

THE BOARD OF SUPERVISORS OF THE COUNTY OF STANISLAUS
ACTION AGENDA SUMMARY

DEPT: Public Works *OKM*

BOARD AGENDA # *C-5

Urgent Routine

AGENDA DATE September 9, 2008

CEO Concurs with Recommendation YES NO
(Information Attached)

4/5 Vote Required YES NO

SUBJECT:

Approval of the Modeling Assumptions to be Used in Preparing a Project Study Report for Transportation Improvements Involving State Route 165 and State Route 99 in and/or Proximate to the City of Turlock, the County of Stanislaus, and the County of Merced

STAFF RECOMMENDATIONS:

Approve the modeling assumptions to be used in preparing a Project Study Report for transportation improvements involving State Route 165 and State Route 99 with the City of Turlock, County of Stanislaus, and the County of Merced.

FISCAL IMPACT:

The Department of Public Works has previously contributed \$8,000 as the County's match for the Project Study Report. The County's future financial obligation for this Project Study Report will consist of staff time to attend meetings to review and make comment on the report.

BOARD ACTION AS FOLLOWS:

No. 2008-646

On motion of Supervisor Monteith, Seconded by Supervisor DeMartini
and approved by the following vote,

Ayes: Supervisors: O'Brien, Grover, Monteith, DeMartini and Chairman Mayfield

Noes: Supervisors: None

Excused or Absent: Supervisors: None

Abstaining: Supervisor: None

1) X Approved as recommended

2) _____ Denied

3) _____ Approved as amended

4) _____ Other:

MOTION:

Christine Ferraro

ATTEST: CHRISTINE FERRARO TALLMAN, Clerk

File No.

Approval of the Modeling Assumptions to be Used in Preparing a Project Study Report for Transportation Improvements Involving State Route 165 and State Route 99 in and/or Proximate to the City of Turlock, the County of Stanislaus, and the County of Merced

DISCUSSION:

A Federal earmark of \$2.5 million was allocated in 2005 with SAFETEA-LU to study State Route 165 from the community of Stevinson in Merced County to State Route 99. The Federal earmark specifically identified approximately \$500,000 for the initial Project Study Report and approximately \$2 million was identified for the Environmental Document. A local match of \$40,000 was required from the participating agencies. Five local agencies agreed to share in the local match to implement the project. Those agencies include the Stanislaus Council of Governments (StanCOG), Stanislaus County, Merced County, Merced County Association of Government (MCAG) and the City of Turlock. The California Department of Transportation (Caltrans) operates and maintains the facility and MCAG was identified as the project lead for the Project Study Report.

A Memorandum of Understanding (MOU) to cooperatively prepare a Project Study Report for transportation improvements involving State Route 165 and State Route 99 in and/or proximate to the City of Turlock, the County of Stanislaus, and the County of Merced was approved by the Stanislaus County Board of Supervisors on December 20, 2005 (No. 2005-1070), and was amended by the Board of Supervisors on November 20, 2007 (No. 2007-910).

In the fall of 2006, MCAG awarded a contract to Omni Means to prepare and complete the Project Study Report Phase. Per the executed MOU, three committees were formed (Citizens Advisory Committee, Project Development Team, and Policy Advisory Committee) to promote public participation and to increase the coordination among the participating agencies for this project.

The Decision-Making Process section of the MOU states that each major project milestone and final product require the unanimous approval of signatory agencies. The three major milestones include Traffic Modeling Forecasts, Purpose and Need Statement and Feasible Project Alternative Selection.

The first major milestone is the traffic modeling assumptions that will be used in preparing the traffic forecasts for State Route 165. Lander Avenue (State Route 165) is currently a 2-lane facility. It is identified as a future 4-lane major collector in the circulation element of the Stanislaus County General Plan. The base traffic model assumes that Lander Avenue remains a 2-lane facility for the next 20 years. The 2-lane option is used for comparative analysis as the "No Build" alternative. The "No Build" alternative is then compared to the other options for the corridor and Levels-of-Service are analyzed. In the future, if traffic continues to grow in this area, the Level-of-Service will drop enough that Lander Avenue will at some point become a priority project. Lander Avenue is not a PFF (Public Facilities Fee) route and there are no identified funding sources to expand Lander Avenue to a 4-lane facility at this time.

