, for use in the countywide transportation computer model. The CMA is also required to approve computer models of specific areas that are used by local jurisdictions to determine the impacts of land use changes, which add trips on the circulation system.

Monitoring is also an essential component of the CMP process. The local jurisdictions, Air Districts, Caltrans, and the CMA have monitoring responsibilities within the CMP framework. The CMA's responsibility is focused on assisting and ensuring compliance by local jurisdictions with the CMP requirements.

1.E THE CMA'S APPROACH TO THE CONGESTION MANAGEMENT PROGRAM

The CMA's approach to the CMP in San Bernardino County is to maximize opportunities for local governments, the CMA, Caltrans and other planning and engineering agencies to implement efficient, comprehensive, multimodal transportation planning at a subregional scale to better focus transportation funding where needs are greatest, while minimizing procedural complications and redundancy. The intent is to make the planning and programming process more effective through

consistent use and consolidation of existing processes wherever possible.

The CMP grants no land use authority to any regional agency, including the CMA. The process is unlikely to jeopardize local gas tax subventions unless cities or the County choose not to address deficiencies through preparation and implementation of deficiency plans. The program is designed to provide advance notice of potential transportation problems through two separate mechanisms: one which focuses on traffic forecasting and one which identifies impacts of land use decisions and evaluates available mitigations and their costs. The deficiency plan framework also provides local governments with opportunities to address deficiencies in a variety of ways, some of which are systemic and less capital-intensive than the traditional "add-a-lane" approach to mitigation.

Traffic congestion, long commutes, and smog have long been identified by many residents of San Bernardino County to be among the most serious issues threatening our quality of life. Since 1984, the population of San Bernardino County has increased more than 93 percent. In the same period, State highway lane miles in the County have increased about 2.5 percent. Several freeway segments now have peak period speeds less than 25 miles per hour, and operate at traffic level of service (LOS) F. Discussions with agencies in San Bernardino County have indicated that factors such as inadequate coordination between land use and transportation planning, lack of coordination and consistency among plans and activities of neighboring jurisdictions, and failure to mitigate interjurisdictional impacts have contributed to these problems. The CMP is a means to directly address these problems. It reinforces the land use/transportation linkage and promotes interjurisdictional planning, with the goal of maintaining or improving the performance of the regional transportation system while meeting air quality objectives.

While the CMP requires consideration of interjurisdictional transportation issues and provides for technical consistency among the various transportation planning efforts in progress, it is a transportation tool kit, not a transportation blueprint or plan. Instead, statute intends the Regional Transportation Plan (RTP) to be that blueprint, with the CMP as a subregional implementation mechanism for the Plan.

The sheer scale of the region addressed by SCAG's RTP necessitates that its scope is restricted to regionally significant transportation facilities, programs, and issues. However, beginning with the 1994 RTP and continuing with the 1998, 2001, 2004, and 2008 RTPs, SCAG has solicited more detailed input from Transportation Commissions, subregional agencies, and local governments. In response, SANBAG has undertaken preparation of a countywide Comprehensive Transportation Plan designed to address local, as well as regional transportation issues affecting San Bernardino County. The Comprehensive Transportation Plan provides a forum in which all jurisdictions and interests can participate in collectively developing long-term, subarea-level transportation strategies through the SANBAG Development Mitigation Nexus Study that now comprises Appendix K of the San Bernardino County CMP.

1.F CMP BENEFITS AND RESPONSIBILITIES

The Congestion Management Program benefits the regional transportation system, local planning efforts, and air quality by:

- Defining the existing and future regional multimodal transportation system, and objectively evaluating proposed improvements using standardized methods.

- Providing a process to relate land use and transportation plans, analyze the impacts of land use changes, which add trips or miles traveled to the regional transportation system, and provide for interjurisdictional communication and coordination.
- Providing for a countywide database of transportation information, including traffic counts and travel demand forecasts, available to each jurisdiction to support planning activities.
- Requiring periodic monitoring of the performance of the multimodal transportation system, including standardized level of service analysis procedures, and report formats that will provide information on current roadway and transit operations. In addition, a consistent approach to travel demand forecasting will be used throughout the county to evaluate future system performance. These tools provide decision makers with knowledge needed to more effectively evaluate proposed improvements on the regional transportation system.
- Providing a basis for selecting and implementing those transportation programs that provide the greatest performance and air quality benefits.
- Providing a forum for local jurisdictions, the CMA, Caltrans, and air districts to cooperatively identify opportunities to improve regional transportation system performance and air quality. The CMP process also enhances communication and coordination between local jurisdictions and Caltrans on development activities or improvements adjacent to state highways.

- Providing a procedural framework within which regional and long-range transportation planning and programming can be accomplished comprehensively in coordination with all jurisdictions.

The Congestion Management Program imposes responsibilities on the CMA and the local jurisdictions, as well as explicit or implicit penalties for failure to fulfill the responsibilities. The CMA is required to:

- Develop, update, and monitor implementation of the Congestion Management Program.
- Ensure that the County and cities are in conformance with the CMP through use of consistent methods, maintenance of performance standards or adoption and implementation of deficiency plans, implementation of travel demand management strategies, and adoption and implementation of a program to analyze the impacts of land use decisions on the transportation system, including estimates of costs to mitigate the impacts.
- Through the monitoring program, ensure that the performance standards on the CMP system are maintained, or that deficiency plans to improve system performance or return to the designated standard are prepared and implemented by the local jurisdictions.

The local jurisdictions' responsibilities include:

- Use consistent LOS calculation methodologies, performance standards, and travel forecasting techniques.
- Implement the land use/transportation analysis program.

- Participate in annual monitoring activities, maintain acceptable performance levels on the CMP system of roadways, or if necessary, prepare, adopt, and implement an areawide Deficiency Plan.

Failure of local jurisdictions to fulfill these responsibilities would be grounds for loss of state gas tax funding.

1.G ORGANIZATION OF THE CMP

The CMP consists of the elements defined above. In addition to chapters addressing these elements, additional chapters are provided, plus several appendices. Following the introduction, the CMP document is organized as follows:

- Chapter Two - System Level of Service Element (The CMP Transportation System, including the designated CMP System of Roadways)
- Chapter Three - The Performance Measures Element (The criteria used to determine multimodal transportation system performance, and to select the strategies to be implemented as part of the CMP Transportation Program. This chapter also includes the CMP Level of Service (LOS) standards and procedures to calculate traffic LOS).
- Chapter Four - Land Use/Transportation Analysis Program (A two tiered approach to identifying the impact of land use changes on the regional transportation system, possible mitigations, and their costs)
- Chapter Five - Travel Demand Management Element

- Chapter Six - Capital Improvement Program Element
- Chapter Seven - Monitoring and Transportation Modeling
- Chapter Eight - Deficiency Plans
- Appendix A - Level of Service Analysis Procedures and Monitoring Results
- Appendix B - California Government Codes Referencing the CMP
- Appendix C - Guidelines for Traffic Impact Analysis Reports
- Appendix D - Guidelines for Preparing Deficiency Plans
- Appendix E - CMP Capital Improvement Program
- Appendix F - Conflict Resolution Procedure
- Appendix G – Preliminary Construction Cost Estimates (not updated to current costs)
- Appendix H - Post-Processed Traffic Volume Guidelines
- Appendix I – Trip Generation Rates and Truck Percentages for Industrial and Warehouse Uses
- Appendix J – Requirements for the Land Use/Transportation Analysis Program for local jurisdictions in the San Bernardino and Victor Valley Areas.
- Appendix K – Development Mitigation Nexus Study

Most chapters are structured according to the following format:

- Legal Requirements
- Objectives, Policies, and Actions
- Benefits
- Implications
- The Process
- Agency Responsibilities

Variations in this format are occasionally necessary to address the unique needs of a specific element or process.

1.H SUMMARY OF THE SAN BERNARDINO COUNTY CMP

Chapters 2 through 8, plus the appendices, comprise the remainder of the San Bernardino County CMP. Each chapter contains background information and the approach to the specific element. This summary provides a synopsis of each component of the CMP.

One of the significant benefits of implementing the CMP is the identification of cost-effective improvements and strategies for mitigation of performance problems on the CMP system. Figure 1-1 indicates the process leading to the identification of the mitigation plans and inclusion into the capital improvements program. Plans for the mitigation of performance problems on the system can come from several sources: Traffic Impact Analysis Reports, annual CMP modeling, and most importantly, from areawide deficiency plans. There is extensive interaction among the components of the CMP. The summary presented below lists program components and describes their interrelationships:

- Congestion Management Agency (CMA). SANBAG was designated as the CMA in August 1990.
- The CMP System of Roads. The system includes approximately 1500 miles of State highways and principal arterials. Approximately 500 miles of the roadway system are in the Valley Region and 176 miles are in the Victor Valley Region. The principal arterials were identified through input from local jurisdictions. Future additions to the CMP road system will be based on local recommendations. The term "CMP intersection" refers to the intersections of two CMP roadways. "Key intersections" include all CMP intersections plus other intersections on CMP links considered to be important for level of service monitoring. There are approximately 370 key intersections on the CMP roadway system.
- Level of Service Standards. The adopted level of service standards for the CMP system are the minimum standards allowed in California Government Code Section 65089(b)(1)(B): level of service E for all segments and intersections except those designated level of service F in Chapter 2 of the CMP. In addition, a provision is made for any level of service F facility not to deteriorate greater than 10 percent below its level of service value at the time of initial CMP adoption. This provision is included to avoid dismissal of a serious congestion problem. In addition, a discussion of differential level of service standards for "transit/TDM emphasis areas" is included in Chapter 2. Lower traffic levels of service could be employed within these areas if combinations of modal alternatives, higher land use intensity, mixed uses, and compact land development patterns suggest that the multimodal transportation system could perform adequately in those areas, even with lower traffic levels of service. This concept is consistent with the statutory exemptions provided for in Government Code Section 65089.3(c)(6), and can be implemented through the deficiency plan process.
- Level of Service Procedures. The procedures in the 2000 Highway Capacity Manual (HCM), and its subsequent updates, are adopted as the level of service procedures for the San Bernardino County CMP. In addition to the HCM, if the V/C of the critical movements is equal to or greater than 1.0, the intersection is considered to operate at level of service F. The current version of the Florida Department of Transportation Generalized Peak Hour/Peak Direction Level of Service tables are accepted for calculation of segment level of service. Provisions are also made for more advanced analysis techniques to be adopted in the future, such as traffic signal timing programs for arterials, and freeway simulation models for limited access facilities. The use of these advanced techniques will be at the discretion of each local jurisdiction.

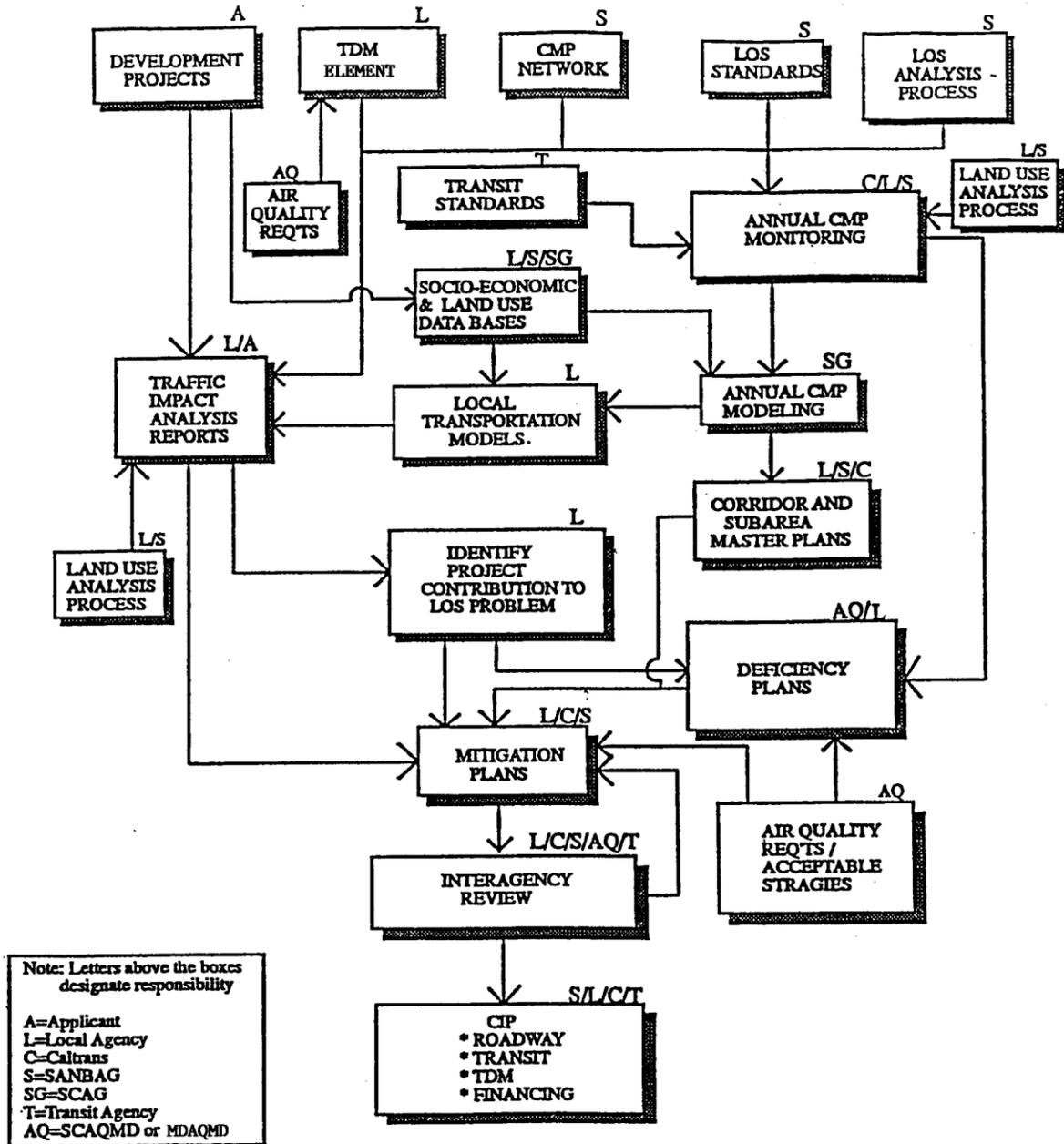


Figure 1-1. CMP Process Leading to Impact Mitigation and the Capital Improvement Program

- Performance Measures Element. Past CMP's were required to establish traffic level of service standards for the CMP system of roads, and also contained a separate transit element which established transit standards for routing, frequency, and coordination in relation to specific corridors, activity centers, and sites with more than 100 employees. The transit element also emphasized peak period service, in keeping with the objectives of congestion management, while maintaining sufficient levels of off-peak service for local mobility needs and transit-dependent ridership. It also identified commuter rail stations and express bus terminals as important focal points of transit activity, with planning for bus feeder service and encouragement of transit-oriented development. The new performance measures element retains the components of the former transit element, but refocuses attention on measures of multimodal system performance, which allow consideration, and comparison of modal alternatives in ways that were not possible when only mode-specific performance measures were used in the CMP. The performance measures specified in this element are also to be used in the land use analysis program, in project identification for the capital improvement program, and in determining the effectiveness of deficiency plan strategies in improving system wide transportation performance.
- The State of the System. The CMP provides a biennial report on the state of the CMP transportation system in San Bernardino County. As of 2007, the State of the System was as follows:
 - Freeways - LOS F is experienced on portions of I-10, I-15, I-215, SR 60, and SR-210 in the AM and PM peak periods. Mapping of these congested locations is available separately from SANBAG.
 - Valley Region Principal Arterials
 - Of the 382 intersections monitored, 192 are under State jurisdiction. The most serious level of service problems are in the PM peak hour. There are currently 12 intersections at LOS E or F in the PM peak period. In the AM peak hour, 7 intersections are at E or F. 11 of the LOS E and F intersections are in the West Valley, and most are on state highways.
 - Victor Valley Principal Arterials
 - Of the 48 intersections, 30 are under State jurisdiction. Currently, no arterial facilities in the Victor Valley operate at an LOS E or F during the AM peak period. However, in the PM peak period two arterial intersections operate at a LOS F. In addition, special cases exist, for example, during peak skiing weekends when other roadways, such as U.S. 395, are heavily congested by interregional traffic.
 - Other areas - The next most serious LOS problems are seasonal in nature, particularly the weekend congestion on SR 330 to and from mountain ski areas.

- Commuting patterns - Origin/destination information from the Census Transportation Planning Package (CTPP), based on the 2000 census, has been tabulated and is available from SANBAG. This includes city-to-city and county-to-county work trip commute patterns.
- Land Use/Transportation Analysis Program. The emphasis of the Land Use/Transportation Analysis Program prior to the 2005 CMP update was individual project review. In the 2005 CMP Update, SANBAG split the Land/Use Transportation Analysis Program into two separate programs. The Nexus Study applies to the urbanized portions of San Bernardino County, while the non-urbanized portions of San Bernardino County will continue to perform Traffic Impact Analysis Reports.

Linkages between this element, deficiency plans, and a comprehensive transportation plan, which includes an assessment of funding shortfalls and identification of funding sources and strategies needed to complete the future transportation system, are expected to provide the basis of an improved land use/transportation analysis program.

An important component of the CMP since 2005 is the inclusion of the SANBAG Nexus Study and its development mitigation requirements. The renewal of the Measure I Ordinance in 2004 required that development pay its fair share toward improvements to the regional transportation system. The key difference between the SANBAG Nexus Study and the use of the Traffic Impact Analysis Report (TIA Report) is that

SANBAG is requiring that all development pay its fair share toward the improvements on the regional transportation system, not just projects that are larger in size.

The revised Land Use/Transportation Analysis Element of the CMP establishes the Development Mitigation Principles adopted by the SANAG Board in July 2004. The specific implementation language for the SANBAG development mitigation program is contained in Appendix J of the CMP.

Areas outside of the urbanized portions of San Bernardino County continue to use the TIA report to provide the basis for assessing the impacts of land use decisions on the regional transportation system. In the non-urbanized portion of San Bernardino County, local jurisdictions still need to copy their TIA reports to the CMA for review when required by local threshold criteria. These thresholds are defined in Chapter 4. Several land use decisions in proximity to one another may be evaluated through a single TIA report.

- Annual CMP Forecasts. Periodic forecasts of future travel demand on the CMP roadway system are conducted using the CMP (CTP) model. Although the statutory CMP planning horizon is seven years, the CMP for San Bernardino County has consistently taken a longer view, to the year 2010 in the initial CMP and to 2030 in this update. Given the complex fiscal and environmental hurdles that must be overcome prior to implementation of most transportation projects or programs, and the time required to complete many of the regionally significant development projects which will determine the future

transportation needs, a 20-year planning horizon is the minimum needed to assure the necessary lead time.

- The Countywide Transportation Model and Data Base. The CMP models in San Bernardino County are consistent with the SCAG regional model, and local models need to be consistent with the CMP model. All or portions of the CMP model can be made available to jurisdictions developing local models. Local models will normally be used as the basis for local traffic impact analysis reports, analysis for general plan updates and revisions, and localized corridor studies. Local models must cover sufficient area to be able to analyze the impacts of development on all CMP roadways, including those impacts that occur outside the jurisdictional boundaries. A memorandum prepared by SCAG, entitled "Guidelines for Local Transportation Model Development and Consistency in Riverside and San Bernardino Counties," will serve as the basis for maintaining an updated, consistent model data base.
- Travel Demand Management Element. The element is intended to provide guidance to local jurisdictions. Each local jurisdiction must consider travel demand management strategies to meet CMP requirements.
- Deficiency Plans. To remain in compliance with the CMP, a deficiency plan must be prepared, adopted, and implemented by local jurisdictions who contribute to situations in which a portion of the CMP road system falls below the level of service standard, as determined from the annual monitoring. The local jurisdiction in which the deficiency occurs

is the lead agency, but the cost of and responsibility for plan preparation and implementation is to be shared among the agencies shown to be contributing to the deficiency. The SANBAG Board of Directors has provided policy guidance indicating that deficiencies should be addressed through areawide, rather than facility-specific deficiency plans, and that the actions to be implemented should be based directly on the Comprehensive Transportation Plan. In areas where State highways are involved, the deficiency plans must be prepared in conjunction with Caltrans.

- Monitoring Program. The monitoring program involves several activities: annual collection of traffic and roadway data, level of service analysis and reporting for the CMP, monitoring of transit system performance, and SANBAG monitoring of various elements of CMP implementation. The program takes advantage of existing resources within Caltrans and local jurisdictions and focuses on critical intersections. All jurisdictions will participate in the collection of traffic data, with emphasis on intersection turning movement counts. Intersections are to be counted every third year. The monitoring program also collects regular information on traffic growth using the State of California's Performance Measurement System (PeMS). The CMA is obligated to monitor maintenance of LOS on the CMP road system, adoption and implementation of a trip reduction/travel demand ordinance, and implementation of the land use analysis program by local jurisdictions. Caltrans and local jurisdictions conduct traffic counts and level of service analyses for annual CMP

updates and provide the results to the CMA.

- Capital Improvement Program. Capital projects and operational improvements are identified through the Development Mitigation Nexus Study (Appendix K), modeling, subsequent corridor/subarea studies, TIA Reports, deficiency plans and other evaluations conducted by local jurisdictions, Air Districts, and Caltrans. Projects are developed by each local jurisdiction and incorporated into the Nexus Study, subject to the requirements of Appendix J of the CMP. Projects for inclusion in the Regional Transportation Improvement Program (RTIP) are separately identified based on short-term funding.

1. CMP EVENTS

The CMP imposes certain obligations on all agencies involved. Some of these obligations are set on an annual schedule, while others are driven by specific events, such as a development application. A summary of CMP scheduled and non-scheduled events is presented below:

Scheduled Events

By December 1 of odd-numbered years – adoption of CMP updates

By April 1 of Each Year

CMP Traffic Counts Conducted.

- Turning movements (AM/PM peak periods) on a three-year rotating schedule.
- Other intersections updated with growth factors.

By May 1 of Each Year

LOS Analyses Submitted to the CMA by Local Jurisdictions (Jurisdictions Work with Caltrans on State Highway LOS).

- Jurisdictions may use computer files from previous CMP.
- Jurisdictions identify deficient intersections, if any, which are not located within deficiency, plan areas.
- Jurisdictions may verify deficient intersections and using travel time runs.

Status of Local Jurisdiction CMP Activity Submitted to the CMA.

- Summary of CMP-reviewed development projects.
- Summary of TDM-related activity.
- Summary of transit activities and relationship to standards.

By June 1 of RTIP Update Years

- Local jurisdictions and Caltrans submit CMP CIP projects to the CMA.
- Jurisdictions and the CMA identify RTIP projects within the overall CMP CIP.
- Local jurisdictions submit information on the implementation of TDM measures.

By June 1 of Each Year (until Deficiency Plans are adopted)

- Identify deficient intersections.

By July 1 of RTIP Years

The CMA compiles CMP Report.

- LOS analysis results and comparison with prior years.
- Identification of existing deficient intersections.
- Action plan for corridor and subarea studies, committee activities, etc..
- Summary of other local jurisdiction CMP activity.
- Additions to the roadway system, if any.
- Changes to LOS standards, if any.

By November of RTIP Years

- CMA approval of CMP.

By November 1

Deficiency plans submitted to the CMA by local agencies.

- Identify causes of deficiency using modeling and prior TIA reports.
- Analyze exclusions:
 - Some may eliminate the need for plan.
- Based on the Comprehensive Transportation Plan, identify strategies to either maintain the traffic level of service at the CMP standard or better, or to provide system-level performance improvements and air quality benefits.
- Identify cost of mitigations.

- Formulate action plan, including implementation schedule.

- Plan will serve as input to CIP.

In November of Each Year

- Annual determination of conformance

CMP Non-Scheduled Events

TIA Reports.

- Triggered by application for development project, specific plan or significant update or amendment to general plan.
- Jurisdictions copy TIA Reports to the CMA, Caltrans, Air Districts, and impacted jurisdictions, based on criteria established in CMP.
- Identify cost to mitigate project impacts, regardless of location.
- Through Comprehensive Transportation Plan, identify transportation funding needs and shortfalls, and develop strategies to fully fund necessary facilities or programs.
- Through the CMP TAC, develop updated land use/transportation analysis procedures applicable to parts of the county where area wide deficiency plans are implemented. The updated procedures are expected to focus on assessment of the consistency of actual development with the growth assumptions underlying the Comprehensive Transportation Plan (CTP), modification of CTP strategies as needed, and phased implementation of the CTP based on the rates of development within the various areas of the County.

**2. SYSTEM LEVEL OF SERVICE
ELEMENT
(THE CMP ROADWAY SYSTEM, LEVEL
OF SERVICE STANDARDS,
AND LEVEL OF SERVICE PROCEDURES)**

The first element of the CMP defines the CMP roadway system, establishes traffic level of service standards on the system, and prescribes procedures for computing traffic levels of service. This chapter is organized to indicate legislative requirements, objectives/policies/actions, and related processes.

2.A LEGAL REQUIREMENTS

California Government Code Section 65089. (b) (1) states that the Level of Service Element shall contain:

"(A) Traffic level of service standards established for a system of highways and roadways designated by the agency. The system shall include at a minimum all State highways and principal arterials. No highway or roadway designated as a part of the system shall be removed from the system. All new State highways and principal arterials shall be designated as part of the system. Level of service (LOS) shall be measured by Circular 212, (or by the most recent version of the Highway Capacity Manual), or by a uniform methodology adopted by the agency which is consistent with the Highway Capacity Manual. The determination as to whether an alternative method is consistent with the Highway Capacity Manual shall be made by the regional agency, except that the department shall make this determination instead if either (I) the regional agency is also the agency, as those terms are defined in Section 65088.1, or (ii) the department is responsible for preparing the regional

transportation improvement plan for the county.

(B) In no case shall the LOS standards established be below the level of service E or the current level, whichever is farthest from level of service A. When the level of service on a segment or at an intersection fails to attain the established level of service standard, a deficiency plan shall be adopted pursuant to Section 65089.4."

2.B LEVEL OF SERVICE DEFINITIONS

The current technical guide to the evaluation of roadway level of service is the 2000 Highway Capacity Manual (HCM), as updated. The 2000 HCM defines level of service as a qualitative measure which describes operational conditions within a traffic stream, generally in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. The criteria used to evaluate LOS conditions vary based on the type of roadway and whether the traffic flow is considered interrupted or uninterrupted.

