



Memorandum

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DATE: November 30, 2017

SUBJECT: 2017 Congestion Management Program (CMP) and the FY2016-17 CMP Conformity Findings

RECOMMENDATION: Approve the 2017 CMP and the FY2016-17 CMP Conformity Findings.

Summary

As the congestion management agency (CMA) for Alameda County, Alameda CTC is required to biennially update and implement the legislatively mandated Congestion Management Program (CMP) that identifies strategies to address congestion issues in Alameda County. Alameda CTC's CMP includes forward-looking comprehensive strategies for congestion management that improve multimodal mobility and better connect transportation and land use in the county. Alameda CTC seeks approval for the updated 2017 CMP and the annual findings regarding local jurisdictions' conformance with implementation of the CMP elements.

The CMP is required to incorporate five key elements: level of service monitoring for a designated CMP roadway network, a multimodal performance element, a travel demand management (TDM) program, a land use analysis program (LUAP), and a capital improvement program. The last update to the CMP was completed in October 2015. Considering the legislative efforts (implementation of Senate Bill 743) related to the CMP currently underway, which could fully or partially change the CMP and its requirements, the 2017 update to the CMP is a focused update only to incorporate progress on the implementation of various CMP elements that occurred in the last two years.

The updated CMP document is available on Alameda CTC's [Congestion Management Program web page](#).

The Commission is requested to approve the 2017 update to the CMP and adopt the finding that all jurisdictions are in conformance with the CMP requirements. Once the Commission adopts the 2017 CMP, Alameda CTC will forward the document to the Metropolitan Transportation Commission (MTC) to meet the MTC requirement for CMP conformance.

Discussion

State CMP legislation requires biennial updates to the CMP. Alameda CTC develops and updates a CMP for Alameda County during odd-number years. The CMP is used to monitor the performance of the county's transportation system, develop strategies to address congestion and improve the performance of a multimodal system, and strengthen the integration of transportation and land use planning. The following are the legislatively required elements of the CMP:

- **Roadway Performance Monitoring:** Monitor congestion levels against the level of service (LOS) standards established for the county's designated CMP roadway system. If roadway LOS standards are not maintained in the CMP roadway system, a deficiency plan is required that defines how improvements will be implemented to bring the LOS to an acceptable standard.
- **Multimodal Performance Measures:** Evaluate the county's multimodal transportation system against adopted performance measures.
- **Travel Demand Management:** Promote alternative transportation strategies with a travel demand management element.
- **Land Use Impact Analysis:** Analyze the effects of local land use decisions on the regional transportation system. Develop and maintain a travel demand model to assess the land use impact.
- **Capital Improvement Program:** Prepare a capital improvement program that maintains or improves the performance of the countywide multimodal transportation system.

2017 Update to CMP Elements

Alameda CTC only made focused changes during the 2017 update to report on the work performed and progress made in implementing the CMP elements since the last update in 2015. No substantial changes have been made to the legislative requirements of the program, since the adoption of the CMP legislation in 1991. Since 2015, various legislative efforts (SB 743, AB 1098, and AB 779) have proposed modifications to either all or part of the Congestion Management Program. AB 1098 and AB 779 failed. However, as required by SB 743, the Governor's Office of Planning and Research (OPR) is working to identify the alternative metric for transportation impact assessment in the California Environmental Quality Act (CEQA) process from a delay-based metric such as LOS, to another metric such as vehicle miles traveled (VMT). 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. 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 are approved, Alameda CTC will not do any major updates to the CMP or any of the five required elements.

The following updates were made to the CMP elements as part of the 2017 CMP update:

- Designated CMP Network—The CMP roadway network monitored for LOS performance has been expanded by adding approximately 220 miles of additional major arterial roads based on the countywide modal plans completed in 2016. Additionally, 146 miles of CMP roadways that are major transit corridors are identified for the first time for monitoring bus transit performance.
- Level of Service Monitoring—Incorporated the 2016 LOS monitoring results of the CMP network, and no new deficiency plans were identified.
- Multimodal Performance Element—Alameda CTC published its annual performance element as the [2016 Performance Report](#). 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—The ["Commute Choices" website](#) is being modified for better use as a resource center, so that employers and local governments can get more information on TDM strategies. The [Guaranteed Ride Home Program](#) 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 are complete. The update to the [Alameda County Priority Development Area Investment and Growth Strategy](#) was adopted by the Commission in May 2017. On-going land use analysis of Notices of Preparations, Environmental Impact Reports, and General Plan Amendments occurred.
- 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 [2018 Comprehensive Investment Plan](#) (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 [State Transportation Improvement Program list of projects from Alameda County](#) for a total funding of \$48.8 million was approved in October 2017. These projects will be considered by MTC for incorporation into the Regional Transportation Improvement Plan that will be forwarded to the California Transportation Commission for the 2018 STIP.
- Program Conformance: Deficiency Plans—No new deficiency plans were identified as a result of the 2016 LOS monitoring program. The deficiency plan implementation process, regarding completion of the deficiency plan implementation, 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.

