Alameda County Transportation Commission
meeting as a committee of the whole as the

PLANNING, POLICY AND LEGISLATION COMMITTEE

MEETING NOTICE
Monday, May 13, 2013, 10:00 A.M.
1333 Broadway, Suite 300, Oakland, California 94612
(see map on last page of agenda)

Chair:	Tim Sbranti	
Vice Chair:	Keith Carson	
Members:	Wilma Chan	Elsa Ortiz
	Michael Gregory	Marvin Peixoto
	John Marchand	
Ex-Officio Members:	Scott Haggerty	Rebecca Kaplan
Staff Liaisons:	Beth Walukas, Tess Lengyel	
Executive Director:	Arthur L. Dao	
Clerk of the Commission:	Vanessa Lee	

AGENDA
Copies of individual agenda items are available on the:
Alameda CTC website: www.AlamedaCTC.org

1 PLEDGE OF ALLEGIANCE

2 ROLL CALL

3 PUBLIC COMMENT

Members of the public may address the Committee during "Public Comment" on any item not on the agenda. Public comment on an agenda item will be heard when that item is before the Committee. Only matters within the Committee's jurisdictions may be addressed. Anyone wishing to comment should make their desire known by filling out a speaker card and handling it to the Clerk of the Commission. Please wait until the Chair calls your name. Walk to the microphone when called; give your name, and your comments. Please be brief and limit comments to the specific subject under discussion. Please limit your comment to three minutes.

4 CONSENT CALENDAR

4A.	Minutes of April 8, 2013 – **Page 1**	**A**
4B.	Congestion Management Program: Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments – **Page 5**	**I**

Commission Chair
Scott Haggerty, Supervisor – District 1

Commission Vice Chair
Rebecca Kaplan, Councilmember

AC Transit
Elsa Ortiz, Director

Alameda County
Supervisors
Richard Valle – District 2
Wilma Chan – District 3
Nate Miley – District 4
Keith Carson – District 5

BART
Thomas Blalock, Director

City of Alameda
Marilyn Ezzy Ashcraft, Vice Mayor

City of Albany
Peggy Thomsen, Mayor

City of Berkeley
Laurie Capitelli, Councilmember

City of Dublin
Tim Sbranti, Mayor

City of Emeryville
Ruth Atkin, Councilmember

City of Fremont
Suzanne Chan, Councilmember

City of Hayward
Marvin Peixoto, Councilmember

City of Livermore
John Marchand, Mayor

City of Newark
Luis Freitas, Councilmember

City of Oakland
Larry Reid, Vice Mayor

City of Piedmont
John Chiang, Mayor

City of Pleasanton
Jerry Thorne, Mayor

City of San Leandro
Michael Gregory, Vice Mayor

City Of Union City
Carol Dutra-Vernaci, Mayor

Executive Director
Arthur L. Dao

5 LEGISLATION AND POLICY

5A. Approval of Legislative Positions and Update – **Page 11** **I/A**

6 PLANNING

6A. Approval of Countywide Transportation Demand Management Strategy and Review of the Annual Evaluation of the Guaranteed Ride Home Program – **Page 23** **A**

6B. Review of Draft Plan Bay Area and the Draft Environmental Impact Report Comments – **Page 137** **I**

7 STRATEGIC PLANNING AND PROGRAMMING

7A. Approval of the 2013 Capital Improvement Program and Programs Investment Plan Revenue Assumptions and Review of the Development Methodology – **Page 141** **A**

7B. Approval of 2014 State Transportation Improvement Program (STIP) Principles – **Page 157** **A**

8 COMMITTEE MEMBER REPORTS (VERBAL)

9 STAFF REPORTS (VERBAL)

10 ADJOURNMENT/NEXT MEETING: June 10, 2013

Key: A- Action Item; I – Information Item; D – Discussion Item
* Materials will be provided at meeting.
(#) All items on the agenda are subject to action and/or change by the Committee.

PLEASE DO NOT WEAR SCENTED PRODUCTS SO INDIVIDUALS WITH ENVIRONMENTAL SENSITIVITIES MAY ATTEND.

Alameda County Transportation Commission
1333 Broadway, Suites 220 & 300, Oakland, CA 94612
(510) 208-7400
(510) 836-2185 Fax (Suite 220)
(510) 893-6489 Fax (Suite 300)
www.AlamedaCTC.org

PLANNING, POLICY AND LEGISLATION COMMITTEE
MINUTES OF APRIL 08, 2013
OAKLAND CA

Mayor Sbranti convened the meeting at 10:00 a.m.

1. PLEDGE OF ALLEGIANCE

2. PUBLIC COMMENT
There were no public comments.

3 ROLL CALL
A quorum was confirmed.

4. CONSENT CALENDAR
4A. Minutes of March 11, 2013

4B. Congestion Management Program (CMP): Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments

Supervisor Haggerty motioned to approve the Consent Calendar. Councilmember Kaplan seconded the motion. Director Ortiz abstained from the motion. The motion passed 7-0.

5. LEGISLATION AND POLICY
5A. Legislative Update and Approval of Legislative Positions

Tess Lengyel provided an update on state and federal legislative initiatives. On the federal level, Ms. Lengyel stated that the budget was scheduled to be released in upcoming days and she updated the committee on sequestration, budget cuts and various appropriation bills. On the state level, Ms. Lengyel stated that staff was reviewing over 2100 newly introduced Bills and highlighted important updates regarding Cap & Trade efforts. She concluded by recommending that the Commission take a support position of AB 14 (Lowenthal).

Councilmember Kaplan expressed concern for the recommended position on AB 14 (Lowenthal) stating that a representative from Alameda CTC should sit on the freight committee. She then suggested that staff take a "seek approval" position on the bill.

Councilmember Kaplan made a motion to amend the recommended position on AB 14 (Lowenthal) to a "seek approval" position. Mayor Marchand seconded the motion as amended. The motion passed 8-0.

6 PLANNING
6A. Approval of 2013 Alameda CTC Retreat Outcomes for Planning Studies Prioritization, Outreach Approach and Implementation Timeline

Tess Lengyel recommended that the Commission approve the recommended prioritization of planning studies, outreach methodology and an implementation timeline based upon outcomes of the 2013

Commission Retreat. Ms. Lengyel summarized the break-out sessions from the Alameda CTC 2013 Commission retreat and reviewed planning and communications/outreach recommendations and priorities.

Councilmember Kaplan expressed concern regarding the implementation timeline in regards to the goods movement plan. Art Dao stated that staff will initiate freight studies and suggested that the studies may be staggered to better prioritize the goods movement plan. Committee members stated that the development of all countywide modal plans, particularly the countywide goods movement plan, should be expedited so that the deliverables and identified improvements can inform the update of the next Countywide Transportation Plan and be ready to compete for potential funding from the re-authorization of the Federal Transportation Act. They also stated that while the modal plans need to be developed as soon as possible, it is important that they be high quality plans to provide effective guidance for future short term and long term transportation investments. The Committee directed staff to incorporate comments and present a revised schedule to the full Commission.

The Committee expressed a strong desire to find ways to increase public participation at the proposed Transportation Forums. Members commented that the presentation of new information through the new modal plans might attract more public attendance.

Councilmember Kaplan motioned to approve this Item. Councilmember Cutter seconded the motion. The motion passed 8-0.

6B. FY 2012-13 Coordinated Funding Program: Summary of Applications Received

Matt Todd provided an update on the FY 2012-13 Coordinated Funding Program applications received. Mr. Todd stated that 69 total applications were received; 15 local streets & roads applications, 20 One Bay Area Grant program applications, and 34 local fund applications. He concluded by stating that the draft summary will be completed in May and brought to the Commission for a final funding recommendation in June.

This Item was for information only.

6C. Approval of Strategic Planning and Programming Policy for Integration with the 2013 Congestion Management Program (CMP) Update and 2014 State Transportation Improvement Plan (STIP) Development Process

Tess Lengyel requested that the committee review and provide input on Alameda CTC's Strategic Planning and Programming Policy for integration with the 2013 Congestion Management Program (CMP) Update and the 2014 State Transportation Improvement Plan (STIP) development process. Ms. Lengyel stated that the CMP would be modified and called the Strategic Plan/ CMP, which will allow for the development of the Programs Investment Plan and the 2-year allocations plan for programs and projects.

Saravana Suthanthira reviewed the Strategic Plan/CMP schedule and stated that Commission approvals will be recommended this month and specific plan approvals will be requested in future meetings.

Mayor Marchand motioned to approve this Item. Councilmember Kaplan seconded the motion. The motion passed 8-0.

7/8 STAFF AND COMMITTEE MEMBER REPORTS
There were no committee or staff member reports.

9 ADJOURNMENT/NEXT MEETING: MAY 13, 2013
The meeting was adjourned at 11:12a.m. The next meeting is scheduled for May 13, 2013.

Attest by:

Vanessa Lee
Clerk of the Commission

This page intentionally left blank

Memorandum

DATE: May 13, 2013

TO: Planning, Policy and Legislation Committee

FROM: Beth Walukas, Deputy Director of Transportation Planning
Matthew Bomberg, Assistant Transportation Planner

SUBJECT: **Congestion Management Program (CMP): Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments**

Recommendation
This item is for information only. No action is requested.

Summary
This item fulfills one of the requirements under the Land Use Analysis Program (LUAP) element of the Congestion Management Program (CMP). As part of the LUAP, Alameda CTC is required to review Notices of Preparations (NOPs), General Plan Amendments (GPAs), and Environmental Impact Reports (EIRs) prepared by local jurisdictions and comment on them regarding the potential impact of proposed land development on the regional transportation system.

Since the last monthly update on April 8, 2013, staff reviewed one NOP. The comment letter is attached.

Attachments
Attachment A: Comment letter for City of Fremont Notice of Preparation of a Draft Program Environmental Impact Report for the Warm Springs/South Fremont Community Plan

This page intentionally left blank

ALAMEDA County Transportation Commission
1333 Broadway, Suites 220 & 300 ▪ Oakland, CA 94612 ▪ PH: (510) 208-7400
www.AlamedaCTC.org

Attachment A

April 22, 2013

Kelly Diekmann
Principal Planner
City of Fremont
Community Development Department
39550 Liberty Street, P.O. Box 5006
Fremont, CA 94537-5006

SUBJECT: Comments on the Notice of Preparation (NOP) of a Draft Program Environmental Impact Report (DEIR) for the Warm Springs South Fremont Community Plan

Dear Mr. ~~Diekmann~~ Kelly,

Thank you for the opportunity to comment on the Notice of Preparation (NOP) of a Draft Program Environmental Impact Report (DEIR) for the Warm Springs South Fremont Community Plan.

The approximately 850 acre project area is bounded by State Route 262 (Mission Boulevard) to the south, I-880 to the west, I-680 to the east, and Auto Mall Parkway to the north. The Community Plan facilitates and employment based TOD plan around the new Warm Springs South Fremont BART station. The existing area has a substantial job base of approximately 15,000 industrial and commercial jobs and no residential development. The proposed project identifies potential new and redevelopment of property to accommodate an additional 10,000 to 20,000 jobs and 4,000 housing units. Development throughout the study area will generally be characterized as residential development between 30-70 units per acre with mixed-use retail potential and with commercial uses ranging from hotels, light industrial, R&D and Class A office nearest the BART station. The plan will include associated infrastructure improvements and public facility needs, as well as transportation and circulation network improvements.

The Alameda County Transportation Commission (Alameda CTC) respectfully submits the following comments:

- The City of Fremont adopted Resolution No. 8336 on July 7, 1992 establishing guidelines for reviewing the impacts of local land use decisions consistent with the Alameda County Congestion Management Program (CMP). It appears that the proposed project will generate at least 100 p.m. peak hour trips over existing conditions, and therefore the CMP Land Use Analysis Program requires the City to conduct a traffic analysis of the project using the Countywide Transportation Demand Model. The analysis should study conditions in years 2020 and 2035. Please note the following paragraph as it discusses the responsibility for modeling.

- The CMP was amended on March 26th, 1998 so that local jurisdictions are responsible for conducting travel model runs themselves or through a consultant. The Alameda CTC has a Countywide Travel Demand model that is available for this purpose. The City of Fremont and the Alameda CTC signed a Countywide Model Agreement on April 1, 2008. Before the model can be used for this project, a letter must be submitted to the Alameda CTC requesting use of the model and describing the project. A copy of a sample letter agreement is available upon request.

The most current version of the Alameda CTC Countywide Travel Demand Model is the August 2011 update, which incorporates the Association of Bay Area Government's Projections 2009 land use assumptions.

- The DEIR should address all potential impacts of the project on the Metropolitan Transportation System (MTS) roadway and transit systems. MTS roadway facilities in the project area include Interstate 880, Interstate 680, Mission Boulevard, Auto Mall Parkway, Warm Springs Boulevard, and Fremont Boulevard. MTS transit operators include BART and AC Transit.

  - Potential impacts of the project must be addressed for 2020 and 2035 conditions.
  - Please note that the Alameda CTC has *not* adopted any policy for determining a threshold of significance for Level of Service for the Land Use Analysis Program of the CMP. Professional judgment should be applied to determine the significance of project impacts (Please see chapter 6 of 2011 CMP for more information).
  - For the purposes of CMP Land Use Analysis, 2000 Highway Capacity Manual is used to study impacts on roadway segments.

- The adequacy of any project mitigation measures should be discussed. On February 25, 1993, the Alameda County Congestion Management Agency (predecessor to the Alameda CTC) Board adopted three criteria for evaluating the adequacy of DEIR project mitigation measures:

  - Project mitigation measures must be adequate to sustain CMP service standards for roadways and transit;
  - Project mitigation measures must be fully funded to be considered adequate;
  - Project mitigation measures that rely on state or federal funds directed by or influenced by the CMA must be consistent with the project funding priorities established in the Capital Improvement Program (CIP) section of the CMP or the Regional Transportation Plan (RTP).

The DEIR should include a discussion of the adequacy of proposed mitigation measure criteria discussed above. In particular, the DEIR should detail when proposed roadway or transit route improvements are expected to be completed, how they will be funded, and the effect on LOS if only the funded portions of these projects were assumed to be built prior to project completion.

- Potential impacts of the project on CMP transit levels of service must be analyzed. (See 2011 CMP, Chapter 4). Transit service standards are 15-30 minute headways for bus service and 3.75-15 minute headways for BART during peak hours. The DEIR should address the

issue of transit funding as a mitigation measure in the context of the Alameda CTC mitigation measure criteria discussed above.

- The DEIR should also consider Travel Demand Management (TDM) related strategies that are designed to reduce the need for new roadway facilities over the long term and to make the most efficient use of existing facilities (see 2011 CMP, Chapter 5). The DEIR should consider the use of TDM measures, in conjunction with roadway and transit improvements, as a means of attaining acceptable levels of service. Whenever possible, mechanisms that encourage ridesharing, flextime, transit, bicycling, telecommuting and other means of reducing peak hour traffic trips should be considered. The Site Design Guidelines Checklist may be useful during the review of the development proposal. A copy of the checklist is enclosed.

- The DEIR should consider opportunities to implement and enhance countywide bicycle and pedestrian routes identified in the Alameda Countywide Bicycle and Pedestrian Plans, which were approved in October 2012. The approved Countywide Bike Plan and Pedestrian Plan are available at http://www.alamedactc.org/app_pages/view/5275.

- For projects adjacent to state roadway facilities, the analysis should address noise impacts of the project. If the analysis finds an impact, then mitigation measures (i.e., soundwalls) should be incorporated as part of the conditions of approval of the proposed project. It should not be assumed that federal or state funding is available.

- Local jurisdictions are encouraged to consider a comprehensive Transit Oriented Development (TOD) Program, including environmentally clearing all access improvements necessary to support TOD development as part of the environmental documentation.

- Portions of the Project Area overlap with the Warm Springs Priority Development Area. As such, the zoning districts and General Plan Amendments produced from this planning effort should consider the land use assumptions being adopted by the Association of Bay Area Government/Metropolitan Transportation Commission as part of the Sustainable Communities Strategy/Regional Transportation Plan in July 2013.

Thank you for the opportunity to comment on this Notice of Preparation. Please do not hesitate to contact me at (510) 208-7405 or Matthew Bomberg of my staff at (510) 208-7444 if you require additional information.

Sincerely,

Beth Walukas
Deputy Director of Planning

Cc: Matthew Bomberg, Assistant Transportation Planner
File: CMP – Environmental Review Opinions – Responses - 2013

This page intentionally left blank

ALAMEDA County Transportation Commission

Memorandum

DATE: April 23, 2013

TO: Planning, Policy and Legislation Committee

FROM: Tess Lengyel, Deputy Director of Policy, Legislation and Public Affairs

SUBJECT: Approval of Legislative Positions and Update

Recommendations
Staff recommends approval of legislative positions and the legislative update.

Summary
This memo provides an update on federal, state and local legislative activities including an update on the federal budget, federal transportation issues, legislative activities and policies at the state level, as well as an update on local legislative activities.

Alameda CTC's legislative program was approved in December 2013 establishing legislative priorities for 2013 and is included in summary format in Attachment A. The 2013 Legislative Program is divided into five sections: Transportation Funding, Project Delivery, Multi-Modal Transportation and Land Use, Climate Change, and Partnerships. The program was designed to be broad and flexible to allow Alameda CTC the opportunity to pursue legislative and administrative opportunities that may arise during the year, and to respond to political processes in Sacramento and Washington, DC. Each month, staff brings updates to the Commission on legislative issues germane to the adopted legislative program, including recommended positions on bills as well as legislative updates.

Background
The following summarizes legislative information and activities at the federal, state and local levels.

Federal Update
The following updates provide information on activities and issues at the federal level and include information contributed from Alameda CTC's lobbyist team (CJ Lake/Len Simon).

President's 2014 Budget: On April 10, 2013, the President submitted a budget for $3.78 trillion in FY14 spending, and combines both revenues and cuts to reduce the deficit by $1.8 trillion over the next 10 years in a manner that would replace sequestration. The President's plan anticipates $3.03 trillion in tax revenues if his policy proposals are implemented. About $580 billion in additional revenues over ten years would come from tax reform that would close tax loopholes and reduce tax benefits for high income earners. Proposed cuts of about $200 billion over ten years are proposed from both defense and non-defense programs. The non-defense programs would cover nearly all of the local government grant-making agencies, including the Department of Transportation.

President's FY 2014 Budget and Transportation: The President's FY 2014 budget request for the Department of Transportation is $77 billion, which is 6% above last year's enacted levels. Increases are primarily in the areas of rail, transit and safety. The President's Budget also includes a $50 billion program to provide immediate transportation investments in key areas that would immediately fund critical transportation investments and create jobs. One area for expenditure of $2 billion of the $50 billion includes transportation leadership awards that encourage states and regions to implement innovative strategies to address pressing transportation needs.

The Alameda CTC staff has advocated that if the $2 billion become available, they could be used to reward self-help states like California by creating a Federal-Local Partnership Program modeled after California's State and Local Partnership Program (SLPP). The SLPP rewarded self-help counties by allocating $1billion of bond funds to counties for transportation purposes that passed transportation sales tax measures. The proposal for paying for these $50 billion immediate investments is from funds that would not be spent in Afghanistan as the United States reduces defense efforts there, making the realization of these funds uncertain.

President Obama's Proposed Transportation Budget[1]
Proposed 2014 budget and comparison to 2012 **DOLLARS IN MILLIONS**

ADMINISTRATION	**FY 2012 ACTUAL**	**FY 2014 REQUEST**
Federal Aviation Administration	15,902	15,551
Federal Highway Administration	41,5451	40,995
Federal Motor Carrier Safety Administration	555	572
National Highway Traffic Safety Administration	800	828
Federal Transit Administration	10,6081	10,910
Federal Railroad Administration	1,632	6,635
Pipelines and Hazardous Materials Safety Administration	191	255
Maritime Administration	350	365
Saint Lawrence Seaway Development Corporation	32	33
Office of the Secretary 2	849	937
Inspector General	80	86
Surface Transportation Board	29	31
Total DOT Budgetary Resources	**72,571**	**77,197**
Immediate Transportation Investments	0	50,000
Grand Total for DOT	**72,571**	**127,197**

President's 2014 Budget and Municipal Bonds: The President's budget also includes a proposal to limit the municipal bond interest tax exemption by imposing a 28% cap on the interest exempted. If enacted, it is predicted that investors will demand higher yields on municipal bonds to make the investment attractive, increasing the financing costs for local government entities that issue municipal bonds. The costs of the increased tax rates will be borne directly by local governments that issue bonds, making it more costly to raise the capital

1 http://www.dot.gov/sites/dot.dev/files/docs/FY%202014%20Budget%20Highlights.pdf

needed to finance long-term infrastructure projects like roads, bridges, water projects, schools, and hospitals. Because Alameda CTC is considering financing, this proposal in the President's budget could increase costs for the County. Staff recommends sending a letter to the President and our Congressional members to share concerns with provisions in the White House's FY 2014 budget proposal that seek to end the long-standing tax exempt status on municipal bond interest. Elements of the letter would include the following key points:

- The tax exemption has been a successful cornerstone of state and local infrastructure development for over 100 years, and is responsible for financing a majority of the nation's infrastructure needs for state and local governments of all sizes.
- Proposals to cap the exemption would introduce uncertainty into the municipal market, causing investors to fear additional federal intervention in the market where none has existed for the past 100 years. Ultimately these investor concerns translate into demands for higher yields from increased costs to state and local governments.
- Proposals to reduce or repeal the tax exemption would have severely detrimental impacts on national infrastructure development and the municipal bond market, raising costs for state and local borrowers and creating uncertainty for investors.
- We cannot afford to abandon the great success of this important financing instrument, especially as state and local governments continue to recover from the economic downturn.

State Update
The following update provides information on activities and issues at the state level and includes information contributed from Alameda CTC's state lobbyist, Platinum Advisors.

Budget
The Department of Finance's April Monthly bulletin, which reports on March figures, indicated that California's General Fund cash for March was $254 million above the 2013-14 Governor's Budget forecast of $5.7 billion and that overall year-to-date revenues are $5 billion above the forecast of $59.6 billion. The Governor will release his May Budget Revise in early May which will reflect updated figures for the 2013-14 budget. Another element that will be included in the Governor's May Revise is the Cap & Trade Expenditure Plan, which identifies how Cap & Trade auction proceeds should be spent over the next three years as summarized below.

Cap & Trade Expenditure Plan: On April 16, 2013, the California Air Resources Board released its draft Cap & Trade Investment Plan. CARB also held a public hearing on the draft plan on Thursday, April 25, 2013. A final expenditure plan will be unveiled as part of the Governor's May Budget Revise.

Given the uncertainty of the cap & trade revenue, the draft plan is less of an expenditure plan and more of an outline that identifies priority programs. The plan does not specify any dollar or percentage amounts for the funding categories identified, but it identifies three priority investment sectors. These sectors include, from largest to smallest, the following:

- Sustainable Communities & Clean Transportation
- Energy Efficiency & Clean Energy, and
- Natural Resources & Water Diversion.

The Sustainable Communities & Clean Transportation sector prioritizes funding for livable communities investments such as funding to increase transit mode share, rail modernization, active transportation, and infrastructure investments in complete streets, traffic management,

and pavement improvements. The expenditure plan also includes in each proposed area a percentage goal for projects benefiting disadvantaged communities as required by state law.

Further the plan states that inclusion in this plan does not guarantee funding. Only a small subset of the programs identified are anticipated to be funded in the first year. The plan recognizes that legislation, such as AB 574, may be enacted creating new allocation methods for implementing the expenditure plan. AB 574 is described in further detail below and staff recommends a support position on the bill.

Policy

Working Groups: The State has established two working groups to address freight and goods movement as well as to address transportation finance and project implementation policies**.**

California Freight Advisory Committee (CFAC): The California Department of Transportation (Caltrans) assembled a freight advisory committee consisting of a representative cross-section of public and private sector freight stakeholders in response to the reauthorization of the federal surface transportation bill, Moving Ahead for Progress in the 21st Century Act (MAP–21). The CFAC will initially play a key role in the identification of a national freight network and the development of a California Freight Mobility Plan, and will also serve as a standing committee that will advise the state on freight issues beyond those required by MAP-21. The CFAC will advise the state on freight-related priorities, issues, projects, and funding needs, as well as to serve as a forum for discussion for state transportation decisions affecting freight mobility. The Alameda CTC Executive Director, Art Dao, has been selected to serve on this committee. Attachment B includes a list of committee participants.

Transportation Finance Working Group: The Business, Transportation & Housing Agency convened the first meeting of the Transportation Finance Working Group. This first meeting was attended by about 60 individuals representing a wide range of organizations and state agencies, but it does not include a representative from the legislature.

The goal of this group is to explore long-term funding options and evaluate the best ways to deliver transportation needs in California. At the first meeting four subgroups were formed to examine highways, mass transit, local roads, and active transportation. These subgroups are expected to start meeting in May. The entire working group will meet periodically, and be informed by the work of subgroups. In addition, a status reports will also be provided during the California Transportation Commission's monthly meetings.

Key outcomes for the group will include prioritizing infrastructure needs, identifying funding options, identifying the appropriate level of government for delivery of projects, and establishing performance measures. Integrating into all of these issues will be the implementation of SB 375. The results or findings made by this group are not expected to be completed until much later this year, and will likely not influence the budget or legislation until next year at the earliest. Alameda CTC does not have a seat on this committee; however, two members of the Self-Help Counties Coalition (SHCC) sit on this committee and provide updates to the SHCC.

