

## Chapter 7 – Deficiency Plan Guidelines

The legislation that resulted in the preparation of Congestion Management Programs (CMPs) defined the preparation of deficiency plans as a way for local jurisdictions (cities and the County) to remain in conformance with the CMP when the level of service (LOS) for a CMP roadway segment or intersection deteriorates below the established standard. A CMP roadway segment or intersection can be found to violate the LOS standard when levels of service are monitored biennially.

California Government Code Section 65089.1(b)(1)(B) states:

In no case shall the LOS standards established be below the Level of Service E or at the current level, whichever is further from Level of Service A, except where a segment or intersection has been designated as deficient and a deficiency plan has been adopted pursuant to Section 65089.3.

The LOS standards for the roadway segments and intersections included in San Mateo County's CMP are presented in Chapter 3. When deterioration of the level of service on a given CMP roadway segment or intersection has not been prevented and a violation is identified through the monitoring process, the legislation provides local jurisdictions with the following two options for them to remain in conformance with the CMP:

- a. Implementation of a specific plan to correct the LOS deficiency on the affected network segment; or
- b. Implementation of other measures intended to result in measurable improvements in the LOS on the systemwide CMP Roadway System and to contribute to significant improvements in air quality. In some situations, meeting the CMP's LOS Standards may be impossible or undesirable. For these situations, deficiency plans allow local jurisdictions to adopt innovative and comprehensive transportation strategies for improving the traffic LOS on a systemwide basis rather than adhering to strict, site-specific traffic LOS standards that may contradict other community goals. In other words, deficiency plans allow a violation of the traffic LOS to occur on one particular CMP roadway segment or intersection in exchange for improving other transportation facilities or services (e.g., transit, bicycles, walking, or transportation demand management). For example, it may be impossible to modify a CMP roadway to meet its LOS standard because there is insufficient right-of-way available to add the number of lanes that would be necessary for that roadway segment or intersection to operate acceptably at the desired LOS. Should deficiency plans need to be prepared, alternate goals, such as higher density development near transit stations or better transit service, can be pursued.

Deficiency plans provide local agencies with an opportunity to implement many programs and actions that will improve transportation conditions and air quality. Some of these programs and actions include:

- Directly coordinating the provision of transportation infrastructure with planned land uses;
- Building new transit facilities and enhancing transit services;
- Providing bicycle facilities connecting with other transportation systems (transit stations, park-n-ride lots);
- Strengthening transportation demand management (TDM) programs;
- Encouraging walking by providing safe, direct, and enjoyable walkways between major travel generators.

In addition, having to produce deficiency plans will affect the local land use approval process. For example, a local jurisdiction may have the discretion to deny approval of a development project if it is shown to negatively affect an already deficient CMP system roadway or intersection. Alternatively, to be approved, the sponsor of the development project could participate in the implementation of those actions emanating from a deficiency plan.

It is the intent of C/CAG to encourage local jurisdictions that may be responsible for the preparation of deficiency plans to connect the actions of deficiency plans with the overall countywide transportation planning process. Doing so will ensure that the action items in the deficiency plan are consistent with the goals of the CMP to increase the importance of transit, ridesharing, TDM measures, bicycling, and walking as ways to improve air quality and reduce congestion.

### **Legislative Requirements**

The language describing the role and function of deficiency plans is found in California Government Code Section 65089.4, which states that:

- (a) The agency<sup>15</sup> shall monitor the implementation of the elements of the congestion management program. At least biennially, the agency shall determine if the county and cities are conforming to the congestion management program, including, but not limited to, all of the following:
  - (1) Consistency with the levels of service and performance standards, except as provided in subdivisions (b) and (c).
  - (2) Adoption and implementation of a trip reduction and travel demand ordinance.
  - (3) Adoption and implementation of a program to analyze the impacts of land use decisions, including the estimate of the costs associated with mitigating these impacts.
- (b) (1) A city or county may designate individual deficient segments or intersections which do not meet the established level of service standards if, prior to the designation, at a noticed public hearing, the city or county has adopted a deficiency plan which shall include all of the following:
  - (A) An analysis of the causes of the deficiency.
  - (B) A list of improvements necessary for the deficient segment or intersection to maintain the minimum level of service otherwise required and the estimated costs of the improvements.
  - (C) A list of improvements, programs, or actions, and estimates of costs that will (i) measurably

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<sup>15</sup>In San Mateo County, C/CAG is the agency referred to in the statute.

improve the level of service of the system, as defined in subdivision (b) of Section 65089, and (ii) contribute to significant improvements in air quality, such as improved public transit service and facilities, improved non-motorized transportation facilities, high occupancy vehicle facilities, and transportation control measures. The air quality management district or the air pollution control district shall establish and periodically revise a list of approved improvements, programs, and actions which meet the scope of this paragraph. If an improvement program or action is on the approved list and has not yet been fully implemented, it shall be deemed to contribute to significant improvements in air quality. If an improvement program or action is not on the approved list, it will not be implemented unless approved by the local air quality management district or air pollution control district.

(D) An action plan, consistent with the provision of Chapter 5 (commencing with Section 66000) of Division 1 of Title 7,<sup>16</sup> that shall be implemented, consisting of improvements identified in paragraph (B), or in improvements, programs, or actions identified in paragraph (C), that are found by the agency to be in the interest of the public's health, safety and welfare. The action plan shall include a specific implementation schedule.

(2) A city or county shall forward its adopted deficiency plan to the agency. The agency shall hold a noticed public hearing within 60 days of receiving the deficiency plan. Following the hearing, the agency shall either accept or reject the deficiency plan in its entirety, but the agency may not modify the deficiency plan. If the agency rejects the plan, it shall notify the city or county of the reasons for that rejection.