The definitions of level of service for uninterrupted flow (flow unrestrained by the existence of traffic control devices) can be summarized as follows:

- LOS A represents free flow. Individual users are virtually unaffected by the presence of others in the traffic stream.
- LOS B is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver.
- LOS C is in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by

interactions with others in the traffic stream.

- LOS D represents high-density but stable flow. Speed and freedom to maneuver are severely restricted, and the driver experiences a generally poor level of comfort and convenience.
- LOS E represents operating conditions at or near the capacity level. All speeds are reduced to a low, but relatively uniform value. Small increases in flow will cause breakdowns in traffic movement.
- LOS F is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount which can traverse the point. Queues form behind such locations.

The definitions of level of service for interrupted traffic flow (flow restrained by the existence of traffic signals and other traffic control devices) differ slightly depending on the specific element of the roadway being considered, e.g., signalized intersections versus arterial segments. The level of service criteria for signalized intersections are:

- LOS A - describes operations with average intersection stopped delay (how long a driver must wait at a signal before the vehicle can begin moving again). Average stopped delay between 0.0 and 10.0 seconds per vehicle.
- LOS B - average stopped delay between 10.1 and 20.0 seconds per vehicle.
- LOS C - average stopped delay between 20.1 and 35.0 seconds per vehicle.
- LOS D - average stopped delay between 35.1 and 55 seconds per vehicle.

- LOS E - average stopped delay between 55.1 and 80.0 seconds per vehicle.
- LOS F - average stopped delay greater than 80.0 seconds per vehicle or a V/C greater than or equal to 1.00.

The level of service criteria for arterial segments with free flow speeds (typical traffic speed between intersections) of 40 miles per hour are:

- LOS A - arterial speeds (including intersection delay) greater than 35 mph.
- LOS B - arterial speeds 28.0 to 34.9 mph
- LOS C - arterial speeds 22.0 to 27.9 mph
- LOS D - arterial speeds 17.0 to 21.9 mph
- LOS E - arterial speeds 13.0 to 16.9 mph
- LOS F - arterial speeds less than 13.0 mph

The level of service criteria for arterials with typical free flow speeds of 33 miles per hour provide for lower thresholds of speed than those shown above. Level of service criteria for typical free flow speeds of 27 mph should not be used for principal arterials.

2.C LOS STANDARD DEFINITION AND PURPOSE

California Government Code Section 65088.1(j) discusses the meaning of the CMP level of service standard:

‘Level of service standard’ is a threshold that defines a deficiency on the congestion management program highway and roadway system which requires the preparation of a deficiency plan. It is the intent of the Legislature that the agency shall use all elements of the program to implement strategies and actions that

avoid the creation of deficiencies and to improve multimodal mobility.”

2.D OBJECTIVES, POLICIES, AND ACTIONS

The objectives express the element's basic intent. Policies are guidelines to achieve the objective. Actions are the steps to be taken by the appropriate agencies to implement policies and advance toward the objectives.

Objective 2.1 Maintain and, as needed, update the CMP system of highways and roadways.

Policy 2.1.1 - Use the functional definitions in this chapter and input from local jurisdictions as guidance for the inclusion of additional or new principal arterials on the CMP roadway system in the future.

Action Implement Policy 2.1.1.

RESPONSIBILITY: Local jurisdictions and the CMA Board.

Objective 2.2 Maintain and apply the level of service analysis procedures that best reflect actual system performance.

Policy 2.2.1 - Establish the most current version of the Highway Capacity Manual, published by the Transportation Research Board, as the standard for level of service analysis procedures for use in all CMP related LOS computations.

Action Implement Policy 2.2.1.

RESPONSIBILITY: CMA Board and local jurisdictions.

Action Provide supporting materials and data to local jurisdictions to allow for the most effective application of the procedures.

RESPONSIBILITY: CMA coordinates, Caltrans and local jurisdictions supply data.

Action Provide a description of the adopted capacity analysis procedures, update the procedures as required, and distribute the information to local jurisdictions and Caltrans.

RESPONSIBILITY: CMA

Objective 2.3 Set level of service standards that provide a reasonable balance between mobility and the cost of building and operating the transportation system.

Policy 2.3.1 - Establish level of service E or the current level, whichever is farthest from LOS A, as the LOS standard for intersections or segments on the CMP system of roadways.

If the 1992 LOS was F (see Table 2-1), then a 10 percent or more degradation in the quantitative measure used to determine the LOS (such as delay, V/C, or travel speed) will comprise a deficiency, which must be addressed by a deficiency plan.

Action Implement Policy 2.3.1.

RESPONSIBILITY: CMA Board and local jurisdictions.

2.E BENEFITS OF THE SYSTEM LEVEL OF SERVICE PROGRAM

The CMP system level of service element provides the following benefits:

- Defines a system of roadways that is a basis for implementing the provisions of the Congestion Management Program.

- Serves as a basis for other countywide transportation planning and programming activities.
- Creates a set of consistent, quantitative procedures for defining system deficiencies, helping to evaluate the impacts of land use decisions, and evaluating potential roadway improvements. The procedures provide a tool for evaluating the balance between land use and transportation system capacity.
- Provides a definition of "principal arterial" to be used in updates of the CMP system and for other transportation planning purposes.

2.F CMP ROADWAY SYSTEM

2.F.1 DEFINITION OF PRINCIPAL ARTERIAL

The CMP system is required to include, at a minimum, all State highways and principal arterials. The system to be used for CMP modeling (discussed in Chapter 8) is required to include the System of Regional Significance identified within the Regional Transportation Plan. "Principal arterial" is not defined in the CMP legislation. As part of the development of the CMP for San Bernardino County, a working definition of principal arterial was developed by CMA staff:

Principal arterials are roadways that are of multi-jurisdictional or regional significance. This means that during both peak and off-peak periods, the roadway is likely to carry traffic across city or county boundaries, or within a given jurisdiction is likely to carry a significant proportion of non-local traffic. Additional criteria for principal arterials are:

- Freeways, other State highways, and major projections of those roadways.
- Major roadways leading to or from a freeway interchange.
- Major roadways that provide direct links between freeways and State highways.
- A major roadway that is designated a principal arterial by the local jurisdiction.

This definition is provided for guidance only. The CMP principal arterials are non-State roadways shown in Figures 2-1 through 2-3. The addition of other roadways may be requested by local jurisdictions.

2.F.2 PROCESS OF CMP ROADWAY SYSTEM DEVELOPMENT

The CMP roadway system in San Bernardino County was developed in the following manner:

- The existing classifications of roadways were reviewed. This included a functional classification conducted by FHWA in the early 1980s, the System of Regional Significance defined in the 1989 Regional Mobility Plan, and a sample of classifications in local jurisdiction general plans.
- An initial "working network" was defined by the CMA staff. The initial roadway system included the roadways defined "principal arterial" by FHWA and any additional roadways also defined by the System of Regional Significance. This served as the basis for preliminary review

and recommendations by local jurisdictions and for the collection and analysis of traffic data.

- Meetings and discussions were held with local jurisdictions to review and refine the system. Both deletions and additions to the "working system" were made as a result of those reviews.
- Level of service analyses were conducted on the "working system." This provided additional perspective on the magnitude of congestion problems and brought into focus some of the implications of having a less extensive or more extensive roadway system.
- The roadway system was refined further on the level of service analysis results to reflect local staff input.
- The system was then reviewed and approved by local elected officials.
- Any new State highway will be included in the CMP system. Any new roadway designated as a principal arterial by local jurisdictions, and approved by the CMA Board, will also be included in the CMP system.

2.F.3 THE CMP SYSTEM FOR SAN BERNARDINO COUNTY

Figures 2-1, 2-2, and 2-3 show the CMP system countywide, within the Valley Region, and in the Victor Valley Region, respectively. The mileage characteristics of the roadways are shown in Figure 2-4.

Much of the CMP system mileage is in rural areas where the need for monitoring and the potential for system capacity deficiencies are reduced.

The CMP uses the term "CMP intersections" to refer to the intersection of two CMP roadways.

"Key intersections" include all CMP intersections plus others identified by local jurisdictions as being important to maintaining mobility on the CMP system. For the CMP, intersections operating at level of service D or lower will normally be considered key intersections, in addition to the intersections of two CMP roadways. A listing of key intersections is presented in Appendix A. There are approximately 380 key intersections on the CMP system. The term "CMP segment" is defined as the roadway segment between two CMP intersections or, for limited access highways, the segment between two interchanges. A CMP segment will comprise a unit of measurement for those procedures not involving intersections.

2.G CMP LEVEL OF SERVICE STANDARDS

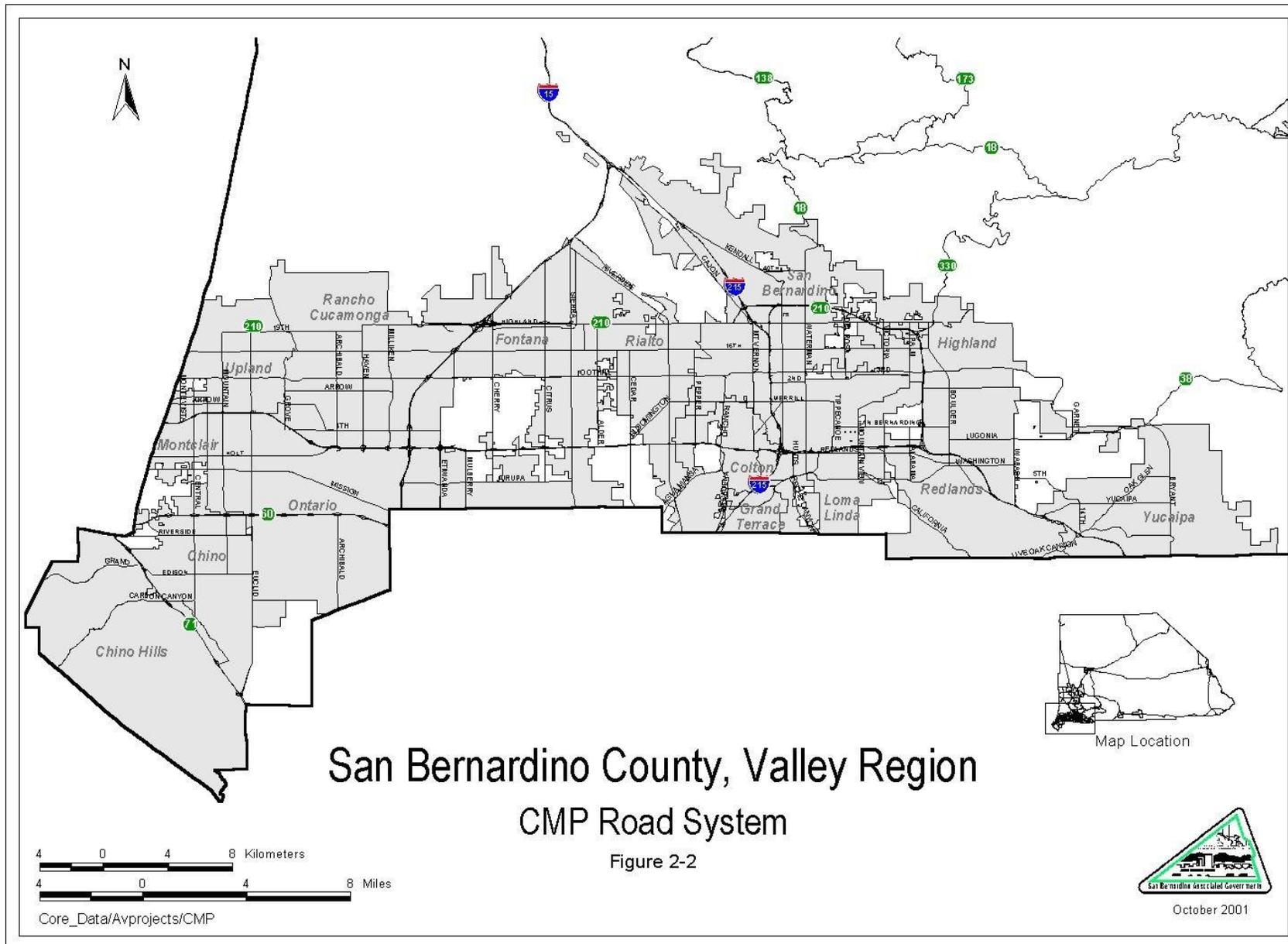
The CMP level of service standards apply to AM and PM weekday peak-hours, except in recreational areas such as Big Bear Lake, where average traffic peaks occurring on weekends will be used. For the CMP roadway system, the level of service standard shall be E for all segments and intersections except those designated level of service F, as listed in Table 2-1. Table 2-1 also shows portions of the CMP system determined to be deficient by the 1993 or 1995 CMP monitoring programs. Each deficient portion of the CMP system identified in Table 2-1 must be addressed through the deficiency process stipulated in Chapter 8 of this document.

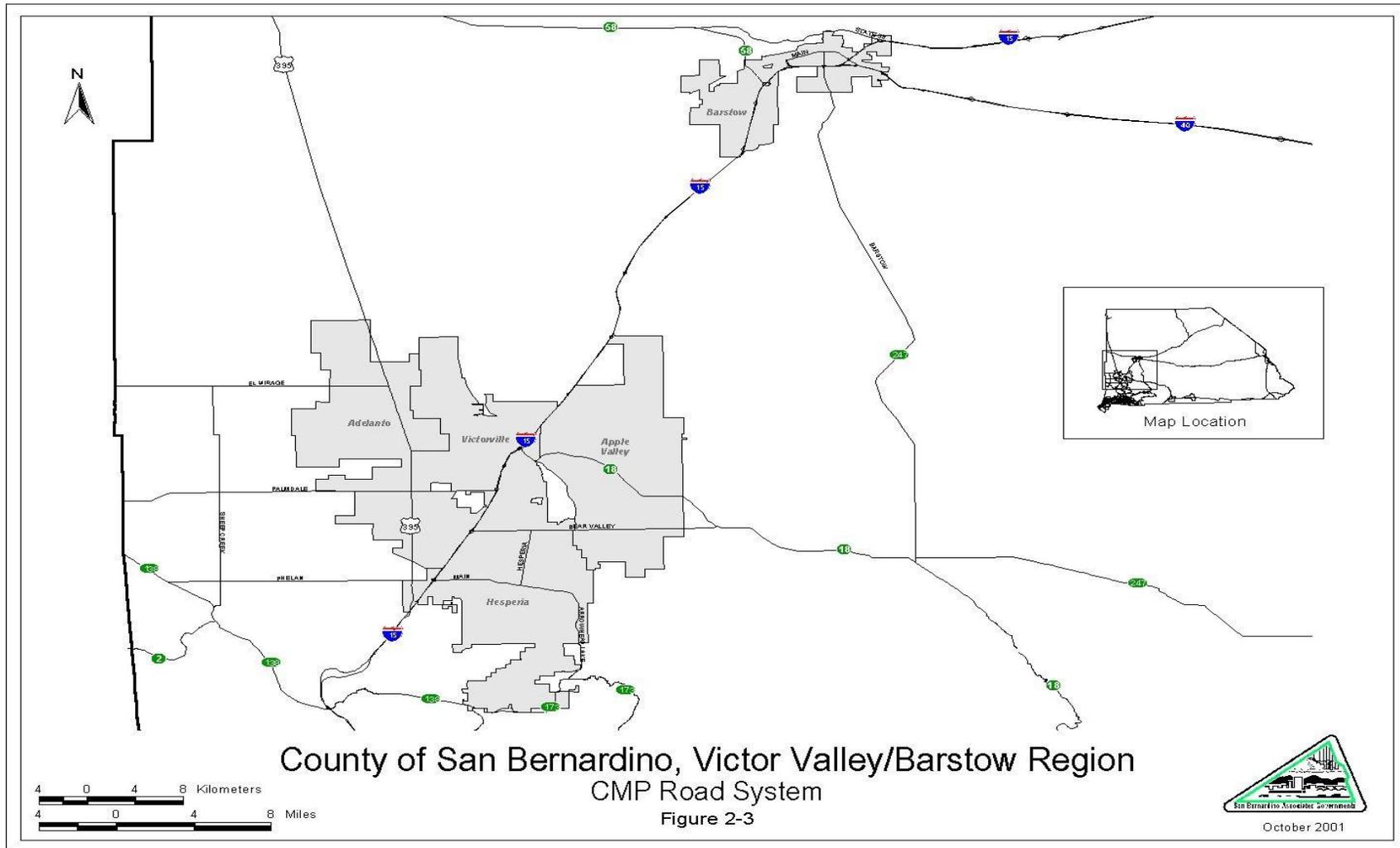
Intersections and segments designated level of service F were computed to be F for either the AM or PM weekday peak-hour.

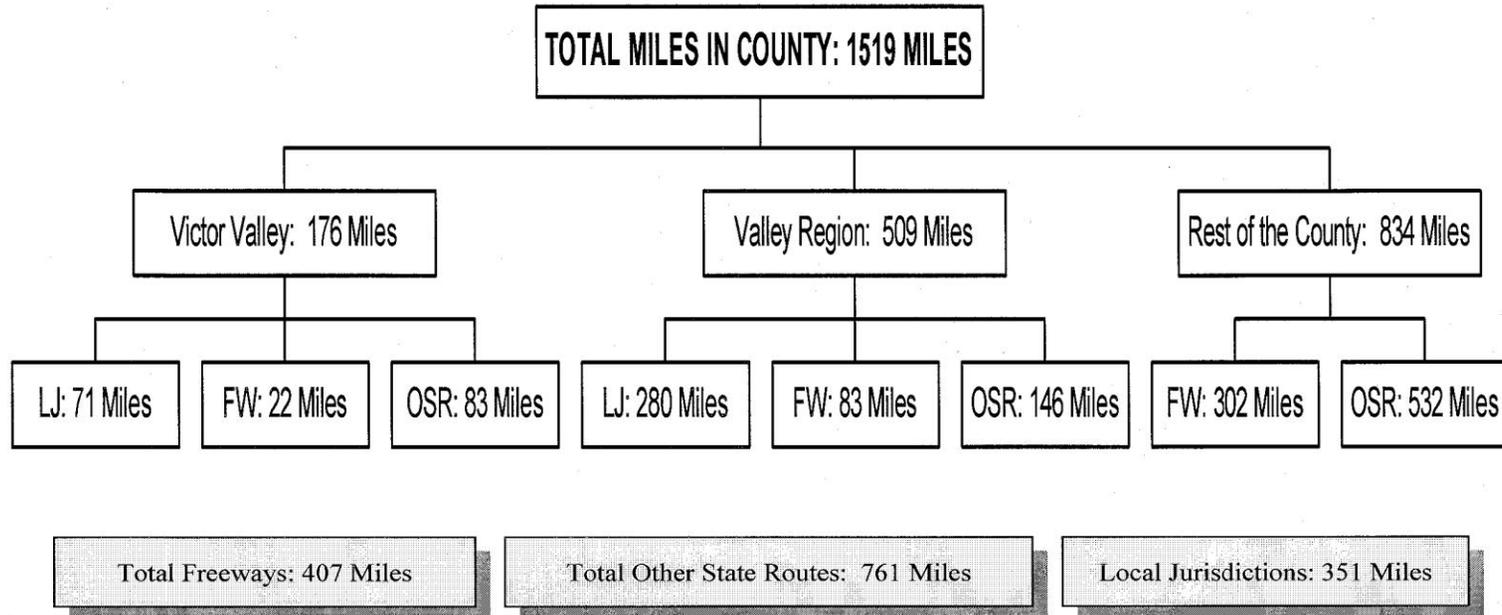
Other provisions of the CMP level of service standards are:

- Any facility with a LOS F standard in 1992 will be defined to have exceeded its

LOS standard if the numerical value of level of service deteriorates by more than 10 percent (see Table 2-1). This provision is included to not permit dismissal of a serious level of service problem just because it is at the lowest letter grade in level of service. A table of current level of service values for intersections and segments with LOS F is presented in Appendix A.







LEGEND
LJ = Local Jurisdiction
OSR = Other State Routes
FW = Freeways

Mileage Characteristics of the San Bernardino County CMP Network
Figure 2-4

Table 2-1

The following is a list of intersections which have been determined to be at LOS F in 1992 based on the average stopped delay per vehicle, or on a v/c ratio for the critical movements equal to or greater than 1.00:

	<u>Local Jurisdiction</u>	<u>Average Stopped Delay/Vehicle</u>	<u>Critical v/c ≥ 1.00</u>
Anderson & Barton	Loma Linda		X
California & Redlands	Loma Linda-Rdlns-SBdno Co.	X	
Mountain View & I-10 (EB)	Loma Linda		X
Grove & Holt	Ontario	X	X
Mountain & Holt	Ontario	X	X
Mountain & Mission	Ontario		X
Euclid & Holt	Ontario		X
Archibald & Foothill	Rancho Cucamonga	X	X
Carnelian & Baseline	Rancho Cucamonga	X	X
Vineyard & Foothill	Rancho Cucamonga	X	X
Grove & Foothill	Rancho Cucamonga-Upland		X
Alabama & Redlands	Redlands		X
Waterman & Hospitality	San Bernardino	X	X
Euclid & Arrow Hwy (10 th)	Upland		X
Central & Foothill	Upland	X	X
Euclid & 19 th	Upland	X	X
Euclid & 16 th	Upland	X	X
Euclid & Foothill	Upland	X	X
Mountain & Foothill	Upland	X	X

**Table 2-1
(continued)**

1992 Segments Designated LOS F:

Freeways

- I-10 Westbound, Milliken Avenue to Central Avenue
- I-10 Westbound, Waterman Avenue to EB Rt-30
- I-10 Eastbound, Central Avenue to Milliken Avenue
- I-10 Eastbound, NB Rt-15 to SB Rt-15
- I-10 Eastbound, SB Waterman to California Street
- SR-60 Westbound, Milliken Avenue to Central Avenue
- SR-60 Eastbound, Central Avenue to Milliken Avenue
- I-215 Northbound, Inland Center to Route 30/Highland Avenue

Valley East/West Arterial Segments

- Foothill between Mountain and Archibald

Valley North/South Arterial Segments

- Citrus between Slover and Valley
- Cedar between Slover and Valley
- Mt. View between Barton and Redlands
- Mountain Ave. between Mission and Holt

Victor Valley Arterial Segments

- Bear Valley Rd. between Amargosa and Mariposa
- Bear Valley Rd. between Hesperia and Peach
- SR-18 between I-15 (North) and Stoddard Wells Rd.

2.H CMP LEVEL OF SERVICE ANALYSIS PROCEDURES

The procedures in the 2000 Highway Capacity Manual adopted by the Transportation Research Board serve as the level of service calculation procedures for the San Bernardino County CMP. Provisions are made, however, for more advanced analysis techniques to be adopted in the future, such as traffic signal timing programs for arterials, and freeway simulation models for limited access facilities. The use of these advanced simulation techniques will be at the discretion of each local agency.

The discussion below provides an overview of the procedures and their application in San Bernardino County. Appendix A provides background information on the procedures and their application to the CMP. Chapter 7 describes the data collection and monitoring procedures to be applied in maintaining a record of existing levels of service and reporting them in the annual CMP. In some cases, the transition to more advanced techniques is provided for in future CMP years, at the option of local agencies. With the exception of Big Bear Valley, all analyses for the annual level of service determination are to be conducted for the AM and PM weekday peak-hours, at a minimum. For Big Bear Valley, analyses shall be conducted for weekend recreation peak-hours, at a minimum.

- **Signalized Intersections.** Use the operations method in Chapter 16 of the 2000 Highway Capacity Manual for the AM and PM peak-hours to establish the LOS for all "key" intersections. The definition of key intersection is provided in the glossary. The definition of LOS F used for the CMP is average stopped delay per vehicle greater than 80 seconds or a volume/capacity ratio equal to or greater

than 1.0 for the critical movements. Standard values for saturation flow rate, signal progression, and related factors are provided in Appendix C along with the guidelines for Traffic Impact Analysis Reports. Actual measured values for intersection parameters should be used whenever possible. Alternatively, jurisdictions may conduct a direct measurement of vehicle delay, as described in Part III Chapter 16 of the 2000 HCM.

- **Urban and Suburban Arterial Segments.** This analysis is conducted for a CMP link within an urban area. The definition of a CMP segment is provided above in this chapter and in the glossary. The analyses are to be conducted in the peak direction only for the AM and PM peak-hours. Two alternative methods are provided for urban and suburban arterial level of service, both based on Chapter 15 of the 2000 HCM. Either method may be used, at the option of the local jurisdiction or Caltrans. The first method is direct measurement of speed through moving car travel time runs. This method may be particularly important for CMP segments with levels of service close to the established standard. A minimum of four travel time runs distributed through the peak-hour is needed. The other method is the calculation of level of service from traffic volume, geometric, and signalization data, as described in Chapter 15 of the HCM. However, because it may be impractical to provide traffic counts for all signalized intersections on each CMP segment (as would be required for full implementation of Chapter 15 procedures), provision is made for a simplification of the procedure.

The simplification is based on a procedure developed for use by the Florida Department of Transportation (FDOT). Using the procedures described in Chapter 15 of the 2000 HCM, the FDOT procedure presents threshold hourly volumes for estimating the peak hour-peak direction level of service as a function of roadway type, urban area population, and the number of traffic signals per mile. The procedure also provides the generalized assumptions used to establish the threshold volumes. The details of these procedures are provided in Appendix A. This procedure should be considered as a screening method, and travel time runs are recommended for CMP segments within one LOS of the standard.

- **Freeways.** The 2000 HCM procedure for basic freeway segments is to be used for LOS analysis of freeways. The procedures must use the updated per lane capacity values (2300 vehicles per lane per hour) approved by the Transportation Research Board . These new values are based on the updated speed/flow curves and capacity information contained in the new materials for rural multilane highways.. This will ultimately provide the most comprehensive analysis tool available for the evaluation of traffic growth, roadway improvements, and land development, while maintaining an up-to-date assessment of LOS conditions.
- **Rural Multilane Highways.** Use the updated Chapter 21 materials from the 2000 HCM. There exists a limited number of miles of this roadway type in the CMP roadway system and, as urbanization of the region continues, these miles will probably become fewer.