1. State Route 165 will be modeled as a two-lane facility in the year 2035 "No Build" scenario;
2. Existing general plan land use will provide the basis for the land use projection that will be used to project future traffic conditions, without including unapproved growth scenarios;
3. Additional land use scenarios should be reviewed to determine impacts on the performance of any approved highway alternatives;

Approval of the Modeling Assumptions to be Used in Preparing a Project Study Report for Transportation Improvements Involving State Route 165 and State Route 99 in and/or Proximate to the City of Turlock, the County of Stanislaus, and the County of Merced

4. The average annual traffic conditions will be used to develop the traffic forecasts and the traffic engineer will use his/her judgment to model the truck traffic in the year 2035; and,
5. A three (3%) percent per year factor should be used to grow the traffic forecast from the year 2030 to 2035.

The next steps are for the traffic engineer to complete their studies and reports based upon the approvals received from the member agencies. The goal of adopting these modeling requirements is to allow the Project Study Report to be completed.

POLICY ISSUES:

The Board should consider if the recommended actions are consistent with its priorities of providing a safe community, a healthy community and a well-planned infrastructure system.

STAFFING IMPACT:

There is no staffing impact associated with this item.

DL:sr
L: SR165_SR99



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ITEM 58

City of Ceres • City of Hughson • City of Modesto • City of Newman • City of Oakdale • City of Patterson
City of Riverbank • City of Turlock • City of Waterford • County of Stanislaus

TO: Consolidated Planning Committee
Citizens Advisory Committee
Technical Advisory Committee
**Staff Report
Motion**

FROM: Carlos Yamzon, Senior Planner *LY*

DATE: August 20, 2008

SUBJECT: State Route 165 Project Study Report –Traffic Modeling
Recommendations

Recommendation

By Motion, recommend that the Policy Board adopt the State Route (SR) 165 Project Study Report (PSR) – Traffic Modeling Recommendations.

Background

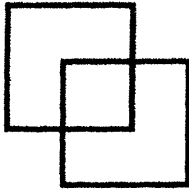
A federal earmark of \$2.5 million was allocated to study State Route 165 from the community of Stevinson in Merced County to State Route 99. The federal earmark specifically identified approximately \$500,000 for the initial Project Study Report, and approximately \$2 million was identified for the Environmental Document.

The project covers three jurisdictions: Merced County, Stanislaus County, and the City of Turlock. The facility is operated and maintained by the California Department of Transportation (Caltrans). Five local agencies agreed to cooperate with Caltrans to implement the project and adopted a Memorandum of Understanding (MOU). Those agencies include the Stanislaus Council of Governments (StanCOG), Stanislaus County, Merced County, Merced County Associations of Governments (MCAG), and the City of Turlock. MCAG was identified as the project lead for the project study report.

Discussion

This Staff Report transmits the attached update on ongoing project activities which also request the respective agencies to adopt the Traffic Modeling Recommendations for the project.

cyamzon@stancog.org



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4400 Auburn Blvd., Suite 102
Sacramento, CA 95841
Main (916) 978-4900
Fax (916) 978-4904
www.benderrosenthal.com

May 1, 2008

To: SR 165 Policy Advisory Committee

- Jim DeMartini, Stanislaus County
- Norman Bettancourt, Community of Hilmar (alt)
- Brad Bates, Stanislaus County
- Curt Andre, Stanislaus County
- Mary Jackson
- Bev Hatcher, City of Turlock
- Patty Kapor, Community of Hilmar
- Richard Jantz, MCAG CAC
- Jane Perez, Caltrans Dist. 10
- Deidre Kelsey, County of Merced
- Victor Pedroza
- Kome Ajise, Caltrans Dist. 10

From: Bob Morrison, PE, PMP
MCAG Consultant Project Manager

RE: SR 165 Project Status – Recommended Next Steps

The purpose of this memorandum is to provide the SR 165 Policy Advisory Committee a project status, and develop the framework to complete the SR 165 Project Study Report and Environmental Document.

