



**METROPOLITAN
TRANSPORTATION
COMMISSION**

Joseph P. Bort MetroCenter
101 Eighth Street
Oakland, CA 94607-4700
Tel: 510.464.7700
TDD/TTY: 510.464.7769
Fax: 510.464.7848

Memorandum

TO: Planning Committee

DATE: June 3, 2011

FR: Executive Director

RE: 2011 County Congestion Management Plans: Updated MTC Guidance and Review Process (Revision to Attachments A and B, MTC Res. No. 3000)

Background

The state law establishing the Congestion Management Programs (CMPs) includes specific requirements for the content and development process, the relationship between the CMPs and the metropolitan planning process, and requirements for system monitoring. MTC's responsibilities include review of the consistency of the CMPs with the Regional Transportation Plan (RTP), evaluation of the consistency and compatibility of the CMPs in the region, and inclusion of the CMP projects in the Regional Transportation Improvement Program (RTIP) in order to compete for state funding.

CMP Review Process and Schedule

The schedule for MTC's CMP review process is attached. Staff plans to review the draft CMPs during October 2011, and bring final recommendations for findings of consistency to this Committee in November 2011. The schedule is subject to change, depending on when the state budget is adopted.

Proposed Changes in CMP Guidance for 2011

The changes to the CMP Guidance include:

- A description of the new regional coordinated land use and transportation planning process as directed through SB 375. However, since MTC's Transportation 2035 Plan is still the latest adopted RTP, consistency findings will be made with that document
- An updated Travel Demand Modeling Checklist that recognizes the new regional tour-based model and updates to the model consistency requirements
- Reference to the newly released Highway Capacity Manual 2010 as a regionally consistent option for analysis of level of service
- Reference to the Bay Area 2010 Ozone Strategy as adopted by the Bay Area Air Quality Management District
- Reference to the revision in statutes to enable cities and counties to enforce Parking Cash-Out (Section 43845 of the Health and Safety Code), providing local jurisdictions with another tool to craft their own approaches to support multi-modal transportation systems, address congestion and green house gasses.
- Updates to the table noting achievement of the Transit Oriented Development requirements by Res. 3434 transit extension projects, and

- Other minor refinements.

Recommendation

MTC Res. 3000 delegates to this Committee the responsibility for approving amendments to the CMP Guidance (MTC Res. No 3000). Staff recommends that the committee approve the revisions to Attachments A and B of Res. No. 3000, as attached, for the purpose of providing guidance for the development of the 2011 CMPs consistent with MTC's Transportation 2035 Plan.



Steve Heminger

**MTC's 2011 CMP Review Process and Draft Schedule
(as of 4/27/2011, subject to change)**

Date	Event	Responsible Party
June 10 June 22	Approval of updates to CMP Guidance	MTC's Planning Committee Commission Approval
October 14	Draft 2011 CMPs due to MTC Proposed RTIP project listings to MTC	CMAs
October 18- November 4	Review of consistency of CMPs with the Regional Transportation Plan (RTP)	MTC staff
November 4	MTC's Consistency Findings on 2011 CMPs	Planning Comm. Recommendation
November 9	MTC's approval of the 2010 RTIP	PAC recommendation
November 16	MTC's Consistency Findings on 2011 CMPs MTC's approval of the 2012 RTIP	MTC
December 15	2012 RTIP due to the California Transportation Commission (CTC)	MTC

Date: June 25, 1997
W.I.: 30.5.10
Referred By: WPC
Revised: 06/11/99-W
05/11/01-POC
06/13/03-POC
06/10/05-POC
05/11/07-PC
05/08/09-PC
06/10/11-PC

ABSTRACT

Resolution No. 3000, Revised

This resolution revises MTC's Guidance for Consistency of Congestion Management Programs with the Regional Transportation Plan (RTP).

This resolution supersedes Resolution No. 2537

Attachments A and B of this resolution were revised on June 11, 1999 to reflect federal and state legislative changes established through the passage of the Transportation Equity Act of the 21st Century and SB 45, respectively. In addition, the Modeling Checklist has been updated.

Attachments A and B of this resolution were revised on May 11, 2001 to reflect state legislative changes and to reference updated demographic and forecast data.

Attachments A and B of this resolution were revised on June 13, 2003 to reflect state legislative changes, 2001 RTP goals and policies, and to reference updated demographic and forecast data.

Attachments A and B of this resolution were revised on June 10, 2005 to reflect the updated RTP goals, as per Transportation 2030, and to reference updated demographic and forecast data.

Attachments A and B of this resolution were revised on May 11, 2007 to reflect federal legislative changes established through the passage of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA), and to reference new State Transportation Control Measures and updated demographic and forecast data.

ABSTRACT

MTC Resolution No. 3000, Revised

Page 2

Attachments A and B of this resolution were revised on May 8, 2009 to reflect MTC's new RTP (Transportation 2035 Plan), an updated Travel Demand Modeling Checklist, and revised Resolution 3434 and TOD policy.

Attachments A and B of this resolution were revised on June 10, 2011 to reflect the new regional coordinated land use and transportation planning process as directed through SB 375, an updated Travel Demand Modeling Checklist, the newly released Highway Capacity Manual 2010, the Bay Area 2010 Ozone Strategy, and updates to the table noting achievement of the Transit Oriented Development requirements by Resolution No. 3434 transit extension project.

Date: June 25, 1997
W.I.: 30.5.10
Referred By: WPC

Re: Congestion Management Program Policy.

