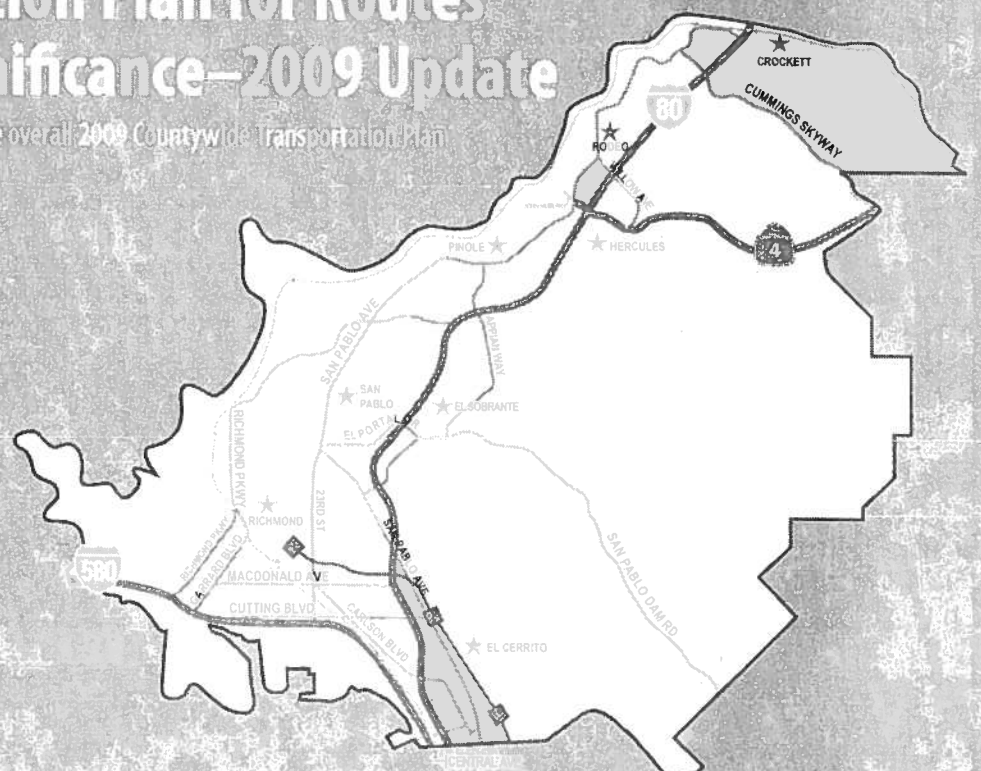


# West County Action Plan for Routes of Regional Significance—2009 Update

The West County Action Plan is part of the overall 2009 Countywide Transportation Plan



July 2009



---

WEST COUNTY ACTION PLAN FOR ROUTES OF REGIONAL SIGNIFICANCE – 2009 UPDATE

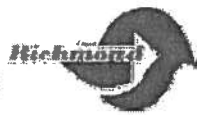
PREPARED FOR



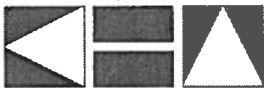
CONTRA COSTA  
transportation  
authority



IN ASSOCIATION WITH



PREPARED BY



Kimley-Horn  
and Associates, Inc.

JULY 31, 2009

---

**TABLE OF CONTENTS**

**CHAPTER 1: INTRODUCTION AND BACKGROUND**..... 1

    1.1 ACTION PLAN HIGHLIGHTS..... 1

    1.2 INTRODUCTION..... 2

    1.3 BACKGROUND ..... 3

    1.4 WEST COUNTY ROUTES OF REGIONAL SIGNIFICANCE ..... 6

**CHAPTER 2: FUTURE PROJECTIONS**..... 8

    2.1 TRAVEL DEMAND MODEL FORECASTING..... 8

    2.2 DEMOGRAPHIC TRENDS ..... 12

**CHAPTER 3: AREA-WIDE AND CORRIDOR ACTION PLANS** ..... 15

    3.1 MTSOs AND KEY OBJECTIVES..... 15

    3.2 AREA-WIDE ACTION PLAN..... 16

    3.3 INTERSTATE 580 ACTION PLAN ..... 22

    3.4 INTERSTATE 80 ACTION PLAN..... 23

    3.5 RICHMOND PARKWAY ACTION PLAN ..... 25

    3.6 SAN PABLO AVENUE ACTION PLAN..... 26

    3.7 STATE ROUTE 4 ACTION PLAN..... 28

    3.8 SAN PABLO DAM ROAD ACTION PLAN ..... 29

    3.9 23<sup>RD</sup> STREET ACTION PLAN..... 31

    3.10 APPIAN WAY ACTION PLAN ..... 32

    3.11 CARLSON BOULEVARD ACTION PLAN..... 33

    3.12 CENTRAL AVENUE ACTION PLAN..... 34

    3.13 CUMMINGS SKYWAY ACTION PLAN..... 35

    3.14 CUTTING BOULEVARD ACTION PLAN..... 36

    3.15 EL PORTAL DRIVE ACTION PLAN ..... 37

    3.16 WILLOW AVENUE ACTION PLAN ..... 38

    3.17 MACDONALD AVENUE ACTION PLAN..... 39

**CHAPTER 4: MONITORING AND GPA REVIEW PROCESS** ..... 40

    4.1 MONITORING AND REVIEW..... 40

    4.2 NOTIFICATION AND CIRCULATION REQUIREMENTS FOR ENVIRONMENTAL DOCUMENTS..... 40

    4.3 REVIEW OF GENERAL PLAN AMENDMENTS..... 40

    4.4 SCHEDULE FOR ACTION PLAN REVIEW AND UPDATE..... 41

    4.5 MONITORING OF ACTION PLAN IMPLEMENTATION BY LOCAL AGENCIES ..... 42

**INDEX TO ACTION PLANS BY JURISDICTION**..... 43

**LIST OF TABLES**

Table 1: I-580 Countywide Model Traffic Volume Forecast..... 9

Table 2: I-80 Countywide Model Traffic Volume Forecast ..... 9

Table 3: Richmond Parkway Countywide Model Traffic Volume Forecast ..... 10

Table 4: San Pablo Avenue Countywide Model Traffic Volume Forecast..... 10

Table 5: SR-4 Countywide Model Traffic Volume Forecast ..... 11

Table 6: San Pablo Dam Road Countywide Model Traffic Volume Forecast ..... 11

Table 7: Household Projections by Area ..... 12

Table 8: Employment Projections by Area..... 12

**LIST OF FIGURES**

Figure 1: WCCTAC Routes of Regional Significance..... 7

Figure 2: Household Projections by Area..... 13

Figure 3: Employment Projections by Area..... 13

Figure 4: West County Employed Residents and Jobs ..... 14

## 1.1 ACTION PLAN HIGHLIGHTS

In 1999, in conjunction with the 2000 update to the *Contra Costa Countywide Comprehensive Transportation Plan*, the West Contra Costa Transportation Advisory Committee (WCCTAC) updated its Action Plan. That update focused on reviewing the goals, regional actions, and more specific transportation service objectives and actions for each Regional Route.

As part of the 2009 update to the *Countywide Comprehensive Transportation Plan*, the Contra Costa Transportation Authority (CCTA or the Authority) is supporting the Regional Transportation Planning Committees (RTPC) in the review and update of their Action Plans. Since the last update in 2000, many changes have occurred involving West County's infrastructure, available funding resources, as well as completion of some major projects such as the new Carquinez Bridge, the HOV lanes on I-80, and the Richmond Intermodal Transit Center. With the successful passage of Measure J in Contra Costa, and voter approval of Proposition 1B, new projects are under development, such as the I-80 Integrated Corridor Mobility (ICM) project, and reconstruction of the Central Avenue and San Pablo Dam Road interchanges with I-80. This update provides WCCTAC with an opportunity to revisit the Action Plan to reflect these and other changes, and to set new goals.