Recommended Legislative Positions

The 2013 Legislative Program is divided into five sections: Transportation Funding, Project Delivery, Multi-Modal Transportation and Land Use, Climate Change, and Partnerships. The following recommendations are categorized per Alameda CTC's legislative program and reflect actions in the adopted program. Staff recommends positions on the following bills:

Federal Bills

H. R. 974. (Congressman Albio Sires, NJ) Multi-modal Opportunities Via Enhanced Freight Act of 2013. H.R. 974 aims to strengthen the nation's freight transportation policy by creating a national plan for moving goods efficiently by road, rail, water, and air. H.R. 974 would direct the federal government to ensure the various and essential modes of the nation's freight network are accounted for and provide investment in freight transportation projects. This bill would expand the definition of the nation's primary freight network beyond the 27,000 centerline miles of existing roadways that are most critical to the movement of freight as noted in MAP-21. Per H.R. 974, a national freight network would be composed of highways, railways, navigable waterways, seaports, airport, freight intermodal connectors, and aerotropolis transportation systems most critical to the multi-modal movement of freight. As Alameda CTC initiates a freight planning and collaboration effort this year, the multi-modal system of freight in Alameda County will be addressed. The Alameda CTC legislative program supports expanding multimodal systems and flexibility. H.R. 974 would expand the national freight system definition to more truly reflect the multi-modal nature and needs associated with freight movement. Staff recommends a **SUPPORT** position on this bill.

State bills

Funding

AB 431 (Mullin) Regional transportation plan: sustainable communities strategy: funding. This bill would allow an MPO to place a sales tax measure on the ballot that covers some or all of the MPO's planning area. The bill would require 25% be allocated to transportation projects, 25% to affordable housing projects, and 25% to parks and recreation programs. The funds must be spent on projects that conform to the Sustainable Communities Strategy. AB 431 is fairly brief and does not address how the expenditure plan is developed nor does it specify a return to source. AB 431 is sponsored by the Nonprofit Housing Association of Northern California. Alameda CTC's legislative program supports efforts to increase funding for transportation. While AB 431 has the potential for increasing some funds for transportation, the mechanism proposed is potentially in direct competition of Alameda CTC's ability to increase transportation funding through a local transportation-specific sales tax measure. The Alameda CTC supports funding streams for housing and open space and is supportive of legislation that offers opportunities to increase funding through other means, separate from those that have been historically the "bread and butter" of major transportation investments in Alameda County and across the state for counties that have voter-approved transportation sales tax measures. Staff recommends an **OPPOSE** position to this bill, but is supportive of SB 391, which offers a housing related opportunity for funding affordable housing, as described below.

SB 391 (DeSaulnier) California Homes and Jobs Act of 2013. This bill would enact the California Homes and Jobs Act of 2013, establishing a permanent, on-going source of funding dedicated to affordable housing development. The bill would impose a fee of $75 to be paid at the time of the recording of every real estate instrument, paper, or notice required or permitted by law to be recorded, except on property transfers. The bill requires that funds generated would be

used for supporting affordable housing, administering housing programs, and the cost of periodic audits of the fund uses.

The combined effect of the elimination of redevelopment funds and the winding down of Proposition 1C funds for housing, approved by voters in 2006, leaves few opportunities to generate funds to support affordable housing. According to employment information from the East Bay Economic Development Alliance, the East Bay currently supports a significant number of jobs in retail, food and accommodation services, educational services and administrative services that are below average annual California wages. Employment projections indicate that about half of the jobs in the East Bay over the next decade will be in these same below average wage sectors. As Alameda CTC and the Bay Area focus on development of Priority Development Areas (PDAs) to connect transportation, housing and jobs to reduce greenhouse gas emissions, and to support SB375 requirements of housing all income levels within the region, the ability to fund multiple types of housing stock is important. SB391 supports funding for low income housing that could support current and projected needs and would generate funding through a fee directly connected with real estate transactions - not competing with historical transportation funding mechanisms. Alameda CTC's legislative program supports reducing barriers to the implementation of transportation and land use investments. Staff recommends a **SUPPORT** position on this bill.

SB791 (Wyland) Motor vehicle fuel tax: rate adjustment. This bill would eliminate the requirement that the State Board of Equalization (BOE) adjust the rate of the excise tax on motor vehicle fuel, and instead would require the Department of Finance to annually calculate that rate and report that calculated rate to the Joint Legislative Budget Committee. The rate for the state's next fiscal year would remain the same as the rate of the current fiscal year or would decrease. This bill only allow the rate to increase upon 2/3 approval by each house of the Legislature.

In 2010, state law authorized what is known as the "gas tax swap," which eliminated the sales tax on gasoline and imposed an increased excise tax that the BOE adjusts annually to equal the amount of sales tax that the state would charge on gasoline sales as if it was still subject to the state portion of the sales tax. The gas tax swap legislation also reduced the excise tax on diesel and increased the sales tax, requiring the BOE to adjust the diesel excise tax on an annual basis to ensure that the total amount of tax collected does not vary from what it would have been if the 18-cent excise tax and the sales tax rate had been left in place. AB 791 makes modifications to gasoline, but not to diesel. In summary, if this bill is enacted, the amount of funds generated for transportation would tend to decrease over time due to the bill making it difficult to adjust rates to reflect price increases in gasoline. The Alameda CTC legislative programs supports increasing transportation funding, including increasing the buying power of the gas tax. This bill is in direct opposition to this section of Alameda CTC's legislative program and staff recommends an **OPPOSE** position on the bill.

Cap and Trade

AB574 (Lowenthal) California Global Warming Solutions Act of 2006: Greenhouse Gas Reduction Fund: sustainable communities strategies. This bill would create a regional competitive grant program for funding projects related to the sustainable communities strategies plan. Overall the contents of AB 574 match with the funding priorities outlined in the draft Cap & Trade Expenditure Plan, described above, and would reflect in statute the Transportation Coalition for Livable Communities platform that was supported by Alameda CTC earlier this year.

AB 574 directs the CTC to work with California Air Resources Board (CARB) to identify the "regional granting authority" within each region, which according to the bill would be the regional entity responsible for developing the regional transportation plan. The funds would be allocated to each region on a per capita basis. The bill does not specify a dollar amount, but it creates the allocation process for funds allocated to this process through the cap & trade expenditure plan. The bill also allows for funds to be allocated to an "interregional investments" for rail modernization that have regional and interregional benefits and for other statewide priorities. These interregional funds would be administered by Business, Transportation and Housing Agency in consultation with the California Transportation Commission (CTC) and the High Speed Rail Authority.

The bill also directs the, in consultation with CARB, the CTC and the Strategic Growth Council, to develop guidelines for the regional grant program. These guidelines must include a public participation process, and it requires consultation with air quality districts. However, the bill currently does not specify consultation with countywide planning agencies or other local governments. Alameda CTC's legislative program supports climate change legislation that provides funding for innovative infrastructure, operations, programs that relieve congestion, improve air quality, reduce emissions and support economic development. Staff recommends a **SUPPORT** position on this bill.

Partnerships

AB 935 (Frazier). San Francisco Bay Area Water Emergency Transportation Authority: terms of board members. This bill would modify the composition and terms of the WETA Board as follows:

- Of the Governor's three appointees one shall be a resident of San Francisco and one shall be a representative of labor.
- The Senate Rules Committee will have two appointees that shall include a resident of Contra Costa County and a resident of San Mateo County.
- The Speaker of the Assembly will have two appointees that shall include a resident of Solano County and a resident of Alameda County.
- Each of the County appointees shall be selected from a list of three nominees provided by the transportation authority from each county.
- If a transportation authority does not submit a list of three names within 45 days of a vacancy then the Governor shall appoint a resident from the specified county.

Alameda CTC's legislative program support efforts that encourage regional cooperation and coordination to develop, promote and fund solutions to regional transportation problems and to improve the ability to enhance or augment Alameda CTC projects and programs that affect bordering counties or regional networks. Since the Alameda County has been amended into the bill to have a seat, staff recommends a **SUPPORT and seek amendments** position on the bill. The amendment is to correct the name listed as the appointing authority from the Alameda County Transportation Authority, to the Alameda County Transportation Commission.

Update on AB 210

AB 210 (Wieckowski with coauthors: Bonta, Buchanan, Quirk, and Skinner) Transactions and use taxes: County of Alameda and the County of Contra Costa Update: Alameda CTC's bill to allow the Commission to exceed the 2% limit on local sales taxes was approved on April 3, 2013, by the Assembly Local Government Committee on a vote of 7-2. Two freshmen Assemblymembers, Melissa Melendez, representing the 67th District located in Southern

California, south of Riverside and between Irvine and Palm Springs, and Marie Waldron, representing the 75th District between Los Angeles and San Diego were dissenting votes. AB 210 will be heard next by the Assembly Revenue & Taxation Committee on May 6 and staff will be present to testify in support of the bill.

Staff is analyzing bills, coordinating with other agencies and will be bringing bill positions to the commission in the coming months.

Legislative Coordination and Partnership Activities

Legislative coordination efforts
Alameda CTC leads and participates in many legislative efforts at the local, regional, state and federal levels, including both on coordinating with other agencies and partners as well as seeking grant opportunities to support transportation investments in Alameda County.

Coordination activities: In addition to the local legislative coordination activities, Alameda CTC is leading an effort to develop and provide statewide information on the benefits of Self-Help Counties and is also coordinating the legislative platform and priorities with the Bay Area Congestion Management Agencies. The SHCC is planning a state lobbying day in spring 2013 to bring counties together to visit legislators to support lowering the voter threshold and significant funding for transportation from cap and trade revenues. Alameda CTC made its legislative visit to Washington, D.C. in April and will hold its third legislative roundtable on May 8th.

Fiscal Impact
No direct fiscal impact

Attachments
Attachment A: Alameda CTC Legislative Program and Actions Summary
Attachment B: California Freight Advisory Committee Membership

1333 Broadway, Suites 220 & 300
Oakland, CA 94616
(510) 208-7400
www.AlamedaCTC.org

2013 Alameda County Legislative Priorities

This legislative program supports Alameda CTC's transportation vision adopted in the 2012 Countywide Transportation Plan described below:

"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.

Our vision recognizes the need to maintain and operate our existing transportation infrastructure and services while developing new investments that are targeted, effective, financially sound and supported by appropriate land uses. Mobility in Alameda County will be guided by transparent decision-making and measureable performance indicators. Our 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 legislative program table will be updated on a monthly basis]

Issue	Priority	Strategy	Actions	Legislation	Status
Transportation Funding	Increase transportation funding	• Support efforts to lower the two-thirds-voter threshhold for voter-approved transportation measures. • Support legislation that increases the buying power of the gas tax • Support efforts to increase transportation revenues through vehicle license fees, vehicle miles traveled or other reliable means. • Support legislation for alternative financing methods such as high-occupancy toll lanes, and allow funds collected on the HOT lanes by the California Highway Patrol to be reinvested within that corridor.	• Leading a portion of Self-Help Counties Coalition (SHCC) efforts to reduce voter-threshold requirements	• Support positions on SCA 8 (Corbett), SCA 4 (Liu), SCA 11 (Hancock) to reduce voter threshold to 55 percent; AB 210 (Wieckowski) to allow Alameda CTC to place another measure on the ballot	•
	Protect and enhance voter-approved funding	• Support legislation that provides increased funding from new and/or flexible funding sources to Alameda County for operating, maintaining, restoring and improving transportation infrastructure and operations. • Support legislation that protects against transportation funding diversions to the General Fund. • Support increases in federal, state and regional funding to expedite delivery of Alameda CTC projects and programs. • Support efforts that give priority funding to voter-approved measures and oppose those that negatively affect the ability to implement voter-approved measures. • Support rewarding Self-Help Counties and states that provide significant transportation funding into transportation systems. • Seek, acquire and implement grants to advance project and program delivery. • Support Alameda County as the recipient of funds to implement pilot programs with innovative project implementation or transportation-funding mechanisms.	• On-going monitoring	•	•
Project Delivery	Advance innovative project delivery	• Support legislation and policies that improve environmental streamlining and project reviews to expedite project delivery. • Support legislation that improves the ability to deliver projects and programs in a timely, cost effective manner using contracting flexibility. • Support innovative project delivery methods. • Support HOT lane expansion in Alameda County and the Bay Area. • Support policies that allow local agencies to advertise, award and administer state highway system contracts largely funded by locals	• On-going monitoring	•	•
	Ensure cost-effective project delivery	• Support legislation that reduces project and program implementation costs by reducing or eliminating the requirements for state or other agency reimbursements to implement projects on state/regional systems. • Support legislation that accelerates funding for transportation infrastructure projects that create jobs and economic growth in Alameda County.	• On-going monitoring, and work through the SHCC to provide input to the Secretary of Transportation on streamlining project delivery	•	•

Attachment A

Issue	Priority	Strategy	Actions	Legislation	Status
Multimodal Transportation and Land Use	Reduce barriers to the implementation of transportation and land use investments	• Support legislation that increases flexibility and reduces technical and funding barriers to investments linking transportation, housing and jobs. • Support local flexibility and decision-making on land-use for transit oriented development and priority development areas. • Support innovative financing opportunities to fund TOD and PDA implementation that will increase mobility and jobs and reduce GHGs.	• On-going monitoring	•	•
	Expand multimodal systems and flexibility	• Support policies that provide multimodal transportation systems with multiple choices and better access for all kinds of transportation users. • Support policies that provide increased flexibility for transportation service delivery through innovative, flexible programs that address the needs of commuters, youth, seniors, people with disabilities and low-income people. • Support flexibility in transportation delivery to address climate change, senior population growth and transit maintenance and security, without creating unfunded mandates or dramatically increasing costs. • Support investments in transportation for transit-dependent communities that provide enhanced access to goods, services, jobs and education. • Support parity in pre-tax fringe benefits for public transit/vanpooling and parking.	• On-going work with agency coordination, grant development and legislative advocacy	•	•
Climate Change	Support climate change legislation	• Support climate change legislation that provides funding for innovative infrastructure, operations, programs that relieve congestion, improve air quality, reduce emissions and support economic development. • Support climate change legislation that expands transit services and supports safe, efficient, clear connections to transit services, including bike/ped infrastructure. • To achieve necessary increases in public transit ridership to address GHG emissions from transportation sources, support legislation that augments but does not replace transit funding, nor create unfunded mandates.	• On-going monitoring	•	•
	Support cap-and-trade expenditure plan	• Engage in development of the statewide cap-and-trade expenditure plan and advocate increased transportation funding statewide and in Alameda County.	• Working with the SHCC, MTC the CMAs and local agencies on this effort. Submitted a letter to CARB on March 8 supporting the Transportation Coalition for Livable Communities platform	•	• A draft Cap and Trade expenditure plan was released in April for review and will be incorporated into the Governor's May Revise.
	Support legislation and policies that support emerging technologies	• Support legislation that offers incentives for emerging technologies, such as alternative fuels and fueling technology, and research for transportation opportunities to reduce GHG emissions.	• On-going monitoring	•	•
Partnerships	Expand partnerships at the local, regional, state and federal levels	• Support efforts that encourage regional cooperation and coordination to develop, promote and fund solutions to regional transportation problems. • Support legislation and policies that promote governmental efficiencies and cost savings in transportation. • Support legislation that improves the ability to enhance or augment Alameda CTC projects and programs that affect bordering counties or regional networks. • Support efforts to maintain and expand local-, women-, minority- and small-business participation in competing for state and local contracts.	• On-going coordination at the SHCC, the Bay Area CMAs, and with Alameda CTC's local partners legislative roundtable. • An updated Alameda CTC procurement policy will support business participation efforts.	• Support AB 14 (Lowenthal) for the creation of a state freight plan and advisory committee	•

Attachment B

California Freight Advisory Committee

Organization Chart

Business, Transportation and Housing Agency

Committee Sponsor (By Delegation)
California Department of Transportation (Caltrans) Director

Committee Chair
Caltrans Deputy Director, Planning and Modal Programs

Freight Advisory Committee

Non-Governmental Organizations (26 Voting)
Automobile Club of Southern California
BNSF Railway
California Airports Council
California Association of Port Authorities
California Chamber of Commerce
California Farm Bureau Federation
California Retailers Association
California Short Line Railroad Association
California Trucking Association
Coalition for Clean Air
Devine Intermodal
FedEx Corporation
Greenlining Institute
International Brotherhood of Teamsters Joint Council No. 42
International Longshore and Warehouse Union
Mobility-21
National Association of Industrial Office Properties SoCal Chapter
Native American Advisory Committee (2)
Natural Resources Defense Council
Pacific Merchant Shipping Association
Rural Counties Task Force
Sierra Club California
Silicon Valley Leadership Group
Union Pacific Railroad
United Parcel Service

Public Agencies (28 Voting, 5 Non-Voting)
Alameda County Transportation Commission
Assembly Representative (2 Non-Voting)
Association of Monterey Bay Area Governments
Bay Area Air Quality Management District
California Air Resources Board
California Department of Housing and Community Development
California Department of Public Health
California Energy Commission
California Highway Patrol
California Marine and Intermodal Transportation System Advisory Council (CALMITSAC)
California Natural Resources Agency
California Public Utilities Commission
California State Lands Commission
California Transportation Commission
Los Angeles County Metropolitan Transportation Authority (Metro)
Los Angeles World Airports
Metropolitan Transportation Commission
Port of Long Beach
Port of Los Angeles
Port of Oakland
Sacramento Area Council of Governments
San Bernardino Associated Governments
San Diego Association of Governments
San Francisco International Airport
San Joaquin Valley Air Quality Management District
San Joaquin Valley Regional Transportation Planning Agencies
Senate Representative (Non-Voting)
Shasta County Regional Transportation Planning Agency
South Coast Air Quality Management District
Southern California Association of Governments
U.S. Department of Homeland Security (Non-Voting)
U.S. Department of Transportation - FHWA/FRA/FAA (Non-Voting)

Standing State, Regional, and Sub-regional Freight Committees such as CALMITSAC and Southern California National Freight Collaboration Working Group

This page intentionally left blank

Memorandum

DATE: April 30, 2013

TO: Planning, Policy and Legislation Committee

FROM: Beth Walukas, Deputy Director of Planning
Kara Vuicich, Senior Transportation Planner
Matt Bomberg, Associate Transportation Planner

SUBJECT: **Approval of Countywide Transportation Demand Management Strategy and Review of the Annual Evaluation of the Guaranteed Ride Home Program**

Recommendation
It is recommended that the Commission approve the recommendations for implementing a countywide Transportation Demand Management (TDM) Strategy (Attachment A) and review the Annual Evaluation Report for the Guaranteed Ride Home (GRH) Program (Attachment B).

Summary
Transportation Demand Management (TDM) programs offer a cost-effective approach to reducing traffic congestion and vehicle miles traveled. Because of their significant benefits, they are a statutorily required component of the Congestion Management Program (CMP). Consequently, the Alameda CTC has a long history of promoting, supporting and providing TDM programs and activities in Alameda County in fulfillment of the CMP requirements. Although the Guaranteed Ride Home (GRH) Program has been the only officially sponsored TDM program, the Alameda CTC has conducted a number of pilot TDM programs and has provided consistent support for the countywide bicycle and pedestrian program and Safe Routes to Schools.

The 2011 CMP and the 2012 Countywide Transportation Plan (CWTP) identified the need for the Alameda CTC to develop a more comprehensive approach to TDM and parking management, as have recommendations from recent evaluations of the GRH Program. In conjunction with the GRH Program Annual Evaluation, staff, with consultant assistance from Nelson\Nygaard, have developed a proposed Countywide TDM Strategy (Attachment A) that provides an inventory of the broad range of TDM programs and activities already present in Alameda County and recommends a strategy for better integrating, supporting and building on these exiting efforts, including implementation of the regional commute benefit program and the GRH Program.

While many TDM programs are most effective when administered and implemented at a local level, some programs, such as the regional 511 Rideshare program and the GRH Program are most effective when implemented at a larger geographic scale. The Alameda County GRH Program gives

commuters who rideshare, take transit, walk, or bicycle an "insurance policy" against being stranded at work if they need to make an unscheduled return trip home. The GRH Program is an important complement to other TDM efforts because it enables employees to take alternative modes when they might not otherwise view them as viable options. In recognition of the critical support GRH programs provide, nearly every county in the Bay Area offers one.[1]

Background/Discussion

TDM programs address congestion and mobility by focusing on changing the demand for single-occupancy vehicle travel. Research shows that TDM and parking management have had demonstrable success in influencing people's travel choices and behaviors, thereby reducing vehicle trips, congestion, and vehicle emissions, while improving mobility, accessibility, and the efficiency of local and regional transportation networks.

The most effective TDM programs include some form of financial incentive, either through pricing parking or subsidizing transit and other non-drive alone modes. Furthermore, the more robust the offerings in a TDM program, the more likely an individual is to find an alternative mode and incentive that matches his or her unique travel needs and constraints. For example, a TDM program that includes subsidized transit passes, vanpools, bicycling incentives, and a guaranteed ride home program has greater potential to reduce vehicle trips than any one of those measures alone. TDM programs also leverage existing transportation capital, operating and programmatic investments, particularly those in high-occupancy vehicle lanes and transit, and bicycle and pedestrian facilities and programs.

Countywide TDM Strategy Recommendations

This is an opportune time to reconsider TDM in Alameda County and develop a more comprehensive Countywide TDM Strategy. The 2012 CWTP for the first time had to respond to new statewide policy mandates designed to promote sustainability and reduce carbon emissions through strengthened linkages between transportation investment decisions and land use patterns. TDM and parking management were two of the core issue areas that were called out for further investigation in the implementation steps for this CWTP.

In addition, the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD) are currently in the process of implementing a Regional Commute Benefit Ordinance (Senate Bill 1339) that will apply to all Bay Area employers with 50 or more employees. This provides Alameda CTC with a timely opportunity to consider how the agency's efforts can support and complement this legislation through a more comprehensive TDM strategy.

The following considerations were instrumental in developing the recommendations included in the Countywide TDM Strategy:

- **Alameda CTC must ensure that it is not duplicating services already being offered.** There is a broad range of existing TDM programs in Alameda County. Many cities already have TDM and parking management programs; a number of employers, transportation management associations and other institutions provide shuttles; BART provides secure bicycle parking; and AC Transit offers a discounted bulk transit pass program. In particular, many of the efforts

[1] 511 Rideshare Commute Rewards – County Rewards, http://rideshare.511.org/rewards/county_benefits.aspx, accessed April 25, 2013.

that are commonly offered at the county level (beyond GRH), such as ride sharing and vanpool resources, are already provided by MTC.

- **Alameda CTC's ability to impose TDM requirements is limited as are local resources to comply with new requirements.** Consequently, countywide TDM strategies should emphasize a voluntary approach to implementation. CMAs do not have the authority to impose TDM requirements in the same way that cities or TMAs do. Alameda CTC's primary authority is the "power of the purse string" as it can impose conditions and performance objectives on projects funded through Measure B and some regional funds. The agency does have some limited leverage to impose requirements on cities and new developments through the Congestion Management Program and LOS Monitoring program. There is a limit to the number of requirements/conditions that can be attached to funding, and Alameda CTC does not want to overburden local jurisdictions when they have limited resources. These constraints are reflected in the current Alameda CTC programs which are focused on providing value-added incentives like GRH, bike promotion, and technical assistance rather than imposing new requirements.
- **Many TDM programs are simply more appropriate and effective to provide at the local level.** Typically, parking policies are set by individual jurisdictions under their land use authority and are tailored for each city to meet its unique needs. TDM strategies are also commonly implemented at the local level as cities have the power to mandate TDM as part of trip reduction ordinances or conditions of approval for new development. TMAs and employers (and sometimes housing developments) are the other primary implementers of TDM as they have direct access to large groups of employees (and residents) and often are required or internally motivated to reduce trips. Alameda County is large and diverse, so it is difficult to implement countywide programs that are applicable to the entire county. The Alameda CTC's strategy should focus on sponsoring programs that are most effectively delivered at the county level and work to support and encourage cities and private organizations to provide programs that are most effectively delivered at the local level.

Considering these factors, the primary goal of an expanded Alameda CTC TDM program should be supporting and incentivizing cities and employers to implement more robust TDM and parking management strategies at the local level. There are a number of ways that this can be done, building on the agency's existing efforts:

1. **Update the TDM Chapter of the Congestion Management Program:** The current update of Alameda CTC's Congestion Management Program (CMP) should include an update of the TDM chapter to provide a comprehensive menu of TDM activities that can be used to reduce automobile trips as well as the relative trip reduction impacts of different strategies that is tailored to the different needs of jurisdictions in the county.
2. **Encourage Formation of new TMAs and Strengthening of Existing TMAs:** TMAs are an effective mechanism to reduce traffic congestion and improve use of non-drive alone modes by employees and sometimes residents. Alameda CTC should support creation of new TMAs in Alameda County and strengthening of existing TMAs. This could constitute financial support as well as resources such as a "how to" handbook.
3. **Develop a comprehensive TDM clearinghouse and other TDM informational resources:** Alameda CTC should host a user-friendly website that inventories the full range of TDM programs available in Alameda County and describes research-based best practices. This type of resource would help city staff, individual residents and employees,

and other agencies and organizations to better understand the range of available programs as they pursue enhancements to their own TDM programs and would enable better coordination between programs. An enhanced information program could also be used to assist cities in developing informational and educational printed and web materials tailored to local circumstances.

4. **Provide technical assistance:** Alameda CTC should expand its technical assistance program to support jurisdictions in implementing parking reforms and TDM policies and programs. This is appropriate for implementation at the countywide level and is a role that the Alameda CTC is uniquely well positioned to carry out. Technical support for jurisdictions can take two primary forms:

    a. Technical Resources: Providing informational materials, case studies and examples, model ordinance language, and other guidelines and information that can assist jurisdictions in implementing parking and TDM policies.

    b. Planning Grants: Providing funds to cities to conduct studies and other planning efforts to overcome local parking and TDM challenges and move forward on adoption of parking management and TDM programs and policies potentially including formation of new TMAs. Alameda CTC has already expanded its TOD technical assistance program into a "Sustainable Communities Technical Assistance Program" (SC-TAP) to support a wide range of planning and project development activities in PDAs.

