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DEPARTMENT OF
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO
CALIFORNIA

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SACRAMENTO, CA
95814-2998

July 16, 1991

APPROVED
BY THE CITY COUNCIL

BUILDING INSPECTIONS
916-449-5716

City Council
Sacramento, California

JUL 16 1991

PLANNING
916-449-5604

OFFICE OF THE
CITY CLERK

Honorable Members in Session:

SUBJECT: CONGESTION MANAGEMENT PLAN (CMP) ISSUES (M90-027)

SUMMARY

The Draft 1991 Congestion Management Plan satisfies legislative requirements of Proposition 111 as enacted by AB471 & AB1791. One of the purposes of the CMP is to provide consistency between local and regional levels of government regarding transportation planning and development. In addition, it identifies transportation improvement projects which will be forwarded to SACOG to be considered for inclusion into the Regional Transportation Improvement Plan. However, staff recommends resolution of various planning issues related to establishing goals and objectives and the land use analysis program during the preparation of next year's CMP. This report is intended to inform the City Council as to the efforts that staff have undertaken to help resolve these issues, and to provide direction to staff and City representatives on the Congestion Management Team.

Staff recommends that the City Council take the following actions which will help resolve these issues:

1. Support recent efforts to incorporate goals and objectives into the Congestion Management Plan.
2. Support the establishment of a special committee of senior City and County Public Works and Planning management staff to further define a land use analysis program.
3. Encourage the Sacramento Transportation Authority to formulate a policy position on achieving a balanced integration of road improvements, transit facilities, and air quality planning.

4. Adopt the attached resolution which supports the above actions.

BACKGROUND

Since October of 1990, the congestion management team of the Sacramento Transportation Authority (STA) has been preparing a Congestion Management Plan for the City and County of Sacramento. The City's representative to this team is Larry Wing, Senior Engineer. This planning effort was undertaken in order to comply with new State laws (AB471 & AB1791) that were enacted with the passage of Proposition 111. The Legislature required the preparation of Congestion Management Plans as a prerequisite for allocation of additional gas tax funds to ensure better coordination of transportation planning between the State, cities and counties, transit providers, regional planning agencies, and air quality districts. In effect a comprehensive planning process was needed to better manage congestion and mitigate air quality impacts as well as balance the needs of local government, regions, and transit districts.

This plan must be adopted and the projects in the capital improvement program incorporated into the Regional Transportation Improvement Program (RTIP) before December, 1991, in order to qualify for Flexible Congestion Relief gas tax funds. The Plan must include a transportation system of State Highways and principal arterials, Level of Service (LOS) standards, Transit Standards, a Trip Reduction and Travel Demand Element, a program to analyze Land Use Impacts, and a Capital Improvement Program (CIP). The 1991 CMP was prepared by a team composed of management staff from the County Executive's office, and technical staff on loan from CALTRANS, the City and County Public Works Departments, and Regional Transit. In addition, there is a Technical Committee (TAC) composed of representatives from Planning and Public Works Departments, SACOG, transit providers, AQMD, the CHP, the Building Industry Association, the Downtown TMA, and ECOS.

The STA has accepted for environmental review all elements of the Plan as well as public transit goals and objectives, which were added to the Public Transit Standards element. The environmental review process and adoption of the plan must occur prior to August 15th. The plan will then be transmitted to SACOG to determine consistency with the Regional Transportation Plan, which is to be adopted prior to submittal of the RTIP.

Because the current CMP had to be prepared quickly to meet the August 15th deadline, the CMP was designed to meet basic legislative requirements. As such, the Plan includes a basic system of regional highways and arterials, and establishes public transit and level of service standards. The plan also includes a Trip Reduction and Travel Demand Element, a Land Use Analysis Program, and a Capital Improvement Program. This CMP will satisfy the requirements of State law. However, there are a number of planning issues which should be addressed during next year's update of the CMP. City staff have already taken steps to resolve some of these issues.

The CMP Goals and Objectives

During the preparation of the initial CMP, the STA team decided that it would be best not to

incorporate specific goals and objectives into the first plan. State law does not prohibit the establishment of goals, but STA management staff believed that adoption of specific goals might hinder gas tax funding if these specific goals could not be met. However, the STA Board has adopted a draft Plan which includes transit goals and objectives, as well as hopefully ensuring the continued use of gas tax funding. STA staff are preparing a work program to consider the potential inclusion of goals and objectives for all Plan elements into next year's CMP.

The preparation and the adoption of goals and objectives will promote consensus building and allow the STA Board to set funding priorities. In addition, a CMP which addresses issues and contains goals and objectives will help ensure consistency with the Regional Transportation Plan, and implement the Legislative intent to require the development and implementation of comprehensive transportation planning strategies. However, in order to avoid the possibility that the CMP might conflict with City goals and policies, staff recommends that the City become actively involved in this effort to develop goals and objectives for the CMP.

From the City's perspective, properly written comprehensive goals and objectives for all elements of the CMP (i.e., the Transportation System, Level of Service Standards, Public Transit Standards, the Land Use Analysis Program, the Trip Reduction and Travel Demand element, and the CIP) could help implement the City's General Plan Transportation Planning goals and policies which promote a balance between and an integration of road improvements, transit services, land use planning, and measures which can improve air quality. Given the importance of developing a comprehensive CMP that is consistent with State law and City policy, staff recommends that the City Council adopt the attached resolution asking the STA Board to incorporate goals and objectives into next year's CMP.

