

# Executive Summary

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California law requires urban areas to develop and biennially update a “congestion management program,” or CMP—a plan that describes the strategies to assess and monitor the performance of the county’s multimodal transportation system, address congestion and improve the performance of a multimodal system, and strengthen the integration of transportation and land use planning. In Alameda County, the Alameda County Transportation Commission (Alameda CTC) as the congestion management agency (CMA) for Alameda County prepares the CMP. Alameda CTC coordinates with the Metropolitan Transportation Commission (MTC), transit agencies, local governments, the California Department of Transportation (Caltrans), and the Bay Area Air Quality Management District (BAAQMD), as needed, to manage and update the CMP.

The CMP for Alameda County incorporates various strategies and measures to improve congestion management on the Alameda County multimodal transportation system. The CMP is required to incorporate five key elements: level of service monitoring of a designated CMP roadway network, a multimodal performance element, a travel demand management element, a land use analysis program, and a capital improvement program. The CMP also acts

as a short-range plan to implement the long-range Countywide Transportation Plan.

The CMP law places considerable authority with the CMAs for the CMP. Appendix A contains the full text of the pertinent sections of state law.

The CMP is designed to meet legal requirements and address any transportation challenges in doing so. However, Alameda CTC’s CMP is developed to go beyond meeting legislative requirements and to be a forward-looking program to effectively address the transportation issues.

The CMP legislation was approved in 1991. No substantive changes have been made to the legislative requirements of the program (see Appendix A) to respond to changes occurring on every front—technological, behavioral, environmental, fiscal, etc. However, various legislative efforts have proposed modifications to either all or part of the Congestion Management Program.

SB 743 (Steinberg) was signed into law in 2013 and aimed to modify the metric used to measure the transportation impact assessment in the California Environmental Quality Act (CEQA) process from a delay-based metric such as level of service (LOS) to another metric such as vehicle miles traveled (VMT).

The Governor’s Office of Planning and Research (OPR) is tasked with identifying the alternative metric and updating the CEQA Guidelines on transportation impact assessment. Alameda CTC actively participated in this process by leading the Bay Area Working Group in 2015 and 2016 to coordinate with the OPR. The OPR has identified VMT as the new metric but is still finalizing the guidance for impact analysis.

Since the CMP legislation requires use of the LOS metric, which is in direct conflict with SB 743, the legislation is anticipated to be amended or revamped at some point.

Two legislative efforts (AB 1098 and AB 779) in 2015 and 2016 that aimed to amend the CMP legislation to align with the intent of SB 743 failed. Until SB 743 is fully implemented with the update to CEQA Guidelines on the transportation impact analysis based on OPR’s effort, or other legislative efforts to amend the CMP legislation Alameda CTC will not do any major updates to the CMP or any of the five required elements. Alameda CTC only made focused changes during this update to report on the work performed and progress made in implementing the CMP elements (shown in Figure ES1) since the last update in 2015.

