

CEQA: Transportation Performance Measures

Transportation Advisory Commission
January 23, 2020





DOT Analysis Process

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- DOT evaluates proposed projects for potential transportation impacts
 - > CEQA: Identify mitigations
 - > Outside CEQA: Recommend conditions of approval
 - > Goal is to eliminate or minimize the potential impacts
- Focus of analysis has shifted in recent years
 - > Level of Service (LOS) to Vehicle Miles Travelled (VMT)



Level of Service

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- Measured road performance by considering vehicle delay
- Did not consider other modes of travel
- Led to unintended design decisions that further prioritized vehicular travel





CEQA Changes to Transportation Analysis

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- SB 743 (Steinberg, 2013)
 - Eliminates the use of auto delay as defined by Level of Service (LOS) for evaluating transportation impacts
 - Directed Office of Planning and Research (OPR) to amend CEQA Guidelines to provide an alternative to LOS for evaluating transportation impacts
 - The method must “promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses”
- SB 32 (Pavley, 2016)
 - Requires California to reduce gas emissions by 40% below 1990 levels by 2030



CEQA Changes to Transportation Analysis

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- OPR proposed the following
 - Eliminate Level of Service (LOS)/Delay as a CEQA Impact
 - Use of Vehicle Miles Travelled (VMT) Metric for CEQA Transportation Analysis
 - Applies to CEQA Only
 - Does Not Preclude Addressing Traffic Congestion in Local General Plan Policies, Zoning Codes, Conditions of Approval, Thresholds, or Fee
- By July 1, 2020, all California lead agencies are required to use a Vehicle Miles Travelled (VMT) methodology in transportation analyses under CEQA



General Plan Guiding Principle 5:

Pasadena will be a city where people can circulate without cars

Objective 1: Enhance livability

Objective 2: Encourage walking, biking, transit and other alternative to motor vehicles

Objective 3: Create a supportive climate for economic viability



Pasadena Adopts VMT

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- November 3, 2014 City Council adopts transportation performance measures and thresholds
 - Align with General Plan Guiding Principles
 - Reflect a holistic approach to addressing the City's transportation needs
 - Prioritize the movement of people
 - Encourage sustainable transportation solutions
 - Support a mix of land uses that promote livable communities
- The 5 transportation performance measures are:
 - Vehicle Miles Traveled per Capita
 - Vehicle Trips per Capita
 - Proximity and Quality of the Bicycle Network
 - Proximity and Quality of the Transit Network
 - Pedestrian Accessibility

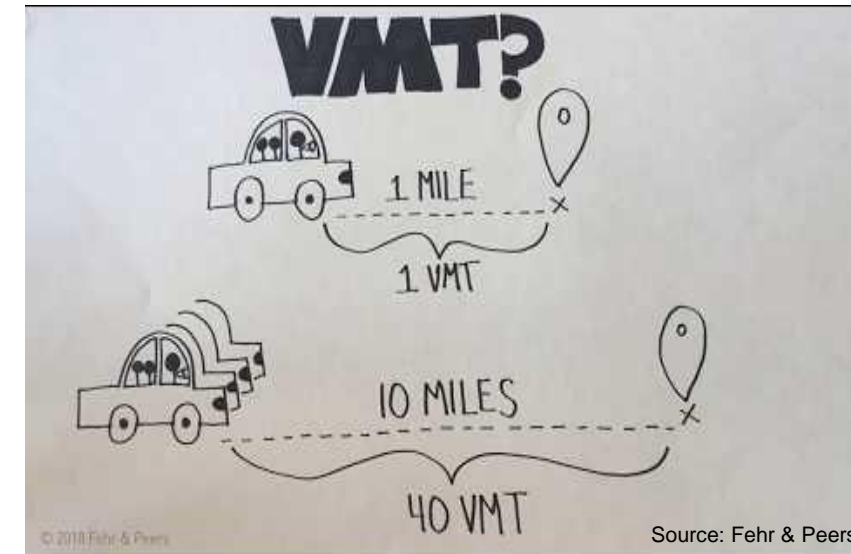


Why did Pasadena adopt VMT?

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VMT metric is reflective of the City's holistic approach of planned land uses and supportive transportation options that are intended to produce a more sustainable urban environment

- Assess project impact on the quality of, and impact on, both motorized and non-motorized modes of travel, including transit
- Discourage unintended consequences
- Align with adopted policies
- Reflect and address City's long term goals



PASADENA



Comparison of VMT and LOS

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Vehicle Miles Traveled (VMT)	Level Of Service (LOS)
Measures travel distance times the number of vehicles over an efficiency metric	Evaluates intersection performance based on vehicle delay
Considers and analyzes for vehicle miles traveled into, out of, and within the City	Considers and analyzes vehicular travel at intersections only
Emphasis is on network management and travel efficiency	Silent on evaluating system performance on non-vehicular travel modes