The Land Use Analysis Program

State law requires that all local governments analyze the impacts of land use decisions on the CMP transportation system and identify mitigation measures and costs. A key element in meeting this mandate is the requirement to establish a regional transportation model. However, because of the inability of the current model to analyze small development projects, and because the model needs to be modified to eliminate some technical flaws, a special modeling group has been established at SACOG to improve this model. The City Public Works Department - Transportation Division is providing staff support for this effort. In addition the Planning Division is refining the land use data for the Central City, South Natomas, North Natomas, and North Sacramento.

However, since the City will be responsible for analyzing the land use impacts of land use decisions on the CMP transportation system, a special committee of senior City and County Planning and Public Works management staff should be established to work with this modeling group and determine how information should be transmitted to SACOG, and how modeling results can be integrated into the planning and development process. This committee will also work with SACOG and STA staff to identify the cost and timing of implementing a land use analysis program.

Establish a City Policy Position

The adoption of the Congestion Management Plan will provide a framework that will allow local government to allocate funds in a manner that can better manage traffic congestion and improve air quality locally and at the regional level. As such, it is important that the City establish a policy position which will provide guidance when developing a consensus on CMP goals and objectives. As stated in the legislative findings of AB471 which established the CMP process, fragmented transportation planning and a lack of an integrated transportation system has increased traffic congestion, further degraded air quality, and has resulted in added costs to the motoring public. Consequently, past conflicts between the planning and development of our transportation system need to be avoided in order to comply with State law.

The City's General Plan promotes a balance between and an integration of road improvements, transit services, land use planning, and measures which can improve air quality. Staff recommends that the City Council establish the policy position that the CMP achieve a balanced integration of needed road improvements, transit facilities, and air quality planning. Given this position, City staff will be able to develop a CMP that not only will increase funding for needed transit improvements, but also support those road projects that are needed to reduce congestion and improve air quality. In addition, this position will clearly state that the City Council desires to support efforts to establish a comprehensive transportation planning process pursuant to State law.

FINANCIAL DATA

Approval of an adequate CMP by the STA Board and by SACOG will allow the City and County of Sacramento to be eligible to receive Flexible Congestion Relief gas tax funds for road and transit related projects.

POLICY MATTERS

A Congestion Management Plan which is consistent with regional policy will allow the City to help resolve traffic and air quality issues at the regional and local level. Also, the City Council will be able to understand the impacts of land use development and establish priorities to mitigate transportation impacts on the regional system.

MBE/WBE EFFORTS

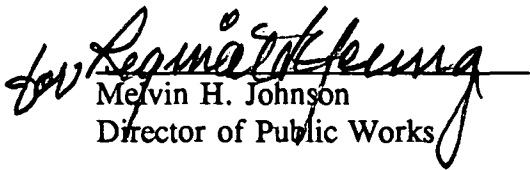
Not applicable.

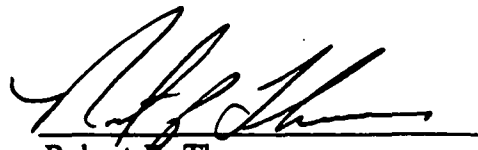
RECOMMENDATION

It is recommended that the City Council adopt the attached resolution which supports recent efforts to incorporate goals and objectives into the CMP, and which requests the Council to direct the establishment of a special committee of senior City and County Public Works and Planning management staff to further define a land use analysis program. This committee will work with SACOG and STA staff to identify the procedures, costs, and timing of implementing this program.

Finally, staff requests that the City Council include in this resolution a request that the STA Board incorporate into next year's CMP the principle of achieving a balanced integration of road improvements, transit facilities, and air quality planning. This policy position will also provide guidance to staff during the preparation of the CMP.

Respectfully submitted,


Melvin H. Johnson
Director of Public Works


Robert P. Thomas
Acting Director Planning and Development

RECOMMENDATION APPROVED:


Walter J. Slipe
City Manager

July 16, 1991
All Districts

Contact Persons: Bob Lee, Deputy Director of Public Works 449-5283
Scot Mende, Senior Planner 449-5381

RESOLUTION NO. 91-538

ADOPTED BY THE SACRAMENTO CITY COUNCIL.

ON DATE OF

RESOLUTION REQUESTING THE SACRAMENTO TRANSPORTATION AUTHORITY TO ESTABLISH A WORK PROGRAM TO UPDATE THE 1992 CMP

WHEREAS, State law requires that the Congestion Management Program (CMP) promote better coordination between local government, transit districts, and air quality management districts when planning and implementing transportation improvements; and

WHEREAS, the STA Board has accepted goals and objectives for transit improvements; and

WHEREAS, the Sacramento City General Plan contains goals and policies that support a comprehensive regional transportation plan that balances and integrates road improvements, transit facilities, and land use and air quality planning,

NOW THEREFORE BE IT RESOLVED, that the City Council requests the Sacramento Transportation Authority to establish a work program for the 1992 CMP that includes the preparation of goals and objectives for all elements of the CMP, and that the CMP incorporate the principle of achieving a balanced integration of road improvements, transit facilities, and air quality planning, meaning that major transit improvements are needed to boost the percentage of transit ridership, and that roadway facilities are also required to help relieve congestion; and

BE IT FURTHER RESOLVED that the City Council requests the establishment of a staff committee to coordinate the transmission of land use data to SACOG and to assist in defining a land use analysis program.

MAYOR

ATTEST:

CITY CLERK

M90-027

APPROVED
BY THE CITY COUNCIL

JUL 16 1991

OFFICE OF THE
CITY CLERK

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RESOLUTION NO.: _____

DATE ADOPTED: _____