



# City of Placentia Joint Meeting of The Planning Commission and Streetscape and Transportation Advisory Commission

**Agenda  
January 19, 2021  
Front Community Meeting Room  
401 E. Chapman Avenue, Placentia, CA 92870**

## **SPECIAL PROCEDURES NOTICE DURING COVID-19 EMERGENCY**

On March 4, 2020, Governor Newsom proclaimed a State of Emergency as a result of the threat of the COVID-19 virus. On March 17, 2020, Governor Newsom issued Executive Order N-29-20, which temporarily suspends requirements of the Brown Act allowing both the Planning Commission and Streetscape and Transportation Advisory Commission Members to hold public meetings via teleconferencing and make public meetings accessible telephonically or otherwise electronically to all members of the public seeking to observe and to address the Planning Commission.

Given the health risks associated with COVID-19, please be advised that the City Council Chambers are closed to the public and some, or all, of the Placentia Planning and Streetscape and Transportation Commission Members may attend this meeting telephonically. Those locations are not listed on the agenda and are not accessible to the public.

### **How to Observe the Meeting**

#### **Join Zoom Meeting**

<https://us02web.zoom.us/j/81711211609?pwd=S04ydUYzUVppOEdrVTJHMcpxL1dMdz09>

Meeting ID: 817 1121 1609 Passcode: 123073

or dial +16699006833, 81711211609#

### **How to Submit Public Comment**

Members of the public may provide public comment by sending comments for Planning Commission consideration by email to Gilbert Merino at [gmerino@placentia.org](mailto:gmerino@placentia.org). Please limit to 200 words or less. Comments received before a Planning Commission meeting may be read into the public record, subject to the regular time limitations per speaker. Longer submittals will be included in the public record. If you are unable to provide your comments in writing, please contact the either the Development Services or Public Works Department for assistance at 714-993-8124 or 714-993-8148. Verbal comments may be submitted during the meeting, see "How to Observe the Meeting".

### **Americans with Disabilities Act Accommodation**

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Clerk's Office at [cityclerk@placentia.org](mailto:cityclerk@placentia.org) or by calling (714) 993-8231. Notification 48 hours prior to the meeting will generally enable City Staff to make reasonable arrangements to ensure accessibility while maintaining public safety. (28 CFR 35.102.35.104 ADA Title II)

Until further notice the City will implement the guidelines of the California Department of Public Health in regards to social distancing.

The City of Placentia thanks you in advance for taking all precautions to prevent the spread of the COVID-19 virus. The City will return to normal Planning Commission and Streetscape and Transportation Advisory Commission meeting procedures as soon as the emergency has ended.



# Joint Meeting of The Planning Commission and Streetscape and Transportation Advisory Commission Agenda

Regular Meeting  
January 19, 2021

Front Community Meeting Room  
401 E. Chapman Avenue, Placentia, CA 92870

## **Planning Commission:**

**Christine J. Schaefer**  
Chair

**Frank Perez**  
Vice Chair

**Claudia Keller**  
Commissioner

**Dennis Lee**  
Commissioner

**Nick Polichetti**  
Commissioner

**Matthew Roche**  
Commissioner

**Brandon Evans**  
Commissioner

### **Procedures for Addressing the Commission**

*Any person who wishes to speak regarding an item on the agenda or on a subject within the Planning Commission's jurisdiction during the "Oral Communications" portion of the agenda should fill out a "Speaker Request Form" and give it to the Commission Secretary BEFORE that portion of the agenda is called. Testimony for Public Hearings will only be taken at the time of the hearing. Any person who wishes to speak on a Public Hearing item should fill out a "Speaker Request Form" and give it to the Commission Secretary BEFORE the item is called.*

*The Commission encourages free expression of all points of view. To allow all persons the opportunity to speak, please keep your remarks brief. If others have already expressed your position, you may simply indicate that you agree with a previous speaker. If appropriate, a spokesperson may present the views of an entire group. To encourage all views, the Commission discourages clapping, booing or shouts of approval or disagreement from the audience.*

**PLEASE SILENCE CELL PHONES AND OTHER ELECTRONIC  
EQUIPMENT WHILE THE COMMISSION IS IN SESSION.**

### **Special Accommodations**

*In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the City Clerk's Office at (714) 993-8231. Notification 48 hours prior to the meeting will generally enable City staff to make reasonable arrangements to ensure accessibility.*

*(28 CFR 35.102.35.104 ADA Title II)*

## **STAC Commission:**

**Nick Polichetti**  
Chair

**Matthew Roche**  
Vice Chair

**Meredith Castillo**  
Commissioner

**Dr. Arinder Chadha**  
Commissioner

**Tom Ingalls**  
Commissioner

*Copies of all agenda materials are available for public review in the Office of the City Clerk, City Planning Division Counter, Placentia Library Reference Desk and the internet at [www.placentia.org](http://www.placentia.org) under the Planning Commission page. Persons who have questions concerning any agenda item may call the City Planning Division at (714) 993-8124 to make inquiry concerning the nature of the item described on the agenda.*

*In compliance California Government Code Section 54957.5, any writings or documents provided to a majority of the Planning Commission regarding any item on this agenda that are not exempt from disclosure under the Public Records Act will be made available for public inspection at the City Clerk's Office at City Hall, 401 East Chapman Avenue, Placentia, during normal business hours.*

*Study Sessions are open to the public and held in the City Council Chambers or City Hall Community Room.*

**City of Placentia**  
**401 E Chapman Avenue**  
**Placentia, CA 92870**

**Phone: (714) 993-8124**  
**Fax: (714) 528-4640**  
**Website: [www.placentia.org](http://www.placentia.org)**

**REGULAR MEETING**  
6:30 p.m. – Front Community Meeting Room

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**CALL TO ORDER:**

**PLANNING COMMISSION ROLL CALL:**

Commissioner Keller  
Commissioner Lee  
Commissioner Polichetti  
Commissioner Rocke  
Commissioner Evans  
Vice Chair Perez  
Chair Schaefer

**STREETScape AND TRANSPORTATION ADVISORY COMMISSION ROLL CALL:**

Chairman Polichetti  
Vice Chairman Rocke  
Commissioner Chadha  
Commissioner Castillo  
Commissioner Ingalls

**PLEDGE OF ALLEGIANCE:**

**OATH OF OFFICE ADMINISTERED:** Commission Chair Administers the Oath of Office to Newly Appointed Commissioners Evans and Ingalls

**ORAL COMMUNICATIONS: (PLEASE SEE PAGE ONE FOR SPECIAL INSTRUCTIONS ON SUBMITTING PUBLIC COMMENT DURING THE COVID-19 CRISES)**

At this time the public may address the Joint Session Commission concerning any agenda item, which is not a public hearing item, or on matters within the jurisdiction of either Commission. There is a five (5) minute time limit for each individual addressing either Commission.