- **Rural Two-Lane Highways.** The procedure for the LOS evaluation for rural two-lane highways is the 2000 HCM Chapter 20 method. Default values for directional distribution and percent no-passing zones may be used, but should be estimated for specific areas.
- **Roadways with Heavy Recreational Traffic.** Some roadways on the CMP system, particularly those in the mountain region, do not experience their highest traffic peaks during typical AM and PM weekday commuting periods. These roadways tend to carry heavy recreational traffic, which peaks during the weekends. For roadways in the mountain region, the basis for level of service analysis will be the peak-hour for a typical high season weekend. For purposes of the CMP, this is defined as a non-holiday weekend peak in February or March.

2.I SUMMARY OF AGENCY RESPONSIBILITIES

CMA Responsibilities

- Maintain and update the CMP roadway system maps.
- Approve additions to the CMP roadway system based on local recommendations.
- Maintain a functional definition to lend guidance to the addition of new principal arterials on the CMP roadway system.
- Provide supporting data to local jurisdictions to allow for the most effective application of the LOS procedures.

- Provide a description of the adopted capacity analysis procedures, update the procedures as needed through the CMPTAC, and distribute information to local jurisdictions and Caltrans.

Local Jurisdiction Responsibilities

- Provide recommendations to the CMA on CMP roadway system additions.
- Incorporate adopted LOS procedures into analyses conducted for the CMP.

Caltrans Responsibilities

- Incorporate adopted LOS procedures into analyses conducted for the CMP.
- Make data for LOS analysis on State highways available to local jurisdictions and the CMA.

Air District Responsibilities

- Provide input on the air quality implications of decisions on level of service standards and the extent of the CMP roadway system.

3. PERFORMANCE ELEMENT

3.A BACKGROUND

Following passage of AB 1963 in 1994, the CMP is required to include a Performance Element, but no longer contains an element which focuses solely on transit. The principal reason for replacing the transit element with the performance element is that the separation of roadway issues from transit in past CMP's failed to provide an objective basis on which to select between modal alternatives to address various transportation problems, nor did past CMP's explicitly address goods movement. The ability to objectively address these issues is needed to ensure consistency with the Regional Transportation Plan, and because the CMP is the program through which California has chosen to meet federal Congestion Management System Requirements.

The objective of the performance element is to provide a basis on which to objectively assess the relative merits and select among available modal alternatives or other strategies to maintain mobility for people and goods in a period of continuing growth, fiscal constraints, and environmental concerns. The performance measures chosen for use in selecting and prioritizing among alternative transportation strategies should be those that best measure progress toward achieving the transportation objectives set forth in the Comprehensive Transportation Plan (CTP) for San Bernardino County and the Regional Transportation Plan.

Measures of multimodal mobility for people and goods can be used in several CMP elements: 1) in selecting among alternative mitigation strategies in the land use/transportation analysis program; 2) in defining the effectiveness of action programs to be implemented through deficiency plans; and 3) in developing the capital improvement program. Statute also requires continuing consideration of

the transit measures (formerly called standards) from past CMP's, as well as measures of roadway system performance.

This chapter presents the legislative requirements; establishes objectives, policies, and actions; provides an overview of performance measures available for use to meet CMP requirements, and presents the measures and goals for transit routing, frequency, and coordination.

3.A.1 LEGAL REQUIREMENTS

California Government Code Section 65089 (b) states the requirements for inclusion of a Performance Element in the Congestion Management Program:

- (2) A performance element that includes performance measures to evaluate current and future multimodal system performance for the movement of people and goods. At a minimum, these performance measures shall incorporate highway and roadway system performance, and measures established for the frequency and routing of public transit, and for the coordination of transit service provided by separate operators. These performance measures shall support mobility, air quality, land use, and economic objectives, and shall be used in the development of the capital improvement program required pursuant to paragraph (5), deficiency plans required pursuant to Section 65089.4, and the land use analysis program required pursuant to paragraph (4).

3.A.2 BENEFITS AND IMPLICATIONS

Performance measures have been developed by the CMA as part of the CTP process, as well as by the Southern California Association of Governments for the 2008 Regional Transportation Plan. A matrix which relates the CTP and Regional Transportation Plan performance measures to the goals and objectives of the CTP is shown in Table 3-1. A subset of these, focusing principally on multimodal mobility and goods movement, is recommended for use in CMP applications.

The principal benefits of augmenting performance measures from past CMP's (traffic level of service and transit standards) with the measures identified in this chapter are:

- An enhanced ability to objectively evaluate and select among multimodal alternatives to address transportation system deficiencies,
- An improved basis for assessing the relative benefits of alternative investments on goods movement,
- Consideration of cost-effectiveness in the project selection and prioritization process, and
- Consideration of the mobile source emission reduction potential of alternative transportation investments and policies.

Measurement of traffic level of service (LOS) remains a significant component of the CMP. LOS

for all CMP applications shall be measured in accordance with the most recent version (2000, as updated) of the Highway Capacity Manual (HCM), or by other methodologies found by the CMA to be consistent with 2000 HCM methods. Such findings are required to be made prior to the use of alternative methods to meet CMP requirements. Monitoring and LOS calculation procedures are discussed in more detail in Chapter 2 and Chapter 6.

Transit objectives for frequency, routing, and coordination in San Bernardino County have been developed in conjunction with the Transit Operating and Capital Plans, the Regional Transportation Plan, Air District Plans where appropriate, and the other CMP elements. The primary benefits of the transit objectives are:

- Provide additional direction for the continued development of transit services both geographically and over time, with emphasis on the peak period.
- Establish flexible criteria for the development of transit services in specific corridors and to employers and activity centers.
- Provide more specific information for transit considerations in local jurisdiction land use decisions, employer location decisions, and employee trip reduction programs.
- Provide potential air quality improvements through reductions in vehicle travel.

DRAFT **TABLE 3-1**
COMPARISON OF PERFORMANCE MEASURES

GOAL	OBJECTIVE	CTP PERFORMANCE MEASURE	SCAG PERFORMANCE MEASURES	COMMENTS
#1: System Operations and Maintenance	#1: Maintain Accident Rates	Number of fatalities or injuries per vehicle miles traveled (VMT)	Reliability (percent variation in travel time) Safety (Accident Rates)	<ul style="list-style-type: none"> • Difficult to measure across modes (highway and transit) • Cannot forecast
		Percent or absolute amount of transportation funds allocated to operations and maintenance	Not applicable	<ul style="list-style-type: none"> • May not correlate directly to system safety
	#2: Rail/On-Road Vehicle Separations	Delay reduction or travel time savings at rail crossings	Not applicable	Difficult to evaluate on a systemwide level
	#3: Pavement/Roadbed Quality	Maintenance and operating cost per persons mile traveled (PMT)	Not applicable	May not correlate directly with pavement quality
		Measure of pavement quality	Not applicable	Cannot measure
		Measure of roadbed condition	Not applicable	Cannot measure
	#4: System Life-Cycle Cost	Total cost to expand and maintain system per PMT or person hours saved	Cost-effectiveness (Benefit-to-Cost Ratio)	<ul style="list-style-type: none"> • Difficult to place a value on societal costs and benefits • Can only be applied to capital improvements, not maintenance projects
			Cost-effectiveness	Same as above
#2: Timely Access to Essential Destinations	#1: Average Person Trip Travel Time	Average Person Trip Travel Time by Trip Purpose	Mobility (Average Daily Speed and Average Daily Delay)	<ul style="list-style-type: none"> • Difficult to estimate travel time for non-modeled modes (walking, biking)

GOAL	OBJECTIVE	CTP PERFORMANCE MEASURE	SCAG PERFORMANCE MEASURES	COMMENTS
		Average Person Trip Travel Time within ___Distance of Essential Destinations	Accessibility (Percent PM Peak period work trips within 45 minutes from home and Distribution of work trip travel times)	Same as above
		Percentage of persons with access to identified Essential Destinations within ___travel time	Accessibility	<ul style="list-style-type: none"> • Requires identification of activity centers • Difficult to measure for non-modeled areas • Difficult to include non-modeled modes
	#2: Improved Performance for Goods Movement Between Destinations	Average system travel speed	Not Applicable	<ul style="list-style-type: none"> • Cannot be measured on a systemwide level for non-modeled areas • Modeled speeds may not be "accurate"
		Average travel speed between origins and destinations critical to goods movement	Not Applicable	Same as above
		Volume to capacity ratio for goods movement by corridor	Not Applicable	Same as above
	#3: Improved Performance for Goods Movement through the County	Average system travel speed on freeways	Not Applicable	Same as above
		Average system travel speed on freeways between identified cordon stations	Not Applicable	Same as above
	#4: Maintain Peak Efficiency and Ease of Use	User-Satisfaction	Consumer Satisfaction (percent of satisfied customers)	<ul style="list-style-type: none"> • Difficult to assess for future systems

GOAL	OBJECTIVE	CTP PERFORMANCE MEASURE	SCAG PERFORMANCE MEASURES	COMMENTS
		Percentage of Person Miles Traveled occurring under Congested Conditions		Reduction in PMT or VMT (by link) occurring under congested conditions
#3: Fair and Equitable Access	#1: Promote low-cost transportation alternatives	Percentage of People with access to low user-cost alternatives within ___ travel time	Equity (to be determined)	<ul style="list-style-type: none"> • Difficult to define "access" and "low cost travel alternatives"
	#2: Provide Diversity of Jobs and Housing Opportunities	Number of Jobs and Housing within ___Travel Time of Activity Centers Served by Model Options	Not Applicable	<ul style="list-style-type: none"> • Cannot measure
	#3: Promote Transportation - Friendly Development	VMT reduced per capita	Not Applicable	<ul style="list-style-type: none"> • System effects of "transportation friendly development" not clearly understood (i.e., is VMT reduction a good measure?)
#4: Improve Economic Vitality, Public Health, and the Environment	#1: Increase Average Travel Speeds of Local Goods Movement Routes	Average system travel speeds for primary and secondary routes	Not Applicable	<ul style="list-style-type: none"> • Difficult to measure on a system-wide level for non-modeled areas
	#2: Reduce Transfer Delay at Intermodal Stations	Average travel time in and out of intermodal transfer stations	Not Applicable	<ul style="list-style-type: none"> • Applicable to project-level only
	#3: Maintain Consistency with SIP Mobile Source Emissions Budget	Tons of Emissions Generated by On-Road Mobile Sources operating within the County	Environment (tons of emissions)	<ul style="list-style-type: none"> • Required by law
		Average Vehicle Occupancy	Not applicable	<ul style="list-style-type: none"> • Difficult to forecast without mode split model

GOAL	OBJECTIVE	CTP PERFORMANCE MEASURE	SCAG PERFORMANCE MEASURES	COMMENTS
		Average Vehicle Ridership	Not applicable	Same as above
	#4: Reduce travel costs	Deleted; difficult to measure across modes		
	#5: Reduce rate of consumption of non-renewable energy sources	Gallons of gasoline consumed	Environment (gallons of gasoline)	<ul style="list-style-type: none"> • Cannot measure for non-modeled areas
#5: Facilitate use of Viable Transportation Opportunities	#1: Coordinate schedules	Average wait/transfer times	Reliability	<ul style="list-style-type: none"> • Cannot forecast operational characteristics of the system
	#2: Make information available	Level of investment in information systems	Consumer Satisfaction	<ul style="list-style-type: none"> • Difficult to measure

The transit-specific measures may be used in several contexts. Proposed mitigations developed in the land use/transportation analysis program may rely on transit service. In addition, a deficiency plan may require increased transit services or may encourage increased transit usage.

Although the multimodal performance measures identified in this chapter can accomplish these goals, measures of transit frequency, routing, and coordination will continue to provide information needed to support these decisions. The feasibility of the increased services will need to be evaluated in light of the multimodal and transit specific measures, and financial implications of the needed increases in transit service.

The Congestion Management Agency (CMA) is required to monitor the implementation of the CMP by the County and the cities, including the frequency, routing, and coordination of transit service. Transit systems are also legally obligated to maintain fare recovery ratio thresholds and cost per hour growth rates. Transit plans and objectives must continue to recognize these requirements.

3.A.3 OBJECTIVES, POLICIES, AND ACTIONS

The CMP, as an implementation program for the Regional Transportation Plan and the CTP, as well as the program through which California has chosen to meet federal Congestion Management System Requirements, emphasizes maintenance of multimodal mobility for people and goods in ways that meet the safety, economic, environmental, and social needs of the citizens of San Bernardino County.

3.A.3.1 Multimodal Performance Measure Objectives, Policies, and Actions

Objective 3.1 Provide those who live and work in San Bernardino County with timely access to essential destinations.

Policy 3.1.1 - Maintain and apply performance indicators to measure the overall multimodal system performance in travel time to essential destinations.

Action Through the CTP and regional planning process, identify, maintain, and apply performance indicators which measure travel time for people, evaluate the ability of these indicators to measure travel time improvements across all modes resulting from alternative transportation strategies, and use appropriate measures in the CMP.

RESPONSIBILITY: The CMA, the regional agency, transit agencies, Caltrans, and local jurisdictions.

Policy 3.1.2 - Use selected performance indicators to evaluate the effectiveness of plan or program alternatives in achieving the performance goals of the CTP and CMP for San Bernardino County.

Action Incorporate use of selected performance indicators into the CMP Land Use/Transportation Analysis Program, the deficiency plan development process, and the prioritization of projects for the Capital Improvement Program, as appropriate.

RESPONSIBILITY: The CMA, in cooperation with Caltrans, transit agencies and local jurisdictions.

Objective 3.2 Provide for efficient and timely goods movement, as well as mobility for people, within and through San Bernardino County.

Policy 3.2.1 - Use indicators which measure the ability of the transportation system to provide for timely and efficient goods movement.

Action In concert with measures developed through the CTP and RTP processes, use performance indicators which measure the efficiency of goods movement within and through San Bernardino County, evaluate the ability of these indicators to measure travel time improvements across freight transport modes.

RESPONSIBILITY: The CMA, in cooperation with Caltrans, local jurisdictions, and the regional agency.

Policy 3.2.2 - Use selected performance indicators to evaluate the ability of alternative transportation improvements, strategies, and programs to achieve the performance goals and objectives of the CTP and CMP for San Bernardino County.

Action Consider goods movement indicators in the CMP Land Use/Transportation Analysis Program, the deficiency plan development process, and the prioritization of projects for the Capital Improvement Program, as appropriate.

RESPONSIBILITY: The CMA, in cooperation with Caltrans, local jurisdictions, and the regional agency.

Action Evaluate transportation improvements, programs, and plans using the selected indicators of goods movement performance in conjunction with

indicators of people movement performance.

RESPONSIBILITY: The CMA, in cooperation with Caltrans, SCRRA, local jurisdictions, and the regional agency.

Objective 3.3 Consider relative cost-benefit and air quality benefits in selecting among transportation plan and improvement alternatives.

Action Incorporate use of cost-benefit analysis, including emission reduction benefits as appropriate, into the CMP Land Use/Transportation Analysis Program, the deficiency plan development process, and the prioritization of projects for the Capital Improvement Program.

RESPONSIBILITY: The CMA, in cooperation with Caltrans, SCRRA, local jurisdictions, and the regional agency.

3.A.3.2 Transit-Specific Goals in San Bernardino County

The CMP transit goals are consistent with local and regional transit goals though they are more specifically focused on transit as a component of a mobility and air quality improvement program. Local and regional goals also address mobility and air quality, but the current mobility emphasis in the small urban and rural communities of the County relates primarily to those who are totally dependent on transit for travel. The CMP transit goals, because they are oriented toward maintaining mobility and improving air quality, are focused on the peak-periods. For the larger urbanized area of the County (San Bernardino Valley) the focus of providing transit service has changed significantly since the last CMP update.

Omnitrans Mission Statement and Service Goals

The new mission statement of Omnitrans is to provide the San Bernardino Valley with

comprehensive public mass transportation services which maximize customer use, comfort, safety, and satisfaction, while efficiently using financial and other resources in an environmentally sensitive manner.

During the preparation of the Short Range Transit Plan for Fiscal Years 2002-2006, the Omnitrans Board adopted a goal to invest 65% of new resources toward productivity-oriented services and 35% toward coverage-oriented with the understanding that the SRTP would be financially constrained and that there would be no diminution of existing coverage-oriented service. Recent financial constraints experienced by Omnitrans have somewhat limited its ability to fully implement this goal.

3.A.3.2 Regional Transportation Plan Goals and Objectives

The goals of the Regional Transportation Plan for Southern California are stated in Chapter 1 of the CMP. Many relate specifically to multimodality, cost-effectiveness, environmental quality, and goods movement, and are incorporated here by reference.

In San Bernardino County, transit ridership has been increasing in some areas and declining in other areas. The increasing ridership is occurring on some of the rural portions of the County and on the Metrolink commuter rail service serving many of the cities of the San Bernardino Valley portion of the County.

The 2004 RTP replaced the prior goal to maintain the 1997 regional per capita ridership of 34.9 with “ensuring that mobility for people without access to automobiles and providing an attractive alternative for drive-alone motorist or discretionary riders”. Strategies include the expansion in the use of bus rapid transit (BRT) and some restructuring of service to ensure efficient utilization of available

capacity. The RTP also contains significant improvements to the Metrolink commuter rail system, including the future service expansion to Redlands.

The 2004 and 2008 RTPs encourage local jurisdictions to include more mixed-use near transit services and facilities and to include the local transit agencies in the review of new developments. The RTP promotes transit-oriented development (TOD) that encourages pedestrian-friendly environments and supports transit use. The RTP proposes a network of transit-based centers and corridors, supported by infill development.

The RTP contains several recommendations and actions identified by the Regional Transit Task Force. They include:

- A. Reduce Transit Travel Time
 - Implement transit priority service in congested corridors
 - Maximize transit use of High Occupancy Vehicle (HOV) facilities
 - Provide real-time electronic wait time signs at bus stops, and real-time transit schedule and route information on the Internet
- B. Create Integrated Regional Transit System
 - Create seamless service for passenger traveling across jurisdictional boundaries in the Region
 - Fare structures must be designed so that the transit customer is not penalized when transferring between vehicles, modes or corridors
 - Structure local collector and distributor transit service to effectively support line-haul transit corridors and rail systems
 - Provide outstanding intermodal connections between transit service/facilities and bicycles, pedestrian, auto and intercity transportation

- Market transit service at the community level through local outreach activities with commercial and residential organizations
- C. Coordinate Transit with Land-Use
 - Preserve adequate rights-of-way for future transit service in new or expanding corridors
 - Encourage local jurisdictions to implement transit-oriented development
 - Encourage local jurisdictions to locate higher densities and commercial lands uses closer to corridors that can be well served by transit
 - Encourage local jurisdictions to orient buildings toward the street and locate off-street parking to the side or rear of buildings
 - Improve pedestrian access to bus stops and transit centers. Pedestrian access must be direct (not requiring out-of-direction travel), safe and attractive. Techniques to provide safe crossing of street and roads at bus stop locations must be provided. Auto/transit conflicts should be minimized.
 - Work with local jurisdictions to maintain existing and create additional park-and-ride facilities
 - Provide educational opportunities for planners to better understand the need and benefits of transit for the general public to better visualize and appreciate transit-supportive land-use.
 - Explore potential changes to the California Environmental Quality Act, Congestion Management Program and other legislation; work with other public agencies throughout the State to advocate for changes that will require no increase in vehicle trips or maintain/increase transit mode split for major developments
- D. Support Innovative Financing Strategies
 - Support local revenue sources such as new and/or extended sales tax measures

- Encourage fees to support transit in development agreements and as conditions of approval for new development
- Encourage in-lieu or other fees for transit in exchange for increasing floor area ratios or reducing parking requirements
- Consider differential transit fares (e.g., reduced fare on off-peak trips, fares based on zones traveled)
- Encourage employer-based incentives
- Leverage local, State and federal funds for transit investments to the greatest extent possible.

3.A.3.3 CMP Transit Performance Objectives, Policies, and Actions

Objective 3.4 Provide those who live, work, or recreate in San Bernardino County with transportation mobility options in addition to the private automobile.

Policy 3.4.1 - Design transit systems to accommodate a broad range of transportation needs, including services for those who are transit-dependent.

Action Monitor transit system performance relative to service frequency, routing, and coordination to maximize the ability to meet the needs of local residents and employees. Update four-year operating and capital plans every other year.

RESPONSIBILITY: Transit agencies, with support from the CMA, local agencies, and the Air Districts.

SCHEDULE: Ongoing.

Policy 3.4.2 - Increase the level of transit service (routing and frequency) over time as needed to accommodate anticipated higher demand.

Action The CMA is currently undertaking a study of long-range transit needs for the County

with a particular focus on the urbanized portions. Within the San Bernardino Valley portion of the County the LRTP will consider improvements to passenger rail service, including the extension of the Metro Gold Line to Montclair and the implementation of frequent passenger rail service between Redlands and San Bernardino as well as expanded Metrolink commuter rail service. In addition, the LRTP will consider the implementation of bus rapid transit (BRT) within heavily traveled corridors. Two future land-use alternatives will be tested during the development of the LRTP. One will be trend based and the other will consider a more transit-oriented approach. The LRTP will also consider a future transit network for the Victor Valley urbanized area.

RESPONSIBILITY: The CMA in cooperation with transit agencies, with support from local jurisdictions.

SCHEDULE: Complete winter/spring of 2009.

Objective 3.5 Peak period mobility - Provide transit services to help maintain peak period mobility.

Policy 3.5.1 - Orient measures of transit system performance toward the peak commuting period.

Action Establish new transit service corridors within the time frames specified in the adopted transit plans and the CTP.

RESPONSIBILITY: Transit agencies, San Bernardino County, and the CMA.

SCHEDULE: According to time frames specified herein.

Action Coordinate transit schedules to effectively serve employer start and stop times and shift times.

RESPONSIBILITY: Transit agencies.

SCHEDULE: Ongoing.

Policy 3.5.2 - Coordinate bus operations with commuter rail, park-and-ride/express bus, and high occupancy vehicle facilities.

Action Include existing bus fleet operators in planning activities for commuter rail, HOV, and other facilities, including inter-basin vanpooling.

RESPONSIBILITY: SANBAG, Caltrans, local jurisdictions, the Air Districts, and transit agencies.

SCHEDULE: Ongoing.

Objective 3.6 Provide transit services to reduce total vehicle emissions in San Bernardino County.

Policy 3.6.1 - Prioritize expansion of transit services in those corridors or areas that have the highest potential for emission reduction through increases in transit mode share.

Action Consider the air quality benefits of implementing new transit service in each corridor where new service is specified.

RESPONSIBILITY: SCAG, in conjunction with the air districts, transit agencies, and the CMA.

SCHEDULE: Coordinated with preparation of the regional transportation plan.

Policy 3.6.2 - Encourage and facilitate conversion of transit fleets in non-attainment areas to cleaner technologies.

Action Incorporate consideration of emission reduction benefits of fleet conversion to cleaner technologies into transit funding decisions.

RESPONSIBILITY: Transit agencies, the CMA, local jurisdictions, and Caltrans.

Objective 3.7 Operate the transit services efficiently to optimize the financial investment in the system.

Policy 3.7.1 - Support the provision of transit services through land use decisions and site planning that facilitates access to transit and encourages ridership.

Action Through the CTP, identify activity centers and corridors in which higher intensity transit-oriented development and higher intensity bus service, such as bus rapid transit (BRT), would be beneficial, and would be desired by local jurisdictions.

RESPONSIBILITY: The CMA in cooperation with local jurisdictions, the regional agency, and transit agencies.

SCHEDULE: Ongoing.

Action Provide guidance for transit-oriented development for use by local jurisdictions working with developers in specified activity centers.

RESPONSIBILITY: The CMA, in cooperation with the regional agency, transit agencies, and local jurisdictions.

SCHEDULE: Ongoing (through the regional agency).

Action Through the regional and subregional planning processes, identify appropriate transit technologies and service characteristics to best meet the transit needs of future activity centers.

RESPONSIBILITY: The CMA, in cooperation with the regional agency, transit agencies, and local jurisdictions.

SCHEDULE: For incorporation into the CTP.

Policy 3.7.2 - Maintain required farebox recovery ratios and cost per hour requirements.

Action Maintain records on farebox recovery ratios and cost per hour requirements and annually report these indicators in the CMP.

RESPONSIBILITY: Transit agencies and CMA.

SCHEDULE: Annually.

Action Modify transit services and pricing policies to maintain farebox recovery ratios and cost per hour requirements.

RESPONSIBILITY: Transit agencies.

SCHEDULE: Ongoing.

3.B CMP PERFORMANCE MEASURES

Based on Section 3.A.3 this element, traffic LOS and measures of transit frequency, routing, and coordination are to be augmented by indicators capable of measuring progress toward the following objectives:

- 1) Timely access to essential destinations.
- 2) Efficient and timely goods movement.
- 3) Relative cost-effectiveness of plan and improvement alternatives.
- 4) Relative air quality benefits of plan and improvement alternatives.

Measures under consideration to address each of these objectives are cited below:

- Timely Access -**
- 1) Average Person Trip Travel Time
 - 2) Mobility Index (average person trip travel time adjusted for transit, non-motorized, telecommuting)
 - 3) Lost time (Actual travel time - normative travel time)

- Goods Movement -**
- 1) Average travel speed between origins and destinations critical to goods movement
 - 2) Reliability (variance between actual and anticipated travel times)
- Cost Effectiveness -**
- 1) Total cost to expand, operate, and maintain system per:
 - a) person-miles traveled
 - b) person-hours saved
 - c) person-trip
- Air Quality -**
- 1) Tons of criteria pollutant emissions from on-road and other transportation sources.
 - 2) Cost per ton of criteria pollutant emissions reduced.

Specific measures to be used in addition to traffic LOS in the Land Use/Transportation Analysis Element and Deficiency Plan Element of the CMP are to be selected through the CMPTAC, subject to approval by the CMA Board of Directors. Use of the selected measures will be incorporated into the guidance for these elements to be contained in revisions to Appendices C and D, respectively. These revisions and subsequent updates, as needed, will be developed and incorporated into the CMP as they are completed, subject to CMA Board approval.