5. **Provide a robust Guaranteed Ride Home Program:** GRH is a critical safety net to support other TDM programs in Alameda County. GRH is most appropriately funded and administered at the countywide level, thus Alameda CTC should continue to administer GRH.

6. **Potentially adopt future TDM/parking funding requirements:** For future funding cycles, Alameda CTC should consider making local adoption of parking and transportation demand management policies an important factor in prioritizing and funding projects and/or in future updates to program funding agreements. Requiring or incentivizing city TDM programs would increase the strength and coverage of TDM countywide, but would have to be carefully implemented to allow for diversity across the county and to ensure that requirements are not overly burdensome.

Findings of the 2012 GRH Program Evaluation and Implementation of Prior GRH Program Recommendations

The GRH program is one of many TDM programs in Alameda County that aim to reduce strains on existing roadway and parking capacity without engaging in expensive capacity additions. While GRH is one of many programs that seek to shift demand to alternative transportation modes, it is unique in that it is the only program that provides a vital safety net for other commute alternatives, thereby making their use possible and leveraging investments that have already been made.

The Alameda County GRH program has been in operation since April 9, 1998. Over the last 15 years, the program has matured from a demonstration program with a handful of participating employers to a robust one with 5,104 registered employees and 282 active registered employers throughout Alameda County. The Alameda County GRH program is funded entirely through grants from the Bay Area Air Quality Management District's Transportation Fund for Clean Air (TFCA).

Alameda CTC GRH program enrollment increased from 4,800 to 5,100 in 2012. The program added 34 new employers in 2012 to reach 282 establishments. These figures both represent the highest levels in the program's 15 year history. Program enrollees live predominantly in Alameda and Contra Costa County, but a substantial number also live in San Joaquin, Stanislaus, San Francisco, and Solano Counties. Fifty-one rides were taken in 2012, a slight increase over 2011, but about half as many as in 2008. The most common reasons for taking rides were personal illness and unscheduled overtime.

The annual program evaluation included surveys of both employers and employees. The surveys are designed to elucidate how effective the GRH program is in encouraging alternative mode use, the nature of overall commuting behavior (as opposed to the commutes of those who actually need to take emergency rides), as well as the quality of program support, customer service, marketing, etc. The surveys achieved response rates of 15% and 23% of employees and employers, respectively.

Major findings from the employee survey include:

- Most (59%) respondents cite the GRH program as at least somewhat important in their decision to not drive alone to work
- A significant number of respondents indicate that in the absence of GRH they would commute using alternative modes less frequently (25%) or not at all (9%)
- Customer service including the telephone hotline and printed materials are rated highly
- Most participants find out about GRH through an employer representative (49%), an on-site posting (11%), or a co-worker (16%)
- Most participants register online (54%)

Major findings from the employer survey include:

- A very large majority of employer representatives (85%) identify participation in the GRH program as important in encouraging alternative mode commuting
- Almost all employer representatives find their workload "manageable" or claim that they "could do more work if needed."
- Almost all employers (92%) inform new employees about the GRH program during benefits enrollment; employers are slightly less likely (73%) to remind current employees about the program, and usually do so through email and word of mouth.
- Employer representatives identify internal marketing through employer contacts as the most effective marketing strategy
- The customer service and GRH website were both rated highly by employer representatives.

Results from the employee evaluation survey are used to obtain an estimate of how many solo driving trips the GRH program contributes to the reduction of. This estimation is performed by using survey data on frequency of solo driving before and after GRH enrollment and average commute distance which are then extrapolated to all program participants. The results of this estimation, which is performed according to TFCA guidelines, are that the GRH program contributes to:

- 167,961 drive alone round trips reduced
- 3,300 tons of CO2 not emitted
- $1 million in annual savings on gas expenditures

The previous 2011 Program Evaluation Report identified four key recommendations for program improvements in 2012. GRH staff worked to implement these recommendations as detailed below.

1. **Initiate new program efficiencies, such as updating website to include links to alternative travel modes, establishing online ride vouchers, and using social media.**

   GRH staff completely redesigned the 15 year old website to improve the look and make updating easier faster, and less costly, and include links to other transportation options in Alameda County. GRH staff performed exploratory research regarding online voucher options leading to a new recommendation below. Finally, GRH staff worked with Alameda CTC staff to develop a marketing plan that emphasizes increased engagement with other ongoing Alameda CTC marketing activities and launched social media activities in early 2013. New marketing tactics will be more cost-effective as they are less labor-intensive, and should also increase program visibility.

2. **Focus new marketing on increasing awareness of the availability of the GRH Program to all employers in Alameda County, regardless of size; and continue to expand the program's reach to underserved areas, such as South and Central County. This includes using creative outreach and education strategies, such as co-marketing.**

   GRH staff worked with chambers of commerce and created press releases to effectively market the program throughout the county to all employers regardless of size. As a result, employer enrollment increased in both South and Central County, including new employers joining in Hayward, San Leandro, and Fremont. GRH staff employed co-marketing including working with the Alameda CTC *Ride, Stride, Arrive* campaign and with the AC Transit EasyPass program.

3. **Continue to manage the existing program, provide customer support and services, and monitor and report program use and effectiveness.**

   GRH staff continued ongoing administrative responsibilities, including engaging a subcontractor to reduce database maintenance related costs. GRH staff responded to inquiries and monitored and reported on the program on a monthly basis.

4. **Submit recommendations for next steps for the GRH program, subject to approval by Board.**

   GRH staff developed a series of recommendations in the context of the Alameda CTC's Comprehensive TDM Strategy, as summarized in the following section.

Recommendations for GRH Program Improvements in 2013

The 2012 GRH Program Evaluation Report identifies a series of recommendations for improving the GRH program. These recommendations are consistent with the Comprehensive TDM Strategy and aim to move GRH into a new era of increased ease of use, higher visibility, and better coordination with other TDM activities in Alameda County. Recommendations include:

1. **Investigate feasibility of transitioning from the current paper voucher system to either an online voucher system or a reimbursement system and implement appropriate solution.**

   Moving away from the current paper vouchers holds great promise to increase ease of use for GRH participants, reduce administrative costs, and improve program tracking and security. As a first step towards a possible transition, GRH staff performed a peer review of other GRH programs and contacted vendors of software that could host online voucher or reimbursement system. It is recommended that, as a next step, GRH staff use this information to determine if transition is feasible for the Alameda CTC in light of program budget, agency legal policies pertaining to dealing with taxi and rental car vendors, and possible future regional TDM integration considerations.

2. **Update the current Access Database of employers and employees to a cloud-based database.**
   The current Access database system is unwieldy and lacks a user-friendly interface. It is recommended that if a new system is chosen for GRH (either online voucher system or reimbursement system), the GRH program database be updated to a cloud-based database to promote improved online user interface for registration and voucher distribution. The costs of a new database would be largely shared with the costs of transitioning away from paper vouchers.

3. **Investigate changing GRH employee enrollment requirements such that being part of an employer with an Employer Representative is recommended but not required, and modify program if appropriate.**
   Currently, employees may only enroll in the GRH program if they belong to a registered employer with a designated Employer Representative. Employer Representatives, while helpful in a variety of ways, are not essential to program operations. The Employer Representative requirement is a barrier to immediate enrollment for employer from companies that are not yet registered and may be unfair to employees of smaller establishments where it is often harder to find someone to serve as an Employer Representative. It is recommended that GRH staff explore the feasibility of changing program rules and operations such that employees can join GRH even if their employer is not enrolled with a designated representative; such a change should continue to aim to recruit Employer Representatives for internal company marketing purpose, even if they will not be required. To some extent, the usefulness of Employer Representatives depends on whether paper vouchers are in use, as a current function of representatives is holding and distributing emergency vouchers; thus, this recommendation should be coordinated with Recommendation 1.

4. **Continue to enhance marketing and outreach through coordination with Alameda CTC for events, print, and social media marketing to promote the GRH program to employers and employees throughout Alameda County.**
   An updated Marketing Plan was developed in late 2012 and submitted to the Alameda CTC in January 2013. This Marketing Plan calls for additional co-marketing with the Alameda CTC that leverages the hundreds of events that the agency attends throughout the county. GRH staff will perform direct outreach (which tends to be costly) only at high profile, employee commuting focused events. At the same time, GRH staff will use social media tools to stay in communication with major employers and program participants in a consistent but unobtrusive manner. Social media offers the promise of more regular visibility and engaging program participants to market to each other by sharing their anecdotes, experiences, etc. with the GRH community.

5. **Expand the GRH program in Alameda County to include a countywide TDM "One-stop-shop" Clearinghouse Website as part of the proposed Comprehensive TDM Program Approach recommendations.**
   GRH is a program that makes other TDM options like transit, shuttles, vanpooling, etc. viable, but it is not in and of itself a transportation option. Good alternative transportation options and other supportive incentives to use alternative transportation must be in place before GRH can reach its maximum potential. There are a number of other TDM programs that already exist in Alameda County with a range of providers including the region, cities, and employers. Unfortunately, centralized information about the range of TDM options in Alameda County is not easily available for users. It is recommended that the GRH Program be expanded to include a TDM information "0ne-stop-shop" clearinghouse.

The GRH website will be expanded to include information for employers and employees about TDM programs available in different parts of Alameda County. New printed materials would be given to people enrolled in GRH that further encourage use of more sustainable modes of transportation.

Fiscal Impacts

No fiscal impact is expected at this time. Costs for implementing recommendations for both the Countywide TDM Strategy and 2012 GRH Program Evaluation are being included in the upcoming FY 2013-2014 budget process.

Attachments

Attachment A: Alameda CTC Countywide TDM Strategy
Attachment B: 2012 Alameda CTC GRH Program Evaluation

Attachment A

Countywide TDM Strategy

April 2013

ALAMEDA
County Transportation Commission

Alameda County Transportation Commission
1333 Broadway, Suites 220 and 300
Oakland, CA 94612
www.AlamedaCTC.org

With staff assistance provided by Nelson\Nygaard

Table of Contents

Table of Figures

INTRODUCTION

The Alameda CTC has a long history promoting and providing Transportation Demand Management (TDM) in Alameda County. TDM is a statutorily required component of the Congestion Management Program (Section 65089 (b)(3) of the California Government Code) and has consequently been an important component of the Alameda CTC's role as the county's congestion management agency. To date, the Guaranteed Ride Home (GRH) program has been the only program officially described as an agency sponsored TDM program, but there are several other activities that promote reducing or managing demand for automobile travel that are sponsored by the Alameda CTC, such as the bicycle and pedestrian program and Safe Routes to Schools.

The Alameda CTC has long had a vision to expand its TDM program offerings and package all the services as a comprehensive countywide TDM program. Best practices show that TDM programs are more effective when implemented as a group. Some measures enhance the incentives provided by others, such as pricing parking and simultaneously subsidizing transit. Programs like GRH are explicitly designed to accompany other programs by providing an "insurance" plan against being stranded at work. The more robust the offerings in a TDM program, the more likely an individual is to find an alternative mode and incentive that matches his or her unique travel needs and constraints. For example, a TDM program that includes subsidized transit passes, vanpools, bicycling incentives, and a guaranteed ride home program, has greater potential to reduce vehicle trips than any one of those measures implemented by itself.

The importance and role of TDM in Alameda County and the need to develop a more comprehensive program has been articulated in the agency's planning documents for several years, and the CMP statute (California Government Code Section 65089 (b)(3)) requires a travel demand element that promotes alternative transportation methods. Recent planning documents that address TDM include the:

- 2012 Countywide Transportation Plan (CWTP)
- 2011 Transportation Demand Management and Parking Management Issue Paper (TDM Issue Paper)
- 2011 Countywide Transportation Plan/Transportation Expenditure Plan Briefing Book (CWTP/TEP Briefing Book)
- 2011 Congestion Management Program (CMP)
- Climate Action Plan inventory
- Performance Evaluation of the Alameda CTC Guaranteed Ride Home Program in recent years

This paper catalogs all the recommendations from these past plans and lays out a vision for how the Alameda CTC could move forward to meet these objectives. To determine the most appropriate roles and responsibilities for the agency, the paper inventories all of the Alameda CTC's current TDM efforts and other TDM efforts currently taking place in Alameda County (sponsored by jurisdictions, transit agencies, employers, etc.). The paper concludes with a set of

recommended strategies for an expanded Alameda CTC TDM program and an approach for phased implementation.

WHY NOW?

This is an opportune time to reconsider TDM in Alameda County. Alameda CTC just completed the 2012 Countywide Transportation Plan (CWTP) in June of 2012. For the first time, the CWTP had to respond to new policy mandates designed to promote sustainability and reduce carbon emissions, most notably California Assembly Bill 32 (AB 32) and Senate Bill 375 (SB 375) which mandate reductions in greenhouse gas emissions and vehicle miles traveled through strengthened linkages between transportation investment decisions and land use patterns. TDM and parking management were two of the core issue areas that were called out for further investigation in the implementation steps for this CWTP.

In addition, the Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD) are currently in the process of implementing a Regional Commute Benefit Ordinance (described later in this paper) that will apply to all Bay Area employers with 50 or more employees. This provides Alameda CTC with a timely opportunity to consider how the agency's efforts can support and complement this legislation.

WHAT IS TDM?

TDM and parking management seek to address transportation challenges, such as congestion and the need for adequate parking, with programs that manage travel demand. TDM measures seek to reduce demands on existing roadway and parking capacity using incentives and disincentives designed to influence travel choice. TDM has become more popular as supply-side solutions are increasingly criticized for creating additional congestion through "induced demand," exacerbating parking inefficiencies, and contributing to a number of other public health and social impacts related to driving.

As discussed below, research shows that TDM and parking management have had demonstrable success in influencing people's travel choices and behaviors, thereby reducing vehicle trips, congestion, and vehicle emissions while improving mobility, accessibility, and the efficiency of local and regional transportation networks. The most effective TDM programs include some form of financial incentive, either through pricing parking or subsidizing transit and other non-drive alone modes. Managing travel demand through TDM and/or parking management are also cost effective; by leveraging existing investments, these strategies complement existing investments in transit systems and other alternatives to driving.

Transportation demand management can be implemented by a wide range of organizations on multiple levels; specific strategies are appropriate for the region as a whole, the county and local jurisdictions, as well as individual employers or trip generators. Determining what TDM roles are the most appropriate for implementation at the countywide level is one of the most significant questions this paper seeks to address. Parking management, on the other hand, is generally implemented at the local level: parking codes are included in zoning ordinances, and parking

management occurs primarily on local streets and roads and in city-owned public parking garages. The range of potential TDM activities is outlined in Figure 1. These TDM strategies are discussed in much more detail in Chapter 10 of the TEP/CWTP Briefing Book, included as Appendix A.

Figure 1 Overview of Types of TDM and Parking Strategies

Categories of TDM	Specific Types of TDM Programs	Description	Primary Agency Responsible
Parking Management	Demand-responsive pricing of on-street spaces	Set on-street parking prices based on parking demand in area to achieve parking availability targets.	Cities
	"Unbundling" of parking costs from rents and leases	Separate the charge for leasing or buying a unit or square footage in residential or commercial buildings from charges for parking spaces.	Enabled or required by cities, must be brokered by private businesses or developments
	Reduced or eliminated minimum parking requirements	In areas that are well-served by transit and other alternatives to driving, allow developers to build residential and commercial buildings with fewer parking spaces or no parking.	Cities
	Use of new meter technologies to allow multiple forms of payment and dynamic pricing	Install parking meters that allow payment by credit card or phone, and that connect to a central system in real-time, allowing for remote programming and management of parking prices.	Cities
	District-based parking management	Manage parking supply in a defined area as a unified whole in order to better manage parking demand between different facilities to eliminate cruising for parking and improve the customer experience.	Cities
	Shared parking strategies	Facilitate the sharing of parking among multiple land uses that have complementary schedules (e.g. an office with greater demand during the day and restaurant with greater demand at night).	Enabled by cities, must be brokered by private businesses or developments
	Use of parking revenue to support other mobility/neighborhood programs	Dedicate meter revenue from designated area to uses such as mobility improvements, neighborhood or business improvement programs, potentially through the creation of a parking benefit district.	Cities
	Improved parking wayfinding signage	Install wayfinding signage to make parking easier to find. This can help to shift parking demand away from overfull spaces to underutilized areas and can help reduce local traffic impacts caused by searching for parking.	Cities

Categories of TDM	Specific Types of TDM Programs	Description	Primary Agency Responsible
Financial Incentives	Subsidized transit passes	Employers/developers provide discounted or free transit passes to employees/residents; transit agencies sell passes at reduced rates based on purchase of passes for all employees/residents regardless of transit use (e.g., universal pass programs).	Employers, housing developments or TMAs/Business Improvement Districts are the most common distributors of discounted transit passes; agreements are made with transit agencies. Cities sometimes include distribution of transit passes as a part of a development's conditions for approval or in zoning requirements.
	Pricing employee parking and/or parking cash-out programs	Charge employees for parking or, if parking is free, pay employees who do not drive the cash value of the parking space.	Employers are responsible, but parking cash-out can be mandated by cities, regions or states
	Commuter checks	Provide direct payment or pre-tax discounts to employees who commute to work by transit, biking, walking, carpool, or vanpool.	Employers
	Transit "fare free" zones	Transit agency provides free rides in designated zone.	Transit agencies, can be initiated/funded by cities, transportation management associations (TMAs), Business Districts
	Direct financial incentives to bike, walk, carpool or take transit	Provide a direct financial incentive to people who commute by bike, walk, carpool, vanpool, or take transit. Commute benefit programs that result in tax savings for employers and employees are the most typical.	Any organization, public or private;
Shared Vehicle Services	Ride sharing	Carpool to work instead of driving alone. Public agencies may encourage this by providing rideshare matching websites.	Any organization, public or private
	Shuttles	Operate a free or subsidized shuttle service to major employment centers or schools to reduce demand for driving and parking. Often financed wholly or in part by contributions from businesses along route.	Any organization, public or private
	Vanpools	Commute to work in a shared van with 7-15 people. Public agencies may facilitate vanpooling by providing rideshare matching websites and the van or other subsidies or incentives.	Any organization, public or private

Categories of TDM	Specific Types of TDM Programs	Description	Primary Agency Responsible
Safety Net	Guaranteed/Emergency Ride Home program	Provide a guaranteed ride home for people who do not drive to work alone to ensure they are not stranded if they need to go home in the middle of the day due to an emergency, or stay late for work unexpectedly.	Any organization, public or private
Alternative Commute Scheduling	Telecommuting	Employers allow employees to work one or more days from home in order to reduce the number of automobile trips to work.	Employers
	Compressed work weeks	Employers allow employees to compress their work week by working fewer but longer days. For example, instead of working 5, 8-hour days, an employee may work 4, 10-hour days.	Employers
Promotional Activities	Travel marketing programs	Promote awareness of alternative travel modes through campaigns.	Any organization, public or private
	Travel training	Promote awareness of alternative travel modes through training.	Any organization, public or private
	On-site transportation coordinators	Employers hire dedicated staff member to oversee TDM programs and/or provide one-on-one employee travel education/training.	Employers, housing developments
	Bike/ped maps, education, and promotion	Maps of safe biking/walking routes, educational classes on safe biking/walking, and promotional activities such as Bike to Work Day; usually provided by public agencies or non-profit organizations.	Any organization, public or private
Urban Form and Land Use	Compact, mixed use development and “park once” districts	Encourage development of districts that allow people to park just once if they drive to reach the district, and walk to destinations within the area once they are there.	Cities are responsible for zoning, land use planning, and development permissions
Trip Reduction Mandates	Trip reduction ordinances	Require employers in designated districts to meet specific targets for how many car trips are generated.	Cities
	TDM conditions of approval for new development	Require developers to implement TDM measures, such as transit passes, shuttle systems, or unbundled parking, in order to receive approval for new developments.	Cities can mandate TDM measures for new development

Categories of TDM	Specific Types of TDM Programs	Description	Primary Agency Responsible
Multi-Modal Infrastructure	Car sharing services	Private companies offer shared vehicles that are available for short-term rental. These services reduce the need for car ownership for people who only need a vehicle occasionally.	Private car sharing companies (non-profit and for-profit)
	Bicycle sharing services	Bicycles are available to members for short-term rental and can be returned at any bike share station. Bike share may be offered in city neighborhoods, near transit hubs, or at major employment centers.	Cities or private bicycle sharing companies (usually at invitation of a city)
	Enhanced transit service	Improve transit service to better serve potential riders and shift travel from driving trips.	Transit agencies, funded by cities, counties, TMAs, BIDs, regional agencies
	Secure bicycle parking	Offer secure bike parking to encourage travel by bicycle, especially at major transit hubs and employment centers and other areas where there is demand for long-term bike parking.	Cities, employers, housing developments, TMAs, transit agencies depending on ownership of right of way; counties and regional agencies can also purchase and facilitate installation of bicycle parking
	On-site bike/ped amenities (lockers, showers, etc.)	Employers offer on-site amenities that make it easier for people to bike or walk to work, by offering a place to store extra clothes and/or bicycles, shower, etc.	Employers, housing developments
	High Occupancy Vehicle/Toll (HOV/HOT) lanes	Implement a system of express lanes for high-occupancy vehicles, transit, and/or people who pay a toll. This provides a time savings to people who commute by modes other than driving alone.	Highway districts, often led by counties or regional agencies
	Preferential parking for carpools	Provide dedicated parking spaces for carpool users. These spaces should be the most desirable spaces.	Cities, transit agencies, employers, or any entity that owns a parking lot

BENEFITS/EFFECTIVENESS OF TDM

TDM and parking management have been shown to be highly effective tools in achieving the transportation vision, goals, and objectives stated in the CWTP and are required by state law as part of CMP; specifically, TDM strategies are aimed at reducing peak vehicle trips and reducing vehicle miles travelled, with related benefits of reducing congestion and carbon emissions, improving public health, and increasing mobility. The positive impacts of a comprehensive TDM program would be consistent with the agency's need to address statewide greenhouse gas reduction regulations (AB 32 and SB 375). The TDM Issue Paper prepared for the CWTP/TEP includes a detailed study of the benefits of TDM and parking management. This Issue Paper is included as Appendix B and a summary of those findings is included here.

TDM and parking management:

- **Reduce congestion and vehicle trips**: Numerous studies demonstrate the effectiveness of TDM and parking management strategies in reducing vehicle trips and VMT. Specific programs proven to reduce driving include: parking pricing, subsidized transit passes, parking cash-out, ridesharing, carsharing, and guaranteed ride home.
- **Increase transit use and reduce drive alone rates.**
- **Reduce emissions**: Reduce vehicle emissions from drivers who are circling looking for a parking space.
- **Produce quick results and longer-term impacts**: TDM programs have been shown to have immediate effects on travel behavior and mode choice, while implementation of parking reforms, such as dynamic pricing, can result in instantaneous changes to parking availability and local congestion related to "cruising" for parking. Many of the behavioral impacts result in long-term and systemic changes, including reductions in household vehicle ownership and travel behavior.
- **Are cost effective**: TDM strategies can be implemented quickly, leverage existing infrastructure investments (e.g. increasing use of transit system or HOV lane infrastructure), leverage resources of the private sector, provide an additional source of revenue for local jurisdictions to use on alternative modes, like bicycle, pedestrian or transit improvements.
- **Are politically viable**: Many people already participate in a TDM program; many public and private employers highlight their TDM efforts and commute benefits as a means to attract employees. (Parking management can be more politically challenging and should be managed carefully.)
- **Region-wide applicability and flexibility**: Core philosophies and methodologies behind each of the strategies remain the same, and can be tweaked or refined to meet the goals and objectives of different municipalities.
- **Pro-market**: Parking reforms can improve the efficiency of the regional economy and reduce the cost to build new housing and commercial developments, especially in transit-rich and walkable locations. Further, providing TDM incentives can be a tax break for employers, so these are mutually beneficial public-private opportunities.

EXISTING ALAMEDA CTC TDM PROGRAMS

The Alameda County Guaranteed Ride Home (GRH) Program is often thought of as the agency's sole or predominant TDM program; however, the agency supports several other TDM-related programs to meet the requirements of the CMP statue, such as bike and pedestrian safety, education, and promotional campaigns. The agency also provides critical funds to transit service and bicycle and pedestrian infrastructure throughout the county which is critical to supporting travel by alternative modes.

Guaranteed Ride Home

The Alameda County GRH program, administered by Alameda CTC with funding from BAAQMD, gives commuters an "insurance policy" against being stranded at work if they need to make an unscheduled return trip home. By providing the assurance that commuters can get home in an emergency, GRH removes one of the greatest barriers to choosing an alternative to driving alone, addressing concerns such as, "What if I need to get home because my child is sick or I have unscheduled overtime and miss my carpool ride home?" For employees, the availability of guaranteed rides home is an incentive to find an alternative to driving alone to work and thus avoid contributing to traffic.

The Alameda County GRH program has been in operation since April 1998. Over the last 15 years, the program has matured from a demonstration program with a handful of participating employers to a robust one with 5,104 registered employees and 282 active registered employers throughout Alameda County. Since it began, the GRH program has removed over 180,000 round trips per year by offering "insurance" of a ride home for registered employees when they have emergency needs that can't be met if they travel to work by an alternative mode. In 2012, registered employees in the GRH Program took 335,921 fewer trips to work in their cars in Alameda County. Of those employees, 51, less than one percent, needed to take an emergency trip home through the GRH program. By enabling commuters to feel more comfortable choosing non-drive alone modes, GRH has an impact that goes far beyond the number of trips provided. The reduced number of solo car trips to work from those registered in the program in 2012 resulted in a savings of an estimated nine million miles and a reduction of 3,300 tons of carbon dioxide emissions.

