

## DRAFT TECHNICAL MEMORANDUM

Date: February 15, 2018  
To: Leah Greenblat and John Nemeth, WCCTAC  
From: Francisco Martin and Julie Morgan, Fehr & Peers  
Subject: **West County STMP Update: Draft Projects for Consideration**

OK17-0177

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The West Contra Costa Subregional Transportation Mitigation Program (STMP) is a development impact fee program that generates funds for regional and subregional transportation improvement projects. The STMP was first adopted in 1997, and an updated nexus study was prepared in 2005. The current effort is to update the program by completing a new nexus study; the following tasks have been reviewed by the West Contra Costa Transportation Advisory Committee (WCCTAC) Technical Advisory Committee (TAC) and completed to date:

- Conducted a review of the 2005 nexus study, current fee levels, and fee program administration and compared its methods to current professional best practices<sup>1</sup>.
- Reviewed historical and projected housing and job growth in West County<sup>2</sup>. The WCCTAC TAC recommended a 0.9 percent annual housing growth rate and 1.2 percent annual job growth assumption for use in the nexus study update during the September 14, 2017 TAC meeting.
- Developed a set of filtering criteria that can be applied to proposed transportation projects in West County to define STMP-eligible projects<sup>3</sup>. The criteria were accepted by the TAC during the September 14, 2017 meeting.

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<sup>1</sup> The information is summarized in the technical memorandum titled *West County STMP Update: Review of Prior Nexus Study, Current Fee Levels, and Fee Program Administration* (Fehr & Peers, July 25, 2017).

<sup>2</sup> The information is summarized in the technical memorandum titled *West County STMP Update: Review of Growth Projections* (Fehr & Peers, August 21, 2017).

<sup>3</sup> The information is summarized in the technical memorandum titled *West County STMP Update: Potential New Project List Criteria* (Fehr & Peers, September 5, 2017).



- Prepared an Existing Conditions summary of current transportation operations along Routes of Regional Significance, existing transit services, and existing pedestrian and bicycle infrastructure to identify existing deficiencies<sup>4</sup>.

An important element of a nexus study is to identify the capital improvement projects that will be eligible to receive funds from the fee program. This memorandum presents an updated draft list of projects to be considered by the TAC. Note that the Mitigation Fee Act specifies that impact fees should be used to fund capital projects, and not for ongoing operating or maintenance costs; therefore, emphasis will be placed on defining a set of capital projects that achieve the regional goals of the STMP program.

## PROJECT LIST CRITERIA

There are many transportation needs in West County, and many projects have been considered or are in various phases of planning. To define projects that are consistent with the regional emphasis of the STMP program, the following criteria were considered and accepted by the TAC during the September 14, 2017 meeting.

As a first step, all STMP-eligible projects must meet the following criterion:

- Does the project have a reasonable expectation of implementation during the timeframe of the fee program (i.e., year 2040)?

Then, a project should meet at least one of the following criteria to be eligible for STMP funding:

- Does the project address the impacts of congestion on regional travel?
- Is the project located on a Route of Regional Significance?
- Does the project improve access to BART stations, transit centers or major transit hubs?
- Does the project increase transit ridership?
- Does the project improve bicycle or pedestrian access to transit?

Although the focus of the STMP project list is to identify improvements that serve regional travel needs by reducing congestion or increasing accessibility along Routes of Regional Significance and

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<sup>4</sup> The information is summarized in the technical memorandum titled *West County STMP Update: Review of Existing Conditions* (Fehr & Peers, September 6, 2017).



major transit facilities, it is important to note that projects that are not directly located on such routes may also be considered. Specifically, projects along other roadways that could indirectly improve regional travel or the operations of Routes of Regional Significance may meet one or more of the above criteria, and thus be STMP-eligible.

The WCCTAC Board received a presentation about these criteria on December 8, 2017, and had no comments or concerns.

## TAC RECOMMENDED DRAFT PROJECT LIST

The draft project list recommended by the TAC is presented in **Attachment A**. This list contains a combination of projects currently in the STMP, as well as projects that have been identified as potential additions to the STMP through the review of recent planning documents, the application of the project eligibility criteria described above, and feedback from the TAC. The following sections describe how this draft project list was developed.

