

**Background Information:**

**Consent Calendar:**

**2. Approval of the October 23, 2019 Meeting Minutes.**

**Regular Agenda:**

**3. Adopt Resolution 611-19 amending the Fiscal Year 2019/20 Overall Work Program Budget and OWP Agreement to adjust for carryover balances, reprogram funds; and authorize the Executive Director to execute the revised OWP Funding Agreement.**

The purpose of this agenda item is to amend the TCTC Overall Work Program (OWP) to adjust for carryover balances for various revenue sources, reprogram those funds to various projects, as identified in the attached Amendment No. 2 to the FY19/20 OWP Budget (Exhibit B).

**Background**

*Carryover Adjustments*

The Rural Planning Assistance program requires that the majority of the current year's apportionment (\$294,000) be expended within the year of apportionment; only 25% of the funds (\$73,500) may be carried over to the next year. At the time of adoption of the current year OWP in June, there was no carryover included per Caltrans Policy. After the Fiscal Year 2018/19 year-end expenditures were cleared, and Caltrans issued our reconciliation letter that established the RPA carryover balance of \$73,500. The OWP as well as the OWP Agreement (OWPA), OWP-TTUO-020, need to be amended to reflect the adjusted carryover amount and reallocate expenditures in various projects.

No PPM carryover was estimated in the June adoption of the OWP. After final FY18/19 expenditures were cleared, \$25,215 in carryover funds were identified. The OWP needs to be amended to reflect this change.

The 5304 Sustainable Community and the Road Maintenance & Rehabilitation grants which are all multiple year grants had carryover as follows:

- WE15 SR49 Completes Streets of \$134,617
- WE 19 Coordinated Public Transit Human Services Transportation Plan update of \$97,942
- WE 16 Active Transportation Plan \$94,750
- WE 17 Promoting Safe Bicycling Travel Opportunities \$308,931

Finally, the Bicycle/Pedestrian Local Transportation Funds (LTF) reserves allocated to the Non-Motorized/Trails Program in the OWP. After final FY18/19 expenditures in that program were cleared, carryover funds in the amount of \$100,587 were identified. These funds will fully cover

planned expenditures for FY19/20 with a fund balance of \$100,587, therefore, no additional allocation was processed.

*Other minor adjustments to Work Elements*

Work Element (WE) 18.8 added a task for the close out of last year's SB743 VMT Phase 1 project. It was projected that the project would be completed in FY18/19, but staff has since realized that there will be some closeout activities that will take place in FY19/20, therefore \$1,308 in Regional Surface Transportation Program (RSTP) Exchange Funding has been re-allocated with in this WE to cover the cost of TCTC staff time to closeout this project.

Every three years Planning Organizations are required to submit updated Title VI plans consistent with the United States Department of Transportation Title VI regulations 49 CFR part 21. The update of these plans must be included as an activity in the FY19/20 and FY20/21 OWP as TCTC staff time will be dedicated to this activity. Work Element 20.12 was added to re-allocate TCTC staff time as well as \$2,737 in Local Transportation Funding to cover the cost anticipated in the FY19/20 OWP.

Resolution 611-19 has been prepared for the TCTC's consideration. The revised OWP Budget is included as an attachment to the resolution. Finally, staff has provided a revised OWP document to reflect the new budgets for each work element. These documents have been posted on the TCTC's website.

This Amendment to the OWP has been reviewed and approved by Caltrans.

**Attachments:**

*Resolution 611-19, revised OWP Budget (Exhibit B)*

*Revised OWPA (OWP-TTUO-020A)*

*Revised OWP document*

**Recommended Action:**

*Adopt Resolution 611-19 amending the Fiscal Year 2019/20 Overall Work Program Budget and OWP Agreement, as presented, and authorize the Executive Director to execute the revised OWPA.*

**4. Discussion of the Scope of Work for the Request for Proposals (RFP) to conduct Performance Audits of the TCTC and Public Transit System, approval of the RFP for distribution, and authorization for the Executive Director to negotiate an agreement with the most qualified firm.**

The Tuolumne County Transportation Council is statutorily required by Section 99246 of the California Public Utilities Code to designate an independent entity to conduct performance audits of the TCTC and Public Transit System on a triennial basis. As you may recall, this year's Overall Work Program includes conducting Performance Audits that will cover the past three years, Fiscal Years 2016/17, 2017/18 and 2018/19.