The Alameda County GRH program was developed to help reduce the number of single-occupant vehicles on the road and as a means of reducing traffic congestion and improving air quality. As such, the GRH program is designed to complement other programs that encourage individuals to travel by a means other than driving alone. The Alameda County GRH program is promoted in conjunction with the Safe Routes to Schools Program, Alameda County's *Ride, Stride, Arrive!* initiative and other bike and pedestrian promotions, described below.

Safe Routes to School

The Alameda County Safes Routes to School (SR2S) program was started by Alameda CTC in 2007 and is intended to reduce traffic congestion and promote health by working with educators,

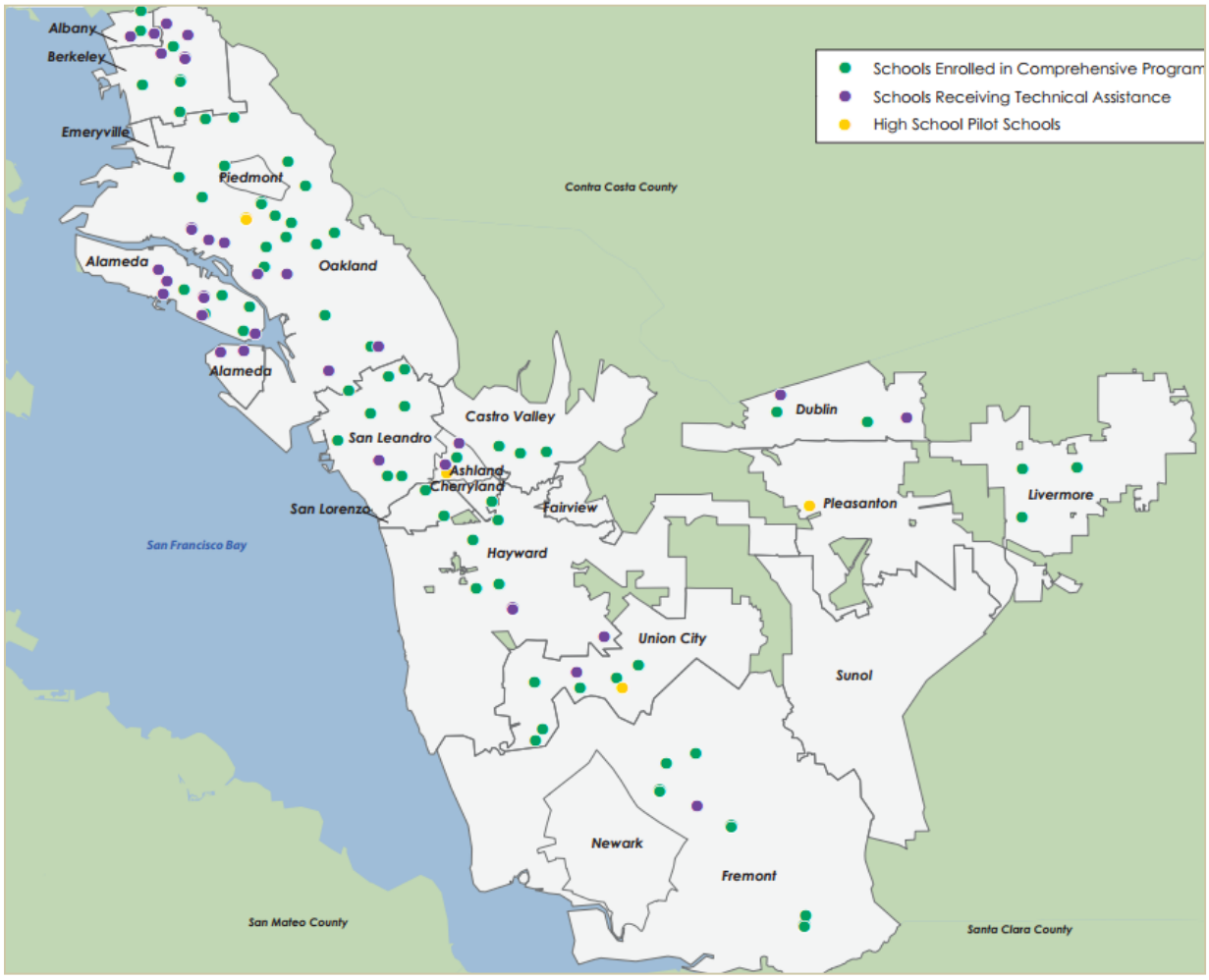
parents and students to increase walking, biking and carpooling to school[1]. The program, which is funded through a combination of Measure B and federal funds, is in place at over 100 schools (shown in Figure 2) with over 300 individual events in Alameda County. SR2S programs in Alameda County include:

- Walking schools buses and bike trains
- Monthly Walk & Roll to School Day events
- Annual International Walk and Bike to School Day events
- Annual Bike to School Day events
- Family cycling workshops
- Safety courses and educator guides on bike/pedestrian safety
- School walk audit events to identify safety issues around schools
- Carpool to school ride matching and promotional activities

The Alameda County SR2S program is currently focusing on strengthening its data collection efforts to determine whether schools participating in the program have reduced drive-to-school trips compared to other schools.

[1] Alameda County Safe Routes to Schools websites: http://www.alamedacountysr2s.org/; http://www.alamedactc.org/app_pages/view/8070

Figure 2 Schools Participating in Alameda County Safe Routes to Schools (2011-12)



Source: Alameda CTC

Walking and Biking Promotional Programs and Campaigns

Alameda CTC promotes active transportation modes through several related programs and advertising campaigns its funds. *Ride, Strive, Arrive*! is an umbrella program encompassing both the Step into Life walking campaign and the Ride into Life bike campaign. The Step into Life website provides information on walking routes, organized walks, and walking tools and tips. The Ride into Life website provides links to a wide range of existing bicycling information on the websites of Alameda County cities, 511.org's bicycle trip planner, and the East Bay Bicycle Coalition's website.

In addition to the Ride into Life website, Alameda CTC has also partnered with the East Bay Bicycle Coalition since 2008 to run Ride into Life advertisements in advance of the annual Bike to Work Day events to promote bicycling as a lifestyle. Ads appear on buses, bus shelters, street

poles, and in storefronts throughout Alameda County. In 2010 and in 2011, Alameda CTC provided $20,000 in funding for Bike to Work Day related promotions.

Alameda CTC conducted an evaluation of its Bike to Work Day advertising campaign in 2011. The evaluation included surveys of cyclists and non-cyclists, which found that 72% of Alameda County adult residents had heard of Bike to Work Day, and 2% participated in 2011.[2] About 16% of Bike to Work Day participants said they heard about the program through a poster or billboard. The most effective advertisements, according to those surveyed, was an image that suggests that bicycling could save money by avoiding gas costs. The evaluation found that providing support for employers to promote Bike to Work Day at the workplace was one of the most important recommendations for the future.

Figure 3 Ride into Life Advertisement

Source: Alameda CTC

[2] http://www.alamedactc.org/files/managed/Document/7235/BTWD_2011_Final_Report.pdf

Bike Safety and Education Classes

The East Bay Bicycle Coalition currently provides free bicycle safety classes in Alameda County with the financial support of Alameda CTC's Bicycle and Pedestrian Grant Program. Specialized classes are available with focuses on urban cycling, adults learning to ride, and families. By training cyclists to ride safely and comfortably, the program is intended to reduce vehicle trips in Alameda County. Since its inception in 2007, the program has trained over 5,300 adults and teenagers through its bicycle safety classes.[3]

Technical Assistance for Parking Management and TOD

The Alameda CTC, through its Transit Oriented Development Technical Assistance Program (TOD TAP), funds parking and TDM studies to assist local jurisdictions in reconsidering and improving their parking management policies. The agency has funded two parking studies, a shared parking study at MacArthur BART and a parking and stormwater study at Coliseum/Oakland Airport BART.

Other Investments

Although not technically TDM, one of the most important actions that the Alameda CTC takes to support travel by non-auto modes is investing in transit, bicycle and pedestrian facilities throughout Alameda County. Alameda CTC allocates tens of millions of dollars annually to support the operation and enhancement of transit services throughout Alameda County and millions to support provision of safe, accessible bicycle and pedestrian facilities. Making transit, bicycling and walking more convenient and safer in more places enables these modes to be viable alternatives for an increasing number of people in the county.

The Alameda CTC updated their Countywide Bicycle and Pedestrian Plans in 2012. These Plans identify the capital projects, programs and planning efforts needed through the year 2040 to make bicycling and walking in Alameda County safer, more convenient and more enjoyable. The plans also identify near term implementation actions that Alameda CTC will undertake in the next five years (2013–2017) to set the stage for implementing the plan's medium- and long-term efforts. These actions include funding key portions of the priority bicycle and pedestrian networks, providing technical tools and assistance to local agencies to implement bicycle and pedestrian programs/infrastructure and continuing to staff and fund countywide initiatives such as Safe Routes to Schools and promotion campaigns. Both plans will be updated within the next 4-5 years to identify the next phase of implementation actions.

The Alameda CTC is currently beginning the process of undertaking a Countywide Transit Plan and updating the county's Community Based Transportation Plans that will help the agency optimize investments in the transit system and identify any other actions the agency can take to improve transit service throughout the county.

---

[3] http://www.alamedactc.org/files/managed/Document/9381/A090025_CW_Bicycle_Safety_Education_Program_101612.pdf

PRIOR TDM RECOMMENDATIONS

Although the Alameda CTC does provide a range of TDM programs, these programs are not packaged or marketed as a unified TDM program and thus are often not seen as a comprehensive program. As a result, many existing planning documents have recommended that Alameda CTC expand and enhance their TDM offerings and/or develop a countywide TDM program. Recommendations from past plans are listed below, in chronological order by planning effort.

Key recommendations from recent Performance Evaluations of the Alameda CTC Guaranteed Ride Home Program were:

- Expand the GRH program into a comprehensive TDM program: "We recommend that the CMA expand the GRH program into a comprehensive TDM program. Of all the GRH programs we examined, the CMA program is the only one that is not operated as part of a comprehensive program that includes other TDM or commute alternative efforts. Expanding the program would allow the CMA to broaden the range of commute alternative services it provides to residents of Alameda County while fulfilling the Travel-Demand Management Element of its Congestion Management Program. It would also work toward meeting the objectives of AB 32 and SB 375, state legislative mandates to reduce emissions of greenhouse gases."
- Merge the Alameda County GRH program with other GRH programs in the Bay Area: We recommend that the CMA merge the Alameda County GRH program with programs in adjacent counties, such as the Contra Costa County program, which is operated by 511 Contra Costa."

The Alameda CTC 2011 Congestion Management Program, Chapter 10: Conclusions and Implementation Issues, identifies the following issues related to TDM as requiring further Alameda CTC action:

- Congestion Pricing Strategies: "off-peak transit fare discounts; parking ticket surcharge by the Alameda County jurisdictions, with revenues devoted to transit; and parking pricing in Berkeley."
- Parking Standards and Policies: "Parking for automobiles is a significant but under-recognized factor in the relationship between land use and transportation. With the support of local jurisdictions, the Alameda CTC plans to explore and review parking policies and standards as a way to develop parking management strategies as a land use tool for local jurisdictions to promote alternative modes and reduce greenhouse gases."

The 2012 Countywide Transportation Plan/Transportation Expenditure Plan Briefing Book includes the following ideas for incentivizing parking reforms at the local level:

- Provide planning grants to cities to assist them with the management of parking. Grants could fund any of the following: development of residential or commercial parking permit districts, reform of outdated parking requirements, data collection required to implement parking reforms, assistance establishing and/or enforcing parking cash-out requirements and other transportation demand management ordinances.

- Provide funding to local entities for new the acquisition and installation of new parking technologies (e.g. parking meters for curb parking or parking access and revenue control systems for off-street lots, license plate recognition systems, parking stall occupancy sensors, handheld enforcements).
- Provide matching funds to cities that raise parking revenues by increasing curb parking rates, off-street rates, and/or enacting parking taxes. For example, providing cities with one dollar in regional funding for every one dollar in new local parking revenue that they raise would encourage cities to reduce existing parking subsidies and/or to enact parking taxes.
- Fund training programs, technical assistance and symposia on best practices in reducing traffic and greenhouse gas emissions by reforming parking policies and practices.

The 2011 TDM Issue Paper, developed in support of the Transportation Expenditure Plan and CWTP, recommended the following (paraphrased):

- Provide dedicated funding to the Guaranteed Ride Home (GRH) program, the Alameda CTC's primary TDM program.
- Expand the Alameda County GRH program into a comprehensive countywide TDM program. A sample of potential TDM measures that the Alameda CTC could fund include additional ridematching services, subsidized transit passes, bicycle infrastructure at work places, and additional marketing and promotion.
- Develop Countywide TDM and parking management guidelines: This could be a set of regional advisory statements or "best practices" that local jurisdictions could refer to as they move forward with developing their own TDM or parking management policies and programs, or regional "guidelines" could also be tied to regional funding allocations to ensure that local jurisdictions follow them and meet certain targets.
- Create a robust technical assistance program, including an information clearinghouse and TDM and parking management grant programs.
- Initiate a TDM and/or parking certification program that could recognize communities and individual employers and developers who lead the way forward as the first to implement policy and program reforms.

The 2012 Countywide Transportation Plan, Chapter 7 on Next Steps, recommends:

- "TDM and parking management are key tactics to meet the requirements of SB 375, as they are an ideal complement to land use strategies that reduce greenhouse gases and vehicle miles traveled. The Alameda CTC could expand TDM program implementation through creation of a transportation demand management plan and/or a parking management plan for the county."

To evaluate these many recommendations and determine how Alameda CTC's TDM program should expand, the Alameda CTC must first consider what TDM programs are already offered in the County by other entities. Following is an inventory of TDM programs offered throughout Alameda County.

ALAMEDA COUNTY TDM PROGRAM INVENTORY

Taken as a whole, Alameda County has a quite robust offering of TDM programs. There are many TDM and parking management programs and policies in place provided by a range of types of organizations/agencies, including:

- State of California
- Regional agencies
- Counties
- Cities
- Transit agencies
- Employers
- Housing developments
- Transportation Management Associations (TMAs)[4]
- Non-profit organizations

Considered together, these existing programs provide a strong foundation for the Alameda CTC to build upon as it evaluates opportunities for greater coordination and new partnerships with cities and employers in the future.

STATE AND REGIONAL PROGRAMS

There are a range of existing programs at the state and regional level that impact travel demand in Alameda County. The following section details several of the most important programs.

State Parking Cash-Out Law

California state law requires that certain employers with more than 50 employees who provide subsidized parking for their employees also offer a cash allowance in lieu of a parking space.[5] This law is intended to provide an incentive for employees to take transit, bike, walk, or carpool to work. A 2009 study by UCLA urban planning professor Donald Shoup evaluated eight case studies of employers who complied with the requirement. After providing the parking cash out, solo driving to work at these employers fell by 17 percent; carpooling increased by 64 percent;

[4] Transportation Management Associations are usually groups of businesses that unite under a single umbrella organization (often non-profit) to cooperate with local businesses and public agencies to enhance access and mobility within and in the vicinity of certain defined geographic boundaries. Activities often include advocacy and outreach; serving as liaison between government departments, transit agencies, and employers (often their major funders); providing direct transit services in the form of shuttles; and other TDM strategies such as ride-share matching, transit subsidies, and transit information, including sales of passes. Environmental benefits and promoting and enhancing economic vitality are also often important goals, as are helping local jurisdictions and businesses comply with regulatory requirements, such as air quality standards and trip reduction goals.

[5] State Parking Cash-out law: http://www.arb.ca.gov/planning/tsag/cashout/cashout.htm

transit ridership increased by 50 percent; walking and biking increased by 33 percent; and commuter parking demand fell by 11 percent.[6]

Alameda CTC conducted its own parking cash out pilot in the late 1990s to study the effectiveness of financial incentives on use of alternative modes. Four jurisdictions participated in the program: Alameda County and the cities of Albany, Oakland and Pleasanton. Each jurisdiction offered a different type of financial incentive in lieu of providing parking, including $1.50-$2.00 per day, $1.25 per trip and $40 in commuter check benefits. In general, the pilot showed that financial incentives alone resulted in significant jumps in participation in the parking cash out program (i.e., commuting by non-drive alone modes). In cities that did not have an existing incentive, participation jumped from 3-5% of program participants to 19-23%. The introduction of a financial incentive proved to be more important than the exact amount, illustrated by the fact that introduction of a new financial incentive proved far more successful at increasing commuting by alternative modes than increasing an existing parking cash out amount (Pleasanton). The pilot also illustrated that the effectiveness of incentives was directly related to transit accessibility.

Alameda County may be able to increase the effectiveness of this law locally by promoting awareness of it among eligible employers and employees in the County.

Regional Commute Benefit Program (SB 1339)

The Metropolitan Transportation Commission (MTC) and the Bay Area Air Quality Management District (BAAQMD) are currently in the process of implementing a commuter benefits pilot program that will apply to all Bay Area employers with 50 or more employees. Once implemented, the ordinance will require employers to offer one of four commuter benefits options, each of which is intended to reduce vehicle miles traveled and employee commute costs. The options that employers may offer employees include:

- Pay for transit, vanpooling or bicycling expenses with pre-tax dollars, as allowed by federal law
- A transit or vanpool subsidy of at least $75 per month
- A free shuttle or vanpool operated by or for the employer
- An alternate option proposed by the employer and approved by MTC or BAAQMD

According to MTC, in Bay Area cities that have already implemented a commuter benefits ordinance, such as San Francisco, most employers have chosen the pretax option due to its minimal costs.

After four years, BAAQMD and MTC will report to the state legislature on the results of the program, including its impacts on vehicle miles traveled and greenhouse gas reductions. Promoting awareness of the program may be an important role for Alameda County in the program's implementation.

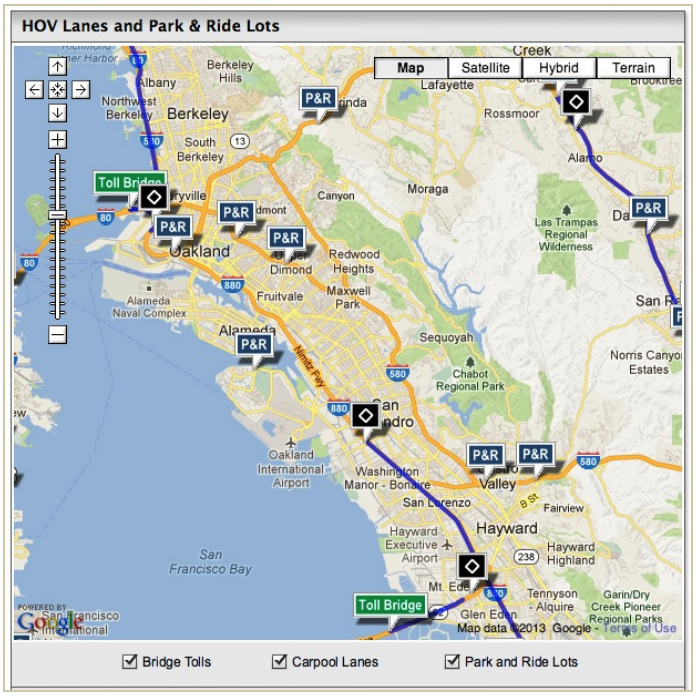
---

[6] Source: http://www.arb.ca.gov/research/single-project.php?row_id=55468

511 Regional Rideshare Program

MTC's 511 Regional Rideshare Program offers an online tool for commuters to find rideshare matches through its transportation information website, 511.org. Ridesharing can reduce vehicle trips and offer an affordable and flexible option to travelers in areas that are not well served by transit, or where transit service is very crowded, such as the BART Transbay Tube corridor from Alameda County into San Francisco. Ridesharing is the top alternative to driving alone both nationally and in the Bay Area, where carpooling has a mode share of 11%[7].

Figure 4 MTC 511.org Rideshare Website



Traditionally, ridesharing occurs informally among neighbors and coworkers. MTC's website is designed to expand the range of potential carpoolers and facilitate coordination between people with similar commutes who would not otherwise be aware of each other. Commuters who are interested in finding a carpool ride match sign up through the 511.org site, providing basic information about their trip patterns, vehicle availability, and work schedule, and are then connected with potential carpools that match their needs. MTC encourages users of the site to log their commutes, offering an incentive program with prizes of up to $500 for keeping track of carpool trips.

In addition to offering travelers assistance with carpool ride matching, MTC's rideshare program also includes a network of free park-and-ride lots where carpools can meet. Within Alameda County, MTC lists 15 park-and-ride lots, with 2,434 total spaces. The rideshare website also

[7] http://ridesharinginstitute.org/sites/ridesharinginstitute.org/files/Susan%20Heinrich%20slides.pdf

emphasizes the travel time advantages of using the Bay Area's extensive network of carpool lanes, shown in Figure 5.

Figure 5 Express Lanes for Carpools in the Bay Area

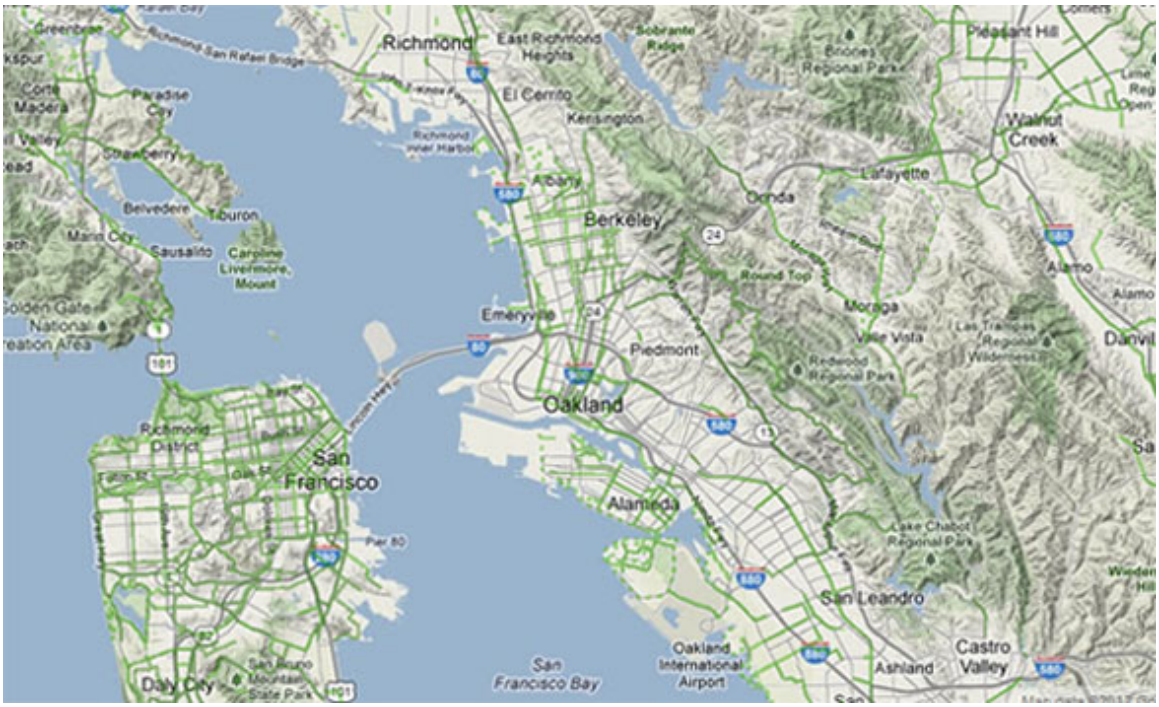
Source: MTC

511 Regional Bike and Transit Trip Planners

511 also offers a transit trip planner that provides point-to-point transit directions and real-time arrival information for all the Bay Area's transit agencies. The site also offers a regional bike mapper, illustrated in Figure 6 below. The Bike mapper provides turn-by-turn biking directions along the shortest and/or flattest route.

The 511 Bicycling page also provides information on safety, Bike to Work Day, taking bikes on transit, bicycle access on bridges and bicycle parking options. The transit pages also provide resources, important transit alerts and other critical information for transit riders.

Figure 6 511 Bike Mapper



Casual Carpool

Casual carpooling is a phenomenon that involves carpools forming in the East Bay (largely in Alameda County) between strangers to travel across the Bay Bridge to downtown San Francisco. There are 24 pick-up locations in communities throughout the East Bay[8] where lines of riders and drivers meet for three-person carpools to share a ride across the Bay Bridge to Fremont Street and Howard Street in downtown San Francisco, at the edge of the financial district. There are two primary incentives at work for drivers: 1) carpool drivers can take advantage of a free-flowing

[8] SF Casual Carpool locations: http://www.ridenow.org/carpool/#locations; Casual Carpool website (MTC): http://rideshare.511.org/carpool/casual_carpool.aspx; Private casual carpool website: http://www.sfcasualcarpool.com/.

carpool lane (for vehicles with 3+ occupants) through the Bay Bridge toll plaza and metering lights that can save 20-35 minutes depending on congestion levels; and 2) carpools get a discounted toll which saves them $3.50 (carpool toll is $2.50 compared to the standard $6.00 peak-hour toll). To utilize the system, a driver has to be enrolled in FasTrak electronic tolling. This is an ad hoc, self-governing activity that is not formally supported by any public agency, but facilitates carpooling by hundreds of commuters every day travelling between the East Bay and San Francisco.