In general, many of the goals and key objectives outlined in the 2000 Action Plan Update (2000 Update) remain valid and have been carried forward into the 2009 Update. The 2000 Update took a comprehensive, multi-modal approach towards addressing West County's key transportation issues. The 2009 Update maintains and expands that approach by identifying Multi-Modal Transportation Service Objectives (MTSOs), of which approximately 58% of the 12 different measurement types are related to alternative modes of transportation such as transit, ridesharing, bicycling, and ferry usage. In total, there are 26 goals and MTSOs in the 2009 Update, including four new MTSOs.

In addition to an expanded focus on the multi-modal transportation system, the 2009 Update includes the following major changes to the 2000 Update:

1. The 2009 Update reflects a renewed focus on mitigating the congestion on I-80 during the weekday and weekend peak hours by including new MTSOs to address these time periods. The 2000 Update focused on promoting transit ridership and increases in vehicular occupancy to reduce I-80 congestion. While these programs are still promoted, the continued level of congestion on I-80 during peak periods has resulted in motorists using parallel arterials to bypass I-80, thereby increasing congestion on those facilities as well as on I-80. The Interstate 80 Integrated Corridor Mobility (ICM) project is currently being undertaken through the partnership of over 20 agencies and will enhance the current Transportation Management System along the I-80 Corridor by using "State of the Practice" solutions to build an integrated, balanced, responsive and equitable system. This system will monitor and maintain optimum traffic flow along the network to regulate speed, reduce delays, and reduce incidents to improve the safety and mobility for all users. In response to the I-80 ICM project, the following MTSO has been added to the 2009 Update:
  - Maintain 3.0 or less Delay Index on I-80 during weekday morning and evening peak hour. (Delay Index is measured by computing the ratio of off-peak hour travel time to peak hour travel time.)

To establish a focus on environmental sustainability, including programs including, but not limited to, transportation demand management (TDM), housing infill, pedestrian and bicycle education, permeable surfaces in parking lots, and attention to habitat. In addition, actions that will have a direct effect on the reduction in greenhouse gas emissions were prioritized throughout the Action Plan Goals Section. The 2009 Update is a comprehensive revision to the 2000 Update. Once adopted by the WCCTAC Board and the CCTA Board, the 2009 Update will supersede the previously adopted 2000 Update. The 2009 Update, along with the other RTPC Action Plan Updates will be incorporated into the 2009 Contra Costa Countywide Comprehensive Transportation Plan (CTP) Update. Using the adopted 2000 Update as a base, the 2009 Update builds on new information from a variety of sources including:

- Association of Bay Area Governments (ABAG) Projections
- Countywide Travel Demand Forecasting Model (2030 forecasts)
- The Measure J Draft Implementation Guide (CCTA)
- The 2007 Traffic Service Objectives Monitoring Report (CCTA)
- The 2007 Congestion Management Program Update (CCTA)
- Current transit ridership counts
- 2006 American Community Survey
- 2000 U.S. Census Transportation Package

The key components of the adopted West County Action Plan are the Traffic Service Objectives (TSOs), and specific projects, programs, and measures to be taken to achieve those objectives. TSOs and actions are defined and described in the CCTA's *Growth Management Implementation Guide*. Chapter 3 of this 2009 Update recommends updated TSOs, now called MTSOs, and actions for the West County area, as well as specific actions for the routes of regional significance.

As with the previous Action Plans, the 2009 Update requires WCCTAC, local jurisdictions, and/or other agencies to take certain actions to achieve the MTSOs. For those actions where WCCTAC jurisdictions are listed as the responsible agencies, it is intended that all WCCTAC member jurisdictions (the cities and the County) are responsible for assisting in the implementation of the action either individually, jointly, or through actions by the WCCTAC Board. Chapter 3 of this document also outlines procedures for sharing environmental documents, reviewing General Plan amendments, and monitoring progress in attaining the MTSOs set forth.

Several actions list responsible agencies that are not voting members of WCCTAC such as Caltrans and MTC. In these cases, the responsibilities of WCCTAC and its member jurisdictions are to encourage and support the non-member agencies in implementing the action. WCCTAC and its member jurisdictions cannot be held responsible for the action or inaction of these non-member agencies. Compliance with the Growth Management Plan requires that each responsible jurisdiction implement each action, as described in CCTA's *Growth Management Implementation Guide*. The procedures and definitions incorporated in the Guide are included herein by reference.

### **1.3 BACKGROUND**

#### **THE MEASURE J GROWTH MANAGEMENT PROGRAM**

In 1988, the voters of Contra Costa passed Measure C, a half-cent sales tax transportation improvement program that generated approximately one billion dollars (2008 dollars) for projects such as highways, transit, bus operations, and bicycle/pedestrian trails, and programs such as paratransit, transportation demand management, and more. Measure C was extended through 2034 by Measure J, which passed in November 2004 with a 70% super-majority. Measure J revenues are projected to total approximately two billion dollars (2008 dollars) over 25 years for a new set of Expenditure Plan projects and programs.

**RESPONSIBILITIES OF THE LOCAL JURISDICTIONS**

This 2009 Update sets forth the actions, programs, projects, and measures that the local jurisdictions have agreed to implement to mitigate cumulative traffic impacts on the major corridors serving West County. Forwarding the "Proposal for Adoption" 2009 Update to the CCTA constitutes an agreement by the local jurisdictions to carry out the actions and responsibilities outlined in the 2009 Update. Compliance with the GMP will be based upon the local jurisdictions implementation of the actions, programs, projects, and measures.

**RELATIONSHIP TO OTHER PLANS AND PROGRAMS**

The relationship of the 2009 Update to other plans and programs is as follows:

- **Measure J:** As described in Section 1.3.1 above
- **Countywide Comprehensive Transportation Plan (CTP):** CCTA is required to prepare and update the CTP. The Action Plan updates for the five RTPCs will be incorporated into the 2009 CTP Update.
- **Congestion Management Program:** In addition to the requirements of the Measure J Growth Management Program, the Contra Costa jurisdictions must meet the requirements of the State-mandated Congestion Management Program (CMP). Local jurisdictions that comply with the CMP are entitled to receipt of gas tax revenues. There is considerable overlap between the Growth Management Program and the CMP. In addition to the overlapping requirements, the CMP established a system of freeway and principle arterials for monitoring roadway level of service. The CMP network is a subset of Routes of Regional Significance. In West Contra Costa County, the CMP network consists of I-80, I-580, State Route 4, San Pablo Avenue from State Route 4 to the Alameda County line, El Portal Drive from San Pablo Avenue to San Pablo Dam Road, San Pablo Dam Road, the Richmond Parkway, and Cutting Boulevard from Canal Boulevard to San Pablo Avenue.

**CRITERIA FOR DESIGNATING REGIONAL ROUTES**

The designation of Regional Routes for West County was essentially completed with WCCTAC's adoption of its first West County Action Plan in 1994. The regional route network identified in that plan was subsequently incorporated into the CCTA's 1995 CTP and 2000 CTP Update. The criteria shown below for designating Routes of Regional Significance has remained unchanged since it was first adopted by CCTA in 1990.

