

Appendix C

Technical Memorandum #3 Vision and Goals



Vision and Goals
Countywide Transit Plan
 Final Technical Memo #3



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March 2015



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Acronyms

Acronym/Abbreviation	Definition
ACCMA	Alameda County Congestion Management Agency
ACTA	Alameda County Transportation Authority
ACTIA	Alameda County Transportation Improvement Authority
Alameda CTC	Alameda County Transportation Commission
MTC	Metropolitan Transportation Commission
RTP	Regional Transportation Plan
TAC	Technical Advisory Committee
TSP	Transit Sustainability Project

1.0. Introduction

The Alameda County Transportation Commission (Alameda CTC) and its predecessor organizations – Alameda County Congestion Management Agency (ACCMA), Alameda County Transportation Authority (ACTA) and Alameda County Transportation Improvement Authority (ACTIA) – have traditionally relied on a conventional approach for advancing projects in the Countywide Transportation Plan. The agencies conducted a call for projects followed by an evaluation process to rank projects based on their ability to achieve long-term transportation goals. As Alameda CTC seeks to transition to a more data-driven, performance-based approach to programming, it is critical to ensure that the appropriate framework for advancing transit in the County is put in place.

The cost of providing transit service is increasing, while service levels and ridership are declining. Increasing costs combined with fluctuations in transit funding and revenues have resulted in service cuts that impact transit ridership, and present on-going challenges for both maintaining existing services and providing new service. Consequently, population and employment in Alameda County continue to grow, but transit ridership has not kept pace.

The intent of the Countywide Transit Plan is to understand the problems facing transit providers and users in Alameda County and to work with them to consider alternative approaches to providing transit services that can offer a more sustainable and effective long-term model. This technical memorandum begins the process by focusing on creating a vision and goals for Alameda County that not only increase the mobility and accessibility for the population, but will also result in an improved financial position for transit agencies and bring added benefits such as improving environmental quality in Alameda County.

This technical memorandum:

- Reviews the existing vision and goals adopted by Alameda CTC and the Metropolitan Transportation Commission (MTC) to guide funding decisions and service delivery.
- Suggests how best to transition from the broad vision and goals laid out for the regional and countywide transportation plans to more narrowly-focused goals that will help to achieve more financially sustainable and effective transit systems that better serve county residents and employment locations.

2.0. Vision and Goals

As outlined in Technical Memorandum #1, MTC and Alameda CTC have established broad and comprehensive goals to guide the implementation of transportation projects and programs. The vision and goals focus on enhancements to the transportation system, but also address environmental and land use objectives. Transit operators, on the other hand, generally have service-oriented goals related to the delivery of their transit services. This difference reflects the unique role of each type of agency.

To effect change in the transit system, Alameda CTC will need to identify a vision and implement goals and performance measures that enable the transit agencies and local jurisdictions to make sound investment decisions that result in positive change in transit services and performance. As a funding agency, Alameda CTC can use its goals and performance measures to provide clear policy direction for the prioritization of projects and programs.

2.1. Existing Transportation Vision and Goals

The general transportation vision, goals, and performance measures for MTC and Alameda CTC outlined in Technical Memorandum #1 are background and reference points for the development of a more focused approach recommended for this Countywide Transit Plan, as described briefly below. Summary tables of these existing vision, goals, and performance measures for MTC and Alameda CTC are available in Appendix A in Technical Memorandum #1.

A. MTC

MTC established six transportation investment strategies in Plan Bay Area, the regional transportation plan adopted in June 2013.

- Invest in county priorities
- Maintain our existing system (“Fix It First”)
- Support focused growth – OneBayArea Grant Program
- Build next generation transit
- Boost freeway and transit efficiency
- Protect our climate

These strategies were supported by the following transportation performance measure categories:

- Climate Protection
- Adequate Housing

- Healthy and Safe Communities
- Reduce Injuries and Fatalities from Collisions
- Encourage Active Transport
- Open Space and Agricultural Land
- Equitable Access
- Economic Vitality
- Transportation System Effectiveness

While MTC adopted a broad set of goals for its Regional Transportation Plan (RTP), it also recognized the need to focus its goals to address the growing financial and operating challenges facing transit agencies. Prior to the 2013 RTP update, MTC launched the Transit Sustainability Project (TSP) to assess the major challenges facing transit and identify a path toward an affordable, efficient and well-funded transit system that more people will use. The three primary goals of the TSP were to:

- Improve financial conditions
- Improve service for the customer
- Attract new riders to the system

This set of goals helped MTC and transit operators focus on the most pertinent issues for the region's transit systems and began the process of transitioning to performance-based programming.

B. Alameda CTC

Alameda CTC developed a vision statement and set of goals during the development of the 2012 Countywide Transportation Plan. The transportation vision and goals state:

Alameda County will be served by a premier transportation system that supports a vibrant and livable Alameda County through a connected and integrated multimodal transportation system promoting sustainability, access, transit operations, public health and economic opportunities.