Carsharing

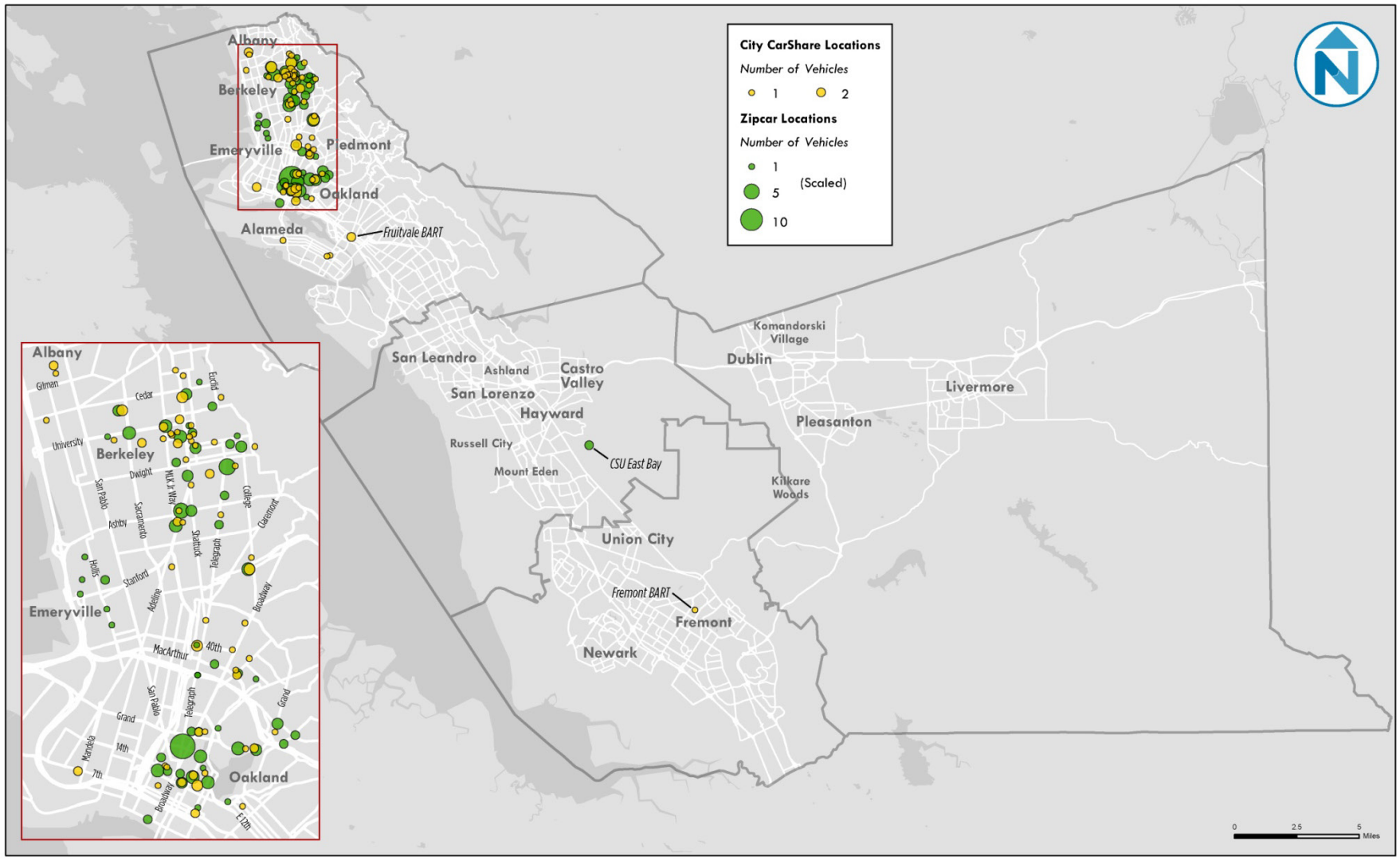
Carshare services can help to reduce vehicle miles traveled by providing an alternative to automobile ownership for people who only need a vehicle occasionally. These services allow members to easily rent vehicles for short periods of time through a website or on a mobile app, and are unlocked using an RFID-enabled smartcard. Cars are parked in pods, most often located in off-street parking areas, where members pick the car up and return it at the end of their reservation. Carsharing is operated by private companies or non-profit organizations, but city and county governments can aid its expansion by facilitating parking spaces for carsharing in public garages, on-street, or as a requirement for new private buildings.

Because members typically access the cars on foot or by transit, carsharing services are generally most effective in denser urban areas and near college campuses, where carshare demand is highly concentrated. Zipcar and City CarShare, the two major carsharing services in Alameda County, both offer a large number of carshare pods in the denser areas of Oakland, Berkeley, and Emeryville. There are a limited number of pods at particular locations in Alameda, Albany, Fremont, and Hayward such as Cal State East Bay and Fremont BART. Carsharing has not yet been established in any communities in eastern Alameda County. The location of City Carshare and Zipcar “pods” in Alameda County are illustrated in Figure 7.

By meeting the need for occasional car access among occasional drivers, such as residents of denser neighborhoods and students, carsharing can reduce vehicle ownership. This in turn can reduce the amount of space dedicated to storing vehicles, and shift driving trips to sustainable modes.

Some cities and employers also use carsharing to replace their fleet vehicles and to alleviate employees’ needs to drive their personal cars to work because they need to use them for work-related travel. If employees are able to take transit, rideshare, bike, or walk to work on the days that they need to use a car for work-related travel (and then use a carshare vehicle for their work trip during the day), then both the need for parking at the employees’ work site and vehicle miles traveled can be reduced.

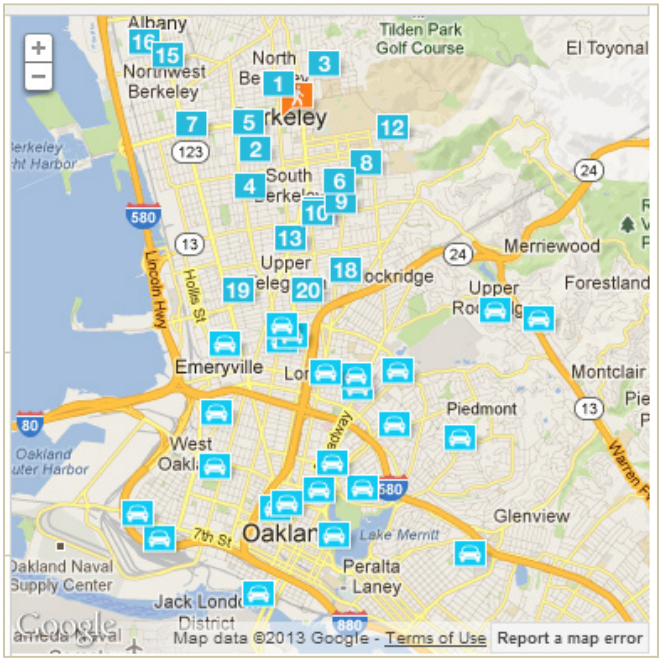
Figure 7 City Carshare and Zipcar Pods



Peer-to-Peer Charsharing

In addition to traditional carsharing services, a new set of services called peer-to-peer carsharing is now emerging, which allows members to rent vehicles directly from other members of the service. Peer-to-peer carsharing has similar benefits to traditional carsharing in terms of reducing vehicle trips and vehicle ownership, but takes advantage of the existing private vehicle fleet among members, an untapped resource that sits dormant for most of the day. Services like RelayRides already have expanded into Alameda County, with dozens of cars available for rent, as shown in Figure 8.

Figure 8 Peer-to-Peer Carshare Vehicles Available in Alameda County through RelayRides



Source: RelayRides, March 2013

BAAQMD Spare the Air Resource Program

The Bay Area Air Quality Management District (BAAQMD) established their Spare the Air Program in 1991 to improve air quality in the Bay Area. Spare the Air engages in education and promotions to encourage changes in behavior that will reduce pollution. They provide "Air Alerts" in advance when air quality is forecast to be unhealthy and encourage people to alter their behavior on these days in order to prevent unhealthy air quality. They work directly with employers by providing tools and resources to educate employees on reducing pollution.

As part of this program, they have established local "resource teams" composed of local residents, civic groups, agencies, businesses, and environmental organizations that work together regularly to plan educational activities and programs that reduce air pollution in their communities. There are two resource teams in Alameda County, and the efforts of each are described below.

Southern Alameda Resource Team[9]

In 2012 the Southern Alameda Resource Team focused its efforts on shuttle systems and anti-idling campaigns. These campaigns utilized banners, information packets, stickers, and competitions to educate people on idling. The Team also provided incentives to encourage participation in the Safe Routes to Schools alternative commuting competition, offering gift cards to teachers of winning classrooms to use for classroom supplies. Past efforts have included vanpool incentives, commute solutions workshops, and other activities.

Tri-Valley Resource Team[10]

In 2012 the Tri-Valley Resource Team focused its efforts on an employer commute campaign called "Extreme Makeover: Commute Edition." Employers in San Ramon, Dublin, Pleasanton, and Livermore were eligible to receive a review of their current commute programs, further development of a new or existing program to increase participation, and incentives to encourage program participation.

CITY PROGRAMS

Overview

Cities across Alameda County have adopted plans and programs addressing TDM and bicycle/pedestrian goals. Every city in Alameda County has adopted a Climate Action Plan, as has the County for its government operations and for unincorporated portions of the County.

TDM and Parking Programs

Nearly every city in Alameda County has some type of TDM program and/or has re-considered their parking management strategies at the city or neighborhood level. These policies generally

---

[9] The main point of contact for this team is Stephanie Anderson, at (510) 763-2500 or sanderson@communityfocus.org. Member Organizations include: AC Transit, City of Hayward, City of Fremont, City of Newark, City of Union City, Enterprise Rideshare, 511 Regional Rideshare Program, Fremont Chamber of Commerce, Fremont Unified School District, Hayward Unified School District, Kaiser Permanente, New Haven Unified School District, Newark Unified School District, Supervisor Nadia Lockyer's Office, Supervisor Scott Haggerty's Office, TransForm - Safe Routes to Schools. Website: http://sparetheair.org/Get-Involved/Your-Community/Resource-Teams/Southern-Alameda.aspx.

[10] The main point of contact for this team is also Stephanie Anderson (her contact information is listed above). Member organizations include: City of Dublin, Hacienda Business Park, City of Livermore, Office of Supervisor Scott Haggerty, City of Pleasanton, 511 Contra Costa, City of San Ramon, Safeway, Enterprise Rideshare, AlternetWays Company, 511 Regional Rideshare, Wheels, Direct Energy, Office of Senator Ellen Corbett, Office of Congressman Jerry McNerney, Safe Routes to Schools/Transform. Website: http://sparetheair.org/Get-Involved/Your-Community/Resource-Teams/Tri-Valley.aspx

include adopting TDM policies or parking management plans, requiring TDM measures as a condition of approval for new developments, working with major employers to establish programs such as employee/shopper shuttles at major employment centers, and adopting approaches to parking that support transit-oriented development near BART stations.

A selection of examples is provided below (employer and TMA provided shuttles are described separately). There are more efforts that have been undertaken or are currently underway that are not described here. A more comprehensive TDM survey will be conducted to ensure Alameda CTC has a full understanding of the range of TDM programs offered by jurisdictions throughout the county.

- The City of Berkeley's Downtown Parking & Transportation Demand Program seeks to manage parking demand through pricing, providing better information about public and private parking facilities, development of shared parking facilities agreements between different uses, and through a policy of only paying for parking facilities using parking revenue. Berkeley also has extensive TDM programs both for city employees and for private companies in the city. The City of Berkeley Model TDM Employer program provides free AC Transit passes to city employees for trips to work, and TDM requirements are often included as conditions of approval for develop projects in downtown. The city recently updated its zoning code in conjunction with its recently adopted Downtown Area Plan to require that new development implement a number of TDM measures.
- The City of Emeryville has taken an active approach to TDM and parking management as well, adopting a Sustainable Transportation Plan in 2012 that includes many of the TDM measures described in this report. The City is also evaluating parking management approaches for the Hollis Area that are intended to increase the availability of parking spaces for short-term parkers.
- The City of Alameda is also developing a citywide TDM plan which recommends a range of TDM measures, including establishing a Transportation Management Agency in the city. Alameda already allows for optional in-lieu parking fees for developments, which are used to pay for transit and bicycling improvements. These may require employers to purchase AC Transit passes for employees or bike racks as part of entitlements.
- The City of Oakland has adopted a citywide policy framework for parking management in its commercial districts, and is in the process of developing specific parking management plans for each district. For example, the Temescal Parking Policies and Management Plan was developed pursuant to this policy in 2012, and incorporates many parking management recommendations, including variable rate pricing and better parking wayfinding signage.
- The City of Hayward is currently engaged in a TDM study to determine the most cost-effective parking and transportation strategies to support transit-oriented development.
- The City of Union City has begun moving towards more urban, transit-oriented strategies for parking management around its BART station. Union City may reduce parking requirements for projects near the station, contingent on developments having a TDM program that could include transit incentives, carsharing, and bike parking. The City has

also installed its first parking meters around the Union City BART station both on-street and in municipal lots near the station.

- The City of Fremont just adopted a Downtown Community Plan that includes revised off-street parking standards, including shared parking, and general recommendations on TDM. They are currently undertaking a City Center Precise Plan and Form Based Code for their downtown area, including the Downtown Community Plan area as well as other areas extending west and east to the Fremont BART station. This Plan will also have revised parking standards and TDM recommendations. They have a TOD overlay district that applies to all rail station areas in the city that has TOD-specific parking standards and required bike parking for all new development.
- The City of Pleasanton has implemented TDM measures both for city employees and for employers at the Hacienda Business Park. The City's parking cash-out program, "pRide," reimburses city employees $2 a day for using travel modes other than a single-occupant vehicle. Pleasanton has also proactively managed travel demand at the Hacienda Business Park through the Hacienda Business Park Trip Reduction Ordinance (TRO). This ordinance applies to all employers in the zone, and establishes a performance standard for peak hour drive alone commute trips with a threshold of 55% or less of daytime workers driving alone. Employers must meet this target within three years using any measures they choose. At a minimum, employers must name a transportation coordinator, establish a traffic mitigation program, and conduct an annual survey of employees' commute patterns.
- The City of Dublin has included provisions for shared parking and reductions in minimum parking requirements for TOD and senior housing as well as other multi-modal enhancements in their recent Downtown Dublin and Eastern Dublin Specific Plans. They are beginning to consider other TDM strategies for Priority Development Areas around BART stations to encourage access to BART by non-auto modes, but no formal plans have been initiated to date.
- The City of Livermore Downtown Specific Plan includes provisions for shared parking in Downtown, reduced parking for multi-family residential, parking in-lieu fees when public parking is available, and other TDM programs. Trip reduction agreements have been reached with some new business park developments as well.
- The City of Newark has considered TOD friendly parking considerations in their planning for the Dumbarton TOD Priority Development Area.

Business associations at several other employment centers in Alameda County operate shuttles that are funded by businesses and local and regional agencies. These are listed in a separate section later in this report.

Bicycle and Pedestrian Programs

Recognizing that bicycle and pedestrian facilities are an important part of managing transportation demand, many cities and agencies in Alameda County already have extensive bicycle/pedestrian programs. Figure 9 summarizes the existing bicycle and pedestrian plans and maps that cities and agencies in Alameda County have developed.

Figure 9 Existing Bicycle and Pedestrian Plans and Maps in Alameda County

City/Agency	Pedestrian Master Plan	Bike Master Plan	Maps
North County			
Albany	Yes	Yes	Bike map
Alameda	Yes	Yes	Combined walking and biking map through BikeAlameda
Berkeley	Yes	Yes	Combined walking and biking map
Emeryville	Yes	Yes	Bike map includes locations of public art
Oakland	Yes	Yes	Separate walking and biking maps
Piedmont	Under development	Under development	None
Central County			
San Leandro	Yes	Yes	Bike map
Hayward	Under development	Yes (2007)	None
South County			
Fremont	Yes	Yes	Bike map
Newark	Under development	Under development	None
Union City	Yes	Yes	None
East County			
Dublin	Under development	Yes	Combined bike and trails map
Livermore	No	Yes (2001)	Bike map
Pleasanton	Yes	Yes	Combined bike and trails map
Other Entities			
AC Transit	No	Yes (2009 bike parking study)	N/A
BART	No	Yes	N /A
LAVTA	No	No	N/A
Alameda County	Yes	Yes	No

TRANSIT AGENCY PROGRAMS

Transit agencies by the nature of their mission provide a critical alternative to driving, but many transit agencies further contribute to reducing automobile trips by facilitating access to stations or bus stops by foot or bicycle or providing programs that encourage people to use transit more

often. In Alameda County, several transit agencies have programs to improve non-motorized station access and increase ridership.

AC Transit

AC Transit, which provides bus service throughout Alameda County, offers a bulk discount pass program to employers, colleges, and large residential developments called Easy Pass.[11] Additionally, AC Transit conducted a bike parking study in 2009 to improve integration of bikes and transit.

BART

BART, the Bay Area's largest regional rail service, released a bicycle plan in 2012 that will increase the amount of bike parking available at stations, improve biking access on streets near BART stations, and improve circulation for passengers with bicycles in BART stations. Bicycle lockers are provided at a number of BART stations and operated through BikeLink.[12] BART implemented a pilot program to increase bike access to trains in early 2013 through a pilot program to allow bikes on board during peak hours. BART has also encouraged non-motorized access to its stations through partnerships with municipalities to develop transit-oriented districts around many of its stations.

To inform the redevelopment of its station areas, BART developed an *Access Methodology* in 2005 that provides a decision making framework to determine the most cost-effective mix of TOD, access improvements, and replacement parking for each station site. This set the stage for the new approach to station parking and development by establishing a hierarchy of station access modes that clearly prioritized non-motorized options and transit ahead of auto access and parking. In addition, since 2005, BART has charged daily/monthly parking fees at all of its park-and-ride lots; demand-based criteria are used to set these rates.

ACE

Altamont Commuter Express (ACE) offers a limited Emergency Ride Home program for its riders that provides emergency rides home from a rider's destination station back to their station of origin on a case-by-case emergency-only basis (via trains, buses, shuttles or taxi). This program is available only for 20-trip and monthly ticket holders.[13]

Other Transit Agencies

The other transit agencies in Alameda County do not have specific TDM or bike parking programs, but most agencies accommodate bicycles on their vehicles.

---

[11] AC Transit Easy Pass website: www.actransit.org/easypass

[12] BART bike guide, including list of bike locker locations: http://bart.gov/guide/bikes/index.aspx; Bike Link website: http://www.bikelink.org/

[13] ACE Emergency Ride Home website: http://www.acerail.com/RidingACE/TrainSchedules/EmergencyRideProgram.aspx

PRIVATE AND EMPLOYER TDM PROGRAMS

The following employers and campuses in Alameda County provide free shuttles for their employees:[14]

- University of California Berkeley "Bear Transit" (UC Berkeley also participates in the AC Transit Easy Pass program for students and faculty/staff, and has its own campus TDM and parking management plan)
- Lawrence Berkeley National Laboratory
- Alta Bates Summit Medical Center
- Kaiser Oakland Medical Center
- CSU East Bay
- Mills College
- Heald College

Alameda County also has a number of Transportation Management Associations/Organizations (TMAs/TMOs) or similar business associations/districts that fund shuttles and other commute programs. They include:

- **Emeryville TMA** is a non-profit organization funded through Business Improvement District fees paid by all commercial and industrial property owners in the city. The Emeryville TMA funds the **Emery Go-Round shuttle**, a free service which runs from the MacArthur BART station along two routes serving the Amtrak station, Bay Street and major employers in Emeryville. The TMA also provides: information and referral services, coordination with local and regional government and transit agencies, the Alameda CTC GRH program, and car-sharing spaces.
- **Hacienda Business Park**, in Pleasanton, offers a "Commute Solutions" program that offers a comprehensive suite of commute services to encourage commuting by non-drive alone modes. Their program includes:[15]
  - Free Wheels ECO Pass: The park provides a free bus pass to all employees that allows them to ride the local Wheels bus service (provided by LAVTA) seven days a week. This pass program is also available to residents of four residential communities located at Hacienda. In addition to their services operating throughout the Tri-Valley area, Wheels provides direct shuttle services to and from Hacienda that are timed to meet ACE and BART train arrivals during peak commute hours and an I-680 Express bus service to Pleasant Hill/Walnut Creek. Wheels also provides off-peak shuttle services to and from BART and other locations in the Tri-Valley.
  - New Rider Program: Hacienda partners with all the regional transit providers to offer free rides for new transit riders. Employees can get free rides on BART, ACE, County Connection, SJRTD and AC Transit.

[14] For more information, see the Transit Chapter of the CWTP Briefing Book, pages 5-12 and 5-13: http://www.alamedactc.org/files/managed/Document/10616/Appendix_B-Briefing_Book.pdf

[15] Hacienda Business Park Commute Solutions website: http://www.hacienda.org/tenants/tenants_commute.html; LAVTA pass programs: http://www.lavta.org/index.aspx?page=53.

  - Carpool/Vanpool: Hacienda partners with 511 to facilitate carpooling and vanpooling and offers preferential parking for carpools and vanpools.
  - Bike and Pedestrian Friendly Design and Mixed Use Development: Hacienda includes housing on-site which allows people to shorten their commutes, and their design guidelines require bike parking. The business park includes bike-friendly streets and sidewalks throughout.
  - Education and Commute Planning Assistance and GRH: The Hacienda website provides information on all the transit providers that serve the Tri-Valley as well as a transit trip planner (that maps trips through the 511 transit trip planner). The website also provides links to commute assistance programs in surrounding counties, including Contra Costa, San Joaquin, Stanislaus, San Mateo, Napa and Solano, the Commuter Choice tax benefit and other regional commute assistance services. Hacienda also participates in Alameda CTC's GRH program.
- **San Leandro Transportation Management Organization** funds the **San Leandro LINKS shuttle** which is a free shuttle serving West San Leandro funded through a Business Improvement District tax and a variety of other public sources.
- **Berkeley Gateway TMA** funds the **West Berkeley shuttle** that provides free service from the Ashby BART station to major employment centers in West Berkeley. The shuttle service is operated under a partnership with the Emeryville TMA.
- The **Broadway "B Line"** is a free shuttle that operates between Jack London Square and the Uptown/Lake Merritt districts of Oakland. It is funded through a public-private partnership between City of Oakland, business associations throughout the areas that are served and a BAAQMD grant; it is operated by AC Transit.
- **Bishop Ranch Office Park**, located in the San Ramon valley in Contra Costa County provides 9 free shuttle routes for employees, four of which serve Dublin/Pleasanton BART and the Pleasanton ACE station, along with a variety of other commute services for employees.[16]

Other employer TDM programs likely exist, however a comprehensive employer TDM survey is outside the scope of this paper. A more comprehensive TDM survey will be conducted to ensure Alameda CTC has a full understanding of the range of TDM programs offered throughout the county.

Best Workplaces for Commuters (BWC)

One resource available to employers is the Best Workplaces for Commuters (BWC) program. This is a membership program that recognizes employers that meet the National Standard of Excellence in commuter benefits. This standard was created by the National Center for Transit Research (NCTR) and the US Environmental Protection Agency (EPA).

In order to be eligible, an employer has to provide:

[16] Bishop Ranch Transportation Services: http://www.bishopranch.com/tenant-services/transportation.

- One (1) primary benefit, such as employer-paid tax-free transit or vanpool passes, teleworking, or parking cash-out
- Three (3) secondary benefits, such as shuttles between transit stations and worksites, ridesharing or carpool matching, preferred or reduce-cost parking for carpools and vanpools, and compressed work schedules
- Access to an Emergency Ride Home, which provides participants with a ride at little/no cost if they need emergency transport home
- Commitment that within 18 months of acceptance into the program at least 14% of employees will not be driving alone to work
- Active promotion of commuter benefits to employees
- Active promotion of the BWC designation, name and logo through employer public media
- A central contact in charge of commuter benefits
- A central location for information on commuter benefits
- Annual membership fee of $230

In return, this program provides public recognition, technical assistance, training, web-based tools, and discussion forums for participating employers. These web-based tools include recorded web conference streams and impact calculators for financial, environmental, and traffic improvements associated with commuter benefits.[17]

There are two workplaces in Alameda County that meet the National Standard of Excellence and are on the Best Workplaces for Commuters' list:

- Hacienda Business Park (Pleasanton)
- 511 Rideshare (Oakland)

NON-GOVERNMENTAL ORGANIZATIONS

The following organizations provide transportation advocacy and bike education programs in Alameda County:

- East Bay Bicycle Coalition (EBBC)
- Walk Oakland Bike Oakland (WOBO)
- BikeAlameda
- Albany Strollers and Rollers
- TransForm
- Various recreational bicycle riding, racing and touring groups

[17] Best Workplaces for Commuters website: http://www.bestworkplaces.org/

EXPANDING ALAMEDA CTC'S TDM PROGRAM

In considering what makes most sense for an expanded TDM role for the Alameda CTC, there are few key considerations:

- **Alameda CTC must ensure that it is not duplicating services already being offered**. As is illustrated in the TDM inventory above, there is a broad range of existing TDM programs in Alameda County. Many cities already have TDM and parking management programs; a number of employers, TMAs and other institutions provide shuttles; BART provides secure bicycle parking; and AC Transit offers a discounted bulk transit pass program. In particular, many of the efforts that are commonly offered at the county level (beyond GRH), such as ride sharing and vanpool resources, are already provided by MTC.
- **Alameda CTC's ability to impose TDM requirements is limited as are local resources to comply with new requirements. Consequently, countywide TDM strategies should emphasize a voluntary approach to implementation**. CMAs do not have the authority to impose TDM requirements in the same way that cities or TMAs do. Alameda CTC's primary authority is the "power of the purse string" as it can impose conditions and performance objectives on projects funded through Measure B and some regional funds. The agency does have some limited leverage to impose requirements on cities and new developments through the Congestion Management Program and LOS monitoring program. There is a limit to the number of requirements/conditions that can be attached to funding, and Alameda CTC does not want to overburden local jurisdictions when they have limited resources. These constraints are reflected in the current Alameda CTC programs which are focused on providing value-added incentives like GRH, bike promotion, and technical assistance rather than imposing new requirements.
- **Many TDM programs are simply more appropriate and effective to provide at the local level**. Typically, parking policies are set by individual jurisdictions under their land use authority and are tailored for each city to meet its unique needs. TDM strategies are also commonly implemented at the local level as cities have the power to mandate TDM as part of trip reduction ordinances or conditions of approval for new development. TMAs and employers (and sometimes housing developments) are the other primary implementers TDM as they have direct access to large groups of employees (and residents) and often are required or internally motivated to reduce trips. Alameda County is large and diverse so it is difficult to implement countywide programs that are applicable to the entire county. The Alameda CTC's strategy should focus on sponsoring programs that are most effectively delivered at the county level and work to support and encourage cities and private organizations to provide programs that are most effectively delivered at the local level.