To designate a Regional Route, the RTPC should ask the following questions:

- Does the road connect two or more "regions" of the County?
- Does the road cross County boundaries?
- Does the road carry a significant amount of through-traffic (a threshold might be specified by the RTPC)?
- Does the road provide access to a regional highway or transit facility (e.g., a BART station or freeway interchange)?

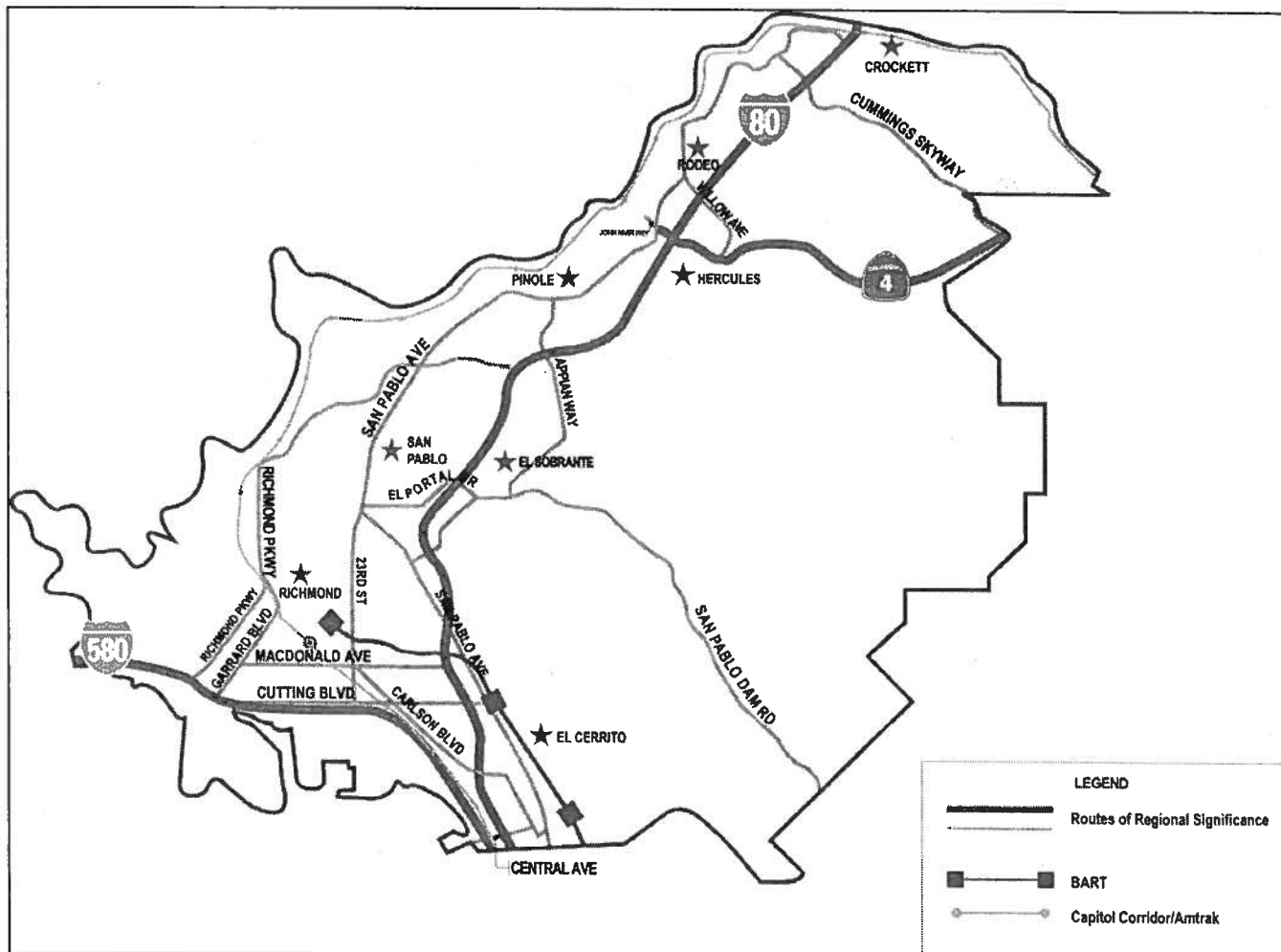
The RTPC may propose, and CCTA may designate, a Regional Route that meets one or more of the criteria.<sup>2</sup> Alternatively, some routes that meet one or more of the criteria can remain undesignated, provided that a consensus not to designate such routes is reached among affected jurisdictions. Furthermore, routes that

---

<sup>2</sup> Contra Costa Transportation Authority, Growth Management Implementation Documents, *Implementation Guide*, Adopted December 1990, p. IG-10; also shown in the Public Review Draft of the Measure J update to the *Implementation Guide*, October 18, 2007, p. 20.

- **Central Avenue (San Pablo Avenue to I-580):** Central Avenue is a four-lane arterial that links San Pablo Avenue, I-80, I-580, and the United States Post Office’s Bulk Mail facility near Rydin Road.
- **Cummings Skyway (San Pablo Avenue to SR-4):** Cummings Skyway is a two-lane connector between State Route 4 and I-80, and now connects to San Pablo Avenue via the Cummings Skyway extension. Cummings Skyway and State Route 4 are the major connection roads to Martinez, Central Contra Costa County, and Crockett.
- **Cutting Boulevard (Garrard Avenue to San Pablo Avenue):** Cutting Boulevard is the Caltrans-designated route for westbound I-80 traffic going west to I-580 and the Richmond-San Rafael Bridge. It is also an arterial connector to the El Cerrito del Norte BART station.
- **El Portal Drive (San Pablo Avenue to San Pablo Dam Road):** El Portal Drive is a two-lane road between San Pablo Dam Road and the westbound I-80 on-ramp. El Portal Drive widens to four lanes between the westbound I-80 on-ramp and San Pablo Avenue. El Portal Drive carries through traffic from I-80 and San Pablo Dam Road to San Pablo Avenue.
- **Willow Avenue (San Pablo Avenue/Parker Avenue to SR-4):** Willow Avenue provides access between San Pablo Avenue, I-80, and State Route 4 into the western portions of Contra Costa County.
- **Macdonald Avenue (San Pablo Avenue/Garrard Avenue):** Macdonald Avenue is the main east-west artery in the City of Richmond. It runs directly from Richmond Parkway through the downtown area to San Pablo Avenue. It then continues before ending in the City of El Cerrito.

Figure 1: WCCTAC Routes of Regional Significance



**Table 1: I-580 Countywide Model Traffic Volume Forecast**

Route	Location	Peak	Peak Time Period	2008 Peak Hour Volume	2030 Peak Hour Volume (w/ GCCM)	Increase 2008-'30
I-580	Richmond-San Rafael Bridge	WB	AM	4,731	4,462	-6%
		EB	PM	1,920	2,958	54%
I-580	Richmond-San Rafael Bridge to Cutting Blvd (between Canal & Cutting)	WB	AM	3,487	3,746	7%
		EB	PM	2,392	3,281	37%
I-580	Cutting Blvd to ALA Co (between Bayview & Central)	WB	AM	2,791	3,474	24%
		EB	PM	3,438	4,987	45%