METROPOLITAN TRANSPORTATION COMMISSION
RESOLUTION NO. 3000

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to Government Code Sections 66500 et seq; and

WHEREAS, Government Code § 65080 requires each transportation planning agency to prepare a regional transportation plan and a regional transportation improvement program directed at the achievement of a coordinated and balanced regional transportation system; and

WHEREAS, Government Code § 65089 requires a designated local agency in each urbanized county to develop, adopt, and periodically update a congestion management program for the county and its included cities unless a majority of local governments in a county and the county board of supervisors elect to be exempt; and requires that this congestion management program be developed in consultation, among others, with the regional transportation planning agency; and

WHEREAS, Government Code § 65089.2 requires that, for each congestion management program prepared, the regional transportation planning agency must make a finding that each congestion management program is consistent with the regional transportation plan, and upon making that finding shall incorporate the congestion management program into the regional transportation improvement program; and

WHEREAS, Government Code § 65082 requires that adopted congestion management programs be incorporated into the regional transportation improvement program approved by MTC; and

WHEREAS, MTC has adopted a Congestion Management Program Policy (MTC Resolution 2537, Revised) to provide guidance for all the counties and cities within the region in preparing their congestion management programs; and,

WHEREAS, MTC's Congestion Management Program Policy needs to be updated from time to time to provide further guidance, now, therefore, be it

RESOLVED, that MTC adopts the Congestion Management Program Policy, as set forth in Attachments A and B to this resolution, which are incorporated herein by reference; and, be it further

RESOLVED, that the MTC Work Program Committee is delegated the responsibility for approving amendments to Attachments A and B; and, be it further

RESOLVED, that this resolution shall be transmitted to the nine Bay Area Congestion Management Agencies for use in preparing their congestion management programs; and, be it further

RESOLVED, that MTC Resolution No. 2537, Revised is hereby superceded.

METROPOLITAN TRANSPORTATION COMMISSION

Jane Baker, Chairwoman

The above resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in Oakland, California, on June 25, 1997.

Date: June 25, 1997
W.I.: 30.5.10
Referred By: WPC
Revised: 06/11/99-W
05/11/01-POC
06/13/03-POC
06/10/05-POC
05/11/07-PC
05/08/09-PC

Attachment A
Resolution No. 3000
Page 1 of 13

GUIDANCE FOR CONSISTENCY OF

CONGESTION MANAGEMENT PROGRAMS

WITH THE REGIONAL TRANSPORTATION PLAN

Metropolitan Transportation Commission

June 2011

**GUIDANCE FOR CONSISTENCY OF
CONGESTION MANAGEMENT PROGRAMS
WITH THE REGIONAL TRANSPORTATION PLAN**

TABLE OF CONTENTS

I. INTRODUCTION	3
A. Purpose of This Guidance.....	3
B. Legislative Requirement for Congestion Management Programs.....	3
C. The Role of CMPs in the Metropolitan Planning Process	4
II. MTC's ROLE and RESPONSIBILITIES	4
A. MTC's Responsibilities regarding CMPs.....	4
B. The Regional Transportation Plan (RTP) Regulatory Setting and Goals.....	5
C. Consistency Findings	7
1) Goals and objectives established in the RTP.....	9
2) Consistency of the system definition with adjoining counties.	9
3) Consistency with pertinent Air Quality Plans, as incorporated in the RTP....	10
4) Consistency with the MTC Travel Demand Modeling Databases and Methodologies.....	10
5) Level of Service Methodology	
6) RTP Financial Requirements and Projections.....	11
D. Consistency and Compatibility of the Programs within the Region	11
E. Incorporation of the CMP Projects into the RTIP	11
III. CMP PREPARATION AND SUBMITTAL TO MTC	12
A. CMP Preparation.....	12
B. Regional Coordination.....	12
C. Submittal to MTC	13
D. MTC Consistency Findings for CMPs.....	13
APPENDICES (Attachment B to MTC Resolution No. 3000)	
APPENDIX A Federal and State Transportation Control Measures	
APPENDIX B Checklist for Modeling Consistency for CMPs	
APPENDIX C MTC's Res. No. 3434 TOD Policy	

I. INTRODUCTION

A. Purpose of This Guidance

The Congestion Management Program (CMP) statutes establish specific requirements for the content and development process for CMPs, for the relationship between CMPs and the metropolitan planning process, for CMA monitoring and other responsibilities, and for the responsibilities of MTC as the regional transportation agency. CMPs are not required in a county if a majority of local governments and the Board of Supervisors adopt resolutions electing to be exempt from this requirement (AB 2419 (Bowler) Chapter 293, Statutes of 1996). This Guidance is for those counties that prepare a CMP in accordance with state statutes. For counties that opt out of preparing a CMP, MTC will directly work with the appropriate county agencies to establish project priorities for funding.

CMP statutes also specify particular responsibilities involving CMPs for the regional transportation agency, in the Bay Area, MTC. These responsibilities include review of the consistency of the CMPs with the RTP, evaluation of the consistency and compatibility of the CMPs in the Bay Area, and inclusion of the CMP projects in the Regional Transportation Improvement Program (RTIP).

The purpose of this guidance is to focus on the relationship of the CMPs to the regional planning process and MTC's role in determining consistency of CMPs with the Regional Transportation Plan (RTP).

B. Legislative Requirement for Congestion Management Programs

Congestion Management Programs were established as part of a bi-partisan legislative package in 1989, and approved by the voters in 1990. This legislation also increased transportation revenues and changed state transportation planning and programming processes. The specific CMP provisions were originally chartered by the Katz-Kopp-Baker-Campbell Transportation Blueprint for the Twenty-First Century by AB 471 (Katz); (Chapter 106, Statutes 1989). They were revised by AB 1791 (Katz) (Chapter 16, Statutes of 1990), AB 3093 (Katz) (Chapter 2.6, Statutes of 1992), AB 1963 (Katz) (Chapter 1146, Statutes of 1994), AB 2419 (Bowler) (Chapter 293, Statutes of 1996), AB 1706 (Chapter 597, Statutes of 2001), and SB 1636 (Figueroa)(Chapter 505, Section 4, Statutes of 2002), which defines and incorporates "infill opportunity zones." The provisions regarding establishing new "infill opportunity zones" have now expired, but established infill opportunities zones are still subject to the statutes.

CMP statutes establish requirements for local jurisdictions to receive certain gas tax subvention funds. Additionally, CMPs play a role in the development of specific project proposals for the Regional Transportation Improvement Program.