Considering these factors, the primary goal of an expanded Alameda CTC TDM program should be supporting and incentivizing cities and employers to implement more robust TDM and parking management strategies at the local level. There are a number of ways that this can be done, building on the agency's existing efforts:

1. **Update the TDM Chapter of the Congestion Management Program**: The current update of Alameda CTC's Congestion Management Program (CMP) should include an update of the TDM chapter to provide a more comprehensive menu of TDM activities that can be used to reduce automobile trips and is tailored to the different needs of jurisdictions throughout the county.
2. **Encourage Formation of new TMAs and Strengthening of Existing TMAs**: TMAs are an effective mechanism to reduce traffic congestion and improve use of non-drive alone modes by employees and sometimes residents. Alameda CTC should support creation of new TMAs in Alameda County and the strengthening of existing TMAs. This could constitute financial support as well as resources such as a "how to" handbook.
3. **Develop a comprehensive TDM clearinghouse and other TDM informational resources**: Alameda CTC should host a user-friendly website that inventories the full range of TDM programs available in Alameda County and describes research-based best practices. This type of resource would help city staff, individual residents and employees, and other agencies and organizations to better understand the range of available programs as they pursue enhancements to their own TDM programs and would enable better coordination between programs. An enhanced information program could also be used to assist cities in developing informational and educational printed and web materials tailored to local circumstances.
4. **Provide technical assistance**: Alameda CTC should expand its technical assistance program to support jurisdictions in implementing parking reforms and TDM policies and programs. This is appropriate for implementation at the countywide level and is a role that the Alameda CTC is uniquely well positioned to carry out. Technical support for jurisdictions can take two primary forms:
    a. **Technical Resources**: Providing informational materials, case studies and examples, model ordinance language, and other guidelines and information that can assist jurisdictions in implementing parking and TDM policies.
    b. **Planning Grants**: Providing funds to cities to conduct studies and other planning efforts to overcome local parking and TDM challenges and move forward on adoption of parking management and TDM programs and policies, potentially including formation of new TMAs. Alameda CTC has already expanded its TOD technical assistance program into a "Sustainable Communities Technical Assistance Program" (SC-TAP) to support a wide range of planning and project development activities in PDAs.
5. **Provide a robust Guaranteed Ride Home Program**: GRH is a critical safety net to support other TDM programs in Alameda County. GRH is most appropriately funded and administered at the countywide level, thus Alameda CTC should continue to administer GRH.
6. **Potentially adopt future TDM/parking funding requirements**: For future funding cycles, Alameda CTC could consider making local adoption of parking and transportation demand management policies an important factor in prioritizing and funding projects and/or in future updates to program funding agreements. Requiring or incentivizing city TDM programs would increase the strength and coverage of TDM

countywide, but would have to be carefully implemented to allow for diversity across the county and to ensure that requirements are not overly burdensome.

Together, these strategies will increase the impact of the programs that already exist, incentivize expansion of TDM offerings throughout the county, and ultimately increase the likelihood that individuals throughout the county will utilize TDM programs and travel by non-drive alone modes.

Each of these strategies is described in turn in the remainder of this paper.

UPDATE THE TDM CHAPTER OF THE CMP

The current update of Alameda CTC's Congestion Management Program (CMP) will include an update of the TDM chapter to provide a comprehensive menu of TDM activities that can be used to reduce automobile trips. The menu will be both sector-specific (e.g. strategies that are better for shift-work versus full time weekday work schedules) and location specific (e.g. more urban, transit rich environments versus more suburban, auto-oriented places). The menu will also categorize TDM measures according to their relative impact on reducing auto trips and demand for parking. For example, financial incentives, such as pricing of parking, parking cash out, and subsidized transit (or requiring these measures as part of a TDM ordinance) are considered the most effective way to reduce drive alone commuting. Meanwhile, marketing and information are effective, but less robust measures that alone will not reduce driving as significantly. Given that a "well-balanced" TDM program offering a variety of measures is more effective than a TDM program built around a single trip-reduction measure, the menu will also consider the impacts of packages of strategies implemented in concert.

The chapter will also include a discussion of potential best practices with regard to implementing TDM at the local level (i.e., ordinances, conditions of approval, incentivizing expansion of carsharing in a city, etc.[18]). The Land Use Analysis Program chapter will refer to this updated TDM chapter for the development of potential automobile trip reduction/mitigation strategies for new proposed developments and the TDM Checklist in Appendix E will be updated to reflect the menu.

STRENGTHEN EXISTING AND FORM NEW TMAS IN ALAMEDA COUNTY

Groups of employers can provide commute programs and benefits that would be impossible and/or unaffordable for a single employer. For example, bulk transit programs are based on economies of scale, so the larger the employee base, the better the deal the transit providers can offer. However, there are currently relatively few TMAs in Alameda County. Alameda CTC should convene cities, major employers, business parks, and/or other concentrated groups of employers to explore formation of TMAs and strengthening and expanding of existing TMAs.

[18] The Emeryville TMA conducted successful pilot where they provided a partial subsidy to carshare services, to help test whether a viable market could be established. After less than a year of operation, this market had developed firmly, with some carshare pod locations no longer requiring a subsidy and others demonstrating potential to no longer need one with further outreach and adjustments to services.

TMAs yield benefits to many parties and therefore all partners would be willing to participate in discussions. Benefits include:

- Commute benefit programs can save employees significant time, money and lower their stress levels.
- Employers who provide robust employee commute programs see benefits such as improved employee recruitment and retention, improved productivity due to regained time and lower stress, and others.
- TMAs can assist cities in reducing congestion and meeting climate action goals.

To support this effort, Alameda CTC could potentially offer financial support as well as informational and technical resources like a "how to" handbook for launching and designing a TMA. In addition, resources exist to support such efforts, such as shuttle "sharing" companies like RidePal,[19] that provide "last mile" shuttle service connections for multiple employers.

TDM CLEARINGHOUSE AND INFORMATIONAL RESOURCES

An expanded TDM information program is another role that makes sense for the Alameda CTC to provide at the countywide level. Alameda CTC is in the best position to understand the full range of TDM programs from the region and state down to the local level and to dedicate resources to keeping up to date on changes to these programs. This broader information program could include both a "one-stop-shop" web-based information clearinghouse as well as printed educational materials on the types of TDM programs that are available for different populations and geographies in Alameda County.

"One-Stop-Shop" Clearinghouse Website

There is a need for a place where information about all the TDM programs in Alameda County is presented together. Alameda CTC should develop a full "one-stop-shop" TDM webpage for employers, employees and residents in Alameda County to understand the full range of modes and promotional programs available to them. This would also allow city staff and other agencies and organizations to better understand the range of programs as they pursue enhancements to their own TDM programs and enable better coordination between programs.

The inventory of TDM programs presented in this paper provides a starting place for development of a "one-stop-shop" information clearinghouse website. The inventory included here is not comprehensive; it did not include a full survey of city-based parking and TDM efforts nor of employers. It is recommended that a more comprehensive survey be conducted as part of the development of the website.

The level of information that is appropriate to provide on the clearinghouse page will have to be determined. Staff time will have to be dedicated to ensuring that the website and inventory are kept up to date, therefore Alameda CTC must ensure that the level of detail provided is not too onerous and time consuming to maintain and update.

[19] Ride Pal offers "collaborative consumption solutions for corporate commute shuttles.": http://ridepal.com.

In terms of functionality, the website could be designed to provide a "tab" for employers, employees and cities. Employees and employers could enter their zip code or their city or navigate by planning area in order to have access to a list of all the TDM programs available in their area. The site could also provide education on additional programs that could be offered, for example to increase the utilization of discounted transit pass programs. Links to the websites of other agencies who sponsor TDM programs could be provided to facilitate easy access to additional information.

Alameda CTC and MTC have already coalesced some TDM information that this website can build on and/or link to:

- The Alameda CTC Bicycle and Pedestrian program already has well developed web pages that provide education and marketing as well as a resource web page: http://www.alamedactc.org/app_pages/view/8078. This page inventories resources available in each city (e.g. bicycle and pedestrian coordinators, advisory committees (BPACs), bicycle and pedestrian plans, maps) informational/educational materials (e.g. Toolkit for Improving Walkability in Alameda County), and many other regional and national resources for bicycling and walking.
- MTC already provides a number of resources for transit trip planning, bike trip planning, ride sharing and vanpooling. The Alameda CTC does not need to re-create these pages, but can provide explanations of their utility and links to the appropriate sites. Alameda CTC should work with 511 staff to ensure optimal ease of use and understanding for those navigating between the sites.
- The Alameda County Safe Routes to Schools website provides a tremendous number of resources and information sources to support increasing the number of students who get to school by non-auto modes.

Other potential resources on the site could include:

- Maps of all the transit systems and the tools they offer such as real time arrivals and trip planners via web or mobile phone
- Links to the 511 transit trip planner and/or Google's transit trip planner
- Maps of bike locker locations and links to the bike locker application
- An easy to use web portal for connecting employers with transit agency discounted pass programs. Discounted transit passes have been proven to be one of the most effective strategies to switch people from driving to transit. Discounted pass programs are also usually a win-win as commuters benefit and transit agencies benefit because they receive a fixed revenue stream from the bulk sale of the passes. The Alameda CTC should partner with the marketing departments of transit agencies in the county to extend the reach of existing programs.

One option for the website would be to build on the Guaranteed Ride Home program website, which was redesigned in 2012 to be very customer friendly. Expanding the GRH website would improve the effectiveness of the GRH program because it would be presented in conjunction with the range of travel options for which it is designed to be a safety net.

TDM Fact Sheets and other Printed TDM Educational Materials

The Alameda CTC could develop printed and electronic materials to promote TDM and increase awareness of the range of programs available. These could be featured on the TDM clearinghouse website and distributed through the agency's regular outreach activities. Some information pieces that could be a good starting place are:

- **TDM fact sheets**: These could be developed at the planning area level. They could illustrate all the alternative modes and TDM programs available to residents and employees in those areas. These fact sheets could give an overview of transit options, bicycle maps, bicycle facilities (key routes and parking), 511 ride matching and vanpools, car sharing pods, or even casual carpool locations and also describe any discounts, financial incentives or other TDM benefits available to residents/employees in that area.
- **Countywide Bike Maps**: The Alameda CTC has previously considered, but never developed, Countywide or planning area level bicycle maps to provide bicyclists with a resource for trips beyond their city's limits. This would complement the existing city-based bicycle maps which cover only one city and the East Bay Bicycle Coalition maps (east of the hills and west of the hills) which focus on very large areas. This is an effort that the Alameda CTC is best suited to undertake due to its multi-jurisdictional nature.

All informational and promotional efforts should be closely coordinated with the recommendations in the Bicycle and Pedestrian Plans which identify several additional information/promotion efforts for future implementation.

Coordinated Marketing/Promotion

There are an abundance of resources available already in Alameda County which are not being fully utilized, likely due in part to lack of awareness. The information program should have a "marketing" component to ensure that all this compiled information is successfully disseminated to employers and individuals throughout the county. Alameda CTC should not be the only agency disseminating information. Alameda CTC staff should coordinate closely with cities, MTC's 511 program, transit agencies (which all do their own marketing and promotion), and potentially even carsharing companies on promotions and marketing efforts.

TECHNICAL ASSISTANCE

Technical Resources

The TDM "menu" described above is one of the first resources that could be developed as part of a set of countywide TDM and parking technical resources. This menu could also include guidance on where each measure is most effectively implemented, both in terms of sponsoring agency and geography/urban form. Additional resources could include model ordinances and policies and examples of where different TDM strategies have been successfully implemented.

In terms of parking reform, Alameda CTC benefits from the fact that MTC has done a tremendous amount of work in terms of research and education around parking regionally. MTC has already taken a number of steps to educate local jurisdictions on the benefits of parking reform and

provide resources to support the adoption of reduced parking requirements, parking pricing, and parking management policies by local jurisdictions. Since 2010, MTC activities have included: a smart parking training program including a parking policy survey and an educational workshop on parking fundamentals, and a regional parking Toolbox Handbook.[20] Alameda CTC can build on and tailor the outcomes of these MTC efforts to specific needs in Alameda County.

Whereas MTC has already developed numerous technical materials for parking, there is more of a gap for TDM. Appropriate resources could include model TDM and trip reduction ordinances (similar to the agency's model complete streets policy), or a universal framework or "how-to guide" for TDM program development, implementation, and ongoing management. Many resources have already been compiled on TDM, parking management, and bicycle and pedestrian planning by advocacy, think tank, and other organizations that the Alameda CTC can draw from and build on. Alameda CTC should solicit input from ACTAC and jurisdictions on what resources would be most valuable.

The scope of technical resources offered by the Alameda CTC will have to be determined based on resource and staff availability, and any efforts should be evaluated to ensure that they are not duplicative of what has been developed at the regional level or elsewhere.

Technical Assistance Grants

Implementation of parking and TDM programs and policies requires significant staff time and other resources. Parking reform efforts are resource intensive; successful implementation of parking reform depends on a well-designed, highly transparent process that is supported by robust data and responsive to public input. These efforts usually require collection of new data and detailed analysis of parking supply and demand. Even for cities that already have clear policy direction and political will to address parking challenges, many lack the required data to make informed and transparent decisions and are unable to move forward due to lack of resources. Many cities have not comprehensively reviewed their parking codes in years or decades, while even fewer have conducted a recent inventory of their existing parking supply or gathered data on parking demand. Through planning grants, Alameda CTC can provide funds to move parking reform efforts along.

For TDM, there may be less general understanding of the effectiveness of TDM and what measures would be most appropriate in each city. Cities could apply to the Alameda CTC for planning grants to tailor TDM strategies to local conditions, design TDM programs, and write TDM ordinances or conditions of approval. The TDM inventory that the agency will be maintaining will assist jurisdictions and the Alameda CTC to know where programs already exist and what roles are most appropriate for cities to fill.

Alameda CTC has already expanded its TOD technical assistance program into a "Sustainable Communities Technical Assistance Program" (SC-TAP) to provide direct assistance to

[20] MTC, 2010, Smart Parking Study/Toolbox: http://www.mtc.ca.gov/planning/smart_growth/parking/parking_seminar.htm

jurisdictions using One Bay Area Grant Program Priority Development Area (PDA) Planning and Implementation and Measure B Transit Center Development funds. These funds are intended to support a wide range of planning and project development activities in PDAs as well as to provide bicycle and pedestrian planning and engineering and complete streets technical support within PDAs. The SC-TAP program provides an existing source of funds for technical assistance with parking and TDM and is creating a list of on-call TDM and parking management consultants to assist local governments with this type of work. The program could be expanded over time as additional resources become available.

The SC-TAP program will also enhance the technical resources available at the Alameda CTC because it will require consultants to develop "best practices" design guides and fact sheets at the conclusion of each project, as a "way to share knowledge and experience and help build a local best practices resource for Alameda County jurisdictions."[21]

Grant types awarded through this program could include any of the following.

- Planning grants:
  - Development of local TDM and commute benefits ordinances.
  - Development of project-specific TDM programs.
  - Parking studies to revise local parking codes and/or develop parking ordinances for jurisdictions to adopt, develop district-based management, etc.
  - Parking impact fee studies.
  - Data collection and analysis.
- Capital grants:
  - On-site transportation coordinators for employers or institutions of a certain size.
  - Installation of on-site amenities, such as secure bicycle parking, lockers/showers, etc.
  - Acquisition and installation of parking meters (for curb parking) and parking access and revenue control systems (for off-street lots).
  - Purchase and operation of enforcement vehicles and license plate recognition systems, parking stall occupancy sensors, or handheld enforcements.
- Monitoring, enforcement, and evaluation grants:
  - Local monitoring and enforcement of TDM ordinances and project-specific TDM programs.
  - "Follow-up" evaluations of planning or capital grants to measure outcomes of studies and resulting policies, programs, and projects.
  - Travel demand surveys.
  - Data collection and analysis.

In general, for these types of technical assistance and study efforts, the Alameda CTC may want to set minimum thresholds that a jurisdiction would have to achieve as part of the process. For

[21] SC-TAP RFQ: http://www.alamedactc.org/files/managed/Document/10657/A13-0019_SC_TAP_RFQ.pdf

example, if a jurisdiction reconsiders their parking policy, meeting certain minimum thresholds on the types of policies they implement based on basic characteristic of the city's or neighborhoods urban form and transit availability could be required or strongly encouraged. The TDM "menu" could inform these types of requirements.

GUARANTEED RIDE HOME PROGRAM

Guaranteed Ride Home programs are a critical component of TDM efforts. These programs provide an important safety net that assures commuters that they will be able to get home in an emergency, thereby removing one of the greatest barriers to choosing an alternative to driving alone. These types of programs are most commonly implemented and administered at the county or regional level. Therefore Alameda CTC should continue to sponsor the Guaranteed Ride Home program.

The marketing of the program should be integrated with the expanded TDM information program and other Alameda CTC outreach efforts. Marketing of the program as a stand-alone commute program has always been a challenge. It is a long-standing recommendation that GRH should be marketed as one ingredient in a broad TDM package. Integrating GRH marketing with a broader Alameda CTC TDM program will improve the effectiveness of the GRH program and make resources currently spent on GRH outreach more productive. Outreach efforts could educate employers about all the TDM programs available and relevant to them such as AC Transit's Easy Pass or other transit pass programs, the regional Commute Benefit Ordinance, and the State Parking Cash-out law, as well as local transit options and 511 programs. Employer TDM and GRH outreach could also be used to assist with Alameda CTC efforts to facilitate TMA formation.

This dovetails with the GRH 2013 Program Evaluation which recommends integrating GRH into a comprehensive Alameda CTC TDM information program and increasing the coordination of GRH marketing with other Alameda CTC outreach efforts.

POTENTIAL FUTURE FUNDING REQUIREMENTS

For future funding cycles, Alameda CTC could consider making local adoption of parking and transportation demand management policies an important factor in prioritizing and funding projects and/or in future updates to program funding agreements. This could build off of the work done for the recent One Bay Area Grant (OBAG) program that required adoption of a complete streets policy in order for a city to receive OBAG funding and incorporated parking and TDM policies into project evaluation criteria. Potential implementation mechanisms for considering local parking and TDM policies in Alameda CTC funding decisions are:

- Master Program Funding Agreements: Alameda CTC could make TDM and parking policy requirements part of the master program funding agreements. The Agreements were just updated so another update is unlikely for a number of years.
- Part of Evaluation Criteria for calls for projects: In the future, Alameda CTC could strengthen the TDM and parking policy requirements for receipt of discretionary funding. One single TDM program or parking management strategy could not be required across

the county because the contexts are too varied; therefore such a requirement would have to be flexible to allow for different types of programs in different places.

Such a requirement should be phased in over time and coordinated with the resources that the Alameda CTC is able to provide to support city efforts, including both technical resources and financial support.

IMPLEMENTATION PLAN

Alameda CTC is committed to developing a comprehensive countywide TDM program. This aligns with recommendations of many past Alameda CTC planning efforts, and will most effectively utilize agency resources and support the GRH program in being more effective. With a few exceptions, TDM programs are best implemented at the local level by cities, TMAs or employers, therefore the primary goal of the Alameda CTC's TDM program should be to support and incentivize cities and employers to implement more robust TDM and parking management strategies at the local level. To accomplish this, it is recommended that Alameda CTC support and facilitate formation and strengthening of TMAs in the county, and expand its existing information and promotional resources and technical assistance programs to increase the resources available to cities and employers to work on TDM and parking management.

Figure 10 outlines a phased implementation plan for how the Alameda CTC can implement this expanded TDM program. A key first implementation step is to update the TDM chapter and checklist in the Congestion Management Program as part of the update that is currently underway. This update will apply the information from this memo to provide a much more robust set of TDM best practices and relative trip reduction impacts of different strategies. The requirements for local jurisdictions would not change; but much better information on additional steps that can be taken at the local level would be provided along with examples of what some Alameda County cities have already done. This type of information sharing and detailed information on best practices will be helpful for jurisdictions seeking to strengthen their automobile trip reduction programs.

Figure 10 Alameda CTC TDM Strategy Implementation Plan

TDM Strategy	Remainder of FY2013	FY2013-2014	FY2014-2015	2016-2020
Update TDM Chapter of CMP	Create "menu" of TDM and parking programs as part of current CMP update (2013).	Create "menu" of TDM and parking programs as part of current CMP update (2013).	Update TDM chapter as appropriate to respond to changing conditions in 2015 update.	
Conduct a comprehensive survey of TDM activities and organizations in Alameda County.		Conduct survey.	Update annually	Update annually
Facilitate TMA formation and strengthening	Identify existing TMAs in Alameda County. Educate Commission and ACTAC on potential formation of new TMAs in the county.	Work with jurisdictions to determine gaps where TMAs might be appropriate. Identify candidate employers, business parks and Business Improvement Districts. Convene "working groups" of employers and cities to discuss TMA formation.	In conjunction with working groups, aim to form 1-2 new TMAs in Alameda County. Work with existing TMAs to determine possible expansions of program offerings and/or membership.	Continue efforts to convene working groups and aim to form 1-2 new TMAs in Alameda County. Continue efforts to strengthen and expand existing TMAs and their program offerings and/or membership.
TDM Information Clearinghouse and other TDM Informational Resources	Educate Commission on expansion of Alameda CTC information program. Begin discussions with AC Transit, 511 and other organizations on coordinated marketing efforts.	Determine strategy for website including where it should be hosted, organizational framework for presenting information, functionality, and relationship with GRH. Update and finalize TDM inventory and determine level of detail to present on website. Develop list of desired TDM informational resources (with input from ACTAC and other stakeholders).	Create web-based "one-stop-shop" TDM clearinghouse. Develop initial set of TDM informational and educational resources.	Maintain and update TDM clearinghouse website. Continue to develop TDM informational and educational materials as needed.

TDM Strategy	Remainder of FY2013	FY2013-2014	FY2014-2015	2016-2020
Technical Resources	Research information on best practices and innovative pilot projects employed elsewhere that may be relevant to Alameda County.	Develop a prioritized list of desired technical resources (with input from ACTAC and other stakeholders). Begin development of top priority resources.	Complete development of initial list of resources and re-assess additional resources needs.	Ongoing development of resources as needed to support jurisdiction efforts.
Technical Assistance Grants	Select on-call consultant list for SC-TAP program. Work with local jurisdictions and employers/ employer organizations to identify key needs and issues related to implementation of TDM programs. Refine the countywide TDM program based on this additional research and feedback.	Award grants as appropriate for parking and TDM as part of SC-TAP program. Work to increase funding for parking and TDM technical assistance program.	Continue awarding grants through SC-TAP program. Work to increase funding for parking and TDM technical assistance program.	Identify new/expanded source of funds for technical assistance grant program as possible.
Guaranteed Ride Home Program	Continue program as is.	Continue integration of GRH marketing with ongoing Alameda CTC outreach efforts. Coordinate with information program efforts and initiate development of more comprehensive information and marketing materials.	Continue to provide administrative support for GRH program. Roll out comprehensive TDM/GRH marketing efforts.	Continue administrative support for GRH and comprehensive TDM/GRH marketing efforts.

APPENDIX A: CWTP BRIEFING BOOK CHAPTER 10 PARKING AND TDM

CHAPTER 10. PARKING AND TRANSPORTATION DEMAND MANAGEMENT

Traditionally, communities have tried to meet increasing demand for roadway or parking capacity by adding more supply—either through building lanes or adding parking structures. However, that approach has become increasingly unsustainable as there is less room available to add lanes in our built up areas and as cities have discovered the negative impacts that an ever increasing supply of roadways and parking lots has on the urban fabric. In addition, ample free parking and roadway capacity expansions have both been shown to induce more driving over time. It has become clear that the capacity expansion approach, originally intended to reduce congestion, may be worsening it, and may have a host of other unintended negative impacts as well.

The primary alternative to increasing supply is managing demand; changing the ways people travel has proven to be a quite effective way to manage congestion. Transportation demand management (TDM) consists of programs and policies that seek to affect the travel choices people make—the mode, time and duration of trips.

Image from Nelson\Nygaard

A large portion of traffic on our roadways is people driving their cars alone. Therefore, most demand management programs are designed to encourage people to travel by alternatives to the "single-occupant vehicle" (SOV), especially at peak hours when traffic is worst. Transportation demand management (TDM) can include strategies such as incentivies to use transit, to bike or to carpool, or providing alternatives such as carshare services that decrease the need for every individual to have a car. A number of typical TDM strategies are described in the sidebar on the following pages.

