

CITY COUNCIL COMMITTEE

SPECIAL MEETING

INFRASTRUCTURE & FRANCHISE

Dan Helix, Chair

Laura Hoffmeister, Committee Member

5:30 p.m., Thursday, November 20, 2014

**Building A, Garden Conference Room
1950 Parkside Drive, Concord**

- A G E N D A -

ROLL CALL

PUBLIC COMMENT PERIOD

1. **DISCUSSION** –Update regarding the Concord Bicycle and Pedestrian Plan & Safe Routes to Transit Project and Recommendation Regarding Formation of a Limited-Term, Project-Specific Advisory Committee. Report by Andrew Mogensen, Interim Planning Manager.
2. **ADJOURNMENT**

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Distribution: City Council
Valerie Barone, City Manager
Scott Johnson, Assistant City Manager
Mark Coon, City Attorney
Victoria Walker, Community & Economic Development Director
Andrew Mogensen, Interim Planning Manager
Administrative Services

**REPORT TO COUNCIL COMMITTEE ON
INFRASTRUCTURE & FRANCHISE****TO THE HONORABLE COMMITTEE MEMBERS:**

DATE: November 20, 2014

SUBJECT: UPDATE REGARDING THE CONCORD BICYCLE, PEDESTRIAN AND SAFE ROUTES TO TRANSIT PROJECT AND RECOMMENDATION REGARDING FORMATION OF A LIMITED-TERM, PROJECT-SPECIFIC ADVISORY COMMITTEE**Report in Brief**

The upcoming Bicycle, Pedestrian, and Safe Routes to Transit Master Plan will be used to develop a network, policies and programs that promote safe alternative modes of transportation and help position the City to receive future funding for bicycle and pedestrian projects and roadway improvements to benefit the entire community. In August, the Planning Division issued a Request for Proposals (RFP) to qualified consultants who could assist with the preparation of the Master Plan. After reviewing four responses, a selection panel is recommending Alta Planning + Design as the preferred consultant. The City Council will review and award the contract on December 9, 2014.

As part of the Master Plan project, staff has recommended that an ad hoc Advisory Committee be created to provide direction, feedback and insight throughout the Master Plan development process. Staff has also recommended that the Master Plan be used to develop policy guidance regarding the formation, role, and composition of a permanent Bike and Pedestrian Committee.

Staff recommends that the Infrastructure & Franchise Committee (Committee) review staff's proposal regarding the creation of a limited-term, project-specific Advisory Committee to support the Master Plan development effort and provide a recommendation to the City Council. The Infrastructure and Franchise Committee's recommendation regarding an Advisory Committee for the Master Plan will be considered by Council along with the award of contract to the selected consultant firm to assist in the preparation of the Master Plan.

Background

In December of 2012, the City Council approved a General Plan Amendment to incorporate Complete Streets policies into the Transportation Element of the General Plan. The goal of Complete Streets policies is to plan and design the City's transportation system to meet the needs of all users, including pedestrians, bicyclists and public transit patrons, as well as motorists. After the Council adopted Complete Streets policies into the General Plan, it was determined that the next step was to build upon those efforts and prepare a Bicycle and Pedestrian Master Plan.

**UPDATE REGARDING THE CONCORD BICYCLE PEDESTRIAN AND SAFE
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In June of 2013, the Metropolitan Transportation Commission (MTC) awarded the City of Concord a Transportation Development Act (TDA) grant in the amount of \$100,000 for a Citywide Bicycle and Pedestrian Master Plan. An additional \$200,000 of grant funding was later secured with a second grant through the MTC's competitive Regional Measure 2 (RM-2) Safe Routes to Transit grant program, which was accepted by the Council on July 22, 2014. In order to improve the City's chances of being awarded the competitive TDA grant with a higher score, the City's proposal included a partnership with the Contra Costa County Health Services Department (CCHS) and Monument Impact organization to help lead the public outreach program. Public outreach activities for the Master Plan were initiated this summer with a series of public workshop events, including visioning workshops hosted at Monument Impact, Mt. Diablo High School, and a booth hosted at two of the Thursday Music and Market events.