3.C EXISTING TRANSIT SERVICE

Communities in San Bernardino County with smaller populations are served by demand-responsive or limited fixed route systems, while larger, more densely populated cities and towns are served by both a full fixed-route system and demand-responsive systems serving smaller subareas or special-needs populations such as seniors or persons with disabilities. Two transit operators, Greyhound and Orange Belt Stages, provide long-distance, intercity transportation within the County. Major transfer points for Greyhound routes in San Bernardino County are San Bernardino, Victorville, and Barstow. Routes generally follow the major freeways. Orange Belt Stages operates one route between Fresno, California, and Las Vegas, Nevada, with an intermediate stop in Barstow.

3.C.1 MOUNTAIN/DESERT REGION TRANSIT SERVICE

Since adoption of the first CMP in 1992, several changes in the types of transit service offered have occurred. Many of the demand responsive services have modified their operation by changing from a

The development and application of indicators of multimodal transportation system performance and goods movement are necessary and desirable components of regional and subregional transportation planning and programming, as well as being mandated by federal and state law. However, use of these measures is in its infancy, and although the measures cited above are eligible to be used as necessary to meet CMP requirements, they should not be considered an exhaustive list of the measures through which CMP requirements can be fulfilled. Further review and analysis of these and other indicators is occurring through State, regional, and countywide transportation planning efforts.

many-to-many dial-a-ride service to a deviating fixed route service.

Within the Victor Valley, all of the contract operations were consolidated under one contractor, Connex/ATC, in Fiscal Year 2004/2005. The Victor Valley Transit Authority (VVTA) operates two deviated fixed routes operating on 90-minute headways connecting Adelanto with Victorville. Traditional fixed route service is offered within the urbanized portion of the Victor Valley serving the Town of Apple Valley and the Cities of Hesperia and Victorville with eight routes operating on 60 to 70-minute headways. The VVTA also operates deviated fixed route service on a 90-minute headway connecting Wrightwood, Phelan and Pinion Hills with Victorville and provides limited deviated fixed route service connecting the Oro Grande and Silver Lakes area and Lucerne Valley with Victorville. After a three-year demonstration period, effective July 5, 2005, VVTA terminated the commuter bus service connecting the Victor Valley with the Metrolink station in Rancho Cucamonga and Ontario Mills as well as downtown San Bernardino due to low patronage. VVTA has contracted with Urbitran Associates to conduct an analysis of the urban fixed route service with the intent to revise the system in a way that would allow for the operation of 60-minute headways and serve new population and employment areas. A study of renewing commuter service between the Victor Valley and Valley has been initiated through a State planning grant.

In the Barstow area, deviated transit service has been provided to the unincorporated areas surrounding the City of Barstow including Hinkley, Lenwood, Yermo, Daggett and Newberry Springs. Currently, three fixed routes are operated on 60-minute headways within the City of Barstow along with demand responsive service for the elderly and persons with disabilities. The Fiscal Year 2006-2009 Transit Operating and Capital Plan calls for an expansion of the fixed route

service to five routes that will also service portions of the County adjacent to the City.

Within the Morongo Basin, the Morongo Basin Transit Authority (MBTA) provides deviated fixed route service in the Town of Yucca Valley and the City of Twentynine Palms, and the unincorporated communities of Landers and Flamingo Heights. Demand responsive service is also provided within the Town of Yucca Valley and City of Twentynine Palms as well as the unincorporated communities of Morongo Valley, Joshua Tree and Wonder Valley. In addition, limited fixed route service is provided between Twentynine Palms and Yucca Valley and from the Morongo Basin to Palm Springs in the Coachella Valley.

Within the mountain communities, the Mountain Area Regional Transit Authority (MARTA) provides four fixed route services; one within the Big Bear Valley, one between Crestline and Lake Arrowhead and two off-the-mountain fixed routes; one originating in the Crestline/Lake Arrowhead area and another originating in the Big Bear area ending in the City of San Bernardino. Demand responsive service is also provided by MARTA within Big Bear Valley and in Crestline, Lake Arrowhead and Running Springs areas.

The Americans with Disabilities Act (ADA) requires that fixed route operators provide complimentary paratransit service for persons with substantial disabilities. The City of Barstow provides a dial-a-ride service for persons with disabilities and senior citizens. Within the Big Bear Valley a general public dial-a-ride service is provided. And, within the Victor Valley, an ADA complementary paratransit service and specialized subscription service is provided.

The City of Needles initiated deviated fixed route service in 1995, and continues to provide dial-a-ride service for seniors, and persons with disabilities.

Other demand responsive (dial-a-ride) systems operating in the Mountain/Desert Region include contracts with non-profit agencies for seniors and persons with disabilities in the communities of Big River and Trona.

While none of these systems are not running as frequently as thirty minutes, the common benchmark for commuter-oriented transit service, their schedules and routing have been developed with a focus on service work trips and well as non-work trips.

3.C.2 SAN BERNARDINO VALLEY REGION TRANSIT SERVICE

Southwestern San Bernardino County's more urbanized population is served by both demand-responsive and fixed-route service as provided by Omnitrans, the primary transit operator in this region of the County. Omnitrans thirty-four fixed route system requires the use of 146 peak-hour buses and is designed to serve most local and commuter-oriented needs of the general public, although a community-based demand-responsive system (OmniLink) is available for general public use in Chino Hills, and Yucaipa. Omnitrans also provides ADA required complementary paratransit service for persons with substantial disabilities. Omnitrans has transfer and cooperative agreements with Foothill Transit, Metro, Metrolink, MARTA and the Riverside Transit Agency – all providing transit service extending beyond the Omnitrans service area.

The Southern California Regional Rail Authority (SCRRA) initiated commuter rail service via the San Bernardino-Los Angeles Line between Montclair and Los Angeles in February 1993. Service on this line was extended to San Bernardino in May 1993. And the SCRRA initiated commuter rail service on the Riverside-Ontario-Los Angeles Line in June 1993. As of July 1, 2005, the San Bernardino-Los Angeles Line includes seventeen westbound and eastbound

trips each weekday. Eight trips are operated during the morning peak period and seven trips are operated during the evening peak period. Saturday service was initiated in September 1995 and now consists of eight trains in each direction. Sunday service was initiated in June 2000 with four trains in each direction.

Service on the Riverside-Ontario-Los Angeles Line was initiated in June 1993 and currently consists of five trips in morning peak period and five trips in the evening peak period and two off-peak trips, one in each direction.

Service from San Bernardino to Orange County (Irvine) was initiated in January 1996. There are three peak hour trips in the morning and evening and one off-peak trip in each direction.

To the extent feasible, Omnitrans has revised bus schedules and routes to serve the new commuter rail stations. Commuter-oriented services are found mainly in the more densely populated urban areas in the southern part of the County and are provided by Omnitrans' fixed route service. The Omnitrans service coverage objectives include serving areas with a minimal residential density of 3.5 dwelling units per acre or a minimum of 10 jobs per acre.

Since January 1997 Omnitrans has continued a course initially recommended from a comprehensive operational analysis that included reducing fixed route coverage and increasing frequencies. The result of this effort has provided many routes operating on 15-minute headways while others were increased to 30-minute headways. The corridors with 30-minute or better peak-period service are as follows:

- Redlands to San Bernardino
- Montclair to Chino
- North/Central San Bernardino Corridor

- Fontana/Rancho Cucamonga /Montclair
- Montclair to Ontario
- North of I-10 from San Bernardino to Fontana
- Highland to San Bernardino
- I-10 Express – San Bernardino/Arrowhead Regional Medical Center/Ontario Mills/Montclair
- Pomona/Ontario/ Fontana
- Upland/Montclair
- Central Ontario/Southeast Ontario
- Baseline Corridor – San Bernardino to Fontana
- Foothill Corridor – San Bernardino to Fontana and Fontana to Montclair
- Riverside Avenue – Rialto
- Highland to Redlands

Omnitrans completed a Major Investment Study (MIS) for bus rapid transit (BRT) service within the “E” Street Corridor (beginning in the vicinity of California State University – San Bernardino and terminating at the Jerry Pettis Memorial Veterans Administration Hospital in Loma Linda. BRT will offer enhanced mobility and accessibility, encourage economic growth and redevelopment and provide a cost-effective solution to congestion in this corridor.

3.D TRANSIT-SPECIFIC OBJECTIVES FOR SAN BERNARDINO COUNTY

3.D.1 ROUTING/FREQUENCY OBJECTIVES

The routing and frequency objectives in the San Bernardino Congestion Management Program are designed to do the following:

- Reinforce the existing transit service objectives related to providing for local mobility needs,
- Focus transit service enhancements on commuter markets and corridors,
- Reflect existing transit plans and projected resources,
- Provide direction for San Bernardino County to achieve the Regional Transportation Plan goals, and
- Allow for operational flexibility in routing, scheduling, and the general provision of transit service to achieve the standards.

Maintenance or improvements in service as indicated by these objectives is also subject to the transit agencies achieving legally mandated minimum farebox recovery ratios and operating cost per hour requirements.

Because the transit-specific CMP objectives are designed to reflect current services and planned service improvements as well as longer-range mobility and air quality goals, they have been designed to reflect improved service over time. Objectives have been established for the following time frames:

- One to two years to reflect current service and improvements programmed for immediate implementation.
- To reflect the transit goals for the CMP planning horizon (and to reflect Omnitrans' current four-year improvement program). Transit operators' four-year plans will identify improvements programmed for immediate future.

Table 3-2 presents the transit routing/coverage and frequency objectives. The objectives are organized as follows:

- Local service objectives related to service provided to meet local mobility needs,
- Corridor objectives for major commuter corridors, and
- Employer/Activity center objectives for the provision of service to major transit destinations.

The time frame for service frequency improvements reflects the current transit providers' four-year plans and the Regional Transportation Plan (RTP) goals. To achieve the RTP goals for San Bernardino County, it is projected that these corridors will need to have at least 15 minute and possibly 10 minute peak-period service, and in some cases even more frequent if demand warrants.

3.D.1.1 Local Service

The local service objectives are designed to allow each community the flexibility to meet local mobility needs in the manner most appropriate for each area. In some areas, particularly in the Mountain/Desert area, local mobility needs are best met with a general public dial-a-ride; or deviated fixed route services; for other areas a combination of fixed-route service and special purpose

dial-a-ride service more effectively meets community needs. Objectives for local service reflect the need to provide service to a majority of the population as well as the CMP goal of having transit be a viable travel option to most major employment and activity centers.

3.D.1.2 Corridor Service

The CMP transit objectives identify existing transit corridors as well as new ones to be developed over the next several years. The purpose of identifying these corridors is to establish guidance for transit service improvements and to encourage future development within these transit corridors. Transit service is most effective in attracting choice riders where there is a density of trips to support frequent service. These transit corridor objectives are as follows:

- San Bernardino/Riverside to Irvine – 60-minute peak period/peak direction frequency. (Better than 60-minute frequency is in place, however service is limited to three peak trains. The provision of additional peak trains requires new negotiations with host railroad (BNSF).
- San Bernardino/Ontario/Montclair to Los Angeles -- 20-minute peak period/peak direction. (Commuter rail is currently in place on the San Bernardino Line.)
- San Bernardino to Fontana to Montclair -- 15-minute peak period, combined routes. Service in place along Foothill Blvd. between Fontana and San Bernardino and along the Holt Blvd./4th Street/San Bernardino Ave. corridor between Fontana and Montclair after restructuring. Omnitrans will be implementing 15-minute service along the Foothill Blvd. Corridor between Fontana and Montclair and a limited stop a.m. peak service along the Foothill Blvd. Corridor between

Fontana and San Bernardino in the fall of 2005.

- San Bernardino to Redlands -- approximately 30 minutes in the peak periods. (Service in place after restructuring)
- Ontario Airport to Rancho Cucamonga -- 30-minute peak period, 15-minute frequency as the longer-term objective.
- Montclair/Chino -- 30 minute peak period frequency currently in place with long-term objective of 15 minutes in the peak.
- Montclair/Ontario -- current service provides 30-minute frequency.
- North/Central San Bernardino Corridor -- maintain current 15 minute average frequency. (Service in place after restructuring)
- Redlands to Highland – maintain current 30-minute frequency.
- Victorville to San Bernardino/ Ontario -- develop transit service plan and implement demonstration service. VVTA to consider as longer-term objective.
- Crestline/Lake Arrowhead to San Bernardino – longer-term objective is 30 minute peak period frequency.
- Big Bear Lake to San Bernardino Valley – longer-term objective is 30 minute peak period frequency. Continue to consider non-highway alternative for travel between San Bernardino Valley and Big Bear Lake Area.

3.D.1.3 Employer/Activity Centers

Transit standards have been established for service to employers and major activity centers to reflect the need for service to major transit destinations. Systems in the Mountain/Desert region of the county provide service to major community service destinations, particularly medical facilities. Service improvements in this region have focused more on serving employment centers. Currently, the OMNITRANS Service Coverage Objective includes providing transit service that places 90 percent of residential areas with a density of 3.5 dwelling units per acre or more and employment areas with a density of 10 jobs per acre within ½ mile of a bus stop. The Service Coverage Objective also includes service span that ensures that 90 percent of trips between any point in the East Valley and downtown San Bernardino and between any point in the West Valley and Ontario or Montclair can be made from 6:00 a.m. to 9:00 p.m.

While service is being planned to serve a greater number of major employers, it is important for future employment development to occur in existing transit corridors, or at least in areas easily served by transit. These transit objectives are not meant to imply that the transit providers have an obligation to provide service to every new employer, regardless of location. Rather, it is hoped that available transit services will be considered in the initial phases of project location and that once a site is selected, the project design will be developed to accommodate transit service (particularly through pedestrian friendly environments, the ability of transit to serve the "front door," and rider amenities such as transit shelters).

The transit objectives to major activity centers reflect the need to serve all major activity centers, such as government centers, major regional shopping centers, and major medical facilities. As rail service is developed in the county, the CMP transit objectives call for feeder bus service to the rail stations.

**3.D.2 TRANSIT COORDINATION
OBJECTIVES**

The CMP legislation requires that measures be maintained for the coordination of transit services. Table 3-2 presents the coordination objectives for the San Bernardino CMP. Currently, there is a policy among operators to cross service area boundaries when passenger demand warrants, and there are interagency service agreements for the provision of service beyond county boundaries. The CMP coordination objectives provide for the continuation of policies for coordination of service and schedules.

The existing SANBAG policy to honor transfers from other systems is incorporated into the CMP fare coordination objective. The fare coordination objective also includes participation in the regional transit pass program as it develops.

**3.E FIVE-YEAR TRANSIT CAPITAL
PROGRAM**

The four-year transit capital program to support the CMP transit objectives can be found in the Regional Transportation Improvement Program.

**Table 3-2 San Bernardino Congestion Management Plan
Coordination Standards**

AREA	CURRENT	CMP STANDARD
Service	<p>Informal policy to cross service area boundaries when passenger demand warrants</p> <p>Two interagency funding agreements for provision of service beyond county boundaries</p>	<p>Service planning to corridor areas just over service area boundary</p> <p>Schedules of county operators to be coordinated to allow transfer to other regional operators to extent feasible</p> <p>Operators which have common transfer points be required to share information on service/ schedule changes</p> <p>As rail service is developed, local services are scheduled to provide feeder service to stations</p>
Fare	<p>Interagency transfers governed by SANBAG 8/80 rules:</p> <p>1) Public transit operators shall mutually issue and honor transfer tickets submitted as one base fare for continuation of a trip</p> <p>2) Fares collected , if any, for such inter-operator transfer tickets shall be retained by the issuing operator and shall not be greater than the charge for intra-operator transfers</p> <p>3) To the extent practical, the ability to transfer conveniently shall be built into the schedules and stops of interconnecting lines.</p>	<p>Use current SANBAG policy</p> <p>Participate in Regional Transit Pass Program as it develops.</p>

4. LAND USE/TRANSPORTATION ANALYSIS PROGRAM

4.A BACKGROUND

The Land Use/Transportation Analysis Program is one of three components of the CMP that address future problems or deficiencies on the transportation system. The other components, annual modeling of the CMP system and deficiency plans, are discussed in Chapters 7 and 8 of this document, respectively.

In addition, the CMA Board of Directors' policy provides that the countywide Comprehensive Transportation Plan (CTP) will define the actions, projects, or strategies to be implemented through area wide deficiency plans to maintain mobility for people and goods.

California Government Code Section 65089 (b)(4) states the requirements for analysis of the impacts of land use decisions on the regional transportation system as defined by the CMP:

"The program shall contain . . . a program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts."

The San Bernardino County CMP implements the Land Use/Transportation Analysis Program with two distinct approaches, depending on geographic location within the County. The first approach applies to the cities and associated spheres of influence in the San Bernardino Valley and Victor Valley. The second approach applies to all other areas of the County. These two approaches are summarized below:

1. For San Bernardino Valley and Victor Valley cities and spheres of influence: local jurisdictions implement development mitigation programs that achieve development contribution requirements established by the SANBAG Development Mitigation Nexus Study (Nexus Study). The development contribution requirements are established by the Nexus Study for regional transportation improvements, including freeway interchanges, railroad grade separations, and regional arterial highways on the Nexus Study network. Local jurisdiction development mitigation programs must comply with certain requirements established in Appendix J of this CMP. Jurisdictions in the Valley and Victor Valley may also need to prepare a Traffic Impact Analysis (TIA) report to assess the impact of certain development projects on state highways for Caltrans purposes (see Section 4C).
2. For areas outside the San Bernardino Valley and Victor Valley cities and spheres: local jurisdictions must prepare Traffic Impact Analysis reports for proposed development projects exceeding specified thresholds of trip generation. This is a continuation of a requirement established when the CMP was originally approved by the SANBAG Board in 1992. TIA reports must comply with certain requirements established in Appendix C of this CMP. Existing SANBAG Board policies on the CMP will continue in these areas, unless otherwise modified by the Board.

At their discretion, jurisdictions outside the Valley

and Victor Valley may adopt Approach 1, in coordination with and subject to the approval of SANBAG. Section 4.B provides an overview of the program for the Valley and Victor Valley. Section 4.C provides an overview of the program for the other geographic areas.

4.B. LAND USE/TRANSPORTATION ANALYSIS PROGRAM FOR THE SAN BERNARDINO VALLEY AND VICTOR VALLEY AREAS

Section VIII of the Measure I 2010-2040 Ordinance (approved by the voters of San Bernardino County on November 2, 2004) states,

“SECTION VIII. CONTRIBUTIONS FROM NEW DEVELOPMENT. No revenue generated from the tax shall be used to replace the fair share contributions required from new development. Each local jurisdiction identified in the Development Mitigation Program must adopt a development financing mechanism within 24 months of voter approval of the Measure ‘I’ that would:

“1) Require all future development to pay its fair share for needed transportation facilities as a result of the development, pursuant to California Government Code 66000 et seq. and as determined by the Congestion Management Agency.

“2) Comply with the Land Use/Transportation Analysis and Deficiency Plan provisions of the Congestion Management Program pursuant to California Government Code Section 65089.

“The Congestion Management Agency

shall require fair share mitigation for regional transportation facilities through a Congestion Management Program update to be approved within 12 months of voter approval of Measure ‘I.’”

In July 2004 the SANBAG Board adopted a set of Development Mitigation Principles to serve as an overall framework for the implementation of the development mitigation program for the Valley and Victor Valley jurisdictions. These principles are stated below:

- Local governments will collect and administer minimum fair-share development contributions to regional facility improvements required because of the development.
- The Congestion Management Agency’s Development Mitigation Nexus Study (Nexus Study) is the preferred methodology for defining the fair-share development contribution to regional facility improvements required because of development.
- The Nexus Study will define the appropriate development share of project costs for all regional improvements on the Nexus Study Network (i.e., freeway interchange, major street, and grade separation improvements) within the urban portions of the county.
- The CMP will provide the policy and technical framework for local collection and administration of fair-share development contributions for regional facility improvements.
- The CMP will describe the minimum requirements for local jurisdiction compliance through implementation of a qualifying local development mitigation program. The CMP will specify the implementation and

administration requirements for local jurisdictions, and SANBAG's revised responsibilities as the Congestion Management Agency. SANBAG will rely on procedures in the CMP statute (withholding of Section 2105 gas tax dollars, allowance for a cure period, etc.) as the enforcement mechanism for development mitigation.

- Local jurisdictions shall adopt qualifying development mitigation programs by ordinance, based on general principles and processes in the CMP. Development mitigation contributions will be collected locally and assigned to projects in accordance with local priorities, with multi-jurisdictional projects coordinated by a lead local agency.
- Funds generated by local jurisdictions from non-transportation sources (federal, state or other) will be eligible for credit against local fair-share development contributions. In addition, SANBAG may permit the use of transportation dollars (federal or state appropriations) as a credit against local fair-share development contributions on an exception basis, when the local jurisdiction shows that such transportation dollars are net "new" dollars to the regional transportation system.
- Nexus study project descriptions, costs, and growth estimates will be reviewed periodically and revised as needed, to coincide with updates of the CMP and/or Regional Transportation Plan (RTP). These nexus study revisions will be reflected in updates to local development mitigation programs.
- A qualifying ordinance will include the fair share cost of regional improvements calculated based on the nexus study methodology. Local governments will retain flexibility in how fair

share amounts are allocated and collected through the qualifying ordinance.

- Mitigation requirements allocated to developers may be met by paying cash, building eligible facilities, or through development-based public financing vehicles such as Community Facilities Districts and Assessment Districts. SANBAG must receive copies of implementation documents within 30 days following adoption.
- Minimum mitigation requirements for local jurisdictions will allow for sufficient phase-in time to honor commitments made to projects already in the pipeline.
- Determination of conformance with the CMP will be made by SANBAG on an annual basis, according to the CMP statute. The basis of evaluation will be initial adoption of a qualifying ordinance, and annual submittal of a report to SANBAG on the CMP development mitigation program by each jurisdiction.
- Federal or state appropriations for specific projects will reduce the project costs, not just reduce the required developer mitigation. The percentage share of the remaining project costs allocated to development and other sources will remain the same.
- Local flexibility will be allowed regarding collection of fees at either building permit issuance, close of escrow, or occupancy permit.

The development mitigation program for the Valley and Victor Valley jurisdictions is designed with a substantial amount of flexibility in how the program may be implemented. However, there are minimum requirements for a development mitigation program to be considered as compliant

with the CMP. These requirements are contained in Appendix J. Each jurisdiction must maintain their program in compliance with these requirements and provide a brief annual report to SANBAG demonstrating its continued compliance. SANBAG will notify a jurisdiction if its program is out of compliance, based on the procedures contained in Appendix J.

The requirements in Appendix J focus on how each local jurisdiction may demonstrate that contributions from new development will be sufficient to meet the fair share requirements for that jurisdiction defined in the SANBAG Nexus Study, commensurate with the amount of growth that actually occurs. The Nexus Study will be updated periodically, in coordination with local jurisdictions, resulting in periodic revisions to the fair share requirements. The most current version of the Nexus Study is contained in Appendix K of this CMP. All information about local jurisdiction responsibilities in this approach is contained in Appendices J and K. All remaining information in this chapter applies to the land use/transportation analysis program outside the Valley and Victor Valley areas.

4.C. OVERVIEW OF THE LAND USE/TRANSPORTATION ANALYSIS PROGRAM FOR JURISDICTIONS OUTSIDE THE VALLEY AND VICTOR VALLEY AREAS.

For jurisdictions outside the Valley and Victor Valley areas, continued use of the Transportation Impact Analysis (TIA) process is required. This section focuses on the general framework for the TIA process. The detailed procedures for implementing the TIA process are specified in Appendix C.

The TIA Report has been designed to provide an improved basis for making land use decisions which could affect the regional transportation

system. The TIA Report format requires use of consistent, analytically sound procedures to forecast impacts, define and test mitigations, and to evaluate mitigation costs. Copying of TIA Reports to the CMA is required to enable the CMA to fulfill its legal obligation to monitor compliance with the program, and to provide documentation for the CMP database.

Mitigation of the impacts of land use decisions on CMP roadways across jurisdictional boundaries is a major concern of the program. The TIA Report and subsequent interagency review process provide one mechanism to address that concern. With the completion of the CTP and adoption of area wide, multi-jurisdictional deficiency plans, issues of this kind are more likely to be anticipated and avoided.

Prior to adoption and implementation of a deficiency plan, CMP TIA Reports shall be prepared by or at the direction of the local jurisdiction with land use authority when a change in land use, a development project, or at local discretion, a group of projects are forecast to generate 250 two-way peak hour trips based on trip generation rates published for the applicable use or uses in the Institute of Transportation Engineers' Trip Generation or other CMA-approved data source. Pass-by trips are excluded in this determination. CMP arterial highways shall be analyzed if they are projected to carry at least 50 two-way peak hour trips, and freeway segments shall be analyzed if they carry at least 100 two-way peak hour trips.

Jurisdictions that have implemented qualifying development mitigation programs that achieve development contribution requirements established by the SANBAG Development Mitigation Nexus Study are not required to prepare TIA reports for CMA review. However, until these jurisdictions have agreements with Caltrans regarding State highway facilities within the jurisdiction, any project meeting the CMP threshold of 250 two-

way peak hour trips that expects to add at least 50 two-way peak hour trips to a State highway facility is required to prepare a TIA report for Caltrans' review. If a project is forecast to generate 100 to 250 peak hour trips and expects to add at least 50 peak hour trips to a State highway facility, the jurisdiction should consult with Caltrans to determine the need for a TIA report. Refer to Figure C-1 at the end of Appendix C for a flow chart that defines when TIA reports need to be prepared.

Other locally determined criteria may be used which are more stringent than those identified above. All TIA Reports shall be submitted to the CMA. If a TIA Report indicates that the project or projects would add 50 or more 2-way peak hour trips to a CMP arterial within an adjacent jurisdiction or 100 or more 2-way peak hour trips to a freeway within an adjacent jurisdiction, the TIA Report shall be submitted to the adjacent jurisdictions as well. The agency responsible for the TIA Report shall consider comments from other jurisdictions, the CMA, and Caltrans prior to certification of that analysis as consistent with the CMP guidelines.

The traffic volume thresholds (50 added peak hour trips to an arterial and 100 to a freeway) are intended to determine when a local jurisdiction is required to provide a copy of a TIA Report to a neighboring jurisdiction. They are not used to determine if a TIA Report needs to be prepared. These volume thresholds also define the limit of the geographic area that needs to be analyzed in a TIA Report (i.e., the analysis does not need to be conducted for any intersections or segments when the number of project-related peak hour trips is less than the specified volume thresholds). Regardless of project-related volumes, a TIA Report analysis is only required to extend a five mile radius from the project site without regard for jurisdictional boundaries, unless a continuation of the analysis is desired by the permitting jurisdiction.

