GENERAL PLAN UPDATE

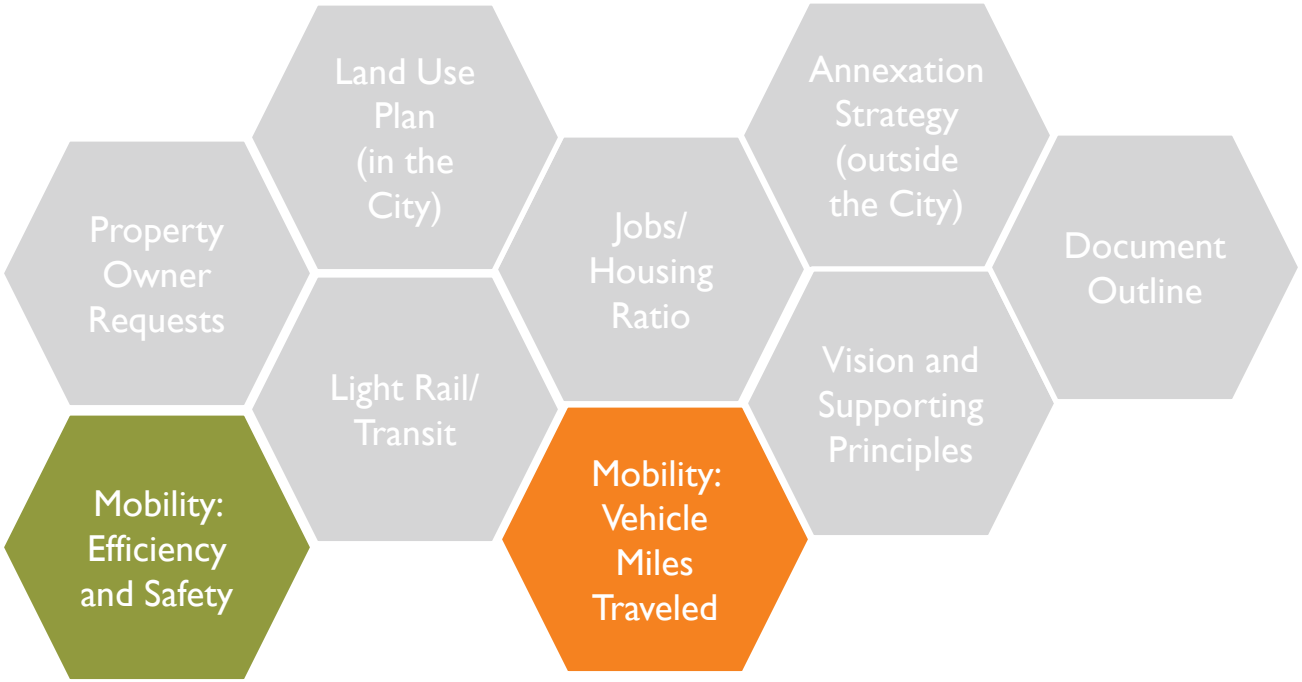
Joint Study Session

June 21, 2017

ELK GROVE

A BRIGHTER FUTURE

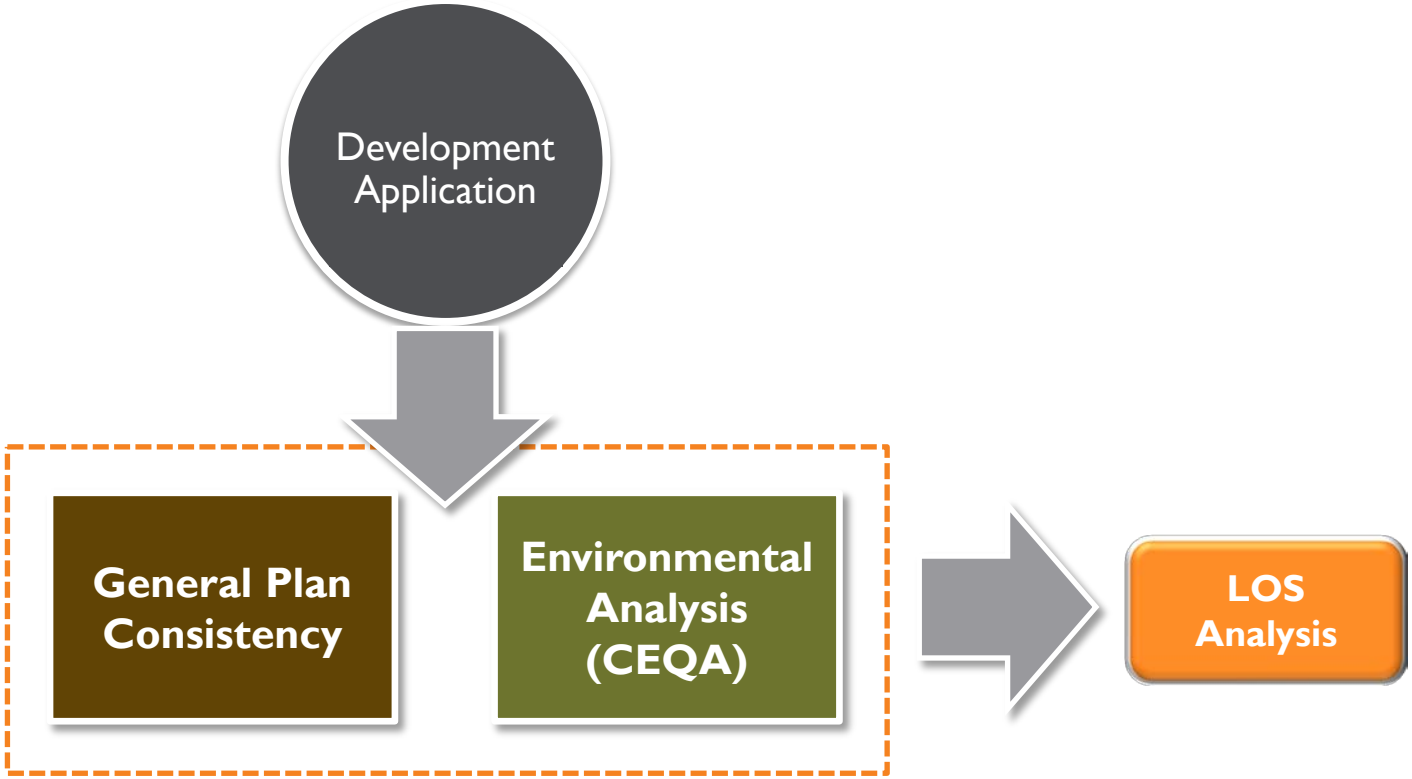
Interrelated Issues and Topics



Tonight's Discussion

- City's current approach to mobility and efficiency
- SB 743
  - The Intent
  - Implementation
- What is VMT?
  - Calculations & thresholds
- Staff Recommendation
- Project-Specific Example Applications

The City's Current Approach



The City's Current Approach

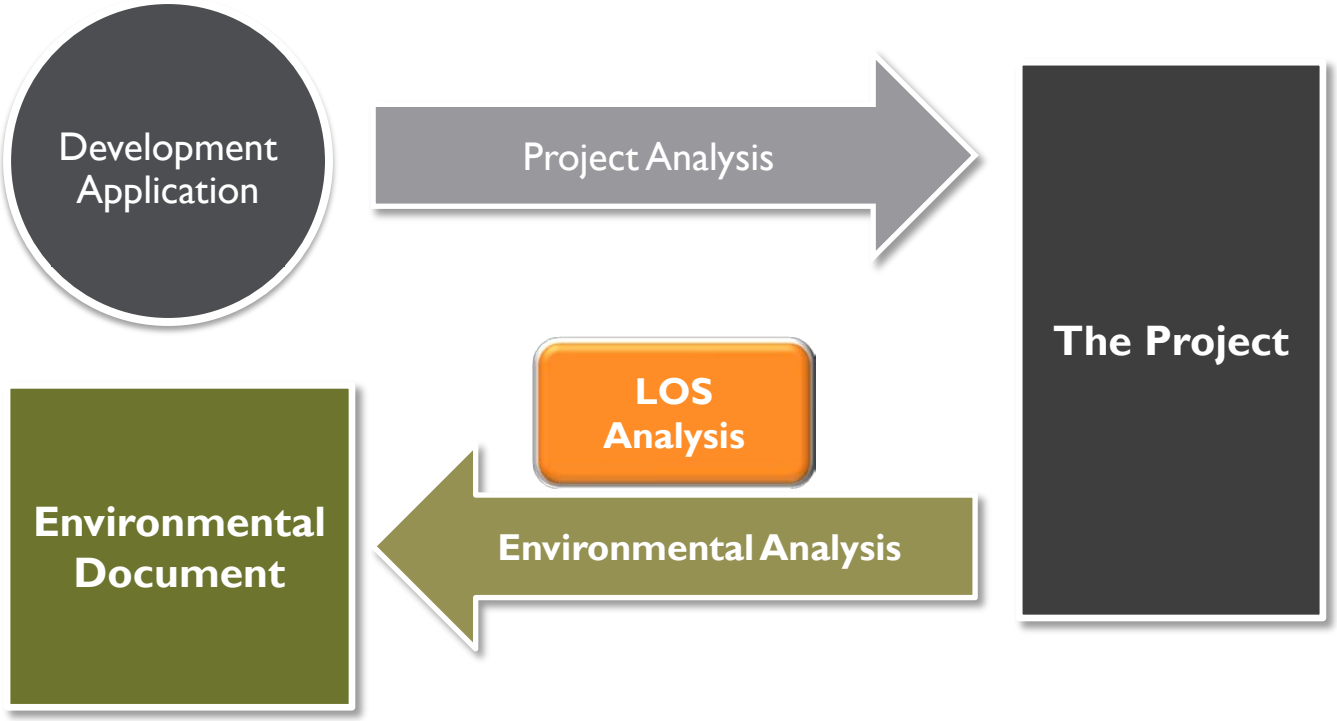
- City measures transportation impacts through Level of Service
  - Focus of analysis is on delay experience
- Calculation based on Highway Capacity Manual
- LOS analysis uses inputs from:
  - ITE Trip Generation Rates
  - Travel Forecasting Models
  - Field Observations (i.e., facility geometrics)

What is LOS?

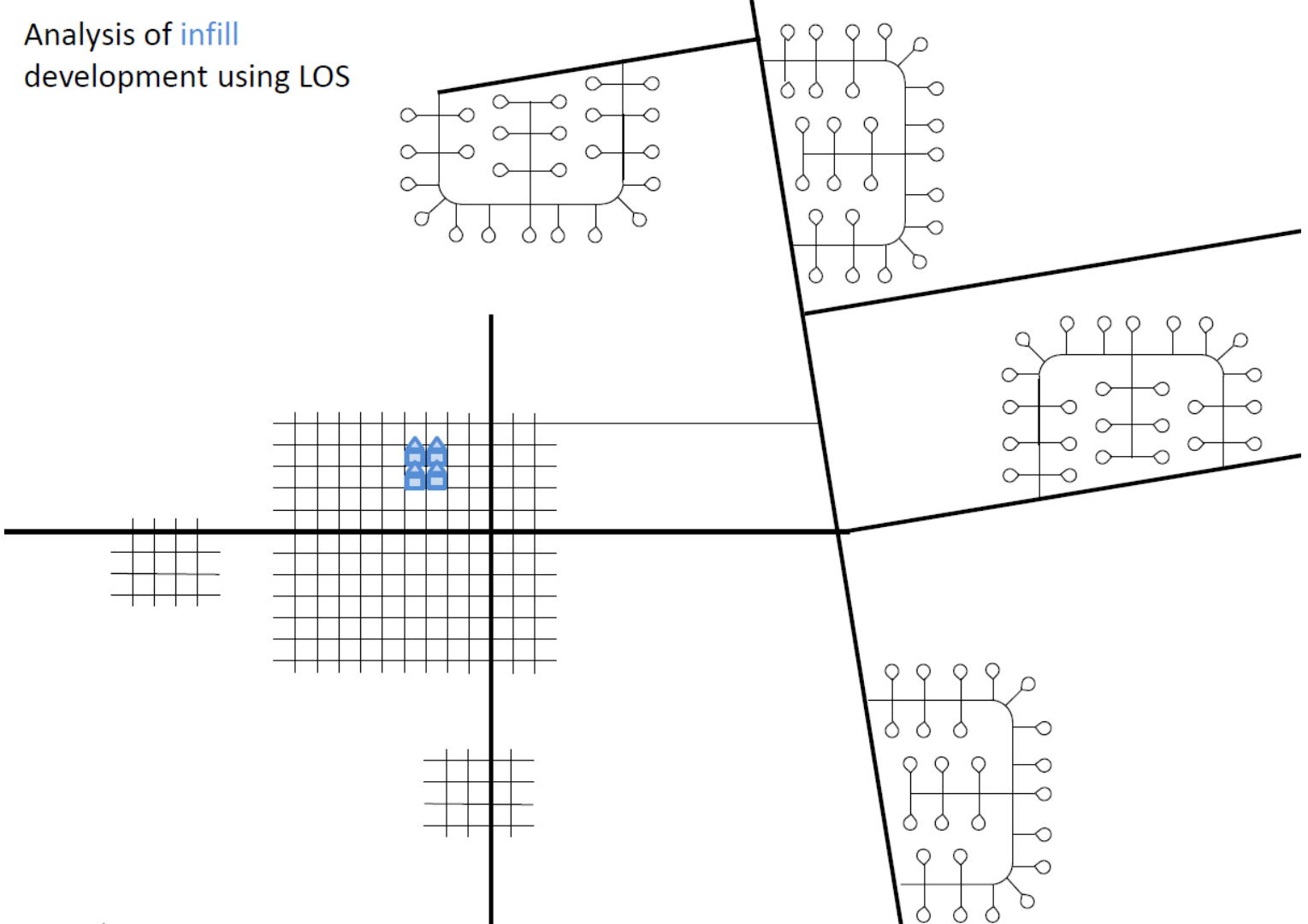
A qualitative measure used to relate the quality of traffic service. Categorizes traffic flow and assigns quality **levels (A to F)***

