

Resolution No. 2018-183 N.C.S.  
of the City of Petaluma, California

**RESOLUTION OF THE CITY COUNCIL AUTHORIZING THE CITY MANAGER TO EXECUTE A PROFESSIONAL SERVICES AGREEMENT WITH FEHR & PEERS FOR TRANSPORTATION CONSULTING SERVICES TO DEVELOP THRESHOLDS, IMPLEMENTATION CRITERIA, AND GUIDELINES FOR VEHICLE MILES TRAVELED CONSISTENT WITH SB 743 AND TO UPDATE THE GENERAL PLAN**

**WHEREAS**, the Petaluma City Council passed Resolution 2008-084 N.C.S on May 19, 2008 adopting the General Plan 2025, a comprehensive and integrated statement of development policies and principles that guide future growth and development within Petaluma; and

**WHEREAS**, on September 27, 2006, the California Legislature passed Assembly Bill 32, California Global Warming Solutions Act, which created a comprehensive, multi-year program to reduce greenhouse gas (GHG) emissions; and

**WHEREAS**, Assembly Bill 32 required the California Air Resources Board (CARB) to develop a Scoping Plan that describes the approach to reduce GHG emissions in California to targeted levels as revised and updated from time to time to reflect climate science and implementation feasibility; and

**WHEREAS**, pursuant to the CARB Scoping Plan, Senate Bill 743, Level of Service Standards, was signed into law on September 27, 2013 to reduce GHG emissions associated with the transportation sector by eliminating level of service (LOS) and other similar measures as a basis for determining whether projects result in significant traffic impacts under the California Environmental Quality Act (CEQA) because such metrics were found to encourage development patterns and travel activity with relatively higher transportation-related GHG emissions; and

**WHEREAS**, SB 743 required the Governor's Office of Planning and Research (OPR) to update the CEQA Guidelines to define "criteria for determining the significance of transportation impacts of projects within transit priority areas... [to] promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses;" and

**WHEREAS**, on December 30, 2013 OPR concluded and published a study, Preliminary Evaluation of Alternative Methods of Transportation Analysis, and determined that Vehicle Miles Travelled (VMT) is a preferred metric to replace LOS to evaluate traffic impacts pursuant to CEQA and in accordance with SB 743; and

**WHEREAS**, on August 6, 2014 OPR published a preliminary discussion draft of updated CEQA Guidelines §15064.3 to adopt VMT as the preferred metric to evaluate traffic impacts in

accordance with SB 743, and then published an updated CEQA Guidelines following public input on January 20, 2016; and

**WHEREAS**, upon the completion of the “rulemaking” process to adopt the updated CEQA Guidelines §15064.3, SB 743 goes into effect throughout California and agencies will have an opt-in period until July 1, 2020 to evaluate and prepare to implement the updated CEQA Guidelines or to implement local guidelines consistent with SB 743; and

**WHEREAS**, in the updated CEQA Guidelines §15064.3 implementing SB 743, OPR recommends thresholds of significance and implementation criteria for local jurisdictions to evaluate traffic impacts using VMT, however, travel behavior, baseline conditions, and VMT implications are highly context specific and OPR guidance is not calibrated to the Petaluma context; and

**WHEREAS**, the City of Petaluma General Plan 2025 Mobility Element Policy 5-P-10 establishes a Level-of-Service standard for determining whether projects may have a significant impact on the environment; and

**WHEREAS**, the Petaluma City Council adopted as its Goals and Priorities for 2017 and 2018, Goal III, to *Establish/Revise Local Legislation*, which sets as Priority #1: *Review and Amend the Elements of the General Plan 2025 to Reflect Changes Since its Adoption in 2008*. Task “e” under this priority is to “*update acceptable traffic CEQA thresholds to transition from LOS to VMT, in keeping with anticipated state CEQA guidelines*”; and

**WHEREAS**, on July 9, 2018 the Petaluma City Council and Planning Commission held a joint workshop to hear a presentation from City staff and transportation consultants at Fehr & Peers on SB 743 and the implications of adopting local VMT thresholds and implementation criteria, at which time the City Council and Planning Commission advised staff to pursue a scope of work to develop and adopt local thresholds and criteria; and

**WHEREAS**, staff developed a scope of work (the “Project”) to prepare local VMT thresholds of significance and implementation criteria in consultation with transportation consultants Fehr & Peers, and the Sonoma County Transportation Authority to be completed for \$108,500 with optional tasks totaling \$27,000; and