## CURRENT STMP PROJECT LIST

The current STMP provides funding for 11 projects that were the subject of the *2005 Update of the STMP* nexus study. These projects are varied, ranging from interchange improvements along Interstate 80 (I-80) and State Route 4 (SR 4), traffic/pedestrian/transit improvements along arterial corridors such as San Pablo Avenue and San Pablo Dam Road, parking and access improvements at transit stations (including BART and intermodal stations in Richmond and Hercules), and investments in completing the Bay Trail. Note that two projects, the Richmond Intermodal Station (original ID #1) and the Hercules Transit Center at the I-80/SR 4 interchange (original ID #10), have been completed and therefore have been removed from the draft project list.

For reference purposes, the approved filtering criteria were applied to the current STMP project list. Most projects met at least one of the criteria, with the following caveats.

- The Bay Trail Gap Closure project (ID #6) has limited relation to the criteria since only certain segments of the Bay Trail provide direct access to major transit services. Some transit-focused STMP projects, such as the Hercules Intermodal Transit Center and the Richmond Ferry Terminal, include elements to address gaps in the Bay Trail near those facilities. Other Bay Trail segments that fit the STMP project criteria could also be considered for inclusion.



- The North Richmond Connector project (ID #9) does not appear to meet any of the criteria, unless it could be demonstrated that its function would be to reduce demand and regional congestion on Richmond Parkway, a designated Route of Regional Significance. This project was removed from the draft project list based on feedback from the TAC.

As part of the current nexus study update, the TAC and Board may decide to continue to include some or all of the remaining STMP projects in the updated fee program.

## POTENTIAL ADDITIONAL STMP-ELIGIBLE PROJECTS

Fehr & Peers, in coordination with WCCTAC staff, developed a preliminary list of additional STMP-eligible projects that meet at least one of the approved filtering criteria. These additional projects were identified by reviewing a number of planning and environmental clearance documents addressing West County's existing and future transportation needs. The potential additional projects were discussed with the TAC on November 16<sup>th</sup>, January 11<sup>th</sup>, and February 8<sup>th</sup>. TAC comments have been incorporated and are reflected in the TAC recommended draft project list presented in **Attachment A**. The set of comments provided by TAC members and the corresponding responses by WCCTAC and Fehr & Peers staff can be provided separately if requested. The following documents were reviewed to develop the preliminary draft project list:

- *Regional Measure 3 Expenditure Plan* (MTC, September 2017)
- *2016 Express Bus Study Update Final Report* (CCTA, June 2017)
- *2017 Countywide Comprehensive Transportation Plan Public Review Draft* (CCTA, May 2017)
- *West Contra Costa High-Capacity Transit Study* (WCCTAC, May 2017)
- *2015 Update of the Contra Costa Congestion Management Program* (CCTA, December 2015)
- *2014 Comprehensive Transportation Project List* (CCTA, March 2015)
- *West County Action Plan for Routes of Regional Significance* (CCTA, January 2014)
- *BART Sustainable Communities Operations Analysis* (BART, June 2013)
- *West Contra Costa Transit Enhancement and Wayfinding Plan* (WCCTAC, October 2011)
- *2009 Contra Costa Countywide Bicycle and Pedestrian Plan* (CCTA, October 2009)
- Various planning and environmental documents completed in the past several years and available on agency websites, including the following:
  - *Final Hercules Safeway Project Transportation Impact Assessment* (City of Hercules,
  - *Administrative Draft San Pablo City Hall Site Reuse Project Transportation Impact Assessment* (City of San Pablo, June 2017)



- *San Pablo Avenue Complete Streets Study Feasibility Report* (Contra Costa County Public Works, April 2017)
- *Administrative Draft West County Health Center – Transportation Impact Analysis* (Contra Costa County, April 2017)
- *Draft CEQA Initial Study/Mitigated Negative Declaration Goodrick Avenue Bay Trail Gap Closure Project* (City of Richmond, January 2017)
- *CVS/Pharmacy & Wireless Communication Facility Relocation Initial Study* (City of Pinole, October 2015)
- *South Richmond Transportation Connectivity Plan* (City of Richmond, July 2015)
- *Bay Walk Mixed-Use Project Final Initial Study and Mitigated Negative Declaration* (City of Richmond, July 2015)
- *Pinole Gateway Shopping Center Initial Study* (City of Pinole, January 2015)
- *San Pablo Avenue Specific Plan* (City of El Cerrito, December 2014)
- *Final Sycamore Crossing Transportation Assessment* (City of Hercules, November 2014)
- *Final Environmental Impact Report San Pablo Avenue Specific Plan* (City of El Cerrito, August 2014)
- *Richmond Central Project Initial Study Checklist Public Review Draft* (City of Richmond, April 2014)
- *Draft Environmental Impact Report Bottoms Property Residential Project* (City of Richmond, March 2014)
- *Final Report for the San Pablo Avenue Complete Streets Study* (Cities of Richmond and San Pablo, September 2013)
- *City of Richmond Bicycle Master Plan* (City of Richmond, October 2011)
- *Ohlone Greenway Master Plan* (City of El Cerrito, June 2009)