*Calculated for AM/PM peak hour conditions

City's Current Approach

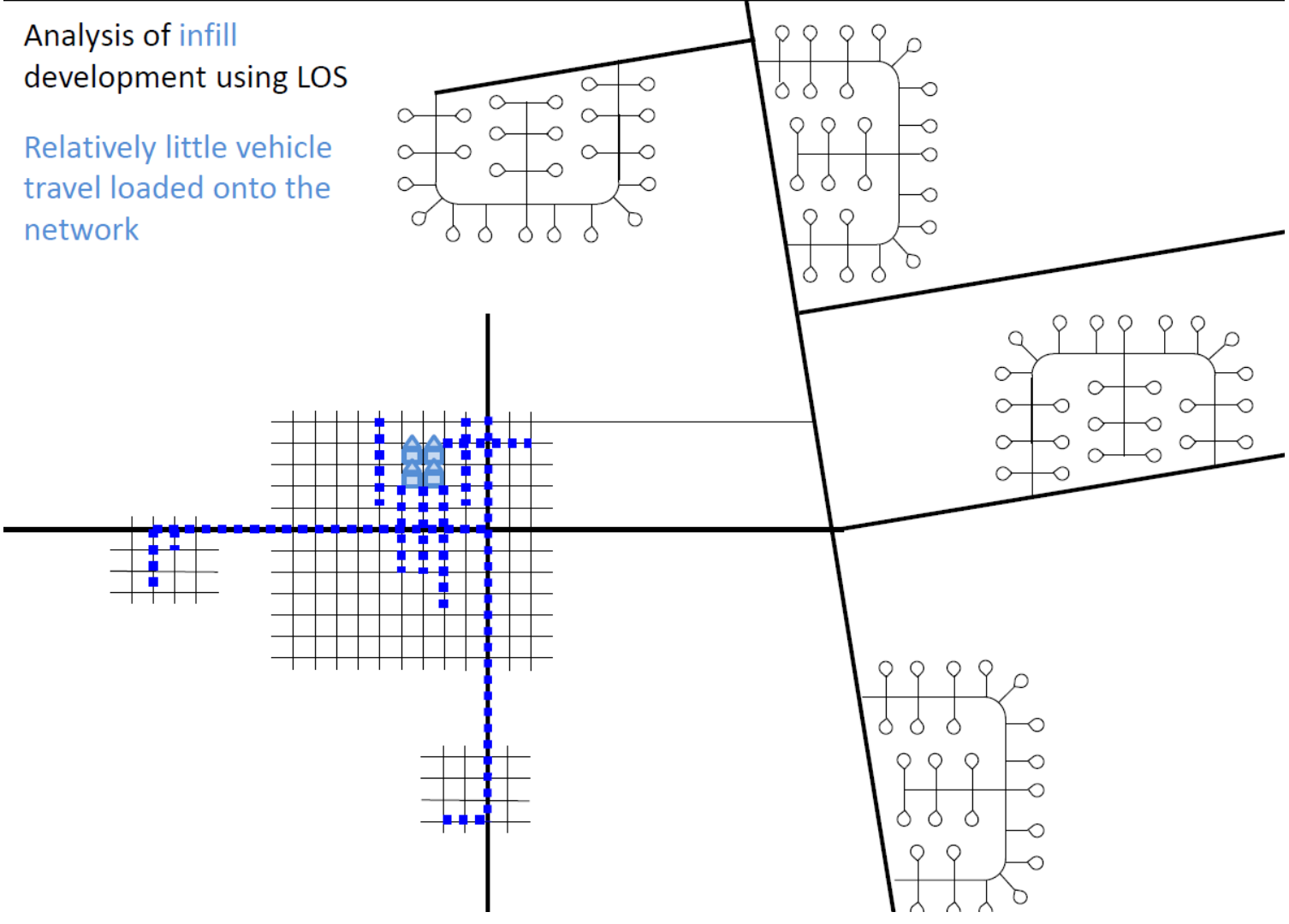


Analysis of infill development using LOS



Analysis of infill development using LOS

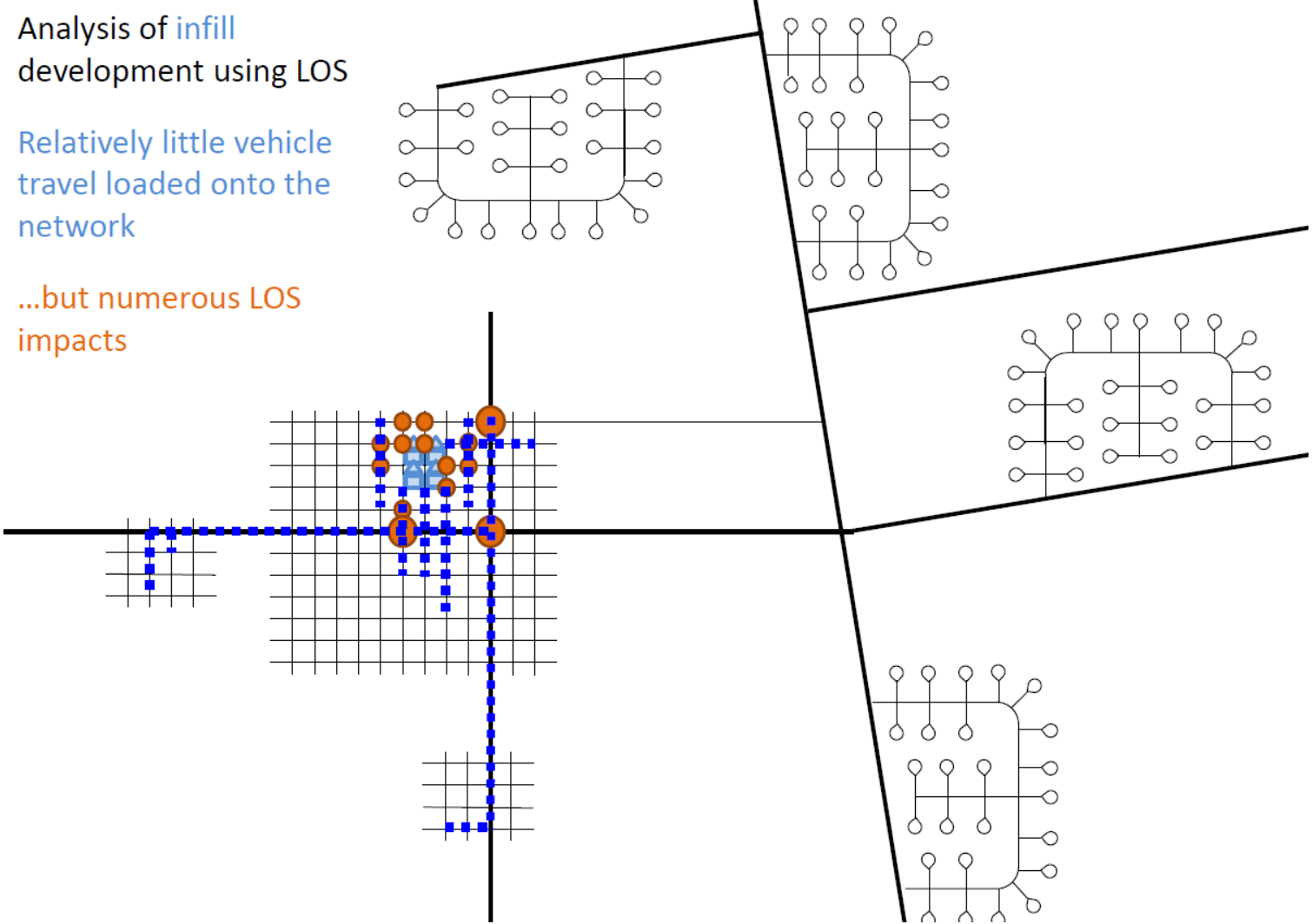
Relatively little vehicle travel loaded onto the network



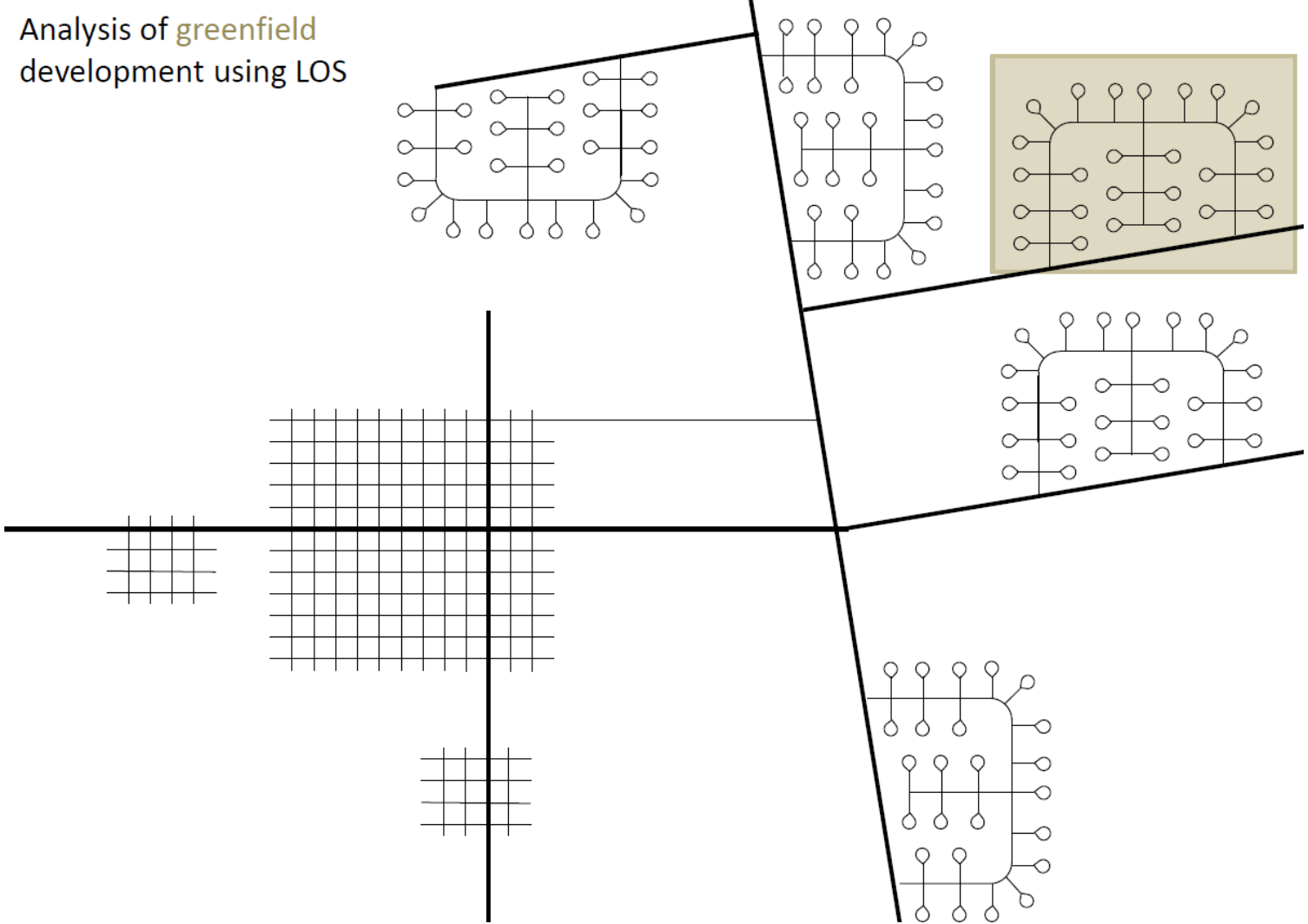
Analysis of infill development using LOS

Relatively little vehicle travel loaded onto the network

...but numerous LOS impacts

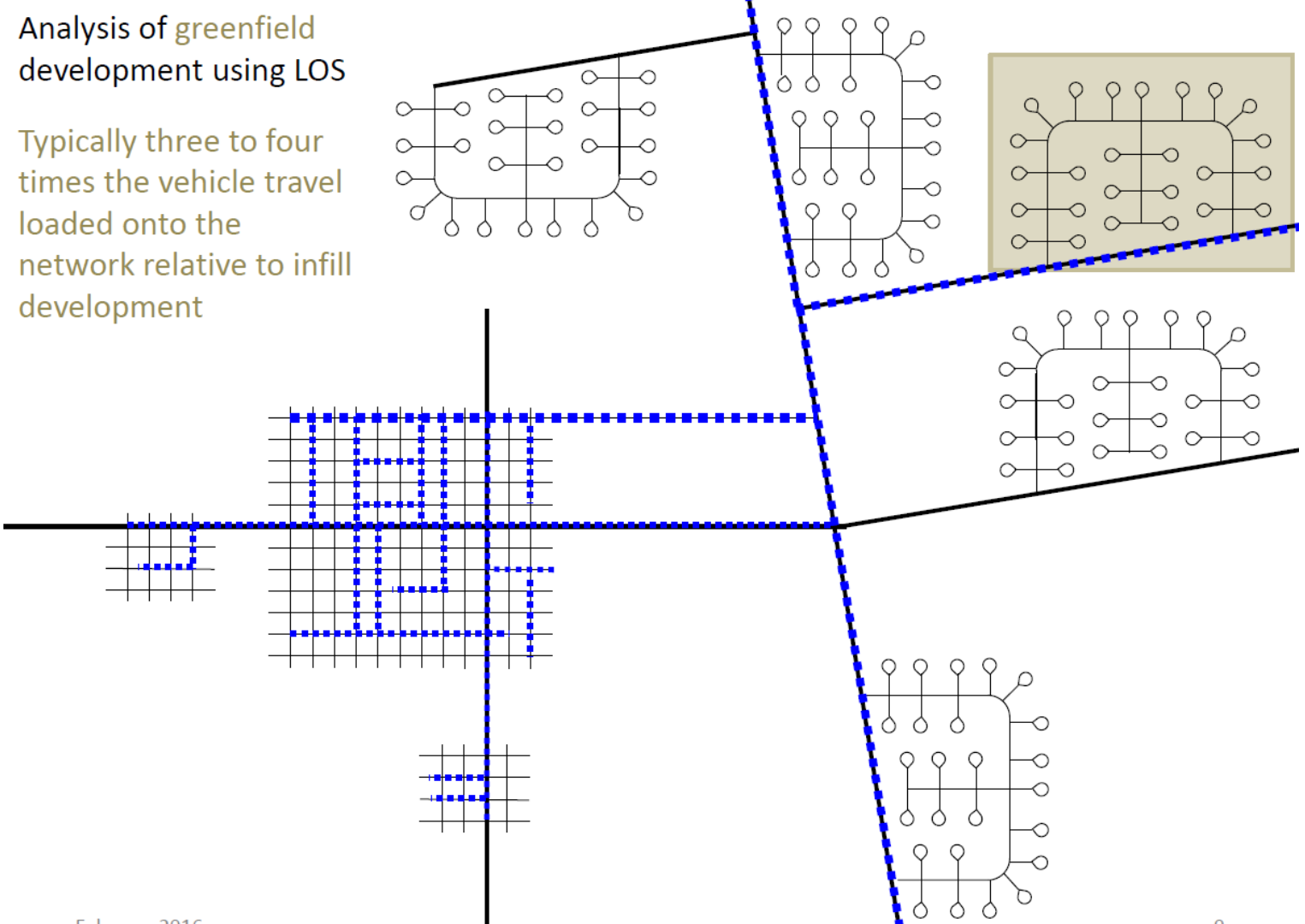


Analysis of greenfield development using LOS



Analysis of greenfield development using LOS

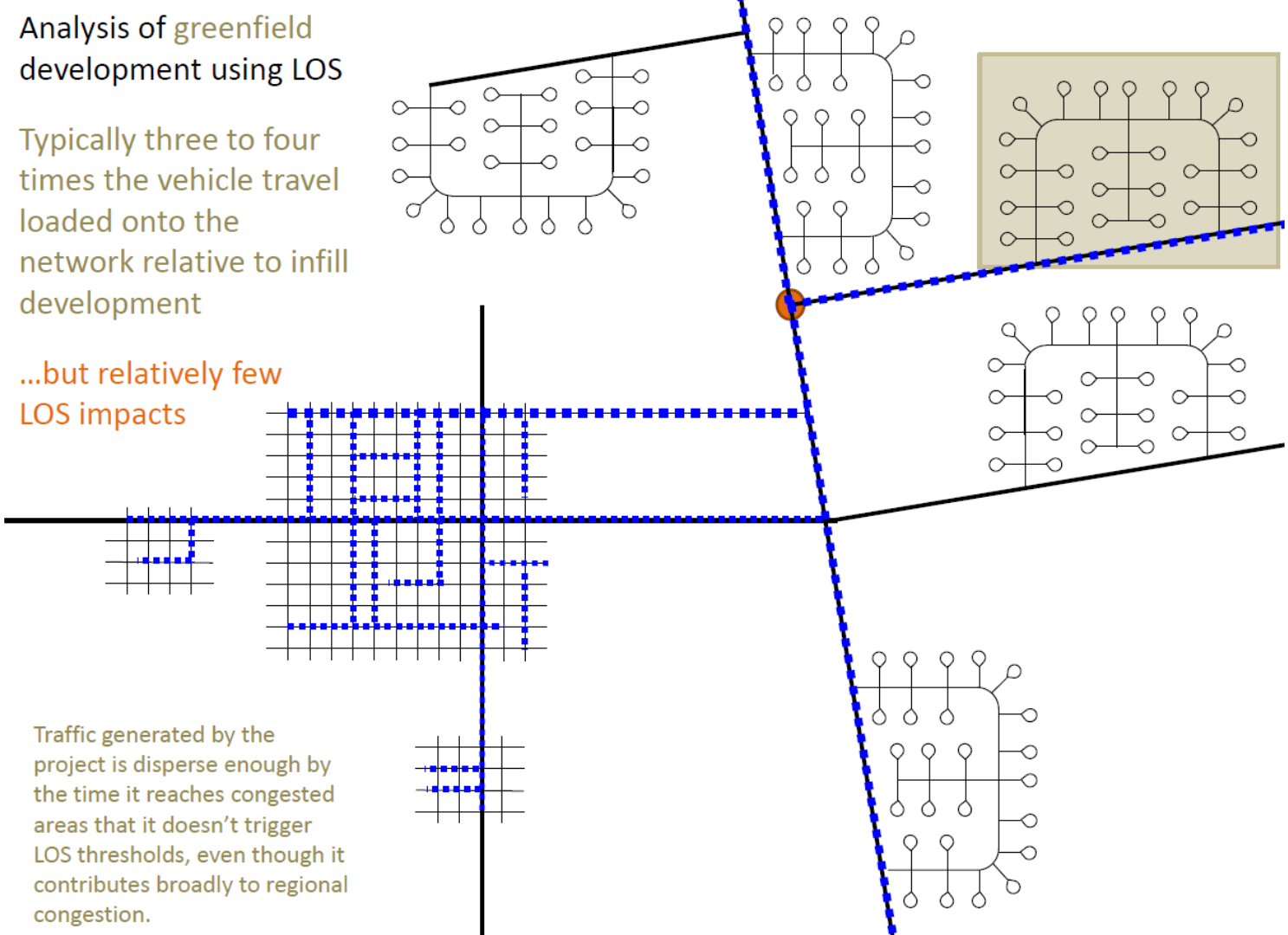
Typically three to four times the vehicle travel loaded onto the network relative to infill development



Analysis of greenfield development using LOS

Typically three to four times the vehicle travel loaded onto the network relative to infill development

...but relatively few LOS impacts



Traffic generated by the project is disperse enough by the time it reaches congested areas that it doesn't trigger LOS thresholds, even though it contributes broadly to regional congestion.

Problems with LOS

- Punishes "last-in" infill development
- Focuses on relatively small area, ignores regional impacts
- Leads to problematic mitigation approaches
- Precision issues: trip distribution difficult to predict
- Biased against transit, ped, and bike improvements that may decrease LOS but improve person-throughput

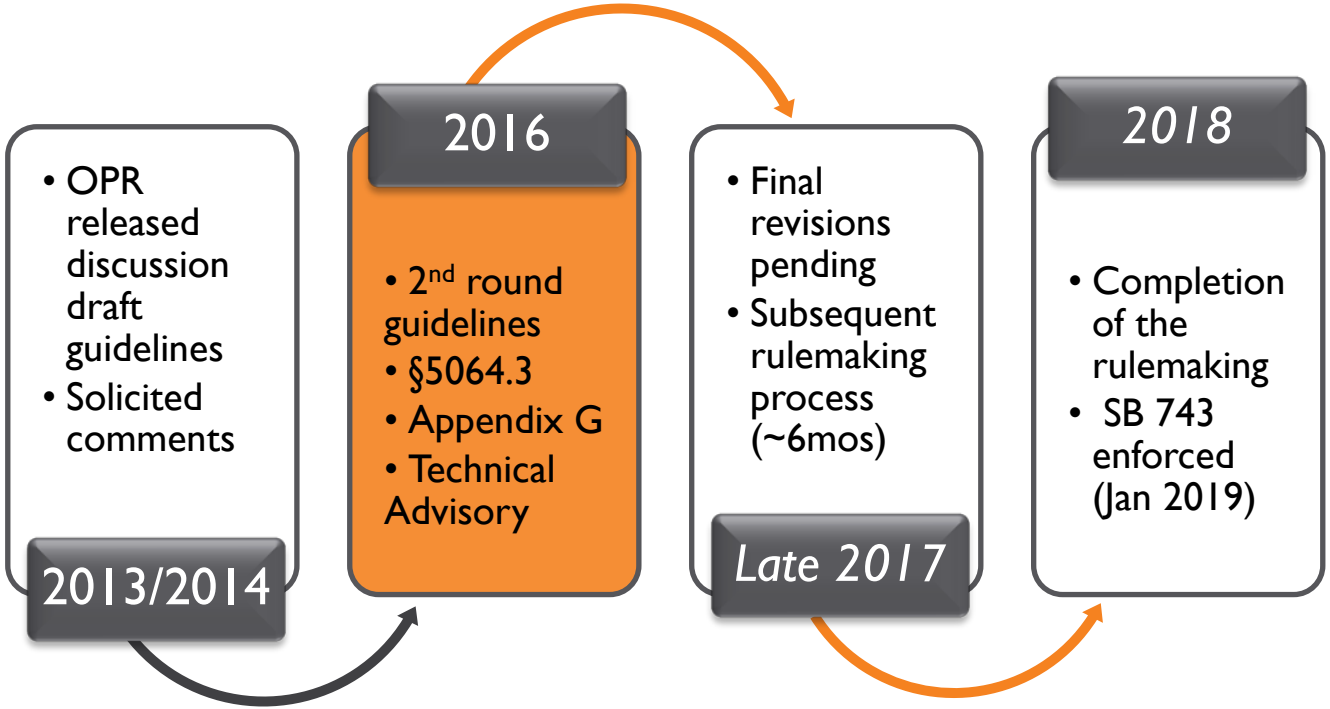
Senate Bill 743

- Creates a process to change analysis of transportation impacts under CEQA
- Shifting the analysis from driver delay and towards alternative criteria
- Requires amendments to CEQA Guidelines to provide an alternative to LOS

Alternative criteria must "promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses."