**Table 2: I-80 Countywide Model Traffic Volume Forecast**

Route	Location	Peak	Peak Time Period	2008 Peak Hour Volume	2030 Peak Hour Volume (w/ GCCM)	Increase 2008-'30
I-80	ALA Co to San Pablo Avenue (between Carlson & Potrero)	WB	AM	6,209	7,179	16%
		EB	PM	6,080	6,847	13%
I-80	San Pablo Avenue to Richmond Pkwy (between El Portal & Hilltop)	WB	AM	7,126	8,195	15%
		EB	PM	7,328	7,866	7%
I-80	Richmond Parkway to SR-4 (between Appian & Pinole Valley)	WB	AM	8,071	9,415	17%
		EB	PM	7,716	8,807	14%
I-80	SR-4 to Carquinez Bridge (between Willow & Crockett)	WB	AM	5,536	6,709	21%
		EB	PM	5,834	6,963	19%
I-80	Carquinez Bridge	WB	AM	5,621	6,986	24%
		EB	PM	5,716	7,182	26%

**Table 5: SR-4 Countywide Model Traffic Volume Forecast**

Route	Location	Peak	Peak Time Period	2008 Peak Hour Volume	2030 Peak Hour Volume (w/ GCCM)	Increase 2008-'30
SR-4	I-80 to Cummings Skyway	WB	AM	1,822	2,882	58%
		EB	PM	1,749	2,390	37%

**Table 6: San Pablo Dam Road Countywide Model Traffic Volume Forecast**

Route	Location	Peak	Peak Time Period	2008 Peak Hour Volume	2030 Peak Hour Volume (w/ GCCM)	Increase 2008-'30
San Pablo Dam Rd	Castro Ranch to Bear Creek Rd	SB	AM	727	786	8%
		NB	PM	655	873	33%
San Pablo Dam Rd	San Pablo Avenue to El Portal Drive	SB	AM	1,263	1,682	33%
		NB	PM	1,147	1,472	28%
San Pablo Dam Rd	El Portal Drive to Valley View Road (between Appian & May)	SB	AM	978	1,315	34%
		NB	PM	867	1,122	29%
San Pablo Dam Rd	Valley View Road to east of Castro Ranch Road	SB	AM	665	832	25%
		NB	PM	682	917	35%

Figures 2 and 3 show the household and employment projections for the West Contra Costa County cities. Hercules is projected to have the highest household growth rate, increasing 42% over the 30 year period, while Pinole shows the lowest household growth rate, increasing only 7% from 2000 to 2030. Hercules will also have the highest employment growth rate, increasing by nearly 80% during this period, while El Cerrito and San Pablo show the smallest growth rates with 10% and 16%, respectively in the 2000 to 2030 time range.

Figure 2: Household Projections by Area

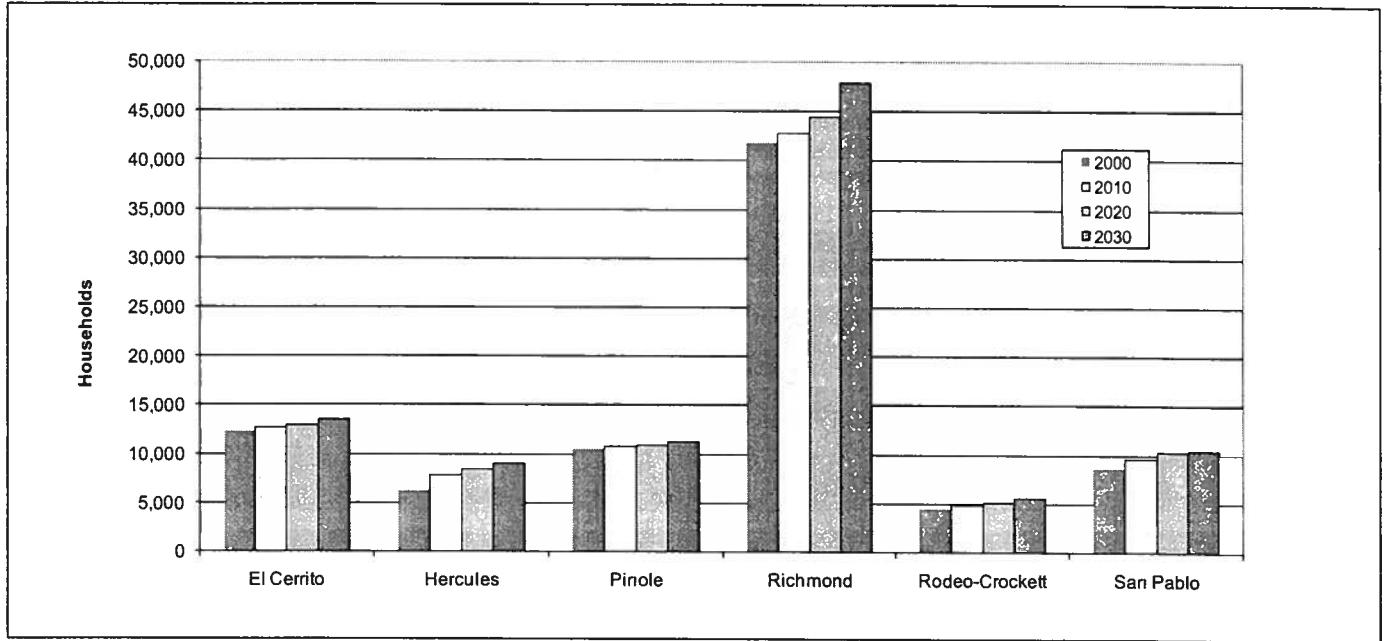
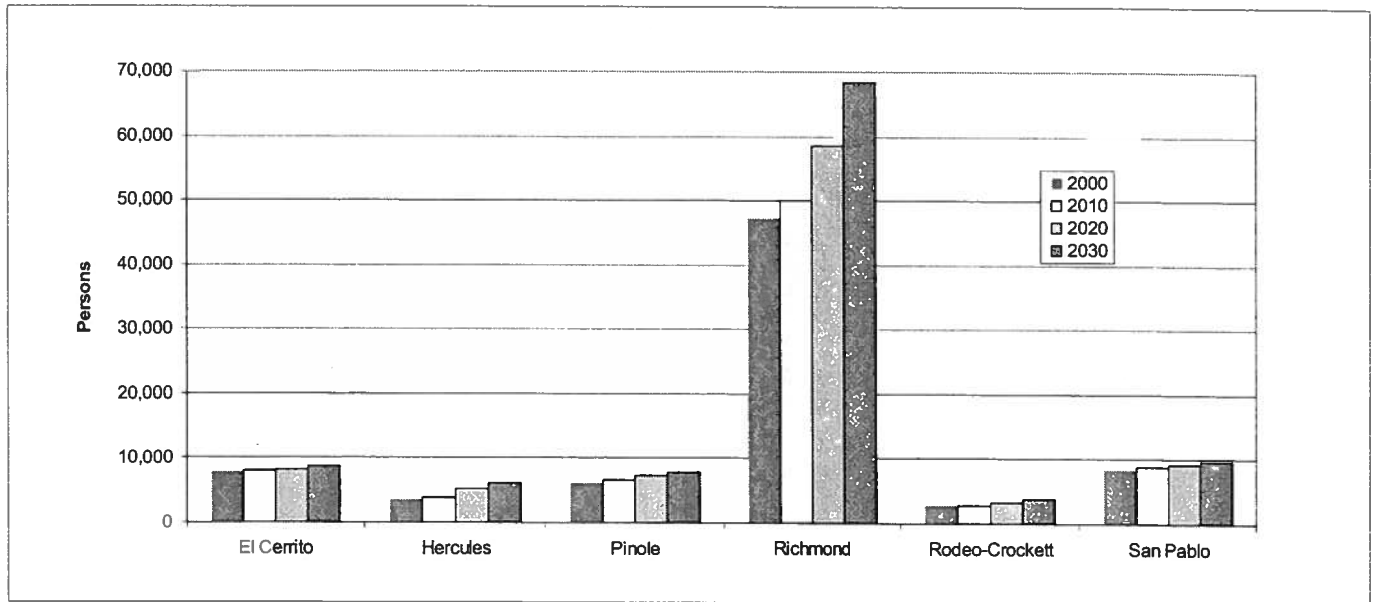


Figure 3: Employment Projections by Area



### **3.1 MTSOs AND KEY OBJECTIVES**

This chapter focuses on the 2009 updated MTSOs, Key Objectives, and Actions that will supersede those provided in the previous Action Plans.