These performance audits must be conducted in compliance with the Transportation Development Act (TDA) and consistent with the “Performance Audit Guidebook for Transit Operations and Regional Transportation Planning Entities,” as issued and amended by the California Department of Transportation. The objectives of the audit are to provide a means for evaluating an organization’s performance and to enhance the performance by making recommendations for improvements. In addition, the audit evaluates the adequacy of an organization’s systems and the degree of compliance with established policies and procedures.

While meeting the legal requirements for conducting a performance audit is important, the performance audit also provides an opportunity for an independent, objective and comprehensive review of the effectiveness, efficiency and economy of the TCTC and the operator of the Public Transit System. Other benefits include:

- Providing management with useful information to assess past activities and insight for future planning activities;
- Providing management with a review and evaluation of the organization and operations;
- Provides an opportunity to utilize auditor expertise which can supplement staff work; and
- Assures accountability for the use of public funds.

The attached Request for Proposals (RFP) has been prepared to solicit proposals from qualified firms to conduct performance audits of the TCTC and Public Transportation System. The RFP includes a draft version of the agreement that is intended to be executed with the most qualified firm. The Scope of Work is included as Exhibit B of the Draft Agreement (Attachment A). The purpose of this agenda item is to provide an opportunity for the TCTC to discuss the scope of work and make any revisions or additions, if desired.

Upon completion of the consultant selection process and agreement negotiations, staff will bring back a proposed agreement with the most qualified firm for approval and execution by the TCTC.

**Attachment:**

*Request for Proposals and Draft Agreement for Performance Audits*

**Recommended Action:**

*Approve the Request for Proposals and Scope of Work for distribution and authorize the Executive Director to negotiate an agreement with the most qualified firm.*

**5. Review the Draft Documents from the Tuolumne SB 743 Vehicle Miles Traveled Phase I Study and Review the Phase II Scope of Work and Project Schedule.**

Senate Bill (SB) 743 was signed into law in September of 2013 and this law changes the way transportation impacts are analyzed. SB 743 stated that Level of Service (LOS) can no longer be used to determine the significance of transportation impacts of projects on the environment for

CEQA purposes. The adopted CEQA Guidelines approved using Vehicle Miles Traveled (VMT) as the metric to evaluate transportation impacts for CEQA.

The CEQA guidelines encourages public agencies to establish thresholds of significance for determining VMT impacts. Public agencies have the power to establish their own thresholds. The OPR guidance did not recommend any thresholds for Rural Agencies. They recommended Rural Agencies evaluate impacts on a case by case basis. This recommendation does help streamline projects that reduce VMT. One of our goals for our study is we will establish our own local VMT methodology and thresholds for determining VMT consistent with the CEQA and OPR Guidelines.

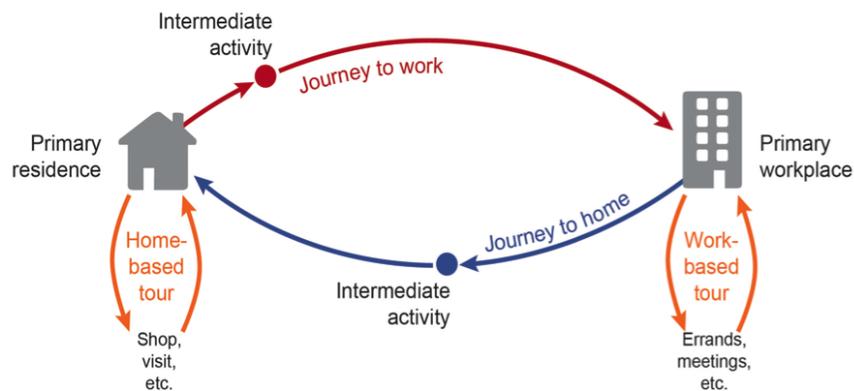
As part of the revised CEQA Guidelines, a new statewide start date for using VMT for CEQA purposes will begin on July 1, 2020 for all lead agencies. All approved CEQA projects will need to use VMT impacts for both development proposals and infrastructure projects.