C. The Role of CMPs in the Metropolitan Planning Process

CMPs play a role in the countywide and regional transportation planning processes:

- CMPs can identify specific near term projects to implement the longer-range vision established in a countywide plan.
- Through CMPs, the transportation investment priorities of the multiple jurisdictions in each county can be addressed in a countywide context.
- CMPs establish a link between local land use decision making and the transportation planning process.
- CMPs are a building block for the federally required Congestion Management Program.¹

II. MTC's ROLE and RESPONSIBILITIES

A. MTC's Responsibilities regarding CMPs

MTC's direct responsibilities under CMP statutes are concentrated in the following provisions:

“The regional agency shall evaluate the consistency between the program (i.e., the CMP) and the regional transportation plans required pursuant to Section 65080. In the case of a multicounty regional transportation planning agency, that agency shall evaluate the consistency and compatibility of the programs within the region. (Section 65089.2 (a))

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. (Section 65089.2(b))

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.” Section 65089.2.(d)(1))

¹ The federal Congestion Management Program referred to here is a federal requirement that is separate from the county level congestion management programs.

B. The Regional Transportation Plan (RTP) Regulatory Setting and Goals

Federal Requirements

The primary federal requirements regarding RTPs are addressed in the metropolitan transportation planning rules in Title 23 of the Code of Federal Regulations (CFR) Part 450 and 500 and Title 49 CFR Part 613. These federal regulations have been updated to reflect the metropolitan transportation planning regulations called out in SAFETEA-LU. These requirements call for the metropolitan transportation planning process to include the development of a transportation plan addressing no less than a 20-year planning horizon. The transportation plan shall include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

According to these requirements, the metropolitan transportation planning process shall be continuous, cooperative, and comprehensive, and provide for consideration and implementation of projects, strategies, and services that will address the factors listed below:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety of the transportation system for motorized and non-motorized users;
- Increase accessibility and mobility of people and freight;
- Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and
- Emphasize the preservation of the existing transportation system.

State Requirements

California Government Code Section 65080 sets forth the State's requirements for RTPs. Section 65080 requires MPOs located in air quality nonattainment regions update their RTPs at least every four years.

The regional agencies, particularly MTC, the Association of Bay Area Governments, the Bay Area Air Quality Management District, and the Bay Conservation and Development Commission, will also address new requirements flowing from California's 2008 Senate Bill 375 (Steinberg), which calls on each of the state's 18 metropolitan areas to reduce greenhouse gas (GHG) emissions from cars and light trucks. The mechanism for achieving these reductions will be a Sustainable Communities Strategy (SCS) that promotes compact, mixed-use commercial and

residential development that is walkable and bikable and close to mass transit, jobs, schools, shopping, parks, recreation and other amenities. The next RTP will be developed in an integrative process with the SCS, with the Bay Area's regional and local partners.

State Regional Transportation Plan (RTP) Guidelines

The RTP Guidelines adopted by the California Transportation Commission (CTC) state that the CTC cannot program projects that are not identified in the RTP.

Section 65080 of the Government Code, as amended by SB 375, states that the RTP shall contain four distinct elements:

- A Policy Element that reflects the mobility goals, policies and objectives of the region;
- A Sustainable Communities Strategy, as established through SB 375;
- An Action Element that identifies programs and actions to implement the RTP; and
- A Financial Element that summarizes the cost of implementing the projects in the RTP in a financially constrained environment.

The Transportation 2035 Plan serves all the specific planning purposes outlined in the CTC RTP Guidelines

C. Consistency Findings

MTC's findings for the consistency of CMPs focus on five areas:

- Goals and objectives established in the RTP,
- Consistency of the system definition with adjoining counties,
- Consistency with federal and state air quality plans,
- Consistency with the MTC travel demand modeling database and methodologies; and
- RTP financial assumptions.

1) Goals and objectives established in the RTP

The Transportation 2035 Plan represents the adopted transportation policy and action statement of how the Bay Area will approach the region's transportation needs over the next 25 years. It was prepared by MTC in partnership with the Association of Bay Area Governments (ABAG), the Bay Area Air Quality Management District (BAAQMD), and the Bay Conservation and Development Commission (BCDC) and in collaboration with Caltrans, the nine county-level Congestion Management Agencies (CMAs) or substitute agencies, over two dozen Bay Area transit operators, and numerous transportation stakeholders and the public.

At the core of the proposed Transportation 2035 Plan is a vision of what the Bay Area transportation network should look like in 2035. The purpose and goals of the

Transportation 2035 Plan provide the framework for this vision. The purpose of the Transportation 2035 Plan is to encourage and promote the safe and efficient management, operation and development of a regional intermodal transportation system that will serve the mobility needs of people and goods. The Commission adopted a Statement of Vision for the Transportation 2035 Plan which can be read in full in the RTP.

The RTP includes the following principles: Economy, Environment and Equity, referred to as the Three Es, and associated goals. The plan goals are not entirely confined to any one of the Three Es, but rather cut across and reinforce all three principles; these are further explained in the RTP.

Three E Principles and Goals

<i>Principle</i>	<i>Goal</i>
Economy	Maintenance & Safety Reliability Efficient Freight Travel Security & Emergency Management
Environment	Clean Air Climate Protection
Equity	Equitable Access Livable Communities

Further, the RTP incorporates a set of performance objectives for each of the Three E principles as quantifiable measures against which progress may be evaluated, as shown below:

RTP Performance Objectives

<i>Principle</i>	<i>Goal</i>	<i>Performance Objectives</i>
Economy	Maintenance & Safety	<p><i>Maintenance</i></p> <ul style="list-style-type: none"> • Maintain local road pavement condition index (PCI) of 75 or greater for local streets and roads • State highway distressed pavement condition lane-miles not to exceed 10% of total system • Achieve an average age for all transit asset types that is no more than 50% of their useful life • Increase the average number of miles between service calls for transit service in the region to 8,000 miles <p><i>Collisions/Fatalities</i></p> <ul style="list-style-type: none"> • Reduce fatalities from motor-vehicle collisions by 15 percent from today by 2035 • Reduce bicycle and pedestrian fatalities attributed to motor vehicle collisions by 25 percent each from 2000 by 2035 • Reduce bicycle and pedestrian injuries attributed to motor vehicle collisions by 25 percent each from 2000 by 2035
	Reliability; Efficient Freight Travel; Security & Emergency Management	<ul style="list-style-type: none"> • Reduce per-capita delay by 20 percent from today by 2035

Environment	Clean Air; Climate Protection	<ul style="list-style-type: none"> • Reduce daily per-capita vehicle miles traveled (VMT) by 10 percent from today by 2035 • Reduce emissions of finer particulates (PM_{2.5}) by 10 percent from today by 2035 • Reduce emissions of coarse particulates (PM₁₀) by 45 percent from today by 2035 • Reduce carbon dioxide (CO₂) emissions to 40 percent below 1990 levels by 2035
Equity	Equitable Access; Livable Communities	<ul style="list-style-type: none"> • Decrease by 10 percent the combined share of low-income and lower-middle income residents' household income consumed by transportation and housing

Note that these performance objectives do not constitute legal mandates, nor do they constitute thresholds of significance under CEQA.