TIA Reports shall be provided to the CMA and adjacent jurisdictions so that information exchange and communication can occur in concert with the permitting jurisdiction's project review schedule and prior to any approval or permit activity. Agencies which receive TIA Reports shall provide any comments no later than 15 working days from the date the TIA Report was received by SANBAG, unless otherwise notified by the permitting jurisdiction. Should the comments received from adjacent jurisdictions, the CMA, Caltrans, or transit agencies recommend changes to the TIA Report, the permitting jurisdiction shall consider comments received and make changes deemed necessary by the permitting jurisdiction. Should the changes be such that the permitting jurisdiction chooses to recirculate the document, the commenting agencies shall complete the review of the revised document no later than 10 working days from the date unless otherwise notified. This process is intended to be consistent with any actions required under the local Land Use/Transportation Analysis Program.

Following adoption and implementation of a deficiency plan, CMP TIA Reports shall be prepared by or at the direction of the local jurisdiction to first determine if a change in land use, a development project, or a group of projects are consistent with growth assumptions contained in the CTP and deficiency plan. If consistency is determined, actions identified within the CTP and deficiency plan should be adequate to maintain the desired level of system performance if implemented at the appropriate time. It is then the role of the Land Use/Transportation Analysis Program to: 1) identify the appropriate implementation schedule for actions already identified within the deficiency plan to maintain mobility on the multimodal transportation system in the vicinity of the project, and 2) identify project-specific mitigations on local facilities not addressed by the CTP and the deficiency plan.

If the land use change, development project, or group of projects is determined to not be consistent, actions identified within the CTP and deficiency plan may not be adequate to maintain the desired level of system performance. In this case, it is the role of the Land Use/Transportation Analysis Program to: 1) identify the appropriate implementation schedule for those actions already identified within the deficiency plan to help maintain mobility on the multimodal transportation system in the vicinity of the project, 2) develop other mitigations needed to augment those previously identified in the deficiency plan to meet the mobility objectives of the CTP, 3) identify project-specific mitigations on local facilities not addressed by the CTP and the deficiency plan, and 4) provide information to be incorporated into updates of the regional growth forecast, CTP and RTP, and the deficiency plan to reestablish consistency.

Appendix C provides the detailed guidelines for preparing TIA Reports to address changes in land use, development project, or group of projects prior to adoption and implementation of an area wide deficiency plan that encompasses the project area. Variations in the program may be accommodated at the discretion of the CMA Board, but consistent implementation by all jurisdictions is essential to the program's success. Additional detailed guidance for preparing TIA Reports in areas encompassed by adopted deficiency plans will be developed through the CMP TAC and its subcommittees, and will be incorporated into Appendix C at the discretion of the CMA Board of Directors.

4.D LEGAL REQUIREMENTS

California Government Code Section 65089 (b)(4) states the requirements for analysis of the impacts of land use decisions on the regional transportation system as defined by the CMP:

"The program shall contain . . . a program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems, including an estimate of the costs associated with mitigating those impacts. This program shall measure, to the extent possible, the impact to the transportation system using the performance measures described in paragraph (2) (the performance measures element of the CMP). In no case shall the program include an estimate of the costs of mitigating the impacts of interregional travel. The program shall provide credit for local public and private contributions to improvements to regional transportation systems. However, in the case of toll road facilities, credit shall only be allowed for local public and private contributions which are unreimbursed from toll revenues or other state or federal sources. The agency shall calculate the amount of the credit to be provided. The program defined under this section may require implementation through the requirements and analysis of the California Environmental Quality Act, in order to avoid duplication."

Government Code Section 65089.7 places limitations on projects required to be analyzed through the Land Use/Transportation Analysis Program:

"A proposed development specified in a development agreement entered into prior to July 10, 1989, shall not be subject to

any action taken to comply with this chapter, except actions required to be taken with respect to travel demand element of a congestion management program pursuant to paragraph (3) of subdivision (b) of Section 65089.” In addition, Section 65089.3 (a) of the Government Code requires the Congestion Management Agency (CMA) to:

"monitor the implementation of all elements of the congestion management program. At least biennially, the agency shall determine if the county and cities are conforming to the congestion management program, including, but not limited to, all of the following:

...c) Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of the costs associated with mitigating these impacts.

(d) Adoption and implementation of a deficiency plan pursuant to Section 65089.4 when highway and roadway level of service standards are not maintained on portions of the designated system.

These sections of the Government Code obligate each jurisdiction to either maintain the level of service standard on the CMP road system by mitigating the impacts of that jurisdiction's land use decisions, or to prepare and implement a deficiency plan to either return the level of service to the CMP standard, or provide for system wide transportation performance and air quality improvements (which may, at local discretion, not include returning the facility to the CMP LOS standard).

Each local jurisdiction has adopted and is implementing a Land Use/Transportation Analysis

Program designed to be consistent with the guidelines provided in Appendix C of this document. Failure of a local jurisdiction to address an exceedance of the level of service standard on the CMP system, or failure to implement a consistent Land Use/Transportation Analysis Program, would result in the CMA finding the local jurisdiction not in compliance with the CMP.

This finding would be transmitted to the state Controller's office, which would result in withholding, or ultimately, loss of the jurisdiction's share of the Proposition 111 increase in gas tax funds.

Upon approval of an area wide deficiency plan pursuant to Government Code Section 65089.4 and the Deficiency Plan element of the CMP (Chapter 8), the land use/transportation analysis program within the area encompassed by the deficiency plan will change. The focus of the land use/transportation analysis program as it applies to projects within such an area will depend on whether the land use change or project is consistent with the growth forecast used to develop the deficiency plan.

If the land use change or project is consistent with the growth projection, the role of the Traffic Impact Analysis is principally to provide for timely phasing of transportation projects or strategies already identified for that area by the CTP and incorporated into the deficiency plan. In this way, it provides a basis for the implementation schedule that must be included within the deficiency plan's action plan.

If the land use change or project is not consistent with the growth projections used to develop the CTP and the deficiency plan's action plan, modifications may ultimately be needed to both plans as well as the growth projection. This would occur through the biennial CTP, CMP, and deficiency plan update process, but the transportation mitigations originally identified by

the CTP may also have to be augmented through the Traffic Impact Analysis Report process.

In either case, the prior identification of the long-range capital improvements called for in the CTP within the vicinity of the proposed change in land use, including both mitigating projects and other strategies, as well as the selection of the appropriate implementation and financing mechanisms, will reduce delays associated with compliance with this program. This approach will also allow dismissal of mitigations and related costs that are infeasible or undesirable. In either case, too, localized analysis localized in the immediate vicinity of the project will continue to be included in the TIA process to address local access and congestion issues of a scale too small to be covered in the CTP or area wide deficiency plan.

4.E BENEFITS OF THE PROGRAM

The Land Use/Transportation Analysis Program benefits local jurisdictions in several ways:

- Provides the basis for generating fair share development contributions for regional transportation improvements.
- Provides flexibility in how local jurisdictions may implement their development mitigation programs.
- Provides a set of consistent guidelines for Traffic Impact Analysis (TIA) Reports, to provide local decision makers with comprehensive data on project impacts, needed mitigations, and mitigation costs, all designed to assist in making local land use decisions.
- Provides an opportunity to be informed of land use changes and to provide

substantive response to potential impacts of these changes in nearby jurisdictions.

- Creates a process to address interjurisdictional impacts.
- Provides information on which to base a more equitable allocation of costs among projects, jurisdictions, and other funding sources to mitigate transportation impacts on the CMP system.
- Will provide the process to mitigate impacts on the CMP system by appropriately phasing implementation of the actions identified within area wide deficiency plans.

4.F IMPLICATIONS OF CMP REVIEW

The authority to make land use decisions rests solely with local jurisdictions. The Land Use/Transportation Analysis Program can influence land use decisions by requiring full evaluation and disclosure of impacts to the regional transportation system, regardless of jurisdictional boundaries. Local jurisdictions are required to maintain the adopted level of service standards on the CMP system or prepare a deficiency plan, so it is essential that local jurisdictions consider the necessary actions and costs required to mitigate impacts resulting from local land use decisions. A local jurisdiction which fails to address deficiencies on the CMP System which are caused by exercise of its land use authority faces loss of the increment of local gas tax monies added by Proposition 111.

Once deficiency plans have been adopted in accordance with state law and CMA policy, the process can be streamlined so long as land use decisions are consistent with the growth assumptions, developed by SCAG in accordance with local input, on which the CTP and the

deficiency plan are based. Impacts of projects that are inconsistent with the growth forecasts may not be appropriately addressed by the area wide deficiency plan, and would therefore require an analysis similar to that conducted under the guidelines that are applicable prior to deficiency plan adoption.

4.G OBJECTIVES, POLICIES, AND ACTIONS

Objective 4.1 Provide adequate mobility for people and goods by integrating consideration of land uses and the transportation system, and promoting transportation-friendly development patterns.

Policy 4.1.1 - Identify and quantify the direct and cumulative impacts of proposed land use decisions on the regional transportation system.

Action Implement the Land Use/Transportation Analysis Program through local jurisdiction development mitigation programs and preparation of TIA Reports on projects which exceed the applicable thresholds, and certify that the analysis is consistent with the CMP guidelines.

RESPONSIBILITY: Local jurisdictions.

Action In areas where deficiency plans have been adopted, determine if proposed land use changes are consistent with growth forecasts used in development of the deficiency plan. If the project is deemed consistent, use the TIA process to develop appropriate

deficiency plan phasing. If the project is deemed inconsistent, use the TIA process to submit a revision to the growth forecast and develop appropriate mitigations beyond those identified in the deficiency plan.

RESPONSIBILITY: Local jurisdictions.

Action Where area wide deficiency plans have not yet been adopted, consider a range of alternatives to meet travel demand, including capacity increases, alternative modes, demand management, land use patterns and intensities, project design, and use criteria based on the CMP TIA Report guidelines and performance measures element of the CMP as a basis for evaluating and selecting the most appropriate strategies.

RESPONSIBILITY: Local jurisdictions.

Policy 4.1.2 - Assess long-term regional transportation needs based on planned land uses, and develop the CTP and area wide deficiency plans to meet those needs.

Action In cooperation with local jurisdictions, complete the development of the CTP and area wide deficiency plans to implement it.

RESPONSIBILITY: CMA to coordinate, local jurisdictions, transit providers, SCAG, and Caltrans to participate.

Policy 4.1.3 - Develop and implement a program which apportions fairly the responsibility for mitigation of deficiencies on the CMP system

among local jurisdictions and State agencies.

Action Prepare area wide deficiency plans in accordance with the CTP, and use the TIA Report process as the phasing mechanism for it.

RESPONSIBILITY: Jurisdictions participating in area wide deficiency plan preparation.

Action Include interjurisdictional notification and opportunities for potentially impacted jurisdictions to provide responses to TIA Reports into the local land use decision and impact mitigation process.

RESPONSIBILITY: Jurisdictions responsible for TIA Report preparation.

Action In association with the CTP, develop a program to provide fair, consistent, areawide mitigation of impacts and funding of improvements on the regional transportation system needed to support economic development and local land use decisions.

RESPONSIBILITY: The CMA, local jurisdictions, the regional agency, transit providers, and air districts.

Objective 4.2 Anticipation of needs - Forecast deficiencies and avoid breakdowns of the regional transportation system through a comprehensive, systematic program.

Policy 4.2.1 - Forecast the regional transportation impacts of land use plans and projects, and identify needed improvements or mitigation strategies and their costs through the CTP process.

Action Implement and maintain a countywide database of existing and future land use, or socioeconomic data on which to base CTP and deficiency plan updates, as well as land use consistency determinations for the Land Use/Transportation Analysis Program.

RESPONSIBILITY: SCAG and the CMA, with participation by local jurisdictions and air districts.

Action Conduct travel demand forecasting for CTP in coordination with the Regional Transportation Plan.

RESPONSIBILITY: SCAG.

Policy 4.2.2 - Implement the program locally, using consistent analytical procedures and methodologies, and consider interjurisdictional as well as local impacts and solutions based on strategies developed through the CTP.

Action Implement the CTP through area wide deficiency plans and the TIA Report process.

RESPONSIBILITY: Local jurisdictions.

Action Make data available from the CMP model runs for use with local traffic models, and maintain socio-economic data sets.

RESPONSIBILITY: SCAG and the CMA.

Action Assist in making traffic, transit and TDM data available to local agencies for purposes of preparing CMP TIA reports.

RESPONSIBILITY: The CMA, Caltrans, air districts, and transit agencies.

Action Require traffic monitoring programs for certain development projects to confirm follow-through of commitments made to the agencies impacted by that development, and establish guidelines for such monitoring programs as needed.

RESPONSIBILITY: Local jurisdictions, with assistance from the CMA upon local request.

Action Identify mitigation programs which can be implemented locally through the CTP, to address cumulative development impacts which may cause deficiencies on the CMP system. Such programs should reflect the resources and administrative mechanisms currently and potentially available to local jurisdictions.

RESPONSIBILITY: The CMA and local jurisdictions.

Objective 4.3 Equity - Apportion the cost of mitigating impacts on the transportation system equitably among all who contribute to the impacts.

Policy 4.3.1 - Identify the effect of specific land use changes on the transportation system, regardless of jurisdictional boundaries, and communicate the information to all affected jurisdictions.

Action Implement the Land Use/Transportation Analysis Program through preparation of CMP TIA Reports when a project or group of projects meet the

threshold criteria specified in this chapter.

RESPONSIBILITY: Local jurisdictions.

Action Participate as needed in discussions on the potential interjurisdictional impacts of land use decisions, mitigation of potential deficiencies, and fair apportionment of responsibility for mitigation. The CMA and Caltrans may participate at the request of a lead agency or a potentially impacted jurisdiction.

RESPONSIBILITY: Local jurisdictions, the CMA, Caltrans, and air districts.

Action Maintain, refine, and as needed, use the conflict resolution process provided in Appendix F to develop administrative solutions to interjurisdictional disagreements.

RESPONSIBILITY: Local jurisdictions initiate, the CMA facilitates.

Policy 4.3.2 - Provide a process to monitor and forecast the cumulative, incremental impacts of all projects, and identify measures and costs to mitigate the incremental impacts.

Action Identify the cumulative transportation impacts of projects through the CTP planning process, and use the Land Use/Transportation Analysis Program as a mechanism to monitor growth and its impacts on the transportation system.

RESPONSIBILITY: The CMA to initiate, local jurisdictions to participate.

Policy 4.3.3 - Develop or create a mechanism to finance, and fairly apportion, the cost of funding the transportation improvements and strategies needed to maintain mobility for people and goods in growing areas.

Action Use the CTP process as a way to identify the set of preferred transportation improvements and programs needed to offset the cumulative impacts of growth on the regional transportation system, and to determine how they should be funded.

RESPONSIBILITY: The CMA to initiate, local agencies, Caltrans, SCAG, and air districts to participate.

Policy 4.3.4 - Provide credit to local jurisdictions and project applicants within the jurisdiction who provide improvements to the regional transportation system which exceed the level of improvement required to mitigate deficiencies caused by the jurisdiction's land use decisions.

Action Through the CMPTAC, develop a process to define conditions under which credit shall be provided, the form the credit shall take, and the amount of credit to be provided for provision of improvements to the regional transportation system which exceed those required to mitigate deficiencies caused by a jurisdiction's land use decisions.

RESPONSIBILITY: The CMA, with local jurisdiction input.

Objective 4.4 Improve coordination among jurisdictions to ensure consistent consideration, analysis and mitigation of interjurisdictional impacts of development on the regional transportation system.

Policy 4.4.1 - Identify the transportation impacts of significant land use changes, regardless of jurisdictional location or political boundaries.

Action Prepare CMP TIA Reports when a project or group of projects within jurisdictions subject to TIA requirements meets the threshold criteria specified within this chapter.

Policy 4.4.2 - Provide a mechanism for consistent communication of impact analysis results, possible mitigations, and mitigation costs to potentially impacted jurisdictions, Caltrans, and the CMA.

Action As indicated in Policy 4.4.2, CMP TIA Reports shall be provided to the CMA and adjacent jurisdictions so that information exchange and communication can occur in concert with the permitting jurisdiction's project review schedule and prior to any approval or permit activity. Local jurisdictions which receive TIA Reports shall provide information on any comments within 15 working days from the date of receipt from the permitting jurisdiction. Should the comments received from adjacent

jurisdictions, the CMA, Caltrans, or transit agencies recommend changes to the TIA Report, the permitting jurisdiction shall consider comments received and make changes deemed necessary by the permitting jurisdiction. Should the changes be such that the permitting jurisdiction chooses to recirculate the document, the commenting agencies will complete the review of the revised document no later than 10 working days from receipt.

RESPONSIBILITY: Local jurisdictions, the CMA, Caltrans, transit agencies.

Action Participate as needed in discussions on the potential inter-jurisdictional impacts of land use decisions, mitigation of potential deficiencies, and fair apportionment of responsibility for mitigation. The CMA and Caltrans may participate at the request of a lead agency or potentially impacted jurisdiction.

RESPONSIBILITY: Local jurisdictions, the CMA, and Caltrans.

Action Maintain the TIA Report guidelines and coordinate modification of the guidelines as needed. If modification is needed, the modified versions of the guidelines are to be distributed to all local jurisdictions, transit agencies, and Caltrans. Any modifications to the guidelines are to be developed and recommended by the CMPTAC which consists of staff representatives of the CMA and

local jurisdictions. Modifications must ultimately be approved by the CMA Board.

RESPONSIBILITY: The CMA in coordination with local jurisdictions.

Action Maintain a log and file of TIA Reports received, formal comments related to TIA Reports received from other jurisdictions, and dates of submission of comments to the lead agency.

RESPONSIBILITY: CMA.

Policy 4.4.3 - Ensure appropriate consideration of transportation control measures and mitigation of air quality impacts in the Land Use/Transportation Analysis Program.

Action Adopt, implement, and enforce transportation control measures for the attainment of state or federal ambient air quality standards to the extent they are required by the State Implementation Plan or air districts. Provide guidance to local jurisdictions in the inclusion of transportation control measures in development plans.

RESPONSIBILITY: Air districts.

Action Maintain the TIA Report guidelines and coordinate modification of the guidelines if needed to support mobile source air quality measures contained in air quality plans and the State Implementation Plan. If modification is needed, the modified versions of the guidelines are to be distributed to all local jurisdictions, transit

agencies, and Caltrans. Any modifications to the guidelines are to be developed and recommended by the CMPTAC and approved by the CMA Board.

RESPONSIBILITY: The CMA in coordination with local jurisdictions and air districts.

Objective 4.5 Consistency - Provide a consistent, analytically sound approach to identification of impacts, evaluation of mitigations, and fair apportionment of responsibility to mitigate impacts on the CMP system.

Policy 4.5.1 - Require consistent application of the specified methodology for analyzing the impacts of land use decisions, evaluating mitigations, and estimating mitigation costs by all jurisdictions.

Action Develop the Land Use/Transportation Analysis guidelines to be adopted by local jurisdictions, determine conformance of adopted programs, and analyze TIA Reports for CMP procedural compliance.

RESPONSIBILITY: The CMA and local jurisdictions.

Action Implement the Land Use/Transportation Analysis Program and certify that analyses are consistent with the CMP guidelines.

RESPONSIBILITY: Local jurisdictions.

Policy 4.5.2 - Provide for consistency of procedures with the requirements of other regional programs and plans.

Action Assist the air districts to identify transportation control measures or other transportation strategies which will receive credit toward significant air quality improvements.

RESPONSIBILITY: CMA.

Action If needed, assist in defining the role of air quality analysis in TIA Reports.

RESPONSIBILITY: The CMA, air districts, and local jurisdictions.

Action Monitor the development of other regional plans and programs, and identify any necessary modifications to the Land Use/Transportation Analysis Program to maintain consistency.

RESPONSIBILITY: The CMA, with local jurisdiction input.

Objective 4.6 Opportunity - Identify opportunities to improve the performance of the multimodal transportation system concurrent with development, to minimize improvement costs and reliance on public financing.

Policy 4.6.1 - Develop and implement a notification process for identifying right-of-way acquisition, lane addition, and access control opportunities on the CMP roadway system, concurrent with development.

Action In federally designated urbanized areas, notify Caltrans and the CMA of any proposed traffic-generating projects (other than a single family residence) where any portion shares a property line in common with a State highway,

or is on a roadway which intersects a State highway, and is within 500 feet of that intersection, including interchange ramps.

RESPONSIBILITY: Local jurisdictions.

Appendix C provides the detailed guidelines for preparing TIA Reports to address changes in land use, development project, or group of projects prior to adoption and implementation of an area wide deficiency plan that encompasses the project area. Variations in the program may be accommodated at the discretion of the CMA Board, but consistent implementation by all jurisdictions is essential to the program's success. Additional detailed guidance for preparing TIA Reports in areas encompassed by adopted deficiency plans will be developed through the CMP TAC and its subcommittees, and will be incorporated into Appendix C at the discretion of the CMA Board of Directors.

4.H THE TRANSPORTATION IMPACT ANALYSIS PROCESS

4.H.1 Steps in the Process

Prior to adoption of an area wide deficiency plan that encompasses the project areas, the steps involved in the process are as follows (refer to Figure 4-1):

- A development application is submitted to a local jurisdiction, subject to TIA requirements or a general plan amendment, revision or specific plan is proposed.
- If the local jurisdiction determines that project review is required, based on local criteria and thresholds or the thresholds for required preparation (Appendix C), the local jurisdiction provides the applicant

with the standardized TIA procedures and report format or otherwise arranges for the TIA Report to be prepared.

- If the specified thresholds are not met, no TIA Report is required. However, within federally designated urbanized areas, Caltrans and the CMA shall be notified by the local jurisdiction for proposed traffic-generating projects (other than a single family residence) which share a property line in common with a State highway, or where any portion is on a roadway which intersects a State highway, and is within 500 feet of that intersection, including interchange ramps. The purpose of this requirement is to provide Caltrans with advance warning of an opportunity to acquire right-of-way for additional through lanes or turning lanes at intersections on the CMP roadway system. Making the improvements after the development is already in place is much more difficult, costly, and reliant on public financing.

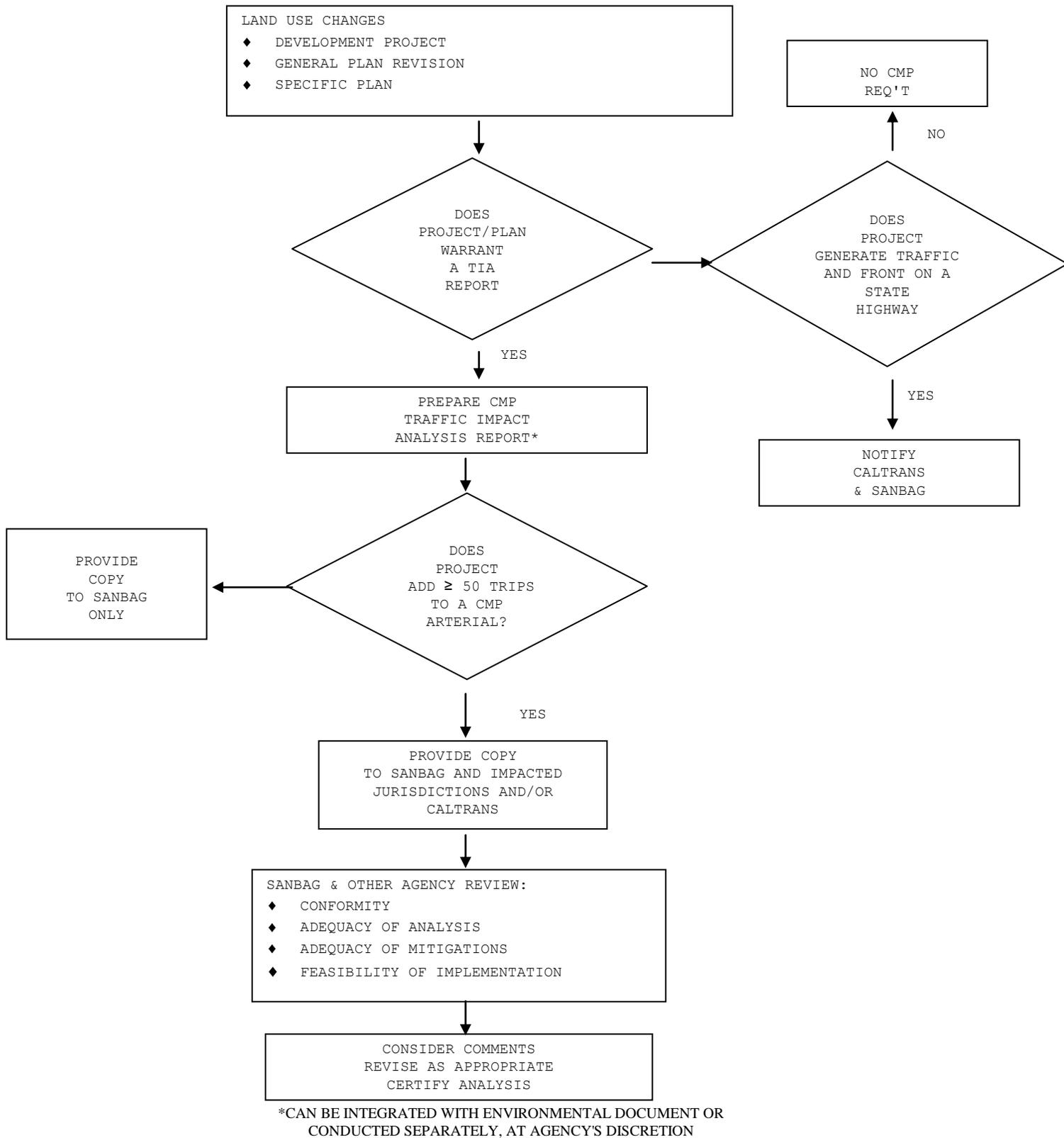


Figure 4-1. Flow of Recommended Land Use/Transportation Analysis Process for jurisdictions outside the Valley and Victor Valley.