In order, to get this study started, the TCTC has broken this study into two phases. With an optionally third phase available if the TCTC is interested in pursuing after the conclusion of Phase II (Attachment 3). The TCTC is using our on-call consultant Wood Rodgers, Inc. to help produce this Study. Wood Rodgers is our consultant we currently utilize to administer and run our Tuolumne Regional Travel Demand Model.

The Tuolumne SB 743 Vehicle Miles Traveled (VMT) Study Phase I will provide an overview of the new CEQA transportation metric VMT and discuss the requirements set forth in the revised CEQA guidelines (Attachment 1). The Study will provide a best practices guidance from the State and other regions. One of the main goals for our SB 743 – Vehicles Miles Traveled (VMT) Study will be to determine the best VMT strategy for the rural Tuolumne County region that utilizes existing technical resources, and ensures a fair playing field for development, and helps support VMT reduction goals. The TCTC was successfully awarded a Caltrans Rural Planning Assistance (RPA) Competitive Grant for Phase 1 in 2018 for \$67,000.

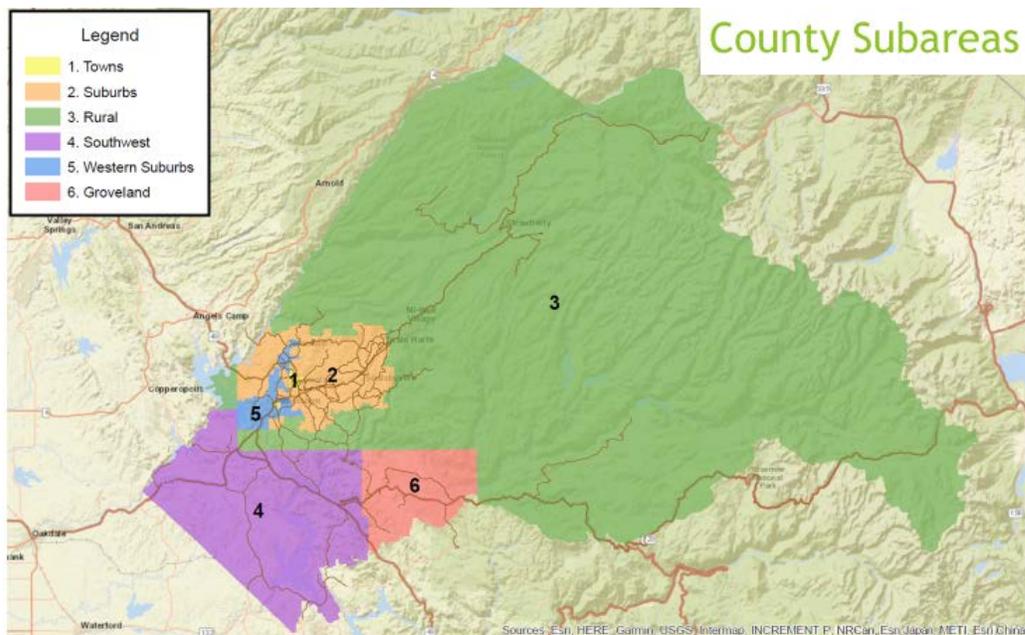
### How do you measure Vehicle Miles Traveled (VMT)?

VMT is the amount and distance of automobile travel attributable to a project.  $VMT = \text{Total Number of Vehicle Trips} \times \text{Average Trip Length}$ . For CEQA purposes, VMT should not be shortened due to jurisdictional boundaries. Different types of projects and/or land uses should be analyzed separately.



## Figure 1: What is VMT?

VMT reduction in Rural Areas will require coordination between land use and transportation planning. VMT thresholds need to be consistent with general plans and other planning documents. Establishing sub-regional thresholds will help provide a fair playing field for development projects throughout the County. Other possible goals and strategies include focusing development around existing downtowns, main streets, and communities. Reform policies to make it easy for developers to build compact, mixed-use development.



## Figure 2: Draft County Sub-Areas

The TCTC has produced a Draft Sub-Area Map which has broken the County into six sub-areas. Each sub-area will have its own VMT metric and thresholds. This draft Sub Area Map is being further refined and might change in the future based upon feedback and further analysis from the consultant.