The region is now engaged in developing a detailed 25-year transportation investment and land-use strategy for 2015-2040 that will be the region's first plan to incorporate an SCS. The SCS, scheduled for adoption in 2013, will be an integrated long-range land use and transportation plan for the nine-county region. The CMPs would be strengthened by acknowledging the SCS process, along with the regional FOCUS approach, and specifically recognizing the planned and potential Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) within the county.

Regional Transit Expansion Program

The Regional Transit Expansion Program – adopted by the Commission as Resolution 3434 – calls for a nearly \$12 billion investment in new rail and bus projects that will improve mobility and enhance connectivity for residents throughout the Bay Area. MTC has adopted a Transportation and Land Use Platform that calls for supportive land use plans and policies to support transit extensions in Res. 3434. Further, MTC has adopted a Transit Oriented Development Policy, as part of Res. 3434, that established specific housing thresholds for these extensions, requires station area plans and establishes corridor working groups. These regional policies and specific projects within the county should be recognized in the CMP (attached as Appendix C).

2) Consistency of the system definition with adjoining counties

The CMP statutes require that the CMA designate a system of highways and roadways which shall be subject to the CMP requirements. Consistency requires the regional continuity of the CMP designated system for facilities that cross county borders.

3) Consistency with pertinent Air Quality Plans, as incorporated in the RTP

The RTP incorporates Transportation Control Measures (TCMs) contained in the federal and state air quality plans to achieve and maintain the respective standards for ozone and carbon monoxide. The statutes require that the Capital Improvement Program (CIP) of the CMP conform to transportation related vehicle emission air quality mitigation measures. CMPs should promote the region's adopted transportation control measures (TCMs) for the Federal and State Clean Air Plans. In addition, CMPs are encouraged to consider the benefits of greenhouse gas (GHG) reductions in developing the CIP, although GHG emission reductions are not currently required in either Federal or State Clean Air Plans.

A reference to the lists of federal and state TCMs is provided in Table 1 of Attachment B. The lists may be updated from time to time to reflect changes in the list of TCMs.

In particular, TCMs that require local implementation should be identified in the CMP, specifically in the CIP. If needed MTC will indicate TCMs that need to be emphasized to help achieve federal and state air quality standards.

CMPs are also required to contain provisions pertaining to parking cash-out.

- (1) The city or county in which a commercial development will implement a parking cash-out program that is included in a congestion management program pursuant to subdivision (b), or in a deficiency plan pursuant to Section 65089.4, shall grant to that development an appropriate reduction in the parking requirements otherwise in effect for new commercial development.***
- (2) At the request of an existing commercial development that has implemented a parking cashout program, the city of 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. (Section 65089 (d))***

It should also be noted that starting on January 1, 2010, cities, counties and air districts have the option of enforcing the State Parking Cash-Out statutes (Section 43845 of the Health and Safety Code), as per SB 728 (Lowenthal). This provides

local jurisdictions with another tool to craft their own approaches to support multi-modal transportation systems, address congestion and green house gasses.

4) Consistency with the MTC Travel Demand Modeling Databases and Methodologies

MTC's statutory requirements regarding consistent databases are as follows:

The agency, (i.e., the CMA) 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 . . . 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. (Section 65089 (c))

MTC desires the development and implementation of consistent travel demand models, with shared input databases, to provide a common foundation for transportation policy and investment analysis.

The Regional Model Working Group of the Bay Area Partnership serves as a forum for sharing data and expertise, and providing peer review for issues involving the models developed by or for the CMAs, MTC, and other parties. The MTC Checklist for Modeling will be used to guide the consistency assessment of CMA models with the MTC model.

The Checklist is included in Attachment B, and addresses:

- Demographic/econometric forecasts
- Pricing assumptions
- Network assumptions
- Travel demand methodologies; and,
- Traffic assignment methodologies

4) Level of Service Methodology

CMP statutory requirements regarding level of service are as follows

“Level of service (LOS) shall be measured by Circular 212, by the most recent version of the Highway Capacity Manual, or by a uniform methodology adopted by the agency that is consistent with the Highway Capacity Manual.”
(Section 65089 (b))

The most recently adopted version of the Highway Capacity Manual is HCM2010, which significantly enhances how engineers and planners assess the traffic and environmental effects of highway projects by:

- providing an integrated multimodal approach to the analysis and evaluation of urban streets from the points of view of automobile drivers, transit passengers, bicyclists, and pedestrians;
- addressing the proper application of micro-simulation analysis and the evaluation of those results; and
- examining active traffic management in relation to both demand and capacity.

Use of HCM2010 is encouraged, especially for the integrated multimodal approach to analysis of streets for various users.

6) RTP Financial Requirements and Projections

Under the federal SAFETEA, the actions, programs and projects in the RTP must be financially deliverable within reasonable estimates of public and private resources. While CMPs are not required by legislation to be financially constrained, recognition of financial constraints, including the costs for maintaining, rehabilitating, and operating the existing multi-modal system and the status of specific major projects, will strengthen the consistency and linkage between the regional planning process and the CMP. The CMA may submit project proposals for consideration by MTC in developing future financially constrained RTPs.

D. Consistency and Compatibility of the Programs within the Region

The CMP statutes require that, in the case of a multi-county regional transportation agency, that agency shall evaluate the consistency and compatibility of the congestion management programs within the region. Further, it is the Legislature's stated intention that the regional agency (i.e., MTC in the San Francisco Bay Area) resolve inconsistencies and mediate disputes between congestion management programs within a region.

To the extent useful and necessary, MTC will identify differences in methodologies and approaches between the CMPs on such issues as performance measures and land use impacts.