State Implementation of SB 743

- Authority delegated to Office of Planning and Research (OPR)



OPR's Analysis (2013)

OPR's Goals and Objectives

- Environmental effect
- Fiscal and economic effect
- Equity
- Health
- Simplicity
- Consistency with other State policies
- Access to destinations

Criteria Considered

- Vehicle Miles Traveled
- Automobile Trips Generated
- Multi-Modal Level of Service
- Fuel Use
- Motor Vehicle Hours Traveled

OPR's Identified "Impacts of High VMT Development"

Environment

- Emission
  - GHG
  - Regional Pollutants
- Energy Use
  - Transportation energy
  - Building energy
- Water
  - Water Use
  - Runoff- flooding
  - Runoff-pollution
- Consumption of open space
  - Sensitive habitat
  - Agricultural land

Health

- Collisions
- Physical activity
- Emissions
  - GHGs
  - Regional Pollutants
- Mental health

Cost

- Increased costs to state and local government
  - Roads
  - Other infrastructure
  - Schools
  - Services
- Increased private transportation cost
- Increased building cost (due to parking costs)
- Reduced productivity per acre due to parking
- Housing supply/demand mismatch ➔ future blight

Understanding VMT

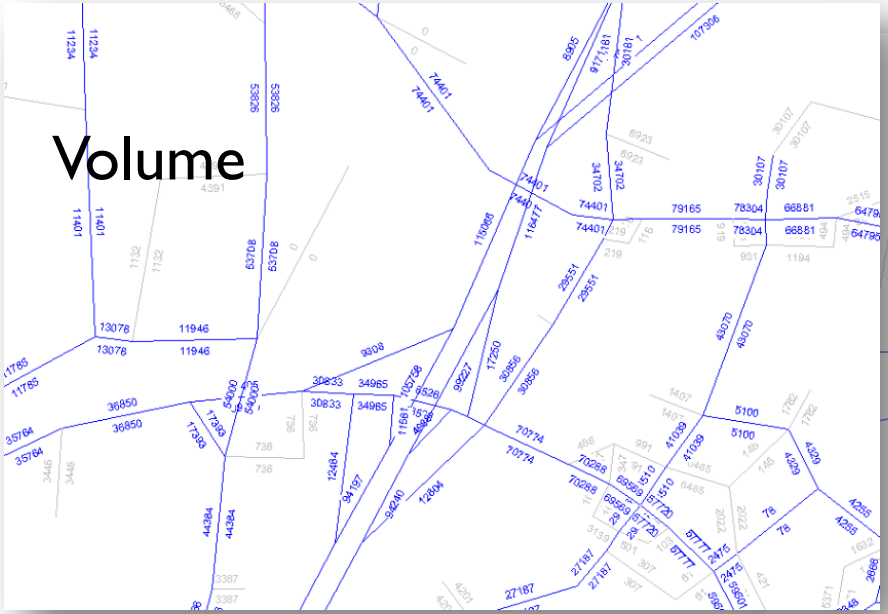
- VMT is recommended as an alternative for transportation impact analysis
- Loads full extent of VMT onto roadway network
- Transit & active transportation presumed to reduce VMT unless demonstrated otherwise
- Generally requires a transportation model based on land use

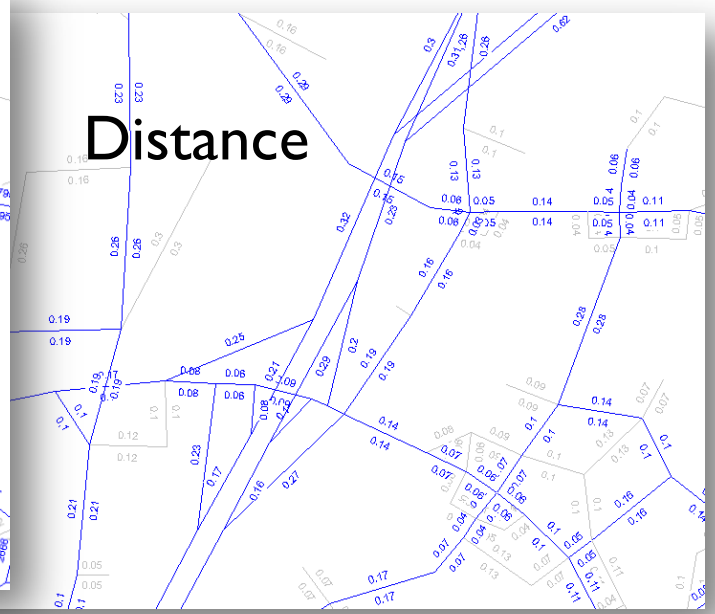
What is VMT?

The total number of vehicle miles traveled resulting from development due to uses and its physical relationship to other land uses.

VMT Estimation

VMT = Volume x Distance or
Trips x Trip Length





Tour-Based VMT

1. Residence to Coffee Shop
2. Coffee Shop to Work
3. Work to Sandwich Shop
4. Sandwich Shop to Work
5. Work to Residence
6. Residence to Store
7. Store to Residence

Tour-Based VMT

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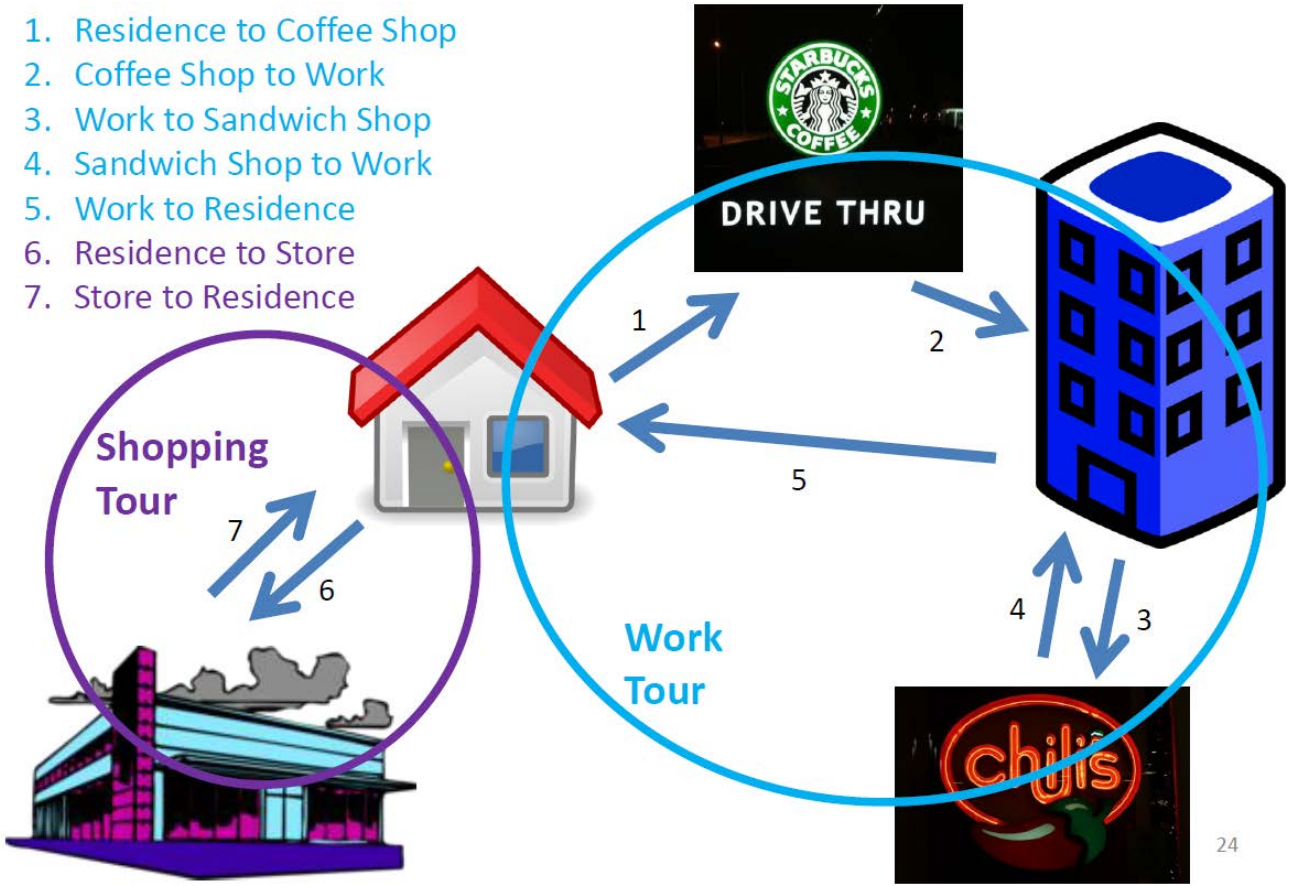
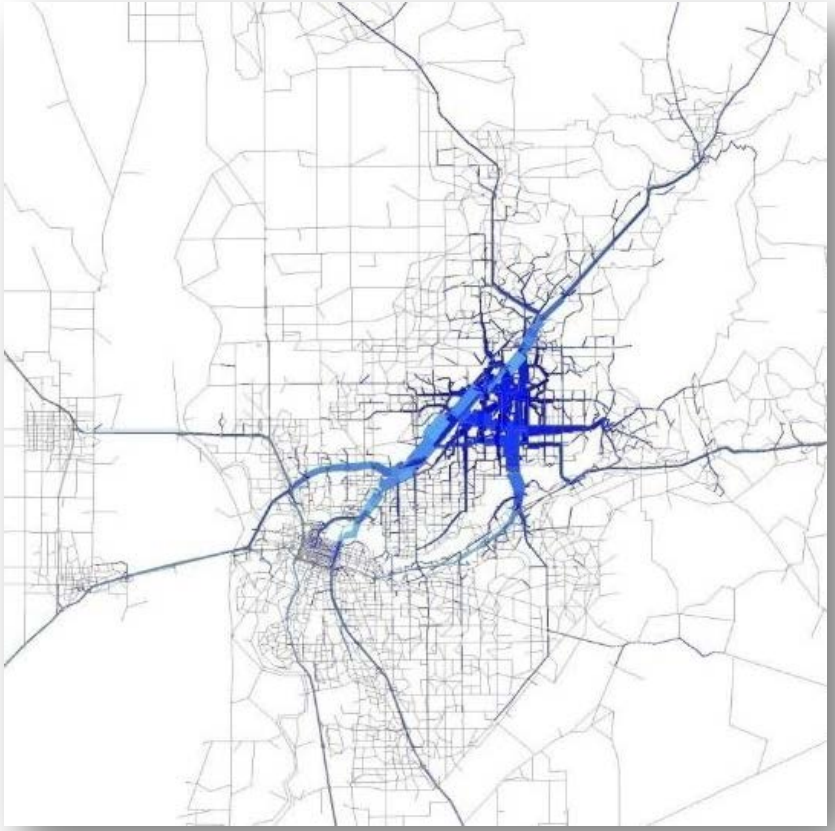


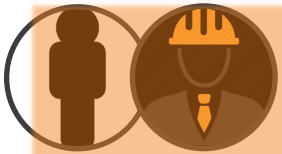
VMT Estimation (Full Accounting)



Origin-Destination (OD) VMT Method

Multiple Ways to Calculate VMT

Per Capita



Per Service Population

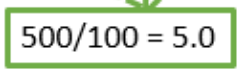
Per Household

Total Daily

VMT Methodology Recommendation

- VMT per service population
- Uses an allocation system to consider daily residential and worker VMT

Allocation Method					
Input	Quantity	VMT	Home-Based Portion of VMT	VMT/Input	Description
Population	100	1,000	500	5.0	<--- Daily Home-Based Residential VMT per Capita
Employment	1,000	20,000	10,000	10.0	<--- Daily Home-Based Work VMT per Worker
Population and Employment	1,010	21,000	10,500	10.4	<--- Daily Home-Based Residential and Work VMT per Worker



Draft Amendments to CEQA Guidelines

New Section 15064.3

(a) **Purpose**

(b) **Criteria for Analyzing Transportation Impacts:**

(1) Vehicle Miles Traveled and Land Use Projects

(2) Induced Travel and Transportation Projects

(3) Local Safety

(4) Methodology

(c) Mitigation and Alternatives

(d) Applicability

Amendments to Appendix F: Energy Impacts

Amendments to Appendix G: Transportation

Technical Advisory

Criteria for Analyzing Transportation Impacts

Multiple Project Types with different VMT assumptions

Land Use Projects

Transportation Projects

Criteria for Analyzing Transportation Impacts

Methodology

Evaluation of a project VMT is subject to a ***rule of reason***

Should ***not confine*** its evaluation to its own ***political boundary***.

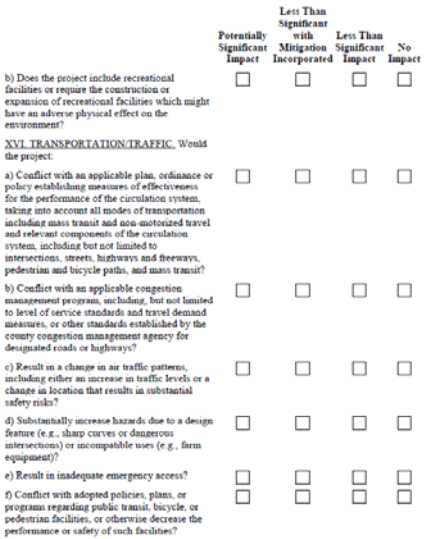
May revise model estimates to reflect professional judgment based on ***substantial evidence***

Document assumptions

Proposed Transportation Analysis Questions

A. Conflict with a plan, ordinance, or policy addressing the safety or performance of the circulation system, including transit, roadways, bicycle lanes, and pedestrian paths (except for automobile level of service)?

B. Cause substantial additional vehicle miles traveled (per capita, per service population, or other appropriate efficiency measure)?

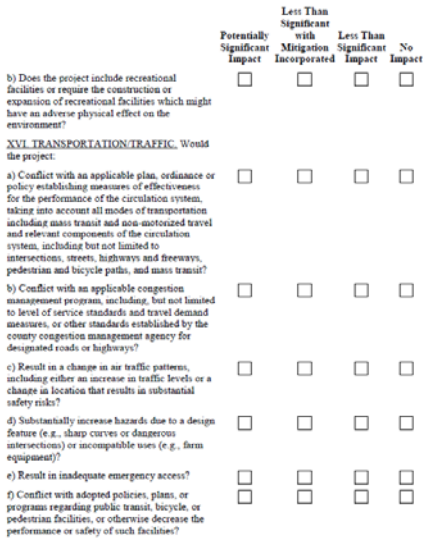


	Potentially Significant Impact	Less Than Significant with Mitigation Incorporated	Less Than Significant Impact	No Impact
b) Does the project include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment?	☐	☐	☐	☐
XVI. TRANSPORTATION/TRAFFIC. Would the project:				
a) Conflict with an applicable plan, ordinance or policy establishing measures of effectiveness for the performance of the circulation system, taking into account all modes of transportation including mass transit and non-motorized travel and relevant components of the circulation system, including but not limited to intersections, streets, highways and freeways, pedestrian and bicycle paths, and mass transit?	☐	☐	☐	☐
b) Conflict with an applicable congestion management program, including, but not limited to level of service standards and travel demand measures, or other standards established by the county congestion management agency for designated roads or highways?	☐	☐	☐	☐
c) Result in a change in air traffic patterns, including either an increase in traffic levels or a change in location that results in substantial safety risks?	☐	☐	☐	☐
d) Substantially increase hazards due to a design feature (e.g., sharp curves or dangerous intersections) or incompatible uses (e.g., farm equipment)?	☐	☐	☐	☐
e) Result in inadequate emergency access?	☐	☐	☐	☐
f) Conflict with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decrease the performance or safety of such facilities?	☐	☐	☐	☐

Proposed Transportation Analysis Questions

C. Substantially induce additional automobile travel by increasing physical roadway capacity in congested areas (i.e., by adding new mixed flow-lanes) or by adding new roadways to the network?

D. Result in inadequate emergency access?



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Mitigating VMT Impacts

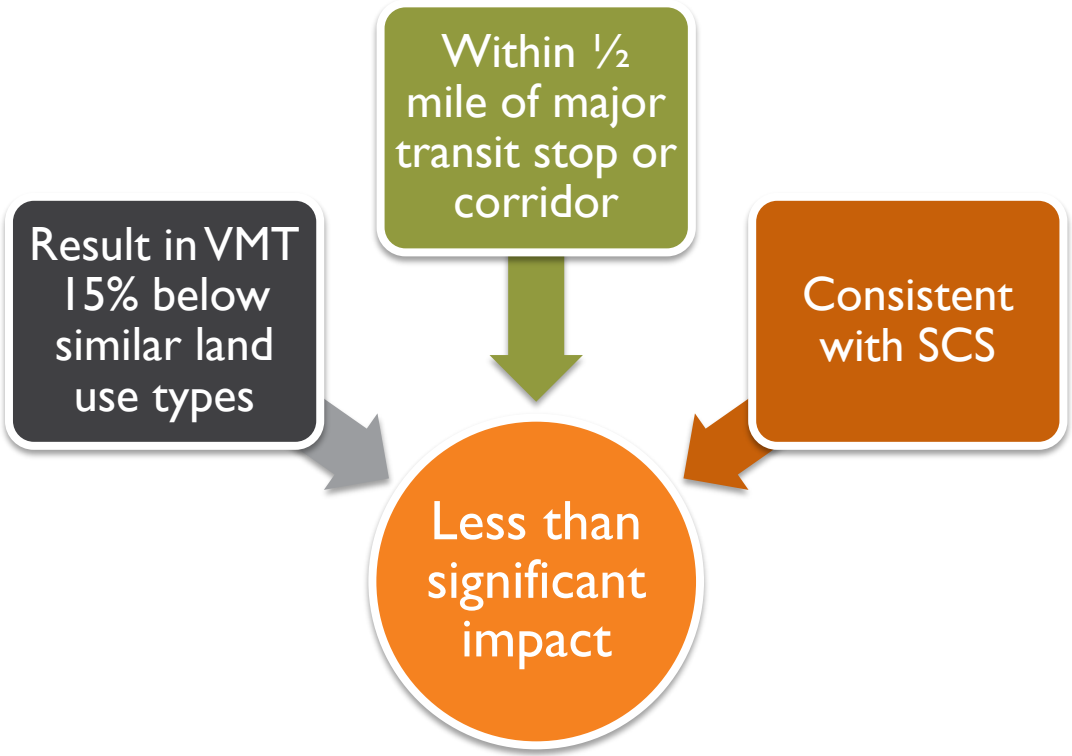
- Left to local discretion
- Previously adopted measures for congestion impacts may continue to be enforced, or modified
- List of recommended measures provided in Guidelines Appendix F

Measures such as:

And others..