One of the most prominent and effective demand management strategies is managing the parking supply. Effective parking management has been shown to be a particularly effective way to manage the congestion on busy downtown streets that is caused by people "cruising" in their search for on-street parking. In addition, the overall availability and price of parking affects the mode choices people make when deciding how to get places. For example, since parking is expensive and more scarce (and since there are viable alternatives) in downtown San Francisco, many people traveling from Alameda County may choose to take BART or carpool rather than drive, which decreases traffic on the Bay Bridge.

In addition to being one of the single most important tools available for affecting the quantity of traffic on city streets, parking policy has also been shown to have substantial impacts on economic vitality, safety of all street users, and quality of the streetscape. A city's parking code (most importantly the minimum number of off-street parking spaces that a city requires for a new land use) shapes the form of our buildings and influences what is financially feasible to build. The type of parking facility and its integration with street design affect vehicle circulation, the movement and safety of transit vehicles, bicyclists and pedestrians and the quality of the streetscape. A brief overview of parking management strategies is also included in the sidebar on the following pages.

Transportation demand management can occur on multiple levels, with strategies appropriate for the region, the county and local jurisdictions, as well as individual employers or trip generators. Parking management is done at the city level: parking codes are a part of local zoning codes and parking management occurs primarily on local streets and roads and in city-owned public parking garages. Given this diversity, this Chapter concludes with an overview of how parking management and demand management could be integrated into the performance measures, projects and programs in the Alameda Countywide Transportation Plan and Transportation Expenditure Plan.

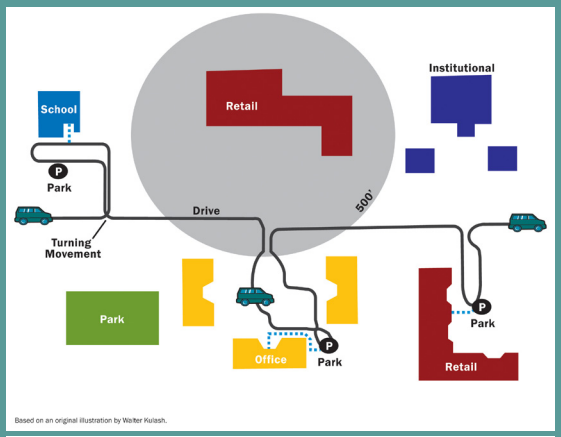
Transportation Demand Management Strategies

A number of the most effective TDM and parking management strategies are listed in the sidebars on the next few pages.

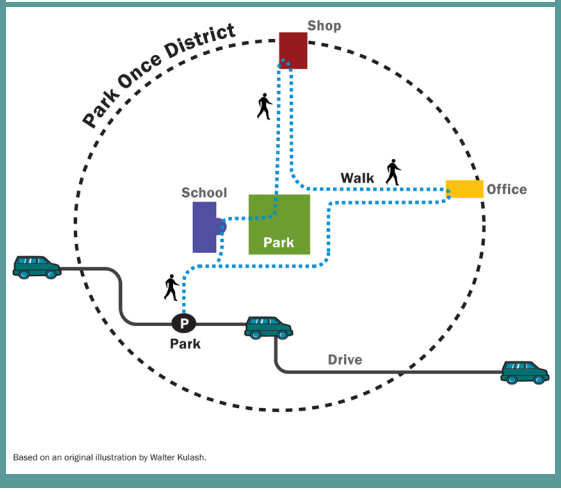
Compact Mixed Use Development & "Park Once" Districts

Land use is the best demand management. Maximizing access through proximity reduces travel and the need for parking. For example, reasonably dense, mixed use development where residents can walk to meet their daily shopping needs and employees can walk to get lunch and take care of daily errands eliminates many car trips that would have otherwise been necessary. In these compact, mixed use areas, it is often effective to implement a "park once" district that allows many uses to share the same parking supply, rather than every use having its own exclusive, separate parking space. The idea of a "park once" district is illustrated in the figures below which show a "conventional" parking scenario and a "park once" scenario.

CONVENTIONAL



PARK ONCE

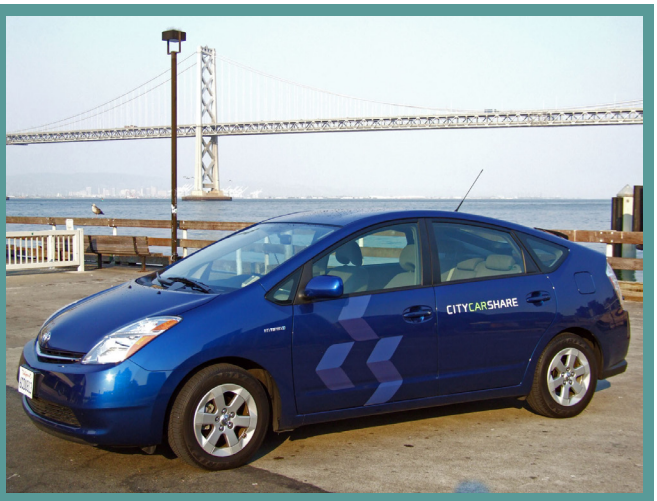


Subsidized Transit Passes

In recent years, growing numbers of transit agencies have teamed with universities, employers, or residential neighborhoods to provide "universal transit passes." These passes typically provide unlimited rides on local or regional transit providers for low monthly fees, often absorbed entirely by the employer, school, or developer. The principle of employee or residential transit passes is similar to that of group insurance plans—transit agencies can offer deep bulk discounts when selling passes to a large group, with universal enrollment, on the basis that not all those offered the pass will actually use them regularly. These "universal transit passes" have been shown to reduce traffic congestion, increase transit ridership, and reduce existing parking demand.

Pricing Employee Parking & Parking Cash-Out

A majority of American commuters who drive to work today can park for free at work, which creates a strong incentive to drive to work alone. Parking cash-out is an alternative to directly pricing employee parking. In a parking cash out program, employers offer the cash value of the parking subsidy to any employee who does not drive to work in the form of a transit, vanpool, or carpool/walk/bike subsidy. This ensures that an equal transportation subsidy is provided to all employees who ride transit, carpool, vanpool, walk or bicycle to work. Parking pricing is one of the transportation demand measures that have the largest impact on employee drive-alone rate. Significant changes in mode split can be achieved even at suburban locations that lack transit service through incentivizing carpooling to work.



Source: Nelson\Nygaard

Car-sharing

Car-sharing provides individuals with access to a fleet of shared vehicles, allowing them to avoid owning a car, or a second or third car. Car-sharing at the workplace allows employees to take transit, walk or cycle to work, since a car will be available for business meetings or errands during the day. Car-sharing can also be used by businesses and government organizations to replace their fleet vehicles.

Alternative Work Schedules

Alternative work schedules typically allow or force employees to start and/or leave work outside of peak hours. These strategies are often a part of a company's Trip Reduction or TDM program. These can include flextime and staggered shifts enabling or mandating employees to arrive and leave at different times or the compressed work week where employees work fewer but longer days, such as four 10-hour days each week (4/40), or 9-hour days with one day off every two weeks (9/80).

Source: Nelson\Nygaard

Parking Management

Traditionally, parking policy has been based on requiring every new land use to build, at minimum, a given number of off-street parking spaces in a dedicated lot or garage to ensure that there are "enough" parking spaces for all potential users to drive and park under conditions of maximum demand for that use. On-street parking, in contrast, has been managed minimally. Despite a stated goal of congestion relief and avoidance of spillover parking on surrounding streets, traffic congestion and parking issues have gotten worse under this status quo and are projected to steadily worsen over the next 20 years. Dozens of studies have demonstrated that when there is ample free parking, people drive more. The amount of driving induced is substantial, as is the increase in parking demand.

In light of this evidence, in recent years cities are instead choosing to adopt a different parking management model. The basic tenants of this new approach to parking are:

Start by Managing Scarce, Valuable Curb Parking

Curbside parking spaces are a neighborhood's most valuable parking resource and a critical indicator and determinant of the economic health of a place. Instead of maintaining minimum parking requirements in an attempt not to have to manage on-street parking, communities can actively manage on-street parking through tools such as parking pricing and residential parking permits, and use this as a base to determine how to manage off-street parking.

Source: Nelson\Nygaard

Use Parking Price to Maintain Availability

For areas where parking demand exceeds on-street supply, rather than just building more off-street parking, cities can charge flexible, market rate prices for curbside parking spaces to ensure turnover of the most convenient curb-parking spaces for customers. Off-street parking can simultaneously be priced to incentivize its use and thereby lessen traffic caused by "cruising" in search of an on-street space. Further, the use of pricing instead of time limits can eliminate a key source of downtown parking anxiety which can counter-productively shorten the time people spend browsing for and consuming local goods and services.

New Meter Technologies

New meter technologies can be critical to enable flexible-pricing strategies to help meet on-street performance-targets. These new "smart" meters can also provide payment flexibility for customers, improving the customer experience.

Dedicate Revenue to District Where it is Collected

In order to build support for these parking policy and pricing changes, it is important to dedicate parking revenues to public improvements and services that benefit the blocks where the revenue is collected. If parking revenues seem to disappear into the General Fund, there will be little support for installing parking meters, or for raising rates. This often takes the form of a "Parking Benefit District," where meter revenue is collected and a local board determines how it is spent.

Use Revenues to Fund Transit and Demand Management

Rather than offering parking for free and allowing transit service to be user-paid, and thus comparatively expensive and relatively scarce, communities are funding transit service that is frequent and (for some users) free, investing in other modes such as bicycling, and funding incentives to take modes other than driving alone.

Reconsider Minimum Parking Requirements

Once a city is using on-street parking management techniques to avoid parking spillover and congestion, a reconsideration of minimum parking requirements becomes necessary. Reducing, creating flexibility in, or eliminating parking requirements does not mean that no parking is built, but rather that market forces would determine the appropriate level of supply, based on market demands, rather than relatively arbitrary city requirements, often set decades ago.

Unbundle Parking Prices from Leases & Rents

Rather than hiding the cost of parking in the cost of other goods and services through requiring new buildings to build ample off-street parking and offer it for free to their occupants and visitors, cities can make the costs of parking visible, so that citizens can make the choice to save money by using less parking.

EXISTING CONDITIONS

Demand management strategies, in particular parking management, are an indispensible part of Alameda County's transportation system, and their importance will only grow in the future as new approaches to congestion management become ever more important. A number of cities in Alameda County have already begun to implement policy innovations, and more robust TDM programs.

Cities are also beginning to reconsider their parking requirements, especially near transit stations, and to invest in technology to have better data to enable more efficient management. A selection of these city programs are profiled in this chapter indicating the range of parking and TDM strategies present in Alameda County today.

As described earlier in this report, Alameda County is quite diverse and different communities are facing different problems with regards to parking. However, there are also many commonalities in both the challenges communities are facing and the available solutions. For example, regardless of context, parking is often the locus of developer-citizen conflicts at new projects and "getting parking right" is crucial to the success of new development throughout the County. At least one case from each planning area is described below in an attempt to capture the range of parking issues present in Alameda County today and some of the solutions that are being tried.

Urban, transit-rich North County cities, such as Berkeley, are engaged in using novel technologies to collect robust data to enable dynamic pricing to respond to demand and decrease congestion while improving economic vitality of their historic downtowns. Older suburban communities in Central and South County, such as Hayward and Union City, are implementing a new parking paradigm as they encourage TOD at their BART stations and in their urbanizing downtowns. Traditionally auto-based suburban commuting cities in East County, such as Pleasanton and Dublin, have some urbanizing nodes and are also starting to encourage TOD at their BART stations and finding that parking is becoming a major lynchpin of political and economic success in those projects.

Countywide and Regional Programs

An example of a very successful countywide TDM program is the Alameda County Guaranteed Ride Home program. This program "guarantees" a ride home for all enrolled employees who commute by modes other than driving alone up to six times per year. This is a commuter benefit designed to encourage use of alternative modes by removing the uncertainty of not having your own car at work. It is available to all Alameda County employers and employees free of charge.

The regional 511 transportation information service offers a commute benefits program that includes a number of programs to support commuting by non-auto modes and sharing rides. 511 has a carpool ridematching service called "511 RideMatch" and a bike mapping tool called "511 BikeMapper".[1]

It should also be noted that, though not a regional or local change, pre-tax transit benefits nearly doubled in 2010 and pre-tax bicycle benefits were allowed for the first time on a federal level.

City of Berkeley

The parking problems in the City of Berkeley illustrate the most common parking management problems that cities in Alameda County are struggling with. The City of Berkeley has also implemented a number of parking and demand management advancements and their successes are also described below. Both Berkeley's successes and challenges give a real face to many of the parking and demand management issues and strategies that were discussed in the abstract earlier in this Chapter.

The Parking Problem in Berkeley

Berkeley's parking issues are similar to many downtowns. The general perception in downtown Berkeley is that downtown "has a parking shortage." However, photographs in Figure 10-1[2] reveal that, on a Saturday evening there is ample available parking in downtown, but it isn't at the curb. Nearly every curb space is full while in the open-to-the-public parking garages nearby, multiple levels of parking were entirely vacant.[3]

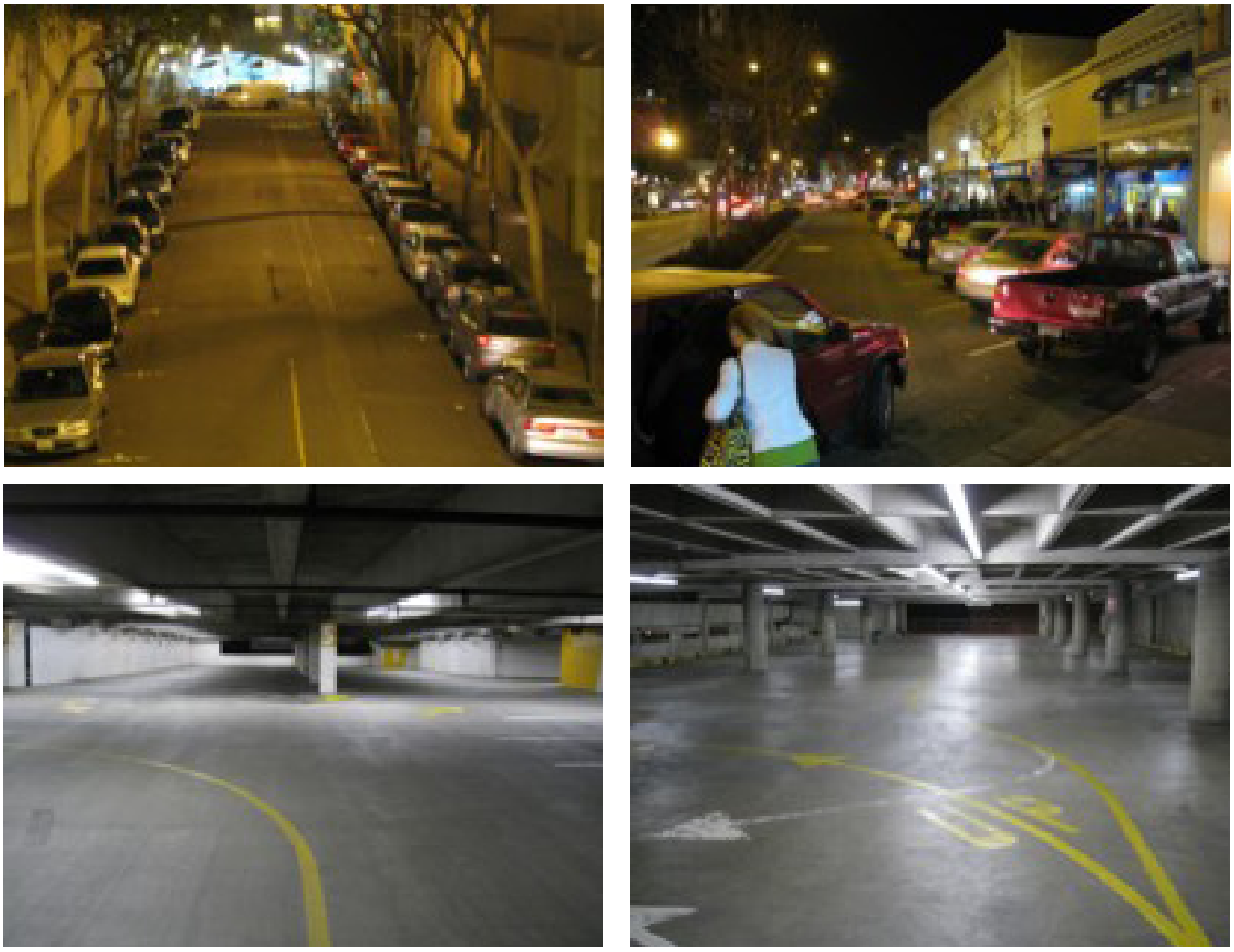
The explanation of this phenomenon lies in parking pricing and management. On Saturday evening, the standard price to park in the garages is a $5 flat-rate fee. After 6 P.M., curb parking is free. The curb parking is more visible, easier to reach, closer to destinations, and perceived by many to be safer than parking in a garage—and it's free. Given this

1 Source: 511 website, http://511.org

2 Photographs taken by Nelson\Nygaard staff on January 30, 2010, a Saturday evening, between 10 pm and midnight.

3 Garages: publicly-owned Center Street Garage and the privately-owned Allston Way Garage, both just half a block from Shattuck Avenue, the main street through downtown Berkeley.

Figure 10-1 Parking Contrasts in Downtown Berkeley



Saturday, January 30, 2010, 10 pm - midnight: Harold Way, Shattuck Avenue, the Allston Way Garage and the Center Street Garage, Berkeley.
Source: NelsonNygaard

combination of incentives, it becomes obvious why that the curb parking is full while the garages are half-empty. Further, for evening employees at restaurants and bars working shifts starting at 5 or 6 P.M., under current rules, it makes most sense to drop a few quarters in a meter that will turn off at 6 P.M., and then remain all night. Shoppers and diners who arrive later often find the curb parking full.

These late night visitors are left with three options:

1. Circle the commercial blocks until a curb spot opens up.
2. Pay $5 flat rate to park in a garage.
3. Search for parking on a nearby neighborhood residential street and park there for free.

Given that current residential parking permit area rules permit anyone to park up to two hours and after 7 P.M. for as long as they want, it is understandable that curb parking on many residential blocks near downtown is completely occupied for much of the evening, while the garages remain empty. Even during the weekday, studies have documented many nonresidents park in the residential permit parking blocks, often evading the spirit of the law by moving their cars every two hours to avoid being cited.

The combined issues of perceived parking shortages and acute neighborhood spillover parking while nearby parking garages are vacant are not unique to downtown Berkeley, but affect cities across Alameda County. There are a few key conclusions that can be drawn from this example that have broader implications for cities throughout the county:

1. Perceptions of an overall parking shortage may be a case of acute spot shortages rather than an overall lack of capacity. Nonetheless this misperception can negatively affect economic vitality, leading to demands for building more parking combined with ever emptier garages impacting the city's ability to pay off construction debt.
2. Building more spaces cannot solve this type of perceived parking shortage.
3. Better parking management can solve the perceived parking shortage, without driving away customers or damaging the downtown economy.

The Solution

The City of Berkeley has recently taken a number of innovative steps in terms of parking recently and continues to attract funds to take their parking management to a whole new level. The City recently won a MTC Climate Initiatives Program Innovative Grant and a U.S. DOT Federal Highways Administration Value Pricing Pilot Program to implement efficient demand responsive pricing through purchase of License Plate Recognition technology and other implementation steps.

Source: Nelson\Nygaard

Berkeley has a number of parking policies already in place:

- **Sustainable Parking Funding:** Berkeley's practice of using parking fees to cover the cost of municipal parking facilities is a sustainable way to fund parking
- **City of Berkeley Model TDM Employer:** The City of Berkeley has made considerable efforts to establish itself as a model employer with regard to transportation demand management.
    - The City's EasyPass program, established in 2002, provides free unlimited rides on all AC Transit buses to all City employees. As a result, 20% of former drive-alone employees now use AC Transit to commute to work; 59% of users reported they would reduce or stop riding the bus without the EcoPass.
    - Other programs include: secure bike parking and showering facilities, carpool, vanpool & car-sharing programs
    - All these programs combined have led to less driving and higher use of all non-auto modes.

- **TDM as Development Condition of Approval:** In downtown (as well as at other locations in the city), the city has frequently required that new developments comply with transportation demand management requirements as a condition of approval of the project.
- **Mandatory Employee Commute Benefit:** Berkeley (along with the cities of San Francisco and Richmond in Contra Costa County) passed an ordinance requiring all employers with 10+ employees to offer pre-tax commute benefits (TRACCC Ordinance).
- **New Technologies:** New technologies have also been integrated into Berkeley's parking system. Most recently, multi-space meters which accept both coin and forms of credit/debit cards have been installed throughout downtown Berkeley and the Southside. These devices ease the ability for users to pay by accepting additional forms of payment while also reducing the amount of parking fee collection infrastructure.
    - Berkeley has also investigated additional electronic wayfinding and guidance systems to complement the current parking supply to make searching for a parking space faster for consumers while enabling more efficient use of the city's existing parking supply.
- **Reduced parking requirements at Transit-Oriented Development:** Several award winning TOD projects in Berkeley were made possible by Berkeley's willingness to allow projects with little on-site parking. They also allow car-lift systems which enable developers to maximize efficiency in parking garages, freeing up space for ground floor commercial and housing.[4]
- **UC Berkeley's TDM Program:** UC Berkeley also operates a robust TDM program for students, faculty, and staff that is similar to that of the City, such as the AC Transit Class Pass Program.

Source: Nelson\Nygaard

San Francisco Bay Area Rapid Transit District (BART)

The Bay Area Rapid Transit District (BART) which provides regional heavy-rail transit services in the San Francisco Bay Area, has begun to transition towards market-based parking pricing. For selected areas, BART allows parking rates to vary by lot and has adopted occupancy-based criteria for adjusting daily and monthly reserved parking rates. In addition, BART has recently facilitated construction of TOD by eliminating the requirement that all displaced commuter parking be replaced as part of each project.

Parking at BART Stations

BART is actually one of the largest parking operators in the Bay Area. For most of the agency's history, the cost of building, operating, and maintaining commuter parking facilities has been paid for by all riders through fares and taxes, rather than through user fees (as station parking was available to commuters free of charge). Since 2005, BART has charged daily parking fees of $1-$5 and monthly reserved parking fees of $30 to $115 at all of its park-and-ride lots. Demand-based criteria are used to set monthly reserved parking fees and daily rates at selected stations and some members of the Board of Directors have proposed transitioning toward pure market-based parking pricing systemwide.

4 "Developing Parking Policies to Support Smart Growth in Local Jurisdictions: Best Practices" 2006 Metropolitan Transportation Commission (MTC).

Currently, prices vary by station as shown in Figure 10-2.

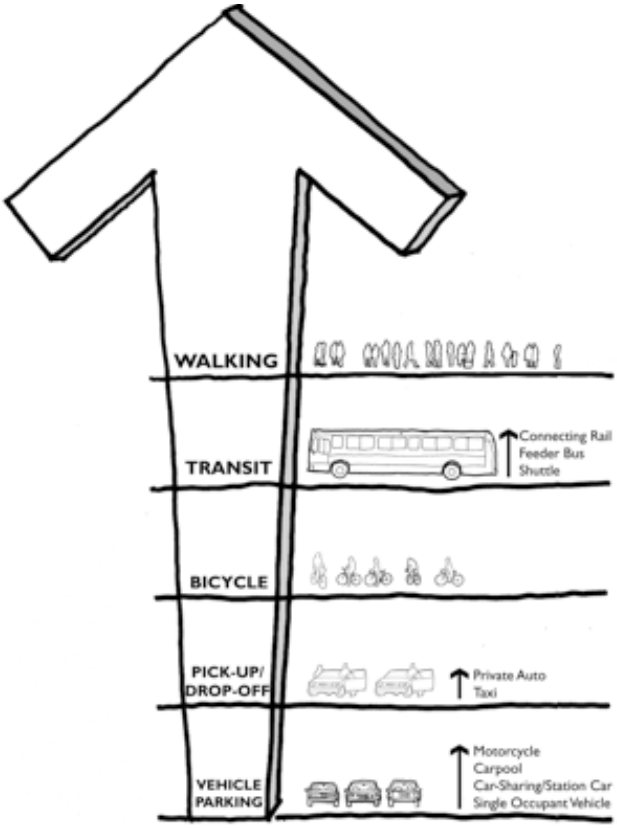
Figure 10-2 BART Station Daily Parking Fee

Station(s)		Daily Parking Fee
West Oakland		$5.00
Daly City Colma		$2.00
Ashby Castro Valley Dublin/Pleasanton El Cerrito del Norte El Cerrito Plaza Fremont Fruitvale MacArthur Lafayette Lake Merritt	North Berkeley Orinda Rockridge Walnut Creek Pleasant Hill Pittsburg/Bay Point Millbrae San Bruno South San Francisco Union City	$1.00

Facilitating Station Area Development

As it conducts station area planning, BART is focused on achieving the best combination of parking supply, parking management practices (including pricing), access facilities and services for all modes, and TOD to maximize ridership and revenue for each station and each corridor. To inform this planning work, BART commissioned development of an *Access Methodology* (2005) model that offers the most cost-effective mix of TOD, access improvements, and replacement parking for each station site. This set the stage for the new approach to station parking and development by establishing a hierarchy of station access modes that clearly prioritized non-motorized options and transit ahead of auto access and parking (see Figure 10-3).[5]

Figure 10-3 Hierarchy of Access Modes, San Francisco BART



Source: Nelson\Nygaard

5 *BART Access Guidelines* (October, 2003).

Monitoring

Motivated by concerns about impacts to BART ridership and revenues, as well as potential spillover parking impacts on surrounding neighborhoods, the BART Board directed its Marketing Department to conduct detailed parking occupancy surveys for two weeks before and two weeks after the initial implementation of pricing and to analyze daily station ridership in light of the survey results. Surveys throughout the system showed no significant impact on ridership or fare revenues.