Comparison of VMT and LOS

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Vehicle Miles Traveled (VMT)	Level Of Service (LOS)
Mitigation measures are related to the reduction of GHG, multimodal transportation networks, and a diversity of land uses	Mitigation measures place value on efficient movement of vehicles only
Mitigation measures decrease the emphasis on increasing roadway capacity and reducing intersection delay	Mitigation measures encourage street widening, which may compromise pedestrian and bicycle infrastructure
Mitigation measures are centered around reducing vehicular travel	Street widening may increase automobile use, reduce sidewalk widths, and other secondary impacts



Transportation Review Thresholds

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Thresholds for Determining Transportation Review of Projects (Adopted by City Council on November 3, 2014)

TYPE OF PROJECT	EXEMPTION	Category 1: (Outside CEQA) BELOW COMMUNITYWIDE SIGNIFICANCE	Category 2: (CEQA) COMMUNITYWIDE SIGNIFICANCE
Residential (Net # of units)	10 units or less	11 – 49 units	50+ units
Non-Residential Use (Net)	10,000 Sq Ft or less than 300 daily trips	10,001 to 49,999 Sq Ft	50,000+ Sq Ft



Category 2 CEQA Transportation Performance Measures

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CEQA THRESHOLDS OF SIGNIFICANCE (Adopted by City Council on November 3, 2014)

METRIC	DESCRIPTION	IMPACT THRESHOLD
VMT Per Capita	Vehicle Miles Traveled (VMT) in the City of Pasadena per service population (population + jobs).	CEQA Threshold: An <u>increase</u> over existing Citywide VMT per Capita of 22.6.
VT Per Capita	Vehicle Trips (VT) in the City of Pasadena per service population (population + jobs).	CEQA Threshold: An <u>increase</u> over existing Citywide VT per Capita of 2.8.
Proximity and Quality of Bicycle Network	Percent of service population (population + jobs) within a quarter mile of bicycle facility types	CEQA Threshold: Any <u>decrease</u> in existing citywide 31.7% of service population (population + jobs) within a quarter mile of Level 1 & 2 bike facilities.
Proximity and Quality of Transit Network	Percent of service population (population + jobs) located within a quarter mile of transit facility types.	CEQA Threshold: Any <u>decrease</u> in existing citywide 66.6% of service population (population + jobs) within a quarter mile of Level 1 & 2 transit facilities.
Pedestrian Accessibility	The Pedestrian Accessibility Score uses the mix of destinations, and a network-based walk shed to evaluate walkability	CEQA Threshold: Any <u>decrease</u> in the Citywide Pedestrian Accessibility Score



Pasadena VMT Model

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- 2013 Baseline model builds upon regional model by reflecting local conditions
 - Regional model is used as foundation
 - Calibrated to include local conditions: land use/parcel data, street network, traffic counts, travel time information
 - More accurately captures potential impacts at the local level
- Land Use inputs updated approximately every 5 years
 - Changes to the regional model and calculation methodology
 - Street network changes
 - New developments and land use changes
 - New trip generation rates
 - Education land use employment factor
 - Expand model area



Cumulative Impacts

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- General Plan EIR considered cumulative transportation impacts
- Thresholds will not be exceeded at General Plan 2035 build-out
 - > Reduction of greenhouse gas emissions
 - > Development of multimodal transportation networks
 - > Diversity of land uses
- Traffic Reduction and Transportation Improvement Fee (TR/TIF) accounts for future transportation facilities costs to support future land use development at 2035 build-out



Category 1 Outside CEQA Transportation Analysis

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- SB 743 applies to CEQA Only
 - Does not preclude addressing traffic congestion in local General Plan Policies, Zoning Codes, Conditions of Approval, Thresholds, or Fee Programs
- Analysis outside of CEQA evaluation
 - Level of Service
 - Neighborhood Protection
 - Adhere to General Plan Guiding Principles
- All Category 2 CEQA projects are also analyzed under Category 1 Outside CEQA



Category 1 Outside CEQA Transportation Analysis

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METRIC	DESCRIPTION	CAP
Street Segment Analysis	The street segment analysis assesses traffic intrusion on local streets in residential neighborhoods	Increases of 10-15% above existing on streets with more than 1,500 ADT
Auto Level of Service	Level of Service (LOS) as defined by the TRB's Highway Capacity Manual (HCM) 2010.	A decrease beyond LOS D Citywide or LOS E within TOD
PEQI	Pedestrian Environmental Quality Index	Below average conditions
BEQI	Bicycle Environmental Quality Index	Below average conditions



Pasadena Municipal Code Requirements

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- § 4.19 Traffic Reduction and Transportation Improvement Fee
 - Ensures that developments pay their “fair share” of the cost of future transportation facilities
 - Applies to net new residential, retail, industrial, and office developments
 - A Council approved “Needs List” identifies City-wide transportation projects eligible to be funded
 - Based on the adopted Mobility Element
 - Identifies all of the transportation facilities needed to serve future development through 2035 as well as the costs of the facilities
- § 10.64 Transportation Demand Management Program
 - Requires projects to implement measures that promote alternative modes of transportation



Next Steps

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- Return to TAC for consideration of an updated baseline year and associated CEQA thresholds to reflect new baseline conditions
 - City Council adopted CEQA performance measures and thresholds assumed a 2013 baseline
 - Industry standards suggest baseline and associated thresholds to be updated approximately every 5 years