At the July 22, 2014 meeting, the City Council received a staff presentation regarding the Bicycle and Pedestrian Master Plan work program and passed a resolution accepting the Regional Measure 2 grant funding agreement, one of the two grants which fund the project. At that meeting, staff also recommended formation of an Advisory Committee as part of the preparation of the Master Plan. At that time, several members of the public spoke in favor of formation of a permanent Bike and Pedestrian Committee. At Council's suggestion and consensus, it was determined that this topic should be considered by the Infrastructure and Franchise Committee and a recommendation from that Committee be brought back to the Council for its determination.

Discussion

Master Plan Advisory Committee

In order to move the project forward, staff seeks direction from the Infrastructure & Franchise Committee regarding the formation of an ad hoc Bicycle and Pedestrian Master Plan Advisory Committee (Advisory Committee) to provide input and help build consensus with policy development during the Master Plan development process. It is staff's recommendation that the initial Master Plan Advisory Committee members serve only for the duration of the project.

The reason for this recommendation is that the planning process is expected to be a time-intensive and focused work effort on the part of the ad hoc Advisory Committee. It would be helpful for this work effort to include members from both the Planning Commission and the Parks, Recreation and Open Space Commission with previous experience and background in City projects and resources. Members from those Commissions have specifically requested that they be included as part of the project. However, the members of existing standing Commissions are unlikely to be willing or able to serve on a permanent Committee. In addition, the Master Plan preparation would also benefit from the interest and participation of "at large" members from the community who are particularly interested in advancing bicycle and pedestrian policies, programs and improvements within the City.

Part of the deliberations and development of the Master Plan will be policy recommendations regarding creation of a permanent Bike and Pedestrian Committee or similar group, as well as its composition and expectations about its role and function.

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An ad hoc Advisory Committee is anticipated to meet once a month over a period of approximately twelve to fourteen months. In order to best reflect the interests of the community yet remain efficient and responsive, staff recommends the Advisory Committee be comprised of five members. Staff recommends that membership on the Committee consist of two representatives from the City's Parks, Recreation, and Open Space Commission (PROSC), one member of the Planning Commission (PC), and two at-large appointees. No selection of "alternate" members is recommended. It is important to note that any interested parties will have many opportunities to participate in the Master Plan process, in addition to being on the Advisory Committee.

In order to facilitate the Council's selection of the at-large Advisory Committee members, staff recommends a list of interested persons be generated and provided to the Infrastructure and Franchise Committee. The Committee would then nominate two at-large members to the City Council. Both the PROSC and PC would select their own representatives to serve on the Committee and their names would be provided to Council for inclusion on the Advisory Committee.

Should this approach be supported by Council, staff would begin recruiting the at large members and provide a list of candidates and their applications to the Infrastructure and Franchise Committee at a future meeting. The Bicycle and Pedestrian Plan Advisory Committee is anticipated to begin meeting in early 2015.

Technical Advisory Committee

Work on the Master Plan project will also be supported by a Technical Advisory Committee (TAC) to be comprised of City staff from the Planning, Transportation, and Engineering Divisions of the Community and Economic Development Department, the Public Works Department, and partners from CCHS and Monument Impact. Representatives from BART, County Connection, and other pertinent agencies will be invited and consulted throughout the process. The purpose of the TAC will be to share information and resources, and to identify and resolve any technical challenges that may arise through the course of the plan's development.

Additional Grant Requirements

The Bicycle, Pedestrian, and Safe Routes to Transit Master Plan project is funded by two different grants from the Metropolitan Transportation Commission (MTC). The first is a Transportation Development Act (TDA) grant funded by the State and the second is a Regional Measure 2 grant which is funded by a \$1.00 tax paid through the seven State-owned toll bridges in the San Francisco Bay Area. It is important for the Infrastructure and Franchise Committee to be aware that both grants place a number of limitations and requirements on the project's work program in order to comply with the allocation of TDA and RM-2 grant funds.

The TDA grant funds projects which are exclusively for the benefit and/or use of pedestrians and bicyclists while the RM-2 grant must follow the detailed project description approved by MTC with the grant funding allocation. This includes the requirement that the project include a Safe Routes to Transit component, consisting of a chapter or section of the Master Plan which will focus on non-motorized safety and access

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within a two mile radius of each BART station. This includes an assessment of current conditions, identification of community needs and priorities, and the development of a non-motorized transit access plan as a component of the overall Bicycle and Pedestrian Master Plan. The Bicycle, Pedestrian, and Safe Routes to Transit work program presented to the City Council at their meeting held on July 22, 2014 reflects these requirements (Attachment 1).