The section begins with Area-Wide Action Plan Goals, aimed at focusing on actions that will enhance the transportation system for the entire West County region. Area-wide Goals will be monitored during the four-year MTSO monitoring efforts conducted by CCTA, although the follow-up actions for each Area-wide Goal should be evaluated during completion of the Growth Management Program checklist. Following the Area-wide Action Plan, information and goals on all routes of regional significance are listed, beginning with Inter-County Corridors, then following on to Intra-County Corridors and ending with Major Arterials. The routes, as identified in Section 1.2.5, are as follows:

- **Inter-County Corridors:** I-580, I-80, Richmond Parkway, and San Pablo Avenue
- **Intra-County Corridors:** State Route 4, San Pablo Dam Road
- **Major Arterials:** 23rd Street, Appian Way, Carlson Boulevard, Central Avenue, Cummings Skyway, Cutting Boulevard, El Portal Drive, Willow Avenue, Macdonald Avenue, John Muir Parkway

Included in each discussion is a brief route description and the main goal that the Plan seeks to accomplish. Subsequently, there is a discussion of the MTSOs, Key Objectives, and Actions.

MTSOs are quantifiable performance measures. These objectives can include travel time, Level of Service (LOS), transit ridership, peak period delay, and more. Each MTSO includes instructions on how progress on achieving the objective will be measured (shown in italics). As covered in Chapter 4 of this document, MTSOs are also used to gauge the impacts of proposed General Plan Amendments on the regional transportation system.

Key Objectives are priorities for WCCTAC that do not fit the definition of a quantifiable MTSO or that represent more general goals for each Route of Regional Significance. Key objectives vary from improvement of corridor management, to planning studies, to identifying funding opportunities, and more. For each key objective it is noted if it is new for the 2009 Update.

The Actions listed for each route are items that WCCTAC seeks to accomplish to support each MTSO and Key Objective including infrastructure improvements, feasibility studies, establishing working relationships with other agencies, and seeking grant monies for projects. Agencies, counties, and/or cities and other entities have been associated with each action as the responsible party. Each action references the MTSO or Key Objective to which it is associated by designating the action in the following manner: 1.i for MTSO actions, and A.i for Key Objective actions.

Area-wide Key Objectives		New Objective?
A	Review each jurisdiction's General Plan Amendments for response to growth management issues.	-
B	Maintain transit system quality and encourage continued use of alternative transportation modes.	-
C	Continue planning and funding of bicycle and pedestrian routes.	-
D	Improve emergency access to and along freeways and major arterials.	Yes
E	Implement ferry service to the cities of Hercules and Richmond.	Yes
F	Plan and implement projects and programs in Measure J sales tax expenditure plan.	Yes
G	Plan for increased need in senior and disabled mobility.	Yes
H	Plan and implement youth advisory internships.	Yes
I	Study West County goods movement.	Yes
J	Maintain and enhance roadway network.	Yes
K	Work towards the AB 32 (Global Warming Solutions Act of 2006) requirement of reducing GHG emissions to 1990 levels by 2010.	Yes

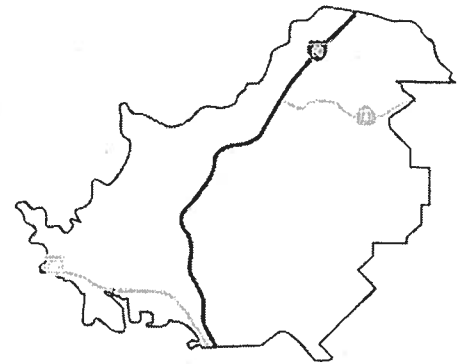
Area-wide Actions		Responsibility
1.i	Monitor customer satisfaction on all transit services in West County via patron surveys.	WCCTAC, BART, AC Transit, WestCAT, Vallejo Transit, Golden Gate Transit
2.i	Maintain pavement management systems/schedules to manage and monitor pavement needs.	Jurisdictions
2.ii	Seek funding for roadway maintenance.	Jurisdictions
3.i	Assist employers to promote ridesharing, transit, bicycling, walking, staggered work hours and telecommuting through WCCTAC TDM program. Monitor progress through WCCTAC employer survey results.	WCCTAC, 511 Contra Costa
3.ii	Seek funding for increased advertisement and advancement of 511 and 511 Contra Costa program.	WCCTAC, 511 Contra Costa
3.iii	Acknowledge casual carpooling and work with local jurisdictions on specific issues (e.g., signage, marketing, transit coordination, drop-off and pick-up areas, and parking).	WCCTAC, Jurisdictions
3.iv	Encourage development of new Park & Ride lots along the I-580 corridor, particularly where I-580 and I-80 connect.	WCCTAC, Caltrans, Richmond, El Cerrito

Area-wide Actions	Responsibility
5.iii Work with CCTA and MTC to seek funding for bicycle and pedestrian improvements to: <ul style="list-style-type: none"> <li>• Complete the San Francisco Bay Trail and connectors between Alameda County and the Carquinez Bridge.</li> <li>• Close gaps in the pedestrian system through installation of improvements such as crosswalks, sidewalks, curb cuts, islands or "holding areas", and bus shelters.</li> <li>• Support streetscape enhancements, where feasible, and maintenance funding.</li> <li>• Study bicycle and pedestrian safety enhancements at the Point Molate/Bay Trail/Chevron property near the Richmond-San Rafael Bridge toll plaza.</li> </ul>	WCCTAC, Jurisdictions, Caltrans, Contra Costa Health Services, East Bay Regional Park District (EBRPD)
6.i Work with Amtrak California, CCTA, and MTC to complete the following actions: <ul style="list-style-type: none"> <li>• Construct the rail station in Hercules.</li> <li>• Add service on the Capitol Corridor route between the Bay Area and Sacramento.</li> <li>• Reinstate long-distance train stops in Richmond.</li> <li>• Seek Capitol Corridor Joint Powers Board approval for the Hercules train station.</li> </ul>	WCCTAC, Hercules and Richmond, CCJPA
7.i Continue to partner with the Water Emergency Transportation Authority and WCCTAC partner agencies to plan, fund, and implement Richmond ferry service.	WCCTAC, Water Emergency Transportation Authority, CCTA, AC Transit, BART, Richmond
8.i Continue to partner with the Water Emergency Transportation Authority and WCCTAC partner agencies to plan, fund, and implement Hercules ferry service.	WCCTAC, Water Emergency Transportation Authority, CCTA, AC Transit, BART, Hercules
9.i Require project sponsors to routinely evaluate and address public and private project impacts on transit bus travel time and service affected on Routes of Regional Significance.	WCCTAC, Jurisdictions, AC Transit, Golden Gate Transit