State Guidance on Thresholds (Technical Advisory)

Sets forth *recommended* VMT thresholds for projects:



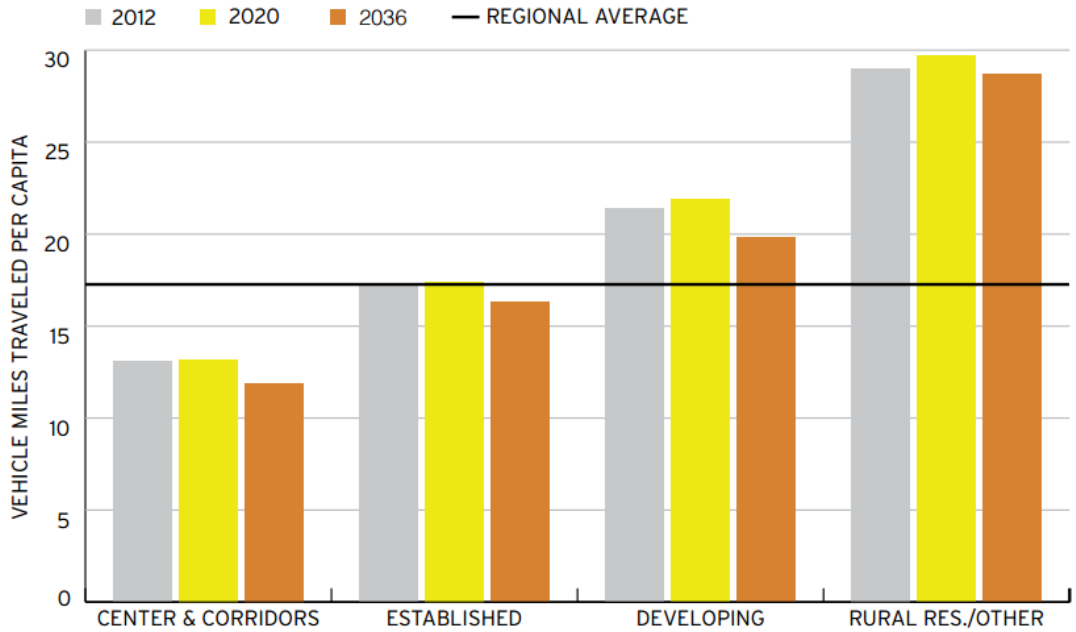
Will the 'threshold guidance' be construed by the courts as *required thresholds*?

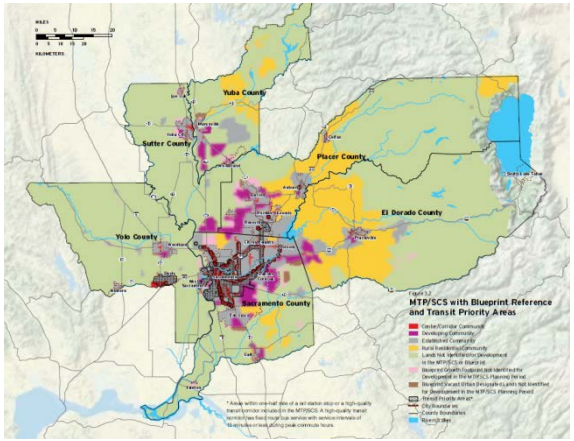
We don't know yet.

State Guidance on Thresholds (Technical Advisory)

The Benchmark

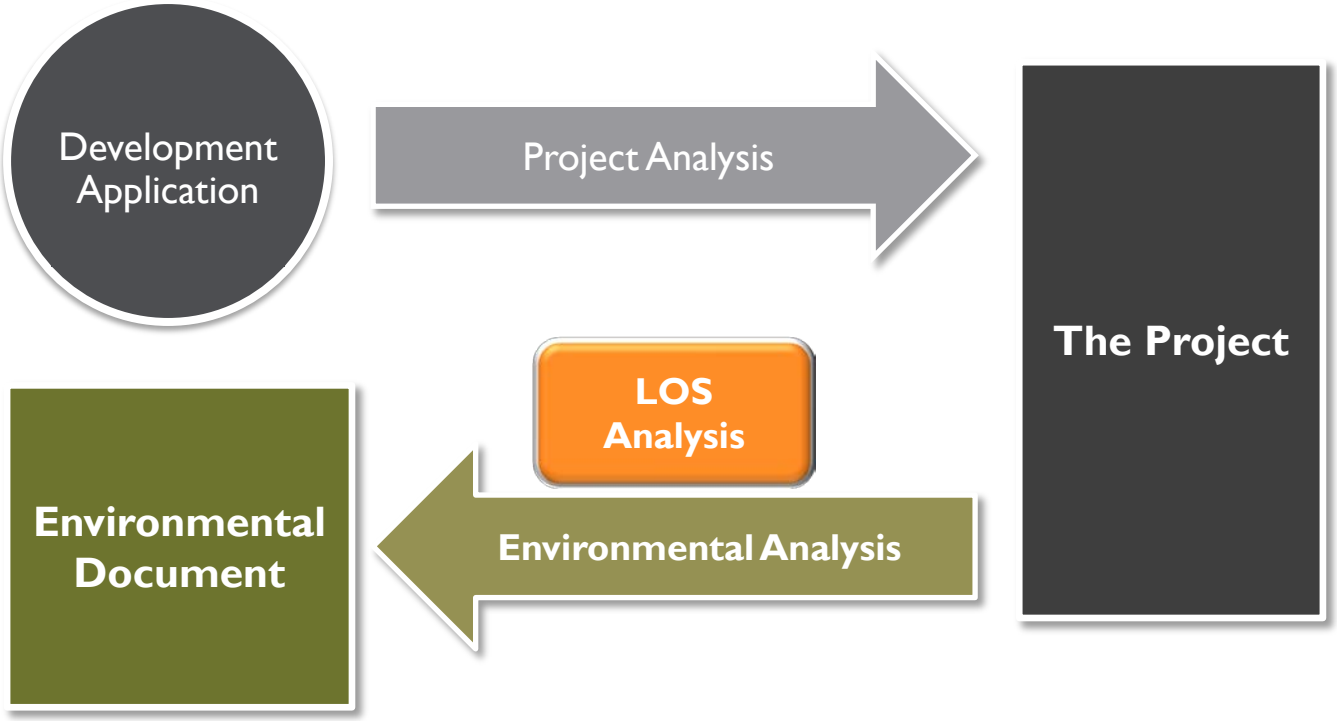
Weekday Household Vehicle Miles Traveled per Capita by Community Type in the SACOG Region[1]



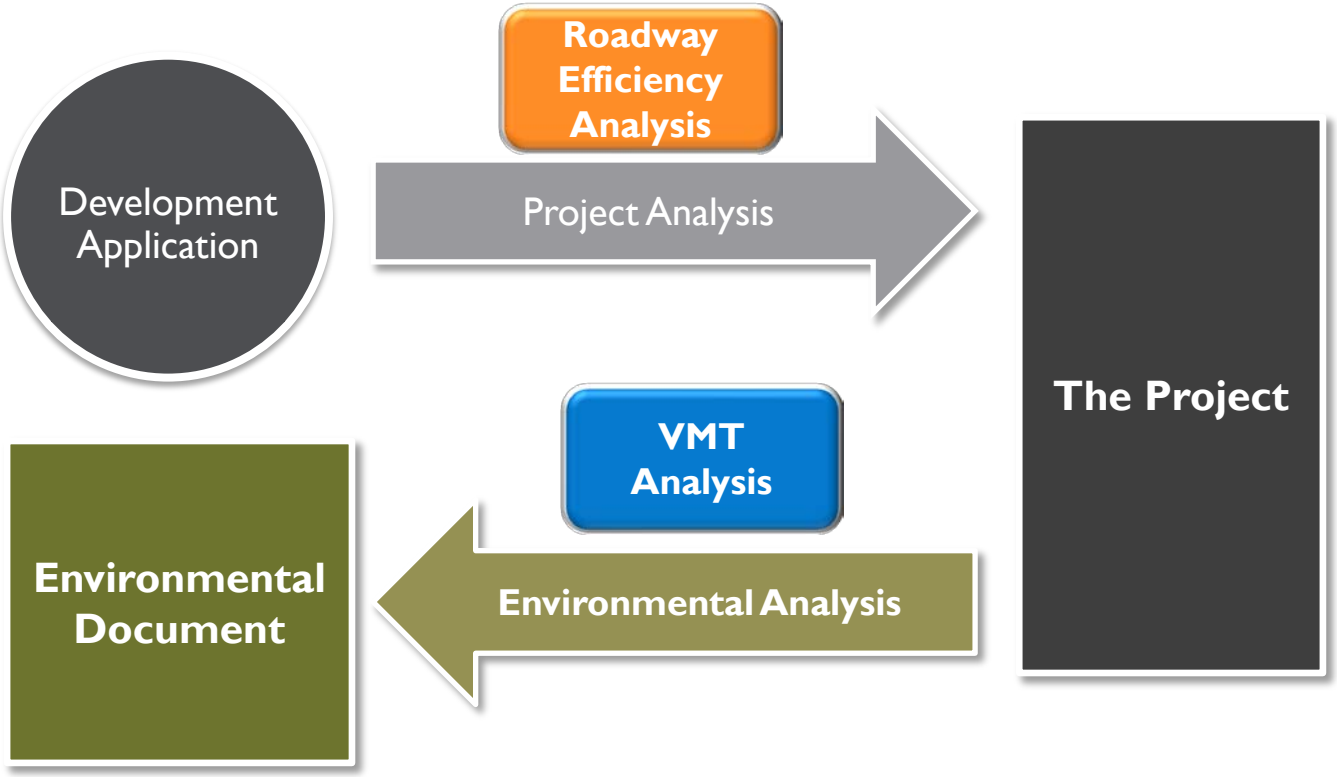


1 Household-generated VMT as defined in this report is rolled up to place of residence, and then totaled to the Community Type of the place

The Old Process



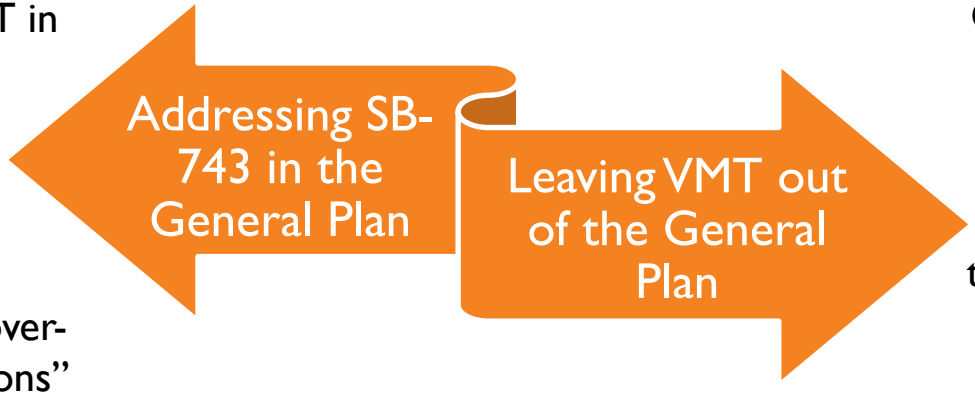
The New Process



Implementation and Compliance

Ramification of City action on SB-743

By addressing VMT in policy, the City provides a local process for both compliance with State VMT targets AND a path to "over-riding considerations"



City could exclude VMT from the general plan, leaving it for project applicants to address through environmental review

Implementation and Compliance

Use Ad-hoc, LOS-triggered mitigation (highly problematic)

Use LOS to help plan roadway capacity; use number of units or square footage to estimate project impact (not ideal)

Use LOS to help plan roadway capacity; use VMT to estimate project impact (okay)

Use accessibility metric to plan network; use VMT to estimate project impact (ideal)

State Recommendation: Balance auto mobility with other interests, e.g., costs, neighborhood vibrancy, air quality, GHGs, human health.

Recommendations for Elk Grove

ELK GROVE

A BRIGHTER FUTURE

Mobility Policies: Two Pronged Approach

Mobility: Efficiency and Safety

Mobility: Vehicle Miles Traveled

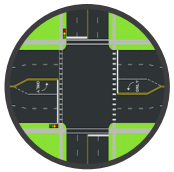
1. Roadway Efficiency (replaces LOS)
    i. Proposed General Plan policy
    ii. Roadway performance targets
    iii. Roadway sizing diagram
2. Vehicle Miles Traveled (VMT)
    i. Proposed General Plan policies
    ii. Development review process and CEQA
    iii. Screening map and criteria

Roadway Efficiency and Safety Policy

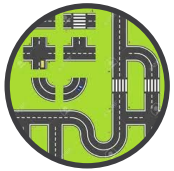
New Policy: The City desires a robust and efficient roadway network that provides access to properties in a safe and convenient manner. The City will strive to implement the Roadway Performance Targets (RPT) for operations of roadway segments and intersections. The RPT requires the City to balance the design requirements to achieve identified design targets for intersections and for roadway segments with the role and function of the subject roadway(s), character of the surrounding area, and cost to complete the improvement and ongoing maintenance obligations. The Roadway System and Sizing Diagram reflects the implementation of the RPT Policy at a macro level.

Roadway Efficiency Policies

3 Types of Performance Targets



1. Intersection Performance Targets



2. Segment Performance Targets

3. Pedestrian and Bicycle Performance Stress Scores

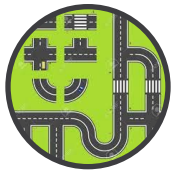
Roadway Efficiency Performance Targets

1 Intersection Performance Targets

Intersection Control	Peak Hour Delay Design Target*
Stop (Side-Street & All-Way)	< 35.1
Signal	< 55.1
Roundabout	< 35.1

*Design targets measured in seconds per vehicle

Roadway Efficiency Performance Targets



2

Segment Performance Targets

Facility Type	# of Lanes	Median	Speed Limit	ADT Target*
Arterial	2-8	Y/N	25-55	13,600-72,000
Expressway	4-6	Y/N	55	64,000-97,200
Freeway	4-8	Y/N	55	74,400-148,800

*There are specific ADT targets for each combination of lanes, median, and allowable speed. Ranges are shown here to provide a summary.

Roadway Efficiency Performance Targets

3 Pedestrian and Bicycle Performance Stress Scores

Seek the lowest stress scores possible for pedestrian and bicycle performance after considering factors including design limitations and financial implications.

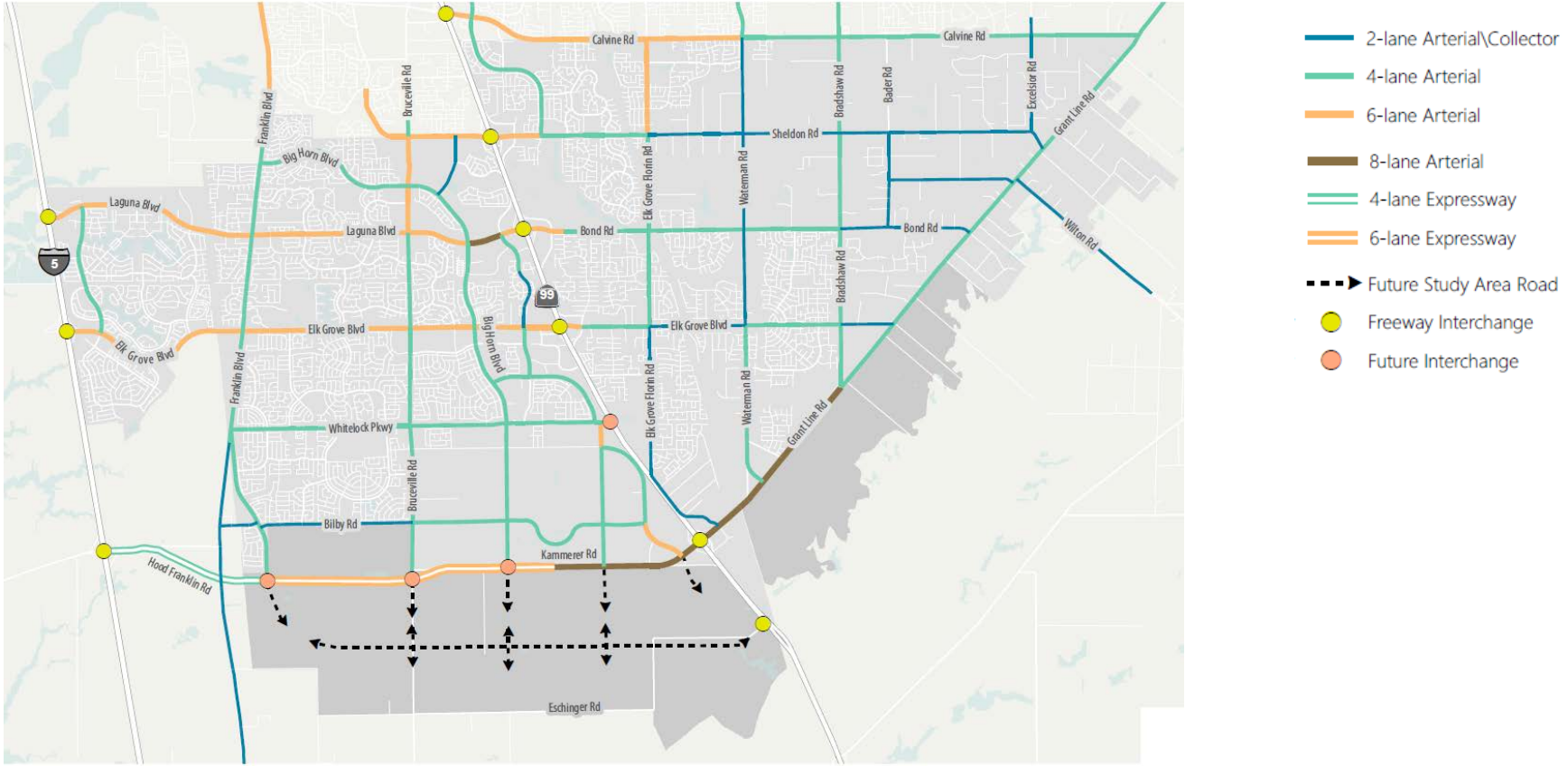
Stress Score?