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**REGULAR AGENDA: City of Placentia Traffic Impact Analysis (TIA) Guidelines**

**Recommended Actions:** It is recommended that the Joint Commission take the following actions:

1. Receive and file the staff report and presentation; and,
2. Ask any questions or provide comments to Staff; and,
3. Make a recommendation to City Council regarding adoption of the City of Placentia Traffic Impact Analysis (TIA) Guidelines.

Regular Agenda Attachments:

1. Draft City of Placentia Traffic Impact Analysis (TIA) Guidelines
2. Presentation: SB 743 Traffic Study Guidelines Update (by Fehr & Peers)

**PUBLIC HEARINGS:** None

**OLD BUSINESS:** None

**NEW BUSINESS:** None

**DIRECTOR'S REPORT:**

**JOINT COMMISSION REQUESTS**

Commission members may make requests or ask questions of Staff. If a Commission member would like to have formal action taken on a requested matter, it will be placed on a future Commission Agenda.

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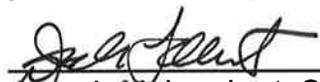
**ADJOURNMENT**

The Planning Commissioners CLOSE to the regular Planning Commission meeting of February 9, 2021 at 6:30 p.m. in the Council Chambers located at 401 East Chapman Avenue, Placentia, CA 92870.

The Streetscape and Transportation Advisory Commission CLOSE to the regular Streetscape and Transportation Advisory Commission meeting of March 15, 2021 at 6:00 p.m. in the Front Community Room located at 401 East Chapman Avenue, Placentia, CA 92870.

**CERTIFICATION OF POSTING**

I, Joseph M. Lambert, Secretary to the Planning Commission of the City of Placentia, hereby certify that the Agenda for the January 19, 2021 Joint Meeting of The Planning Commission and Streetscape and Transportation Advisory Commission of the City of Placentia was posted on January 14, 2021.



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Joseph M. Lambert, Secretary



# City of Placentia Traffic Impact Analysis Guidelines for Vehicle Miles Traveled and Level of Service Assessment

FEHR & PEERS

January 2021

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# Development of TIA Guidelines

## Background Information

SB 743, signed by the Governor in 2013, is changing the way transportation impacts are identified. Specifically, the legislation has directed the Office of Planning and Research (OPR) to look at different metrics for identifying transportation impacts under CEQA. The Final OPR guidelines were released in December 2018 and identified vehicle miles of travel (VMT) as the preferred metric moving forward. The Natural Resources Agency completed the rule making process to modify the CEQA guidelines in December of 2018. The CEQA Guidelines identify that, by July of 2020 all lead agencies must use VMT as the new transportation metric for identifying impacts for land use projects.

In anticipation of the change to VMT, seven North Orange County Cities (Fullerton, La Habra, Brea, Buena Park, Orange, Placentia, and Yorba Linda) formed a collaborative and are currently completing the North Orange County Cities (NOCC) SB 743 Implementation Study to assist with answering important implementation questions about the methodology, thresholds, and mitigation approaches for VMT impact analysis. The NOCC study includes the following main components.

- Thresholds Evaluation Memorandum – Potential thresholds north county cities could consider when establishing thresholds of significance for VMT assessment
- Sample Projects Memorandum – Types of VMT that could be considered for impact assessment and how project assessment could be performed.
- Tools Evaluation Memorandum – Types of tools that could be used to estimate VMT and the pros/cons associated with each tool
- Mitigation Memorandum – Types of mitigation that can be considered for VMT mitigation
- VMT Screening and Mitigation Testing Tool – A spreadsheet tool that can be used for VMT screening. This tool is currently under development but will be available for the seven cities to use.

All north county cities can utilize the information produced through the Implementation Study to adopt their own methodology and significance thresholds for use in CEQA compliance. As noted in CEQA Guidelines Section 15064.7(b) below, lead agencies are encouraged to formally adopt their significance thresholds and this is key part of the SB 743 implementation process.

*(b) Each public agency is encouraged to develop and publish thresholds of significance that the agency uses in the determination of the significance of environmental effects. Thresholds of significance to be adopted for general use as part of the lead agency's environmental review process must be adopted by ordinance, resolution, rule, or regulation, and developed through a public review process and be supported by substantial evidence. Lead agencies may also use thresholds on a case-by-case basis as provided in Section 15064(b)(2).*

To complement the previous work, the City of Placentia has produced these Transportation Impact Analysis (TIA) Guidelines to outline the specific steps for complying with the new CEQA expectations for VMT analysis and the applicable general plan consistency requirements.

It should be noted that CEQA requirements change as the CEQA Guidelines are periodically updated and/or legal opinions are rendered that change how analysis is completed. As such, the City of Placentia will continually review their guidelines for applicability and consultants should contact the City to ensure that they are applying the most recent guidelines for project impact assessment.

### **Is Level of Service Still Important?**

The City of Placentia has vehicle LOS guidance that set standards for which local infrastructure will strive to maintain. These guidelines apply to discretionary approvals of new land use and transportation projects. Therefore, these guidelines also include instructions for vehicle LOS analysis consistent with City requirements.

### **Guidelines Organization**

The remainder of this guidelines document is organized as follows. We have attempted to organize this memorandum to provide background information, assessment for congestion management/General Plan Consistency (e.g. LOS analysis), and CEQA assessment (e.g. VMT analysis).