Alameda CTC's goals are that the County's transportation system will be:

- *Multimodal*
- *Accessible, Affordable and Equitable for people of all ages, incomes, abilities and geographies*
- *Integrated with land use patterns and local decision-making*
- *Connected across the county, within and across the network of streets, highways and transit, bicycle and pedestrian routes*
- *Reliable and Efficient*

- *Cost Effective*
- *Well Maintained*
- *Safe*
- *Supportive of a Healthy and Clean Environment*

This vision and the goals cover transportation investment for the county and provide the framework within which the following transit vision and goals were developed.

2.2. Proposed Transit Vision and Goals for Alameda CTC

Many elements of the existing Alameda County transportation vision can apply to transit. Alameda CTC continues to be focused on creating a first-class transportation system for Alameda County that advances environmental sustainability and economic vitality and facilitates mobility and connectivity. Alameda CTC also recognizes the need to achieve financial sustainability by allocating limited transportation resources in a way that results in enhanced efficiency for transit operations and produces the most effective results for investments. To achieve this, a simple focused transit vision is proposed:

Create an efficient and effective transit network that enhances the economy and the environment and improves quality of life.

This vision focuses on the challenge to improve transit network efficiency and effectiveness, while providing environmental and economic benefits. This will allow Alameda County to continue economic growth and provide a more sustainable approach to accommodate population and employment growth in the future.

A simple, focused vision sets the stage for an effective performance framework. The strategic goals define what the vision needs to accomplish through a set of separate, yet integrated elements that support the vision.

Based on the assessment of existing conditions, there are key issues that need to be addressed in outlining the goals for the future transit system serving Alameda County. Currently, a relatively small share of the total trips made within or to or from Alameda County is made using transit. While some travel markets, such as the work commute between the East Bay and San Francisco, have higher numbers of trips made on transit, the overall number of trips made using transit will need to increase to address both the growing demand for travel and the desire to provide a more environmentally sustainable transportation system. Achieving environmental sustainability will also require a new approach to linking land use decisions and patterns with transit investments.

As the demand for transit dollars increases and resources remain competitive, there is a need for a greater emphasis on ensuring that transit investments achieve the greatest returns for the dollars spent. Current transit expenditures are not resulting in significant increases in services or ridership. With the

exception of BART, transit ridership in Alameda County has remained relatively constant.

The transit market analysis undertaken as part of this study indicates that Alameda County has a high potential to capture a greater number trips on transit and make positive contributions to the county's environmental quality. There are highly competitive transit markets throughout the county, but some of these markets are performing below their potential. There may be a variety of reasons for the lower than anticipated performance. For example, poor connectivity between the many transit operators in the county and lack of a well-integrated fare structure can make travel on transit costly, time-consuming, and less convenient than desired, thereby discouraging transit ridership. Transit users also express concerns about lack of transit information, safety and security both getting to and using transit, limited service hours and frequency, and poor reliability of service.

The six goals that are recommended to address these issues and implement the countywide transit vision are summarized below:

- **Increase transit mode share.** The number of people living in Alameda County is growing significantly faster than the number of people that are riding transit. By capturing a larger share of all trips on transit, a more sustainable transit system can be achieved. The goal is not only to increase transit ridership, but to reduce dependence on auto travel on a per capita basis.
- **Increase effectiveness.** Much of the existing transit supply in the off-peak hours remains underutilized. To achieve a more financially sustainable transit system, it is important to ensure that major transit investments benefit and are used by the greatest number of people, and that supply matches demand. Demand for some peak hour services, such as transbay BART service, exceeds capacity, and use of the system becomes constrained by lack of supply. More effective inter-regional transit service has the potential to shift some of these inter-regional trips from our roads and highways onto passenger rail, buses and shuttles.
- **Increase cost efficiency.** The cost of transit service is increasing without a commensurate increase in service levels or passengers. To maintain and expand transit services and to increase frequency and service hours, resources must be used as efficiently as possible.
- **Improve access to work, education, services and recreation.** The transit system should make it easier for people to travel without having to rely on private automobiles. This includes the creation of an integrated transit network that provides fast, reliable connections between major residential populations and activity centers as well as more innovative, flexible services that can more effectively meet transportation needs in areas that

cannot be served efficiently by fixed route transit, or for individuals who rely on paratransit services due to a disability. Additionally, by promoting land use patterns that provide a mix of uses and greater density around transit or activity hubs, the potential to capture more trips on transit and to enhance first- and last-mile connectivity will be improved.

- **Reduce emissions.** With transportation being the single largest contributor to emissions, shifting travel away from cars and onto transit can help reduce emissions (both greenhouse gases and air pollutants) and enhance the quality of life and of the environment in Alameda County.
- **Achieve a state of good repair.** To provide a safe and reliable transit experience for the user, the transit system needs to be in good working condition. Maintenance of existing transit facilities and fleets needs to be balanced against system expansion.

The objective of these goals is to stay focused on the issues that are central to creating a sound and effective transit system and to limit redundancy and the potential for conflicts between goals. The proposed goals are also intended to help Alameda CTC make difficult choices regarding transit investments in the county and to assist decision-makers in determining where investments will provide the greatest return on funds invested.

The next step in the study will be to identify performance measures to evaluate progress towards meeting these goals. The performance measures will be focused on a limited number of metrics that are easily measured and that provide flexibility to transit operators in terms of how the outcomes are achieved.