**WHEREAS**, the Project constitutes a study and is exempt from further environmental review under CEQA pursuant to CEQA Guidelines §15061(b)(3) (“General Rule”), as it can be seen with certainty that there is no possibility that the study may have a significant effect on the environment, and CEQA Guidelines §15306 (“Information Collection”), in that the Project constitutes information gathering as part of a study leading to an action which a public agency has not yet approved or adopted; and

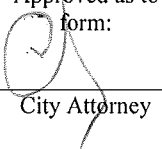
WHEREAS, on December 17, 2018 at a duly noticed meeting the City Council considered the staff report dated December 17, 2018 describing and analyzing the Project, including the CEQA determination included therein; and

NOW, THEREFORE, BE IT RESOLVED, that the City Council of the City of Petaluma hereby authorizes the City Manager to execute an agreement to fund the City of Petaluma SB 743 Implementation and General Plan Update Project, as presented in Exhibit A, in an amount up to \$135,500, subject to approval by the City Manager of the final agreement terms, as set forth in a Professional Services Agreement, and confirmed by the City Attorney that the agreement terms appropriately address the needs of the project and the City's interests.

Under the power and authority conferred upon this Council by the Charter of said City.

REFERENCE: I hereby certify the foregoing Resolution was introduced and adopted by the Council of the City of Petaluma at a Regular meeting on the 17<sup>th</sup> day of December 2018, by the following vote:

Approved as to form:

  
City Attorney

AYES: Albertson; Barrett; Mayor Glass; Vice Mayor Healy; Kearney; King; Miller

NOES: None

ABSENT: None

ABSTAIN: None

ATTEST:   
City Clerk

  
Mayor



# CITY OF PETALUMA

## SB743 IMPLEMENTATION AND GENERAL PLAN UPDATE

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## PROJECT PURPOSE

Senate Bill 743 – Level of Service Standards was signed into law September 2013 to implement AB 32—the California *Global Warming Solutions Act* of 2006—which initiated a process to update how transportation impacts will be evaluated in accordance with the California Environmental Quality Act (CEQA). SB 743 eliminates auto delay, level of service (LOS), and other similar measures of vehicular capacity or traffic congestion as a basis for determining whether projects result in significant impacts under CEQA. SB 743 requires the Governor’s Office of Planning and Research (OPR) to update the CEQA Guidelines to define “criteria for determining the significance of transportation impacts of projects within transit priority areas... [to] promote the reduction of greenhouse gas emissions, the development of multimodal transportation networks, and a diversity of land uses.”

OPR issued options for setting metrics to achieve the intent of SB 743 in 2013. OPR has recommended Vehicle Miles Travelled (VMT) as the criteria for evaluating transportation impacts and issued the first draft of the CEQA Guidelines update in 2014 to this effect. Following Statewide review and input on the draft Guidelines update, OPR issued a revised draft update to the CEQA Guidelines together with a Technical Advisory on implementing VMT as the transportation impact criterion for CEQA purposes. In November 2017, a second Technical Advisory was issued by OPR on evaluating VMT-based transportation impacts under the proposed CEQA Guidelines.

### LEVEL OF SERVICE (LOS) VS. VEHICLE MILES TRAVELLED (VMT)

Until SB 743, transportation impacts were measured by assessing how projects affected the level of delay that drivers experience through relevant intersections or roadway segments. LOS is measured on an alphabetic ranking scale; LOS “A” represents the most favorable conditions (free flow) and LOS “F” represents the least favorable conditions (congested with excessive delays). The Petaluma General Plan Mobility Element, Policy 5-P-10 establishes acceptable LOS standards throughout the city:

***Petaluma General Plan 2025: Mobility Element, Policy 5-P-10:***

*Maintain an intersection level of service (LOS) standard for motor vehicle circulation that ensures efficient traffic flow and supports multi-modal mobility goals. LOS should be maintained at Level D or better for motor vehicles due to traffic from any development project.*

Projects that cause LOS to degrade below acceptable levels are found to generate a significant transportation impact pursuant to CEQA, unless otherwise dictated by the Petaluma General Plan. With SB 743, LOS will cease to be an appropriate metric for evaluating transportation (traffic) impacts for CEQA purposes.