1. Introduction
2. Non-CEQA Transportation Assessment
3. CEQA Assessment - VMT Analysis
4. CEQA Assessment - Active Transportation and Public Transit Analysis
5. Transportation Impact Analysis Format

### **TIA Guidelines**

State and Federal laws require the correlation of Land Use Element building intensities in a General Plan with the Circulation Element capacity. A Traffic Impact Analysis (TIA) is required by the City of Placentia so that the impact of land use proposals on the existing and future circulation system can be adequately assessed and to ensure that the California Environmental Qualities Act (CEQA) and Congestion Management Program laws and guidelines are met.

The following TIA requirements are intended for any person or entity who is proposing development in the City of Placentia and should be used in coordination with the City's Local CEQA Guidelines and Placentia Municipal Code to guide the development review process.

For the past several decades, the preparation of a TIA was integrated into the CEQA process, in which the TIA was used primarily to analyze a project's impacts under CEQA using level of service (LOS). However, with the passage of Senate Bill (SB) 743, changes to the TIA process are necessary. Specifically, a TIA may be needed as a stand-alone document which is a requirement of project approval and will include information for the decision makers that is not required as part of the CEQA process.

The purpose of Transportation Impact Analysis (TIA) Guidelines is to provide general instructions for analyzing the potential transportation impacts of proposed development projects. These guidelines present the recommended format and methodology that should generally be utilized in the preparation of TIAs and include methodologies for addressing CEQA (VMT) and for addressing LOS consistent with general plan goals.

### **CEQA Changes**

Since the last TIA Guidelines update completed by the City, SB 743 was signed into law. A key element of this law is the elimination of auto delay, level of service (LOS), and other similar measures of vehicular capacity or traffic congestion as a basis for determining significant impacts. This change is intended to assist in balancing the needs of congestion management with statewide goals related to infill development, promotion of public health through active transportation, and reduction of greenhouse gas emissions.

SB 743 contains amendments to current congestion management law that allows cities and counties to effectively opt-out of the LOS standards that would otherwise apply in areas where Congestion Management Plans (CMPs) are still used (including Orange County). Further, SB 743 required the Governor's Office of Planning and Research (OPR) to update the CEQA Guidelines and establish criteria for determining the significance of transportation impacts. In December 2018, OPR released their final recommended guidelines based on feedback with the public, public agencies, and various organizations and individuals. OPR recommended Vehicle Miles Traveled (VMT) as the most appropriate measure of project transportation impacts for land use projects and land use plans. For transportation projects, lead agencies may select their own preferred metric but must support their decision with substantial evidence that complies with CEQA expectations. SB 743 does not prevent a city or county from continuing to analyze delay or LOS outside of CEQA review for other transportation planning or analysis purposes (i.e., general plans, impact fee programs, corridor studies, congestion mitigation, or ongoing network monitoring); but these metrics may no longer constitute the sole basis for CEQA impacts.

# Introduction

An applicant seeking project approval will submit the proposed project to the City with a planning and land used approval application. After a preliminary review of the project by City Staff, the applicant will be notified by the project planner in writing within 30 days of the application submittal date as to whether a TIA is required.

The Traffic Impact Analysis should consider deficiencies in Level-of-Service (LOS) and impacts under CEQA on Vehicle Miles Traveled (VMT).

A Traffic Impact Analysis which includes LOS analysis shall be required for a proposed project that meets any of the following criteria:

- When either the AM or PM peak hour trip generation is expected to exceed 100 vehicle trips from the proposed development.
- Projects on the Arterial Highway System which generate 1,600 Average Daily Trips (ADT).
- Projects that will add 51 or more trips during either the AM or PM peak hours to any intersection.
- When determined by the City Transportation Manager that existing or proposed traffic conditions in the project vicinity have unique characteristics that warrant evaluation.

A Traffic Impact Analysis which includes VMT assessment shall be required for a proposed project that does not satisfy the identified project screening criteria:

- Transit Priority Areas Screening
- Low VMT-generating Areas Screening
- Project Type Screening

See Section, "CEQA Assessment - VMT Analysis" for details on this screening criteria.

Projects may be screened from VMT analysis and require level-of-service analysis, or vice-versa. In cases where insufficient information is available to make a preliminary assessment of a proposal's effect on traffic, the City Traffic Engineer shall determine, at his or her discretion, whether a TIA will be required.

# **Non-CEQA Transportation Assessment**

## Level-of-Service Analysis Procedure

Within the study area identified by the City Traffic Engineer, Level-of-service (LOS) analysis shall be conducted at:

- (1) Identified Intersections (signalized and unsignalized);
- (2) Identified Midblock Segments; and
- (3) Proposed access points to the project.

### Methodology

The City of Placentia utilizes Intersection Capacity Utilization (ICU) analysis method to determine the operating LOS of signalized intersections. If the consultant conducting the traffic study and/or City Transportation Manager identify signalized intersections that can be better evaluated using the Highway Capacity Manual (HCM) methodology, pre-approval to use HCM for signalized intersections shall be obtained in writing from the City. The HCM methodology is the adopted methodology for evaluation of State Highway facilities by The State of California Department of Transportation (Caltrans). This methodology is also utilized for evaluation of unsignalized study intersections and driveways in the City of Placentia jurisdiction.

Congestion Management Plan (CMP) Analysis is required per OCTA CMP guidelines which also requires ICU analysis for CMP-designated locations. The City of Placentia has five CMP intersections: Rose Drive and Del Cerro Drive; Del Cerro Drive and Orangethorpe Avenue; Rose Drive and Imperial Highway; State Route (SR) 57 northbound ramps and Orangethorpe Avenue; and SR 57 southbound ramps and Iowa Place/Orangethorpe Avenue.

Roadway segment LOS will be calculated using average daily traffic (ADT) carrying capacities defined in the City's General Plan.

### *Volume Development*

All traffic volume information used to represent existing conditions shall be no more than two years old. Additionally, the raw data from sources other than the City, on which existing conditions are based, must be supplied in the traffic study appendix identifying the source. The following five analysis scenarios should be evaluated (at the discretion of the City Traffic Engineer in coordination with Community Development) and summarized in a single table and throughout the analysis using the following designations:

- a. Existing Conditions

Existing traffic conditions: data must have been collected within the previous 24- month period.