**Table 3. Average VMT by Trip Purpose**

#	Area/Subarea	VMT / Service Population (All Trips)	VMT / Employee (HBW Trips)	VMT / Capita (HB Trips)	VMT / Service Population (NHB Trips)
-	Overall County	22.5	18.8	19.1	7.2
1	Towns	20.2	12.9	20.6	6.3
2	Suburbs	18.0	15.0	17.3	5.2
3	Rural	34.9	34.5	19.9	12.4
4	Southwest	70.3	58.3	65.9	26.8
5	Western Suburbs	19.6	19.5	15.0	4.8
6	Groveland	21.3	23.0	14.2	7.3

*Definitions: Service Population = Residents + Employees, HBW = Home Based Work, HB = Home Based, NHB = Non-Home Based*

**Figure 3– Average VMT by Trip Purpose**

The Draft Average VMT by Trip Purpose Table helps show the current VMT per sub-area for each of the important trip purposes. Most of the County Sub-Areas are in close proximate to each other except for the Western Suburbs. For Phase II, the consultant will recommend a methodology for determining VMT for our region.

OPR Recommended four Thresholds for Urban Areas for Residential Developments, Retail developments, transportation improvements, and Active Transportation Improvements. For Residential Developments should be 15% below existing VMT per capita. Retail Developments: No net increase in total VMT in the area. Transportation Improvements should have no net increase in total VMT in the area. Transit and Active Transportation Projects are generally exempt from detailed VMT analysis. Thresholds generally need to help California meet greenhouse gas goals set in SB 32, Executive Order B-16-12, etc.

**Table 1. Existing VMT by Area and Land Use**

#	Subarea	Single-Family Residential (VMT/person)	Multi-Family Residential (VMT/person)	Commercial (VMT/employee)	Industrial (VMT/employee)	Hotel (VMT/room)	Church (VMT/KSF)
1	Towns	12.1	9.8	18.9	n/a*	21.5	39.6
2	Suburbs	26.7	10.0	10.5	9.9	15.5	24.8
3	Rural	32.0	19.1	29.3	27.1	40.2	47.9
4	Southwest	104.2	44.0	72.6	53.7	147.1	145.3
5	Western Suburbs	25.4	18.0	20.4	16.9	25.4	41.6
6	Groveland	11.4	7.8	25.7	21.1	37.5	57.6

**Notes:**  
\*Subarea 1 did not contain any existing industrial land uses.

## **Figure 4 – Draft Existing VMT by Area and Land Use**

The Draft Existing VMT by Area and Land Use Estimated VMT by Using the Update RTDM. Each sub-area was broken into 6 General Land Use Types:

1. Single Family Residential
2. Multi-Family Residential
3. Commercial
4. Industrial
5. Hotel
6. Church

In Phase I, the Regional Travel Demand Model (RTDM) was updated to the newest version TransCAD Model Version 5 to Version 8 (Attachment 2). We also updated the RTDM from a 3-step Model to 4-step Model with a full Mode Choice component. This new Mode Choice Component will help our Model estimate VMT reductions for regional trails, active transportation improvements, new transit services, and transit service increases. This new RTDM tool will help the TCTC better compete for statewide transportation competitive funding. TCTC staff is presenting the Final Draft of the RTDM Update and Calibration Memo for approval by the TCTC Board. Approval of the calibrated traffic model is an important step toward using model outputs in project environmental documents. A project blueprint team including representation of the City, County and Caltrans have provided input on the model update.

The TCTC was successfully awarded a second Caltrans Rural Planning Assistance (RPA) Competitive Grant for Phase II in 2019 for \$130,000. In Phase II, the Study will include a detailed SB 743 methodology and threshold setting which will include presentations and outreach to local agency staff, elected officials, and the development community. Phase II will establish a VMT methodology, thresholds of significance, and mitigation measures which are customized for the Tuolumne County region. The consultant will present this information at a TCTC Meeting, City of Sonora City Council Meeting, and the Tuolumne County Board of Supervisors Meeting.