Fehr & Peers reviewed the documents listed above and identified an initial list of capital projects that were either located on a Route of Regional Significance or could indirectly improve operations on such Routes. This initial screening process identified more than 150 projects. Fehr & Peers then removed duplicative projects, consolidated projects that contained similar elements based on project descriptions, and applied the approved filtering criteria, thereby developing a preliminary draft list of 39 new projects, in addition to the 11 projects on the current STMP list.



## DRAFT PROJECT LIST CONSIDERATIONS

The draft project list was discussed with the TAC at their meetings on November 16, January 11, and February 8. The TAC also took into consideration comments from the December 8 WCCTAC Board meeting, at which the Board expressed a strong consensus that the STMP should focus on sustainable transportation projects and on projects that primarily serve the travel needs of West County residents and employees, and should not emphasize projects that primarily benefit users from other regions. The Board views the STMP program as a good source of funds for planning and design activities that get projects shovel-ready and able to compete effectively for other sources of construction funding.

The conclusion of the TAC's discussions is a list of 18 projects presented in Attachment A, which the TAC has recommended to the Board for consideration. A table of TAC comments and responses can be provided separately if requested.

## NEXT STEPS

The TAC-recommended draft project list that is presented as Attachment A in this memo will be presented at the February 23<sup>rd</sup> Board meeting for review and approval.

Please contact Francisco Martin or Julie Morgan if you have any questions or comments.