- b. Existing Conditions + Approved and Pending Projects:

Existing traffic conditions plus ambient growth and traffic from all the development within the study area for which an application has been submitted (“pending projects”), or that have been approved but not yet constructed. This scenario represents project opening year “Without Project” scenario.

c. Existing Conditions + Approved and Pending Projects + Project:

Existing traffic conditions of existing, plus ambient growth and approved and pending developments, plus traffic generated by the proposed project. This scenario represents the project opening year “With Projects” scenario.

d. General Plan Development:

Build-out of City General Plan combined with build-out of circulation system. OCTAM Build-out projections will be used for this purpose. A General Plan build out analysis is generally required for any project that contributes traffic to an intersection projected to have unacceptable LOS, any project that requires a General Plan Amendment or otherwise proposes development that exceeds the land use intensity assumed for the General Plan, and/or at the discretion of the City Traffic Engineer.

e. General Plan Development + Project:

Cumulative traffic conditions of General Plan build-out plus proposed project.

For projects planned for construction more than two years beyond existing conditions, an ambient traffic growth factor shall be included to account for annual increases in background traffic (i.e. 1% per year). This factor will be determined by the City Traffic Engineer or designee.

Projects that are to be constructed in more than one phase will require interim year future analysis to address each phase of the development and its associated traffic effects. The year(s) to be analyzed will coincide with the scheduled phasing and will be approved by the City Traffic Engineer or designee.

When calculating future traffic conditions, vehicular volumes and level of service associated with existing condition and the various categories of projected volumes should be identified individually. Volume/capacity calculations that demonstrate the result of proposed improvements will be required for intersections where unsatisfactory levels of service are identified, and improvements are necessary.

### **Trip Generation**

Trip generation will be calculated using the Orange County Traffic Analysis Model (OCTAM) and/or ITE rates, as directed by City. If the generation rates do not address proposed land use in sufficient detail, rates from other documented sources (i.e. SCAG) may be used with prior approval from the City.

### **Trip Distribution/Assignment**

Description of trip distribution and directional approach for vehicle trips to and from the site along with the specific roadways that will be utilized by site-generated traffic is required. The basic methodology and assumptions used to develop trip distribution and assignments must be clearly stated. The City's Traffic Engineering staff will have significant input into these areas. Trip distribution and assignment assumptions are required during the preliminary stages of the study and subject to approval of the City Traffic Engineer or designee prior to inclusion within the study report.

### **Transportation Effects**

Per the City's General Plan Circulation Element and Growth Management Element requirements, a volume/capacity ratio of 0.90 (Level of Service D) shall be the lowest acceptable Service Level at intersections following implementation of roadway improvements. Improvements required to bring intersections and roadway segments to the acceptable service levels must be identified.

An effect on transportation occurs if the project causes the study intersection operating at LOS D or better to degrade to LOS E or F. Improvements to the study intersection will be required to bring back the intersection to an acceptable LOS. The project is to contribute their fair share of the cost of improvement.

- If an intersection is operating at an unacceptable LOS E or F for conditions without the project, the project will contribute their fair share of an improvement to bring back the intersection to an acceptable LOS. If a feasible identified improvement(s) cannot be provided as determined by the City Traffic Engineer, then contribution of fair share towards an improvement will be considered. Unsignalized intersection operating at a deficient LOS with or without project conditions should be evaluated for installation of a traffic signal using the traffic signal peak hour warrant per the latest version of the California Manual on Uniform Traffic Control Devices (CA MUTCD).

## **Site Access Analysis**

The project's effect on access points and on-site circulation shall be analyzed. The analysis shall, as appropriate, include the following:

- Number of access points proposed for the project site.
- Spacing between driveways and intersections.
- Potential signalization of driveways.
- On-site stacking distance. (Including uses with a Drive-thru.)
- Shared access.
- Turn conflicts/restrictions.
- Adequate sight distance.
- Driveway improvements.

- Pedestrian Connections.
- Any other operational characteristics (as identified by City staff).

If the proposed project is a residential or commercial use with privacy gates, the applicant shall provide a stacking analysis for review and approval. The adequacy of the interface with the arterial network will need to be demonstrated and necessary improvements to adjacent intersections may be required.

## **On-Site Parking Analysis**

A project provides adequate parking capacity if the project meets Placentia Municipal Code parking code requirements. Parking studies are required to support deviations from parking code requirements or the use of reciprocal parking. The parking rates to be used are obtained from the City's Community Development Department and are based on the Placentia Municipal Code. In cases where the code does not address parking rates for a specific land use, or where deviations from code are proposed, documentation must be included provided by the applicant showing how or where the proposed rates were obtained. The parking analysis must demonstrate that proposed parking supply is adequate to accommodate demand.

## **Analysis of New Facilities**

Whenever new public streets, full access driveways, or private streets are proposed to intersect arterial streets, an evaluation of the intersection capacity, spacing, queuing and turn pocket lengths will be required.

# **CEQA Assessment - VMT Analysis**

A key element of Senate Bill (SB) 743, signed in 2013, is the elimination of automobile delay and LOS as the sole basis of determining CEQA impacts. The updated CEQA Guidelines, released in December 2018, recommend VMT as the most appropriate measure of project transportation impacts. However, SB 743 does not prevent a city or county from continuing to analyze delay or LOS as part of other plans (i.e., the general plan), studies, or ongoing network monitoring.

## Analysis Methodology

For purposes of SB 743 compliance, a VMT analysis should be conducted for land use projects as deemed necessary by the Traffic Division and would apply to projects that have the potential to increase the baseline VMT per service population (e.g. population plus employment) for the City of Placentia. Normalizing VMT per service population essentially provides a transportation efficiency metric that the analysis is based on.

The NOCC+ tool can be utilized to identify if a project satisfies some components of project screening below; including whether the parcel is in a TPA or a low VMT generating area. The tool will also identify the potential for project screening based on project type; however, the analyst must use professional judgment to verify when identifying project screening and verify that the screening is appropriate for use by the project.

## Project Screening

There are three types of screening that may be applied to effectively screen projects from project-level assessment. These screening steps are summarized below:

### Step 1: Transit Priority Area (TPA) Screening

Projects located within a TPA<sup>1</sup> may be presumed to have a less than significant impact absent substantial evidence to the contrary. This presumption may **NOT** be appropriate if the project:

1. Has a Floor Area Ratio (FAR) of less than 0.75;

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<sup>1</sup> A TPA is defined as a half mile area around an existing major transit stop or an existing stop along a high-quality transit corridor per the definitions below.