Stress scores for bikes and pedestrians can be calculated a number of ways., such as output (e.g. miles of bike lane) or infrastructure rating (e.g. Sidewalk coverage). **StreetScore+**, is a propriety tool that is often used.

Roadway Efficiency Roadway Sizing

- Ultimate planned lane widths for arterials and collectors
  - Maintains 2-lane roads in Sheldon Rural Area, with 4-lanes on Bradshaw Road
  - Maintains 2-lane Elk Grove Blvd. in Old Town
- Road diets along select corridors to accommodate on-street bicycle and off-street trail improvements
- Analyzed multiple scenarios – Staff recommends Scenario 6
  - Lane configurations in the Rural Area are all at two lanes consistent with Rural Roads Policy

Roadway Efficiency Roadway Sizing



Mobility Policies: Two Pronged Approach

Mobility: Efficiency and Safety

Mobility: Vehicle Miles Traveled

1. Roadway Efficiency (replaces LOS)
   i. Proposed General Plan policy
   ii. Roadway performance targets
   iii. Roadway sizing diagram
2. Vehicle Miles Traveled (VMT)
   i. Proposed General Plan policies
   ii. Development review process and CEQA
   iii. Screening map and criteria

VMT Policy Approach

New Policy: The City desires to achieve a reduction in the travel distances of automobile trips (VMT). Reductions in VMT can be accomplished through a combination of land use and mobility actions. To reduce VMT, the City has established the following metrics and limits. If the VMT for or induced by the project cannot be reduced consistent with the performance metrics outlined below, the City may consider approval of the project, subject to a finding of overriding consideration and mitigation of transportation impacts to the extent feasible, provided some other form of community benefit is achieved by the project.

VMT Review Process Approach

Proposed VMT Limits

VMT limits by land use designation (15% below a 2015 baseline)

- **Citywide** land use projects in accumulation and build-out cannot exceed baseline
- **Study Area** land use projects must achieve a VMT level 15% below the baseline

VMT limits for transportation projects

- **Short-term**, not to exceed the project's baseline
- **Long-term**, consistent with regional plans

VMT Review Process for Land Use Projects

Transportation Analysis Guidelines:
Provides a 4-step process for calculating and determining VMT impacts
VMT limits established by land use designation

5 VMT Reduction Categories:
Outlines 5 types of strategies to reduce VMT within proposed projects

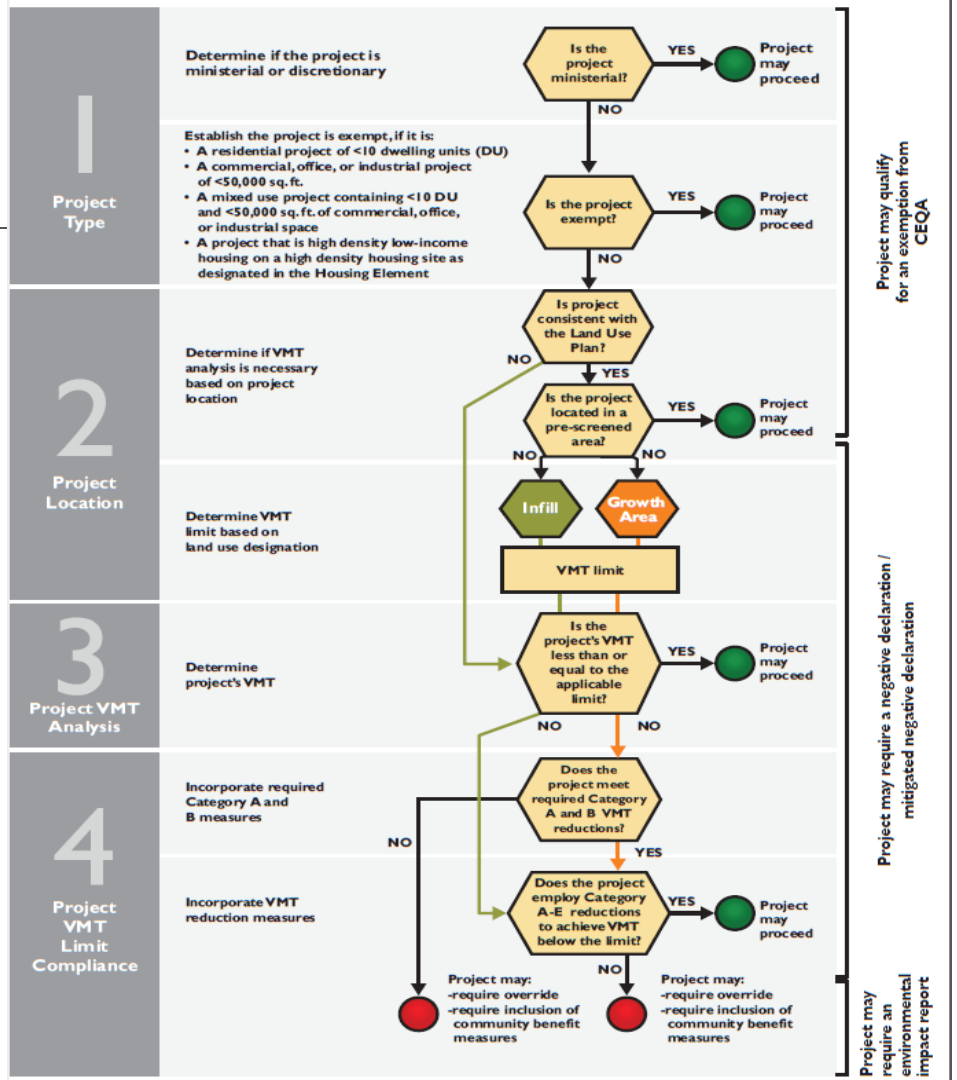
Land Use Designation	VMT Limit (Daily/SP)
Community Commercial	69.2
Regional Commercial	40.9
Employment Center	11.9
Light Industrial/Flex	26.2
Light Industrial	42.2
Heavy Industrial	31.1
Village Center Mixed Use	27.2
Residential Mixed Use	17.5
Parks and Open Space	0[1]
Resource Management	0[1]
Public Services	20.0
Rural Residential	20.1
Estate Residential	18.0[1]
Low Density Residential	12.0
Medium Density Residential	10.9
High Density Residential	7.8
Agriculture	30.5

Notes: 1. These designations are not anticipated to produce substantial VMT and are exempt from analysis.

SP ->Service Population = Residents + Employees

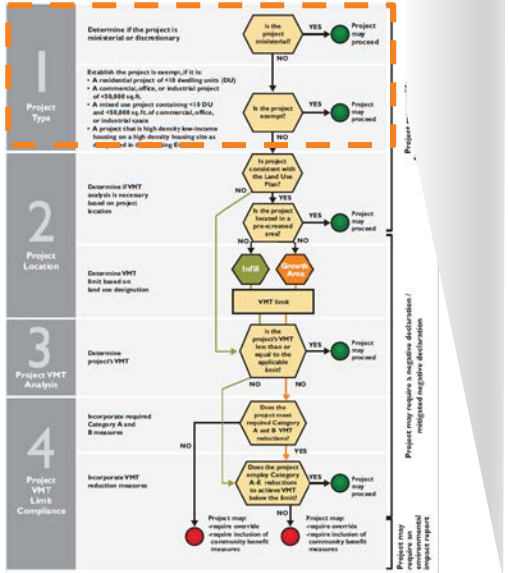
VMT Review Process for Land Use Projects

The 4-step process



Review Process for Land Use Projects

Step 1: Project Type



Determine if the project is ministerial or discretionary

Is the project ministerial? YES → Project may proceed

NO

Establish the project is exempt, if it is:

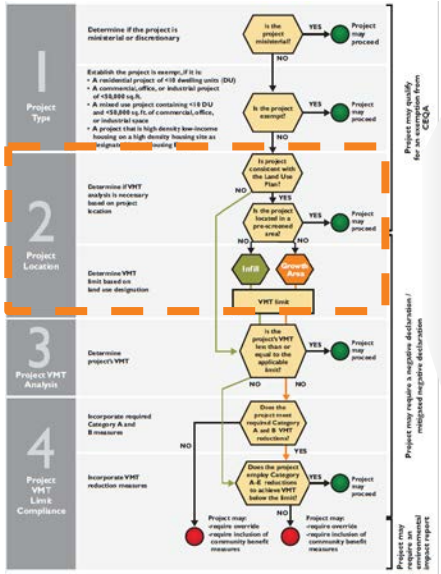
- A residential project of <10 dwelling units (DU)
- A commercial, office, or industrial project of <50,000 sq. ft.
- A mixed use project containing <10 DU and <50,000 sq. ft. of commercial, office, or industrial space
- A project that is high density low-income housing on a high density housing site as designated in the Housing Element

Is the project exempt? YES → Project may proceed

NO

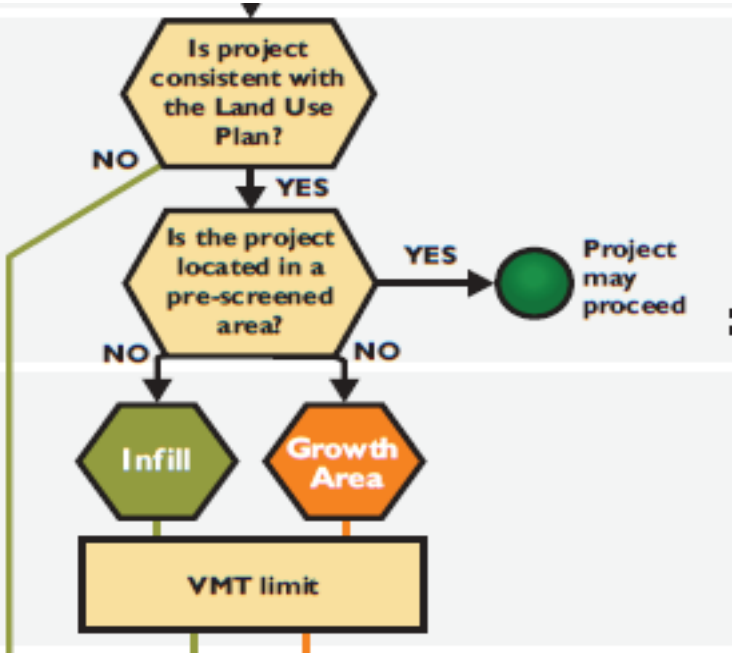
Review Process for Land Use Projects

Step 2: Project Location



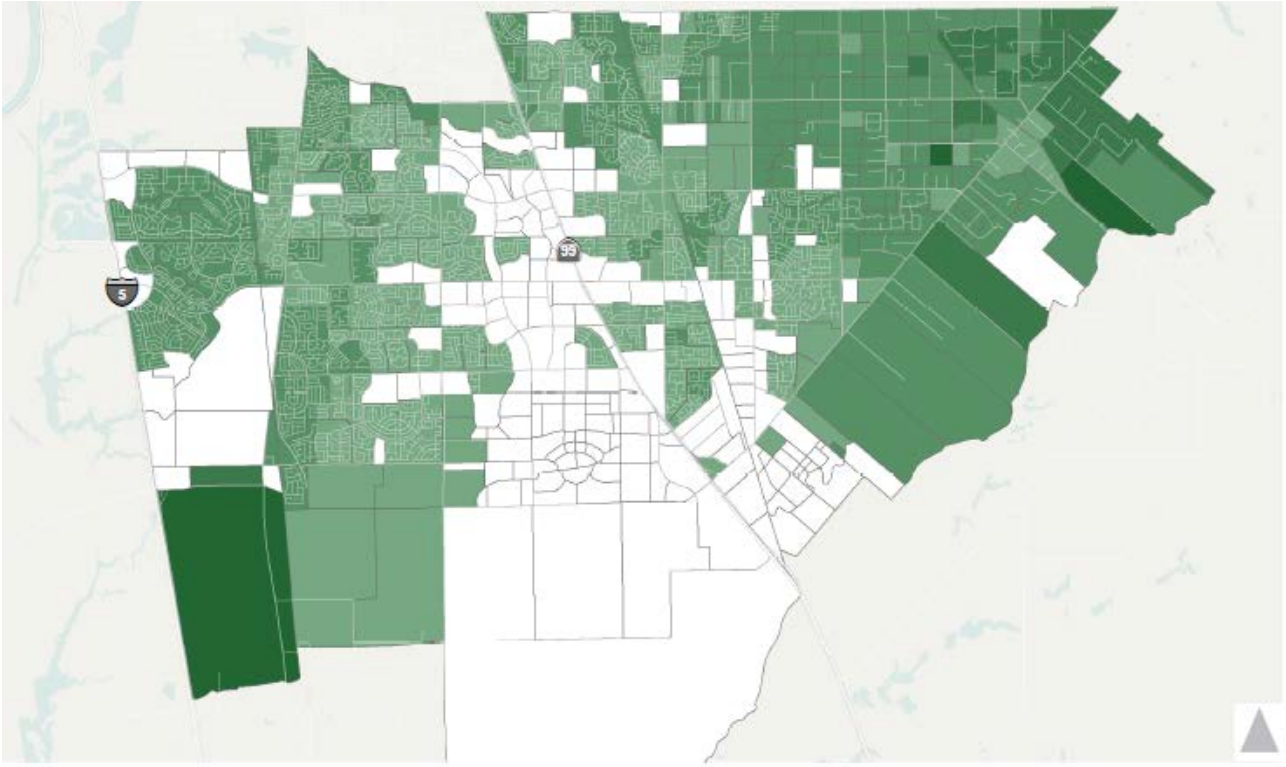
Determine if VMT analysis is necessary based on project location

Determine VMT limit based on land use designation



Review Process for Land Use Projects

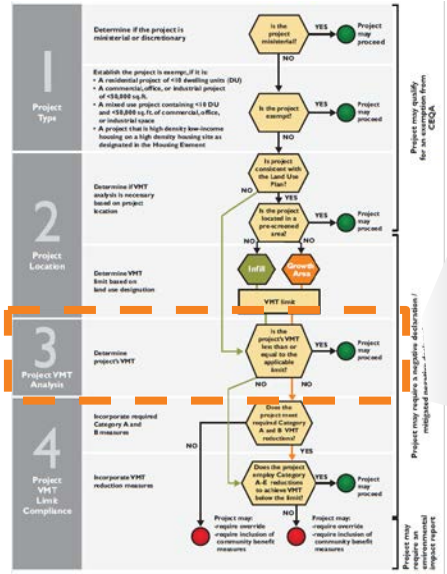
Step 2: Project Location

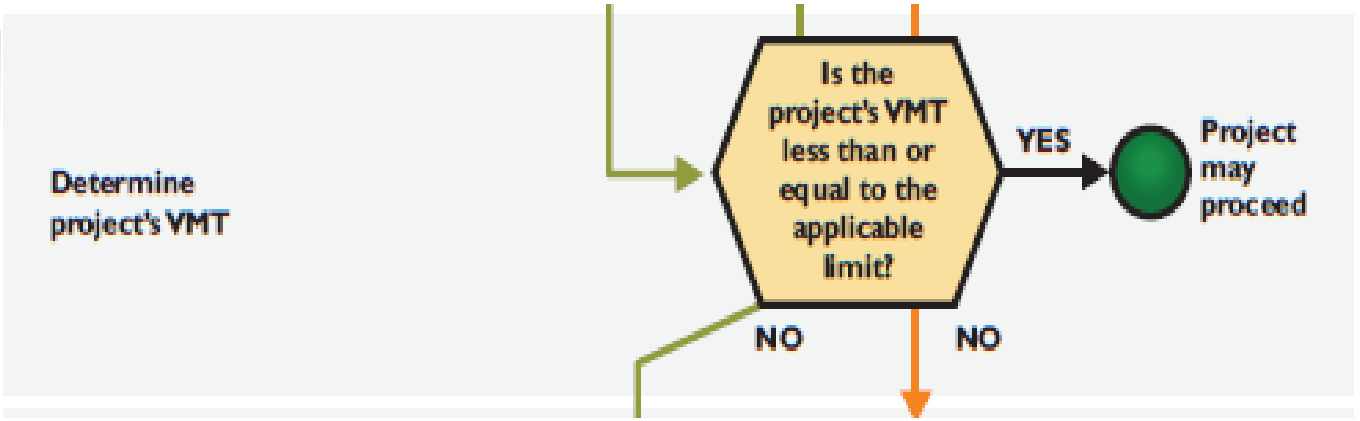


Pre-screened areas are shown in white and have been determined to result in 15% or below the average VMT/service population established for the land use designation if developed to the specifications of the Land Use Plan.