(c) The agency, after consultation with the regional agency, the department, and the local air quality management district or air pollution control district, shall exclude from the determination of conformance with the level of service standards, the impacts of any of the following:

- (1) Interregional travel.
- (2) Construction, rehabilitation, or maintenance of facilities that impact the system.
- (3) Freeway ramp metering.
- (4) Traffic signal coordination by the state or multi-jurisdictional agencies.
- (5) Traffic generated by the provision of low and very low income housing.
- (6) Traffic generated by high-density residential development located within one-fourth mile of a rail passenger station.
- (7) Traffic generated by any mixed-use development located within one-fourth mile of a fixed rail passenger station, if more than half of the land area, or floor area, of the mixed-use development is used for high-density residential housing, as determined by the agency.

(d) For the purposes of this chapter, the impacts of a trip which originates in one county and which terminates in another county shall be included in the determination of conformance with level of service standards with respect to the originating county only. A round trip shall be considered to consist of two individual trips.

The procedures for a finding of nonconformance are found in California Government Code Section 65089.5, which states:

(a) If, pursuant to the monitoring provided for in Section 65089.3, the agency determines, following a noticed public hearing, that a city or county is not conforming with the requirements

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<sup>16</sup>This chapter describes the procedures allowed or required in order to implement development mitigation fees. It includes adoption requirements, allowable categories for fees including transportation, procedures for property donation, and procedures for assessment and payment of the fees.

of the congestion management program, the agency shall notify the city or county in writing of the specific areas of nonconformance. If, within 90 days of the receipt of the written notice of nonconformance, the city or county has not come into conformance with the congestion management program, the governing body of the agency shall make a finding of nonconformance and shall submit the finding to the commission and to the Controller.

(b) Upon receiving notice from the agency of nonconformance, the Controller shall withhold apportionments of funds required to be apportioned to that nonconforming city or county by Section 2105 of the Streets and Highways Code, until the Controller is notified by the agency that the city or county is in conformance.

In addition, per SB 1435, a nonconforming jurisdiction will be disqualified from receiving funding from the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21).

## **Discussion**

The many issues influencing the preparation and adoption of deficiency plans are discussed in the following pages using a question and answer format.

### ***1. Why prepare a deficiency plan?***

A jurisdiction (a city or the County) should prepare a deficiency plan to achieve two key goals:

- To establish a program of actions intended to mitigate (or reduce) existing congestion by improving the level of service on the roadway segments or intersections included in the CMP Roadway System, and
- To assure that the jurisdiction is in conformance with the CMP and remains eligible to continue to receive gasoline tax subventions and TEA-21 funds.

The responsible jurisdiction(s) must prepare a deficiency plan when it (or they) has been notified by C/CAG that a deficiency has occurred. The responsible jurisdiction will forego additional gasoline tax subventions (pursuant to Section 2105 of the Streets and Highways Code) and funding from TEA-21 unless it (or they) prepares a deficiency plan. If no response is forthcoming, C/CAG will declare the jurisdiction with the deficiency to not be in conformance with the CMP.

### ***2. What triggers the deficiency plan process?***

The deficiency plan process is triggered when a CMP roadway segment or intersection is found to be “deficient” because it operates below its adopted LOS standard with the adjustments for all exclusions allowed by law. California Code Section 65089.3 states that a deficiency finding could emanate from the results of the LOS monitoring process. A LOS deficiency may also be found to exist as a result of a monitoring program developed by a city or the county as part of the approval process for a local land use decision, as discussed in Chapter 6. Only actual deficiencies, not projected deficiencies, will trigger the requirement for a deficiency plan.

### ***3. What trips can be excluded from the deficiency determination?***

As required in California Government Code Section 65089.3 and added to by AB 3093, the following types of travel shall be removed from the level of service calculation; interregional travel; changes in operating conditions resulting from the construction, rehabilitation, or maintenance of facilities that impact the roadway system; freeway ramp metering; traffic signal coordination by the state or a multi-jurisdictional agency; traffic generated by the provision of low and very low income housing; trips generated by high-density housing near rail stations; and trips generated by mixed-use development near rail stations. Trips which originate in one county and which terminate in another county are to be included in the determination of conformance with level of service standards in only the county where the trips originated. Therefore, the statute establishes that only trips originating inside San Mateo County will be considered toward the LOS determination for establishing conformance with the CMP.

### ***4. Who is responsible for the preparation of deficiency plans?***

Local jurisdictions are responsible for the preparation of deficiency plans for roadway segments or intersections that are wholly within their boundaries. For deficient segments or intersections within more than one jurisdiction, all affected jurisdictions will collaborate in the preparation of a deficiency plan. C/CAG strongly encourages the cooperative development of deficiency plans. If a common approach is not acceptable to all jurisdictions involved, then each individual jurisdiction will be responsible for preparing a deficiency plan for the affected roadway(s) or intersection(s) within its jurisdiction. C/CAG can accept all the plans if they are complementary. If they are not complementary, C/CAG can require that complementary plans be developed.

### ***5. What if a deficiency occurs due to an action by a jurisdiction not located within San Mateo County?***

Representatives of all affected jurisdictions, those receiving the deficient location and those causing the deficiency, could develop a coordinated deficiency plan. Otherwise, the Metropolitan Transportation Commission (MTC), serving as the Regional Congestion Management Agency, would arbitrate between or among the jurisdictions. If MTC is not successful in their arbitrations, no penalties will be sanctioned against the jurisdictions located within San Mateo County.

### ***6. What are the required components of a deficiency plan?***

The contents of a deficiency plan are defined on pages 7-3 and 7-4 part (b) of Section 65089.3. The following is a summary description of those items:

- An analysis of the causes of the deficiency;
- A list of improvements and the costs that will be incurred to mitigate that deficiency on that facility itself;
- A list of possible actions and costs that would result in improvements to the CMP system's LOS and that would be beneficial to air quality; and
- An action plan, including a schedule, to implement improvements from the two lists identified above.