Pub. Resources Code, § 21064.3 - 'Major transit stop' means a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods.

Pub. Resources Code, § 21155 - For purposes of this section, a 'high-quality transit corridor' means a corridor with fixed route bus service with service intervals no longer than 15 minutes during peak commute hours.

2. Includes more parking for use by residents, customers, or employees of the project than required by the City;
3. Is inconsistent with the applicable Sustainable Communities Strategy (as determined by the lead agency, with input from the Southern California Association of Governments [SCAG]); or
4. Replaces affordable residential units with a smaller number of moderate- or high-income residential units.

To identify if the project is in a TPA, the analyst may review "NOCC+", a spreadsheet tool developed for the use of North County Cities in identifying projects that could be considered for screening from project-generated VMT impacts. Additionally, the analyst should confirm with all local transit providers that no recent changes in transit service have occurred in the Project area.

### **Step 2: Low VMT Area Screening**

Residential and office projects located within a low VMT-generating area may be presumed to have a less than significant impact absent substantial evidence to the contrary. In addition, other employment-related and mixed-use land use projects may qualify for the use of screening if the project can reasonably be expected to generate VMT per resident, per worker, or per service population that is similar to the existing land uses in the low VMT area.

For this screening in the North Orange County area, the OCTAM travel forecasting model was used to measure VMT performance for individual jurisdictions and for individual traffic analysis zones (TAZs). TAZs are geographic polygons similar to Census block groups used to represent areas of homogenous travel behavior. Total daily VMT per service population (population plus employment) was estimated for each TAZ. This presumption may not be appropriate if the project land uses would alter the existing built environment in such a way as to increase the rate or length of vehicle trips. The Project applicant should document whether or not any increase to the rate or length of vehicle trips is expected.

To identify if the project is in a low VMT-generating area, the analyst may review "NOCC+", a spreadsheet tool developed for the use of North County Cities in identifying projects that could be considered for screening from project-generated VMT impacts. Additionally, as noted above, the analyst must identify if the project is consistent with the existing land use (i.e. if the project is proposing single-family housing, there should be existing single-family housing of approximately the same density) within that TAZ and use professional judgement that there is nothing unique about the project that would otherwise be misrepresented utilizing the data from the travel demand model.

### **Step 3: Project Type Screening**

Some project types have been identified as having the presumption of a less than significant impact. The following uses can be presumed to have a less than significant impact absent substantial evidence to the contrary as their uses are local serving in nature:

- Local-serving K-12 public schools
- Local parks
- Day care centers
- Local-serving retail uses less than 50,000 square feet, including:
  - Gas stations
  - Banks
  - Restaurants
  - Shopping Center
- Local-serving hotels (e.g. non-destination hotels, 150 rooms or less)
- Student housing projects on or adjacent to college campuses
- Local-serving assembly uses (places of worship, community organizations)
- Community institutions (public libraries, fire stations, local government)
- Affordable, supportive or transitional housing
- Assisted living facilities
- Senior housing (as defined by HUD)
- Projects generating less than 110 daily trips<sup>2</sup>
  - To confirm whether a Project generates 110 daily trips or less, the analyst should refer to the NOCC+ tool

Local serving retail projects less than 50,000 square feet may be presumed to have a less than significant impact absent substantial evidence to the contrary. Local serving retail generally improves the convenience of shopping close to home and has the effect of reducing vehicle travel.

## VMT Assessment for Non-Screened Development

Projects not screened through the steps above should complete VMT analysis and forecasting through the OCTAM model to determine if they have a significant VMT impact. This analysis should include both 'project generated VMT' for the project TAZ (or TAZs) and 'project effect on VMT' estimates under the following scenarios. Project generated VMT shall include the VMT generate by the site compared back to the CEQA threshold of significance. The project effect on VMT is the

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<sup>2</sup> This threshold ties directly to the OPR technical advisory and notes that CEQA provides a categorical exemption for existing facilities, including additions to existing structures of up to 10,000 square feet, so long as the project is in an area where public infrastructure is available to allow for maximum planned development and the project is not in an environmentally sensitive area. (CEQA Guidelines, § 15301, subd. (e)(2).) Typical project types for which trip generation increases relatively linearly with building footprint (i.e., general office building, single tenant office building, office park, and business park) generate or attract an additional 110-124 trips per 10,000 square feet.

link-based VMT for a geographic region which, particularly for retail development, is more appropriate to review to evaluate how these developments change travel behavior in the region.

- Baseline conditions - This data is available from OCTAM. The NOCC+ VMT Project Screening spreadsheet tool also provides the baseline VMT per service population in the City of Placentia.
- Baseline plus project - The project land use would be added to the project TAZ or a separate TAZ would be created to contain the project land uses. A full base year model run would be performed and VMT changes would be isolated for the project TAZ and across the full model network. The model output must include reasonableness checks of the production and attraction balancing to ensure the project effect is accurately captured. If this scenario results in a less-than-significant impact, then additional cumulative scenario analysis may not be required (more information about this outcome can be found in the Thresholds Evaluation discussion later in this chapter).  
The NOCC+ tool provides an estimate of the Baseline plus project conditions. This data could be presented in lieu of results from the full model run. However, it is recommended that a base year plus project run always be performed as a check for reasonableness and consistency with the cumulative year results.
- Cumulative no project - This data is available from OCTAM.
- Cumulative plus project - The project land use would either be added to the project TAZ or a separate TAZ would be created to contain the project land uses. The addition of project land uses should be accompanied by a reallocation of a similar amount of land use from other TAZs; especially if the proposed project is significant in size such that it would change other future developments. Land use projects will generally not change the cumulative no project control totals for population and employment growth. Instead, they will influence the land use supply through changes in general plan land use designations and zoning. If project land uses are simply added to the cumulative no project scenario, then the analysis should reflect this limitation in the methodology and acknowledge that the analysis may overestimate the project's effect on VMT.