Review Process for Land Use Projects

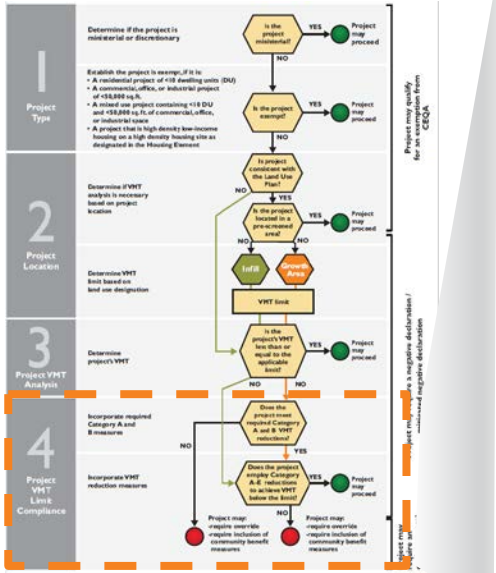
Step 3: Project VMT Analysis

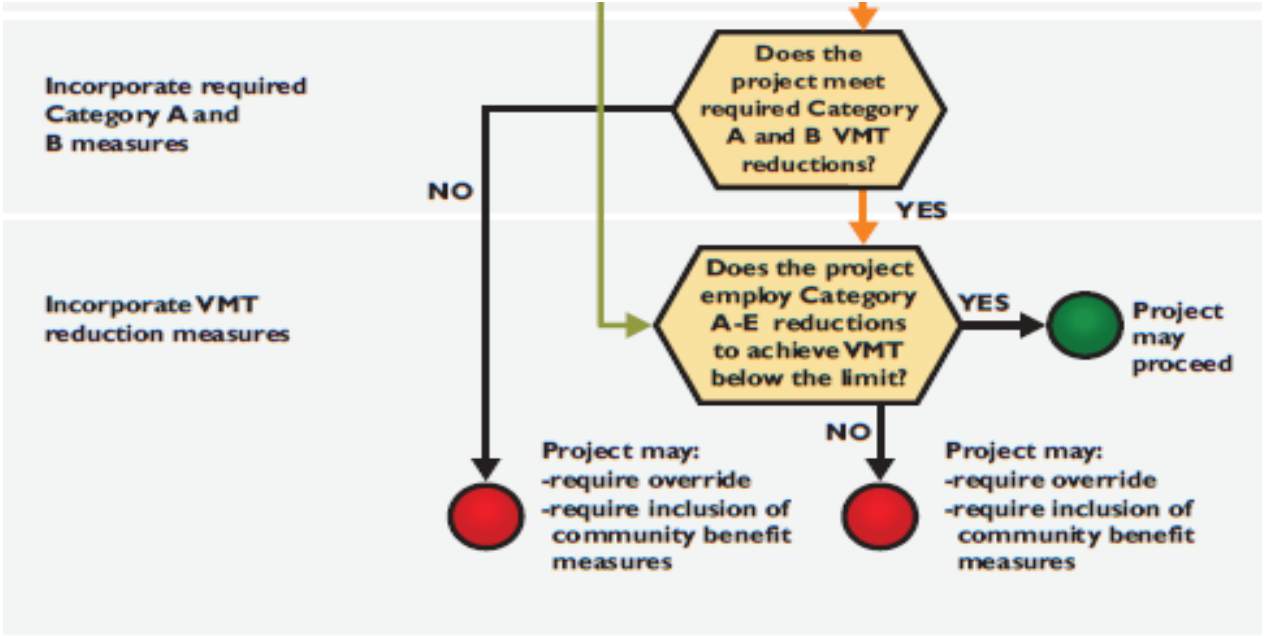




Review Process for Land Use Projects

Step 4: Incorporate VMT Mitigation Measures





Review Process for Land Use Projects

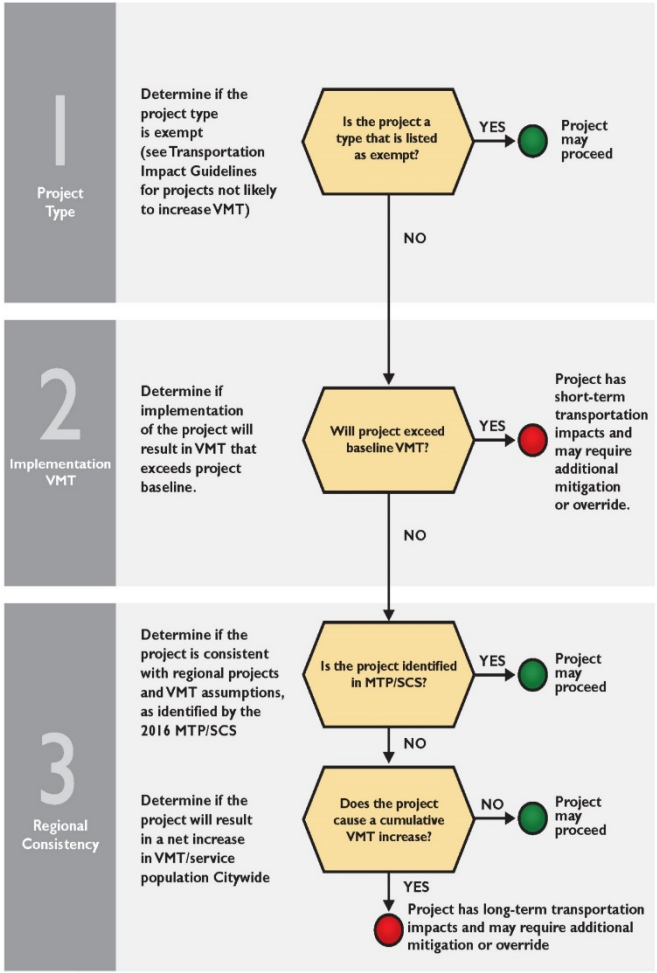
Step 4: Incorporate VMT Mitigation Measures

Category		Description
A	Land Use/ Location	E.G. density, location, and efficiency; diversity of uses within the project. Also access and proximity to destinations, transit stations
B	Site Enhancement	E.G. connection to a pedestrian/bike network; traffic calming; car sharing programs
C	Transit System	Improvements to the transit system E.G. service frequency, types of transit, access to stations, station safety and quality
D	Commute Trip Reduction[1]	For residential E.G.: transit fare subsidies, rideshare programs, shuttle programs For employer sites E.G.: transit fare subsidies, parking cash-outs, paid parking
E	In-Lieu Fee	A fee is leveed to provide non-vehicular transportation services

Review Process for Transportation Projects

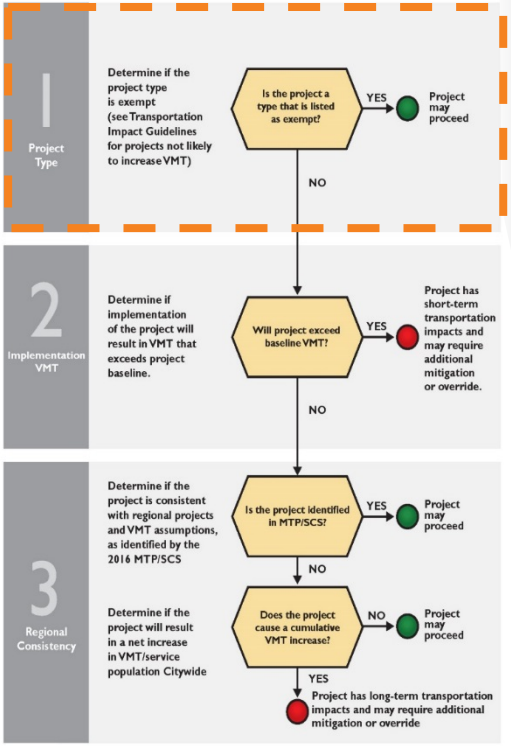
The 3-step process for calculating and determining VMT impacts:

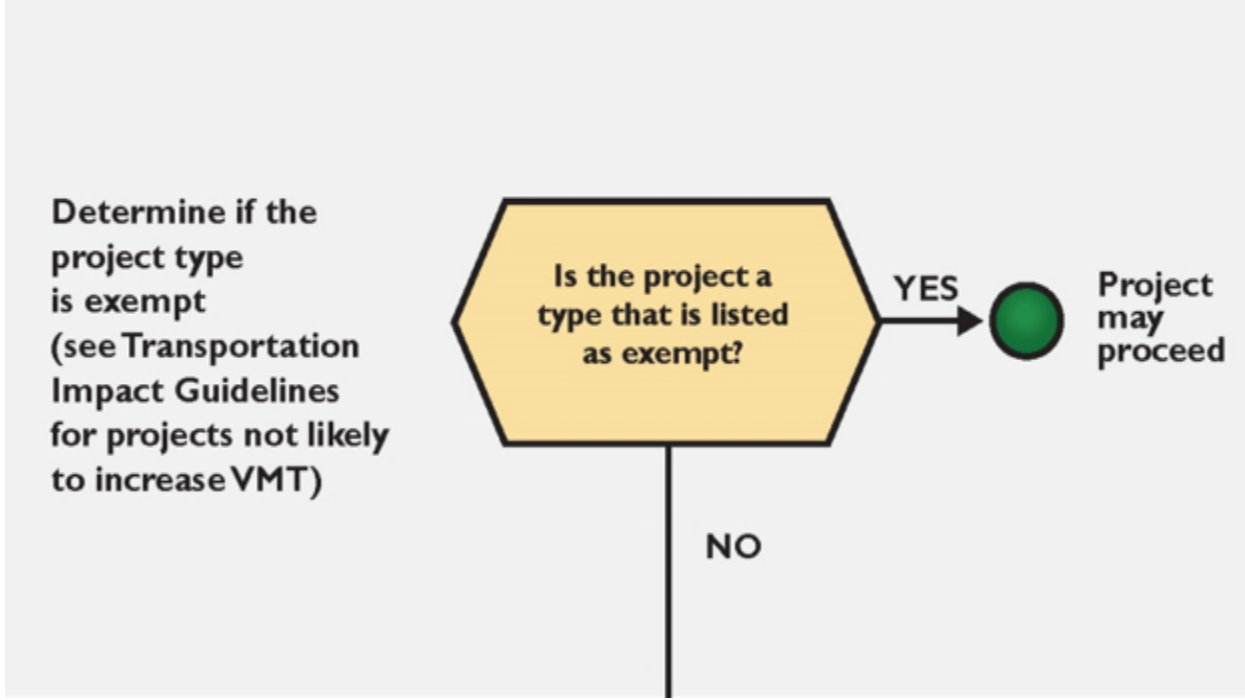
Exemptions:
Projects that would not result in measurable increases in VMT



Review Process for Transportation Projects

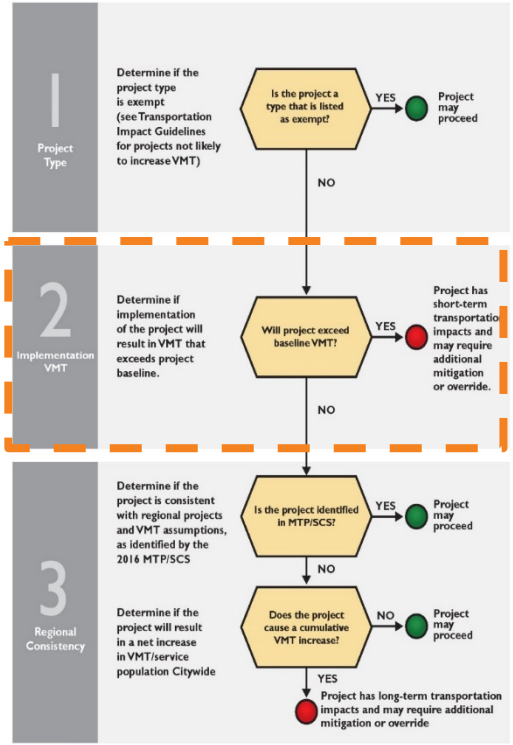
Step 1: Project Type

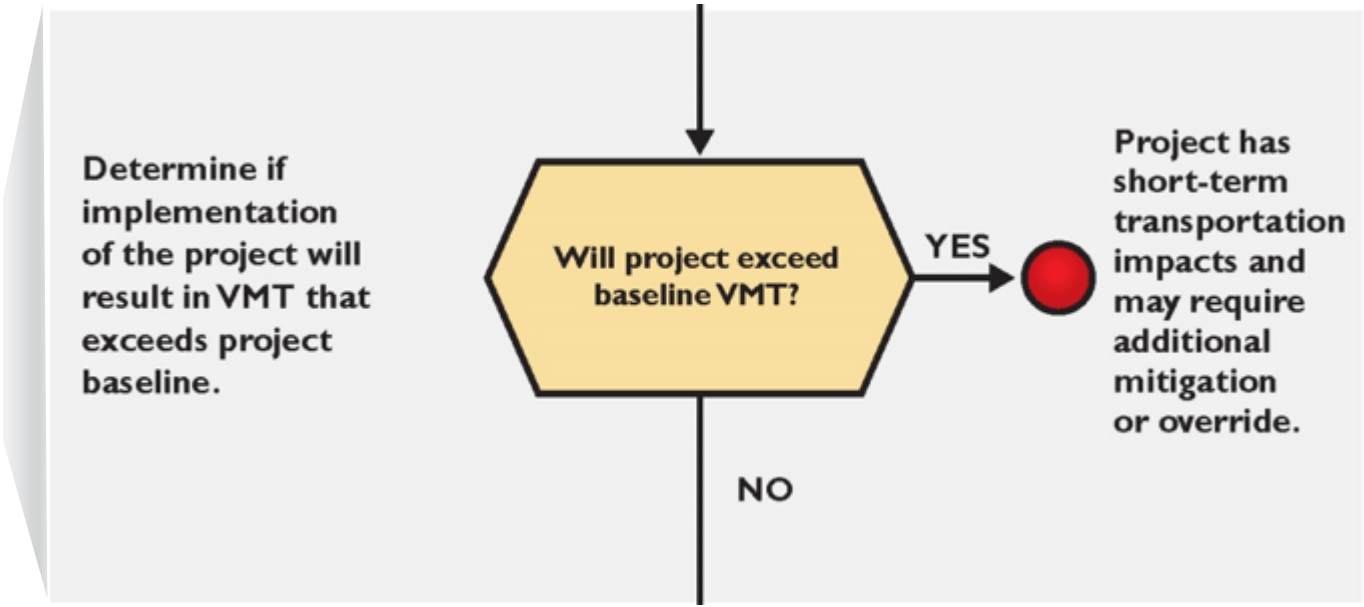




Review Process for Transportation Projects

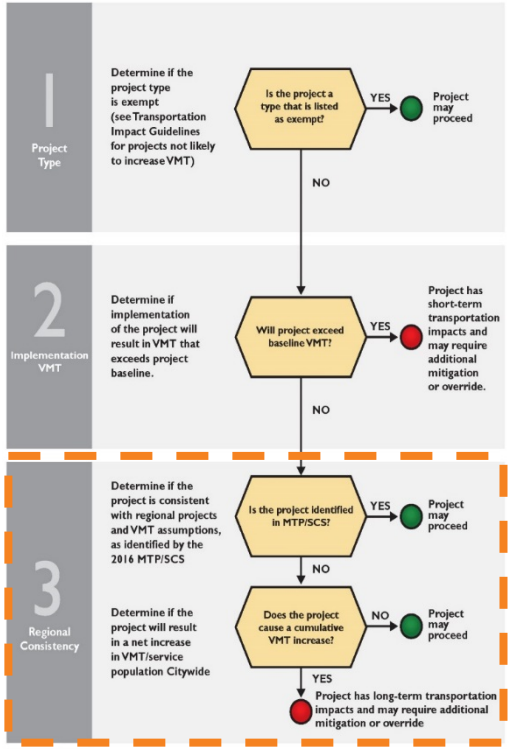
Step 2: Implementation VMT

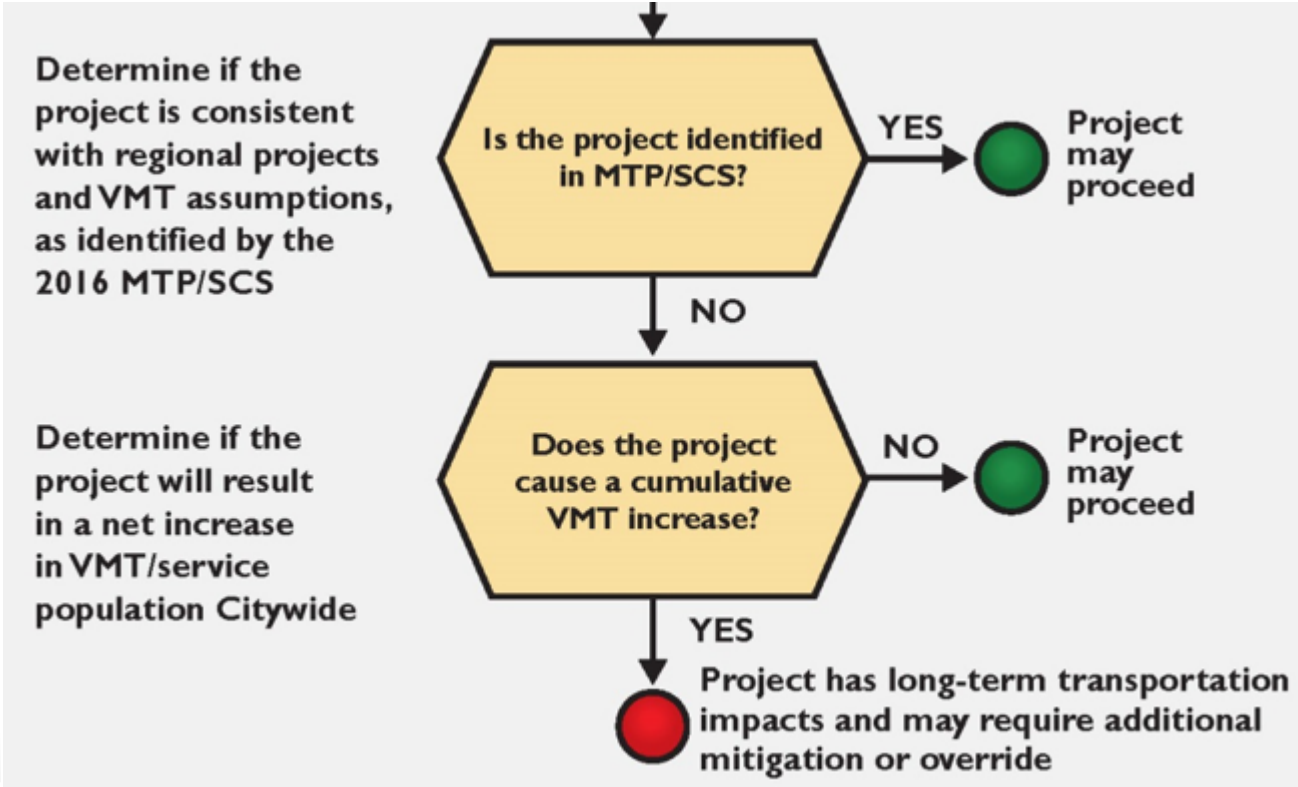




Review Process for Transportation Projects

Step 3: Regional Consistency





Example Projects

- Project in a master planned area (with a program EIR)
  - Consistent with the master plan
  - Requires amendment to the master plan
- Infill residential project
- Rural Residential project
- Commercial project