The TCTC held our first Steering Committee Meeting for SB 743 with the City, County, and Caltrans staff in September. We received positive feedback from staff on the first phase of the study. While the TCTC has taken the lead in technical studies, implementation of CEQA reform will require all of the partners to participate in one way or another. Please understand, this is cutting-edge study, especially for rural counties, so we are going to need to figure it out together as we go forward. We are also coordinating with City, County and Caltrans staff to schedule additional presentations to the planning commissions and other committees that might need to a walkthrough on SB 743 and the goals we are trying to accomplish for this Study.

Phase II of the SB 743 Study:

1. Develop Recommended VMT Analysis Methodologies
  - Screening Criteria
  - VMT Evaluation Tool and User Guide
  - VMT Evaluation Guidelines for Other Projects
2. Develop VMT Thresholds

3. Develop VMT Mitigation Measures
4. Prepare CEQA VMT Transportation Impact Guidelines

**Attachments:**

1. *Draft Background VMT Memo – Phase I*
2. *Draft RTM Update and Calibration Memo – Phase I*
3. *Existing VMT by Area and Land Use – Phase I*
4. *Scope of Work – Phase II*
5. *Project Schedule – Phase II*

**Recommended Action:**

*Review and comment on the Documents from the Tuolumne SB 743 Vehicle Miles Traveled Study Phase I Study, the updated travel demand model and the Phase II Scope of Work and Project Schedule.*

**6. Update on the SR 49 Congested Corridor Plan and adoption of Resolution 612-19 reserving RSTP Exchange.**

The Tuolumne County Transportation Council (TCTC) is the designated Regional Transportation Agency (RTPA) for Tuolumne County. A primary responsibility of the (TCTC is to adopt and implement the Regional Transportation Plan (RTP) for the Tuolumne region in accordance with State and Federal laws.

Major projects the TCTC has currently programmed funding for include:

- SR 108 Peaceful Oak Interchange
- Mono Way Safety and Operational Improvement Project (Relinquishment Project)
- Stockton Road Transit and Accessibility Project

As the above high-priority projects progress toward construction, it is time to look ahead at what projects should be the focus of future TCTC efforts. The TCTC and senior staff met twice in 2015 to update their Strategic Plan. The results of board, staff and public input included an updated Mission Statement:

*TCTC Mission Statement:*

*The TCTC provides leadership and coordination of resources to build the best means of moving people and goods throughout our region.*

*TCTC Strategies:*

*Strategies help an organization focus on its work by emphasizing the operational tasks around what the board deems most important. They are mission-focused. Furthermore, the strategies address the major elements considered in the situation analysis; and define the preferred outcomes that the organization expects to achieve. The board-determined strategies are noted below:*

- *Partner with the County of Tuolumne to coordinate the adoption of General Plan and Regional Transportation Plan*
- ***Coordinate City, County, State and Federal agency efforts to implement priority projects and programs identified in the Regional Transportation Plan***
- *Facilitate funding of recovery projects needed in response to the Rim fire through the National Disaster Relief Competition*
- ***Work with community groups and partner agencies to assure funding to construct a trail system throughout Tuolumne County***

*TCTC Vision:*

*A unified, fully integrated transportation network in the region*

Consistent with the TCTC's role as a Regional Transportation Planning Agency, a strategy is to coordinate City, County, State and Federal agency efforts to implement priority projects identified in the Regional Transportation Plan. The highest priority capacity increasing project on the State Highway System is the widening of SR49 through Jamestown and the highest priority capacity increasing project on the local road system is Phase I of the North-South Connector. More recently, the segments of highway these projects address, have been identified as potential choke points in the event of a mass evacuation.

*SR49 Jamestown Widening and Complete Streets Project*

Since the 1990's, the Regional Transportation Plan has recognized the need for widening SR49/108 to four through lanes to accommodate long term traffic growth. In the 1990's the idea of widening SR49/108 in the west county seemed ludicrous to some, but 20 years later, the widening need is getting more obvious with each passing year. Even though our population has seen a slight decline, valley and bay area populations continue to grow, producing increasing amounts of recreation traffic on our major highways, particularly around summer weekends and holidays. The Regional Transportation Plan shows the segment of SR 49 through Jamestown operating at Level of Service D with 19,700 vehicles per day and Level of Service C in 2030 with the widening project, and 25,037 vehicles per day according to traffic model forecasts.