### ***7. What improvements are acceptable for inclusion in a deficiency plan?***

The process of preparing a deficiency plan allows a local jurisdiction to choose one of two options for addressing deficiencies. The two options are:

- a. To implement improvements directly on the deficient segments designed to eliminate the deficiency; or
- b. To designate the segment as deficient and implement a deficiency plan prescribing actions designed to measurably improve the overall LOS and contribute to *significant* air quality improvements throughout the CMP Roadway System. Such actions may not necessarily directly pertain to or have a measurable impact on the deficient segment itself.

If a local jurisdiction chooses the second option (b), the Bay Area Air Quality Management District (BAAQMD) has created a list of system deficiency plan measures that are regarded as beneficial for air quality. The latest list was approved by the BAAQMD on November 4, 1992 and is included in Appendix C (of this CMP). Measures not on the BAAQMD list may also be used but will need to be evaluated by the BAAQMD for their air quality impacts prior to being included as part of a deficiency plan. If a local jurisdiction selects the first option (a), measures designed to meet LOS standards on the deficient roadway(s) need not be drawn from the BAAQMD list, and they need not be approved by the BAAQMD.

***8. How long does a jurisdiction have to prepare a deficiency plan?***

Jurisdictions will be notified that a level of service deficiency has occurred when the results of the LOS monitoring are provided to C/CAG. The results will be submitted to C/CAG who will notify local jurisdictions, in writing, if any deficient locations have been identified. Local jurisdictions will then have up to twelve months from the receipt of written notification of the conformance findings, to develop and adopt at a public hearing, any required deficiency plans. The deficiency plan process section of this Chapter provides more detail about time lines.

***9. How is a deficiency plan adopted?***

A deficiency plan is prepared by the affected local jurisdiction(s). The jurisdictions may elect to submit draft plans to C/CAG's Technical Advisory Committee (TAC) and Congestion Management and Air Quality Committee (CMAQ) for review to determine if the plan may be considered acceptable when submitted to C/CAG for approval. The deficiency plan must then be adopted by the affected jurisdiction(s) at a public hearing and then approved by C/CAG.

***10. What constitutes an acceptable deficiency plan?***

An acceptable deficiency plan shall contain all the components listed in the response to Question 6 above and may be reviewed by the TAC and CMAQ prior to action by C/CAG. The TAC and/or CMAQ may make a recommendation related to approval or rejection of the deficiency plan to C/CAG, but it is not required that they make a recommendation. The plan will be evaluated on the following technical criteria:

- a. Completeness as required in California Government Code Section 65089.3.
- b. The appropriateness of the deficiency plan's actions in relation to the magnitude of the deficiency.
- c. The reliability of the funding sources proposed in the deficiency plan.
- d. The reasonableness of the implementation plan's schedule.
- e. The ability to implement the proposed actions (including the degree of jurisdictional authority).

***11. How should deficiency plans relate to the countywide transportation planning process?***

Actions included in deficiency plans should be selected from information and decisions made as part of the countywide transportation planning process, including land use and travel forecasts, transit operational needs, and planned capital and service improvements. Likewise, the occurrence or projection of deficiencies should be a factor influencing the decisions made within the ongoing countywide transportation planning process to amend the Capital Improvement Program (CIP).

The Guidelines for Deficiency Plan is included in Appendix D.

**Current Deficiencies**

The City/County Association of Governments of San Mateo County (C/CAG) retained a consultant to conduct the 2019 congestion monitoring of the 53 roadway segments and 16 intersections that comprise the CMP Roadway System in San Mateo County. A copy of the CMP Congestion Monitoring Report is included in Appendix F.

The results of the 2019 Monitoring indicate the following roadway segments exceeded its LOS Standard before the reduction of interregional trips:

- SR-35 between I-280 and SR-92 – AM and PM Periods
- SR-84 between SR-1 and Portola – PM Period
- SR-84 between I-280 and Alameda de las Pulgas – AM and PM Periods
- SR-84 between Willow and University – AM Period
- SR-92 between SR-1 and I-280 – AM and PM Periods
- SR-92 between I-280 and US-101 – AM and PM Periods
- SR-92 between US-101 and Alameda County Line – AM and PM Periods
- US-101 between SF County Line and I-380 – AM and PM Periods
- US-101 between I-380 and Millbrae – AM and PM Periods
- US-101 between Millbrae and Broadway – AM and PM Periods
- US-101 between Broadway and Peninsula – AM and PM Periods
- US-101 between SR-92 and Whipple – AM and PM Periods
- SR-109 between Kavanaugh and SR-84 – PM Period
- I-280 between SF County Line and SR-1 (north) – AM Period
- I-280 between SR-1 (north) and SR-1 (south) – AM Period
- I-280 between SR-1 (south) and San Bruno – AM and PM Periods
- I-280 between San Bruno and SR-92 – PM Period
- I-280 between SR-92 and SR-84 – AM and PM Periods
- I-280 between SR-84 and SC County Line – PM Periods

Indicated in the tables below (from Appendix F) are current 2019 LOS for all roadway segments and intersections.