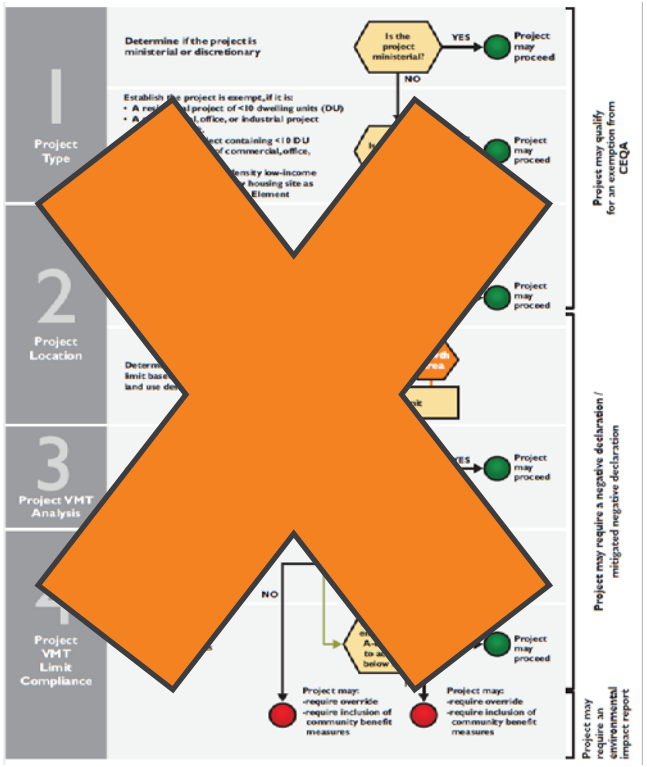
Example ❶

Project in a master planned area (consistent with plan)

- 200 dwelling units
- Office and retail
- Consistent with the master plan and General Plan
- Master Plan has a Program EIR

Example ❶

Project in a master planned area (consistent with plan)



No other project-specific CEQA is required because of the master plan

General Plan Update considered the VMT impacts

VMT analysis not necessary since project is consistent with the Master Plan and has a program EIR

Example ❷

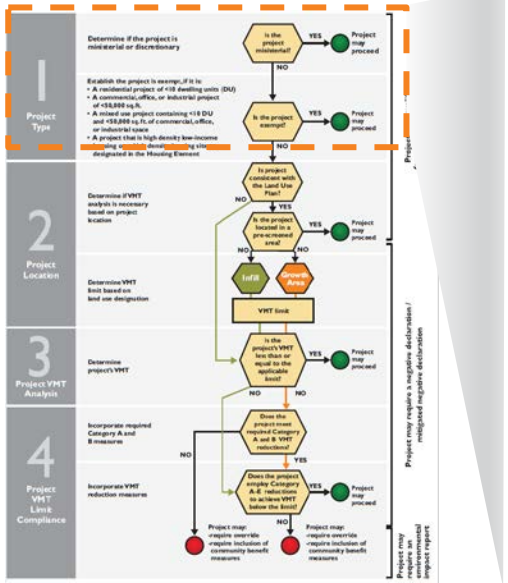
Project in a master planned area (inconsistent with plan)

- 14 dwelling units
- Estate Residential Density proposed in an area planned Residential Mixed Use→ NOT consistent with the Master Plan
- With a Program EIR

Example ❷

Project in a master planned area (inconsistent with plan)

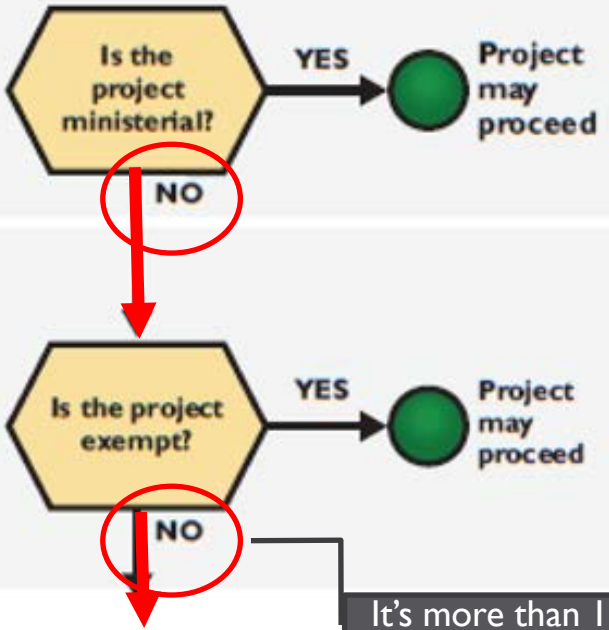
Step 1: Project Type



Determine if the project is ministerial or discretionary

Establish the project is exempt, if it is:

- A residential project of <10 dwelling units (DU)
- A commercial, office, or industrial project of <50,000 sq. ft.
- A mixed use project containing <10 DU and <50,000 sq. ft. of commercial, office, or industrial space
- A project that is high density low-income housing on a high density housing site as designated in the Housing Element

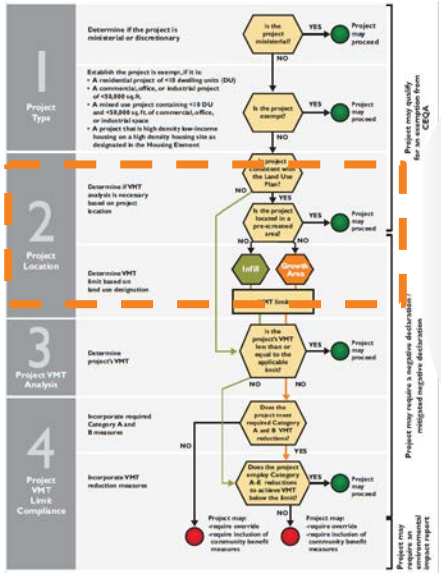


It's more than 10 dwelling units, so no

Example ❷

Project in a master planned area (inconsistent with plan)

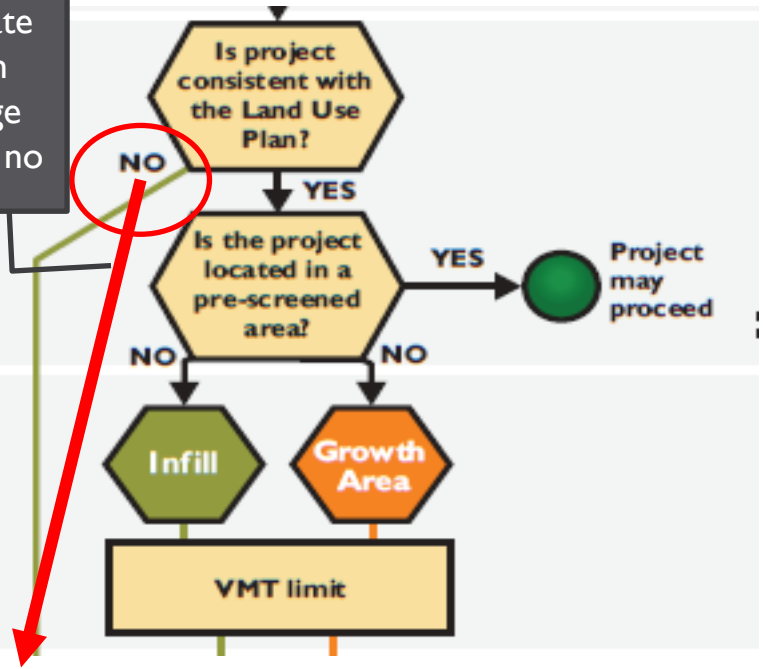
Step 2: Project Location



Project is estate residential in planned Village Residential, so no

Determine if VMT analysis is necessary based on project location

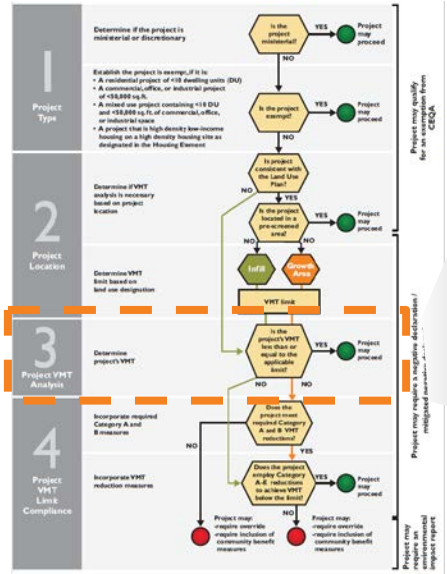
Determine VMT limit based on land use designation

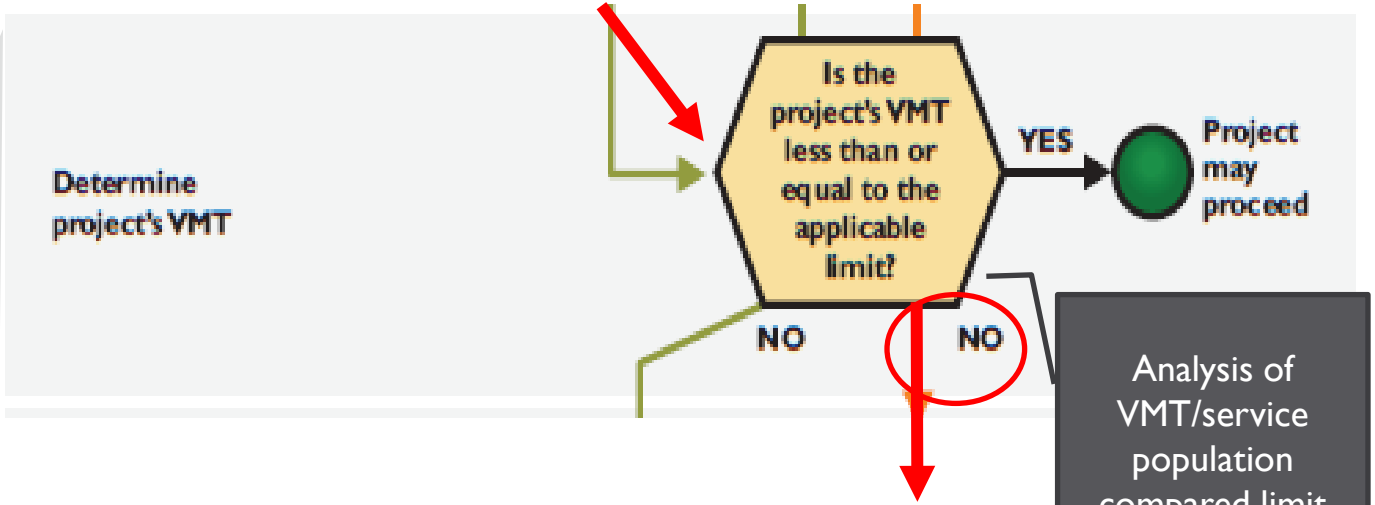


Example ❷

Project in a master planned area (inconsistent with plan)

Step 3: Project VMT Analysis



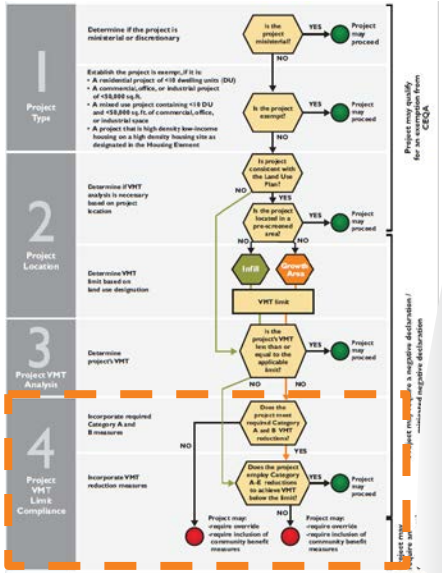


Analysis of VMT/service population compared limit for this land use (12)—so no

Example ❷

Project in a master planned area (inconsistent with plan)

Step 4: Incorporate VMT Mitigation Measures



Incorporate required Category A and B measures

Incorporate VMT reduction measures

Does the project meet required Category A and B VMT reductions?

NO

YES

Does the project employ Category A-E reductions to achieve VMT below the limit?

YES

Project may proceed

NO

Project may:
-require override
-require inclusion of community benefit measures

Project may:
-require override
-require inclusion of community benefit measures

Applicant models applying mitigations (bike/ped. network and traffic calming) from the list but cannot achieve limit of <17.5

Applicant models applying additional mitigations from the list but cannot achieve the <17.5

Example ❸

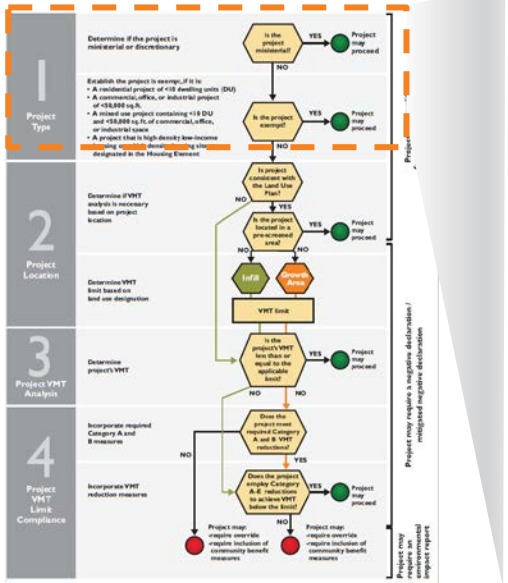
Rural Area Project

- 26 dwelling units
- Rural Residential Designation
- Consistent with the General Plan and Zoning
- New MND

Example ❸

Rural Area Project

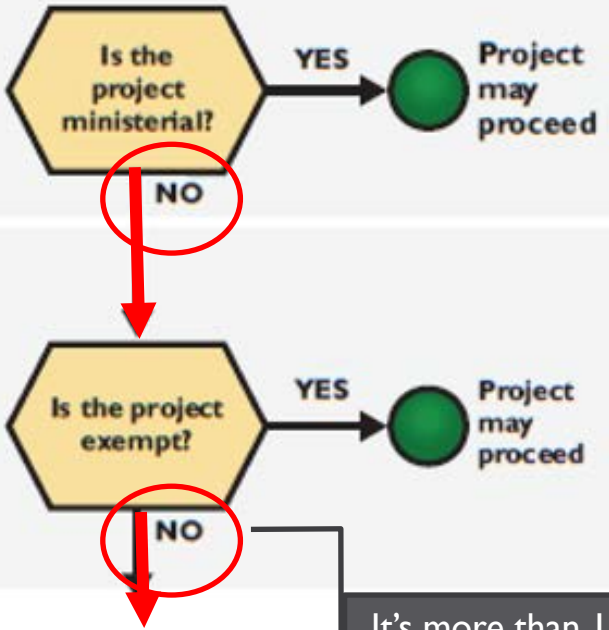
Step 1: Project Type



Determine if the project is ministerial or discretionary

Establish the project is exempt, if it is:

- A residential project of <10 dwelling units (DU)
- A commercial, office, or industrial project of <50,000 sq. ft.
- A mixed use project containing <10 DU and <50,000 sq. ft. of commercial, office, or industrial space
- A project that is high density low-income housing on a high density housing site as designated in the Housing Element

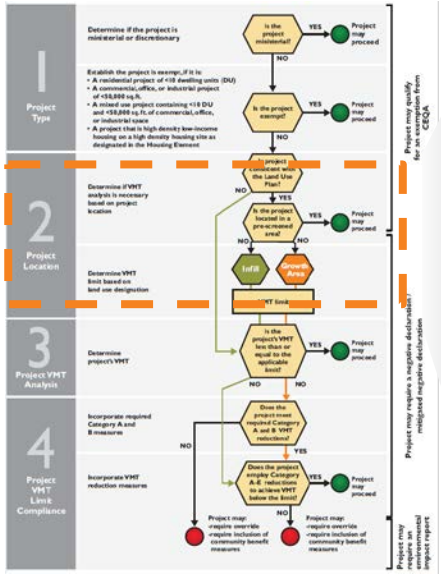


It's more than 10 dwelling units, so no

Example ❸

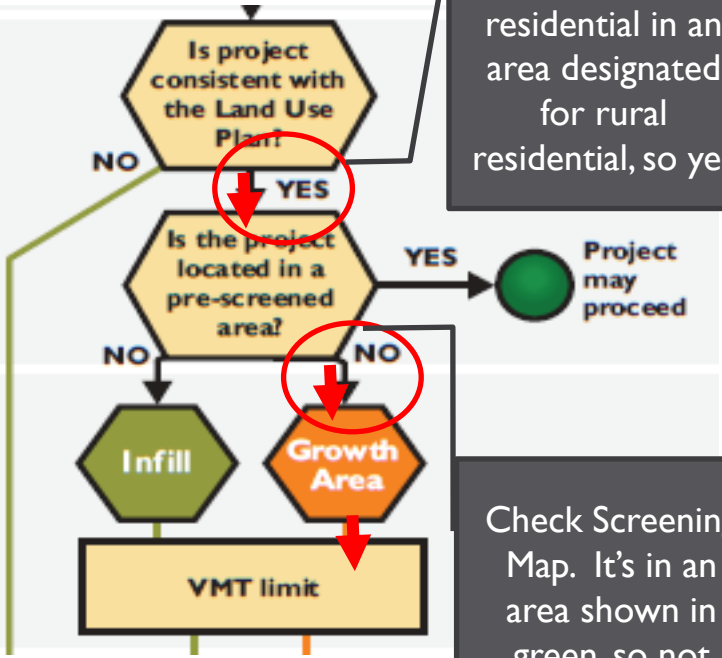
Rural Area Project

Step 2: Project Location



Determine if VMT analysis is necessary based on project location

Determine VMT limit based on land use designation



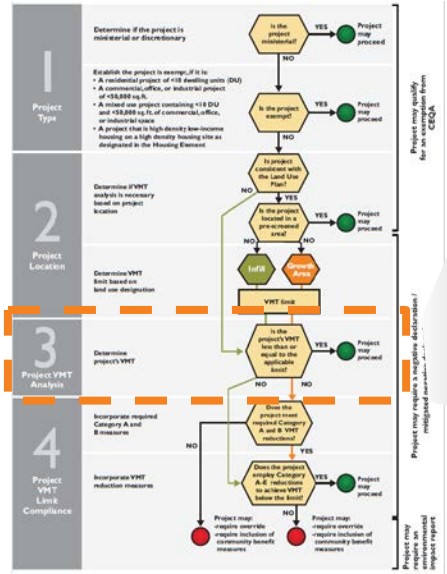
Project is rural density residential in an area designated for rural residential, so yes

