

AMENDED IN SENATE AUGUST 7, 2006

AMENDED IN SENATE JUNE 19, 2006

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CALIFORNIA LEGISLATURE—2005–06 REGULAR SESSION

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**ASSEMBLY BILL**

**No. 1020**

**Introduced by Assembly Member Hancock**

February 22, 2005

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An act to add *Sections 14522.1, 14522.2, 14522.3, 14522.4, and 14522.5 to, and to add Chapter 2.68* (commencing with Section 65089.60) to Division 1 of Title 7 of, the Government Code, relating to planning.

LEGISLATIVE COUNSEL'S DIGEST

AB 1020, as amended, Hancock. Transportation planning: improved travel models.

Existing law requires certain transportation planning activities by the Department of Transportation and by designated regional *transportation planning agencies, including development of a regional transportation plan. Existing law authorizes the California Transportation Commission, in cooperation with the regional agencies, to prescribe study areas for analysis and evaluation.*

This bill would require the ~~department, in partnership with certain federally designated metropolitan planning organizations, a certain designated council of governments, and certain state-designated~~

~~regional transportation planning agencies, to provide a notice to the Legislature by January 31, 2007, on a schedule for a comprehensive review and evaluation of current travel models and model improvements already underway. The bill would require these entities using travel models to use models that incorporate specified factors, thereby imposing a state-mandated local program, and would require the department to meet with these entities at least annually to evaluate their progress in meeting these requirements. The bill would identify other objectives that may be included in the travel models. The bill would enact other related provisions~~ *commission, by December 31, 2007, to adopt guidelines related to the travel demand models used in the development of regional transportation plans by regional transportation planning agencies. The bill would require a regional transportation planning agency for a region with a population of 800,000 or more to use those guidelines. The bill would specify certain policy choices that a travel demand model shall be capable of evaluating. The bill would require the Department of Transportation to assist the commission, on request, in this regard, and would impose other related requirements. Because the bill would impose additional duties on local agencies, it would impose a state-mandated local program.*

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes.  
State-mandated local program: yes.

*The people of the State of California do enact as follows:*

- 1 SECTION 1. The Legislature finds and declares all of the
- 2 following:
- 3 (a) ~~Improved-Improvements to the transportation planning can~~
- 4 ~~have dramatic process may have significant~~ economic and
- 5 environmental benefits for California residents, and ~~can make~~

1 *may contribute to ensuring* government expenditures on  
2 transportation infrastructure ~~far will be~~ more cost-effective.

3 (b) ~~Better transportation infrastructure planning decisions~~  
4 *Transportation planning, transportation infrastructure*  
5 *investment decisions, and better land use planning decisions by*  
6 *may be improved through the provision of enhanced information*  
7 *to decisionmakers. Significant benefits should thereby accrue to*  
8 *the agencies responsible for those decisions can be of immense*  
9 ~~benefit to~~ *by identifying investments and other decisions that*  
10 *benefit California's air quality and economy. Motor because*  
11 *motor vehicles produce over 60 percent of smog precursor*  
12 *emissions in some urban regions, and automobile usage costs*  
13 *California households one hundred billion dollars*  
14 *(\$100,000,000,000) annually. Improvements in transportation*  
15 ~~could reduce these environmental and economic impacts by 30~~  
16 ~~percent or more.~~

17 (c) The recently-enacted federal Safe, Accountable, Flexible,  
18 Efficient Transportation Equity Act: A Legacy for Users  
19 (SAFETEA-LU) requires the evaluation of the economic  
20 development impacts of transportation plans by the Department  
21 of Transportation (Caltrans) and ~~metropolitan planning~~  
22 ~~organizations~~ (MPOs) *regional transportation planning*  
23 *agencies.*

24 (d) Current planning models *and analytical techniques* used  
25 for making transportation infrastructure decisions and for air  
26 quality planning ~~do not always adequately reflect the effect of~~  
27 *should be enhanced to better assess the effects of policy choices,*  
28 *such as encouraging more compact residential development*  
29 *patterns and the effect of mass transit on reducing car ownership*  
30 ~~and overall travel, the effect of expanding highways on inducing~~  
31 ~~additional automobile traffic, and the effect of economic~~  
32 ~~incentives such as tolls, transit pricing, and parking charges on~~  
33 ~~travel, expanding mass transit services and accessibility,~~  
34 *creating more walkable communities with housing, retail, and*  
35 *commercial development, and implementing economic incentives*  
36 *and disincentives such as tolls, transit pricing, and parking*  
37 *charges.*

38 (e) Because of new policy analysis requirements and current  
39 modeling deficiencies, ~~elected officials and other government~~  
40 ~~decisionmakers often do not get adequate information on which~~

1 ~~to base multibillion dollar transportation requirements, improved~~  
 2 ~~modeling techniques will enhance the opportunity for elected~~  
 3 ~~officials and other government decisionmakers to have access to~~  
 4 ~~better information on which to base transportation decisions.~~

5 (f) ~~State-of-the-practice—Improved~~ transportation planning  
 6 ~~models can account more accurately for~~ *may improve* the  
 7 potential benefits of comprehensive planning and allow  
 8 decisionmakers to be better informed.