Area-wide Actions		Responsibility
I.i	Work with CCTA, MTC, Caltrans, WCCTAC, and WCCTAC jurisdictions to complete a West County goods movement study to reduce impacts on West County roadways and ensure efficient goods movement. Seek funding to study goods movement issues such as truck activity increases, truck and rail interaction, and designation of truck routes to address increased goods movement.	WCCTAC, Caltrans, CCTA, MTC, Jurisdictions
I.ii	Study and seek funding for grade separation of Marina Bay Parkway with Burlington Northern Santa Fe Railway and Richmond Pacific Railroad tracks in the City of Richmond.	CCTA, WCCTAC, Richmond
J.i	Continue to seek funding for roadway improvement projects including identifying new sources of transportation funding.	CCTA, WCCTAC
K.i	WCCTAC staff will prepare a Climate Change report specific to West County in coordination with the biennial Growth Management Compliance Checklist (with the collaboration of the member agencies - local jurisdictions and transit operators - and other transportation colleagues) for presentation to the WCCTAC Board through 2010. The Report will highlight the transportation and transportation-related actions that have been achieved that affect GHG emissions.	CCTA, WCCTAC, Jurisdictions

**ROUTE DESCRIPTION**

Interstate 80 is the primary inter-regional commute corridor in and through West Contra Costa County, and has major regional significance in the East Bay and the San Francisco Bay Area. Since the 2000 Action Plan Update, I-80 has continued to experience a severe level of congestion throughout the day and an extreme amount of congestion during the morning (6am – 9am) and evening (3pm – 7pm) peak periods. I-80 remains the number one congested freeway in the Bay Area.



**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work with Solano and Alameda Counties to fund and implement programs to improve the flow of traffic on I-80, encourage improved transit and commute options on I-80, as well as continue to support construction primarily of interchange rehabilitation projects to improve bottleneck conditions on the corridor.

I-80 MTSOs		Prior TSO Status
1	<b>Increase I-80 HOV lane usage by 10% between year 2007 and 2012.</b> <i>[Measured by comparing annual Caltrans published HOV data report.]</i>	<b>Achieved 1999-2005</b> 44% increase in AM 103% increase in PM
2	<b>Maintain a Delay Index of 3.0 or less on I-80 during weekday morning and evening peak hour.</b> <i>[Measured by computing the ratio of off-peak hour travel time to peak hour travel time from the Carquinez Bridge to Alameda County.]</i>	<b>New</b>

I-80 Key Objectives		New Objective?
A	Improve I-80 corridor management through implementation of I-80 ICM project recommendations.	Yes
B	Complete design and construction of I-80 interchanges with San Pablo Dam Road, Central Avenue, and State Route 4.	Yes
C	Plan and implement Transit Oriented Development at El Cerrito del Norte and El Cerrito Plaza BART stations.	Yes

**ROUTE DESCRIPTION**

The four-lane Richmond Parkway is a regional connector for traffic traveling between Interstate 80 and Interstate 580.

**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work to enhance traffic operations along the Richmond Parkway through infrastructure and planning improvements as well as improvements to bicycle and pedestrian routes.



Richmond Parkway MTSOs		Prior TSO Status
1	<p><b>Maintain LOS "D" or better at all signalized intersections on Richmond Parkway.</b></p> <p><i>[Measured using the CCTALOS software to analyze peak hour vehicular turning movement counts.]</i></p>	<p><b>Achieved in 2007</b></p> <p>LOS C or better measured</p>

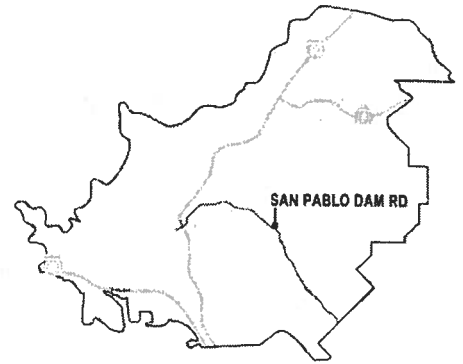
Richmond Parkway Key Objectives		New Objective?
A	Identify and apply for funding for bike routes on or near the Richmond Parkway.	-
B	Designate Richmond Parkway as a State Route.	Yes
C	North Richmond truck study adjacent to Richmond Parkway.	Yes
D	Richmond Parkway Bay Trail crossing at Wildcat Creek.	Yes
E	Provide a safe and effective transit solution on Richmond Parkway removing requirement to cross roadway for round trip.	Yes
F	Study potential of overnight truck stop on Richmond Parkway.	Yes

Richmond Parkway Actions		Responsibility
1.i	Create truck access routes to the Richmond Parkway that minimize truck traffic through residential areas.	Richmond, San Pablo, WCCTAC, and Contra Costa County
1.ii	Participate in the planning and review of the proposed Point Molate Casino and Sugarbowl Casino in North Richmond.	WCCTAC, Jurisdictions
A.i	Study the feasibility of a continuous bike route on or near Richmond Parkway.	WCCTAC, Richmond
B.i	Plan, design, and construct Richmond Parkway upgrade to Caltrans standards for designation as a State Route.	WCCTAC, Caltrans, Richmond
C.i	Plan and implement improvements identified by the North Richmond Truck Study adjacent to Richmond Parkway.	WCCTAC, Richmond, Contra Costa County
D.i	Support improvement to the Richmond Parkway Bay Trail crossing at Wildcat Creek.	WCCTAC, Richmond, Contra Costa County, San Pablo
E.i	Study potential roadway modifications to permit transit service improvements on Richmond Parkway and pedestrian crossings.	WCCTAC, AC Transit, Richmond, Contra Costa County
F.i	Support study of overnight truck parking on Richmond Parkway.	WCCTAC, Richmond

San Pablo Avenue Actions		Responsibility
1.i	Study traffic improvement and management options to discourage diversion from I-80 and encourage diverted traffic to return to I-80 on the next downstream feeder road. Clearly identify feeder roads to motorists that will take them back to I-80, particularly at Appian Way, Hilltop Drive, El Portal Drive, and San Pablo Dam Road. Include study of diversion traffic and reduction in diversion traffic as part of the I-80 ICM project and San Pablo SMART corridor.	WCCTAC, Jurisdictions, Caltrans
1.ii	Encourage the use of Appian Way from San Pablo Avenue as the major connecting arterial to I-80 rather than Tennent Avenue and Pinole Valley Road through improved signage and signalization.	City of Pinole
A.i	Work with the CCTA and MTC to seek funding to: <ul style="list-style-type: none"> <li>• Develop bike route links to the Bay Trail such as the Richmond Greenway, Wildcat Creek Trail, Pinole Valley Road, and John Muir Parkway as alternate bicycle facilities to San Pablo Avenue.</li> <li>• Improve bicycle and pedestrian access to the West County BART stations.</li> </ul>	WCCTAC, Jurisdictions, BART, AC Transit, WestCAT, Contra Costa Health Services
B.i	Seek funding for San Pablo Avenue Rapid Bus program expansion.	WCCTAC, AC Transit
C.i	Complete a corridor-wide specific plan for San Pablo Avenue through coordination of each partner jurisdiction, building upon the specific plans prepared by the cities of Richmond and El Cerrito as well as the County of Contra Costa (and potentially San Pablo).	WCCTAC, Jurisdictions, BART, AC Transit
D.i	Partner with ABAG on development of San Pablo Avenue, El Cerrito del Norte BART station, Hercules New Town Center, and Hercules Waterfront as well as other Priority Development Areas.	WCCTAC, Jurisdictions
E.i	Seek funding for construction of completed plans for San Pablo Avenue SMART Corridor extension to Crockett.	WCCTAC, Jurisdictions
F.i	Seek funding for SMART Corridors O&M.	WCCTAC, CCTA, Jurisdictions

**ROUTE DESCRIPTION**

San Pablo Dam Road is a two-lane road until Castro Ranch Road where it becomes four lanes. San Pablo Dam Road carries inter-regional traffic between Highway 24 in Orinda and the I-80 freeway. San Pablo Dam Road also carries traffic through and into downtown El Sobrante.