E. Incorporation of the CMP Projects into the RTIP

State transportation statutes require that the MTC, in partnership with the State and local agencies, develop the Regional Transportation Improvement Program (RTIP) on a biennial cycle. The RTIP is the regional proposal for State and federal funding, adopted by MTC and provided to the California Transportation Commission (CTC) for the development of the State Transportation Improvement Program (STIP). In

1997, SB 45 (Statutes 1997, Chapter 622) significantly revised State transportation funding policies, delegating project selection and delivery responsibilities for a major portion of funding to regions and counties. Subsequent changes to state law (AB 2928 – Statutes 2000, Chapter 91) made the RTIP a five-year proposal of specific projects, developed for specific fund sources and programs. The RTIP is required to be consistent with the RTP that is currently in effect. The RTP is revised periodically.

The CMP statutes establish a direct linkage between CMPs that have been found to be consistent with the RTP, and the RTIP. MTC will review the projects in the Capital Improvement Program (CIP) of the CMP for consistency with the RTP. MTC's consistency findings for projects in the CMPs will be limited to those projects that are included in the RTP, and do not extend to other projects that may be included in the CMP. Some projects may be found consistent with a program category in the RTP. MTC, upon finding that the CMP is consistent with the RTP, shall incorporate the program into the RTIP, subject to specific programming and funding requirements. If MTC finds the program inconsistent, it may exclude any project in the program from inclusion in the RTIP. Since the RTIP must be consistent with the RTP, projects that are not consistent with the RTP will not be included in the RTIP. MTC may include certain projects or programs in the RTIP which are not in a CIP, but which are in the RTP. In addition, SB 45 requires projects included in the Interregional Transportation Improvement Program (ITIP) to be consistent with the RTP.

MTC will establish funding targets for specific funds, based upon the fund estimate as adopted by the California Transportation Commission (CTC). Project proposals can only be included in the RTIP within these funding bid targets. MTC will also provide information on other relevant RTIP processes and requirements, including coordination between city, county, and transit districts for project applications, schedule, evaluations and recommendations of project submittals, as appropriate for the RTIP.

As per CTC's Guidelines, MTC will evaluate the projects in the RTIP based on specific performance indicators and measures as established in the RTP, and provide this evaluation to the CTC along with the RTIP. CMAs are encouraged to consider the performance measures in Transportation 2035 when developing specific project proposals for the RTIP; more details will be provided in the RTIP Policies and Procedures document, adopted by MTC for the development of the RTIP.

III. CMP PREPARATION AND SUBMITTAL TO MTC

A. CMP Preparation

If prepared, the CMP shall be developed by the CMA in consultation with, and with the cooperation of, MTC, transportation providers, local governments, Caltrans, and the BAAQMD, and adopted at a noticed public hearing of the CMA. As established in SB 45, the RTIP is scheduled to be adopted by December 15 of each odd numbered

year. If circumstances arise that change this schedule, MTC will work with the CMAs and substitute agencies in determining an appropriate schedule and mechanism to provide input to the RTIP.

B. Regional Coordination

In addition to program development and coordination at the county level, and consistency with the RTP, the compatibility of the CMPs with other Bay Area CMPs would be enhanced through identification of cross county issues in an appropriate forum, such as Partnership and other appropriate policy and technical committees. Discussions would be most beneficial if done prior to final CMA actions on the CMP.

C. Submittal to MTC

To provide adequate review time, draft CMPs should be submitted to MTC in accordance to a schedule MTC will develop to allow sufficient time for incorporation into the RTIP for submittal to the California Transportation Commission. Final CMPs must be adopted prior to final MTC consistency findings.

D. MTC Consistency Findings for CMPs

MTC will evaluate consistency of the CMP every two years with the RTP that is in effect when the CMP is submitted; for the 2011 CMP the RTP in effect will be Transportation 2035. MTC will evaluate the consistency of draft CMPs when received, based upon the areas specified in this guidance, and will provide staff comments of any significant concerns. MTC can only make final consistency findings on CMPs that have been officially adopted.

Appendix A: Federal and State Transportation Control Measures (TCMs)

Federal TCMs:

For a list and description of current Federal TCMs, see the "Federal Ozone Attainment Plan for the 1-Hour National Ozone Standard" adopted Oct. 24, 2001, and "2004 Revision to the California State Implementation Plan for Carbon Monoxide, Updated Maintenance Plan for Ten Federal Planning Areas," approved January 30, 2006.

The current Federal TCMs have been fully implemented. Refer to the "Final Transportation-Air Quality Conformity Analysis Transportation 2035 Plan and 2011 Transportation Improvement Program" at http://www.mtc.ca.gov/funding/tip/Final_AQ_conformity_Analysis.pdf (page 15) for the specific implementation steps in the advancement of these Federal TCMs.

State TCMs:

For a list and description of current State TCMs, see "Bay Area 2010 Ozone Strategy," or subsequent revisions as adopted by the Bay Area Air Quality Management.

CMAQ Evaluation and Assessment Report:

MTC participated in a federal evaluation and assessment of the direct and indirect impacts of a representative sample of Congestion Mitigation and Air Quality (CMAQ) – funded projects on air quality and congestion levels. The study estimated the impact of these projects on emissions of transportation related pollutants, including carbon monoxide (CO), ozone precursors – oxides of nitrogen (NO_x), volatile organic compounds (VOCs), particulate matter (PM₁₀ and PM_{2.5}), and carbon dioxide (CO₂) for information purposes, as well as on traffic congestion and mobility. There is also additional analysis of the selected set of CMAQ-funded projects to estimate of the cost effectiveness at reducing emissions of each pollutant. This report may be of interest to CMAs; it is available on line at:

<http://www.fhwa.dot.gov/environment/cmaqpgs/safetealu1808/index.htm>
or from the MTC/ABAG Library.

Appendix B: MTC Checklist for Modeling Consistency for CMPs

Overall approach

MTC's goal is to establish regionally consistent model "sets" for application by MTC and the CMAs. In the winter of 2010/2011, MTC replaced the modeling tool – named *BAYCAST-90* – that had been in place, with relatively minor modifications, for the past two decades with a more sophisticated, so-called "activity-based" model – named *Travel Model One*. This change required a broad re-thinking of these guidelines as they now require a framework in which trip-based and activity-based models can be aligned. The approach remains the same: a checklist is used to adjudge consistency across model components.