**Table VII: 2019 CMP Roadway Segment Level of Service (LOS)**

2019 CMP Roadway Segment Levels of Service														
Route	Roadway Segment	LOS Standard	2019 LOS				2019 LOS <sup>2</sup>	2017 LOS <sup>2</sup>	2015 LOS <sup>2</sup>	2013 LOS <sup>2</sup>	2011 LOS <sup>2</sup>	2009 LOS <sup>2</sup>	2007 LOS <sup>2</sup>	2005 LOS <sup>2</sup>
			AM Without Exemption	PM Without Exemption	AM With Exemption	PM With Exemption								
1	San Francisco County Line to Linda Mar Blvd.	E	C	A	C	A	C	A	A	F <sup>3</sup> /F <sup>4</sup>	F <sup>3</sup> /B <sup>4</sup>	F <sup>3</sup> /F <sup>4</sup>	F <sup>3</sup> /F <sup>4</sup>	F <sup>3</sup> /F <sup>4</sup>
1	Linda Mar Blvd. to Frenchmans Creek Road	E	D	D	D	D	D	D	D	D	D	D	D	
1	Frenchmans Creek Road to Miramontes Road	E	E	E	E	E	E	E	E	E	E	E	E	
1	Miramontes Road to Santa Cruz County Line	D	C	C	C	C	C	C	C	B	B	B	C	
35	San Francisco county Line to Sneath Lane	E	D	B	D	B	D	C	D	B	A	C	C	
35	Sneath Lane to I-280	F	F	F	A	F	F	F	F	F	F	E	F	
35	I-280 to SR 92	B	C	D	A	C	C	B	C <sup>3</sup> /A <sup>4</sup>	C <sup>3</sup> /B <sup>4</sup>	C <sup>3</sup> /B <sup>4</sup>	B	B	C/C
35	SR 92 to SR 84	B	B	B	B	B	B	B	B	B	B	B	B	
35	SR 84 to Santa Clara County Line	E	B	B	B	B	B	B	B	B	B	B	B	
82	San Francisco County Line to John Daly Blvd	E	A	A	A	A	A	A	A	A	A	A	A	
82	John Daly Boulevard to Hickey Boulevard	E	A	A	A	A	A	A	A	A	A	A	A	
82	Hickey Boulevard to I-380	E	A	A	A	A	A	A	A	A	A	A	C	
82	I-380 to Trousdale Drive	E	A	A	A	A	A	A	A	A	A	A	B	
82	Trousdale Drive to 3 <sup>rd</sup> Avenue	E	A	A	A	A	A	A	A	A	B	A	A	
82	3 <sup>rd</sup> Avenue to SR 92	E	A	A	A	A	A	A	A	A	A	A	A	
82	SR 92 to Hillside Avenue	E	A	A	A	A	A	A	A	A	A	B	B	
82	Hillside Avenue to 42 <sup>nd</sup> Avenue	E	A	B	A	B	C	C	B	B	B	B	B	
82	42 <sup>nd</sup> Avenue to Holly Street	E	A	A	A	A	A	B	B	A	A	B	A	
82	Holly Street to Whipple Avenue	E	A	A	A	A	A	B	B	C	C	D	D	
82	Whipple Avenue to SR 84	E	A	A	A	A	A	A	A	B	C	C	C	
82	SR 84 to Glenwood Avenue	E	B	A	A	A	A	B	A	B	B	B	B	
82	Glenwood Avenue to Santa Cruz Avenue	E	B	C	A	C	C	C	C	B	B	C	D	
82	Santa Cruz Avenue to Santa Clara County Line	E	D	D	B	D	D	B	B	B	A	B	C	
84	SR 1 to Portola Road	C	C	D	C	D	D	B	D <sup>3</sup> /B <sup>4</sup>	C	C	C	C	
84	Portola Road to I-280	E	B	B	B	B	B	C	C	B	B	B	B	
84	I-280 to Alameda de las Pulgas	C	E	E	E	E	E	D	D <sup>3</sup> /D <sup>4</sup>	D <sup>3</sup> /D <sup>4</sup>	D <sup>3</sup> /C <sup>4</sup>	C	DA	C
84	Alameda de las Pulgas to U.S. 101	E	D	E	D	E	E	D	D	D	E	E	E	
84	U.S. 101 to Willow Road	D	C	B	C	B	B	B	C	C	B	E/E	C	B
84	Willow Road to University Avenue	E	F	E	A	E	E	B	F <sup>3</sup> /B <sup>4</sup>	F <sup>3</sup> /B <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F/E	F/F	F/F
84	University Avenue to Alameda County Line	F	F	F	F	F	F	F	F	F	F	F	F	
92	SR 1 to I-280	E	F	F	E	E	E	E	E	E	E	E	E	
92	I-280 to U.S. 101	D	F	F	E	D	E	E	F <sup>3</sup> /E <sup>4</sup>	F <sup>3</sup> /E <sup>4</sup>	F <sup>3</sup> /F <sup>4</sup>	E <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /E <sup>4</sup>
92	U.S. 101 to Alameda County Line	E	F	F	A	F	F	C	F <sup>3</sup> /E <sup>4</sup>	E	F <sup>3</sup> /A <sup>4</sup>	A/B <sup>3</sup>	A/B <sup>3</sup>	A/B <sup>3</sup>

Notes:

<sup>2</sup> The first value represents LOS without exemptions, and the second value represents LOS with exemptions.

<sup>3</sup> Based on average speed from travel time surveys.

<sup>4</sup> Exemptions applied to volume-to-capacity ratios estimated from average speeds.

"-" = not applicable. LOS standard is not violated. Therefore, exemptions were not applied.

LOS Standard violations (after application of exemptions) are highlighted in red

LOS based on 1994 Highway Capacity Manual Methodology.

Notes: Delay = Average control delay in seconds per vehicle, LOS = Level of Service.