Figure ES1—CMP and Five Main Elements

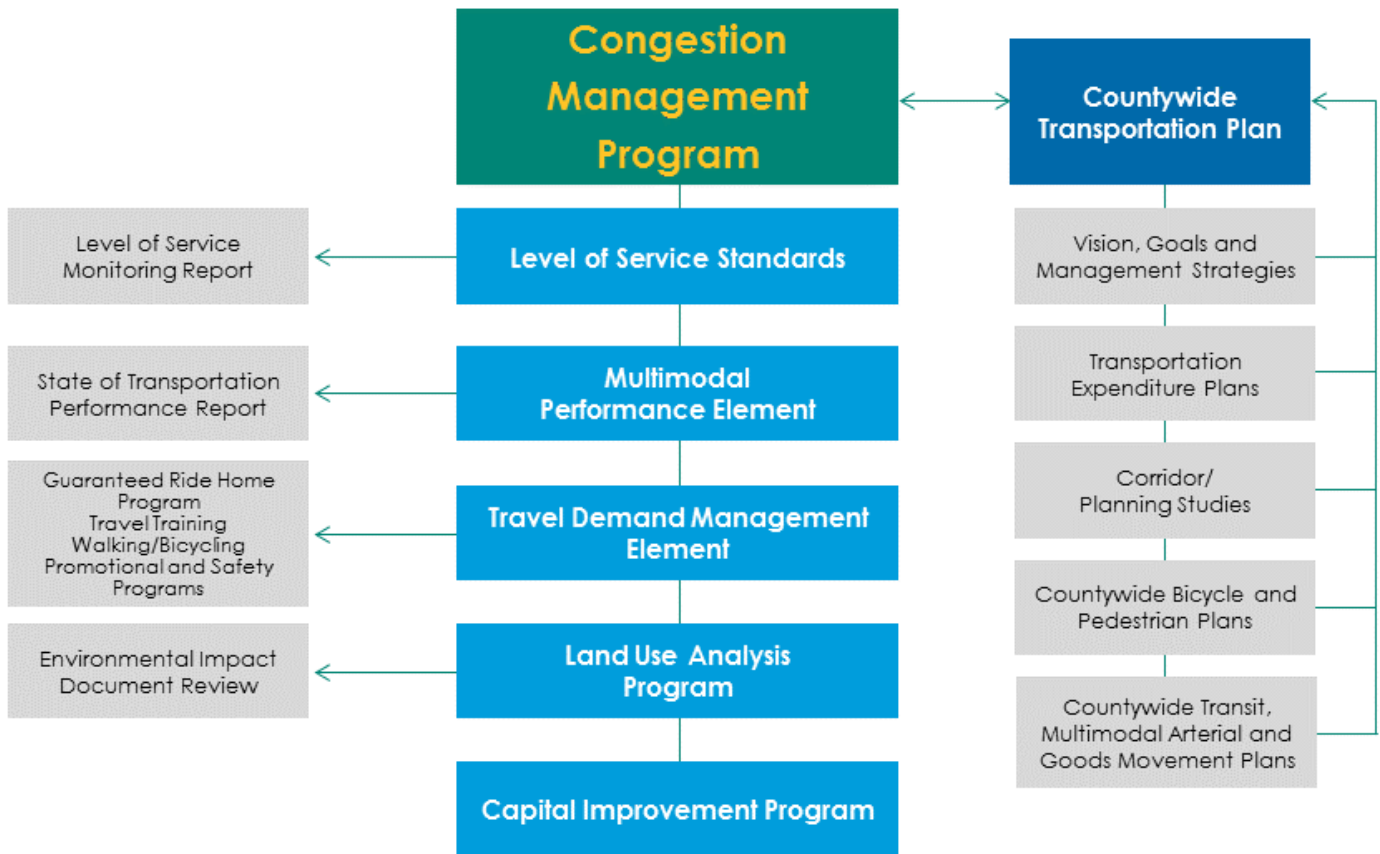


Table ES1—2017 CMP Update Actions Summary

CMP Element	Progress and Changes Made Since the 2015 CMP Update
Designated CMP Roadway Network	Expanded the CMP Network by identifying new CMP routes, in conjunction with the outcome of the three countywide modal plans, the <a href="#">Countywide Multimodal Arterial Plan</a> , <a href="#">Countywide Transit Plan</a> , and <a href="#">Countywide Goods Movement Plan</a> adopted by the Commission in 2016. The Tier 2 arterial roadways network was expanded to add approximately 220 miles of arterial roadways, and a new transit performance monitoring network of 146 miles was added for the first time to allow monitoring of transit performance on the major transit corridors, which will begin with the 2018 monitoring cycle.
Level of Service Standards	More recent CMP roadway performance results are available based on the <a href="#">2016 LOS Monitoring Study</a> of the CMP network.
Multimodal Performance Element	Alameda CTC published its annual performance element as the <a href="#">2016 Performance Report</a> . A list of additional performance measures for potential consideration in the future has been identified based on the three countywide modal plans completed in 2016.
Travel Demand Management Element	The <a href="#">“Commuter Choices” website</a> is being modified for better use as a resource center, so that employers and local governments can get more information on TDM strategies. The <a href="#">Guaranteed Ride Home Program</a> implementation continued.
Land Use Analysis Program	The projects or studies related to implementing complete streets policies in Central County and parking management in North County have been completed. The update to the <a href="#">Alameda County Priority Development Area Investment and Growth Strategy</a> was adopted by the Commission in May 2017.
Database and Travel Demand Model	Alameda CTC is starting to update the countywide model to incorporate the recently adopted Plan Bay Area 2040 assumptions.
Capital Improvement Program	Alameda CTC’s <a href="#">2018 Comprehensive Investment Plan</a> (CIP) that serves as Alameda CTC’s CMP Capital Improvement Program was adopted in April 2017. The CIP focuses on project/program delivery over a five-year programming window with a two-year allocation plan. The <a href="#">State Transportation Improvement Program list of projects from Alameda County</a> for a total funding of \$48.8 million was approved in October 2017. These projects will be considered by MTC for incorporation in to the Regional Transportation Improvement Plan that will be forwarded to the California Transportation Commission for the 2018 STIP.
Program Conformance and Monitoring	Implemented the existing requirements and new requirements identified in the 2015 CMP.
Deficiency Plans	No new deficiency plans were identified as a result of the 2016 LOS monitoring program, and the deficiency plan implementation process has been clarified in the Deficiency Plan guidelines. Specifically, a deficiency plan can be considered fully implemented, if the local jurisdiction determines and Alameda CTC concurs, that the implementation of the Deficiency Plan resulted in a measurable improvement in LOS bringing the formerly deficient segments into compliance with the LOS standards. For Deficiency Plans that include both near-term and long-term actions, if completion of the near-term actions resulted in a measurable improvement in LOS, and has demonstrated compliance with LOS standards for at least five years, Alameda CTC and the local jurisdiction may consider implementation of the Deficiency Plan to be complete without the completion of the long-term actions.