Checklist

This checklist guides the CMAs through their model development and consistency review process by providing an inventory of specific products to be developed and submitted to MTC, and by describing standard practices and assumptions.

Because of the complexity of the topic, the checklist may need additional detailed information to explain differences in methodologies or data. Significant differences will be resolved between MTC and the CMA, taking advantage of the Regional Model Working Group. Standard formats for model comparisons will be developed by MTC for use in future guidelines.

Incremental updates

The CMA forecasts must be updated every two years to be consistent with MTC's forecasts. Alternative approaches to fully re-running the entire model are available, including incremental approaches through the application of factors to demographic inputs and/or trip tables. Similarly, the horizon year must be the same as the TIP horizon year. However, interpolation and extrapolation approaches are acceptable, with appropriate attention to network changes. These alternatives to re-running the entire model should be discussed with MTC before the CMP is adopted by the CMA.

Defining the MTC model sets

The MTC model sets referred to below are defined as those in use on December 31st of the year preceding the CMP update.

Key Assumptions

Please report the following information.

A. General approach:

Discuss the general approach to travel demand modeling by the CMA and the CMA model's relationship to either *BAYCAST-90* or *Travel Model One*.

PRODUCT 1: Description of the above.

B. Demographic/economic/land use forecasts:

Both base and forecast year demographic/economic/land use ("land use") inputs must be consistent – though not identical – to the census tract-level data provided by ABAG. Specifically, if CMAs wish to reallocate land use within their own county (or counties), they must consult with the affected city (or cities) as well as with ABAG and MTC. Further, the resulting deviation in the subject county (or counties) should be no greater than plus or minus one percent from the county-level totals provided by ABAG for the following variables: population, households, jobs, and employed residents. Outside the subject county (or counties), the land use variables in the travel analysis zones used by the county must match either ABAG's estimates exactly when aggregated/disaggregated to census tracts or the county-in-question's estimates per the revision process noted above (e.g. Santa Clara county could use the revised estimates San Mateo developed through consultation with local cities, ABAG, and MTC). Forecast year demand estimates should use either the *Projections 2009* or Current Regional Plans land use data, both generated by ABAG. CMAs may also analyze additional, alternative land use scenarios that will not be subject to consistency review.

PRODUCTS: 2) A statement establishing that the differences between key ABAG land use variables and those of the CMA do not differ by more than one percent at the county level for the subject county. A statement establishing that no differences exist at the census-tract-level outside the county between the ABAG forecast or the ABAG/CMA revised forecast.

3) A table comparing the ABAG land use estimates with the CMA land use estimates by county for population, households, jobs, and employed residents for both the base year and the horizon year.

4) If land use estimates within the CMA's county are modified from ABAG's projections, agendas, discussion summaries, and action items from each meeting held with cities, MTC, and/or ABAG at which the redistribution was discussed, as well as before/after census-tract-level data summaries and maps.

C. Pricing Assumptions:

Use MTC's automobile operating costs, transit fares, and bridge tolls or provide an explanation for the reason such values are not used.

PRODUCT 5: Table comparing the assumed automobile operating cost, key transit fares, and bridge tolls to MTC's values for the horizon year.

D. Network Assumptions:

Use MTC's regional highway and transit network assumptions for the other Bay Area counties. CMAs should include more detailed network definition relevant to their own county in addition to the regional highway and transit networks. For the CMP horizon year, to be compared with the TIP interim year, regionally significant network changes in the base case scenario shall be limited to the current Transportation Improvement Program (TIP) for projects subject to inclusion in the TIP.

PRODUCT 6: Statement establishing satisfaction of the above.

E. Automobile ownership:

Use *Travel Model One* automobile ownership models or forecasts, *BAYCAST-90* automobile ownership models, or submit alternative models to MTC for review and comment.

PRODUCT 7: County-level table comparing estimates of households by automobile ownership level (zero, one, two or more automobiles) to MTC's estimates for the horizon year.

F. Tour/trip generation:

Use *Travel Model One* tour generation models or forecasts, *BAYCAST-90* trip generation models, or submit alternative models to MTC for review and comment.

PRODUCT 8: Region-level tables comparing estimates of trip and/or tour frequency by purpose to MTC's estimates for the horizon year.

G. Activity/trip location:

Use *Travel Model One* activity location models or forecasts, *BAYCAST-90* trip distribution models, or submit alternative models to MTC for review and comment.

PRODUCTS: 9) Region-level tables comparing estimates of average trip distance by tour/trip purpose to MTC's estimates for the horizon year.

10) County-to-county comparison of journey-to-work or home-based work flow estimates to MTC's estimates for the horizon year.

H. Travel mode choice:

Use *Travel Model One* models or forecasts, *BAYCAST-90* models, or submit alternative models to MTC for review and comment.

PRODUCT 11: Region-level tables comparing travel mode share estimates by tour/trip purpose to MTC's estimates for the horizon year.

I. Traffic Assignment

Use *Travel Model One* or *BAYCAST-90* models, or submit alternative models to MTC for review and comment.

PRODUCTS: 12) Region-level, time-period-specific comparison of vehicle miles traveled and vehicle hours traveled estimates by facility type to MTC's estimates for the horizon year.

13) Region-level, time-period-specific comparison of estimated average speed on freeways and all other facilities, separately, to MTC's estimates for the horizon year.

Alternatively, CMAs may elect to utilize MTC zone-to-zone vehicle trip tables, adding network and zonal details within the county as appropriate, and then re-run the assignment. In this case, only Products 12 and 13 are applicable.

Appendix C: MTC's Regional Transit Expansion Program of Projects (MTC Resolution 3434) TOD Policy

Res. No. 3434, TOD Policy (Appendix D-2), revised Sept 24, 2007, is shown below; other associated Res. 3434 appendices are available upon request from the MTC library.