2019 CMP Roadway Segment Levels of Service														
Route	Roadway Segment	LOS Standard	2019 LOS				2019 LOS <sup>2</sup>	2017 LOS <sup>2</sup>	2015 LOS <sup>2</sup>	2013 LOS <sup>2</sup>	2011 LOS <sup>2</sup>	2009 LOS <sup>2</sup>	2007 LOS <sup>2</sup>	2005 LOS <sup>2</sup>
			AM Without Exemption	PM Without Exemption	AM With Exemption	PM With Exemption								
101	San Francisco County Line to I-380	E	F	F	D	D	D	E	F <sup>3</sup> /E <sup>4</sup>	E	F <sup>3</sup> /A <sup>4</sup>	D <sup>3</sup>	E <sup>3</sup>	D <sup>3</sup>
101	I-380 to Milbrae Avenue	E	F	F	E	D	E	D	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	D <sup>3</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>
101	Milbrae Avenue to Broadway	E	F	F	E	D	E	C	F <sup>3</sup> /E <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>
101	Broadway to Peninsula Avenue	E	F	F	D	D	D	D	F <sup>3</sup> /E <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>
101	Peninsula Avenue to SR 92	F	F	F	F	F	F	F	F	F	F	F <sup>3</sup>	F <sup>3</sup>	F <sup>3</sup>
101	SR 92 to Whipple Avenue	E	F	F	C	E	E	E	F <sup>3</sup> /E <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /E <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /E <sup>4</sup>
101	Whipple Avenue to Santa Clara County Line	F	F	F	F	F	F	F	F	F	F	F <sup>3</sup>	F <sup>3</sup>	F <sup>3</sup>
109	Kavanaugh Drive to SR 84 (Bayfront Expwy.)	E	C	F	C	A	C	C	D	D	C	D	D	C
114	U.S. 101 to SR 84 (Bayfront Expressway)	E	B	C	B	C	C	C	C	A	B	C	C	B
280	San Francisco County Line to SR 1 (north)	E	F	E	E	E	E	E	E	E	E	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /A	E <sup>3</sup>
280	SR 1 (north) to SR 1 (south)	E	F	E	E	E	E	D	E	E	A/B	E	E	E <sup>3</sup>
280	SR 1 (south) to San Bruno Avenue	D	F	F	D	C	D	D	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /D <sup>4</sup>	E <sup>3</sup> /D <sup>4</sup>	F <sup>3</sup> /C <sup>4</sup>	F <sup>3</sup> /E <sup>4</sup>
280	San Bruno Avenue to SR 92	D	D	E	D	B	D	A	C	B	D	E <sup>3</sup> /C <sup>4</sup>	A/B <sup>3</sup>	A/B <sup>3</sup>
280	SR 92 to SR 84	D	F	E	B	A	B	A	E/C	C	A/B	D <sup>3</sup>	D <sup>3</sup>	D <sup>3</sup>
280	SR 84 to Santa Clara County Line	D	D	F	D	A	D	A	F <sup>3</sup> /A <sup>4</sup>	F <sup>3</sup> /A <sup>4</sup>	E <sup>3</sup> /A <sup>4</sup>	D <sup>3</sup>	D <sup>3</sup>	E <sup>3</sup> /C <sup>4</sup>
380	I-280 to U.S. 101	F	F	F	F	F	F	F	F	F	F	F <sup>3</sup>	F <sup>3</sup>	E <sup>3</sup>
380	U.S. 101 to Airport Access Road	C	A	A	A	A	A	A	A	A	A	B <sup>3</sup>	D <sup>3</sup> /C	A <sup>3</sup>
Mission St	San Francisco County Line to SR 82	E	A	A	A	A	A	A	A	A	A	A	A	A
Geneva Ave.	San Francisco County Line to Bayshore Blvd.	E	A	A	A	A	A	A	A	A	A	A	A	A
Bayshore Blvd.	San Francisco County Line to Geneva Avenue	E	A	A	A	A	A	A	A	A	A	A	A	A

Notes:  
<sup>2</sup> The first value represents LOS without exemptions, and the second value represents LOS with exemptions.  
<sup>3</sup> Based on average speed from travel time surveys.  
<sup>4</sup> Exemptions applied to volume-to-capacity ratios estimated from average speeds.  
 "-" = not applicable. LOS standard is not violated. Therefore, exemptions were not applied.  
 LOS Standard violations (after application of exemptions) are highlighted in red  
 LOS based on 1994 Highway Capacity Manual Methodology.

**Table VIII: 2019 CMP Intersection Level of Service (LOS)**

Int #	Intersection	LOS Standard	Peak Hour	2000 HCM Method								2019 Standard Exceeded
				2019 LOS	2017 LOS	2015 LOS	2013 LOS	2011 LOS	2009 LOS	2007 LOS	2005 LOS	
1	Bayshore & Geneva	E	AM	E	B	B	B	B	C	B	C	No
			PM	B	A	B	B	B	C	C	C	No
2	SR 35 & John Daly Blvd	E	AM	B	C	D	C	C	B	B	B	No
			PM	B	B	E	C	C	C	B	C	No
3	SR 82 & Hillside/John Daly	E	AM	B	B	C	C	B	C	C	C	No
			PM	C	C	C	C	C	D	C	D	No
4	SR 82 & San Bruno Ave	E	AM	C	B	C	C	C	C	C	C	No
			PM	C	C	C	C	C	D	D	D	No
5	SR 82 & Milbrae Ave	E	AM	E	D	D	E	F/D	E	E	E	No
			PM	E	D	E	D	E	D	E	E	No
6	SR 82 & Broadway	E	AM	B	A	B	B	B	B	B	B	No
			PM	A	A	B	B	B	A	B	B	No
7	SR 82 & Park-Peninsula	E	AM	C	B	C	C	C	B	B	B	No
			PM	C	B	C	C	C	B	B	B	No
8	SR 82 & Ralston	E	AM	C	C	C	C	C	D	D	E	No
			PM	C	C	C	D	C	D	D	E	No
9	SR 82 & Holly	E	AM	C	C	C	C	C	C	C	C	No
			PM	C	C	C	C	C	D	C	C	No
10	SR 82 & Whipple Ave	E	AM	C	C	C	C	C	C	C	D	No
			PM	D	D	C	C	C	D	D	D	No
11	University & SR 84	F	AM	C	F	C	E	C	B	B	B	No
			PM	F	F	F	F	F	F	F	E	No
12	Willow & SR 84	F	AM	D	C	D	D	C	C	C	C	No
			PM	E	F	F	F	E	F	F	E	No
13	SR 84 & Marsh Rd	F	AM	F	F	F	D	D	C	C	C	No
			PM	F	F	F	D	E	F	D	C	No
14	Middlefield & SR 84	E	AM	D	E	C	D	C	D	D	D	No
			PM	E	E	D	D	D	D	D	D	No
15	SR 1 & SR 92	E	AM	B	B	C	C	D	C	D	D	No
			PM	C	C	C	C	C	D	D	D	No
16	Main St & SR 92	F	AM	B	B	C	B	C	C	C	C	No
			PM	B	B	B	B	B	C	C	C	No

Based on the 2000 HCM Methodology, the results indicate the following deficient segments after the reduction of interregional trips:

- PM – Northbound and Southbound SR-35 between I-280 and SR-92
- PM – Eastbound and Westbound SR-84 between SR-1 and Portola Road
- AM & PM – Westbound SR-84 between I-280 and Alameda de Las Pulgas
- AM – Westbound SR-92 between I-280 and US-101
- PM – Eastbound SR-92 between US-101 and Alameda County Line

It is noted that twelve (12) CMP segments had deficient level of service (without interregional travel exemptions) in both the AM and PM peak periods. Four (4) segments had deficient LOS in the PM peak period only.