The 2017 CMP update incorporates several actions identified as next steps in the 2015 CMP, as presented in Table ES1, and continues to closely align with the 2016 Countywide Transportation Plan (CTP) and Plan Bay Area 2040 (PBA 2040), adopted in July 2017 to better integrate transportation and land use for achieving greenhouse gas reductions.

Following the adoption of the 2017 CMP by the Alameda CTC Commission, Alameda CTC will submit the CMP to MTC. As the regional transportation planning agency in the San Francisco Bay Area, MTC is required to evaluate the CMP's consistency with MTC's Regional Transportation Plan (RTP) and with the CMPs of the other counties in the Bay Area. If the Alameda County CMP is found to be consistent with the RTP, MTC will incorporate the projects listed in the CMP's Capital Improvement Program into MTC's Regional Transportation Improvement Program.

## The Transportation System

Alameda CTC must define and identify components of the transportation system that are being monitored and improved. For the purposes of the CMP, two different systems are used: the designated CMP roadway network (Chapter 2, "Designated CMP Roadway Network") and the broader Metropolitan Transportation System (MTS). The CMP roadway network is generally a subset of the MTS.<sup>1</sup> Alameda CTC monitors performance in the CMP roadway network in relation to established level of service standards. Alameda CTC also uses the MTS in the Land Use Analysis Program (Chapter 6).

### Designated CMP Roadway Network

The designated CMP roadway network was developed in 1991 and includes state highways and principal arterials that meet criteria defined in the CMP. These

roadways are significant for regional trips or to connect major activity centers to the regional transportation system. The system of roadways contained 232 miles of roadways.

Recognizing the need to expand the CMP network to reflect the changes in land use patterns over the years, the Alameda CTC Commission in 2011 adopted a two-tier approach for the CMP network in Alameda County. The first tier (Tier 1) is the existing CMP network, and the second tier (Tier 2) consists of an expanded number of roadways identified using a set of adopted criteria that reflects the countywide significance. This Tier 2 network forms a supplemental network monitored for informational purposes only and is not used in the conformity findings process. The 2012 CMP first included Tier 2 network roadways with a total length of 90 miles. Details are included in Chapter 2, "Designated CMP Roadway Network."

For the 2017 CMP update, Alameda CTC expanded the Tier 2 CMP network to add approximately 220 miles of arterial roadways based on the outcome of the three countywide modal plans, the Countywide Multimodal Arterial Plan, Countywide Transit Plan, and Countywide Goods Movement Plan adopted in 2016. In addition, 146 miles of transit network was identified for transit performance monitoring on the major transit corridors for the first time beginning with the 2018 monitoring cycle.

### MTS System

A regionally designated system, MTS typically includes the entire CMP network, as well as major arterials, transit services, rail, maritime ports, airports, and transfer hubs critical to the region's movement of people and freight.<sup>2</sup> MTS roadways were originally developed in 1991 and updated in 2005 and include roadways recognized as "regionally significant" and all interstate highways, state

<sup>1</sup> With the expansion to the CMP network in the 2017 Update, the CMP network now extends beyond the MTS in many parts of the county.

<sup>2</sup> In Alameda County, with the addition and subsequent expansion of Tier 2 routes, in the 2017 CMP Update, the CMP network is in many locations outside of MTS roadways.

routes, and portions of the street and road system operated and maintained by local jurisdictions.

## LOS Monitoring

State law requires that level of service standards be established to monitor the CMP roadway network's LOS as part of the CMP monitoring process. The legislation leaves the choice of LOS measurement methodology to the CMAs, but mandates that the LOS be measured by the most recent version of the Transportation Research Board's Highway Capacity Manual (HCM) or a uniform methodology adopted by the CMA, Alameda CTC for Alameda County, that is consistent with the HCM. LOS definitions describe traffic conditions in terms of speed and travel time, volume and capacity, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. LOS is represented by letter designations, ranging from A to F. LOS A represents free-flow conditions, and LOS F represents stop-and-go traffic.