Background:

A federal earmark of \$2.5 million was allocated to study State Route 165 from Stevinson to SR 99. The federal earmark specifically identified approximately \$500,000 for the initial Project Study Report, and approximately \$2 million was identified for the Environmental Document.

The project covers three jurisdictions: Merced County, Stanislaus County, and the City of Turlock. The facility is operated and maintained by California Department of Transportation (Caltrans). Five local agencies agreed to cooperate with Caltrans to implement the project. Those agencies include Merced County, Merced County Associations of Governments (MCAG), Stanislaus County, Stanislaus Council of Governments (STANCOG), and the City of Turlock. MCAG was identified as the project lead for the project study report.

In the fall of 2006, MCAG awarded a contract to Omni Means to prepare and complete the Project Study Report phase. At the same time, a Memorandum of Understanding (MOU) was circulated and approved by the five agencies. The MOU created the following committees:

1. Citizens Advisory Committee (CAC) – Participants include community members from Merced County, Stanislaus County, and the City of Turlock. The CAC participants are appointed by members of the each of the respective governing boards.
2. Project Development Team (PDT) – Participants included technical personnel from each agency.
3. Policy Advisory Committee (PAC) – Participants include up to three persons including at least one member of the city council/board of supervisors appointed by the City of Turlock, the County of Stanislaus, and the County of Merced. Caltrans, District 10 maybe represented by the District Director or his/her designee.

In addition, the MOU requires that four major milestones be approved by the CAC, PDT, PAC, and the 5 jurisdictions included in the MOU. The four major milestones include:

- A. Traffic Modeling
- B. Purpose and Need
- C. Alternatives to be studied
- D. Final Project Study Report

In total, the project requires 32 approvals, four milestones from 8 different committees / boards. **To date we have 3 approvals, and none of them agree.**

In addition, The Hwy 165 Interchange/Bypass PSR has been before the Merced County Board of Supervisors on several occasions: On June 19, 2007 The Board considered the "Guidance Package" for the proposed Turlock Country Club project. Following a discussion on whether approval of the guidance package should be deferred until after completion of the Hwy 165 PSR; the Board, by a 3/2 vote included in their motion that the project proponents (Turlock Country Club) should work with the Hwy 165 PSR process in the development/approval of their project. What this means is that by board direction, the Turlock Country Club project is to be considered in the planning for the Hwy 165 Bypass rather than wait until the PSR is completed and then approved. It should be noted that the Turlock Country Club project is not an approved project, nor would it be allowed under the current general plan.

On August 7, 2007, Merced County's Planning Dept and Public Works Dept. along with MCAG gave a briefing to the board regarding the PSR. Public Works explained the need to include not just currently approved projects but also proposed projects in the traffic modeling efforts. Public Works further explained that the department would make such a recommendation as the project goes forward. While there was no vote or board action, the board listened to and accepted the report without debate or rebuttal.

Discussion:

The Citizens Advisory Committee and the Project Development Team have met periodically over the last year. The last CAC meeting was held on February 7, 2008. The last PDT meeting was held on December 12, 2007. Both meetings were held at the Turlock City Hall. The facilitated CAC discussions included roughly 10 members of the public, representing

Hilmar, Stevinson, and Merced County. Representatives of each agency attended the most recent PDT Meeting. The goal of each meeting was to gain consensus on what land use assumptions to use as the basis of the Traffic Modeling.