For the 2000 HCM Method, which calculates an average control delay (expressed in seconds per vehicle), LOS ratings resulting from the 2019 monitoring when compared to the 2017 monitoring program are as follows: Intersections 1, 5, and 14 are operating at standard and should be monitored to avoid exceeding the established LOS standard. Intersections 11 and 13 are operating at LOS F which is the standard at those locations but should be evaluated for possible improvements.

Many San Mateo County jurisdictions have been identified as being connected to these segments. This number will increase substantially when the jurisdictions not physically connected to these segments but contributing 10% of the offending traffic are also included. It is likely that many jurisdictions will have to participate in multiple deficiency plans because of the traffic contributed by that jurisdiction to the deficient locations in several areas.

The C/CAG Board approved the Countywide Congestion Relief Plan (CRP), which is a countywide deficiency plan to address these and future deficiencies. This Plan will relieve all San Mateo County jurisdictions - 20 cities and the County - from having to develop and implement individual deficiency plans for current Level of Service (LOS) changes and any that may be detected in future years. An updated executive summary of the CRP is included below.

### **San Mateo County Congestion Relief Plan (Deficiency Plan)**

This Congestion Relief Plan is necessary because several locations throughout the County have been determined through traffic counts to have congestion that exceeds the standards that were adopted by C/CAG as part of the Congestion Management Program. Although the Plan is a legal requirement and enforceable with financial penalties, it is more important that the Plan be viewed as an opportunity to make a real impact in congestion that has been allowed to go unchecked for many years. A key factor in developing the Plan has been for C/CAG to respect and support the economic development done by local jurisdictions to make San Mateo County prosperous and to ensure a sound financial base to support local government. Economic prosperity however, has created severe traffic problems, which if not properly addressed, will threaten that same prosperity. Therefore, this Plan aims to find ways to improve mobility Countywide and, in every jurisdiction, while not putting a halt to this economic growth.

The Plan, which was initiated in July 1, 2002 and updated July 1, 2019, will relieve all San Mateo County jurisdictions - 20 cities and the County - from having to fix the specific congested locations that triggered the development of this Plan, and any new ones that may be detected for the next four years.

The following elements, which were updated and effective as of July 1, 2019 through June 30, 2023 through a C/CAG Board approval on May 9, 2019, are intended to be a comprehensive package of policies and actions that together will make a measurable impact on current congestion and slow the pace of future congestion:

#### 1. Local Transportation Services Program

The current Employer-Based Shuttle Program and Local Transportation Services Program primarily funded employer or community shuttles through a competitive process and required a 50% match from the project sponsor. Originally this program was the only available source of funds for shuttle services. Today, San Mateo County Transportation Authority (TA) has a robust fund source dedicated to fund shuttles and the funds for this program may be better spent in exploring new emerging mobility options.

In consideration of this, the proposed program is modified to include innovative programs and emerging mobility options that facilitate local transportation services and will reduce congestion. Examples of emerging mobility options include autonomous shuttles/ vehicles, and shared economy mobility services.

The state and bay area region are beginning to focus more on vehicle miles traveled (VMT) impacts and the links between housing and transportation. To accommodate this new focus, Program 4 - “Linking Transportation and Land Use” has redefined several sub-items highlighted below.

#### 4A. Innovative Trip Reduction Strategies and Major Corridors Studies

This program was originally designed to provide local matching funds to incentivize planning and facilitate implementation of El Camino Real “Grand Boulevard Initiative” type projects, consistent with C/CAG goals and policies. Under the 2011 reauthorization, this program was expanded to apply to other major corridors to address traffic congestion and to support the economy by enhancing the movement of people and goods. As part of the 2011 reauthorization, the addition of innovative strategies to reduce auto commute trip demands, by partnering with other public or private entities was added.

There has been increased interest in the recent C/CAG carpool incentive programs. This authorization would modify the program to promote and deploy more innovative projects and programs that serve to make travel on major corridors more reliable by increasing person throughput on existing facilities and programs that can reduce trips and congestion on the existing system. An example innovative program that was previously funded under this program was the highly successful pilot Carpool Program that has been modified and continues as Carpool 2.0. It is anticipated that implementation of a carpool incentive program would continue in the future.

A US 101- Mobility Action Plan (MAP) is currently being developed by five partners, SamTrans, C/CAG, San Francisco County Transportation Authority (SFCTA), Santa Clara Valley Transportation Authority (VTA), Metropolitan Transportation Commission (MTC), and in coordination with San Mateo County Transportation Authority (SMCTA), Caltrans, and Transform. The goal of the MAP is to build on infrastructure and mobility improvement already planned and identify near-term policy changes and programs that address unreliable and inequitable mobility challenges on the corridor today. It is anticipated that some programs developed as part of this effort could be implemented under this program.

This authorization proposes to remove the corridor planning incentive and expand innovative strategies that reduce auto commute trip demands and/ or address mobility deficiencies on major corridors, in partnership with other public or private entities. The annual fund level for this program is currently \$200,000. It is proposed that the new authorization level be reduced to \$150,000.

#### 4B. Transportation Improvement Strategies to Reduce Green House Gases.

The Transportation Improvement Strategies to Reduce Green House Gases is a program to provide matching funds to implement countywide or regionally significant transportation projects that reduce greenhouse gases.