The purpose of these standards is to provide a quantitative tool to analyze the effects of land use changes and to monitor congestion, which is a measure of system performance. Alameda CTC is required to determine how well local governments meet the standards in the CMP, including how well they meet LOS standards. The CMP legislation requires a standard of LOS E for all CMP roads that are subject to CMP conformance, Tier 1 roadways in Alameda County.

Alameda CTC uses LOS standards as defined in the 1985 Highway Capacity Manual (HCM1985), the nationally accepted guidelines published by the Transportation Research Board, and re-evaluated its applicability in 2005 for roadway LOS monitoring purposes and again in 2013 for roadway and alternative modes purposes. The review conducted in 2013 showed that using the 2000 and 2010 HCM versions for roadway LOS monitoring purposes would result in applying density-based rather than speed-based LOS methodology for freeways and changed speed classifications for arterials, which would hinder the ability to

compare past performance trends important for determining conformity with the CMP.

Based on this review, Alameda CTC continues to use the speed-based LOS methodology in the HCM1985 to monitor freeways and existing roadway classifications for arterials for the Tier 1 roadway network, which is subject to the conformity process. For the Tier 2 network, since it has been monitored only for informational purposes since 2012 and is not comparable to any previous performance data, LOS has been reported using the methodologies in both the HCM1985 and HCM2000 since the 2014 LOS Monitoring Study.

The evaluation of HCM2010 for the 2013 CMP update also reviewed its applicability for monitoring service level standards for alternative modes by using multimodal level of service (MMLoS). It was found that using the 2010 HCM-based MMLoS is data and resource intensive and costly for large-scale applications such as monitoring countywide performance of the alternative modes; therefore, it is not well suited for annual LOS monitoring purposes. As mentioned previously, as a first step in monitoring alternative modes, based on the Countywide Modal Plans, Alameda CTC added 146 miles of roadways for bus transit performance monitoring in the 2017 CMP update. Alameda CTC will continue to assess how to best include the performance measurement metrics for monitoring alternative modal performance in future CMP updates.

A summary of the evaluation and comparison of using 1985, 2000, and 2010 HCMs for LOS monitoring purposes, including a comparison of approaches adopted by various large CMAs in the Bay Area, is provided as Appendix B.

Alameda CTC conducts an LOS monitoring study every two years. The last study was conducted in spring 2016, and the next one will be in 2018. The 2017 CMP incorporates the results of 2016 LOS monitoring, which included the use of commercially available speed data in addition to the traditional floating car runs on part of the arterial roadway network.

## Multimodal Performance Element

The CMP must contain performance measures that evaluate how highways and roads function, as well as the frequency, routing, and coordination of transit services. The performance measures should support mobility, air quality, land use, and economic objectives and be used in various components of the CMP. The legislation intends for the performance element to include multimodal performance measures, in addition to the required roadway and transit measures. However, only the roadway LOS standards will be used to trigger the need for a deficiency plan in Alameda County.

Combined with LOS standards, the multimodal performance element provides a basis for evaluating whether the transportation system is achieving the broad mobility and congestion management goals in the CMP. These include developing the Capital Improvement Program, analyzing land use impacts, and preparing deficiency plans to address problems. These performance measures help comprehensively evaluate the performance of the countywide multimodal transportation system and include the goals and performance measures adopted for the 2016 Countywide Transportation Plan. The inventory of measures is organized into the following categories (refer to Chapter 4, "Multimodal Performance Element" for a more comprehensive table listing the performance measures and related goals):

- Multimodal Accessibility and Transportation/  
Land Use Integration
- Roadway
- Transit
- Bicycle
- Pedestrian
- Goods Movement
- Environment, Equity, and Health

Using these measures, Alameda CTC typically prepares an annual transportation system Performance Report, which local agencies and transit operators review prior to publication. As a part of the 2017 CMP Update, a list of additional performance measures for potential consideration in the future has been identified based on the three countywide modal plans completed in 2016. To minimize cost, Alameda CTC relies on established data-collection processes and regularly published reports for data. A list of established data collection resources, by agency, follows in Table ES2.

Local agencies are encouraged to provide data to MTC or to maintain their own database of maintenance needs on the MTS. However, there is no compliance requirement for local agencies or transit operators related to the multimodal performance element.

The most recent performance report, the 2016 Performance Report for fiscal year 2015-16, is available on the Alameda CTC website.