The model output should include total VMT, which includes all vehicle trips and trip purposes, and VMT per service population (population plus employment). Total VMT (by speed bin) is needed as

an input for air quality, greenhouse gas (GHG), and energy impact analysis while total VMT per service population is recommended for transportation impact analysis<sup>3</sup>.

Both “plus project” scenarios noted above will summarize two types of VMT: (1) project generated VMT per service population and comparing it back to the appropriate benchmark noted in the thresholds of significance, and (2) the project effect on VMT, comparing how the project changes VMT on the network looking at citywide VMT per service population comparing it to the no project condition.

Project-generated VMT shall be extracted from the travel demand forecasting model using the origin-destination trip matrix and shall multiply that matrix by the final assignment skims. The project-effect on VMT shall be estimated using the City boundary<sup>4</sup> and extracting the total link-level VMT for both the no project and with project condition.

A detailed description of this process is attached to these guidelines. See “Detailed VMT Forecasting Information”.

## CEQA VMT Impact Thresholds

### VMT Impacts

An example of how VMT thresholds would be applied to determine potential VMT impacts is provided below.

A project would result in a significant project-generated VMT impact if either of the following conditions are satisfied:

1. The baseline project-generated VMT per service population exceeds the County of Orange General Plan Buildout VMT per service population, or
2. The cumulative project-generated VMT per service population exceeds the County of Orange General Plan Buildout VMT per service population

The project’s effect on VMT would be considered significant if it resulted in either of the following conditions to be satisfied:

1. The baseline link-level boundary Citywide VMT per service population increases under the plus project condition compared to the no project condition, or

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<sup>3</sup> This assumes that the lead agency will use VMT per service population for its impact threshold. If a lead agency decides to isolate VMT by trip purpose, then the lead agency would need to update this section of the recommended guidelines.

<sup>4</sup> Note – for projects near the City boundary, a different boundary may be more applicable to make sure that VMT effects are not artificially truncated at the City boundary.

2. The cumulative link-level boundary Citywide VMT per service population increases under the plus project condition compared to the no project condition.

Please note that the cumulative no project shall reflect the adopted RTP/SCS; as such, if a project is consistent with the SCAG RTP/SCS, then the cumulative impacts (project effect on VMT) shall be considered less than significant subject to consideration of other substantial evidence

## VMT Mitigation Measures

To mitigate VMT impacts, the following choices are available to the applicant:

1. Modify the project's built environment characteristics to reduce VMT generated by the project.
2. Implement transportation Demand Management (TDM) measures to reduce VMT generated by the project.
3. Participate in a VMT fee program and/or VMT mitigation exchange/banking program (if available) to reduce VMT from the project or other land uses to achieve acceptable levels.

As part of the North Orange County Cities Implementation Study, key TDM measures that are appropriate to the region were identified. Measures appropriate for most of the City of Placentia are summarized in Attachment B of the TDM Strategies Evaluation Memorandum. The NOCC+ tool includes information on these mitigation measures and can be used to test which combination of measures can achieve the desired level of mitigation.

VMT reductions should be evaluated using state-of-the-practice methodologies recognizing that many of the TDM strategies are dependent on building tenant performance over time. As such, actual VMT reduction cannot be reliably predicted and monitoring may be necessary to gauge performance related to mitigation expectations.

When a Project is found to have a significant impact under CEQA, the City of Placentia requires developers and the business community to assist in reducing peak hour and total vehicular trips by implementing Transportation Demand Management Plans (TDMs). The potential of a proposed project to reduce traffic through the use of a TDM plan should be addressed in the traffic study.

If a TDM plan is proposed as a mitigation measure for a project, and the traffic study attributes a reduction in peak and total traffic to the TDM plan, the following information must be provided:

1. A detailed description of the major components of the TDM plan and how it would be implemented and maintained on a continuing basis.
2. Case studies or empirical data that supports the anticipated reduction of traffic attributed to the TDM plan.
3. Additional Volume/Capacity ratio calculations that illustrate the circulation benefits of the TDM plan.
4. Enforcement Measures – how it will be monitored and enforced.

5. How it complies with the South Coast Air Quality Management District Regulations.

# **CEQA Assessment - Active Transportation and Public Transit Analysis**

Potential impacts to public transit, pedestrian facilities and travel, and bicycle facilities and travel can be evaluated using the following criteria:

- A significant impact occurs if the project conflicts with adopted policies, plans, or programs regarding public transit, bicycle, or pedestrian facilities, or otherwise decreases the performance or safety of such facilities.

Therefore, the TIA should include analysis of a project to examine if it is consistent with adopted policies, plans, or programs regarding active transportation or public transit facilities, or otherwise increases or decreases the performance or safety of such facilities and make a determination as to whether it has the potential to conflict with existing or proposed facilities supporting these travel modes.

# **Transportation Impact Study Format**

Prior to the beginning of any study, the project proponent shall coordinate with staff from Public Works and Community Development. A tentative schedule for reviewing and processing the TIA will be developed. Initial discussions shall also include a conversation of any key issues along with the development scope and boundaries of the study area. The proponent will submit a detailed site plan at this meeting. City staff will provide input into the following specific areas of the analysis:

- Defining the general study area boundaries.
- Project access.
- Approved development in the vicinity of the project for cumulative analysis.
- Approved General Plan (build-out) traffic volumes.
- Appropriate Trip Generation rates for the project.

The project proponent shall coordinate with the City staff so that detailed and technical aspects of the analysis can be discussed prior to a formal submittal. Topics of discussion will include:

- Trip distribution and assignment assumptions.
- Intersections and roadway segments where capacity analysis will be required.
  - As a minimum, intersections where the project will add 51 or more trips during either the AM or PM peak hours will need to be analyzed. This threshold may be reduced, at the discretion of the City Traffic Engineer, for intersections that are projected to or currently operate at Level of Service (LOS) "E" or "F".
- Intersection Capacity Analysis assumptions.
- Potential for project-level VMT screening.
- VMT Analysis assumptions.
- Inclusion of a Transportation Demand Management Plan (TDM) to mitigate traffic impacts and promote the use of alternate modes of transportation.
- Any specific issues that require special consideration such as pedestrian circulation, access, parking and on-site circulation.