Previous match contributions made under this program included: contributing \$80,608 in matching funds to develop an Alternative Fuel Readiness Plan (AFRP) for San Mateo County, contributing \$25,000 towards a Bay Area Air Quality Management District (BAAQMD) Regional Bike-sharing Pilot Program, and contributing \$25,000 towards ad SamTrans “Making the last Mile Connection Pilot Program.”

This reauthorization proposes to modify the purpose of this section to implement or contribute funds towards Green House Gases related programs and projects. These include but are not limited to a) developing tools to assist member agencies and project partners with SB 743 compliance, to b) provide grant writing technical assistance to member agencies for appropriate

Federal, State, or other external competitive grant funds, and c) to evaluate performance measures identified in the San Mateo Countywide Transportation Plan (SMCTP) 2040 Action Plan and develop feasible plans to track performance measure.

- a) In September 2013, the State Legislature passed into law SB 743, which required agencies to change the significance metric used to assess the transportation impacts of land use and transportation projects under CEQA (California Environmental Quality Act) from LOS (automobile delay, Level of Service) to VMT (Vehicle Miles Traveled). The intent was to align other statewide goals, such as greenhouse gas emissions reduction and Sustainable Communities Strategies (SCS) that encourage multimodal development and promote infill opportunities in dense urban areas.

OPR (Governor’s Office of Planning Research) was charged with developing guidelines to implement SB 743. OPR published the final CEQA Guidelines on December 28, 2018 with statewide application to begin on July 1, 2020.

C/CAG hosted several working group meetings with staff member jurisdictions and there is consensus to have C/CAG take a lead in helping agencies move towards the use of VMT as a CEQA metric and to work with city staff to develop a consistent methodology.

- b) Over the years, there have been numerous transportation and other funding opportunities offered at the state, federal, or regional levels on a competitive basis. However, projects sponsored by San Mateo County jurisdictions have not been as competitive due to various reasons, one of which is the lack of availability of staff resources needed to understand and comply with grant application requirements, as well as to prepare grant applications. In May 2018 C/CAG approved of a pilot Grant Writing Technical Assistance Program (GW-TAP). The concept was well received by committees and the Board.
- c) San Mateo Countywide Transportation Plan 2040 (SMCTP 2040), was adopted by the C/CAG Board of Directors on February 9, 2017. The SMCTP 2040 serves as a long-range, comprehensive transportation planning document by establishing both a coordinated planning framework and systematic transportation planning process for identifying and resolving transportation issues. A SMCTP 2040 Action Plan was developed as a living document which serves as a roadmap for implementing and tracking progress of the SMCTP 2040. The Action Plan included considerations for procuring, tracking, and evaluating performance measures.

The annual fund level for this program is currently set at \$100,000. It is proposed that the new authorization be set at \$150,000.

#### 4C. Climate Change and Resiliency Planning

There is a need to expand planning efforts to include sea level rise effects on the transportation facilities in San Mateo County. The County of San Mateo finalized a Sea Level Rise Vulnerability Assessment in 2018. In 2019, the Office of Sustainability launched Climate Ready SMC to share best practices for climate change preparedness with municipalities and agencies, non-profits, private development, and businesses. This work, funded by Caltrans, will finish in 2020 and will result in improved climate models to address transportation risk including

vulnerability to temperature and heat, wildfires, riverine flooding and how these risks impact urban heat islands, health and disadvantaged communities. The work will also result in a menu of adaptation strategies, policy and planning templates to allow the County and Cities to effectively prepare for transportation related climate impacts.

This program would be modified to incorporate sea level rise and adaptation in transportation planning efforts. The annual fund level for this program is currently \$150,000. It is proposed that the new authorization remain at the same level of funding.

#### 4D. Sustainable Communities Strategy (SCS) Activities, Linking Housing with Transportation

Beginning in FY2005-06, C/CAG has programmed funds to support various activities that address the linkage between housing and transportation. Over these years, the Board has reviewed and approved staff proposals for housing/transportation-related activities in four broad areas: policy leadership; promotion of housing in transit corridors; cost-effective responses to State regulatory mandates; and local funding to meeting housing goals. The intent of all the proposed programs was to provide tools, technical support and financial incentives to help member jurisdictions plan and produce housing in transit corridors, downtowns, station areas and El Camino Real types of corridors, and promote densities that support frequent mass transit and reduce climate impacts while strengthening local neighborhoods and the regional economy.

Measures supported by C/CAG through the years have included the Transit Oriented Development Housing Incentive Program and the Grand Boulevard Multimodal Transportation Corridor Plan.

Since 2006, C/CAG and the County Department of Housing (DOH) have co-sponsored the 21 Elements project which assists all jurisdictions in San Mateo County to update their respective Housing Elements and share information on housing policies and programs.

The 21 Elements project is a cost-effective countywide work program that assists all jurisdictions to implement Housing Elements and develop effective on-going housing implementation policies and programs. In past years, C/CAG and the San Mateo County Department of Housing (DoH) have been co-funding the 21 Elements project, with DoH acting as the lead agency in managing the consultant contract. Staff recommends the continuation of this cooperative partnership to support the 21 Elements.

In 2008, state law SB 375 was approved which required the Bay Area Region to develop a Sustainable Communities Strategy (SCS), which must factor in and integrate land use planning, transportation policies, and transportation investments. The California Department of Housing and Community Development (HCD) identifies the total housing need for the San Francisco Bay Area for an eight-year period. Association of Bay Area Governments (ABAG) must then develop a methodology to distribute this need to local governments in a manner that is consistent with the development pattern included in the Sustainable Communities Strategy (SCS).

In 2005, C/CAG championed an amendment of State law related to Housing Elements to enable formation of county-level subregions to allocate planned housing growth (CA Government Code

§65584.03). C/CAG has utilized the Sub-RHNA process in two rounds of RHNA to date. The 6th Cycle of RHNA and housing element updates must be completed by January 2023 for the planning period of January 2023 to 2031. It is anticipated that work to initiate the next round of Sub-RHNA and housing element updates will need to factor in new State law requirements.