The purpose of the *SB 743 Compliance General Plan Update* project described herein is to:

- 1. Evaluate OPR guidance on VMT implementation as the transportation impact metric for CEQA purposes.**  
SB 743 establishes the criteria that will be used to evaluate transportation impacts for CEQA purposes: reduce greenhouse gas (GHG) emissions, encourage infill development, and promote active transportation. OPR recommends VMT as the best approach to achieve these criteria. The first step in this project is to assess the criteria and develop a sound understanding of the requirements for establishing transportation impact metrics and associated thresholds of significance for impact assessment in the Petaluma context.
- 2. Establish an accurate VMT baseline condition for Petaluma and appropriate VMT thresholds**  
SB 743 recommends VMT as the preferred transportation impact metric, and provides a VMT-based threshold, beyond which, projects would be found to have “significant impacts” pursuant to CEQA Guidelines and would require mitigations or other measures. The City of Petaluma may accept the recommended VMT-based thresholds of significance per OPR guidance, however these thresholds do not account for unique, local conditions that affect transportation patterns and behavior in the Petaluma area, such as environmental conditions, the built environment, alternative transportation systems, and local roadway conditions. Evaluating baseline conditions in Petaluma is critical for establishing local and appropriate thresholds. Baseline VMT conditions are needed to ensure that local VMT thresholds are supported by substantial evidence as required by CEQA Guidelines Section 15064.7, and that local thresholds address the three core objectives of SB 743: reducing GHG emissions, encouraging infill, and promoting active transportation.
- 3. Identify mitigation measures that can be utilized by projects in Petaluma to reduce VMT.**  
After defining baseline conditions and proposing local VMT thresholds of significance, this project will determine the availability and efficacy of VMT reduction strategies that could be utilized by local project proponents (such as housing and other forms of development) to mitigate VMT-based transportation impacts when they are associated with a project.
- 4. Define the appropriate and desirable applications of LOS and VMT metrics in Petaluma.**  
SB 743 and the transition to a VMT-based approach to evaluating transportation impacts directly affects CEQA review for projects. Local jurisdictions may choose to continue evaluating projects on an alternative basis, such as the prevailing LOS-basis, for non-CEQA project review. This project will explore which applications of the prevailing LOS criteria may continue to be appropriate for Petaluma.



# SCOPE OF WORK

## TASK 1. PROJECT INITIATION AND MANAGEMENT

### Task 1.1. Kick-Off Meeting

The City will hold a kick-off meeting with the Consultant staff to discuss the project scope, expectations, and administration including invoicing, reporting, and all other relevant project information. A meeting summary will be prepared by staff. The kick-off meeting will establish key project milestones and refine the outreach strategy to gather technical and public input. The kick-off meeting agenda will include:

- Introductions.
- Review of project schedule and milestones.
- Facilitated discussion of project objectives.
- Definition of action items throughout the project.
- Agreement on project schedule and regular meetings.
- Coordination on outreach activities.
- Discussion of the desired format for all deliverables.

### Task 1.2 Ongoing Project Management

Throughout the project the City will convene bi-weekly in-person or conference meetings with the Consultants to ensure good communication on upcoming tasks and to make sure the project remains on time and within budget. Meeting summaries will be prepared by staff and documented. Upon project initiation, the Consultant will work with City staff to finalize the work scope and budget. The Consultant will prepare and maintain a project schedule throughout the life of the project, oversee the budget expenditures of the Consultant team, including subcontractors, and invoice on the project monthly with a status report identifying potential delays and proposed corrective actions.

## TASK 2. VMT BASELINE SETTING AND VMT CALCULATION METHODOLOGY

VMT baseline, VMT calculation methodology, and VMT threshold setting tasks involve a degree of coordination between the tasks. As such, Tasks 2 and 3 are anticipated to occur concurrently. The proposed project schedule for the scope of the work shows the coordination between these tasks.

### Task 2.1 Planning Documents and Travel Demand Model Review

The Consultant shall collect, review, and incorporate relevant data from current and previous planning documents, including current transportation planning documents, State guidance on SB 743 implementation, and the City of Petaluma General Plan and the Downtown Specific Plan.

The Consultant shall review the existing SCTA Travel Demand Model, City of Petaluma Travel Demand Model, and MTC Travel Demand Model. This information will be used in the analysis to determine how to best establish VMT baselines, identify options for VMT baseline methodology, define necessary model modifications/calibrations, and inform threshold setting.

### Task 2.2 Baseline VMT Data

Based on the review of the travel demand models and data collected the Consultant will estimate and summarize the baseline VMT by major trip types for review by the TAC (see Task 2.3 below). The summary shall clearly identify the model assumptions and highlight potential areas of dispute in the data, if any. Based on this summary, Consultant will recommend one candidate travel demand model for further use in the setting of VMT calculation methodology, VMT accounting methodology, and VMT thresholds.