Table ES2—Agency Data Collection Resources

Agency	Resources
Alameda CTC	<ul style="list-style-type: none"> <li>• Roadway speeds on CMP network</li> <li>• Travel times for origin-destination (O-D) pairs</li> <li>• Countywide Bicycle and Pedestrian Plans</li> <li>• Countywide Travel Demand Model analysis for mode share, activity center accessibility, etc.</li> </ul>
Caltrans	<ul style="list-style-type: none"> <li>• Freeway speed runs, duration of freeway congestion (if developed by Caltrans)</li> <li>• Accident rates on state freeways</li> <li>• Roadway miles in need of rehabilitation</li> </ul>
Cities and County	<ul style="list-style-type: none"> <li>• Pavement Management System data for the MTS</li> <li>• Countywide Bicycle Plan (cities, County Public Works Department, and Alameda CTC)</li> </ul>
MTC	<ul style="list-style-type: none"> <li>• Freeway speed runs and duration of freeway congestion (when performed by MTC)</li> <li>• Pavement Management System Data for the MTS</li> </ul>
Transit Agencies	<ul style="list-style-type: none"> <li>• Service schedules (on-time performance)</li> <li>• Transit ridership routing (percentage of major centers served within one-quarter mile of a transit stop)</li> <li>• Frequency (number of lines operating at each frequency level)</li> <li>• Service coordination (number of transfer centers)</li> <li>• Average time between off-loads (BART)</li> <li>• Miles between mechanical road calls (AC Transit, LAVTA, and Union City Transit)</li> <li>• Mean time between service delays (BART and ACE)</li> <li>• Transit availability (frequency of transit and population within one-half mile of rail station or bus and ferry stops and terminals)</li> <li>• Transit capital needs and shortfall (for high-priority, Score 16 transit projects for Alameda County transit operators)</li> </ul>

## Travel Demand Management Element

Travel demand management (TDM) measures seek to reduce pressure on existing roadway and parking capacity by using incentives and disincentives to influence travel choice. They reduce peak-period vehicle trips and total vehicle miles traveled. Related benefits include reducing congestion and carbon emissions, improving public health, and increasing transportation choices. The most effective TDM programs include some form of financial incentive, either through pricing parking or subsidizing transit, ridesharing, and other non-drive alone modes. TDM strategies can provide cost-effective ways of meeting regional sustainability and mobility goals. By making the

most efficient possible use of available system capacity, they complement the region's investments in high-occupancy vehicle lanes, express lanes, transit systems, first- and last-mile solutions, multimodal infrastructure improvements and other alternatives to single-occupant driving.

The Commission adopted a Countywide Comprehensive TDM Strategy in May 2013 that provides an inventory of the broad range of TDM programs and activities present in Alameda County and recommends a strategy for better integrating, supporting, and building on these existing efforts, including implementation of the regional commute benefit program and the Guaranteed Ride Home Program. These programs are designed to make the most efficient use of existing facilities. An update to the TDM strategy is

underway. The TDM element also incorporates strategies to integrate air quality planning requirements with transportation planning and programming. Funding generally comes from the Transportation Fund for Clean Air (from motor vehicle registration fees) and from the federal Surface Transportation Program and Congestion Mitigation and Air Quality Program. Alameda County's TDM element represents a fiscally realistic program that effectively complements the overall CMP.

A balanced TDM element requires actions that local jurisdictions, Alameda CTC, BAAQMD, Caltrans, MTC, and local transit agencies undertake. As required by state law, the Alameda County TDM program promotes alternatives to single-occupant vehicle travel (e.g., carpools, vanpools, transit, bicycles, park-and-ride lots); promotes improvements in the jobs-housing balance and transit-oriented developments; promotes other strategies, including flexible work hours, telecommuting, and parking management programs; and considers parking "cash out" programs (paying employees who do not use parking).

The county's approach to TDM includes the following major elements:

- **Regional actions:** BAAQMD, Caltrans, and MTC take actions to support TDM throughout the San Francisco Bay Area. Alameda County's efforts work within the context of these broader regional initiatives.
- **Countywide actions:** Alameda CTC takes actions to encourage, supplement, and support local governments in their TDM efforts, including allocating funds for multimodal transportation improvements, providing guidance and technical assistance to localities in developing their own TDM programs, and monitoring compliance with the Required Program in the CMP that requires local governments to undertake certain TDM actions to meet the intent of the CMP legislation. Alameda CTC also manages certain key TDM programs that work most effectively at the countywide level, such as Guaranteed Ride Home,

Safe Routes to Schools, Student Transit Pass Pilot, Alameda County Bicycle Safety Education classes, and carpool, bike, and other "green" mode promotions. In addition, Alameda CTC hosts the Commute Choices website which highlights commuting options in Alameda County.

- **Local jurisdiction actions:** Local governments have primary responsibility for implementing TDM programs and encouraging and incentivizing TDM by private organizations. The CMP requires local governments to undertake certain TDM actions, known as the Required Program. The CMP also encourages local governments to undertake TDM efforts above and beyond these requirements.
- **Private TDM actions:** Private employers, developers, homeowner associations, and nonprofit organizations can undertake TDM measures on a voluntary basis or as required by a city. Alameda CTC provides resources to support these actions, including guidance on best practices and other technical resources.