Four major traffic modeling criteria were discussed with the CAC and PDT. Those criteria were:

1. What will SR 165 look like in the year 2035 if this project does not occur? This is the "No Project" Alternative.
2. What land use assumptions should we make? Should we use the current general plan? Or, should we assume future development that has not been approved by any land use authority?
3. Should we include a peak month factor to highlight the additional truck traffic on the road during harvest?
4. What growth factor should we use from the year 2030 to the year 2035? Per Federal highway Administration (FHWA) guidelines the design year of the project is 20 years after the opening of a new facility. This is assumed to be the year 2035. The current MCAG and STANCOG regional traffic models only extend to the year 2030.

The CAC unanimously decided that if no project were constructed, SR 165 would be a 2-lane facility in the year 2035. They felt strongly that the project should only use the current general plan land uses, and should not consider potential future land use changes within the planning area. They also agreed that it would be appropriate to use the average annual traffic conditions in developing the traffic forecasts but that the traffic engineer should use his or her judgment to model the percentage of trucks in the traffic forecast, and use a 3%/year growth factor from the year 2030 to the year 2035.

The PDT unanimously decided that if no project were to be constructed, SR 165 would be a 2-lane facility in the year 2035. However, the PDT felt strongly that un-approved future growth should be included in the traffic forecasts. They also agreed that it would be appropriate to use the average annual traffic conditions in developing the traffic forecasts but that the traffic engineer should use his or her judgment to model the percentage of trucks in the traffic projections, and use a 3%/year growth factor from the year 2030 to year 2035.

The PAC reviewed the traffic modeling criteria in the spring of 2007, without any recommendation from either the CAC or PDT. The PAC directed the project team to use the current general plan growth scenario, with a 3%/year growth factor from the year 2030 to the year 2035. The question of peak month factor and "no build" scenarios were never addressed.

Recommended Actions:

The project team has stalled because they are getting mixed messages from the CAC, PDT, and PAC. As project manager, I recommend the PAC Approve the following items:

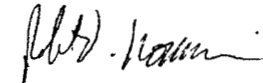
1. Project team should use following traffic modeling assumptions:
 - a. SR 165 will be a 2-lane facility in the year 2035 without a project ("No Build")

- b. Existing general plan land use should be the basis of the land use assumptions within the traffic forecast, without including un-approved growth scenarios
 - c. Additional land use scenarios should be reviewed to determine impacts on any approved alternatives. This will result in higher traffic volumes, and become the basis for future project funding assessments.
 - d. The average annual traffic conditions will be used in developing the traffic forecasts and the traffic engineer will use his / her judgment to model the truck traffic in the year 2035
 - e. A 3%/year factor should be used to grow the traffic forecast from the year 2030 to 2035
2. Project team should complete a detailed risk assessment to identify potential risks, probability and impact of risks, and appropriate risks responses. These risks and responses will be updated at each TAC and CAC meeting.
 3. Project Manager should establish quarterly meetings for the CAC, PDT, and PAC. This will force the project team to complete tasks in a timely manner and reduce the possibility of further project delays. The next set of meetings will be
 - a. CAC – July 10, 2008/morning
 - b. PDT – July 10, 2008/afternoon
 - c. PAC – As needed
 4. The above items be forwarded to each of the five MOU signatory agencies for board / council approval.

Action / Timeliness:

The actions will require a meeting of the PAC. I recommend a formal meeting the week of May 19, 2008. Please hold May 22 at 1:00pm. I will be in contact with you to set the time and location.

Respectfully,



BOB MORRISON, PE, PMP
Principal

Cc:
SR 165 PDT

- Paul Filebrown, Merced County
- Ty Phimmasone, MCAAG
- Debbie Whitehouse, City of Turlock
- Carlos Yamzon, Stanislaus
- Ron Frietas

SR 165 CAC Members List

- Carmella Caetano, Hilmar
- Randy Beard, Delhi MAC
- Brian Duggan, Delhi MAC (Alt)
- Dennis Cote, Delhi MAC
- Dana McCarry, City of Turlock
- Bob Gallo, E & J Gallo Winery
- Grady Welch, City of Turlock
- Jane McCallister, Hilmar
- Matt Thomas, City of Turlock