- Land use/transportation analysis of general plans, general plan revisions and amendments, and specific plans is required if the change in land use at buildout meets or exceeds the specified threshold. Nearly all major general plan revisions and many specific plans are expected to exceed the thresholds for TIA Report preparation.
 - The local jurisdiction is the lead agency for preparation of the TIA Report. The funding source for the preparation of the TIA will be determined at the discretion of the lead agency. The procedural guidelines and assumptions for the preparation of the TIA Report are contained in Appendix C. Issues associated with use of alternate assumptions should be settled before the analysis is actually begun. Some local jurisdictions may choose to conduct a "methodology meeting" in advance of the preparation of the TIA Report and document the expectations in writing. The CMA shall be provided a copy of documentation of procedures and assumptions that vary from those contained in Appendix C. This should be provided immediately after agreement is reached between the applicant and the local jurisdiction. The TIA Report shall include an analysis of the costs of mitigating the impacts of full project implementation, or development through the current SCAG horizon year under a planning document. The TIA Report should separately identify the costs for improvements on Caltrans roadways and the impacted CMP roadways in other jurisdictions. The TIA Report shall include a determination of any credits due the project applicant, pursuant to Section 65089.(b)(4) of the California Government Code.
- The local jurisdiction shall provide a copy of the completed TIA Report to the CMA and to each potentially impacted local jurisdiction (and Caltrans for State roadways), as defined by the traffic volume thresholds defined in Appendix C.
- Potentially impacted jurisdictions and agencies will review the TIA Reports provided by the permitting jurisdiction (lead agency) and provide technical comments to the lead agency. At the impacted agency's discretion, technical comments may also be directed to the CMA. The CMA may also provide technical comments to the lead agency. The review period for the CMA, Caltrans, and local jurisdictions shall be no more than 15 working days from the date of receipt by the CMA unless otherwise stipulated by the lead agency. Documents received by the CMA are to be logged and filed as part of the required database on traffic impacts, and as information to be used to apportion mitigation costs among jurisdictions which can be shown to have contributed significantly to the impact.
 - The local jurisdiction shall consider the responses of potentially impacted jurisdictions and Caltrans, and comments of the technical analysis by the CMA, during deliberations on project or plan approval. An impacted jurisdiction may request to meet with the impacting jurisdiction (lead agency) to resolve technical issues associated with the TIA, which may include the magnitude of an impact, location of an impact, timing of an impact, nature of the proposed mitigation, estimated cost of mitigation, and apportionment of responsibility to mitigate the impact.

- Forecast interjurisdictional impacts of a project are to be mitigated through a facility improvement or strategy developed jointly by the lead agency and impacted jurisdiction. Potential interjurisdictional impacts can be mitigated through implementation of strategies by the lead agency. However, if improvements within another jurisdiction are proposed as mitigations, financial mechanisms through which the costs to mitigate interjurisdictional impacts are addressed may include, but are not limited to, interjurisdictional agreements through which the lead (impacting) agency will reimburse the impacted jurisdiction for a proportionate share of the costs to mitigate the impact or deficiency.
- A jurisdiction in which the CMP system is impacted by another jurisdiction's land use decision should be compensated for any mitigations required within the impacted jurisdiction at the time of project approval. If this is not the case, and a deficiency plan is later required to address the impacted portion of the CMP system, the TIA Report will be used as a basis to apportion the responsibility to mitigate the deficiency within the impacted jurisdiction.
- If resolution between the lead agency and a potentially impacted jurisdiction cannot be achieved, the impacted jurisdiction may request (but cannot require) the lead agency to condition approval of a project on monitoring of traffic and/or travel characteristics to and from the project site, and provision of mitigation as warranted based on the results of monitoring. At the lead agency's discretion, this may be required of a project as a mechanism to verify the magnitude of the impacts of a specific project on CMP roadways, and

provide for mitigations as needed following project approval.

- Following consideration of any comments by potentially impacted jurisdictions and the CMA, and revisions to the TIA Report as appropriate, the lead jurisdiction certifies that the analysis is consistent with the CMP guidelines.

4.H.2. Criteria for TIA Report Preparation and Review

Prior to adoption and implementation of a deficiency plan encompassing the subject area, CMP TIA Reports shall be prepared by or at the direction of the local jurisdiction that does not have a compliant development mitigation program when a change in land use, a development project, or at local discretion a group of projects, are forecast to add or generate 250 two-way peak hour trips based on trip generation rates published for the applicable use or uses in the Institute of Transportation Engineers' Trip Generation or other CMA-approved data source. Caltrans may have additional requirements, as described in Appendix C.

However, other locally determined criteria may be developed which are more stringent than those identified above. Individual development projects or proposed land use changes in the same geographic vicinity that can reasonably be combined into a single project for analysis purposes can be analyzed as a single project. The threshold determination is a self-certification process. A project (or projects which are examined together) which exceeds the specified thresholds or criteria, and for which development applications were submitted after the date of CMP approval by the CMA Board, requires submittal of a TIA Report.

For mixed use developments, the size of each proposed use shall be applied to the trip generation

rate for that land use type, and the results of all such calculations shall be totaled to determine if the total trip generation meets or exceeds the CMP threshold or if applicable, a more stringent local threshold.

Projects shall not be split to avoid the CMP requirements. If an additional phase of a project, when added to the preceding phases, causes the sum of the phases to exceed the threshold, the entire project must be analyzed as a unit. The analysis must be conducted when the phases are anticipated and should not wait for later phases, even if earlier phases alone would not exceed the threshold.

If it is determined that a CMP TIA Report is required, the entity with local land use authority shall prepare or cause to be prepared a Traffic Impact Analysis Report consistent with the procedure and methodology specified in Appendix C and the local jurisdiction's Land Use/Transportation Analysis Program.

If it is determined that a project qualified for the preparation of a TIA Report but no report was prepared, adjacent potentially impacted jurisdictions, SANBAG, or Caltrans may request that such a report be prepared, even though it may be after-the-fact. The permitting jurisdiction shall prepare, or cause to be prepared, a TIA Report in order to determine appropriate mitigation measures and financial responsibilities for resolution of the ongoing CMP system impacts and for developing appropriate mitigations for future development projects.

Any questions that arise on the interpretation of the program should be referred to CMA staff. It is in a jurisdiction's own interest to undertake CMP TIA Report preparation to avoid future impacts on the regional transportation system, and financial responsibility to mitigate them.

4.I. SUMMARY OF AGENCY RESPONSIBILITIES

CMA Responsibilities

- In cooperation with local jurisdictions, develop and maintain the Land Use/Transportation Analysis guidelines to be adopted by local jurisdictions. (Appendix J for Valley and Victor Valley jurisdictions and Appendix C for other jurisdictions).
- Provide biennial update of the Development Mitigation Nexus Study (Appendix K) with input from local jurisdictions and Caltrans.
- Determine conformance of locally adopted Land Use/Transportation Analysis programs (Government Code Section 65089.3).
- Review and approve local jurisdiction development mitigation programs and TIA Reports for consistency, with requirements.
- Participate as needed in discussions on the potential interjurisdictional impacts of land use decisions, mitigation of potential deficiencies, and fair apportionment of responsibility for mitigation, at the request of a lead agency or a potentially impacted jurisdiction.
- Maintain the TIA Report guidelines and coordinate modification of the guidelines as needed to define streamlined procedures available to local jurisdictions in which areawide deficiency plans have been adopted. Modifications are to be developed in cooperation with the CMP TAC, and approved by the CMA Board.

The modified guidelines are to be distributed to all local jurisdictions, transit agencies, and Caltrans.

- Monitor the development of other regional programs and plans and identify any necessary modifications to the Land Use/Transportation Analysis Program to maintain consistency.
- Assist the air districts to identify transportation control measures or other transportation strategies which will receive credit toward significant air quality improvements
- Assist in making traffic, transit, and TDM data available to local agencies for purposes of preparing CMP TIA reports.
- In cooperation with SCAG and the local jurisdictions, plan for and implement a regional database of existing land use, approved changes in land use, and proposed changes in land use.
- In cooperation with SCAG, make data available from the CMP model for use in local models.
- Maintain a log and file of TIA Reports received, formal responses to TIA Reports received, and dates of submission of responses to the lead agency as part of the required database on traffic impacts.
- Develop guidelines, in cooperation with local jurisdictions and Caltrans, for traffic monitoring programs potentially needed to monitor traffic generated by certain development projects.
- In cooperation with local jurisdictions, develop the CTP for regional facilities and strategies, which identifies impacts and

needs created by development projects, including the cumulative impacts of projects.

- Use the CTP process as a way to identify the set of preferred transportation improvements and programs needed to offset the cumulative impacts of growth on the regional transportation system, and to determine how they should be funded.
- Maintain, refine, and as needed, facilitate use of the conflict resolution procedure within the CMP to provide administrative remedies to interjurisdictional disagreements.

Local Jurisdiction Responsibilities

- Adopt and implement the Land Use/Transportation Analysis Program. The adopted program shall be generally consistent with the CMA-adopted program.
- Develop and adopt a Development Mitigation program consistent with the requirements of Appendix J (for jurisdictions in the Valley or Victor Valley. Submit adopted program to the CMA for approval.
- Act as lead agency for preparation of TIA Reports (for jurisdictions outside the Valley or Victor Valley).
- Implement local transportation models or analytical procedures capable of analyzing the impacts of land use decisions on the regional transportation system, both within the jurisdiction and in adjacent jurisdictions.

- Provide copies of TIA Reports directly to all other jurisdictions in which project-imposed impacts are identified.
- Provide a copy of each TIA Report to the CMA and list jurisdictions to which the TIA Report is being sent.
- Incorporate consideration of TIA Report results and responses of other jurisdictions on TIA Reports into the land use decision and traffic impact mitigation process, and certify that the analysis is consistent with the CMP guidelines.
- Participate as needed in discussions on potential interjurisdictional impacts of land use decisions, mitigation of potential deficiencies, and fair apportionment of responsibility for mitigation.
- Respond to TIA reports prepared by other jurisdictions and bring traffic impact issues to their attention.
- Within federally designated urbanized areas, notify Caltrans and the CMA of traffic-generating projects (other than single family residences) with a property line in common with a State highway or within 500 feet of a State highway along an intersecting street.
- Require traffic monitoring programs for certain development projects to confirm follow-through of commitments made to the agencies impacted by that development.
- Work with the CMA and other jurisdictions to develop the CTP, and participate in use of the CTP planning process to develop a program to comprehensively address the cumulative

impacts of local land use decisions on the regional transportation system.

Southern California Association of Governments (SCAG) Responsibilities

- Make models and model data available to local agencies for purposes of preparing TIA Reports.
- Maintain and update socio-economic data sets for models.
- In cooperation with the appropriate air district, assist in the quantification of air quality benefits to be derived from implementation of area wide deficiency plans.

Caltrans Responsibilities

- Make traffic count information available to local jurisdictions preparing TIA Reports.
- Review CMP TIA Reports, provide a response to the impacting jurisdiction through the CMA, and enter into discussions on the resolution of impacts on State roadways as appropriate to each situation.

Transit Agency Responsibilities

- Make transit information available to local agencies preparing TIA Reports.
- Review CMP TIA Reports as submitted by local jurisdictions, provide comments to the requesting jurisdiction, adjacent impacted jurisdictions, and the CMA, and participate in the process to resolve identified impacts.

SCAQMD and MDAQMD Responsibilities

- Identify transportation control measures or other transportation strategies which will receive credit toward significant air quality improvements if implemented through deficiency plans.
- Participate with the CMA and local jurisdictions in defining the role of air quality analysis in TIA Reports.

5. TRAVEL DEMAND MANAGEMENT ELEMENT

The Congestion Management Program emphasizes maintenance of mobility for people and goods through many strategies, while helping to improve air quality. Strategies which can help to maintain mobility in ways that are consistent with achieving our air quality goals include those which focus on reductions in trip making, trip length, and travel demand, as well as those which increase the availability of modal alternatives to the single occupant vehicle. This chapter provides a framework for trip reduction and travel demand management for the CMP.

5.A LEGAL REQUIREMENTS

California Government Code Section 65089 (b) (3) states the requirements for the travel demand management element:

"(A) The program shall contain . . . a travel demand element that promotes alternative transportation methods, including, but not limited to, carpools, vanpools, transit, bicycles, and park-and-ride lots; improvements in the balance between jobs and housing; and other strategies, including, but not limited to, flexible work hours, telecommuting, and parking management programs. The agency shall consider parking cash-out programs during the development and update of the travel demand element.

5.B BENEFITS OF THE PROGRAM

Travel Demand Management can provide the following benefits:

- Increases mobility of people and goods at a minimal capital cost by improving system efficiency and maximizing system utility.
- Increases and integrates modal options by ensuring that actions are supportive of alternative modes.
- Encourages use of alternatives to the single occupant vehicle to reduce vehicle trips and vehicle miles traveled.
- Improves overall system performance by maintaining mobility for people and goods while reducing vehicle demand.
- Integrates air quality planning requirements with transportation planning and programming functions.

5.C IMPLICATIONS OF THE PROGRAM

The Travel Demand Management Element has linkages to other regional and local transportation and air quality plans and programs, transit plans, general plans, and related land use plans. This section describes some of those interrelationships and implications of the program.

Table 5-1 presents a list of trip reduction and travel demand management measures compiled by Inland Empire Commuter Services. The list indicates whether the strategies satisfy the objectives of mobility, air quality, or both.

5.C.1 LINKAGES WITH THE SCAQMD AND MDAQMD

The air districts have a prescribed role in the development and implementation of the CMP. CMP legislation requires that the CMP be developed "in consultation with, and with the cooperation of," the local air quality management districts. The districts are also required to "establish and periodically revise a list of approved improvements, programs, and actions" that local jurisdictions can incorporate into deficiency plans to "measurably improve multimodal performance..., and contribute to significant improvements in air quality." Finally, the law requires that the CMA consult with the air quality management districts before it calculates the impacts of traffic subject to exclusion pursuant to Government Code Section 65089.4(b) and (f).

The integration of transportation control measures from the plans of the air quality management districts, which are in turn consistent with the regional mobility strategy defined in the Regional Transportation Plan, is important for a variety of reasons. It results in the selection of strategies to maintain mobility that are also consistent with the district strategies to attain air quality standards in accordance with deadlines established by the Federal Clean Air Act. It also recognizes that most transportation control measures (TCM's) are needed to meet mobility goals as well as to improve regional air quality. Finally, it allows local governments to implement both mobility and air quality programs (Regional Transportation and Comprehensive Transportation Plans, CMP, and air plans) through one set of actions.

All elements of the CMP must be consistent with the applicable air district plan. In addition, Government Code Section 65089 (b)(3) provides that a city or county in which a development will implement a parking cash-out program which is included in a congestion management program or deficiency plan shall grant to that development an

appropriate reduction in the parking requirements otherwise in effect for the new commercial development. In the case of existing commercial development that has implemented a cash-out program included in a CMP or deficiency plan, the city or county shall grant an appropriate reduction in the otherwise applicable parking requirements based on the demonstrated reduced need for parking, and the space no longer needed for parking purposes may be used for other appropriate purposes.

Transportation control measures to reduce congestion and improve air quality are identified and described within the respective air district plans, and are incorporated into this document by reference. For several of these measures, the air districts may adopt rules with future effective compliance dates.

The nature of Deficiency Plan actions for which credit can be gained for systemwide level of service and air quality improvements has been an issue for some time. Credit may, subject to air district approval, accrue to localities or subregions through the ability to implement local or subregional programs in lieu of district implementation of Indirect Source Rules (ISR'S).

Eligibility for such substitution is contingent on the local or subregional program being enforceable, and forecasting levels of emission reduction equal to or greater than that which would be achieved through implementation of the ISR'S within that area, based on calculation methods subject to air district approval. The areawide Deficiency Plans contemplated in accordance with SANBAG policy and the most recent CMP update could provide the enforceable mechanisms for such substitution programs. The MDAQMD has also developed a draft list of deficiency plan elements for the Desert jurisdictions.

5.C.2 RELATIONSHIP TO LOCAL JURISDICTION GENERAL PLANS AND ORDINANCES

Local jurisdiction general plan circulation elements often include policies and actions to encourage alternative transportation mode choices. The land use element of the general plans may contain policies promoting a balance between jobs and housing. Zoning ordinances may enforce these policies. Local jurisdictions are now required to grant appropriate levels of reduced parking requirements if cash-out programs are implemented by new or existing commercial development pursuant to Government Code Section 65089(d)(1) and (2).

Transportation control measures undertaken in accordance with the provisions of the MDAQMD's Plan are likely to be implemented by the Air District.

5.C.3 RELATIONSHIP TO THE REGIONAL TRANSPORTATION PLAN

SCAG's Regional Transportation Plan (RTP) identifies transportation demand management as a principal component of the regional mobility strategy. In addition to developing and updating the plan, SCAG is responsible for finding it to be in conformance with Federal Clean Air Act requirements. Given that the CMP is to be consistent with the RTP, CMP TDM measures must be consistent with the measures in the RTP.

5.C.4 RELATIONSHIP TO INLAND EMPIRE COMMUTER SERVICES (IECS)

IECS delivers rideshare matching services and information on commute alternatives. It can assist in providing marketing information and alternative commute mode statistics and in implementing adopted travel demand management measures.

Actual ridematching documents are produced by SCAG.

5.C.5 RELATIONSHIP TO TRANSIT PROVIDERS

Transit providers have short range transit plans, marketing incentive programs, and passenger survey information which can assist in developing and implementing transportation demand management strategies. Through the Comprehensive Transportation planning process, the CMA consults with transit providers to maintain consistency between proposed transportation demand management measures and the transit services provided in the various areas of the county.

5.D OBJECTIVES, POLICIES, AND ACTIONS

Objective 5.1 Trip Reduction - Reduce the number of vehicle trips while maintaining personal mobility.

Policy 5.1.1 - Provide incentives and help to remove obstacles for transit, ridesharing, and reduced person-trips.

Action

RESPONSIBILITY: The CMA in cooperation with local jurisdictions, Caltrans, and transit agencies.

Action

Provide reduced-toll incentives for carpools and vanpools if toll facilities are developed in San Bernardino County.

RESPONSIBILITY: Caltrans.

Action

Maintain performance measures in the CMP that are sensitive to the effectiveness of trip reduction

and travel demand management strategies.

RESPONSIBILITY: The CMA in cooperation with local jurisdictions, transit providers, and Caltrans.

Action Ensure operation of HOV facilities at a higher LOS than mixed flow lanes within San Bernardino County as an incentive for multi-occupant vehicle travel.

RESPONSIBILITY: The CMA and Caltrans.

Action Grant new commercial development which will implement a parking cash-out program appropriate reductions in parking requirements otherwise in effect, and grant existing commercial development which has implemented a parking cash-out program an appropriate reduction in parking requirements otherwise applicable based on the demonstrated reduced need for parking.

RESPONSIBILITY: Local governments and the CMA.

Action Maintain an effective regional system of carpool and vanpool matching.

RESPONSIBILITY: Southern California Associated Governments Rideshare Department (SCAG).

Policy 5.1.2 - Facilitate and provide incentives or non-auto travel.

Action Study and recommend methods for encouraging transit, pedestrian and bicycle-oriented development. Conduct this activity in conjunction with implementation of the Countywide Bicycle Plan and local livable communities initiatives.

RESPONSIBILITY: The CMA and SCAG to coordinate, local jurisdictions to participate as desired.

Objective 5.2 Reduce the length of trips while maintaining personal mobility.

Policy 5.2.1 - Provide incentives for reducing vehicle trip lengths.

Action Encourage job creation in San Bernardino County through development and implementation of transportation investment strategies which increase the county's ability to attract basic industry.

RESPONSIBILITY: The CMA, local jurisdictions, SCAG, and Caltrans.

Action Study and recommend methods for encouraging transit, TDM, pedestrian, and bicycle-oriented development.

RESPONSIBILITY: The CMA and SCAG to coordinate, local jurisdictions to participate as desired.

Objective 5.3 Improve air quality.

Policy 5.3.1 - Implement, document, and monitor local transportation control measures in a manner consistent with the appropriate air quality plan(s).

Action Continue to implement transportation control measures in accordance with the CMP requirements.

RESPONSIBILITY: Local jurisdictions.

Table 5-1

**TDM MODEL
ORDINANCE OPTIONS**

To comply with CMP requirements, cities must adopt a TDM ordinance.

If a city wishes to adopt an ordinance to actively manage congestion within its boundaries, Inland Empire Commuter Services has developed a matrix illustrating different techniques available and whether they impact air quality, congestion management, or both.

Strategies emphasizing air quality mean those which eliminate cold starts

TDM ORDINANCE PROVISION OPTIONS	STRATEGIES EMPHASIZING AIR QUALITY	STRATEGIES WHICH HELP CONGESTION MANAGEMENT
Regulate Medium and Large Employers	◆	◆
Regulate Multi-Tenant Building Owners	◆	◆
Regulate Developers	◆	◆
Require Mixed Use	◆	◆
Require Amenities that Reduce Need for Trips	◆	◆
Design Guidelines for Transit, Vanpools, Walking, and Bicycling	◆	◆
Increase Residential Densities at Transit Stations		◆
Fee Credits for Building Designs which Promote TDM Measures	◆	◆
Fee Credits for Building Remote Park & Ride Facilities		◆
Parking		
Preferential Parking for Ridesharers	◆	◆
Subsidized Parking for Ridesharers	◆	◆
Remote Park & Ride Lots with Amenities		◆
Support Zoning Code Variances for Commercial Uses Within Park & Ride Facilities		◆
Provide Bicycle Parking	◆	◆
Lower Development Sq./Ft. Ratios and Maximum Limits		◆
Transportation Allowance Instead of Subsidized Parking	◆	◆

Table 5-1 continued

TDM ORDINANCE PROVISION OPTIONS	STRATEGIES EMPHASIZING AIR QUALITY	STRATEGIES WHICH HELP CONGESTION MANAGEMENT
Ridesharing		
Rideshare Transportation Allowances	◆	◆
Ridesharing Subsidy, Tax Credits or Fees for Solo Commuters	◆	◆
Ridesharer Parking Cost Subsidy	◆	◆
Ridematching	◆	◆
Guaranteed Ride Home	◆	◆
Flex-Time		◆
Compressed Work-week	◆	◆
Telecommuting from Home	◆	◆
Telecommuting from Satellite Work Center		◆
Transit subsidies	◆	◆
Commuter Stores or Marketing Programs	◆	◆
Expanded On-Site Amenities	◆	◆
Walking		
Showers and Lockers	◆	◆
Safe Walking Routes	◆	◆
Bicycling		
Showers and Lockers	◆	◆
Bicycling Information (Maps)	◆	◆

Strategies emphasizing air quality mean those which eliminate cold starts

Policy 5.3.2 - Ensure that other congestion management measures adopted by local jurisdictions and Caltrans do not have negative effects on air quality.

Action Conduct an air quality conformity review for all CIP projects in the CMP.

RESPONSIBILITY: SCAG.

Action Maintain a list of air quality-compatible measures for the CMP.

RESPONSIBILITY: SCAQMD and MDAQMD.

5.E SUMMARY OF RESPONSIBILITIES

CMA Responsibilities

- Assist the SCAQMD and MDAQMD in development and maintenance of a menu of mitigation measures compatible with air quality requirements for consideration in deficiency plans, TIA Reports, and related studies.
- Encourage job creation in San Bernardino County through development and implementation of transportation investment strategies which increase the county's ability to attract basic industry.
- If desired by local jurisdictions, participate and assist in development of CMP Deficiency Plans which yield emission reductions that can be substituted for Indirect Source Rules.
- Assist SCAG in conducting air quality conformity determinations, with consultation of the Air Districts, for all CIP projects in the CMP.

- Prioritize capital projects that include High Occupancy Vehicle (HOV) lanes, facilitate non-motorized travel, and provide other time or price-related incentives for transit and ridesharing, or other vehicle trip reduction.
- Study and recommend methods for encouraging transit, TDM, pedestrian, and bicycle-oriented development.

Local Jurisdiction Responsibilities

- Include in deficiency plans, TIA Reports, and related studies only those mitigation measures deemed by SCAQMD and MDAQMD to be compatible with air quality requirements.
- Continue implementation of transportation control measures in accordance with CMP.
- Encourage job creation in San Bernardino County through strategies which increase the county's ability to attract basic industry.
- Study and consider methods for encouraging transit, TDM, pedestrian, and bicycle-oriented development.
- Grant new commercial development which will implement a parking cash-out program appropriate reductions in parking requirements otherwise in effect, and grant existing commercial development which has implemented a parking cash-out program an appropriate reduction in parking requirements otherwise applicable based on the demonstrated reduced need for parking.

Air District Responsibilities

- Develop and maintain a list of air quality-compatible mitigation measures for consideration in deficiency plans, TIA Reports, the CMP CIP, and related documents.
- Review ordinances, plans, and programs of local jurisdictions to ensure consistency with State law.

Caltrans Responsibilities

- For any toll facilities in San Bernardino County, provide reduced-toll incentives for carpools and vanpools.

Transit Agency Responsibilities

- Participate in formulation and application of multimodal performance measures in accordance with CMP requirements.

Inland Empire Commuter Services (IECS) Responsibilities

- Maintain TDM-related information and provide assistance to employers and local jurisdictions in implementing the provisions of TDM ordinances.
- In partnership with SCAG Rideshare Department, maintain an effective system of carpool and vanpool matching and formation.

6. MONITORING PROGRAM AND TRANSPORTATION MODELING

The monitoring program addresses several CMP requirements. It provides information on the current traffic levels of service, identifies system deficiencies and the need for deficiency plans, and establishes the framework for determining local jurisdiction conformance with the CMP. The annual modeling conducted as part of the CMP is also discussed in this chapter.

6.A LEGAL REQUIREMENTS

California Government Code Section 65089.3 states the following requirements for the CMP monitoring program:

"The agency shall monitor the implementation of all elements of the congestion management program. The department is responsible for data collection and analysis on State highways, unless the agency designates that responsibility to another entity. The agency may also assign data collection and analysis responsibilities to other owners and operators of facilities or services if the responsibilities are specified in its adopted program. The agency shall consult with the department and other affected owners and operators in developing data collection and analysis procedures prior to program adoption. At least biennially, the agency shall determine if the county and cities are conforming to the congestion management program, including, but not limited to, all of the following:

(a) Consistency with levels of service standards, except as provided in Section 65089.4.