Chapter 5, "Travel Demand Management Element" includes a variety of tools available to local governments for facilitating TDM. To be found in conformance with this element of the CMP, local jurisdictions must adopt and implement the Required Program by September 1 of each year.

## Land Use Analysis Program

The CMP incorporates a program to analyze the impacts of land use decisions made by local jurisdictions on the regional transportation systems (MTS), including estimating costs associated with mitigating those impacts. The intent of this legislatively required component of the CMP is to:

- Coordinate local land use and regional transportation facility decisions;
- Assess the impacts of development in one community on another community; and



- Promote information sharing between local governments when the decisions made by one jurisdiction will impact another.

While the Alameda CTC's Land Use Analysis Program was initially developed as a program to meet the CMP legislative mandate, the growing focus at all levels of governments on improved coordination between land use and transportation planning has resulted in the program's evolution. In this context, the Alameda CTC's Land Use Analysis Program (Chapter 6) currently includes:

- Legislatively required review of land use actions of local jurisdictions by Alameda CTC to ensure that impacts on the regional transportation system are disclosed and mitigation measures are identified;
- Land use projections from the Regional Planning Agency for use in countywide model database by local jurisdictions;
- Planning initiatives and programs that foster transportation and land use connections; and
- Strategic monitoring of transportation-land use coordination performance measures.

Although land use remains the purview of local governments, Alameda CTC can act to withhold the gas tax subventions, if local agencies do not conform to the requirements of the CMP. Local jurisdictions have the following responsibilities under the Alameda CTC Land Use Analysis Program element of the CMP:

- Throughout the year:
  - Forward to Alameda CTC all notices of preparation, draft and final Environmental Impact Reports and Environmental Impact Statements, and final dispositions of General Plan amendment and development requests.
  - Analyze large development projects according to the guidelines in Chapter 6. Land Use Analysis Program of the CMP, including the use of the Alameda Countywide Travel Demand Model or an approved subarea model and disclosure of

impacts to the MTS, if Alameda CTC determines the project exceeds the threshold for which CMP review is required.

- Work with Alameda CTC on the mitigation of development impacts on the regional transportation system.
- As part of the annual conformity process, Alameda CTC requests that local jurisdictions:
  - Demonstrate to Alameda CTC that the Land Use Analysis Program is being carried out.
  - Provide the Alameda CTC with 1) a list of land use development projects approved during the previous fiscal year; and 2) a copy of the most recent Housing Element Annual Progress Report submitted to the state Department of Housing and Community Development. Starting in 2014, Alameda CTC has used this information to develop a database of land use approvals for enhanced monitoring of transportation-land use coordination and planning.
- During travel demand model updates:
  - Provide an update (prepared by the jurisdiction's planning department) of the anticipated land use changes likely to occur using the most recent MTC/Association of Bay Area Government forecast for a near-term and long-term horizon year. This land use information should be provided in a format compatible with the Countywide Travel Demand Model.

The 2013 CMP update included expanded discussion of Alameda CTC's activities to fulfill the legislative requirements of Senate Bill 375 and Assembly Bill 32 to better integrate transportation and land use and to reduce greenhouse gas emissions by curtailing vehicle miles traveled. The 2017 CMP update includes the enhancements made to the Land Use Analysis Program in 2013. It incorporates the recommendations of the Alameda County Priority Development Investment and Growth Strategy as required by MTC and adopted by the Commission first in 2013 and most recently updated

and adopted in May 2017. It also includes the agency's modified guidelines for environmental review described previously that are consistent with prior CMP action items and based on the 2013 assessment of HCM2010.

Many action items identified in the 2013 CMP update for a further enhanced Land Use Analysis Program will continue to be valid unless modified by any potential legislative efforts. Therefore, Alameda CTC continues to carry them forward, so that based on the resource availability and coordination with other efforts of Alameda CTC, they can be implemented.

Alameda CTC will modify the Land Use Analysis Program when legislative actions are finalized.

## Database and Travel Demand Model

Alameda CTC has developed a uniform land use database for use in the countywide travel model. The database and travel demand model bring to the congestion management decision-making process a uniform technical basis for analysis. This includes consideration of the benefits of transit service and TDM programs, as well as projects that improve congestion on the CMP network. The model is also intended to assist local agencies in assessing the impacts of new development on the transportation system.