Pursuant to the requirements of the RM-2 grant funding agreement, the project team will consist of a partnership between the City of Concord's Community and Economic Development Department (CED), Contra Costa County Health Services Department's (CCHS) Community Wellness and Prevention Program, and Monument Impact, supplemented by the preferred consultant, Alta Planning + Design, upon Council approval. Staff from CCHS and Monument Impact will assist City staff and the consultant with data collection, policy development, and the public outreach program for the project. The City of Concord is the primary responsible party for the project and the project lead.

Project Timeline

With Council approval of a professional services contract with the preferred consultant, their work will begin work on preparation of the Bicycle and Pedestrian Master Plan, commencing in January. The following is an anticipated timeline for the project:

- | | |
|-----------------------|--|
| December 9, 2014: | City Council approves a professional services agreement with the preferred consultant. |
| First Quarter, 2015: | Data and analysis to be initiated by the selected consultant; public outreach program to continue throughout 2015. |
| First Quarter, 2016: | Estimated release of final draft Master Plan and CEQA analysis for public comment. |
| Second Quarter, 2016: | Estimated Planning Commission and Council consideration of Master Plan adoption. |

The project's RM-2 and TDA grant funds have a limited timeframe, necessitating the timely completion of the project. All of the previously accepted TDA grant funding must be incurred prior to June 30, 2016 and the RM-2 grant requires the project to be completed no later than February 28, 2017.

Fiscal Impact

The Bicycle and Pedestrian Master Plan project is funded by previously allocated grants. The Regional Measure 2 (RM-2) funds provide \$200,000 of the project's funding, with the remainder comprising \$100,000 in TDA grant funds and City-matching Measure J funds (\$20,000) for a total of \$320,000. Committee direction regarding the formation/composition of an Advisory Committee will have no fiscal impact on the project.

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Public Contact

Posting of the Committee Agenda provides public notice. Additionally, staff sent an email to all who spoke at the July 22, 2014 City Council meeting on this topic to make them aware of this Committee meeting.

Recommendation for Action

Staff recommends that the Infrastructure and Franchise Committee recommend to City Council the formation of a project-specific Bicycle and Pedestrian Master Plan Advisory Committee consisting of five members consisting of the following: one member of the Planning Commission, two members of the Parks, Recreation & Open Space Commission, and two “at-large” members.

Prepared by: Andrew J. Mogensen, AICP
Principal Planner
andrew.mogensen@cityofconcord.org



Scott P. Johnson
Assistant City Manager
scottp.johnson@cityofconcord.org

Reviewed by: Victoria Walker
Director of Community & Economic Development
victoria.walker@cityofconcord.org

Enclosure:

Attachment 1 City Council Staff Report- Bicycle and Pedestrian Plan Work Program, July 22, 2014

**REPORT TO MAYOR AND COUNCIL****TO THE HONORABLE MAYOR AND COUNCIL:**

Date: July 22, 2014

SUBJECT: ADOPT RESOLUTION NO. 14-53, ACCEPTING REGIONAL MEASURE 2 SAFE ROUTES TO TRANSIT GRANT FUNDS FOR THE CITY OF CONCORD'S BICYCLE AND PEDESTRIAN MASTER PLAN & SAFE ROUTES TO TRANSIT PROJECT, DISCUSS THE PROPOSED WORK PROGRAM, AND APPROVE THE FORMATION OF A LIMITED-TERM, PROJECT-SPECIFIC BICYCLE AND PEDESTRIAN ADVISORY COMMITTEE (Grant Funding)

Report in Brief

The Council is requested to approve a resolution accepting Regional Measure 2 (RM-2) grant funding in the amount of \$200,000 to support the City of Concord's Bicycle and Pedestrian Master Plan and Safe Routes to Transit project. The Council's approval of the project and adoption of the attached resolution is required by the Metropolitan Transportation Commission (MTC) to comply with their procedures and criteria for the allocation of the grant. This RM-2 grant comprises approximately two-thirds of the total funding necessary for the completion of the project, with the remainder comprised by a Transportation Development (TDA) grant from the MTC in the amount of \$100,000 and matching City Measure J funds in the amount of \$20,000. The TDA grant was accepted by the City Council on February 5, 2013.