**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work to improve the operations of San Pablo Dam Road through traffic operations enhancements, infrastructure improvements, planning initiatives, and improvements for transit riders, bicyclists, and pedestrians.

San Pablo Dam Road MTSOs		Prior TSO Status
1	<p><b>Maintain San Pablo Dam Road transit ridership of 3,000 passengers per weekday by year 2012.</b></p> <p><i>[Measured through collection of ridership data.]</i></p>	<p><b>Achieved in 2005</b></p> <p>3,227 daily ridership</p>
2	<p><b>Maintain LOS "E" or better at all signalized intersections along San Pablo Dam Road.</b></p> <p><i>[Measured using the CCTALOS software to analyze peak hour vehicular turning movement counts.]</i></p>	<p><b>Achieved in 2007</b></p> <p>5 of 5 in AM</p> <p>5 of 5 in PM</p>

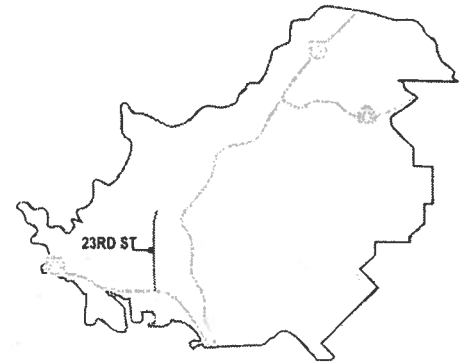
San Pablo Dam Road Key Objectives		New Objective?
A	Improve pedestrian and bicycle access with related safety enhancements along the corridor.	-
B	Complete design and construction of I-80 interchange with San Pablo Dam Road.	Yes

**ROUTE DESCRIPTION**

23<sup>rd</sup> Street carries north/south traffic between San Pablo and Richmond.

**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will coordinate planning activities to revitalize 23<sup>rd</sup> Street traffic operations and access for pedestrians and bicyclists.



23 <sup>rd</sup> Street MTSOs		Prior TSO Status
1	<p><b>Maintain LOS "D" or better at all signalized intersections on 23rd Street.</b>  <i>[Measure intersection LOS using the CCTALOS software to analyze peak hour vehicular turning movement counts.]</i></p>	<p><b>Achieved in 2007</b>                      Intersection LOS C or better</p>

23 <sup>rd</sup> Street Key Objectives		New Objective?
A	Coordinate City of San Pablo and City of Richmond planning studies for 23 <sup>rd</sup> Street.	-
B	Improve pedestrian and bicycle access with related safety enhancements along the corridor.	Yes

23 <sup>rd</sup> Street Actions		Responsibility
1.i	Seek grant funding to develop and implement a signal coordination plan for 23rd Street.	WCCTAC, Richmond, San Pablo
A.i	Integrate planning activities on 23 <sup>rd</sup> Street including streetscape improvements in the City of Richmond and connecting streetscape improvements in the City of San Pablo.	WCCTAC, Richmond, San Pablo
B.i	Study potential approaches to balance the multi-modal split of bicycle, pedestrian, vehicular, and transit travel on 23 <sup>rd</sup> Street.	WCCTAC, Richmond, San Pablo
B.ii	Support maintenance of lighted crosswalks and additional enhancements at or near school crossings on 23 <sup>rd</sup> Street.	Richmond, San Pablo, CCHS

**ROUTE DESCRIPTION**

Carlson Boulevard is a four-lane arterial that carries traffic in the City of Richmond and into the City of El Cerrito.

**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work to improve safety along Carlson Boulevard for pedestrians and bicyclists while working to enhance traffic operations for motorists.



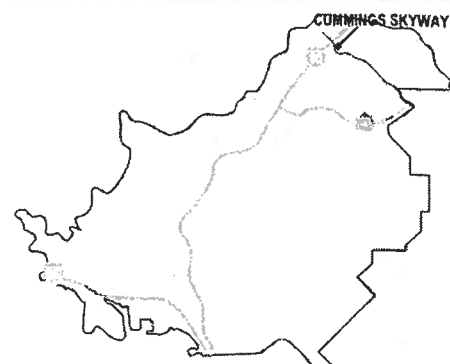
Carlson Boulevard MTSOs		Prior TSO Status
1	<p><b>Maintain LOS "D" or better at all signalized intersections on Carlson Boulevard.</b></p> <p><i>[Measure intersection LOS using the CCTALOS software to analyze peak hour vehicular turning movement counts.]</i></p>	<p><b>Achieved in 2007</b></p> <p>Intersection LOS A</p>

Carlson Boulevard Key Objectives		New Objective?
A	Improve pedestrian and bicycle access with related safety enhancements along the corridor.	Yes

Carlson Boulevard Actions		Responsibility
1.i	Monitor requirement for modifications to Carlson Boulevard based on impacts due to the I-80/Central Avenue interchange construction project.	WCCTAC, El Cerrito
1.ii	Seek grant funding to develop and implement a signal coordination plan for future signal at Carlson Boulevard/I-80 off-ramp and adjacent signalized intersections.	WCCTAC, Richmond, El Cerrito
A.i	Support roadway reconstruction and bike facility upgrades on Carlson Boulevard in the City of Richmond.	WCCTAC, Richmond, El Cerrito

**ROUTE DESCRIPTION**

Cummings Skyway is a two-lane connector between State Route 4 and I-80, and now connects to San Pablo Avenue via the Cummings Skyway extension. Cummings Skyway and State Route 4 are the major connection roads to Martinez, Central Contra Costa, and Crockett.



**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work to enhance multi-modal opportunities for bicyclists and pedestrians on Cummings Skyway.

Cummings Skyway MTSOs		Prior TSO Status
1	<b>Maintain LOS "D" or better on all segments on Cummings Skyway.</b> <i>[Measure segment LOS using the 1994 HCM Special Report 209 v/c ratio methodology.]</i>	<b>Achieved in 2007</b> Segment LOS C or better

Cummings Skyway Key Objectives		New Objective?
A	Improve pedestrian and bicycle access with related safety enhancements along the corridor.	Yes

Cummings Skyway Actions		Responsibility
1.i	Encourage traffic safety and operational improvements including the planned extension of the existing truck climbing lane on Cummings Skyway approximately 2 miles.	WCCTAC, Contra Costa County
A.i	Design and fund the Cummings Skyway Class II bike lane project between Crockett Boulevard and Franklin Canyon Road.	WCCTAC, Contra Costa County

**ROUTE DESCRIPTION**

El Portal Drive is a two-lane road between San Pablo Dam Road and the westbound I-80 on-ramp. El Portal Drive widens to four lanes between the westbound I-80 on-ramp and San Pablo Avenue. El Portal Drive carries through traffic from I-80 and San Pablo Dam Road to San Pablo Avenue.



**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work to improve bicycle access and safety along El Portal Drive while improving the infrastructure of the roadway to enhance traffic operations.