The most recent update to the Countywide Travel Demand Model was completed in December 2014 and refined in August 2015. It incorporates land use assumptions based on the Sustainable Communities Strategy and RTP, Plan Bay Area 2013, adopted in 2013. Projections of socioeconomic variables were incorporated for the traffic analysis zones defined for Alameda County. By aggregating the projections made for each zone, Alameda CTC produced projections of socioeconomic characteristics for unincorporated areas of the county, the 14 cities, and for the four planning areas. The updated model also incorporated 2010 U.S. Census data along with

updates to the model base year from 2000 to 2010, to correspond with the 2010 U.S. Census and to change the long-term forecast year from 2035 to 2040, along with updates to other related features of the model (see Chapter 7, "Database and Travel Demand Model" for details).

With the adoption of Plan Bay Area 2040 in 2017, Alameda CTC is currently working on updating the model to incorporate the land use and transportation investments assumed in PBA 2040.

## Capital Improvement Program

The Capital Improvement Program reflects Alameda CTC's efforts to maintain or improve the performance of the multimodal transportation system for the movement of people and goods and to mitigate regional transportation impacts identified through the Land Use Analysis Program.

Per federal requirements, Alameda CTC considers various multimodal methods to improve the existing system, such as traffic operations systems, arterial signal timing, parking management, transit transfer coordination, and transit marketing programs.

Projects selected for the Capital Improvement Program are consistent with the assumptions, goals, policies, actions, and projects identified in PBA 2040.

Starting in 2013, Alameda CTC adopted a Strategic Planning and Programming Policy that consolidates existing planning and programming processes to improve the efficiency and effectiveness of future policy decisions on transportation investments. This policy resulted in the Comprehensive Investment Plan (CIP). The 2018 CIP was adopted by the Commission in April 2017 and translates long-range plans into a short-range investment strategy by establishing a list of near-term priority improvements to enhance and maintain Alameda County's transportation system.

Alameda CTC's CIP serves three purposes:

- **Translates long-range plans into short-range implementation** by focusing on project/program delivery over a five-year programming window with a two-year allocation plan.
- **Serves as Alameda CTC's strategic plan** for voter-approved transportation funding (such as 1986 Measure B, 2000 Measure B, 2010 Vehicle Registration Fee, and 2014 Measure BB) as required by the respective legislation for each funding program.
- **Establishes a comprehensive and consolidated programming and allocation plan** for fund sources under Alameda CTC's authority for capital improvements, operations, and maintenance projects and programs.

Each year, Alameda CTC's CIP financial assumptions are updated to include the latest revenue projections. New projects and programs are considered through updates of the CIP, generally occurring every two years.

Every two years, as needed, Alameda CTC comprehensively updates the CIP to review existing CIP projects and to open a nomination window for new projects. The biennial update occurs on odd number fiscal years and represents a shift of the programming window to add the next two fiscal years. Biennial CIP updates also include review of existing projects and programs to determine whether to recommend continuing or postponing funding and delaying, removing, or reincorporating projects/programs. Alameda CTC may recommend additional funding to continue existing approved projects.

Projects submitted during the nomination window that meet the Commission-adopted screening criteria will be evaluated and prioritized for funding consideration. The full update will involve notifying project sponsors of the enrollment period for adding new projects and programs to the CIP, and the subsequent review and approval of project and program submittals to be included in the updated CIP.

Alameda CTC will continue its coordination of long-range planning documents with short-range implementation via the CIP through the 2019 update. In spring of 2019, the CIP will receive a full update that includes revenue projections and project/program allocations for FY2019-20 through FY2023-24.

The CMP's Capital Improvement Program also includes the list of projects for the State Transportation Improvement Program (STIP) for Alameda County, as required by the CMP legislation. The 2018 STIP projects were approved by the Alameda CTC Commission in October 2017 for a total funding request of \$48.8 million. This list will be forwarded to MTC as part of the 2017 CMP submittal for inclusion in to the region's Regional Transportation Improvement Program (RTIP). Upon approval, MTC will forward the region's RTIP projects list to the California Transportation Commission for adoption into the 2018 STIP.

## Program Conformance and Monitoring

Alameda CTC is responsible for ensuring local government conformance with the CMP and annually monitors the implementation of four elements: LOS standards on CMP network, travel demand management including implementation of the Required Program, the Land Use Analysis Program, and the Capital Improvement Program. Alameda CTC ensures local agencies are in conformance with CMP requirements for these elements.

To assist local jurisdictions, Alameda CTC provides LOS standards resources (Chapter 3, "Level of Service Standards"); travel demand management resources and countywide programs to facilitate implementation of the Required Program (Chapter 5, "Travel Demand Management Element"); and a database and Countywide Travel Demand Model (Chapter 7, "Database and Travel Demand Model"). Alameda CTC has also developed a Land Use Analysis Program (Chapter 6) for implementation by local agencies,

which remain responsible for approving, disallowing, or altering projects and land use decisions. The program must be able to determine land development impacts on the regional transportation system/MTS and formulate appropriate mitigation measures commensurate with the magnitude of the expected impacts.