(b) Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of the costs associated with mitigating these impacts.

(c) Adoption and implementation of a deficiency plan pursuant to Section 65089.4 when highway and roadway level of service standards are not maintained on portions of the designated system.

6.A.1 DETERMINATION OF NON-CONFORMANCE

The procedure for and penalties associated with a determination of nonconformance are stated in Government Code Section 65089.5:

“(a) If, pursuant to the monitoring provided for in Section 65089.3, the agency determines, following a noticed public hearing, that a city or county is not conforming with the requirements of the congestion management program, the agency shall notify the city or county in writing of the specific areas of nonconformance. If, within 90 days of the receipt of the written notice of nonconformance, the city or county has not come into conformance with the congestion management program, the governing body of the agency shall make a

finding of nonconformance and shall submit the finding to the commission and to the Controller.

(b) (1) Upon receiving notice from the agency of nonconformance, the Controller shall withhold apportionments of funds required to be apportioned to that nonconforming city or county by Section 2105 of the Streets and Highways Code.

(2) If, within the 12-month period following the receipt of a notice of nonconformance, the Controller is notified by the agency that the city or county is in conformance, the Controller shall allocate the apportionments withheld pursuant to this section to the city or county.

(3) If the Controller is not notified by the agency that the city or county is in conformance pursuant to paragraph (2), the Controller shall allocate the apportionments withheld pursuant to this section to the agency.

(c) The agency shall use funds apportioned under this section for projects of regional significance which are included in the capital improvement program required by paragraph (5) of subdivision (b) of Section 65089, or in a deficiency plan which has been adopted by the agency. The agency shall not use these funds for administration or planning purposes.”

6.A.2 MODELING AND DATA BASE

Modeling and data requirements of the CMP are addressed in Government Code Section 65089(c):

“The agency, in consultation with the regional agency, cities, and the county shall develop a uniform data base on

traffic impacts for use in a countywide transportation computer model and shall approve transportation computer models of specific areas within the county that will be used by local jurisdictions to determine the quantitative impacts of development on the circulation system that are based on the countywide model and standardized modeling assumptions and conventions. The computer models shall be consistent with the modeling methodology adopted by the regional planning agency. The data bases used in the models shall be consistent with the data bases used by the regional planning agency. Where the regional agency has jurisdiction over two or more counties, the data bases used by the agency shall be consistent with the data bases used by the regional agency.”

6.B BENEFITS OF THE MONITORING PROGRAM

The monitoring program has the following benefits:

- Establishes responsibility for monitoring of transportation system performance.
- Provides information to support cost-effective programming decisions.
- Provides data to support the analyses conducted as part of the CMP.
- Provides a systematic process for identifying system deficiencies.
- Provides some of the data needed for development of deficiency plans,

including information on causes of deteriorating system performance.

- Provides an opportunity for local jurisdictions to submit findings in support of the determination of conformance with the CMP.

6.C IMPLICATIONS OF THE MONITORING PROGRAM

The monitoring program is both the principal source of data for use in characterizing the performance of the transportation system, and the primary enforcement mechanism for the CMP. As indicated in State law, the CMA is required to determine whether local jurisdictions are conforming to the program by maintaining the designated levels of service or adoption and implementation of deficiency plans, and by adoption and implementation of the program to analyze the impacts of land use decisions on the regional transportation system. Under the CMP for San Bernardino County, local jurisdictions and Caltrans are responsible for collecting and submitting data to the CMA on levels of service on the CMP network. Local jurisdictions are responsible for data collection and level of service calculations on local streets and roads. Caltrans is responsible for collecting and reporting data in accordance with this chapter on State Highways within San Bernardino County. The CMA documents this information in the biennial CMP update.

Under Government Code Section 65089.3(a), local jurisdictions are obligated to maintain the level of service at or above the designated standards on the regional transportation system (i.e., CMP network). If the level of service at an intersection or a segment on the CMP system of roads drops below

the CMP level of service standard, local jurisdictions must prepare, adopt, and implement a deficiency plan.

A deficiency plan is the mechanism for addressing the deficiency, either by a facility improvement that elevates the level of service to a condition equal to or better than the CMP level of service standard for that intersection or segment, or by implementing strategies that will measurably improve the performance of the system and contribute to significant improvements in air quality. The deficiency plan is prepared jointly and adopted individually by each local jurisdiction found to have contributed to the cause of the deficiency, as a condition of conformance with the CMP (Government Code Section 65089.4, refer to Chapter 8 of the CMP). The local jurisdiction where the deficiency was identified is lead agency in preparation of a multijurisdictional deficiency plan.

It is important to note how other components of the CMP interact with the monitoring program. The Land Use/Transportation Analysis Program requires individual development projects to be analyzed for impacts on the CMP system and to develop a plan for mitigating those impacts. In addition, the annual modeling for the CMP forecasts future deficiencies, so that they can be avoided or addressed through areawide deficiency plans based on the Comprehensive Transportation Plan (CTP) for San Bernardino County. With the preparation of areawide deficiency plans, the Land Use/Transportation Analysis element of the CMP will fulfill additional monitoring functions to supply data needed to phase deficiency plan implementation in accordance with growth. These concepts are discussed in more detail in Chapter 4 (Land Use/Transportation Analysis Program) and Chapter 8 (Deficiency Plans).

6.D OBJECTIVES, POLICIES, AND ACTIONS

The objectives of the monitoring program in San Bernardino County are:

Objective 6.1 Existing operational evaluation - Provide an assessment of existing congestion levels on the CMP network.

Policy 6.1.1 - Provide data and level of service analyses sufficient to evaluate the current operation of the CMP highway network and to determine changes in network operation from year to year.

Action Conduct traffic counts and LOS analysis on an annual basis according to the plan established in this chapter of the CMP.

RESPONSIBILITY: Local jurisdictions for local streets and roads; Caltrans for the State Highway system, including freeways, conventional highways, ramps, and ramp intersections.

SCHEDULE: Annually. Counts to be conducted by end of March each year; LOS analyses to be submitted to the CMA by end of April each year.

Policy 6.1.2 - Provide a cost-effective balance between the amount of data collection and analysis conducted and the resources available. Give priority in analysis to those intersections that have levels of service within one letter grade of the standard.

Action Conduct intersection turning movement counts at CMP intersections at least once every three years, conducting

approximately one third of the counts each year.

RESPONSIBILITY: Local jurisdictions and Caltrans.

SCHEDULE: Annually. Counts to be conducted by end of March each year; LOS analyses to be submitted to the CMA by end of April each year.

Action For those segments potentially identified as deficient (LOS drops below the standard), consider conducting travel time runs to confirm the deficiency.

RESPONSIBILITY: Local jurisdictions and Caltrans.

SCHEDULE: Annually. Data to be collected by end of April each year; and submitted to the CMA.

Objective 6.2 Estimate the extent and location of future deficiencies on the CMP network.

Policy 6.2.1 - Provide the capability to systematically forecast traffic volumes, LOS deficiencies, and multimodal system performance on the CMP network.

Action Maintain the CMP (CTP) model to produce forecasts as needed on the CMP network and other components of the multimodal transportation system.

RESPONSIBILITY: SCAG and the CMA.

SCHEDULE: As needed for analysis of improvement strategies. Ongoing model maintenance and updating.

Action Predict future deficiencies through the modeling process and ensure that they are addressed through existing or new deficiency plans.

RESPONSIBILITY: SCAG and the CMA identify future deficiencies. Local agencies, the CMA, and

Caltrans prepare studies to identify and fund their mitigation.

SCHEDULE: As needed in the process of evaluating alternative strategies.

Action Maintain current, consistent local transportation models or utilize consistent alternative analytic methods, and utilize such models or consistent methods to analyze the impact of land use decisions, prepare deficiency plans, and perform other activities related to the CMP.

RESPONSIBILITY: Local jurisdictions.

SCHEDULE: Ongoing.

Action Review local transportation models for consistency with the CMP (CTP) model and use local model data to update and improve the CMP (CTP) model.

RESPONSIBILITY: SCAG and the CMA.

SCHEDULE: Ongoing.

Objective 6.3 Provide traffic and land use data to support comprehensive, systematic evaluations of land use changes, alternative highway improvements, and alternative transportation policy options.

Policy 6.3.1 - Maintain comprehensive, accessible transportation and land use data, both existing and forecast.

Action Maintain existing traffic count information (link and turning movement) in a set of data bases that can be easily accessed and shared with multiple agencies.

RESPONSIBILITY: Local jurisdictions for local streets and roads; Caltrans on all State Highways. Counts conducted by others are to be submitted to the maintaining agency.

SCHEDULE: Ongoing.

Action Maintain current land use data as part of ongoing local transportation modeling activities and annually provide this data to the CMA.

RESPONSIBILITY: Local jurisdictions.

SCHEDULE: Ongoing.

Objective 6.4 Establish conformance by local jurisdictions with the CMP.

Policy 6.4.1 - Fulfill legal requirements of the CMP.

Action Confirm implementation of the land use/transportation analysis program and the trip reduction and travel demand management ordinance by local agencies.

RESPONSIBILITY: CMA.

SCHEDULE: Annually by September 30.

Action Confirm the maintenance of level of service standards and the preparation of adequate deficiency plans by local jurisdictions.

RESPONSIBILITY: CMA.

SCHEDULE: Annually by September 30.

Action If local jurisdictions submit findings of conformance with the provisions of the CMP, consider the findings in conjunction with other conformity information.

RESPONSIBILITY: CMA.

SCHEDULE: Annually by September 30.

Action Assess transit system performance using measures contained in the CMP Performance Measures Element.

RESPONSIBILITY: CMA.

SCHEDULE: Annually by September 30.

6.E COMPONENTS OF THE MONITORING PROGRAM

There are several components of the monitoring program for the San Bernardino County CMP:

- Data collection
- Traffic factor development
- Level of service analysis
- Evaluation of transit performance
- CMP conformance determination

6.E.1 DATA COLLECTION

The traffic counting program for the CMP focuses on data required to assess peak hour level of service. Systematic procedures are included in the monitoring program to provide for a cost-effective approach to collecting and maintaining traffic data.

Listed below are the traffic counting approaches and responsibilities for each type of roadway in the CMP network. In each case, the following are listed: the specific data requirement, responsibility, procedure, analysis, reporting, and future enhancements.

6.E.1.1 Freeways

1. Travel time data. Maintain travel time data during peak periods on a biannual basis.
 - Responsibility: Caltrans. Caltrans District 8 has provided written commitment to provide these data in accordance with the CMP for San Bernardino County and State law.
 - Procedure: Established by Caltrans.
 - Analysis: Average speed by peak hour.
 - Reporting: Biannual Caltrans freeway congestion map provided to the CMA.
2. Traffic counts. Conduct mainline peak period traffic counts biannually at approximately 10-mile intervals. Conduct peak period turning movement counts at ramp junctions with arterial streets. Intersections are counted every third year, at a minimum.
 - Responsibility: Caltrans.
 - Procedure: For freeway mainline, count traffic by direction. For ramp junctions, count turning movements. Count in 15-minute increments, 7 to 9 AM and 4 to 6 PM. Note directions, approaches, and time periods that have slow traffic or long queues.
 - Analysis: Produce peak hour mainline ramp and intersection volumes and LOS analysis. Maintain in microcomputer data base.
 - Reporting: Caltrans and CMA maintain data base. CMA reports trend data in annual CMP.

- Future enhancements: Build counting capability into future freeway traffic management system and into traffic signal equipment at key intersections.

6.E.1.2 Urban Arterials

1. Turning movements. Conduct peak period turning movement counts at signalized CMP intersections and other key intersections. Intersections are counted a minimum of every third year.
 - Responsibility: Caltrans for all State facilities unless local agency chooses to participate, in which case local agencies and Caltrans jointly determine responsibility.
 - Procedure: Count in 15-minute increments, 7 to 9 AM and 4 to 6 PM weekdays, unless there is a mid-day or weekend peak which must also be counted. Note approaches and time periods that have long queues.
 - Analysis: Produce peak hour intersection volumes and LOS analysis. Maintain in microcomputer data base.
 - Reporting: Caltrans and local agencies forward data to the CMA. CMA maintains data base, and reports trend data in annual CMP.
 - Future enhancements: Build counting capability into future freeway traffic management system and into traffic signal equipment at key intersections.
2. Travel Time Runs. For those segments identified by the LOS analysis as being

deficient, travel time runs should be performed to confirm the deficiency.

- Responsibility: Caltrans and local agencies jointly determine responsibility.
- Procedure: Collect a minimum of four peak hour, peak direction runs using the "floating car" method.
- Analysis: Compute average speed on section. Compare with speed in the 2000 Highway Capacity Manual for level of service.
- Reporting: Caltrans and local agencies provide data to CMA. CMA presents results in CMP.
- Future enhancements: Automated travel time data collection using regular commuters.

6.E.1.3 Other Roadways

1. Traffic Counts. Conduct turning movement counts at signalized key intersections and automatic machine counts on links. Link counts are to be conducted every third year, at a minimum.
 - Responsibility: Caltrans on State facilities unless local jurisdictions choose to participate; then local jurisdictions and Caltrans jointly determine responsibility. Local jurisdictions are solely responsible for local facilities.
 - Procedure: For turning movement counts, count in 15-minute increments, 7 to 9 AM and 4 to 6 PM weekdays and other peak recreational hours as necessary. Note approaches and time periods that have long queues. For link counts, record

volumes for two full weekdays (or a typical high-season weekend for recreational areas) by direction.

- Analysis: Produce peak hour intersection volumes and link volumes and compute LOS. Maintain in microcomputer data base.
- Reporting: Caltrans and local agencies provide data to CMA. CMA reports trend data in annual CMP.

6.E.1.4 Traffic Factor Development

1. Historic Traffic Growth. Factors documenting historic annual traffic growth will be maintained by Caltrans, San Bernardino County, and local jurisdictions.
 - Responsibility: County-wide volume growth factors developed by Caltrans and San Bernardino County. City factors developed by the cities.
 - Procedure: Caltrans and San Bernardino County to maintain permanent traffic counting stations, sampled at least one week per quarter. Cities may choose to use control stations or quarterly machine counts.
 - Analysis: Annual percentage growth in traffic identified for both peak hour and daily volume.
 - Reporting: Caltrans and San Bernardino County provide data to the CMA for incorporation into the annual CMP.
2. Seasonal Volume Factors. Seasonal factors will be maintained by Caltrans and San Bernardino County for any necessary

countywide seasonal adjustment of volumes. Factors will be derived from permanent traffic counting stations. Local jurisdictions should develop and maintain local seasonal factors, particularly in recreational areas.

6.E.2 LEVEL OF SERVICE ANALYSIS

- Responsibility: Caltrans will conduct LOS analysis for State roadways. Local agencies will conduct LOS analysis for other CMP roadways.
- Procedure: Follow LOS procedures established in Chapter 2 of the CMP.
- Reporting: Caltrans and local agencies provide results, including computer files, to the CMA. The CMA incorporates results into CMP.

6.E.3 TRANSIT MONITORING

- Responsibility: Transit agencies annually report on transit system performance pursuant to the measures identified in the Performance Measures Element, based on review of operations.
- Procedure: Transit agencies annually transmit operational performance data to the CMA.
- Reporting: Transit agencies provide operational statistics to the CMA for publication in CMP. Operational statistics include:
 - Route map
 - Frequency of service by route and corridor

- Ridership (total and by route for current year and prior two years)
- Fare structure

6.E.4 CMP CONFORMANCE DETERMINATION

- Deficiency Plans. Local jurisdictions will identify LOS deficiencies in their annual monitoring. Upon completion of the Comprehensive Transportation Plan, deficiency plans are to be prepared and submitted to the CMA within one year of initial identification of a deficiency, based on monitoring, if it is located within an area not already addressed by an areawide deficiency plan.

The CMA will review deficiency plans and hold a public hearing within 60 days of the receipt of the plan. If the CMA fails to approve the deficiency plan, the participating local jurisdictions are allowed 90 days to modify the deficiency plan or mitigate the deficiency. If the local jurisdictions do not come into conformance with the CMP within 90 days, the CMA Board is obligated to make a finding of nonconformance for all participants and submit the finding to the California Transportation Commission and the State Controller. Guidelines for the preparation of deficiency plans will be developed for inclusion in Appendix D. If an approvable multi-jurisdictional, areawide deficiency plan is prepared and adopted by some but not all agencies identified as contributing to the impact, any jurisdictions failing to adopt the areawide deficiency plan can be found in nonconformance.

RESPONSIBILITY: Local jurisdictions prepare and adopt areawide deficiency plans, and submit them to the CMA for approval. The CMA Board renders written approval or disapproval of the deficiency plan, with an explanation of the reasons for disapproval. If the problems with the plan are not adequately addressed or remedied, the CMA submits a finding of nonconformance for all participating jurisdictions.

SCHEDULE: Following completion of the CTP, deficiency plans shall be submitted within 12 months of the identification of a deficiency. The deficiency shall be determined by monitoring, and shall be within an area not already encompassed by an areawide deficiency plan.

- Land Use/Transportation Analysis Program. Local jurisdictions are required to adopt and implement a Land Use/Transportation Analysis Program. Chapter 4 presents the program for San Bernardino County. Following the adoption of the program, local jurisdictions are required to implement its provisions. A brief annual report is to be provided to the CMA indicating the number of development projects or plans affected. The CMA will include the information in the biennial CMP update.

RESPONSIBILITY: Local jurisdictions.

SCHEDULE: Information supplied to the CMA on an ongoing basis.

6.E.5 LOCAL JURISDICTION SELF-CERTIFICATION

- Local jurisdiction findings of conformity. A local jurisdiction may, by resolution of its governing body, prepare and submit findings of conformance describing how the local jurisdiction has complied with

the CMP provisions of the Government Code Section, and any other provisions of the CMP. At local jurisdiction request, the CMA shall provide local jurisdictions with available monitoring information relevant to the local jurisdiction's conformance requirements to review the monitoring information, prepare and submit the findings prior to the annual conformity review.

RESPONSIBILITY: The CMA and local jurisdictions.

SCHEDULE: Information to be supplied by the CMA by August 30, local jurisdictions provide findings by September 30.

6.F TRANSPORTATION MODELING FOR THE CMP

6.F.1 BACKGROUND

Traffic modeling capability provides several important functions in the implementation of the CMP. Four of these functions are:

- Annual forecasting of or on the CMP network for facility programming purposes.
- Forecasting in conjunction with Traffic Impact Analysis (TIA) reports.
- Forecasting for areawide deficiency plans.

Since the early 1970's, both the Southern California Association of Governments and Caltrans have conducted travel demand forecasting activities in the Los Angeles region. Until the mid 1980's, modeling was largely conducted on a

region-wide scale. In 1984, an effort was conducted to separately model travel demand in Riverside and San Bernardino Counties using a derivative of the SCAG regional model entitled "RivSan". This effort was further enhanced in 1987 through an improved version of the model.

An update of the CMP model (the terms "CTP Model" or "RivSan" are occasionally used to refer to the CMP model) is maintained for the Valley and Mountain/Desert using the most recent RTP portions of the county.

Local models which have been derived from the subregional model have been or are being developed by some of the local agencies to provide more detailed local modeling capability.

Each level of model has specific applications. Neither the SCAG regional model nor the CMP model can be detailed enough to meet all the objectives of the Land Use/Transportation Analysis Program. On the other hand, local models are not designed to address regional needs. To address both scales, consistency must be established among the modeling systems and the results they produce. A document produced by SCAG entitled "Guidelines for Modeling Consistency in Riverside and San Bernardino Counties" provides a process for assessing and maintaining consistency between local models and the CMP model, while providing the flexibility for each level of model to perform its intended function. That document is available through the CMA and should be referenced to answer many of the questions on the development and execution of models.

6.F.2 TYPES OF MODELING ACTIVITIES FOR THE CMP

A summary of the modeling activities to be conducted as part of the CMP is presented below.

In addition Appendix C, guidelines for preparing TIA reports, identifies several possible approaches to the development of forecasts for the Land Use/Transportation Analysis Program.

6.F.2.1 Modeling for Regional Transportation Plan

- Purpose: To evaluate the Regional Transportation Plan on approximately a triennial basis, and to provide base data for other applications by local agencies, either related to their local models or independently from their local models.
- Model: SCAG regional model.
- Responsibility: SCAG.
- Time frame: Triennially and as otherwise required for special studies.

6.F.2.2 Modeling for the Comprehensive Transportation Plan and Areawide Deficiency Plans

- Purpose: Evaluate transportation system needs along corridors or within given areas.
- Model: CMP model or a local model, depending on the specific application; model with mode split capability is needed in urban areas.
- Agency(ies) responsible: Local jurisdictions, Caltrans, SCAG, and/or the CMA.
- Time frame: Follow-up to annual modeling or as needed.

6.F.2.3 Modeling for Land Use/Transportation Analysis Program

- Purpose: Evaluate the impacts of land use decisions on the CTP network or for other local analysis purposes. Forecasting could be associated with specific development projects, general plan updates/revisions, specific plans, and other changes in land use.
- Model: Primarily CTP model and local models. The CTP model is a useful alternative for analyzing certain major facilities, large development projects or changes in proposed land use, or situations where a mode choice component is needed to evaluate the potential of transit to comprise a viable alternative to capacity projects.
- Agency responsibility: Local jurisdictions or the CMA and SCAG (Note: Development of a local model is not a condition of CMP compliance. Alternative consistent analytic methods may be used for land use/transportation analyses).
- Time frame: Project-specific.

6.G SUMMARY OF RESPONSIBILITIES

CMA Responsibilities

- Coordinate meetings of the CMP Technical Advisory Committee and its subcommittees and task forces to implement the actions defined in the CMP.

- Maintain, with SCAG, the CMP model to produce annual forecasts of the CMP system.
- In coordination with SCAG, review local models for consistency with the CMP.
- With SCAG, predict future deficiencies through the annual modeling process.
- Confirm adoption and implementation of the land use/transportation analysis program and the trip reduction and travel demand management ordinance by local agencies.
- Confirm the maintenance of level of service standards and the adequacy of deficiency plans prepared by local jurisdictions.
- Confirm the reported performance of the transit system.
- Make findings of nonconformance for local agencies not complying with provisions of the CMP.
- When applicable, review local jurisdiction findings of conformance in conjunction with other conformity information.
- Maintain current, consistent local transportation models or utilize consistent alternative analytic methods, and utilize such models or consistent methods to analyze the impact of land use decisions, prepare congestion management master plans, and other activities related to the CMP.
- Conduct intersection turning movement counts annually on those intersections within one LOS of the standard. For other key intersections, conduct intersection turning movement counts a minimum of once every three years, except where local staff ascertain that growth rates require more frequent counts.
- Maintain the traffic count information (link and turning movement) in a set of data bases that can be easily accessed and shared with multiple agencies.
- Maintain current land use data as part of ongoing local transportation modeling activities.
- Identify when segments or intersections become deficient and prepare or participate in preparation of a deficiency plan when necessary.

Local Jurisdiction Responsibilities

- Conduct traffic counts and LOS analysis on an annual basis according to the plan established in this chapter of the CMP.
- For those segments potentially identified as deficient (LOS drops below the standard), local jurisdictions may conduct travel time runs to confirm the deficiency.
- Plan for the mitigation of future deficiencies using strategies developed through the CTP process and incorporated into areawide deficiency plans and Traffic Impact Analysis Reports.
- At the discretion of local jurisdictions, governing bodies submit findings of conformance to the CMA.

CALTRANS Responsibilities

- Conduct State highway traffic counts and LOS analysis on an annual basis according to the plan established in this chapter of the CMP.
- Maintain existing State highway traffic count information (link and turning movement) in a set of data bases that can be easily accessed and shared with multiple agencies.
- With local jurisdictions, plan for the mitigation of future deficiencies on State highways through the preparation of congestion management master plans.

SCAG Responsibilities

- Maintain, with the CMA, the CTP model. Produce annual forecasts on the CMP network.
- Review local models for consistency with the CTP model and use local model data to update and improve the CMP model.

7. CAPITAL IMPROVEMENT PROGRAM ELEMENT

7.A LEGAL REQUIREMENTS

California Government Code Section 65089 (b) (5) states the requirements for the capital improvement program (CIP):

"The program shall contain...a seven year capital improvement program, developed using the performance measures described in (the performance measures element) to determine effective projects that maintain or improve the performance of the multimodal system for the movement of people and goods, to mitigate regional transportation impacts identified pursuant to paragraph (4). The program shall conform to transportation-related vehicle emissions air quality mitigation measures, and include any project that will increase the capacity of the multimodal system. It is the intent of the Legislature that, when roadway projects are identified in the program, consideration be given to maintaining bicycle access and safety at a level comparable to that which existed prior to the improvement or alteration. The capital improvement program may also include safety, maintenance, and rehabilitation projects that do not enhance the capacity of the system but are necessary to preserve the investment in existing facilities."

Programming of certain federal transportation funds is also linked to the congestion management program by Section 65089.2(c):

"(1) The regional agency shall not program any surface transportation funds and congestion mitigation and air quality funds pursuant to Section 182.6 and 192.7 of the

Streets and Highways Code in a county unless a congestion management program has been adopted by December 31, 1992, as required pursuant to Section 65089. No surface transportation program funds or congestion mitigation and air quality funds shall be programmed for a project in a local jurisdiction that has been found to be in nonconformance with a congestion management program pursuant to Section 65089.5 unless the agency finds that the project is of regional significance."

7.B IMPLICATIONS OF CONGESTION MANAGEMENT PROGRAM CIP DEVELOPMENT AND RELATIONSHIP TO OTHER PLANS

The CIP presents, information on the transportation-related improvements anticipated for the multimodal CMP system. There are two components to the CIP: one which provides access to State and federal transportation funding through the RTIP process, and the other which includes a much broader, longer-term spectrum of projects and funding sources in the Development Mitigation Nexus Study in Appendix K. Over time, these projects may be identified through the Land Use/Transportation Analysis Program (i.e., mitigating actions in TIA Reports), and deficiency plans. Projects funded by both public and private sources are shown.

The CMP is incorporated into the regional transportation plan action element. Therefore, potential RTIP projects contained within the CIP must be consistent with the assumptions, goals, policies, actions, and projects identified in the

regional transportation plan. SCAG must review the CIP to avoid inconsistencies.