9 (g) ~~In addition, better—Enhanced~~ travel models ~~can and~~  
 10 ~~analytical techniques may assist MPOs regional transportation~~  
 11 ~~planning agencies in assessing cumulative impacts of~~  
 12 transportation plans, as required by the California Environmental  
 13 Quality Act.

14 (h) The Department of Transportation is working with ~~MPOs~~  
 15 ~~and~~ regional transportation planning agencies to develop more  
 16 effective transportation models. Significant improvements have  
 17 been made in transportation modeling practices, however, the  
 18 improved models are not yet widely and consistently used. These  
 19 ~~models can~~ *may* also be used in air quality planning to enhance  
 20 emissions reductions and to cut the cost of clean air compliance.  
 21 *Introduction of the models has been constrained due to the*  
 22 *limited resources available to regional transportation planning*  
 23 *organizations.*

24 (i) It is therefore the intent of the Legislature to ~~require~~  
 25 *encourage* improvements to transportation modeling statewide ~~in~~  
 26 ~~a timely fashion to ensure that transportation dollars are wisely~~  
 27 ~~spent, which will contribute to transportation funds being spent~~  
 28 ~~more wisely.~~

29 SEC. 2. Section 14522.1 is added to the Government Code, to  
 30 read:

31 14522.1. (a) *The commission shall adopt guidelines related*  
 32 *to the travel demand models used in the development of regional*  
 33 *transportation plans by regional transportation planning*  
 34 *agencies designated pursuant to Section 29532. The preparation*  
 35 *of the guidelines shall include the formation of an advisory*  
 36 *committee that shall include representatives of the regional*  
 37 *transportation planning agencies, the department, organizations*  
 38 *knowledgeable in the creation and use of travel demand models,*  
 39 *and organizations concerned with the impacts of transportation*  
 40 *investments on communities and the environment. The*

1 *commission shall hold two workshops on the guidelines, one in*  
2 *northern California and one in southern California.*

3 *(b) The department shall assist the commission in the*  
4 *preparation of the guidelines, if requested to do so by the*  
5 *commission.*

6 *(c) The guidelines shall be adopted on or before December 31,*  
7 *2007.*

8 *SEC. 3. Section 14522.2 is added to the Government Code, to*  
9 *read:*

10 *14522.2. (a) The guidelines adopted pursuant to Section*  
11 *14522.1 shall apply to a regional transportation planning agency*  
12 *for a region with a population of 800,000 or more as of the most*  
13 *recent decennial census. In the counties of Imperial, Los Angeles,*  
14 *Orange, Riverside, San Bernardino, and Ventura, that agency*  
15 *shall be the agency described in Section 130004 of the Public*  
16 *Utilities Code.*

17 *(b) A regional transportation planning agency for a region*  
18 *with a population of less than 800,000 as of the most recent*  
19 *decennial census may, at its discretion, follow the guidelines.*

20 *SEC. 4. Section 14522.3 is added to the Government Code, to*  
21 *read:*

22 *14522.3. The travel demand models described in Section*  
23 *14522.1 shall be capable, to the extent practicable, of evaluating*  
24 *at least the following policy choices:*

25 *(a) Account for travel demands during at least four time*  
26 *intervals during the day.*

27 *(b) Account for induced travel and induced land development*  
28 *resulting from highway or passenger rail expansion.*

29 *(c) Include mode split models that allocate trips between*  
30 *automobile, transit, carpool, and bicycle and pedestrian trips. If*  
31 *a travel demand model is unable to forecast bicycle and*  
32 *pedestrian trips, another means may be used to estimate those*  
33 *trips.*

34 *(d) Residential land use densification.*

35 *(e) Proximity of residential areas to centers of employment.*

36 *(f) The impact of enhanced transit service levels on reducing*  
37 *overall vehicular travel and car ownership.*