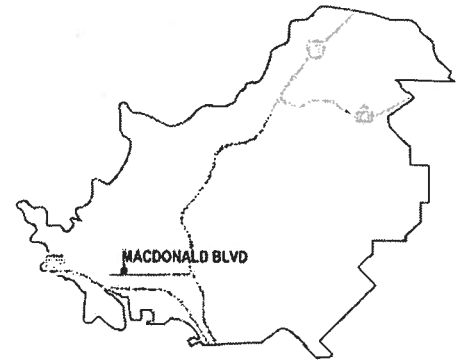
El Portal Drive MTSOs		Prior TSO Status
1	<p><b>Maintain LOS "D" or better at all signalized intersections on El Portal Drive.</b></p> <p><i>[Measure intersection LOS using the CCTALOS software to analyze peak hour vehicular turning movement counts.]</i></p>	<p><b>Achieved in 2007</b></p> <p>Intersection LOS C or better</p>

El Portal Drive Key Objectives		New Objective?
A	Provide a continuous bike route to Contra Costa College.	Yes
B	Complete El Portal Gateway street improvements project between I-80 and Church Lane.	Yes
C	Continue study of modifications to I-80 interchange on/off ramps with El Portal Drive.	Yes

El Portal Drive Actions		Responsibility
1.i	Seek grant funding to develop and implement a signal coordination plan for El Portal Drive.	WCCTAC, San Pablo, Contra Costa County
A.i	Plan, fund, and implement bike route improvements to create a continuous bike route to Contra Costa College.	WCCTAC, San Pablo, Contra Costa County
B.i	Support implementation of the El Portal Gateway project.	WCCTAC, San Pablo, Contra Costa County
C.i	Monitor requirement for changes or additions to El Portal Drive interchange ramps as part of the I-80/San Pablo Dam Road interchange construction project.	WCCTAC, San Pablo, Richmond, Caltrans, CCTA, Contra Costa County

**ROUTE DESCRIPTION**

Macdonald Avenue is the main east-west artery in the City of Richmond. It runs directly from Richmond Parkway through the downtown area to San Pablo Avenue. It then continues before ending in the City of El Cerrito. In the City of Richmond’s Centennial, it was nicknamed “the 100 years street.”



**ROUTE ACTION PLAN GOAL**

WCCTAC and its partner agencies will work to enhance traffic operations, bicycle and pedestrian access, and streetscape improvements along Macdonald Avenue.

Macdonald Avenue MTSOs		Prior TSO Status
1	<p><b>Maintain LOS “D” or better at all signalized intersections on Macdonald Avenue.</b></p> <p><i>[Measure intersection LOS using the CCTALOS software to analyze peak hour vehicular turning movement counts.]</i></p>	<b>New</b>

Macdonald Avenue Key Objectives		New Objective?
A	Improve pedestrian and bicycle access with related safety enhancements along the corridor.	Yes

Macdonald Avenue Actions		Responsibility
1.i	Support activities and seek funding for installation of traffic signal upgrades and traffic signal interconnect to provide signal coordination and bus priority timing.	WCCTAC, Richmond, Richmond Redevelopment Agency
A.i	Support activities and seek funding for pedestrian and bicycle access and safety enhancements including streetscape improvements, pedestrian crosswalks, curb bulb-outs, improved street lighting and specialized pedestrian lighting.	WCCTAC, Richmond, Richmond Redevelopment Agency
A.ii	Continue study of potential transit-oriented development projects at the northwest and northeast corners of the Macdonald Avenue/San Pablo Avenue intersection and potential improvements to fully incorporate TOD development with intersection pedestrian, bicycle, and vehicular safety as a focus.	WCCTAC, Richmond

## **Chapter 4: Monitoring and GPA Review Process 2009 West County Action Plan Update**

not violate Action Plan policies or the ability to meet Action Plan MTSOs. If the proposed GPA adversely affects the jurisdiction's ability to meet the Action Plan objectives, then, alternatively, the local jurisdiction may propose modifications to the Action Plan that will prevent the General Plan Amendment from adversely affecting the regional transportation network. The RTPC then has the option to undertake amendments to its Action Plan to accommodate the proposed GPA.

The overall goal is to achieve consensus among the involved parties regarding the overall impacts of the GPA and the proposed mitigations. If consensus on the proposed mitigations cannot be achieved, then approval of the GPA by the lead jurisdiction could result in a finding of non-compliance with the Growth Management Program.

### **PROCEDURES FOR REVIEW OF GENERAL PLAN AMENDMENTS**

The development review process identified in this plan pertains to the review of GPAs and the affect of those amendments on the adopted West County Action Plan. This procedure applies to proposed GPAs that generate more than 100 net new peak hour vehicle trips:

1. Through its participation in WCCTAC, the jurisdiction shall notify WCCTAC and the WCCTAC jurisdictions of the proposed GPA in accordance with the above notification and circulation requirements for environmental documents;
2. Upon request by WCCTAC, the jurisdiction considering the amendment shall confer with WCCTAC to discuss the impacts of the proposed GPA on the adopted Action Plan. During this discussion:
  - The lead agency proposing the GPA should demonstrate that the amendment will not adversely affect the WCCTAC jurisdiction's ability to implement the adopted Action Plan policies, or the ability to meet Action Plan MTSOs through quantitative or qualitative evaluation of the applicable MTSOs,
  - Alternatively, the lead agency proposing the GPA can propose modifications to either the West County Action Plan or its proposed GPA, or both, for consideration by WCCTAC;
  - The lead agency and WCCTAC will participate in these discussions with the intent of arriving at a consensus that the proposed GPA will not adversely affect the Action Plan policies or MTSOs, either through mitigations proposed by the lead agency, or modifications to the Action Plan agreed to by WCCTAC, or a combination of the two.
3. If consensus on the proposed modifications cannot be achieved, then a jurisdiction's approval of the GPA may constitute a lack of compliance with Authority Resolution 95-06-G, which could lead to a finding of non-compliance with the Measure C/Measure J Growth Management Program.

### **4.4 SCHEDULE FOR ACTION PLAN REVIEW AND UPDATE**

The Action Plans are to be periodically reviewed for effectiveness, i.e. whether they are successful in meeting the multi-modal transportation service objectives. If not, an update of the Action Plan may be required.

The following schedule for review and update of the Action Plan is to be followed:

- Traffic conditions on regional routes, the status of transportation improvement projects contained in the Action Plan, and the land use forecasts upon which the Action Plan is based are to be updated every four years by CCTA.
- If any of the MTSOs have not been met, or if the status of transportation improvement projects or the growth assumptions have significantly changed, WCCTAC may prepare a focused revision to the Action Plan.
- A complete review of the Action Plan should be made every four-to-five years.
- Individual corridors may be reviewed every two years, if deemed appropriate by WCCTAC.

**El Cerrito**

I-80, 23-24  
San Pablo Avenue, 26-27  
Carlson Boulevard, 33  
Central Boulevard, 34  
Cutting Boulevard, 36

**Hercules**

I-80, 23-24  
San Pablo Avenue, 26-27  
State Route 4, 28  
Willow Avenue, 38

**Pinole**

I-80, 23-24  
San Pablo Avenue, 26-27  
Appian Way, 32

**Richmond**

I-580, 22  
I-80, 23-24  
Richmond Parkway, 25  
San Pablo Avenue, 26-27  
23<sup>rd</sup> Street, 31  
Carlson Boulevard, 33  
Central Boulevard, 34  
Cutting Boulevard, 36  
MacDonald Avenue, 39

**San Pablo**

I-80, 23-24  
San Pablo Avenue, 26-27  
San Pablo Dam Road, 29-30  
23<sup>rd</sup> Street, 31

**Unincorporated County**

I-80, 23-24  
Richmond Parkway, 25  
San Pablo Avenue, 26-27  
State Route 4, 28  
San Pablo Dam Road, 29-30  
Appian Way, 32  
Cummings Skyway, 35  
El Portal Drive, 37  
Willow Avenue, 38