The RTIP must conform to the State Implementation Plan (SIP), which is the State's Plan, subject to federal approval, that specifies the measures to be taken within each of the State's Air Quality Districts to attain federal air quality standards. For the CMP CIP to be adopted into the regional transportation plan, it must also conform to the SIP. Projects in the CMP CIP must be consistent with acceptable strategies or improvement types provided by the SCAQMD or the MDAQMD.

7.C OBJECTIVES, POLICIES, AND ACTIONS

Objective 7.1 Implementation - Provide a framework for the funding and implementation of improvements that will maintain or improve regional mobility and meet federal, State, and regional air quality requirements.

Policy 7.1.1 - Incorporate projects into the CIP consistent with the inclusion into the RTIP and the Development Mitigation Nexus Study.

Action Within the Comprehensive Transportation Plan (CTP), and other CMP elements, use measures from the performance measures element to select and prioritize projects or strategies for inclusion in the CMP CIP which best meet the objectives of the CTP and Regional Transportation Plan.

RESPONSIBILITY: The CMA, local jurisdictions, and Caltrans.

Policy 7.1.2 - Provide information in the CIP on project location, type, funding,

implementation responsibility, and justification, consistent with the format of the RTIP.

Action Prepare the CIP in accordance with Government Code section 65089 (b) (5) and the guidelines established in this chapter.

RESPONSIBILITY: The CMA, in cooperation with local jurisdictions and Caltrans.

Policy 7.1.3 - Develop the CIP in conformance with transportation-related air quality mitigation measures.

Action Prepare the CIP in accordance with Government Code section 65089 (b) (5), the State Implementation Plan, and the respective air quality management plans, and guidelines established in this chapter.

RESPONSIBILITY: The CMA, in cooperation with local jurisdictions, the regional agency, Caltrans, and air quality districts.

7.D PROCESS OF CIP DEVELOPMENT

The process for developing the CMP CIP is as follows:

- Local governments and the County Transportation Commission identify projects or other transportation programs through local planning processes, the CTP, and other CMP elements. Projects are identified through the RTIP process and/or the Development Mitigation Nexus Study. Capital projects to be implemented in accordance with the CTP, deficiency plans, or TIA reports must be included in the CIP. Projects to be included in the CIP should be submitted in a format that can be

directly integrated into the RTIP. A sample page is shown in Figure 7-1. The full CIP is presented in Appendix E. It is preferable that agencies submit their lists as edited versions of the prior year's CMP CIP. Agencies should submit projects within their own CIPs that are on the CMP system or that may have an effect on traffic flow on the CMP system. Projects may include capacity increasing projects, traffic operational improvement projects, and demand reducing projects. Any funding for transportation control measure implementation must also be included in the CIP for inclusion in the RTIP to support the air quality conformity determination. Because the RTIP is required to be financially constrained, all funding sources must be identified. Projects using only local funding need not be prioritized. The CMP CIP submittal should also indicate how the need for the project was identified in relation to other elements of the CMP, including the performance measures cited in the performance measures element of the CMP. For example, if a CIP project was developed based on a TIA Report or a deficiency plan, this relationship and the basis for prioritization should be identified.

- Transit providers should identify their projects that are necessary to maintain or improve multimodal system performance, and the basis for prioritization. These projects may need to be coordinated with the local governments.
- Within the South Coast Air Quality Management District, the transportation control measures contained in the State-approved SIP and air quality management plan must be incorporated in the CMP CIP. Within the Southeast Desert Air Basin, any TCM's identified within the Air Quality Management Plan to be funded

through the RTIP must be included in the CMP CIP. The CMA will coordinate CIP development with SCAG, the SCAQMD, and the MDAQMD.

- The CMA will compile the projects submitted for the CIP, and will evaluate projects submitted for non-local funding, based on the data submitted by the agencies.
- The CMA will provide an early draft of the CIP to SCAG to smooth the incorporation of the CIP into the RTIP. SCAG will review the CIP and incorporate it into the RTIP.
- Because the CMP system includes State highways, Caltrans should be consulted during CIP formulation. Caltrans has specific project and cost information for State highway projects needed for CIP preparation. The CMA will work closely with Caltrans and other agencies to ensure that Project Study Reports (PSR's), TIA reports, and deficiency plans are adequately prepared. PSR's are required to be prepared before State highway projects are programmed into the State Transportation Improvement Program.

7.F SUMMARY OF RESPONSIBILITIES

CMA Responsibilities

- Work with local jurisdictions, Caltrans, transit agencies, and the air districts to identify and select CIP projects based on the objectives of the CTP and performance measures identified within the CMP.
- Develop project priorities for non-locally funded projects based on the CTP objectives, CMP performance measures,

and additional information submitted by local jurisdictions, Caltrans, and transit agencies.

Local Jurisdiction Responsibilities

- Based on the CTP and CMP performance measures, work with the CMA, Caltrans, transit agencies, and the air districts to identify CIP projects.
- Submit CIP project proposals to the CMA.

Caltrans Responsibilities

- Based on the CTP and CMP performance measures, work with the CMA, local jurisdictions, transit agencies, and the air districts to identify CIP projects.
- Submit CIP project proposals to the CMA.

Transit Agency Responsibilities

- Based on the CTP and CMP performance measures, work with the CMA, local jurisdictions, Caltrans, and the air districts to identify CIP projects.
- Submit CIP project proposals and supporting data to the CMA.

SCAQMD and MDAQMD Responsibilities

- Maintain a list of improvement types that satisfy air quality requirements.
- Review proposed CIP projects for consistency with air quality requirements and ensure consistency with State and federal law.

**SANBAG RTIP Project Submittal Form
Roadway Improvement Projects**

Purpose	Agencies implementing projects that require inclusion into the Regional Transportation Improvement Program/Federal Transportation Improvement Program (RTIP/FTIP).
Project Types	The agency's project is required to be in the RTIP/FTIP if it meets one or more of the following: (1) The project is on the State Highway System regardless of funding type. (2) The project is federally funded. (3) The project is a regionally significant locally funded project. Or, (4) the local project requires any form of federal approval.
Exception	Do not complete this form if your project is part a specific Caltrans Local Programs lump sum (e.g. HES, HBRR, etc.) Caltrans will provide SANBAG the information to submit for their lump sum projects.
Steps	<ol style="list-style-type: none"> <u>New and Amended Projects must complete Items 1-8 and attach a map of proposed project (preferably Thomas Bros.):</u> Deleted/Completed projects fill out sections 1-5. Deleted Projects need explanation for project deletion. Attach a project map that shows the project location and basic project details. Return this form and project map to SANBAG via fax or mail, attention <u>Lisa Poe</u>. New project submissions or project amendments may be submitted any time to SANBAG. However, SANBAG can only be submit projects to SCAG for RTIP inclusion when the appropriate amendment cycle occurs. : (909) 388-2002

Section A: Project Title and Lead Agency Information

PROPOSED PROJECT: Add/Amend/Delete/Complete (Please circle) RTIP No.:		Date Submitted:			
		Contact Person:			
		Phone No.			
1.	Project Lead Agency:				
2.	Project Title:				
3a.	Project Limits: (Describe cross streets and distance of project. If project is segmented, list all segments with applicable cross streets and their distances):				
3b.	Route and PM/KP for All State Highway Projects: (Provide route and post mile or kilo post mile of improved project – list "From" and "To" limits)				
	Route		PM/KP From		PM/KP To

Section B: Project Description

4.	Briefly describe the existing project and proposed improvements (Note: This section provides a general description of the project. (If adding lanes, list how many lanes exist and how many lanes to be added (i.e. Widen from 2-4 lanes – meaning 1 lane in each direction to 2 lanes in each direction) If project includes left turn lanes, or any additional improvements, please specify. <i>(If project is being deleted – please include reason why project is being deleted in this section)</i>)

8. DEFICIENCY PLANS

This element discusses the process to be used within San Bernardino County to address transportation system deficiencies through preparation of deficiency plans. In addition to statutory requirements, policy guidance regarding deficiency plans was provided by the CMA Board of Directors in October 1994. This guidance is reflected in Policies 8.1.1, 8.1.4, and 8.1.5 of this chapter.

Statutory requirements added by the passage of AB 1963 in 1994 require CMA's to prepare and adopt procedures for deficiency plan development and implementation responsibilities. These procedures are developed through the CMP TAC, and approval by the CMA Board of Directors. The conceptual and policy framework for these procedures is described below.

8.A LEGAL REQUIREMENTS

California Government Code Section 65089(b)(2)(B) states the following requirement to prepare deficiency plans:

"... When the level of service on a segment or at an intersection fails to attain the established level of service standard, a deficiency plan shall be adopted pursuant to Section 65089.4.

Detailed CMP deficiency plan requirements are specified in Government Code Section 65089.4:

(A) Identification of the cause of the deficiency.

(B) Identification of the impacts of those local jurisdictions within

(a) A local jurisdiction shall prepare a deficiency plan when highway or roadway level of service standards are not maintained on segments or intersections of the designated system. The deficiency plan shall be adopted by the city or county at a noticed public hearing.

(b) The agency shall calculate the impacts subject to exclusion pursuant to subdivision (f) of this section, after consultation with the regional agency, the department, and the local air quality management district or air pollution control district. If the calculated traffic level of service following exclusion of these impacts is consistent with the level of service standard, the agency shall make a finding at a publicly noticed meeting that no deficiency plan is required and so notify the affected local jurisdiction.

(c) The agency shall be responsible for preparing and adopting procedures for local deficiency plan development and implementation responsibilities, consistent with the requirements of this section. The deficiency plan shall include all of the following:

(1) An analysis of the cause of the deficiency. This analysis shall include the following:

the jurisdiction of the agency that contribute to the deficiency. These impacts shall be identified only if the calculated traffic level of service following exclusion of impacts pursuant to subdivision (f) indicates that the level of service standard has not been maintained, and shall be limited to impacts not subject to exclusion.

(2) A list of improvements necessary for the deficient segment or intersection to maintain the minimum level of service otherwise required and the estimated costs of the improvements.

(3) A list of improvements, programs, or actions, and estimates of costs, that will (A) measurably improve multimodal performance, using measures defined in paragraphs (1) and (2) of subdivision (b) of Section 65089, and (B) contribute to significant improvements in air quality, such as improved public transit service and facilities, improved non-motorized transportation facilities, high occupancy vehicle facilities, parking cash-out programs, and transportation control measures. The air quality management district or air pollution control district shall establish and periodically revise a list of approved improvements, programs, and actions that meet the scope of this paragraph. If an improvement, program, or action on the approved list has not been fully implemented, it shall be deemed to contribute to significant improvements in air quality. If an improvement, program, or action is not on the approved list, it shall not be implemented unless approved by the local air quality management district or air pollution control district.

(4) An action plan, consistent with the provisions of Chapter 5 (commencing with Section 66000), that shall be implemented, consisting of improvements identified in paragraph (2), or improvements, programs, or actions identified in paragraph (3), that are found by the agency to be in the interest of the public health, safety and welfare. The action plan shall include a specific implementation schedule. The action plan shall include implementation strategies for those jurisdictions that have contributed to the cause of the deficiency in accordance with the agency's deficiency plan procedures. The action need not mitigate the impacts of any exclusions identified in subdivision (f). Action plan strategies shall identify the most effective implementation strategies for improving current and future system performance.

(d) A local jurisdiction shall forward its adopted deficiency plan to the agency within 12 months of the identification of the deficiency. The agency shall hold a noticed public hearing within 60 days of receiving the deficiency plan. Following that hearing, the agency shall either accept or reject the deficiency plan in its entirety, but the agency may not modify the deficiency plan. If the agency rejects the plan, it shall notify the local jurisdiction of the reasons for that rejection, and the local jurisdiction shall submit a revised plan within 90 days addressing the agency's concerns. Failure of a local jurisdiction to comply with the schedule and requirements of this section shall be considered to be nonconformance for the purposes of Section 65089.5.

(e) The agency shall incorporate into its deficiency plan procedures a methodology for determining if deficiency impacts are caused by more than one local jurisdiction within the boundaries of the agency.

(1) If, according to the agency's methodology, it is determined that more than one local jurisdiction is responsible for causing a deficient segment or intersection, all responsible local jurisdictions shall participate in the development of a deficiency plan to be adopted by all participating local jurisdictions.

(2) The local jurisdiction in which the deficiency occurs shall have lead responsibility for developing the deficiency plan and for coordinating with other impacting local jurisdictions. If a local jurisdiction responsible for participating in a multi-jurisdictional deficiency plan does not adopt the deficiency plan in accordance with the schedule and requirements of paragraph (a) of this section, that jurisdiction shall be considered in nonconformance with the program for purposes of Section 65089.5.

(3) The agency shall establish a conflict resolution process for addressing conflicts or disputes between local jurisdictions in meeting the multi-jurisdictional deficiency plan responsibilities of this section.

(f) The analysis of the cause of the deficiency prepared pursuant to paragraph

(1) of subdivision (c) shall exclude the following:

(1) Interregional travel.

(2) Construction, rehabilitation, or maintenance of facilities that impact the system.

(3) Freeway ramp metering.

(4) Traffic signal coordination by the state or other multijurisdictional agencies.

(5) Traffic generated by the provision of low and very low income housing.

(6) (A) Traffic generated by high density residential development located within one-fourth of a mile of a fixed rail passenger station.

(B) Traffic generated by any mixed use development located within one-fourth of a mile of a fixed rail passenger station, if more than half of the land area, or floor area, of the mixed use development is used for high density housing, as determined by the agency.

(g) For the purposes of this section, the following terms have the following meanings:

(1) "High density" means residential density development which contains a minimum of 24 dwelling units per acre and a minimum density per acre which is equal to or greater than 120 percent of the maximum residential density allowed under the local general plan and zoning ordinance. A project providing a minimum of 75 dwelling units per acre shall automatically be considered high density.

(2) "Mixed use development" means development which integrates compatible commercial or retail uses, or both, with residential uses, and which, due to the proximity of job locations, shopping opportunities, and residences, will discourage new trip generation."

8.B BENEFITS AND IMPLICATIONS OF DEFICIENCY PLANS

Deficiency plans provide a mechanism for development and implementation of strategies to address inadequate system performance and avoid future problems, including identification of causes and mitigation responsibilities.

If the level of service at an intersection or a segment drops below the established level of service standard, local jurisdictions are required to develop these plans to correct the deficiency by making improvements that elevate the level of service to a condition equal to or better than the prescribed level of service standard for that intersection or segment, or by implementing strategies that will measurably improve the level of service of the system and contribute to significant improvements in air quality.

8.C OBJECTIVES, POLICIES, AND ACTIONS

The objective of deficiency plans in San Bernardino County is:

Objective 8.1 . Maintain or improve the performance of the multimodal transportation system within San Bernardino County through development and implementation of deficiency plans.

Policy 8.1.1 - Address existing and future deficiencies on all CMP facilities through Deficiency Plans which cover large geographic areas of

the county (such as the Valley or Victor Valley), rather than individual facilities or individual corridors.

Action Prepare area wide deficiency plan(s) which address all CMP roads and other significant components of the multimodal transportation system through a participatory process involving all impacting and affected jurisdictions.

RESPONSIBILITY: Local jurisdictions.

Policy 8.1.2 - Establish and maintain procedures for local deficiency plan development and implementation responsibilities, consistent with statute.

Action Prepare and periodically update deficiency plan procedures, subject to approval by the CMA Board of Directors.

RESPONSIBILITY: The CMA in cooperation with local jurisdictions.

Policy 8.1.3 - Upon completion of the CTP, prepare and adopt area wide deficiency plans within one year for areas in which the CMP monitoring program has identified deficiencies.

Action Through the CTP Subarea Team for the area in which a deficiency has been identified, develop the area wide deficiency plan based on the local actions identified within the CTP as it applies to that area.

RESPONSIBILITY: Local jurisdiction(s) in which deficiency has been identified as lead agency(s), other jurisdictions within area participate in preparation, and adopt deficiency plan.

Policy 8.1.4 - Use the countywide Comprehensive Transportation Plan (CTP) to analyze causes of deficiencies and define the local jurisdiction actions to be implemented through area wide Deficiency Plans.

Action Through the CTP TAC, develop the CTP on a subarea basis to facilitate its use in defining actions to be implemented through area wide deficiency plans.

RESPONSIBILITY: The CMA, in cooperation with local jurisdictions, the regional agency, Caltrans, transit providers, and air quality districts.

Policy 8.1.5 - To the greatest extent possible, provide technical and financial support for the process of developing area wide deficiency plans from subarea components of the CTP.

Action Give priority to area wide deficiency plan preparation in allocating discretionary transportation monies.

RESPONSIBILITY: The County Transportation Commission and CMA.

Policy 8.1.6 - Incorporate into the adopted deficiency plan procedures a methodology for determining if deficiency impacts are caused by more than one local jurisdiction within the boundaries of the CMA.

Action Through the CMP TAC, develop and maintain a methodology for fairly attributing deficiency impacts and plan implementation responsibilities to all jurisdictions within a deficiency planning area which contribute to the cause of the deficiency.

RESPONSIBILITY: The CMA.

Policy 8.1.7 - Calculate the impacts subject to exclusion, and if the calculated traffic level of service following exclusion of these impacts is consistent with the level of service standard, find at a publicly noticed meeting that no deficiency plan is required, and so notify the affected local jurisdiction.

Action Through the CMP TAC, develop and maintain a methodology for calculating the traffic level of service following exclusion of impacts from sources specified in statute.

RESPONSIBILITY: The CMA, in consultation with the regional agency, Caltrans, and the appropriate air quality management district.

Policy 8.1.8 - All local jurisdictions responsible for contributing to deficiency(s) within an area shall participate in the development of the areawide deficiency plan, and shall adopt the plan.

Action Participate in development of area wide deficiency plans, and adopt final deficiency plans.

RESPONSIBILITY: Local jurisdictions, with assistance from the CMA if requested.

Policy 8.1.9 - Update deficiency plans, as needed, in conjunction with biennial updates of the CTP and CMP.

Action Through the CTP TAC and CMP TAC, participate in updates to both the CTP and deficiency plan action programs as needed to achieve the desired systemwide performance level, in light of revised estimates of growth or travel behavior.

RESPONSIBILITY: Local jurisdictions, in cooperation with the CMA, and in consultation with the regional agency, Caltrans, and the appropriate air quality management district.

Policy 8.1.10 - Establish and maintain a conflict resolution process for addressing conflicts or disputes between local jurisdictions in meeting the multi-jurisdictional deficiency plan responsibilities.

Action Implement conflict resolution procedures at the request of one or more local jurisdictions.

RESPONSIBILITY: The CMA.

8.E DEFICIENCY PLAN STRATEGY

Consistent with statute and CMA Board policy, adoption of the applicable area wide deficiency plan by each local government in that area would constitute that local government's commitment to implement actions identified by the

Comprehensive Transportation Plan as being the responsibility of local governments within the respective areas. No additional Deficiency Plans would be required, in contrast to the alternative, in which facility specific, usually multi-jurisdictional deficiency plans would be required for each CMP facility if the CMP level of service standard were exceeded. The CMA's deficiency plan policy reflects a recognition of the administrative infeasibility of a facility-specific approach relying on a patchwork of overlapping, multi-jurisdictional deficiency plans. Periodic updates of the area wide deficiency plans would be required in conjunction with CMP and CTP updates to ensure that the plans continue to reflect the mobility strategy defined by the CTP, which in turn must maintain consistency with the locations, rates, and types of land use changes that occur through time. Because preparation of the CTP is supported by non-local transportation planning funds, local governments can reduce deficiency plan preparation costs by using the CTP as the basis for each deficiency plan's action plan. The effort and cost to complete the area wide Deficiency Plans leading to adoption by local governments will depend on the nature of the transportation strategy adopted through the CTP, but will be far less than if numerous facility-specific Deficiency Plans were required under the previous deficiency plan strategy.

8.F COMPONENTS OF DEFICIENCY PLANS

Government Code Section 65089.4© specifies the components of an approvable deficiency plan. The CMA is required to calculate the impacts subject to exclusion prior to inception of the process of preparing a deficiency plan, to determine if the calculated level of service following exclusion is consistent with the level of service standard. If the

calculated level of service following subtraction of the impacts subject to exclusion remains below the CMP level of service standard, the deficiency plan is required. It is required to include:

1. *Analysis of the cause of the deficiency.* Although this component of a deficiency plan may have been originally intended to identify specific land use decisions that caused a particular roadway to exceed the level of service standard, experience in the larger urbanized areas of Southern California indicates that most deficiencies are a result of many local actions involving a multitude of local jurisdictions. In the case of a program which focuses on multi-jurisdictional, area wide deficiency plans, this element of the deficiency plan instead serves to identify the jurisdictions required to participate in and contribute to preparation and implementation of the deficiency plan.

2. *List of improvements needed to maintain LOS standard.* This element identifies the capital improvements or other strategies which, if implemented, would return the CMP facilities addressed by a deficiency plan to the CMP LOS standard. If a series of phased improvements would be needed through time to maintain the LOS standard because of continuing growth, all the improvements, along with a schedule which phases the improvements in relation to rates of development, could be incorporated within a single deficiency plan. This could avoid the need for preparation of numerous deficiency plans to address a single continuing problem. In the case of an area wide deficiency plan, any improvements needed to maintain the LOS standard on every facility in the area encompassed by the deficiency plan must be identified.

3. *A list of improvements or strategies that will improve system performance and air quality.* This element provides flexibility to move beyond (but

not necessarily ignore) facility-specific, roadway level of service maintenance, to focus instead on multimodal transportation system performance throughout the entire area of interest. Instead of concentration solely on one or more facilities in relation to the CMP level of service standard, this approach also permits local policy to dictate the level of system performance (or performance improvement) to be achieved through implementation of the deficiency plan. According to CMA Board policy, the Comprehensive Transportation Plan is the mechanism through which the actions to be implemented through area wide deficiency plans are to be defined. The system performance objectives of the CTP then become the system performance level to be achieved in the respective areas addressed by deficiency plans. In effect, the deficiency plans are the implementation mechanisms for local government actions in accordance with the Comprehensive Transportation Plan.

4. *An action plan based either on strategy (2) or strategy (3) above, that shall be implemented, including a specific implementation schedule.* The scheduling or phasing of implementation is this section's key component. The deficiency plan's implementation schedule for long-term strategies should be based on monitored increases in land use or actual traffic, rather than on absolute dates.

Under the area wide deficiency plan strategy of the CMP for San Bernardino County, much of the effort of deficiency plan preparation and implementation is accomplished through other planning efforts or other elements of the CMP. The improvements to be implemented through the deficiency plan are to be identified for each subarea of the county through the Comprehensive Transportation Plan. The Land Use/Transportation Analysis element of the CMP described in Chapter 4, and the CMP monitoring

program described in Chapter 7, are designed to support the deficiency plan process by tracking changes in land use that affect traffic locations, volumes, and modes to determine how actual population, housing, jobs, and traffic growth is varying from the growth assumptions on which the CTP was based. As disparities are identified between actual events identified by the monitoring program, and the forecasts of growth, biennial updates of the CTP will include tests of the original transportation strategy to determine if transportation performance objectives are met despite changes in growth patterns or rates, and refinements to the CTP will be needed. Accordingly, deficiency plan updates will be undertaken as part of the biennial CMP update process to incorporate these refinements.

- Through the CMP TAC, develop and maintain a methodology for fairly attributing deficiency impacts and plan implementation responsibilities to all jurisdictions within a deficiency planning area which contribute to the cause of the deficiency.
- In consultation with the CMP TAC, the regional agency, Caltrans, and the air quality management districts, develop and maintain a methodology for calculating the traffic level of service following exclusion of impacts from sources specified in statute.

8.G SUMMARY OF RESPONSIBILITIES

CMA Responsibilities

- In cooperation with member jurisdictions, the regional agency, Caltrans, transit providers, and air quality districts, develop the CTP on a subarea basis to facilitate its use in defining actions to be implemented through area wide deficiency plans.
- Coordinate periodic updates to the CTP to serve as a basis for periodic updates or revisions to deficiency plan action programs.
- In cooperation with the local jurisdictions and Caltrans, prepare and periodically update deficiency plan procedures.
- Give priority to area wide deficiency plan preparation in allocating discretionary transportation monies.

Local Jurisdiction Responsibilities

- Through the CMP TAC, participate in preparation and periodic updating of deficiency plan procedures.
- Prepare area wide deficiency plan(s) which address all CMP roads and other significant components of the multimodal transportation system through a participatory process involving all impacting and affected jurisdictions.
- Participate in development of the area wide deficiency plan based on the local actions identified within the pertinent subarea plan of the CTP.
- Act as lead agency to coordinate preparation of a multi-jurisdictional deficiency plan if the deficiency has been identified within your jurisdictional boundaries.

- Participate in updates to both the CTP and deficiency plan action programs as needed to achieve the desired systemwide performance level, in light of revised estimates of growth or travel behavior.

CALTRANS Responsibilities

- Participate in preparation of the CTP to define local actions to be implemented through area wide deficiency plans, and in periodic updates of the CTP.
- Participate in preparation and periodic updates to deficiency plan procedures.
- Participate through the CMP TAC in development and maintenance of a methodology for fairly attributing deficiency impacts and plan implementation responsibilities to all jurisdictions within a deficiency planning area which contribute to the cause of the deficiency.
- Participate in development and maintenance of a methodology for calculating the traffic level of service following exclusion of impacts from sources specified in statute.
- Assist local jurisdictions in preparing area wide deficiency plans as they relate to or impact the system of State highways.

Air District Responsibilities

- Establish and periodically revise a list of approved improvements, programs, and actions that it deems will contribute to significant improvements in air quality.
- Assist local governments within the respective air quality district jurisdictions to determine if area wide deficiency plans will contribute to significant improvements in air quality.

SCAG Responsibilities

- In cooperation with the CMA and local jurisdictions, prepare and update growth forecasts on which to base the CTP, deficiency plan action programs, and their periodic updates.
- In cooperation with CMA, local jurisdictions, Caltrans, transit providers, and air quality districts, participate in development of the CTP on a subarea basis to facilitate its use in defining actions to be implemented through area wide deficiency plans.
- Consult with CMA, Caltrans, and the air quality management districts, on development and maintenance of a methodology for calculating the traffic level of service following exclusion of impacts from sources specified in statute.