### **Attachments**

**Attachment A** – TAC Recommended West County Draft STMP Projects

**Attachment A**

**TAC Recommended West County  
Draft STMP Projects**

TAC RECOMMENDED WEST COUNTY DRAFT STMP PROJECTS							
ID	Project	Project Description	Document Reference	Total Project Cost Estimate	Other Identified Funding	Eligible STMP Funding Allocation <sup>1</sup>	Sponsor(s)
Complete Streets Projects							
1	San Pablo Avenue Complete Streets Projects <sup>2</sup>	a.) Construct bike and pedestrian improvements along San Pablo Avenue from Rodeo to Crockett by reducing roadway from 4 lanes to 3 lanes plus Class I path.	Countywide Transportation Plan (2017), West County Transit Enhancement and Wayfinding Plan (2011)	\$8,200,000			County
		b.) Construct bicycle and pedestrian improvements along San Pablo Avenue between La Puerta Road and Hilltop Drive. Including new sidewalk installation on San Pablo Avenue between Lancaster Drive and Robert Miller Drive on the east side, and on Robert Miller between San Pablo Avenue and Hilltop Drive, to improve pedestrian access to the Contra Costa College Transit Hub and the Hilltop Mall Area.	West County Transit Enhancement and Wayfinding Plan	\$3,000,000			Richmond
		c.) Construct bike, pedestrian and transit improvements along San Pablo Avenue from Rivers Street in San Pablo to Lowell Avenue in Richmond.	Countywide Transportation Plan, San Pablo Bicycle and Pedestrian Master Plan (2017)	\$13,100,000			San Pablo
		d.) Implement Complete Streets improvements along San Pablo Avenue including directional cycle track and other bicycle, pedestrian and transit improvements in El Cerrito.	Countywide Transportation Plan, El Cerrito San Pablo Avenue Specific Plan (2014)	\$7,800,000			El Cerrito
		e.) San Pablo Avenue Class I Boardwalk between John Muir Parkway and Sycamore Avenue. Project is necessary to provide pedestrian and transit access to a recently approved shopping center on San Pablo Avenue, across the street from the planned boardwalk.	West County Transit Enhancement and Wayfinding Plan	\$296,400			Hercules
		f.) Complete bicycle/pedestrian connection on San Pablo Avenue over Santa Fe Railroad tracks by upgrading the existing bridge or constructing new dedicated bicycle/pedestrian bridge.	Countywide Transportation Plan	\$16,000,000			Pinole
2	Appian Way Complete Streets Project <sup>2</sup>	Provide continuous sidewalks and bike lanes throughout the corridor. The project will also consider future/existing bus stop locations, on-street parking and sidewalk treatments, such as bulb outs and median refuge islands, while also improving access consistent with ADA. Project limits are along Appian Way in unincorporated El Sobrante between Allview Avenue and San Pablo Dam Road. Improvements in the City of Pinole will also be considered.					
3	San Pablo Dam Road Improvements in Downtown El Sobrante <sup>2</sup>	Revitalization of the downtown business district in El Sobrante including traffic calming, additional signals, pedestrian improvements, transit improvements, turn lanes, etc. that are identified in the Downtown El Sobrante Transportation and Land Use Plan (and subsequent documents).	Countywide Transportation Plan 2005 Update of the Subregional Transportation Mitigation Program (STMP)	\$22,200,000			County, Pinole
				\$6,900,000			County
Complete Streets Project Category - Total Cost Estimate				\$77,496,400			
Other Bicycle and Pedestrian-Focused Improvements							
4	Bay Trail Gap Closure	Close Bay Trail gaps in West Contra Costa County along the following segments: 1.) 0.3-mile segment along Goodrick Avenue in Richmond. 2.) 1.5-mile segment between Atlas Road and Cypress Avenue in unincorporated Contra Costa County. 3.) 0.1-mile segment between Bayfront Park and Pinole Creek in Pinole. Projects listed above are key gap closures that can improve access to transit facilities near the Bay Trail.					
5	Ohlone Greenway Improvements	Implement crossing, wayfinding, signing, lighting, safety and security, and landscaping improvements along Ohlone Greenway.	Countywide Transportation Plan, Ohlone Greenway Master Plan (2009)	\$11,135,000			County, Pinole, Richmond
6	I-580/Harbour Way Interchange Pedestrian & Bicycle Access Improvements	Improve pedestrian and bicycle crossings at the I-580/Harbour Way interchange ramps, to improve pedestrian and bicycle connections between waterfront (including future Ferry terminal) and central Richmond.	Countywide Transportation Plan, Ohlone Greenway Master Plan (2009)	\$2,900,000			El Cerrito
7	I-580/Marina Bay Parkway Interchange Pedestrian & Bicycle Access Improvements	Improve pedestrian and bicycle crossings at the I-580/Marina Bay Parkway interchange ramps. The following improvements may be considered: -Stripe and sign bike lanes along Marina Parkway, connect bike lanes to the Officer Moody Class I path at Meeker Avenue/Marina Bay Parkway intersection. -Consider narrowing or removing travel lanes on South 23rd Street to provide a bicycle and pedestrian connection to downtown Richmond. -Stripe crosswalks at freeway ramps for pedestrian and bicycle travel across ramps. -Square the freeway off-ramps to slow speeds and improve sightlines between drivers and bicyclists/pedestrians.	West County Transit Enhancement and Wayfinding Plan, South Richmond Transportation Connectivity Plan (2015)	\$386,500			Richmond
			West County Transit Enhancement and Wayfinding Plan, City of Richmond Bicycle Master Plan (2011)	\$815,300			Richmond
Other Bicycle and Pedestrian-Focused Project Category - Total Cost Estimate				\$15,236,800			