There is also a strong sentiment in the region and the state to condition housing production to transportation funding. In 2019, over 200 bills were introduced to address the “housing crisis.” Staff recommends utilizing the 21 Elements to assist C/CAG with the analysis and implementation of any new State laws related to land use, housing and other inter-related issues.

Funding is proposed in anticipation of activities associated with implementing the Sub-RHNA and assisting member agencies in developing their housing elements. Program funds would also be used in part to, analyze new housing legislation, assist member agencies with implementation of new state requirements, and promote best practices to stimulate infill housing in the transit corridors.

The annual fund level for the program is currently \$100,000. In anticipation of the workload associated with the new RHNA cycle and implementation of new requirements, it is proposed that the new authorization be set at \$150,000.

Total Funding

Due to the varied expenditure needs from year to year, the current Congestion Relief Plan provides flexibility to shift funds between the sub-items under Program 4 (Linking Transportation and Land Use) as long as the overall total for Item 4 does not exceed \$600,000, subject to C/CAG annual budget approval.

The 2015 reauthorization of an annual \$1.85 million in member assessments for the Congestion Relief Plan was used to finance the programs shown on the table below. It is proposed that the reauthorization of this Plan be held at the same member assessment level and that the Plan include the revised programs as shown on the table below.

2015-2019 Proposed Plan			2019-2023 Proposed Plan		
1	Employer-Based Shuttle and Local Transportation Services Program	\$500,000	1	Local Transportation Services Program	\$500,000
2	Travel Demand Management	\$550,000	2	Travel Demand Management	\$550,000
3	Intelligent Transportation Systems (ITS)/ Traffic Operational Improvement Strategies	\$200,000	3	Intelligent Transportation Systems (ITS)/ Traffic Operational Improvement Strategies; Express Lane operations support; Smart Corridor Expansion	\$200,000
4	Linking Transportation and Land Use:	\$600,000	4	Linking Transportation and Land Use:	\$600,000
	4A. Innovative Trip Reduction Strategies and Major Corridors Studies			\$250,000	



	4B. Transportation Improvement Strategy	\$100,000		4B. Transportation Improvement Strategy to reduce GHG (GW TAP/743 toolkit/ Performance assessments)	\$150,000	
	4C. Climate Action Plan Activities	\$150,000		4C. Climate Change and Resiliency Planning (RICAPS, Climate Action Plan, Sea level rise planning for Trans. Facilities)	\$150,000	
	4D. Sustainable Communities Strategy (SCS) Activities, Linking Housing with Transportation.	\$100,000		4D. Sustainable Communities Strategy (SCS) Activities, Linking Housing with Transportation. (21 Elements/ Sub-RHNA/ Legislation compliance)	\$150,000	
	Total		\$1,850,000	Total		\$1,850,000

**Summary**

The initial Plan was in effect from FY 2002/03 thru FY 2006/07 and was reauthorized in February 2007 for a four-year period beginning in FY 2006/07 thru FY 2010/11. The Plan has proven beneficial to the Cities and County over the past eight years and therefore was reauthorized a second time in December 2010 (amended on June 24, 2012) for an additional four-year period for FY 2011/12 to FY 2014/15. On May 9, 2019, the Plan was reauthorized for four additional years from July 1, 2019 to June 30, 2023. Under the latest reauthorized Plan, the cities and the County were assessed \$1.85 million on an annual basis for the four-year period of the Plan, starting from July 1, 2019. This amount, which remains unchanged from the previous period, represented each jurisdiction’s share of the total cost of the Plan based on that jurisdiction’s percent of automobile trips both generated and attracted as a percent of the countywide total. It is anticipated that the local jurisdiction’s contribution will be more than quadrupled because of the generation of matching funds to support the Plan. As a participant in this Plan the cities and the County will be exempt from any deficiency planning requirements for the four-year period, that are the result of a roadway segment or intersection exceeding the Level of Service Standard set forth in the Congestion Management Program.

**Table IX: Congestion Relief Plan Assessment**

	<b>Population (as of 1/1/18)</b>	<b>% of Total Population</b>	<b>2015 % of Trip Generation</b>	<b>Average of Population &amp; Trip Gen %</b>	<b>Member Assessment</b>
Atherton	7,135	0.92%	0.88%	0.90%	\$16,672
Belmont	27,388	3.54%	3.22%	3.38%	\$62,501
Brisbane	4,692	0.61%	0.78%	0.69%	\$12,828
Burlingame	30,294	3.91%	5.59%	4.75%	\$87,901
Colma	1,501	0.19%	0.61%	0.40%	\$7,468
Daly City	107,864	13.93%	10.18%	12.06%	\$223,029
East Palo Alto	30,917	3.99%	2.27%	3.13%	\$57,896
Foster City	33,490	4.33%	3.96%	4.14%	\$76,658
Half Moon Bay	12,639	1.63%	1.79%	1.71%	\$31,674
Hillsborough	11,543	1.49%	1.09%	1.29%	\$23,837
Menlo Park	35,268	4.56%	5.54%	5.05%	\$93,389
Millbrae	22,854	2.95%	2.97%	2.96%	\$54,734
Pacifica	38,418	4.96%	4.06%	4.51%	\$83,443
Portola Valley	4,767	0.62%	0.60%	0.61%	\$11,235
Redwood City	86,380	11.16%	12.50%	11.83%	\$218,806
San Bruno	46,085	5.95%	5.89%	5.92%	\$109,504
San Carlos	29,897	3.86%	4.04%	3.95%	\$73,055
San Mateo	104,490	13.50%	14.99%	14.24%	\$263,494
South San Francisco	67,082	8.67%	8.64%	8.65%	\$160,055
Woodside	5,623	0.73%	0.61%	0.67%	\$12,405
San Mateo County	65,828	8.50%	9.81%	9.16%	\$169,417
<b>Total</b>	<b>774,155</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>1,850,001</b>