*SR49 Congested Corridor Plan*

Caltrans and the TCTC are jointly developing a Congested Corridor Plan for SR 49 from Jamestown to Columbia. The Corridor Plan should be completed early next year and is expected to validate the Regional Transportation Plan's identification of the widening of SR48/108 through Jamestown as the next highest priority project for STIP Funding and allow the project to compete for SB1 Congested Corridor Program funds. The City, County and TCTC will have ample opportunity to give input on proposed projects in the Congested Corridor Plan.

As you may know, since the installation of the SR49/Jamestown Road traffic signal, traffic congestion and long back-ups have resulted in many complaints to the board of Supervisors, County and TCTC Staff. Caltrans has responded by having a team of traffic signal engineers optimize and coordinate the timing at both the Fifth Avenue and Rawhide Road traffic signals.

Traffic congestion has improved for average daily peak hour traffic conditions. Unfortunately, week-end tourist traffic often exceeds the roadway capacity. Adding capacity with additional through lanes is the only way to address this growing long-term need. A complete street design incorporating walkways, bike lanes, transit stops, and a park and ride will aid in reducing traffic demand, but not solve the problem.

Caltrans has agreed to develop a Project Initiation Document (PID) for a project that constructs additional travel lanes with complete street features (Bike, Ped and transit) on the segment of SR49/108 through Jamestown. This project has a very preliminary planning level cost estimate of \$14 Million. The PID will better define the project scope of work, environmental document, right of way needs, schedule and cost estimate. Once this document is complete, we will be able to better identify a path forward, which of course, would include an EIR as the next step.

The overall preliminary project schedule is expected to be:

- 19/20 Project Initiation Document (PID) – (funded)
- 2020-25 Environmental Impact Report (unfunded)
- 2026-28 Right of Way Acquisition (unfunded)
- 2028-30 Construction (unfunded)

### *Funding Prioritization*

Traditionally, this project would have been funded through the State Transportation Improvement Program (STIP). However, the STIP has not had much new money in it for several cycles and in fact, no new money is identified in the STIP for Tuolumne until 2026-28 (\$2.810 million). Therefore, if the County wishes to expedite this project, we will need to combine various state, regional and local funds to get the project completed at the earliest possible date.

A mix of funding from the SHOPP (State), STIP (State/Regional), SB1 Congested Corridor Program (State), Traffic Impact Mitigation Fees (Local), RSTP (Regional) and perhaps, revenues for a tax measure that could leverage state/local partnership funding. Without local funding contributions for early phases of the project, construction of the SR49 widening project could be delayed out to 2034-36.

The TCTC is encouraged to consider supporting a recommendation to earmark RSTP Exchange Funds for the SR49/108 widening project as well as other projects identified in the SR49 Congested Corridor Plan. These funds can be used for the EIR's, allowing the projects to move forward as expeditiously as possible. Such a commitment of local funds would no doubt get Caltrans' attention and likely aid in obtaining early commitments to fund the project. Caltrans' District Director, Dan McElhinney, has expressed interest in partnering on the EIR if the TCTC is willing to commit to local funds. It should be noted, front loading work with several million dollars in local funds was a tactic deployed in the 1990's by the County, lead by Craig Pedro, that secured major funding commitments from Caltrans and the California Transportation Commission (CTC) for the East Sonora Bypass in excess of \$100 million.

Staff recommends adoption of Resolution 612-19 to program RSTP exchange funds for projects on the SR49 corridor inclusive of additional traffic lanes, walkways, trails, bike lanes, and transit stops. TCTC staff will work with the City, County and Caltrans to advance projects in the SR49 Congested Corridor Plan within each agency's jurisdiction.

The SR49 Widening and Complete Street Project will be a major long-term commitment by the TCTC and Caltrans in cooperation with Tuolumne County. The Board of Supervisors supports the prioritization of the project funding.

**Attachments:**

*SR49 Congested Corridor Plan presentation*

**Recommended Action:**

*Support the SR49 Congested Corridor Plan and adopt Resolution 612-19 reserving RSTP exchange funds for projects identified in the SR49 Complete Streets and Congested Corridor Plan.*

**7. Reports**