A comprehensive Citywide Bicycle and Pedestrian Master Plan will be used as a blueprint to develop a network that promotes safe alternative modes of transportation and helps position the City for future funding for bicycle projects and roadway improvements benefiting the entire community. Staff has proposed a work program for the preparation of the Bicycle and Pedestrian Master Plan for Council review and comment. As part of the work program, staff is recommending the creation of a limited-term, project-specific advisory committee to support the planning effort that would be made up of two Parks, Recreation & Open Space Commissioners, one Planning Commissioner and two at-large members.

Staff recommends that the City Council adopt Resolution No. 14-53, authorizing a resolution accepting Regional Measure 2 grant funds to support the City's Bicycle and Pedestrian Master Plan and Safe Routes to Transit project and approve the formation of the Advisory Committee, as recommended by staff. Additionally, staff recommends Council provide feedback on the work program.

Background

In December of 2013, the City Council approved a General Plan Amendment to incorporate complete streets policies into the General Plan. Complete streets involve planning and designing the City's transportation system to meet the needs of all users, including pedestrians, bicyclists and public transit patrons, as well as motorists. After the Council adopted complete streets policies into the General Plan, the next step was to build upon those efforts and implement a Bicycle and Pedestrian Master Plan.

ADOPT RESOLUTION NO. 14-53, ACCEPTING REGIONAL MEASURE 2 SAFE ROUTES TO TRANSIT GRANT FUNDS FOR THE CITY OF CONCORD'S BICYCLE AND PEDESTRIAN MASTER PLAN & SAFE ROUTES TO TRANSIT PROJECT, DISCUSS THE PROPOSED WORK PROGRAM, AND APPROVE OF THE FORMATION OF A PROJECT-SPECIFIC BICYCLE AND PEDESTRIAN ADVISORY COMMITTEE

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In June of 2013, the MTC awarded the City of Concord a TDA grant in the amount of \$100,000 for a Citywide Bicycle and Pedestrian Master Plan. The City Council accepted the funding agreement for the MTC grant on February 5, 2013. This initial grant funding contributes to the Bicycle and Pedestrian Plan project, but additional funding was necessary in order to begin work on the plan.

An opportunity for additional funding soon became available in September of 2013 through the MTC's competitive Regional Measure 2 (RM-2) Safe Routes to Transit grant program. In order to improve the City's chances of being awarded the competitive grant funding with a higher score, the City's application proposed partnering with the Contra Costa County Health Services Department (CCHS) and Monument Impact organization to help lead a public outreach program for the formation of the plan. On March 4, 2014, the City was notified of the award of \$200,000 of grant funding for the Bicycle and Pedestrian Plan and Safe Routes to Transit project. The resolution before the Council today is required by the MTC in order for the City to accept and begin using the RM-2 grant funds for the project.

Proposed Work Program

Pursuant to the requirements of the grant funding, the project team will consist of a partnership between the City of Concord's Community and Economic Development Department (CED), Contra Costa County Health Services Department (CCHS), and Monument Impact, supplemented by a consultant to be selected by City staff and a representative from CCHS through an upcoming Request for Proposals (RFP) process. Staff from CCHS and Monument Impact will assist City staff and the selected consultant with policy development and the public outreach program for the project. The City of Concord is the primary responsible party for the project and the project lead.

Because the City's built environment has a direct impact on residents' health and quality of life, CCHS's Community Wellness and Prevention Program staff will contribute their expertise in public health, as well as provide policy and program recommendations for the draft plan. Monument Impact staff will be assisting the City with their expertise in public outreach and community organization, working with City staff to reach out to disadvantaged residents who might not normally be involved with the planning process, but tend to be the most likely to rely on the City's public transit, bicycle, and pedestrian infrastructure. The participation of this segment of the community in the planning process is a priority.