38 *(g) Mixed land uses.*

39 *(h) Parking charges and parking cash-out.*

40 *(i) Peak period freeway tolls.*

- 1 (j) *Twenty-four-hour freeway tolls.*
- 2 (k) *A freight travel model and a commodity flows travel model*
- 3 *may be included in the travel models, if those models are*
- 4 *appropriate to the region.*

5 SEC. 5. *Section 14522.4 is added to the Government Code, to*  
 6 *read:*

7 *14522.4. A regional transportation planning agency*  
 8 *described in subdivision (a) of Section 14522.2 shall demonstrate*  
 9 *in its regional transportation plan the extent to which its regional*  
 10 *travel demand models assist other public agencies to evaluate*  
 11 *large private and public land development projects, including*  
 12 *accounting for the impacts of density and mixed land uses on*  
 13 *travel.*

14 SEC. 6. *Section 14522.5 is added to the Government Code, to*  
 15 *read:*

16 *14522.5. A regional transportation planning agency*  
 17 *described in subdivision (a) of Section 14522.2 shall report to the*  
 18 *commission on how the regional travel demand model supports*  
 19 *corridor planning and small area planning, at the time the*  
 20 *regional transportation plan is submitted to the commission and*  
 21 *department pursuant to Section 65080.*

22 ~~SEC. 2.~~

23 SEC. 7. Chapter 2.68 (commencing with Section 65089.60) is  
 24 added to Division 1 of Title 7 of the Government Code, to read:

25  
 26 CHAPTER 2.68. INTEGRATED TRANSPORTATION AND LAND  
 27 USE PLANNING

28  
 29 ~~65089.60. For the purposes of this chapter, the following~~  
 30 ~~terms have the following meanings:~~

31 ~~(a) "Designated MPO" means the following organizations: the~~  
 32 ~~Southern California Association of Governments, the~~  
 33 ~~Metropolitan Transportation Commission, the San Diego~~  
 34 ~~Association of Governments, the Association of Monterey Bay~~  
 35 ~~Area Governments, and the Sacramento Area Council of~~  
 36 ~~Governments.~~

37 ~~(b) "Designated RTPA" means the regional transportation~~  
 38 ~~planning agencies (RTPAs) for the following areas: all counties~~  
 39 ~~in the San Joaquin Valley, and Monterey, San Luis Obispo, Santa~~  
 40 ~~Barbara, and Santa Cruz Counties.~~

1 ~~(e) “Designated council of governments” means the~~  
2 ~~Association of Bay Area Governments.~~

3 ~~(d) “Department” means the Department of Transportation.~~

4 ~~(e) “Freight travel model” means a model that projects travel~~  
5 ~~by heavy trucks. As used in this subdivision, “heavy truck”~~  
6 ~~means a motortruck or truck tractor-trailer combination subject to~~  
7 ~~regulation by the Department of the California Highway Patrol~~  
8 ~~pursuant to Division 14.8 (commencing with Section 34500) of~~  
9 ~~the Vehicle Code.~~

10 ~~(f) “Commodity flows travel model” means a model that~~  
11 ~~projects the movement of classes of commodities in trucks,~~  
12 ~~trains, vessels, and airplanes.~~

13 ~~65089.61. The department, in partnership with the designated~~  
14 ~~MPOs, the designated council of governments, and the~~  
15 ~~designated RTPAs, shall provide a notice to the Legislature by~~  
16 ~~January 31, 2007, on a schedule for a comprehensive review and~~  
17 ~~evaluation of the current travel models and model improvements~~  
18 ~~already underway.~~

19 ~~65089.62. Whenever models are now used by the designated~~  
20 ~~MPOs, the designated council of governments, and the~~  
21 ~~designated RTPAs, the models shall incorporate the following:~~

22 ~~(a) Account for the influence of land use intensity (housing~~  
23 ~~units per residential acre or equivalent) and transit service levels~~  
24 ~~on automobile ownership and vehicle miles traveled per~~  
25 ~~household.~~

26 ~~(b) Employ mode split models that allocate trips between~~  
27 ~~pedestrian, bicycle, transit, carpool, and single-occupant~~  
28 ~~automobile modes.~~

29 ~~(c) Representation of all transit lines and stops for rail and bus~~  
30 ~~modes of travel. That representation may be accomplished by~~  
31 ~~modeling the latitude and longitude of transit stops.~~

32 ~~(d) Land use models based on market conditions (bidding for~~  
33 ~~floorspace and implemented on small zones or parcels. Bidding~~  
34 ~~for floorspace means that the models shall evaluate the value and~~  
35 ~~level of projected development based on producer costs and~~  
36 ~~expected profits or projected utility and floorspace consumption~~  
37 ~~by households and firms based on rents to be paid and the utility~~  
38 ~~of the floorspace. This subdivision shall only apply to the~~  
39 ~~designated MPOs and the designated council of governments.~~

