

May 28, 2025

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Re: VMT Analysis for the San Pablo Family Housing Project

This report presents the results of a trip generation and VMT analysis of the proposed affordable housing project at 1820 Rumrill Boulevard in the City of San Pablo. The project is expected to include approximately 45 income restricted units. The site is currently undeveloped. The project location is shown in **Figure 1**.

PROJECT TRIP GENERATION

The trip generation rates presented in **Table 1** are based on the Institute of Transportation Engineers (ITE) trip rates for apartments not close to rail transit (Land Use 221) and single family homes (Land Use Code 210) taken from the 11th Edition of the Institute of Transportation Engineers (ITE) Trip Generation Manual. A “trip” is defined in ITE’s Trip Generation publication as a single or one-directional vehicular movement with either the origin or destination at the project site. As a result, a trip can be either “to” or “from” the site. Consistently, a single visit to a site is counted as two trips (i.e., one to and one from the site). For the purposes of determining the reasonable worst-case impacts of traffic on the surrounding street network from a proposed project, the trips generated by this proposed development are estimated for the peak commute hours which represent the peak hours of “adjacent street traffic”. This is the time period when the project traffic would generally contribute to the greatest amount of congestion.

**TABLE 1
PROJECT TRIP GENERATION**

Land Use	ITE Code	Size	ADT	AM Peak Hour			PM Peak Hour		
				In	Out	Total	In	Out	Total
ITE Mid-Rise Apartment Rates (Dense Multi-Use Urban, Not Close to Rail Transit) - Trips per Unit	221		2.93	0.04	0.24	0.28	0.19	0.07	0.26
Trip Generation for the Proposed Project		45 units	132	2	11	13	9	3	12

Source: Trip Generation, 11th Edition, Institute of Transportation Engineers, Washington D.C., 2021.



FIGURE 1 | PROJECT LOCATION
VEHICLE MILES TRAVELED ANALYSIS
San Pablo Family Housing Project
 City of San Pablo

As shown in **Table 1**, the proposed project is forecast to generate a net increase of about 132 daily trips and about 12 new trips on the surrounding roadway system during the critical PM peak commute hour.

TRANSIT SERVICES

AC Transit – AC Transit is the main public transit operator in the area and provides bus service near the project site. AC Transit operates bus routes 71, 76, and 376 on the roadways adjacent to the project site. **Figure 2** shows the location of the AC Transit bus routes that operate near the project site. Route 71 operates on 30 minute headways from about 5:45 AM to 8:45 PM. The route also operates on weekends with 30 minute headways from about 6:45 AM to 7:45 PM. This route provides access to the Amtrak/Capitol Corridor Station and the Richmond BART station. Route 76 operates on 30 minute headways from about 6:30 AM to 8:00 PM. The route also operates on weekends with 30 minute headways from about 6:30 AM to 8:30PM. Route 376 is an evening route that operates on 30 minute headways from about 9:45 PM to 2:45 AM. The nearest bus stops are located adjacent to the project site at Market Street and Rumrill Boulevard.

Bay Area Rapid Transit (BART) – BART is a rapid mass transit system which provides regional transportation connections to much of the Bay Area. It runs from the North Bay Area in Richmond to the Berryessa Station in the South Bay. In the east-west direction it runs from Antioch to the San Francisco Airport and Millbrae with several connections in Oakland. The Richmond BART station, which is just under two miles from the proposed project, serves Richmond and other surrounding cities and has trains running with approximately 30-minute headways between 5:00 a.m. and Midnight.

BICYCLE AND PEDESTRIAN FACILITIES

In the immediate project vicinity, bicycle facilities are limited with bike lanes only on Market Avenue. There is also a nearby multi-use trail a few blocks north of the site, the Wildcat Creek Trail. There are sidewalks in most areas but they are discontinuous on some streets. There are also also marked crosswalks, pedestrian push buttons, and pedestrian signals provided at all nearby signalized intersections. In general, the overall network of sidewalks and crosswalks in the study area provides pedestrians with safe routes to nearby transit stops on Market Avenue and Rumrill Boulevard.