Date: July 27, 2005
W.I.: 12110
Referred by: POC
Revised:
10/24/07-C

Attachment D-2
Resolution No. 3434
Page 1 of 7

**MTC RESOLUTION 3434 TOD POLICY
FOR REGIONAL TRANSIT EXPANSION PROJECTS**

1. Purpose

The San Francisco Bay Area—widely recognized for its beauty and innovation—is projected to grow by almost two million people and one and a half million jobs by 2030. This presents a daunting challenge to the sustainability and the quality of life in the region. Where and how we accommodate this future growth, in particular where people live and work, will help determine how effectively the transportation system can handle this growth.

The more people who live, work and study in close proximity to public transit stations and corridors, the more likely they are to use the transit systems, and more transit riders means fewer vehicles competing for valuable road space. The policy also provides support for a growing market demand for more vibrant, walkable and transit convenient lifestyles by stimulating the construction of at least 42,000 new housing units along the region's major new transit corridors and will help to contribute to a forecasted 59% increase in transit ridership by the year 2030.

This TOD policy addresses multiple goals: improving the cost-effectiveness of regional investments in new transit expansions, easing the Bay Area's chronic housing shortage, creating vibrant new communities, and helping preserve regional open space. The policy ensures that transportation agencies, local jurisdictions, members of the public and the private sector work together to create development patterns that are more supportive of transit.

There are three key elements of the regional TOD policy:

- (a) Corridor-level thresholds to quantify appropriate minimum levels of development around transit stations along new corridors;

(b) Local station area plans that address future land use changes, station access needs, circulation improvements, pedestrian-friendly design, and other key features in a transit-oriented development; and

(c) Corridor working groups that bring together CMAs, city and county planning staff, transit agencies, and other key stakeholders to define expectations, timelines, roles and responsibilities for key stages of the transit project development process.

2. TOD Policy Application

The TOD policy only applies to physical transit extensions funded in Resolution 3434 (see Table 1). The policy applies to any physical transit extension project with regional discretionary funds, regardless of level of funding. Resolution 3434 investments that only entail level of service improvements or other enhancements without physically extending the system are not subject to the TOD policy requirements. Single station extensions to international airports are not subject to the TOD policy due to the infeasibility of housing development.

TABLE 1

Resolution 3434 Transit Extension Projects Subject to Corridor Thresholds

Project	Sponsor	Type	Threshold met with current development?	Meets TOD Policy (with current + new development as planned)?
<p>BART East Contra Costa Rail Extension (eBART)</p> <p>(a) Phase 1 Pittsburg to Antioch</p> <p>(b) Future phases</p>	BART/CCTA	Commuter Rail	No No	Yes No
<p>BART – Downtown Fremont to San Jose / Santa Clara</p> <p>(a) Fremont to Berryessa</p> <p>(b) Berryessa to San Jose/Santa Clara</p>	(a) BART (b) VTA	BART extension	No No	Not yet determined; planning is underway Not yet determined
AC Transit Berkeley/Oakland/San Leandro Bus Rapid Transit: Phase 1	AC Transit	Bus Rapid Transit	Yes	Yes
Caltrain Downtown Extension/Rebuilt Transbay Terminal	TJPA	Commuter Rail	Yes	Yes
MUNI Third Street LRT Project Phase 2 – New Central Subway	MUNI	Light Rail	Yes	Yes
<p>Sonoma-Marin Rail</p> <p>(a) Phase 1 downtown San Rafael to downtown Santa Rosa</p> <p>(b) Future phases tbd</p>	SMART	Commuter Rail	No	Not yet determined; planning is underway Not yet being planned

Dumbarton Rail	SMTA, ACCMA, VTA, ACTIA, Capitol Corridor	Commuter Rail	No	Not yet determined; planning is underway
Expanded Ferry Service to Berkeley, Alameda/Oakland/Harbor Bay, Hercules, Richmond, and South San Francisco; and other improvements.	WTA	Ferry	No	Line specific

* Ferry terminals where development is feasible shall meet a housing threshold of 2500 units. MTC staff will make the determination of development feasibility on a case by case basis.

3. Definitions and Conditions of Funding

For purposes of this policy “regional discretionary funding” consists of the following sources identified in the Resolution 3434 funding plan:

FTA Section 5309- New Starts
FTA Section 5309- Bus and Bus Facilities Discretionary
FTA Section 5309- Rail Modernization
Regional Measure 1- Rail (bridge tolls)
Regional Measure 2 (bridge tolls)
Interregional Transportation Improvement Program
Interregional Transportation Improvement Program-Intercity rail
Federal Ferryboat Discretionary
AB 1171 (bridge tolls)
CARB-Carl Moyer/AB434 (Bay Area Air Quality Management District)²

These regional funds may be programmed and allocated for environmental and design related work, in preparation for addressing the requirements of the TOD policy. Regional funds may be programmed and allocated for right-of-way acquisition in advance of meeting all requirements in the policy, if land preservation for TOD or project delivery purposes is essential. No regional funds will be programmed and allocated for construction until the requirements of this policy have been satisfied. See Table 2 for a more detailed overview of the planning process.

4. Corridor-Level Thresholds

Each transit extension project funded in Resolution 3434 must plan for a minimum number of housing units along the corridor. These corridor-level thresholds vary by mode of transit, with more capital-intensive modes requiring higher numbers of housing units (see Table 3). The corridor thresholds have been developed based on potential for increased transit ridership, exemplary existing station sites in the Bay Area, local general plan data, predicted market demand for TOD-oriented housing in each county, and an independent analysis of feasible development potential in each transit corridor.

² The Carl Moyer funds and AB 434 funds are controlled directly by the California Air Resources Board and Bay Area Air Management District. Res. 3434 identifies these funds for the Caltrain electrification project, which is not subject to the TOD policy.

**TABLE 2
REGIONAL TOD POLICY IMPLEMENTATION PROCESS
FOR TRANSIT EXTENSION PROJECTS**

Transit Agency Action	City Action	MTC/CMA/ABAG Action
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All parties in corridors that do not currently meet thresholds (see Table 1) establish Corridor Working Group to address corridor threshold. Conduct initial corridor performance evaluation, initiate station area planning.



Environmental Review/ Preliminary Engineering /Right-of-Way	Conduct Station Area Plans	Coordination of corridor working group, funding of station area plans
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Step 1 Threshold Check: the combination of new Station Area Plans and existing development patterns exceeds corridor housing thresholds .