TAC RECOMMENDED WEST COUNTY DRAFT STMP PROJECTS							
ID	Project	Project Description	Document Reference	Total Project Cost Estimate	Other Identified Funding	Eligible STMP Funding Allocation <sup>1</sup>	Sponsor(s)
Transit and Station-Related Improvements							
8	I-80 Express Bus Service (Short & Mid-Term Improvements)	Express Bus Service on I-80 from Hercules Transit Center south to Berkeley, Emeryville, Oakland, and expanded service to San Francisco, with intermediate stops at the Richmond Parkway Transit Center and a potential I-80/Macdonald Avenue Express Bus/BRT transit center. Expansion of park-and-ride lots and freeway ramp improvements could occur in the medium to long-term. A series of Richmond Parkway Transit Center Improvements may also include: -Improve pedestrian and bicycle crossings at the I-80/Blume Drive and I-80/Fitzgerald Drive intersections -New sidewalks and bicycle lanes providing access to the transit center.	West County High-Capacity Transit Study (2017), 2016 Express Bus Study Update Final Report (2017)	\$104,003,000			WCCTAC
9	Hercules Regional Intermodal Transportation Center	Current phase of Hercules RITC is to complete construction of the new train stop for Capitol Corridor service, including parking, station platform, signage and plazas, rail improvements, bicycle and pedestrian access improvements (e.g. Bay Trail connections), etc. Capital improvements along the corridor in West Contra Costa, including track improvements, drainage, fencing, safety improvements, etc. Future capital improvements could include preparation for ferry service.	West County High-Capacity Transit Study, Countywide Transportation Plan, 2005 Update of the STMP	\$51,000,000			Hercules
10	BART Extension (Planning & Conceptual Engineering Phases) from Richmond Station to Hercules <sup>3</sup>	BART extension from the Richmond BART Station to the City of Hercules. The Project will evaluate viable options and may consider a one-stop extension to the City of San Pablo. Only the planning, conceptual engineering and program level environmental clearance phases of the project are included.	West County High-Capacity Transit Study	\$56,000,000			WCCTAC
11	San Pablo Avenue Transit Corridor Improvements	BRT on San Pablo Avenue approximating the existing 72R Rapid Bus route from downtown Oakland to the Richmond Parkway Transit Center and extending Rapid Bus from the Richmond Parkway Transit Center to the Hercules Transit Center. In the short-term, Rapid Bus Improvements could be extended to Richmond Parkway with service to Contra Costa College and Hilltop Mall and transit priority treatments introduced along the corridor. Extending Rapid Bus treatments north to the Hercules Transit Center and introducing bus-only lanes on San Pablo Avenue from El Cerrito del Norte north to 23rd Street could occur in the medium-term.	West County High-Capacity Transit Study	\$183,000,000			WCCTAC
12	23rd Street Transit Corridor Improvements	23rd Street BRT from Richmond Ferry Terminal and UC Berkeley Richmond Field Station to Richmond BART/Capitol Corridor station, then continuing to Contra Costa College, with possible extension along San Pablo Avenue to Hilltop Mall and Hercules. Improvements to pedestrian facilities that enhance access to BRT stations are also assumed as part of this project.	West County High-Capacity Transit Study	\$116,000,000			WCCTAC
13	West County BART Station Access, Parking & Capacity Improvements	a.) El Cerrito Plaza Station Modernization and Capacity Enhancements: Improve access, expand capacity, enhance placemaking, and address state-of-good repair issues at the 45-year old El Cerrito Plaza BART station. Include an improved kiss n’ ride area, landscaping, new stairs and elevators to the platform, new station restrooms, and improved bus intermodal area with raised crosswalks.	El Cerrito Plaza and Del Norte Stations - Modernization Concept Plan (2013)	\$42,710,000			BART
		b.) El Cerrito Plaza BART Pedestrian & Bike Safety and Access Improvements: Enhancements on streets between BART Station and Carlson Blvd, including improved pedestrian lighting, widened sidewalks, improved crosswalks, signal timing adjustments, wayfinding and signage, and upgraded bicycle facilities.	BART Walk and Bicycle Gap Study (2017)	\$1,200,000			BART, El Cerrito
		c.) Richmond BART Pedestrian & Bike Safety and Access Improvements: Enhancements on streets surrounding BART Station to improve station access and safety, including pedestrian lighting, widened sidewalks, improved crosswalks, signal timing adjustments, wayfinding and signage, and upgraded bicycle facilities.	BART Walk and Bicycle Gap Study	\$3,300,000			BART, Richmond
		d.) Richmond Crossover Project: Additional Crossover to allow quicker turnbacks, to utilize fleet more effectively, reduce conflicts in yard, and allow increased service frequency.	BART Sustainable Communities Operations Analysis (2013)	\$27,000,000			BART
14	Del Norte Area TOD Public Infrastructure Improvements	Planning, engineering, environmental studies, and construction of the public transportation-related improvements at the El Cerrito Del Norte BART station's Transit Oriented Development project. Funding will provide improvements including, but not limited to: new parking facilities; bicycle, pedestrian, and bus transit access improvements; signage; lighting; improvements to station access or station waiting areas; ADA improvements; improvements to adjacent streets, street crossings, or signals; and/or Ohlone Greenway improvements.	2005 Update of the STMP	\$25,000,000	\$7,100,000		El Cerrito
Transit and Station-Related Project Category - Total Cost Estimate				\$609,213,000			