The content and level of analysis necessary to evaluate a project will vary and are dependent on the scope of lane use proposal and location within the City. All traffic studies will be organized and contain, as a minimum, the information provided in the following outline. Additional study elements may be required by the City Transportation Manager.

## **1. Executive Summary**

A clear concise summary of the study area, findings, and proposed improvements are required in the Executive Summary.,

## **2. Introduction**

### **a. Site Location and Study Area Boundaries**

Briefly describe the proposed development and the general geographical location of the project. Provide the study area limits mutually agreed upon by the developer, his/her engineer, and the City.

b. Existing Land Uses and Project Proposals

The existing site conditions, the proposed project and, if applicable, the previously proposed land use(s) associated with the site shall be identified. The specific land use proposed will be presented since a variety of uses and land use densities may be permitted under existing general plan or of zoning designations with varying degrees of impact.

c. Committed and Proposed Developments in the Vicinity of the Proposed Project

Information pertaining to projects that would contribute traffic to the project study area, including both approved developments and proposed developments where an application has been submitted, shall be identified. The TIA should include a brief description of these projects, and their traffic-related impacts. During its preliminary meetings with the applicant, City staff will identify the need to assess impacts associated with approved and proposed developments.

d. Existing and Proposed Roadways and Intersections

Identify and describe the roadways and intersections within the study area and the role each will play in providing circulation and access to the project. Number of lanes, driveways locations, ultimate right-of-way, intersection geometrics, bus stops, bike lanes, sidewalks and traffic controls shall be included.

To summarize the information presented in the introduction, a vicinity map depicting the project site, study boundaries, existing lane configurations, traffic controls and any additional features that are pertinent to the study shall be provided.

### **3. Methodology and Thresholds**

Identify the methodology used to calculate LOS and VMT. Include the criteria used for screening projects from project-level VMT analysis, if applicable. Identify the impact threshold for VMT, and deficient LOS operations for roadways and intersections.

### **4. LOS Analysis**

The analyst shall provide a table summarizing the types of lane use; the corresponding generation rates and land use units and the resulting a.m. peak, p.m. peak, and total daily trip ends generated by the project is required.

As part of the analysis, the analyst shall provide a graphic that shows project distribution by percentage and the direction of travel. The results of the various LOS and volume/capacity calculations should be summarized using figures that graphically represent the roadways within the study area.

## **5. Traffic Signal Warrant Analysis**

Identify any unsignalized intersections which were studied and operate deficiently. Perform a signal warrant analysis to determine if the installation of a traffic signal is warranted.

## **6. Site Access Analysis**

See the Site Access Analysis on Page 12.

## **7. On-site Parking Analysis**

See the On-Site Parking Analysis on Page 13.

## **8. Active Transportation and Public Transit Analysis**

Refer to Page 23.

## **9. Improvements and Recommendations**

- a. Proposed improvements at intersections
- b. Proposed improvements at roadway segments
- c. Recommended Improvements categorized by whether they are included in fee plan or not. (Identify if these improvements are included in an adopted fee program)

## **10. Vehicle Miles Traveled (VMT) Analysis**

Present the Project VMT per service population for all analysis scenarios and the Project effect on VMT for all analysis scenarios. Data should be presented in tabular format. If the project meets the criteria for screening from project-generated VMT analysis, this should be documented. All VMT impacts should be identified in accordance with the VMT Impact Thresholds described above. Proposed VMT mitigation measures should be identified.

## **13. Appendix**

- a. Approved scope of work
- b. Traffic counts
- c. Intersection analysis worksheets
- d. VMT and TDM calculations
- e. VMT and TDM mitigation calculations
- f. Signal warrant worksheets

# Attachments

## Detailed VMT Forecasting Information

Most trip-based models generate daily person trip-ends for each TAZ across various trip purposes (HBW, HBO, and NHB, for example) based on population, household, and employment variables. This may create challenges for complying with the VMT guidance because trip generation is not directly tied to specific land use categories. The following methodology addresses this particular challenge among others.

Production and attraction trip-ends are separately calculated for each zone, and generally: production trip-ends are generated by residential land uses and attraction trip-ends are generated by non-residential land uses. OPR's guidance addresses residential, office, and retail land uses. Focusing on residential and office land uses, the first step to forecasting VMT requires translating the land use into model terms, the closest approximations are:

- Residential: home-based production trips
- Office: home-based work attraction trips

Note that this excludes all non-home-based trips including work-based other and other-based other trips.

The challenges with computing VMT for these two types of trips in a trip-based model are 1) production and attraction trip-ends are not distinguishable after the PA to OD conversion process and 2) trip purposes are not maintained after the mode choice step. For these reasons, it not possible to use the VMT results from the standard vehicle assignment (even using a select zone re-assignment). A separate post-process must be developed to re-estimate VMT for each zone that includes trip-end types and trip purposes. Two potential approaches to tackle this problem are described below.

- Re-skim final loaded congested networks for each mode and time period
- Run a custom PA to OD process that replicates actual model steps, but:
  - Keeps departure and return trips separate
  - Keeps trip purpose and mode separate
  - Converts person trips to vehicle trips based on auto occupancy rates and isolates automobile trips
  - Factors vehicle trips into assignment time periods
- Multiply appropriate distance skim matrices by custom OD matrices to estimate VMT
- Sum matrices by time period, mode, and trip purpose to calculate daily automobile VMT
- Calculate automobile VMT for individual TAZs using marginal totals:
  - Residential (home-based) - row of departure matrix plus column of return matrix
  - Office (home-based work) - column of departure matrix plus row of return matrix

## Appropriateness Checks

Regardless of which method is used, the number of vehicle trips from the custom PA to OD process and the total VMT should match as closely as possible with the results from the traditional model process. The estimated results should be checked against the results from a full model run to understand the degree of accuracy. Note that depending on how each model is setup, these custom processes may or may not include IX/XI trips, truck trips, or special generator trips (airport, seaport, stadium, etc.).

When calculating VMT for comparison at the study area, citywide, or regional geography, the same methodology that was used to estimate project-specific VMT should be used. The VMT for these comparisons can be easily calculated by aggregating the row or column totals for all zones that are within the desired geography.