Project Goals: Funding for the Bicycle and Pedestrian Master Plan and Safe Routes to Transit project is limited and entirely reliant on grants, consequently the scope of the work program and the project's goals are defined by these grants. Specifically, the primary goals of the project will be as follows:

1. To improve bicycle and pedestrian access to the three BART stations that serve the City - North Concord/Martinez, Downtown Concord and Pleasant Hill/Contra Costa Centre- all of which are either located in or adjacent to the City of Concord;
2. To focus on improving connectivity between the regional trails network and downtown-- connecting the gaps in the existing infrastructure;
3. To guide the City's future investments in bicycle and pedestrian infrastructure and programs; and

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4. To ensure safe and attractive access to the City's regional transit links, Downtown Concord, schools, and other activity centers.

To achieve these goals, the project will include preparation of an assessment of current conditions, identification of community needs and priorities, development of a transit access plan for bicyclists and pedestrians, and development of appropriate policies and priorities.

Data collection, traffic analysis, and field reconnaissance are important components of the Bicycle and Pedestrian Master Plan and Safe Routes to Transit project. The plan will be relying on a combination of resources, including prior traffic studies and analyses such as the study conducted for the Downtown Concord Specific Plan project, data provided by Contra Costa County Health Services staff, and recent bicycle and pedestrian field survey data collected for the plan by students from Cal Poly University at San Luis Obispo. These resources will be provided to the selected consultant to support the preparation of the plan.

Public Participation: The project will utilize an innovative public participation process to engage Concord's diverse communities and interests. One of the first implementation actions of the Bicycle and Pedestrian project, as identified in the grant application, will be the establishment of a limited-term, project-specific, Bicycle and Pedestrian Advisory Committee to help guide the plan's progress and identify community consensus (this Committee is discussed in more detail below). Secondly, the City of Concord and Contra Costa County Health Services, in partnership with Monument Impact, will be developing and implementing a series of workshops with residents to identify policies and built environment best practices they would like to see in the final plan. CCHS and Monument Impact will also be hosting a series of workshops with disadvantaged residents (targeting the Monument Community in Central Concord) to educate and introduce them to the planning process and encourage their greater participation. Finally, a series of focused workshops, led by the selected consultant, will also be held to formulate community consensus.

The public outreach process began in early June with the help of planning consultant James Rojas, who has been training and working with City and County staff on a series of preliminary planning and visioning workshops using his innovative and colorful "Place It!" system. These preliminary workshops were designed to encourage public awareness of the upcoming plan and to engage new audiences who wouldn't normally attend City meetings, to get everyone interested and participating in the planning process. During this time, Mr. Rojas facilitated seven events to introduce residents to the upcoming Bicycle and Pedestrian Plan, including a daylong workshop with local high school students at Mt. Diablo High School, a workshop at the Monument Crisis Center, three workshops with Spanish-speaking residents of the Monument Community, a training exercise with City and County staff, and a booth at the City's Farmer's Market that featured an interactive model of the City's downtown street grid. Mr. Rojas' creative system uses art to engage, educate, and empower residents to reimagine their city and streetscape, providing participants a fun and comfortable outlet to share their perspectives.

Public outreach efforts will continue later this summer once the RM-2 funding agreement has been approved and implemented. The grant application was crafted so that most of the public outreach effort would be guided by the staff from the three partnership agencies for this project: the City, County Environmental Health, and Monument Impact. Staff from these agencies are currently in the process of planning and organizing future public outreach events for the Bicycle and Pedestrian Plan. These will include hosting additional booths at Farmer's Markets and meeting with organizations such as the local health promoters in the Monument

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community. The Council will continue to be updated on these events at future meetings and in their weekly newsletter.

Bicycle and Pedestrian Plan Limited-Term, Project Specific Advisory Committee: In order to move the project forward, staff seeks approval for the formation of a Bicycle and Pedestrian Plan Advisory Committee (Advisory Committee) to provide direction to staff and the consultant on the project and to help build consensus with policy development during the plan development process. The Advisory Committee members would serve for the duration of the project. The Committee is anticipated to meet once a month over a period of approximately twelve to fourteen months. In order to best reflect the interests of the community, staff recommends the Advisory Committee be comprised of five members. Specifically, staff recommends that membership on the Committee consist of two representatives from the City's Parks, Recreation, and Open Space Commission (PROSC), one member of the Planning Commission, and two at-large appointees. No selection of "alternate" members is recommended.