40 ~~65089.63. The travel models may do both of the following:~~

- 1 ~~(a) Account for travel demands during at least four time~~  
2 ~~intervals during the day.~~
- 3 ~~(b) Account for induced travel and induced land development~~  
4 ~~resulting from highway or passenger rail expansion.~~
- 5 ~~65089.64. The travel models may be capable of evaluating at~~  
6 ~~least the following policy choices:~~
- 7 ~~(a) Land use intensification.~~
- 8 ~~(b) The impact of enhanced transit service levels on reducing~~  
9 ~~overall vehicular travel and car ownership.~~
- 10 ~~(c) Mixed land uses.~~
- 11 ~~(d) Parking charges and parking cash-out.~~
- 12 ~~(e) Peak period freeway tolls.~~
- 13 ~~(f) Twenty-four-hour freeway tolls.~~
- 14 ~~(g) Neighborhood plans that enhance pedestrian access.~~
- 15 ~~(h) A freight travel model and a commodity flows travel~~  
16 ~~model should additionally be included in the travel models of the~~  
17 ~~designated MPOs.~~
- 18 ~~65089.65.~~
- 19 ~~65089.60. The department, in partnership with the designated~~  
20 ~~MPOs, the designated council of governments, and the~~  
21 ~~designated RTPAs agencies described in subdivision (a) of~~  
22 ~~Section 14522.2, is encouraged to develop budgeting plans that~~  
23 ~~ensure the continuous improvement of travel models. All models~~  
24 ~~should be peer reviewed at least every 10 years. Household travel~~  
25 ~~surveys used in the models should adequately sample all modes,~~  
26 ~~to the extent statistically feasible, and should be updated at least~~  
27 ~~every 10 years. The department, in partnership with designated~~  
28 ~~MPOs, the designated council of governments, and the~~  
29 ~~designated RTPAs, should validate *The agencies are encouraged*~~  
30 ~~*to subject their models to peer review at least every 10 years. The*~~  
31 ~~*agencies are further encouraged to conduct statistically valid*~~  
32 ~~*household travel surveys that endeavor to adequately survey all*~~  
33 ~~*travel modes, to the extent feasible. The department, in*~~  
34 ~~*partnership with the agencies, may endeavor to develop*~~  
35 ~~*methodologies that will validate predicted versus measured*~~  
36 ~~vehicle speeds on highways and traffic volumes by time of travel~~  
37 ~~on roadway links.~~
- 38 ~~65089.66. The evaluation of large private and public land~~  
39 ~~development projects should be done with models that accurately~~  
40 ~~account for the impacts of density, mix, and other efficient land~~

1 use policies on travel. These models may be simpler than those  
2 used for transportation projects.

3 ~~65089.67. All transportation models used by state or regional  
4 agencies should be usable on personal computers for public use.  
5 This section does not require agencies to provide commercial  
6 software developed by third parties that may be needed to run the  
7 model.~~

8 *65089.61. The department, in partnership with the agencies  
9 described in subdivision (a) of Section 14522.2, shall develop  
10 standards for disseminating the methodology, results, and key  
11 assumptions of the travel demand models in a way that would be  
12 useable and understandable to the public.*

13 ~~65089.68.~~

14 *65089.62. If the agencies identified in subdivisions (a), (b),  
15 and (c) of Section 65089.60 described in subdivision (a) of  
16 Section 14522.2 meet the modeling requirements of this chapter,  
17 their models shall be considered state of the practice and fully  
18 adequate technically.*

19 ~~65089.69.~~

20 *65089.63. The department, in consultation with the California  
21 Association of Councils of Governments, shall meet at least  
22 annually with the designated MPOs, the designated council of  
23 governments, and the designated RTPAs agencies described in  
24 subdivision (a) of Section 14522.2 to evaluate their progress in  
25 meeting the technical requirements listed in this chapter, and to  
26 identify resources available to assist them in meeting the  
27 requirements in the most timely and complete manner practical.  
28 In this process, the department may adjust or extend the technical  
29 requirements of this chapter.*

30 ~~SEC. 3.~~

31 *SEC. 8. If the Commission on State Mandates determines that  
32 this act contains costs mandated by the state, reimbursement to  
33 local agencies and school districts for those costs shall be made  
34 pursuant to Part 7 (commencing with Section 17500) of Division  
35 4 of Title 2 of the Government Code.*