Final Design	Adopt Station Area Plans. Revise general plan policies and zoning, environmental reviews	Regional and county agencies assist local jurisdictions in implementing station area plans
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Step 2 Threshold Check: (a) local policies adopted for station areas; (b) implementation mechanisms in place per adopted Station Area Plan by the time Final Design is completed.



Construction	Implementation (financing, MOUs) Solicit development	TLC planning and capital funding, HIP funding
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TABLE 3: CORRIDOR THRESHOLDS
HOUSING UNITS – AVERAGE PER STATION AREA

Project Type	BART	Light Rail	Bus Rapid Transit	Commuter Rail	Ferry
Threshold					
Housing Threshold	3,850	3,300	2,750	2,200	2,500*

Each corridor is evaluated for the Housing Threshold. For example, a four station commuter rail extension (including the existing end-of-the-line station) would be required to meet a corridor-level threshold of 8,800 housing units.

Threshold figures above are an average per station area for all modes except ferries based on both existing land uses and planned development within a half mile of all stations. New below market rate housing is provided a 50% bonus towards meeting housing unit threshold.

** Ferry terminals where development is feasible shall meet a housing threshold of 2500 units. MTC staff will make the determination of development feasibility on a case by case basis.*

Meeting the corridor level thresholds requires that within a half mile of all stations, a combination of existing land uses and planned land uses meets or exceeds the overall corridor threshold for housing (listed in Table 3);

Physical transit extension projects that do not currently meet the corridor thresholds with development that is already built will receive the highest priority for the award of MTC's Station Area Planning Grants.

To be counted toward the threshold, planned land uses must be adopted through general plans, and the appropriate implementation processes must be put in place, such as zoning codes. General plan language alone without supportive implementation policies, such as zoning, is not sufficient for the purposes of this policy. Ideally, planned land uses will be formally adopted through a specific plan (or equivalent), zoning codes and general plan amendments along with an accompanying programmatic Environmental Impact Report (EIR) as part of the overall station area planning process. Minimum densities will be used in the calculations to assess achievement of the thresholds.

An existing end station is included as part of the transit corridor for the purposes of calculating the corridor thresholds; optional stations will not be included in calculating the corridor thresholds.

New below-market housing units will receive a 50 percent bonus toward meeting the corridor threshold (i.e. one planned below-market housing unit counts for 1.5 housing units for the purposes of meeting the corridor threshold. Below market for the purposes of the Resolution 3434 TOD policy is affordable to 60% of area median income for rental units and 100% of area median income for owner-occupied units);

The local jurisdictions in each corridor will determine job and housing placement, type, density, and design.

The Corridor Working Groups are encouraged to plan for a level of housing that will significantly exceed the housing unit thresholds stated here during the planning process. This will ensure that the Housing Unit Threshold is exceeded corridor-wide and that the ridership potential from TOD is maximized.

5. Station Area Plans

Each proposed physical transit extension project seeking funding through Resolution 3434 must demonstrate that the thresholds for the corridor are met through existing development and adopted station area plans that commit local jurisdictions to a level of housing that meets the threshold. This requirement may be met by existing station area plans accompanied by appropriate zoning and implementation mechanisms. If new station area plans are needed to meet the corridor threshold, MTC will assist in funding the plans. The Station Area Plans shall be conducted by local governments in coordination with transit agencies, Association of Bay Area Governments (ABAG), MTC and the Congestion Management Agencies (CMAs).

Station Area Plans are opportunities to define vibrant mixed use, accessible transit villages and quality transit-oriented development – places where people will want to live, work, shop and spend time. These plans should incorporate mixed-use developments, including new housing, neighborhood serving retail, employment, schools, day care centers, parks and other amenities to serve the local community.

At a minimum, Station Area Plans will define both the land use plan for the area as well as the policies—zoning, design standards, parking policies, etc.—for implementation. The plans shall at a minimum include the following elements:

Current and proposed land use by type of use and density within the ½ mile radius, with a clear identification of the number of existing and planned housing units and jobs;
Station access and circulation plans for motorized, non-motorized and transit access. The station area plan should clearly identify any barriers for pedestrian, bicycle and wheelchair access to the station from surrounding neighborhoods (e.g., freeways, railroad tracks, arterials with inadequate pedestrian crossings), and should propose strategies that will remove these barriers and maximize the number of residents and employees that can access the station by these means. The station area and transit village public spaces shall be made accessible to persons with disabilities.

Estimates of transit riders walking from the half mile station area to the transit station to use transit;

Transit village design policies and standards, including mixed use developments and pedestrian-scaled block size, to promote the livability and walkability of the station area; TOD-oriented parking demand and parking requirements for station area land uses, including consideration of pricing and provisions for shared parking; Implementation plan for the station area plan, including local policies required for development per the plan, market demand for the proposed development, potential phasing of development and demand analysis for proposed development.

The Station Area Plans shall be conducted according to the guidelines established in MTC's Station Area Planning Manual.

6. Corridor Working Groups

The goal of the Corridor Working Groups is to create a more coordinated approach to planning for transit-oriented development along Resolution 3434 transit corridors. Each of the transit extensions subject to the corridor threshold process, as identified in Table 1, will need a Corridor Working Group, unless the current level of development already meets the corridor threshold. Many of the corridors already have a transit project working group that may be adjusted to take on this role. The Corridor Working Group shall be coordinated by the relevant CMAs, and will include the sponsoring transit agency, the local jurisdictions in the corridor, and representatives from ABAG, MTC, and other parties as appropriate.

The Corridor Working Group will assess whether the planned level of development satisfies the corridor threshold as defined for the mode, and assist in addressing any deficit in meeting the threshold by working to identify opportunities and strategies at the local level. This will include the key task of distributing the required housing units to each of the affected station sites within the defined corridor. The Corridor Working Group will continue with corridor evaluation, station area planning, and any necessary refinements to station locations until the corridor threshold is met and supporting Station Area Plans are adopted by the local jurisdictions.

MTC will confirm that each corridor meets the housing threshold prior to the release of regional discretionary funds for construction of the transit project.

7. Review of the TOD Policy

MTC staff will conduct a review of the TOD policy and its application to each of the affected Resolution 3434 corridors, and present findings to the Commission, within 12 months of the adoption of the TOD policy.