VEHICLE MILES TRAVELED

One performance measure that can be used to quantify the transportation impacts of a project is vehicle miles traveled (VMT). This section presents an analysis of the extent of the VMT-related transportation impacts caused by the Project. An evaluation of the project's VMT impacts was conducted according to Contra Costa County's Transportation Analysis Guidelines, dated June 23, 2020. This methodology is based on the Contra Costa Transportation Authority (CCTA)



FIGURE 2 | BUS ROUTES NEAR THE PROJECT SITE
 VEHICLE MILES TRAVELED ANALYSIS
San Pablo Family Housing Project
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VMT Analysis Methodology for Land Use Projects in Contra Costa (Growth Management Task Force Review Draft).¹ This methodology was subsequently codified in the implementation guide for the County's Growth Management Program.²

In the City of San Pablo VMT is estimated using an area-wide travel demand model maintained by the Contra Costa Transportation Authority (CCTA). The model calculates VMT based on the number of vehicles multiplied by the typical distance traveled by each vehicle originating from or driving to a certain area. As with all models, the accuracy of the output depends on the level of detail in the model. The volume of traffic and distance traveled depends on mix of land use types, density, and location as well as the existing and planned transportation system, including availability of public transportation. A travel demand model attempts to properly represent these relationships when forecasting vehicle trips and VMT. The model divides areas within CCTA's jurisdiction into transportation analysis zones, or TAZs, which are used for transportation analysis and other planning purposes. The CCTA Travel Model includes TAZs that vary in size from a few city blocks in some areas to much larger zones in lower density areas.

VMT is a particularly useful metric for evaluating the impacts of growth on greenhouse gas (GHG) emissions because it can be used to estimate fuel consumption by motor vehicles. Increases in VMT cause proportional increases in greenhouse gas emissions and air pollution. The Office of Planning and Research (OPR) released their final proposed Guidelines in a Technical Advisory on Evaluating Transportation Impacts in CEQA, dated December 2018, which went into effect on July 1, 2020.

Near-Term Plus Project VMT Analysis - Based on the CCTA Travel Model, the Countywide average daily VMT per resident is currently estimated to be 17.3 miles. The residents of the proposed project would be expected to have similar VMT to existing residents in the same area. The VMT per resident estimated by the CCTA Travel Model for the project's TAZ would therefore be assumed represent the approximate VMT per resident that would be generated by the proposed project as well. The project site is located in TAZ 10138 which the CCTA model indicates has an average VMT per capita (a.k.a. per resident) 7.1 miles. **Table 2** summarizes the 2023 VMT per resident for the project and provides a comparison to the VMT threshold, which is the 85% of the County average VMT per resident. As seen in **Table 2**, the proposed project is forecast to have an average VMT of 13.6 miles and the impact threshold is 15% below the County average (17.3 miles) which equates to a threshold of 14.7 miles. Therefore, the project would be expected to have a less than significant impact to VMT in the area under near-term conditions, subject to County approval.

¹ *VMT Analysis Methodology for Land Use Projects in Contra Costa*, Growth Management Task Force Review Draft, Contra Costa Transportation Authority, Walnut Creek, CA, July 9, 2020.

² *Implementation Guide, Growth Management Program Implementation Documents*, Contra Costa Transportation Authority, Walnut Creek, CA, February 17, 2021.

**TABLE 2
NEAR-TERM PLUS PROJECT VMT ANALYSIS RESULTS**

<i>Scenario</i>	<i>Project Average VMT Per Resident</i>	<i>VMT Impact Threshold¹</i>	<i>Impact?</i>
2023 Plus Project	7.1 miles	14.7 miles	No

NOTE: ¹ The existing plus project VMT impact threshold for residential projects is 15% below the Countywide average VMT per resident (17.3 miles) which equates to 14.7 miles.

Cumulative Plus Project VMT Analysis - Since the project would have a less than significant impact on near-term VMT, the project would not require a detailed evaluation of the project’s cumulative VMT impacts. The cumulative analysis is for determining if the Countywide VMT increases or decreases with the proposed project, relative to the VMT generated that would otherwise be generated by full General Plan buildout. In the case of the proposed project, the cumulative impacts would be less than significant because the project would remain consistent with the VMT projections for the County’s current General Plan.

Affordable Residential Development – The OPR guidance specifies that there is a presumption of a less than significant impact on VMT for affordable residential development, such as the proposed project. Adding affordable housing to infill locations generally improves the jobs-housing match, in turn shortening commutes and reducing VMT. In addition, low-wage workers in particular would be more likely to choose a residential location close to their workplace, if one is available. In areas where the existing jobs-housing match is closer to optimal, low income housing nevertheless generates less VMT than market-rate housing. Evidence supports a presumption of less than significant impact for a 100 percent affordable residential development in infill locations.

It is our understanding the proposed project is also consistent with the Regional Transportation Plan (RTP) and Sustainable Communities Strategy (SCS). Therefore, subject to City approval, the project could be screened out from further VMT analysis due to the fact that the project is located in an area with an existing per capita home-based VMT that does not exceed the established thresholds, is a 100% affordable residential development, and is located in an area with excellent transit access..

Please don't hesitate to contact me if you have any questions or need additional information.

Sincerely,

A handwritten signature in black ink that reads "Stephen Abrams". The signature is written in a cursive, flowing style.

Stephen C. Abrams
President, Abrams Associates
T.E. License No. 1852