# **SB 743 Traffic Study Guidelines Update**

## **Fehr & Peers**

Streetscape/Traffic Commission and  
Planning Commission Meeting  
January 19, 2021



# Senate Bill 743

- SB 743 signed into state law in 2013
- Law fully implemented and in effect today



Infill Development



Promote public health through active transportation (e.g. walking, biking)

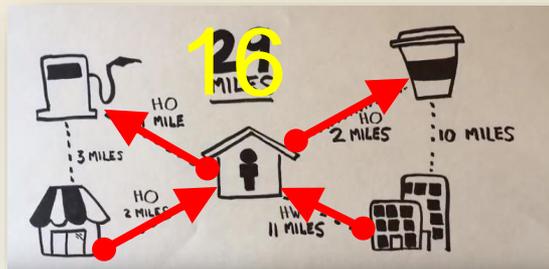


Reducing Greenhouse Gas Emission

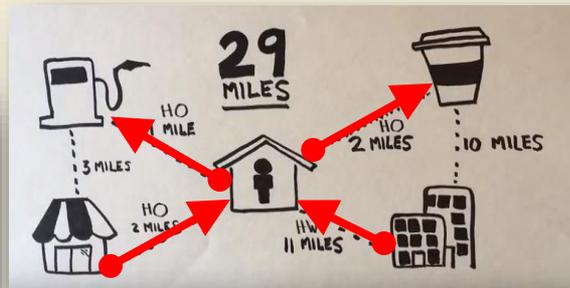


# Senate Bill 743

- LOS cannot be used in CEQA analysis
- CEQA analysis must now use VMT (trips x trip length)



Residential  
Home-Based  
Generated VMT



All Uses  
Total Generated  
VMT



Office/ Employment  
Home-Based Work  
Generated VMT



# Placentia Study

- Placentia partnered with six other OC cities to study implementation and update traffic study guidelines
  - How do we calculate VMT (methodology)?
  - What Impact Significance Threshold is appropriate?
  - What are our Mitigation Options?
  - Is Level of Service still important?

*Other NOCC Cities:*

- *Brea*
- *Buena Park*
- *Fullerton*
- *La Habra*
- *Orange*
- *Yorba Linda*



# Traffic Study Procedure



# Traffic Study Procedure

- Projects will continue to study LOS
  - Same LOS standards
  - Same criteria to determine if LOS study is needed
  - LOS is no longer part of CEQA
- Projects will also study VMT
  - Screening criteria to determine if VMT analysis is needed
    - Transit Priority Areas (1/2 mile from high-quality transit)
    - Low VMT Zones (efficient travel areas)
    - Small projects
    - Local-serving projects



# Traffic Study Procedure

## NOCC+



### North Orange County Collaborative VMT Traffic Study Screening Tool

#### Project Information

Project Name	Opening Year
Sample Project Name Here	2020
Parcel Number ( OCTAM TAZ#155 )	
340-621-19	

#### Screening Criteria for Placentia

Is the project location in a Transit Priority Area?	No
Is the project location in a low VMT generating zone?	Yes
Is the Project one of these land use types? <input type="radio"/> (show land use types)	No
Does the project generate fewer than 110 daily trips? (enter project land use in the section below)	No

The Project can be considered for screening from additional analysis.  
Please refer to the 'secondary screening checks' table in the User Guide.

#### Project Land Use Information

		Unit
Residential : Single Family Homes	0	Dwelling Units
Residential : MultiFamily Homes	100	Dwelling Units
Office	0.000	1,000 Sqaure Feet
Retail	0.000	1,000 Sqaure Feet
Industrial	0.000	1,000 Sqaure Feet
Private School	0	Students
University	0	Students
Entertainment	0.000	1,000 Sqaure Feet
Hotel	0	Rooms

#### Project Trips and VMT Information

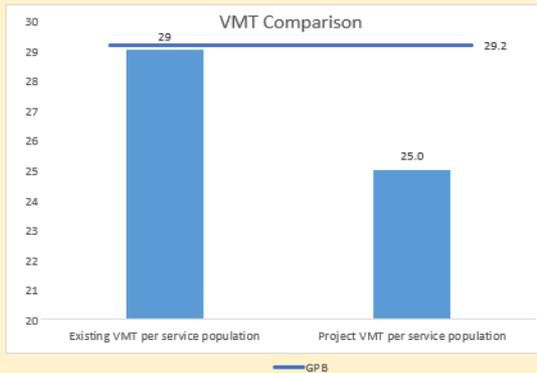
VMT Methodology

Daily Trips: 748 Average Trip Length: 8.4 Service Population: 250

VMT per service population 25.0

#### Project VMT Thresholds Comparison

- OPR Guidance (15% Below Existing)
- GHG Reduction Targets (14.3% Below Existing)
- Below Existing
- Better than General Plan Buildout



FEHR PEERS

Implementation Study included development of screening tool to streamline the screening process



# Traffic Study Methodology/Thresholds

- What thresholds were considered
  - OPR threshold or Air Quality threshold – 14.3% or 15% BELOW Existing Conditions
  - Better than Existing or General Plan Buildout
- Most NOCC Cities using similar threshold to Placentia

VMT/SP Review		
	City	County
Existing Conditions	26.27	29.01
General Plan Buildout	25.86	<b>29.23</b>



# Other Questions

- How do you ensure defensibility?
  - Adopting Threshold of Significance through a public process
  - Provide substantial evidence to support the identified threshold
- ***Affordable, supportive or transitional housing*** are identified as being screened
  - Assumption is 100% affordable
  - City has discretion as long as it is supported by substantial evidence



# Other Questions

- Significant Impacts
  - Modify the project to reduce VMT
  - Introduce TDM measures
  - Significant and Unavoidable Impact with Overriding Considerations
- How does this affect existing and future projects?
  - All discretionary decisions trigger CEQA
  - Does not affect most projects in process in the City as they are not discretionary or they are small enough to be screened



# Conclusion and Next Steps

- Projects that require VMT analysis will use the threshold of significance recommended by City Staff:
  - County of Orange General Plan Buildout VMT
- Threshold to be adopted by City Council
- Planning Commission and Streetscape/Traffic Commission to vote on recommendation of approval to Council



# Questions/Comments