In addition, Alameda CTC is required to prepare and biennially update a Capital Improvement Program (see Chapter 8, “Capital Improvement Program”) aimed at maintaining or improving transportation service levels. Each city, the county, transit operators, and Caltrans provide input for these biennial updates.

As part of Alameda CTC’s annual monitoring, if it finds a local jurisdiction in non-conformance with the CMP, it will notify the local jurisdiction, which then has 90 days to remedy the area(s) of non-conformance. If the local jurisdiction fails to provide a remedy within the stipulated time, it may lose local, state, and/or federal funding (see Chapter 9, “Program Conformance and Monitoring” for more information).

## Deficiency Plans

CMP legislation requires preparation of deficiency plans when a CMP roadway segment does not meet the adopted level of service standard, which is LOS E for Alameda County CMP roadways. Local jurisdictions must develop a deficiency plan to achieve the adopted LOS standards at the deficient segment or intersection, or to improve the LOS and contribute to significant air-quality improvements.

The two types of deficiency plans include Localized Deficiency Plans and Areawide Deficiency Plans, which address transportation impacts to more than one CMP roadway and include alternative modes in a large geographic area. To provide support to local jurisdictions in terms of meeting any potential deficiency plan requirements, Alameda CTC updated the deficiency plan guidelines as part of the 2013 CMP

update to include more details and procedures for developing Areawide Deficiency Plans (included as Appendix D).

### Responsibilities for Deficiency Plans

Local governments are responsible for preparing and adopting deficiency plans by working with Alameda CTC, appropriate local jurisdictions, and regional agencies including local transit providers regarding the deficient roadway segment as detailed in Chapter 10, “Deficiency Plans.”

During the process of developing a deficiency plan, a local agency needs to consider whether it is possible to make physical improvements to the deficient segment or if an areawide deficiency plan needs to be prepared. In developing the deficiency plan, the local agency must consider and describe both local and system alternatives. Local governments and Alameda CTC must consider the impact of the proposed deficiency plan on the CMP system. The local agency must also provide an action plan to implement the chosen alternative. The selection of either alternative is subject to approval by Alameda CTC.

In 2011, Alameda CTC adopted a policy to consider providing funding priority to projects that would improve the performance of deficient segments.

## Conclusions and Future Considerations

The CMP has several interrelated elements intended to foster better coordination among decisions about land development, transportation, and air quality. Several conclusions can be reached about the CMP relative to the requirements of law and its purpose and intent (Chapter 11, “Conclusions and Future Considerations”). As mentioned previously, legislative efforts underway or anticipated will reform and update the CMP guidelines and requirements. Once legislation is enacted, Alameda CTC will update its approach to future CMPs to align with the updated requirements.



Currently, the updated CMP:

- Contributes to maintaining or improving multimodal transportation service levels;
- Conforms to MTC’s criteria for consistency with Plan Bay Area 2040;
- Provides a travel model with specifications and output consistent with MTC’s regional model;
- Is consistent with BAAQMD’s Clean Air Plan Transportation Control Measures;
- Specifies a method for estimating roadway LOS that is consistent with state law and expanding options to assess LOS for alternative modes;
- Identifies candidate projects for the STIP and federal Transportation Improvement Program;
- Provides a forward-looking approach to deal with the transportation impacts of local land use decisions; and
- Considers the benefit of greenhouse gas reductions in developing the CIP.

One long-standing issue identified during prior CMP updates is lack of funding to support the CMP, including adequate capital resources and Alameda CTC/ local government funding. The Road Repair and Accountability Act of 2017, Senate Bill 1, which doubles the amount of funding to cities and counties for road maintenance and repair and provides several discretionary funding opportunities, and Senate Bill 595 (Beall), which allows a ballot measure to increase bridge tolls to fund congestion-relief projects and improve mobility in the bridge corridors through Regional Measure 3, are new opportunities to receive significant transportation funding for improvements in Alameda County.

Alameda CTC supported both of these bills by taking formal support positions in 2017. Advocating for this funding requires further action from Alameda CTC, including submitting applications for SB 1 funding, such as the Solutions for Congested Corridors Program that supports multimodal projects on congested highways

and major arterials; the Local Partnership Program that helps finance priority projects in counties and cities with voter-approved transportation taxes and fees; and the Trade Corridor Enhancement Program that funds corridor-based freight projects nominated by local agencies and the state. Alameda CTC also has advocated for projects benefiting Alameda County that would receive Regional Measure 3 funding, if the measure passes.

Alameda CTC will continue to seek opportunities to leverage funding from multiple sources and support efforts to secure additional funding for transportation improvements.

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