2017 Annual CMP Conformity Findings

Annually, local jurisdictions must comply with four elements of the CMP to be found in compliance. Non-conformance with the CMP requirements means that respective local jurisdictions are at a risk of losing Proposition 111 gas tax funding. The four elements are:

1. Level of Service Monitoring Element: Prepare Deficiency Plans and Deficiency Plan Progress Reports, as applicable;
2. Travel Demand Management Element: Complete the TDM Site Design Checklist;
3. Land Use Analysis Element:
 - a. Submit to Alameda CTC all Notices of Preparations, Environmental Impact Reports, and General Plan Amendments;
 - b. Review the allocation of Association of Bay Area Governments' land use projections to Alameda CTC's traffic analysis zones; and
4. Pay annual fees.

In September 2017, Alameda CTC contacted all Alameda County jurisdictions for the necessary documentation to determine CMP conformity for fiscal year 2016-2017 (FY2016-17). Documents were requested by September 25th, 2017. Attachment A summarizes the status of conformance documentation by jurisdiction; all jurisdictions have complied with the CMP conformance requirements.

The conformance elements and related activities undertaken to establish conformance are described as follows.

Level of Service Monitoring Program

The following Deficiency Plans are active, and status reports have been received. No new deficiency plans were required based on the 2016 level of service monitoring results.

1. SR-260 Posey Tube Eastbound to I-880 Northbound Freeway Connection
Lead jurisdiction: City of Oakland
Participating jurisdictions: City of Alameda and City of Berkeley
2. SR-185 (International Boulevard) Between 46th and 42nd Avenues
Lead Jurisdiction: City of Oakland
Participating jurisdiction: City of Alameda
3. Mowry Avenue Eastbound from Peralta Boulevard to SR-238 (Mission Boulevard)
Lead jurisdiction: City of Fremont
Participating jurisdiction: City of Newark

Travel Demand Management Element

Jurisdictions submitted the updated Site Design Checklist.

Land Use Analysis Program

- *Development project review:* Jurisdictions reviewed a list of land use projects that Alameda CTC had reviewed and commented on during FY2016-17.
- *Land use forecast review:* Jurisdictions reviewed Plan Bay Area 2013 (Sustainable Communities Strategy) land use allocations as part of the Alameda Countywide Travel Demand Model update completed in August 2014. Jurisdictions will review the updated land use data base incorporating the Plan Bay Area 2040 assumptions in fall of 2017.

All jurisdictions have met the TDM, Land Use Analysis Program, Deficiency Plan and fee requirements.

Based upon approval by the Commission, Alameda CTC will submit the 2017 CMP to MTC to meet the MTC CMP Conformity requirements.

Fiscal Impact:

Attachments

- A. [2017 CMP Executive Summary](#)
- B. FY2016-17 CMP Conformance

Staff Contacts

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Attachment B
2017 CMP CONFORMANCE
Land Use Analysis, Site Design, Payment of Fees and Deficiency Plans

	Land Use Analysis Program		TDM Element	Payment of Fees	Level of Service Element	
Jurisdiction	GPA & NOP Submittals	Land Use Forecast Review*	Site Design Checklist	Payments thru 4th Quarter FY 16/17	Deficiency Plan Progress Reports or Concurrence	Meets All Requirements
Alameda County	Yes	Yes	Yes	Yes	N/A	Yes
City of Alameda	Yes	Yes	Yes	Yes	Yes	Yes
City of Albany	Yes	Yes	Yes	Yes	N/A	Yes
City of Berkeley	Yes	Yes	Yes	Yes	Yes	Yes
City of Dublin	Yes	Yes	Yes	Yes	N/A	Yes
City of Emeryville	Yes	Yes	Yes	Yes	N/A	Yes
City of Fremont	Yes	Yes	Yes	Yes	Yes	Yes
City of Hayward	Yes	Yes	Yes	Yes	N/A	Yes
City of Livermore	Yes	Yes	Yes	Yes	N/A	Yes
City of Newark	Yes	Yes	Yes	Yes	Yes	Yes
City of Oakland	Yes	Yes	Yes	Yes	Yes	Yes
City of Piedmont	Yes	Yes	Yes	Yes	N/A	Yes
City of Pleasanton	Yes	Yes	Yes	Yes	N/A	Yes
City of San Leandro	Yes	Yes	Yes	Yes	N/A	Yes
City of Union City	Yes	Yes	Yes	Yes	N/A	Yes

N/A indicates that the city is not responsible for any deficiency plan in the past fiscal year.

* This requirement has been met through jurisdictions review of land use allocation in 2014 travel demand model update. Jurisdictions will be reviewing the land use allocation based on the Plan Bay Area 2040 in the Fall of 2017.

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