In order to facilitate the Council's selection of the at-large Advisory Committee members, staff recommends a list of interested persons be generated and provided to the Infrastructure and Franchise Council Committee for interviews. The Council Committee would make the recommendation for the two at-large members to the City Council. Both the PROSC and PC would select their own two representatives to serve on the Committee and the names would be provided to Council for inclusion on the Advisory Committee.

Should Council support this approach, staff would begin recruiting the at large members in August and would set-up interviews before the Council Committee in September. The list of recommended Advisory Committee members would go before the Council for appointment to the Committee in early October. The Bicycle and Pedestrian Plan Advisory Committee is not anticipated to begin meeting until after the selection of a consultant has been made in October.

Technical Advisory Committee: The project will be assisted by a Technical Advisory Committee (TAC) to be comprised primarily of City staff from the Planning, Transportation, Engineering, and Public Works Divisions of the Community and Economic Development Department and partners from CCHS and Monument Impact. Representatives from BART, the Contra Costa Transportation Authority (CCTA), and other pertinent agencies will be invited and consulted throughout the process. The purpose of the TAC will be to share information and resources, and to identify and resolve any technical challenges that may arise through the course of the plan.

Project Timeline: Once the Council approves the resolution to accept the RM-2 grant funding, a Request for Proposals (RFP) will be released to select a consultant who will assist with the preparation of the Bicycle and Pedestrian Master Plan and prepare the necessary environmental analysis. This process will commence in August with the selected consultant anticipated to be brought forward for Council approval in late September or early October. The following is an anticipated timeline for the project:

Third Quarter, 2014:	Initiation of the RFP process followed by the selection of a consultant.
Fourth Quarter, 2014:	Data and traffic analysis to be initiated by the selected consultant; public outreach program to continue throughout the first three quarters of 2015.
Fourth Quarter, 2015:	Estimated release of final draft and CEQA analysis for public comment.
First Quarter, 2016:	Estimated Planning Commission and Council consideration for plan adoption.

ADOPT RESOLUTION NO. 14-53, ACCEPTING REGIONAL MEASURE 2 SAFE ROUTES TO TRANSIT GRANT FUNDS FOR THE CITY OF CONCORD'S BICYCLE AND PEDESTRIAN MASTER PLAN & SAFE ROUTES TO TRANSIT PROJECT, DISCUSS THE PROPOSED WORK PROGRAM, AND APPROVE OF THE FORMATION OF A PROJECT-SPECIFIC BICYCLE AND PEDESTRIAN ADVISORY COMMITTEE

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The project's RM-2 and TDA grant funds have a limited timeframe, necessitating the timely completion of the project. All of the previously accepted TDA grant funding must be incurred prior to June 30, 2016 and the RM-2 grant requires the project to be completed no later than February 28, 2017.

Fiscal Impact

The Bicycle and Pedestrian Plan project is dependent upon the receipt of the grant funds. The RM-2 funds will provide \$200,000 of the project's funding, with the remainder comprising the previously accepted and allocated \$100,000 in TDA grant funds and 20% City matching Measure J funds (\$20,000) for a total of \$320,000.

Public Contact

The City Council agenda was posted.

Recommendation for Action

Staff recommends the following actions:

1. Adoption of Resolution No. 14-53, authorizing a resolution accepting Regional Measure grant funds to support the City's Bicycle and Pedestrian Master Plan and Safe Routes to Transit project.
2. Approval of the formation of a project specific Bicycle and Pedestrian Plan Advisory Committee of five members that will guide the drafting of the Bicycle & Pedestrian Master Plan & Safe Routes to Transit Project. Specifically, the membership of this Committee would consist of the following: one member of the Planning Commission, two members of the Parks, Recreation & Open Space Commission, and two "at-large" members.
3. Council should provide feedback on the work program, as desired.

Prepared by: Andrew J. Mogensen, AICP
Interim Planning Manager
andrew.mogensen@cityofconcord.org

Reviewed by: Victoria Walker
Community & Economic Development Director
victoria.walker@cityofconcord.org



Valerie J. Barone
City Manager

valerie.barone@cityofconcord.org