### **Task 2.3 TAC Review of Baseline VMT Data**

The Consultant shall present the baseline VMT data and model calibration considerations to a Technical Advisory Committee (TAC) for review and comment. Feedback regarding the recommended candidate travel demand model will be solicited. The TAC will be formed by Petaluma staff, committee members and decision makers, at project commencement. The TAC is intended to include:

- One (1) liaison from:
  - Petaluma Pedestrian and Bicycle Advisory Committee
  - Petaluma Transit Advisory Committee
  - Planning Commission
  - City Council
- City of Petaluma staff
- Sonoma County Transportation Authority (SCTA) staff
- Caltrans staff
- Sonoma County staff (where applicable).

### **Task 2.4 Planning Commission and City Council Review of Baseline VMT Data**

The Consultant shall present the baseline VMT data, VMT calculation methodology, and model calibration considerations to the Planning Commission and City Council at a joint workshop for review and comment.

### **Task 2.5 Finalize Baseline VMT Data**

After reviewing the draft baseline VMT and VMT calculation methodology with the TAC and making necessary updates to the data, the Consultant will document the baseline VMT data and VMT calculation methodology in a Technical Memorandum.

### **Task 2.6 Analysis of VMT Reduction Strategies**

The Consultant shall review applicable VMT Mitigation Measures, with a focus on those most applicable to the City of Petaluma, and identify at least seven (7) strategies, ranked in order of priority based on their potential to result in VMT reduction, for project prototypes appropriate to Petaluma. The prototypes will be identified by staff in consultation with the Consultant.

The Consultant will identify methodologies to quantify VMT reductions associated with the five (5) highest priority reduction strategies.

## **TASK 3. VMT ACCOUNTING METHODOLOGY AND VMT THRESHOLD SETTING**

VMT baseline, VMT calculation methodology, and VMT threshold setting tasks involve a degree of coordination between the tasks. As such, Tasks 2 and 3 are anticipated to occur concurrently. The proposed project schedule for the scope of the work shows the coordination between these tasks.

### **Task 3.1 Review Potential VMT Metrics**

The Consultant will review the recommended OPR guidance on the implementation of VMT metrics and thresholds and the information collected in Task 2. The Consultant will analyze and determine the most appropriate VMT metrics (i.e. per capita, per employee, etc.) for establishing VMT thresholds for Petaluma. The Consultant will also consider the amount of VMT reduction that is achievable when recommending appropriate thresholds.

The analysis and recommendations made on VMT thresholds will be applicable to development projects, transportation projects, and land use and transportation planning documents, e.g. the General Plan 2025 and EIR.



### **Task 3.2 Stakeholder Meetings**

The potential thresholds will be presented by the consultant with support from City staff at up to four (4) stakeholders meeting, inclusive of at least one (1) TAC meeting, one (1) Planning Commission meeting, and one (1) joint meeting of the Pedestrian and Bike Advisory Committee and Transit Advisory Committee. The Consultant will solicit input on possible thresholds that are appropriate for a range of project types in the Petaluma context. The presentation will identify the applicability and considerations of each potential threshold on varying project typologies.

### **Task 3.3 Develop VMT Accounting Methodology and VMT Thresholds**

Based on the stakeholder meetings and results from Task 3.1, the Consultant will identify up to three (3) potential VMT accounting methodologies for use by the City of Petaluma. These accounting methodologies will consider projects of varying size and scale. Consultant will review and test the accounting methodologies to verify their appropriateness for use in the City of Petaluma. Consultant will develop guidelines and other materials to document VMT accounting approaches that can be used by the City of Petaluma.

Based on the stakeholder meetings in Task 2 and Task 3.2, the Consultant will prepare a recommendation of up to three (3) potential VMT CEQA thresholds that could be used for projects of varying sizes, types of uses, and other considerations. The thresholds will include potential screening criteria that could limit the need for detailed analysis for projects likely to have a limited effect on VMT. Each of the three (3) threshold options will be verified to ensure they can be applied in the City of Petaluma context and that do not create unintended consequences. The Petaluma context shall consider potential projects within the City's Sphere of Influence.

### **Task 3.4 Presentation of Thresholds**

The recommended methodology and thresholds shall be presented to the TAC by City staff for final review and comment.