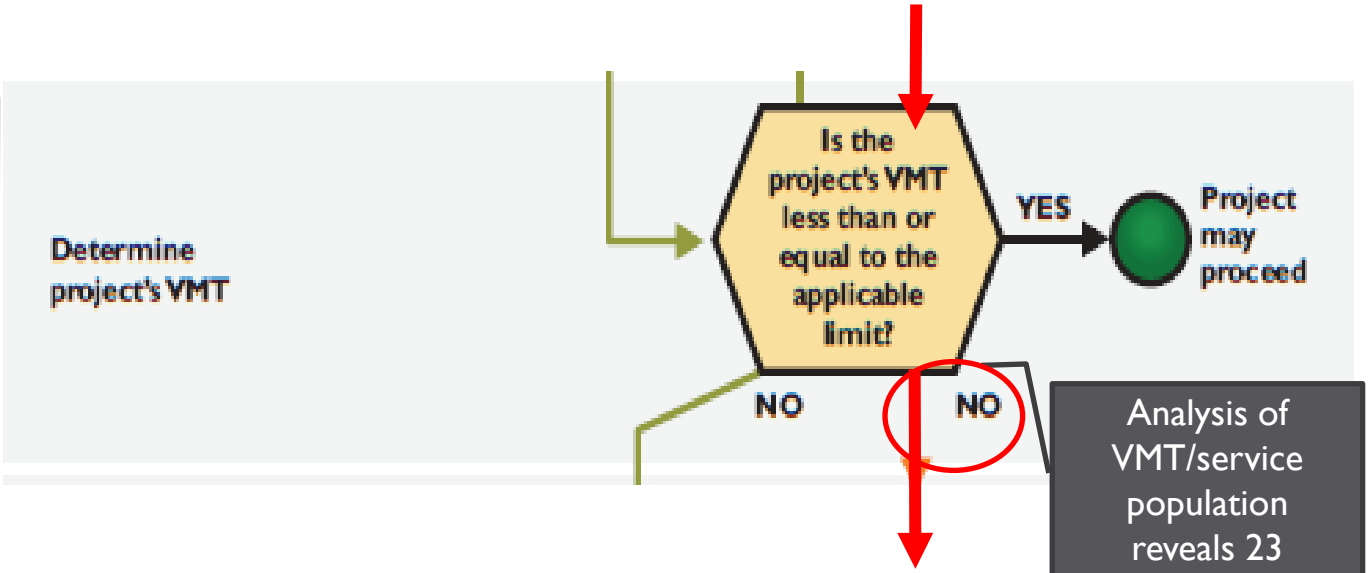
Check Screening Map. It's in an area shown in green, so not prescreened

Example ❸

Rural Area Project

Step 3: Project VMT Analysis



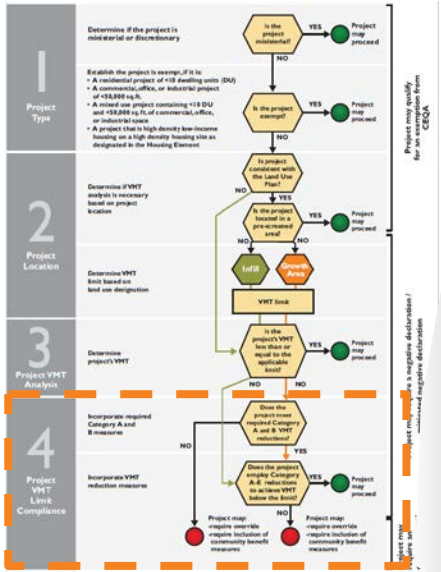


Analysis of VMT/service population reveals 23 VMT/SP compared to the limit for this land use (20.1), so no

Example ❸

Rural Area Project

Step 4: Incorporate VMT Mitigation Measures



Incorporate required Category A and B measures

Incorporate VMT reduction measures

Does the project meet required Category A and B VMT reductions?

NO

YES

Does the project employ Category A-E reductions to achieve VMT below the limit?

YES

Project may proceed

NO

Project may:
-require override
-require inclusion of community benefit measures

Project may:
-require override
-require inclusion of community benefit measures

Applicant would apply mitigations from the list to reduce VMT by 3 VMT/SP

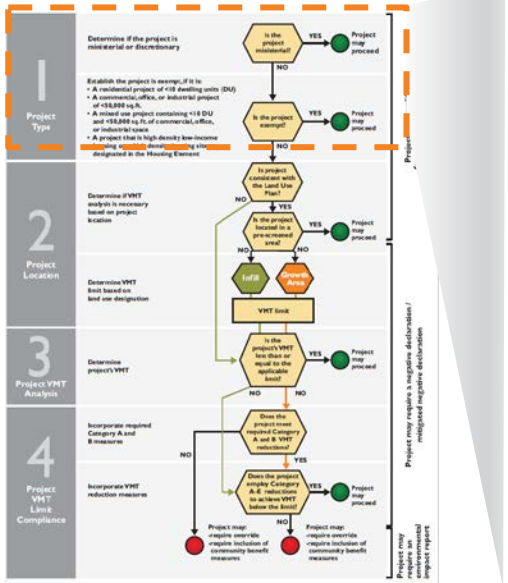
Example ❹

Infill Project

- 16 dwelling units
- Infill Low Density Residential units within RD-5

Example ❹ Infill Project

Step 1: Project Type



Determine if the project is ministerial or discretionary

Establish the project is exempt, if it is:

- A residential project of <10 dwelling units (DU)
- A commercial, office, or industrial project of <50,000 sq. ft.
- A mixed use project containing <10 DU and <50,000 sq. ft. of commercial, office, or industrial space
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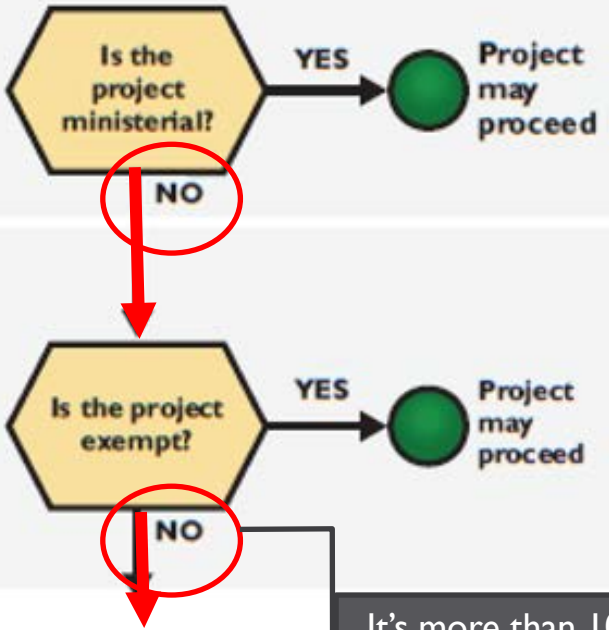
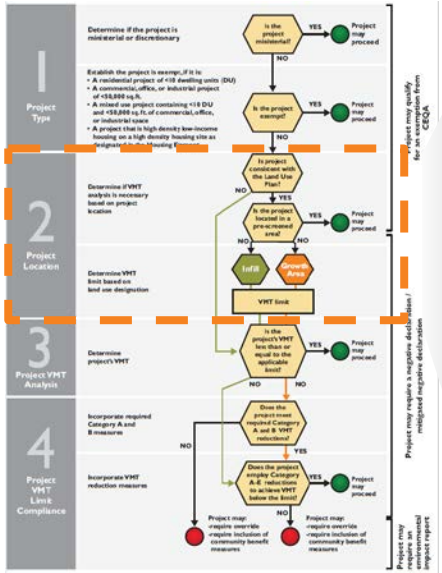


It's more than 10 dwelling units, so no

Example 4

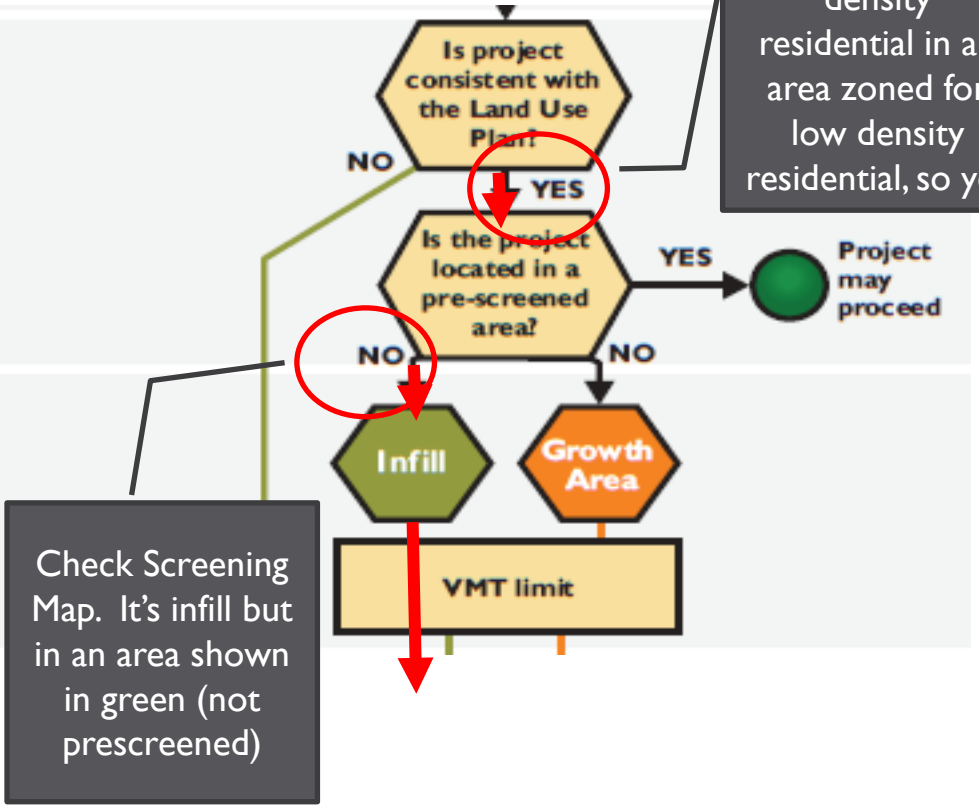
Infill Project

Step 2: Project Location



Determine if VMT analysis is necessary based on project location

Determine VMT limit based on land use designation



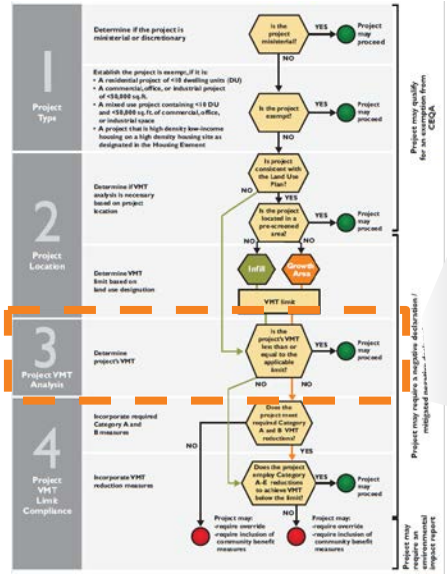
Project is low density residential in an area zoned for low density residential, so yes

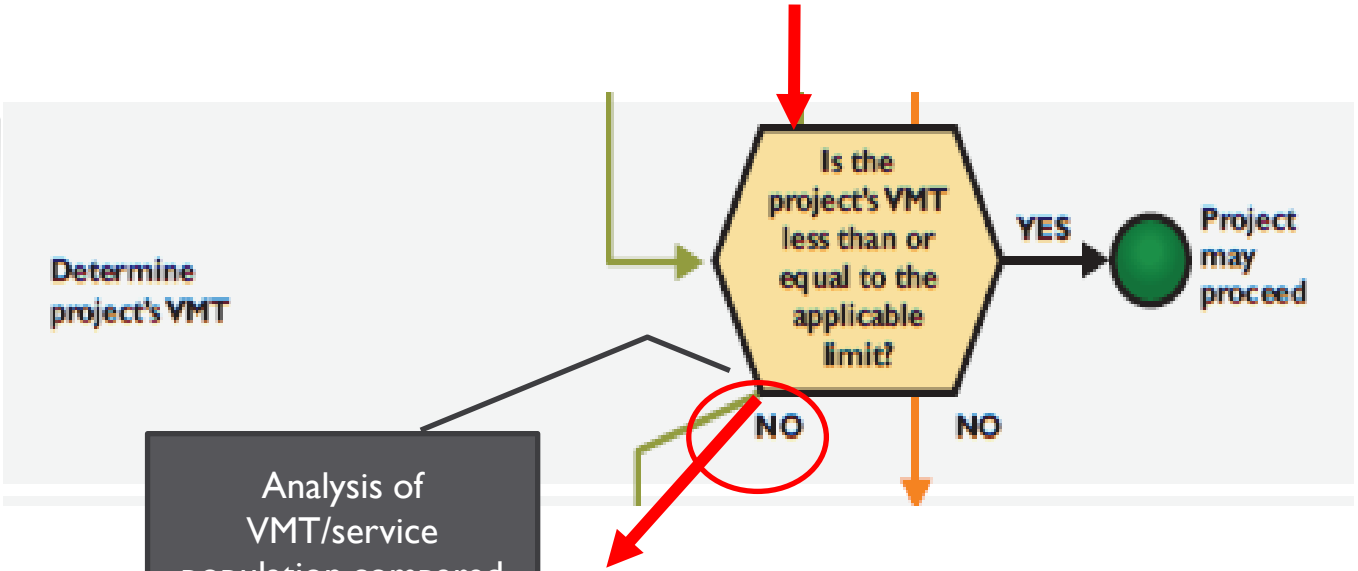
Check Screening Map. It's infill but in an area shown in green (not prescreened)

Example 4

Infill Project

Step 3: Project VMT Analysis



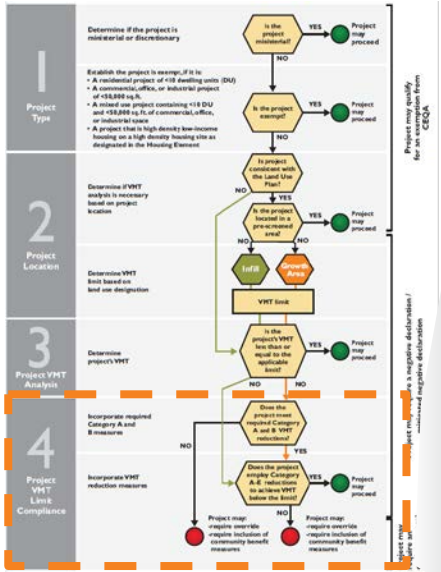


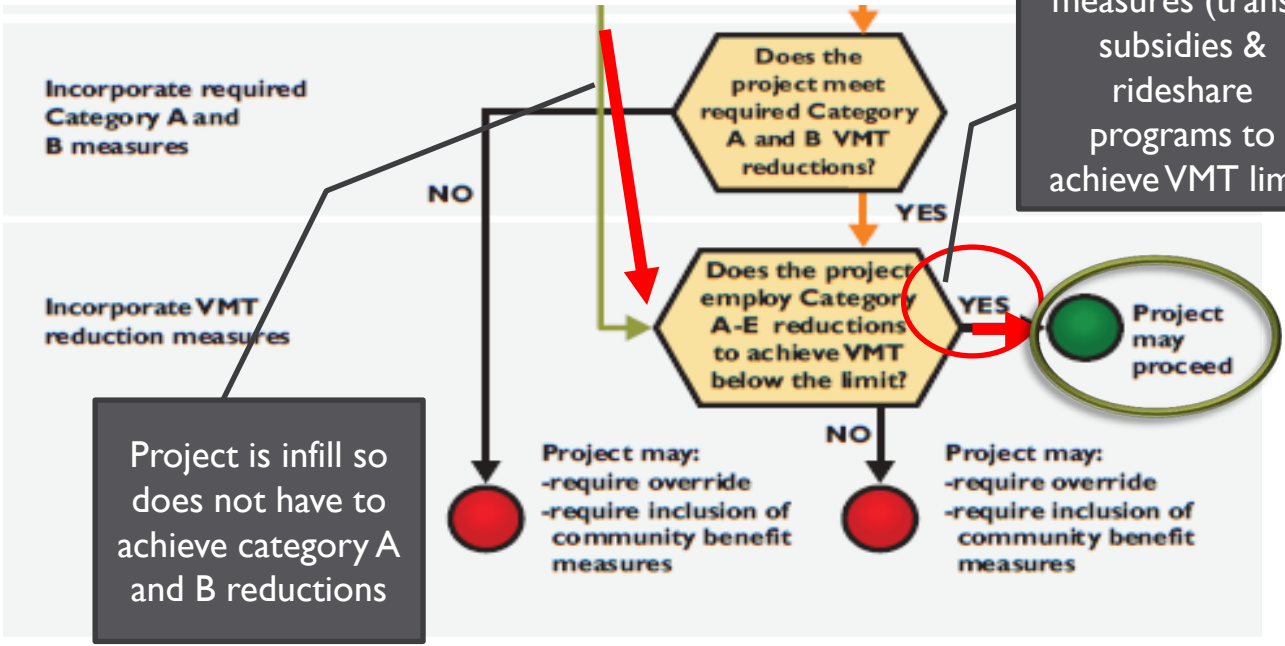
Analysis of VMT/service population compared limit for this land use (12), so no. Project is infill so continues on "green" line path

Example 4

Infill Project

Step 4: Incorporate VMT Mitigation Measures





Next Steps

- Q&A
- Public Comment
- Direction to proceed with draft Mobility policies as presented

GENERAL PLAN UPDATE

Joint Study Session

June 21, 2017

ELK GROVE

A BRIGHTER FUTURE