## **TASK 4. DRAFT AND FINAL VMT REPORT AND VMT ADOPTION SUPPORT**

### **Task 4.1 Draft Report Development and Presentation to TAC**

The Consultant will prepare an Administrative Draft Report. The report shall incorporate an overview of adjustments to the Petaluma General Plan to incorporate the VMT recommendations on baseline conditions, thresholds, and implementation for projects in the City. The Consultant shall present the draft report for review and comment by the TAC; comments received from the TAC will be incorporated into a revised Final Draft Report.

### **Task 4.2 Draft Report Presentation to Planning Commission and City Council**

The Final Draft Report will be presented by the Consultant to the Petaluma Planning Commission and City Council at separate meetings.

### **Task 4.3 Final Report**

The Consultant will consider and incorporate the comments received on the Final Draft Report into the Final Report, as appropriate, and present it at a second meeting of the City Council if requested.

#### **Task 4.4 VMT Adoption Support**

The Consultant will assist City staff in the process to adopt VMT as the CEQA transportation metric for projects throughout the City. The Consultant will assist City staff in the preparation of the staff report for the adoption process and attend up to three Planning Commission or City Council meetings.

#### **Task 4.5 VMT Transportation Impact Analysis Guidelines**

The Consultant will prepare VMT Transportation Impact Analysis (TIA) guidelines for the City. The guidelines will be based on the data and analysis prepared as part of the Final Report (Task 4.3). This task assumes that the guidelines will be limited to general VMT methodology, VMT thresholds of significance and VMT reduction strategies only; guidelines related to the qualitative or quantitative analysis of the bicycle, pedestrian and transit modes will not be provided. The guidelines will take the form of a brief (five to ten page) technical memorandum.

This scope task has been developed with the understanding that further scoping will be required prior to authorization to proceed on the task. Depending on the assumptions and expectations for this task, a scope or budget amendment may be required to provide the level of effort requested from the City.

#### **TASK 5. GENERAL PLAN UPDATE SUPPORT (OPTIONAL)**

As an optional task, the Consultant will assist City staff with incorporating the results of the tasks above into the Petaluma General Plan. Updates will include updated figures, tables and map exhibits along with updated and new narrative, goals, policies, and programs to address the outcomes of the above tasks. The following tasks have been developed with the understanding that the work in Tasks 1-4 will be used to inform the full scope of the following tasks. A scope amendment will be prepared to further define the tasks below prior to authorization for work on these tasks.

#### **Task 5.1 Administrative Draft General Plan Amendment**

The Consultant will prepare an administrative draft General Plan update for staff review.

#### **Task 5.2 General Plan Amendment: Planning Commission**

Staff shall prepare the staff report for a meeting of the Planning Commission to review the General Plan Amendment to incorporate VMT language and policy. The Consultant shall attend one (1) Planning Commission and present the General Plan Amendment with staff to the Petaluma Planning Commission for review.

#### **Task 5.3 General Plan Amendment: City Council**

Comments received from Planning Commission will be incorporated into a revised General Plan Amendment. Staff shall prepare the staff report for a meeting of the City Council to review the General Plan Amendment to incorporate VMT language and policy. The Consultant shall attend one (1) City Council meeting and present the General Plan Amendment with staff to the Petaluma City Council for review.

<b>TASK</b>	<b>DELIVERABLES</b>	<b>OUTREACH/MEETINGS</b>
1	Contact list, project schedule, data needs memo	Kick-off meeting Bi-Weekly in-person meetings or conference calls
2	Technical Memo: Baseline VMT Data and VMT Calculation Methodology Technical Memo: VMT Mitigation Measures	TAC (1) Planning Commission/City Council Joint Workshop (1)
3	VMT Threshold Guidance Document VMT Accounting Methodologies VMT Traffic Study Guidelines VMT Forecasting Tool and User Manual	Stakeholder meetings (up to 4 meetings)
4	Draft VMT Report Final VMT Report VMT Transportation Impact Analysis Guidelines	TAC (1) Planning Commission and City Council (up to 3)

**PROJECT TIMELINE AND ANTICIPATED BUDGET**

	TASK DESCRIPTION	Task Cost	2019												2020							
			D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J
1	<i>Project Initiation and Management</i>	\$9,000																				
2	<i>VMT Baseline Setting and VMT Calculation Methodology</i>	\$37,000																				
3	<i>VMT Accounting Methodology and VMT Threshold Setting</i>	\$25,000																				
4	<i>Draft and Final VMT Report and VMT Adoption Support</i>	\$37,500																				
5	<i>General Plan Update Support (Optional)</i>	\$27,000																				
	<b>Project Total:</b>	<b>\$108,500</b>																				
	<b>Project Total with Optional Task 5:</b>	<b>\$135,500</b>																				

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