Example: MacArthur Transit Village

This example briefly illustrates how BART's approach plays out in a real project in Alameda County. The MacArthur BART Station is a heavily used transfer station in the urban Temescal neighborhood of Oakland. Planning for the MacArthur Transit Village has been in the works since 1993. Given the high density of residents and jobs in the surrounding area, the pedestrian and bicycle accessibility of the site, the density of the TOD planned for BART property, and the availability of high frequency bus and shuttle transfers for station passengers, model results indicate that BART ridership and revenues would be highest with a development plan that includes just 50% of the existing supply of 600 spaces. Instead, responding to concerns about spillover parking and fears of lost parking revenue, BART has settled on a plan to replace 85% of current parking, and is working with the City of Oakland to accommodate a limited number of commuters parking on-street in surrounding neighborhoods.

Benefits

Benefits of BART parking policies include:

- **Equity benefits:** Parking fees that cover the full cost of building, operating, and maintaining station parking facilities, leave scarce transit agency resources for use in fulfilling the agency's primary mission to provide high quality public transportation services in the region. BART has thus reduced the practice of utilizing fare revenue from transit dependent commuters to subsidize parking for suburban commuters.
- **Increased revenue:** With ever tightening capital and operating budgets, parking pricing represented an opportunity to generate substantial new revenue from users. As of April 2010, these parking programs generate $13 million per year for BART. BART has allocated these revenues to the general fund, but some Directors have argued for dedication of parking revenues to station specific multimodal access improvements.
- **Improving commuter choices and parking availability:** Before parking fees were adopted, many lots were completely full by 8:00 A.M. Commuters from outside of the City of San Francisco could not be sure that they would find a parking space at a nearby BART station on any given day, reducing their incentive to take public transit. With BART's monthly reserved parking permits, commuters are guaranteed a parking space until 10:00 A.M. Meanwhile, proponents of dynamic, market-based daily parking pricing argue that it could be used to guarantee the availability of station parking for arriving travelers, regardless of the day or time of arrival.

Image from MacArthur Transit Community Partners, LLC

Hayward

Most of Hayward has conventional auto-oriented suburban parking standards, with minimum parking requirements. However, over the last few years they have been moving towards more transit-oriented parking and demand management polices around their BART stations. They have developed new development codes and are innovating their parking codes and development standards as well as designing comprehensive demand management policies to support their goals for these station areas.

The community's goals for these areas include creation of vibrant, livable neighborhoods with high-quality, safe, well-used public spaces; encouraging highest-intensity residential uses and essential community services within a short walking distance to the BART station; encouraging coordinated development, facilitating coordination of public and private parking resources to enhance neighborhood livability; and encouraging well-designed development that supports a high quality pedestrian realm and appropriately scaled development for the surrounding neighborhoods.

In 2006, the *South Hayward BART/Mission Boulevard Concept Design Plan* established new, more transit-oriented parking standards for several zones within the South Hayward BART/Mission Boulevard Plan area.[6] Within these zones, minimum parking requirements for residential land uses were eliminated and replaced by maximum parking limits.

The standards for these zones, while allowing developers of transit-oriented projects to provide whatever amount of parking they find appropriate to meet the demands of their particular target market, have not, as is sometimes feared, resulted in the provision of no parking at all. For example, the Wittek/Montana mixed-use development at the South Hayward BART Station, which proposes approximately 788 multi-family residential units, proposes to build approximately 898 parking spaces for the residential units despite no parking spaces being required.

The city is taking the same approach in the Mission Boulevard Specific Plan, also under development currently, covering all portions of Mission Boulevard lying outside of the Plan area mentioned above.

Hayward has also developed a Form-based Code for this area which establishes a clear vision for the future of the area and they are currently engaged in a TDM study to figure out the most cost-effective parking and transportation strategies to support and advance that vision. They are considering policies such as:[7]

- Commercial and Residential Parking Benefit Districts
- Investing meter parking revenues in TDM programs
- Deeply-discounted group transit pass programs
- Mandatory parking cash-out
- Unbundling parking costs
- Broader removal of minimum parking requirements

6 The South Hayward BART/Mission Boulevard Parking Area is defined as land zoned as Station Area Residential or Mission Boulevard Residential, as well as that zoned Neighborhood Commercial-Residential in the area bounded by Harder Road and Industrial Parkway along Mission Boulevard.

7 South Hayward BART/Mission Boulevard Form-Based Code Parking & Transportation Demand Management Strategy, January 2010 http://www.ci.hayward.ca.us/forums/SHBARTFBC/pdf/2010/SO_HAYWARD_Parking_Strategy_FINALDRAFT.pdf

Union City

Union City has also been moving towards a more urban, transit-oriented approach to parking in their BART station area. Union City broke ground on the "Intermodal Station District" in 2007. This will transform the Union City BART station area from a large industrial area with commuter parking lots into a vibrant, integrated downtown neighborhood. This will serve as an intermodal transit hub with BART, a major 16-bay bus facility, Capitol Corridor and Altamont Commuter Rail. It will also include new retail, job centers, housing, and public amenities.

Futhermore, the recent Union City Parking Meter Implementation Project resulted in the installation of Union City's first parking meters around the Union City BART station on both city streets and in the City's municipal parking lots near the BART station. The multi-space pay stations were installed just a few months after BART started charging $1 per day at BART parking lots in Union City. Commuters have multiple parking options and Union City has priced these options to incentivize commuters to park in off-street facilities and less convenient on-street locations, while the most convenient on-street parking near BART is prioritized for short term visitors and customers to Union City businesses. Pricing is used to ensure that BART parking does not negatively impact residents and businesses close to the BART station, while BART patron parking fees will be used to build and maintain sufficient parking for these commuters. Ridership at the Union City BART station actually increased after the parking charges were initiated at the station.

Union City is also currently engaged in TDM plans at some of the new developments in the Intermodal Station District. For projects in this District, parking requirement may be reduced contingent on implementation of a TDM program. Programs can include transit incentives, carsharing, and bicycle parking.

Figure 10-4 Union City BART Station Parking Map

Best for BART commuters	Ideal for neighborhood visitors	For the occasional BART user
Area S Permit **Where:** Parking Lot 2, Meyers Dr., J st. and Lot. 12th St. Alvarado - Niles Rd. (Northbound). **Hours:** Monday - Friday 8AM - 6PM **Cost:** $120 per quarter **Buy online:** www.ucparking.org (510) 477-1780	**Pay & Display** **Where:** Union Square, 11th St ▸ Enter hours to park ▸ Use credit/debit card or coin ▸ Take receipt ▸ Return to car and diplay receipt on dashboard **Cost:** $0.50 per hour **Hours** Mon - Sat , 8 am - 8 pm	**Pay by Space** **Where:** Parking Lot 1 ▸ Enter space number ▸ Enter hours to park ▸ Use credit/debit card or coin ▸ Keep receipt, no need to return to car **Cost:** $0.50 per hour • $3 max. **Hours** Mon - Fri, 8 am - 6 pm

Two hours limited FREE parking is also available on Meyers Drive, 12th Street, J Street Parking Lot and Alvarado-Niles Road.

Pleasanton

Hacienda Business Park Trip Reduction Ordinance (TRO)

The Hacienda Business Park, located in Pleasanton, is a 500-acre development containing approximately eight million square feet of office, commercial and light industrial uses. This area is zoned as a planned unit development and, as such, landowners are subject to a trip reduction ordinance (TRO). The TRO is unique in that it was one of the first ordinances to be applied to existing, as well as new employers, and it requires that all employers participate regardless of size.

Employers in the Hacienda Business Park must participate in an assessment district to fund any roadway changes which are necessary to prevent the intersection or freeway interchange level of service (LOS) from falling below D during peak hours. Those employers with 100 or more employees must participate in a trip reduction program.

The TRO establishes a performance standard for peak hour drive alone commute trips with a threshold of 55% or less of daytime workers driving alone during the peak hour. The threshold was set to enable all planned development to be accommodated while still meeting the LOS guidelines. Employers may meet this standing using any TDM measures they choose and are given three years to meet this standard. However, at a minimum, employers must name a transportation coordinator, establish a traffic mitigation program, and conduct an annual survey of employees' commute patterns.

In addition to meeting performance standards, employers must also abide by monitoring and enforcement requirements and procedures established in the TRO. This includes procedures for mandating the implementation of additional transportation management programs if monitoring results show that they are necessary. A task force made up of individuals from the business community rather than city staff, is responsible for overseeing employers to ensure that they are meeting the requirements of the TRO. By using members of the business community, the enforcement process becomes a peer review, and potentially peer pressure, rather than relying on government enforcement to ensure compliance. However, the City does maintain the ability to assess substantial fines if necessary.

Parking Cash-out in Pleasanton

The City of Pleasanton has a parking cash-out system called "pRide" that reimburses employees for using travel modes other than the single-occupant vehicle.[8] The City reimburses employees $2 a day ($1 if one-way). Participants register with the program, fill out a monthly log indicating which modes they used each day, and indicating any absences. This is reviewed by a manager, and then submitted to payroll. The reimbursement is added to the employee's paycheck as taxed income. Although the program is run on the honor system, where the employee simply states how they got to work, there are checks in place such as manager review of the log and verification of absences. Fraud appears to be minimal. This is supplemented by a pre-tax transit subsidy.

BEST PRACTICES

There are a number of "best practices" that can be found right here in Alameda County, as described above. However, other parking and TDM best practices are profiled here that might be instructive for Alameda County.

San Francisco's SFpark Pilot Project

Source: SF Park

San Francisco's SF*park* project is using "demand-responsive pricing to manage parking demand towards availability targets."[9] SF*park* is currently installing parking occupancy sensors on streets in eight pilot areas throughout San Francisco. The wirelessly networked sensors—mostly in metered spaces, but some in unmetered spaces—transmit data on parking space occupancy to the computers of the San Francisco Municipal Transportation Agency (SFMTA). The sensors are paired with wirelessly networked single-space and multi-space parking meters, which accept credit and debit cards as well as coins. The meter installations began in July and by December, nearly 5,100 spaces will be regulated by the new networked meters.

8 Source: Interview with Becky Perry, Pleasanton Transportation Department. www.ci.pleasanton.ca.us/

9 San Francisco Municipal Transportation Agency. SFpark Updated Scope of Work—Parking Pilot Projects Urban Partnership Program, August 6, 2008.

Requiring projects to develop and implement transportation demand management plans can be a highly effective way of reducing vehicle trips. However, to be effective, transportation demand management requirements must meet several conditions. Transportation demand management can be required through the terms of a development agreement for a specific project, included as part of the requirements of a Specific Plan, or mandated by a citywide ordinance. In all these cases, several conditions must be met. A City's transportation demand management plans and requirements must:

1. Work toward the achievement of a clear goal set by the City.
2. Set measurable goals and clear requirements for each project.
3. Establish viable long-term mechanisms for actively monitoring compliance with and then enforcing those requirements.

Setting transportation demand requirements is similar, in general terms, to the process of setting many other requirements for new buildings. For example, for life safety, communities require that a building's elevators be: (a) clearly shown on the plans submitted to the City; (b) built to a certain standard; (c) properly installed and tested before a certificate of occupancy for the building is issued; and (d) regularly inspected to ensure that they continue to be maintained. Finally, if these conditions are not met, cities have viable enforcement mechanisms (e.g., assessing penalties, or shutting down a site). To be more than words on paper, transportation demand management requirements must be approached in the same manner. Cities with effective TDM plans have thorough programs for monitoring, enforcement, and when necessary, assessing penalties.

Moreover, the best and most successful transportation demand management plans work to create an active partnership between the public and private sectors. This means crafting requirements that work to achieve legitimate public goals (such as minimizing traffic congestion and air pollution) at the lowest possible cost for property owners, developers and employers. The best transportation demand management requirements set for development projects also often build on and are supported by significant public investments in public transit (such as San Marcos' new Sprinter rail stations), ridesharing programs (such as SANDAG's regional ridesharing services) and citywide bicycle and pedestrian networks.

The occupancy sensors allow the city's parking managers to observe, on a continuous basis, parking occupancy on each block. The networked meters allow managers to easily adjust parking rates and hours of operation at each meter, simply by reprogramming the meters from a central computer.

The goal is to adjust prices up or down in increments of $0.25/hour every four to six weeks based on availability data from parking sensors. Prices can be adjusted block-to-block, in two-block units, or at any other appropriate scale area. The new prices may also be adjusted by time-of-day towards a goal of managing congestion, rather than strictly pricing based on length of stay.

SFMTA's goal with SF*park* is "to create a driver experience in which drivers either (a) go directly to a parking garage with available spaces; or (b) are able, most of the time, to find an on-street parking space as near to their destination as possible, preferably within a block or two of their destination."[10]

The SF*park* project relies on the fact that parking demand patterns are actually fairly predictable and recurring. In neighborhood commercial districts on a Sunday, for example, demand on many blocks is higher at 11 A.M., when restaurants are open, than at 6 A.M. So, on those blocks, Sunday rates may higher for the hour from 11 A.M. to noon than the hour from 6 to 7 A.M.

The goal is to shift some demand from the curb to private lots and garages and eliminate acute recurring curb parking shortages. This will have the added effect of lessening the phenomenon of cars circling the block in search of a free parking space.

MTC Parking Toolbox/Handbook

Another resource that could be useful in addressing parking and demand management for the Countywide Plan is a "Toolbox/Handbook" that was developed by MTC: *Reforming Parking Polices to Support Smart Growth: Parking Best Practices & Strategies for Supporting Transit Oriented Development in the San Francisco Bay Area.* This tool was developed by MTC for a training seminar on parking policies to support smart growth for local jurisdictions held in 2007. The handbook helps local jurisdictions define what type of area they are and identifying parking strategies that are likely to be effective in this type of area. It describes the various strategies and provides examples of best practices from around the region and country.

10 San Francisco Municipal Transportation Agency. SFpark Updated Scope of Work—Parking Pilot Projects Urban Partnership Program, August 6, 2008.

Bellevue, Washington

In downtown Bellevue, Washington, the drive alone commute rate fell by 30% from 1990 to 2000, falling from 81% driving alone to 57%.

Bellevue, Washington, (population 117,137) sits on the east side of Lake Washington, about a ten mile drive from downtown Seattle. Like many cities in Alameda County, it is a relatively prosperous and growing suburb in the orbit of a much larger city. Bellevue is notable for the progress that it has made in reducing drive alone rates in its downtown, despite the fact that it is not served by rail transit and has relatively little influence over its regional transit agency.

The City of Bellevue's Commute Trip Reduction program (CTR) was implemented by ordinance in 1993, two years after the State of Washington adopted the Commute Trip Reduction (CTR) Law, requiring cities in the most populous counties of the State to develop and implement a commute trip reduction ordinance. The city CTR now encompasses 53 employers and roughly 22,000 employees. The ordinance applies to every employer (private, public or non-profit) with 100 or more full-time employees arriving at a single worksite between 6 to 9 A.M.

The Bellevue Downtown Association, composed of 186 businesses, manages several voluntary programs to limit commute trips. TransManage, the transportation arm of the association, has actively promoted transit, ridesharing, and carpool services, partially through an employee commute benefit package. The package includes a FlexPass, to be used on different transit services and taxis, as well as a Qualified Transportation Fringe Benefits package, which allows employers with 20 or more employees to contribute up to $100 per month in transit or vanpool services as a tax-deductible expense. FlexPasses, issued by King County Metro, the Seattle area's regional transit agency, provide employees with free access to all of the agency's buses. Under this "universal transit pass" program, employers pay $65 per year per employee for every employee in their workforce: in return, every employee receives an annual pass, a benefit which has a normal annual price of $396-$1584.

Employers can require employees to pay for up to half the cost of the FlexPass. Employers who do participate in this program are eligible for a maximum $5,000 King County telework grant. The size of the incentive is based on the number of employees who telework at least one day a week.

Parking Policy

Currently, Bellevue requires downtown office buildings of more than 50,000 square feet to identify the cost of parking as a separate line item in all leases, with the minimum monthly rate per space not less than twice the price of a bus pass. For example, since the price of a monthly bus pass was $72 in 2003, the minimum price of a leased parking space was $144 a month. This requirement for "unbundling" parking costs does not increase the overall cost of occupying office space in a building because the payment for the office space itself declines as a result. In other words, unbundling separates the rent for offices and parking, but does not increase their sum. Bellevue is perhaps unique in routinely requiring the unbundling of parking costs from office leases. This innovative policy has several advantages. It makes it easy for employers to "cash-out" parking for employees (that is, to offer employees the value of their parking space as a cash subsidy if they do not drive to work), since employers can save money by leasing fewer spaces when fewer employees drive. It also makes it easier for shared parking arrangements to occur, since building owners can more easily lease surplus parking spaces to other users.

In addition, the city has shifted from high minimum parking requirements to enforcing parking maximums. The city code now set no minimums for housing and mixed-use retail located in certain downtown zones. All downtown residential units are limited to no more than two parking spaces. This move to less parking has had a noticeable impact on private employers. The engineering firm CH2M Hill still offers free parking to drive-alone employees,

but it also gives $40 per month to employees if they opt instead to walk, bicycle, carpool, or take transit. Ultimately, this saves employers money who no longer have to provide expensive parking and it lightens an employee's transportation budget.

Trip Reduction Results

Bellevue's CTR sets trip reduction goals in terms of reducing the proportion of single-occupant vehicles and vehicle-miles traveled per employee from the 1992 base year values. These targets started at the goal of a 15% reduction by 1995, rising to 20% in 1997, 25% in 1999, and 35% in 2005. Vehicle commute trips are calculated at one trip per person (two-person carpools counting as 1/2 trips per occupant, three-person carpools as 1/3 trips, etc.) Each vehicle commute trip eliminated due to telecommuting, alternative work schedules, bicycling, or walking counts as 1.2 trips eliminated.

Results from the Commute Trip Reduction program have been impressive. Overall in downtown Bellevue, the drive alone commute rate fell by 30% from 1990 to 2000, falling from 81% driving alone to 57%. In 1993, after considerable progress in reducing drive alone rates had already taken place, the Commute Trip Reduction went into effect. Among the CTR-affected worksites in the downtown, drive alone rates then dropped from 72.9% in 1993 to 58.5% in 2001, almost a 20% decrease. Among all CTR-affected worksites citywide, the drive-alone rate has dropped from 76.6% in 1993 to 69.2% in 2001—almost a 10% decrease respectively. These numbers do not meet the ambitious targets set under the Bellevue ordinance, but are notable nonetheless.

FUTURE CONDITIONS AND SUMMARY OF NEEDS

As the population grows and traffic gets worse, innovative approaches to congestion management will become more important. Most people agree that parking management and TDM measures must be addressed through the Alameda Countywide Transportation Plan since they are such a useful tool in meeting the goals of the plan, namely congestion management and encouraging use of non-auto modes. The following concepts describe the levels of programs that could be developed to support better management. In addition, this Countywide Plan will need to consider system performance more broadly than previous plans, including rewarding projects that actually reduce demand rather than expanding capacity. Using energy policy as an example, projects that reduce demand on the electric grid through efficiency or conservation are rewarded as "negawatt" projects—understanding that reducing demand defers the need for enhanced supply. While this concept is less well developed for transportation plans, the Countywide Plan will need to prioritize projects that reduce demand on our limited roadway infrastructure as a cost effective technique for reducing capacity needs.

Fund Purchase of New Parking Technology: Parking technology is quite expensive. For example, upgrading all downtown single space meters to "smart" multi-space meters or purchasing license plate recognition technology and funding a staff person to collect and interpret parking data, is a large up front, and on-going, expense. Parking technology does not easily fall within current regional MTC funding programs, highlighting the need for local funding. However, most cities cannot fund this through their General Funds alone. So, county funding must be directed to local entities for purchase of new parking technologies and/or data collection they require to implement parking reforms.

However, there are also many components of parking and TDM that are local policy changes, not requiring funding per se. How can the Countywide Plan encourage policy changes that will move us towards our congestion reduction goals, but which the CWTP does not have direct control over?

Incentivize policy changes: The county can give cities financial incentives and matching grants to encourage cities to reform their parking policies, adopting measures such as removing minimum parking requirements, actively managing curb parking, unbundling parking costs from housing costs, etc. These local parking reforms create significant regional benefits of many kinds, such as reducing traffic congestion, air and water pollution; making housing more affordable; and spurring economic development. Specifically, the Countywide Plan could:

- Provide grants to cities for the acquisition and installation of parking meters (for curb parking) and parking access and revenue control systems (for off-street lots).
- Provide grants to cities to assist them with the management of curb parking. This would include:
    - Planning grants for the development of residential parking permit districts, residential parking benefit areas, and commercial parking benefit areas.

  - Capital and operating grants for the purchase and operation of enforcement vehicles and license plate recognition systems, parking stall occupancy sensors, handheld enforcements.
- Provide matching funds to cities that raise parking revenues by increasing curb parking rates, off-street rates, and/or enacting parking taxes. For example, providing cities with one dollar in regional funding for every one dollar in new local parking revenue that they raise would encourage cities to reduce existing parking subsidies and/or to enact parking taxes.
- Provide grants to cities to assist them in establishing and/or enforcing parking cash-out requirements and other transportation demand management ordinances.
- Provide planning grants to cities to help them reform outdated parking requirements.
- Fund training programs, technical assistance and symposia on best practices in reducing traffic and greenhouse gas emissions by reforming parking policies and practices.

APPENDIX B: TDM AND PARKING MANAGEMENT ISSUE PAPER

ISSUE PAPER: TRANSPORTATION DEMAND MANAGEMENT (TDM) AND PARKING MANAGEMENT[1,2]

EXECUTIVE SUMMARY

This issue paper outlines the key principles of transportation demand management (TDM) and parking management, and how they may be implemented in Alameda County. Key conclusions include:

- TDM and parking management include a wide variety of different demand measures that can be designed to influence travel behaviors in a variety of urban and suburban contexts.
- TDM and parking management have been shown to be highly effective at achieving the transportation vision, goals, and objectives of the new Countywide Transportation Plan, most notably the need to reduce vehicle trips in light of new statewide regulation.
- Determining a specific role for the Alameda CTC is one of the biggest challenges in regards to TDM and parking management. TDM and parking management are often implemented at the local level, yet there likely remains a robust regional role for the Alameda CTC to play in terms of guidance and oversight, direct program administration (such as Alameda County's Guaranteed Ride Home program), and technical assistance for local jurisdictions.
- The Countywide Transportation Plan presents a unique opportunity to guide a growing regional movement that emphasizes demand-side solutions to the county's transportation challenges. The Countywide Transportation Plan is also well-positioned to support the efforts of municipalities to further innovate and utilize these strategies to achieve a shared vision for a sustainable and efficient transportation network. Initial concepts include:
    - Provide dedicated funding to the Guaranteed Ride Home (GRH) program, the Alameda CTC's primary TDM program.
    - Develop a comprehensive TDM program in which the Alameda County GRH program is expanded.
    - Develop Countywide TDM and parking management guidelines.
    - Create a robust technical assistance program to help jurisdictions implement TDM.
    - Initiate a TDM and/or parking certification program for.

[1] For purposes of this paper TDM and parking management are largely discussed as separate strategies. However, parking management by itself can also be categorized as one of many TDM tools.

2 Certain concepts and specific language in this paper were adapted from a previous Nelson\Nygaard report: "Regional Parking Strategies for Climate Protection," Metropolitan Transportation Commission, January 2010.

- Ample precedent exists for the Alameda CTC to refer to in its efforts to establish countywide TDM and parking management policies and programs. The case studies included in this issue paper include:
  - San Mateo C/CAG Trip Reduction Guidelines
  - San Francisco Commuter Benefits Ordinance
  - National Capital Region Transportation Planning Board Technical Assistance Program and the D.C. Performance Based Parking Pilots
  - Massachusetts Downtown Initiative (MDI)
  - GreenTRIP Certification Program

INTRODUCTION

The Alameda CTC *Countywide Transportation Plan and Transportation Expenditure Plan Briefing Book* provides an overview of transportation demand management (TDM) and parking management, identifies best practices, and highlights what Bay Area jurisdictions and agencies are currently doing to utilize these strategies. This issue paper builds on the information provided in the *Briefing Book* to describe how TDM and parking management can be supported through the Countywide Transportation Plan and Transportation Expenditure Plan.

The development and implementation of the new Countywide Transportation Plan and Transportation Expenditure Plan are occurring within the context of a changed economic, regulatory, and social environment in which the concept of creating a more sustainable way of living through transportation and land use investments has become a primary focus. The passage of AB 32 and SB 375 requires that Alameda County take a different approach to transportation planning – one that aggressively addresses the impact of greenhouse gas emissions by reducing vehicle miles traveled (VMT). Managing travel demand through TDM and/or parking management techniques offers cost effective and proven approaches to reducing VMT, by leveraging existing investments, and can complement investments in transit systems and other alternatives to driving. This issue paper further illustrates the efficacy and importance of TDM and parking management, while offering a potential framework for ways in which the Alameda CTC might facilitate supportive TDM and parking management policies.

The *Briefing Book* also addressed the related field of Transportation Systems Management, or TSM, at some length. TSM measures seek to improve the efficiency of road networks using technology-based solutions such as ramp metering and user information systems. By contrast, TDM measures seek to reduce demands on existing roadway and parking capacity using incentives and disincentives designed to influence travel choice. While TSM measures have an important role to play in developing a comprehensive transportation strategy, they are already well understood and widely used in Alameda County, while TDM strategies remain largely the purview of private employers. For this reason, this paper focuses on TDM and parking management.

What is TDM and Parking Management?

As discussed in the *Briefing Book*, TDM and parking management strategies represent a new, and increasingly prevalent, approach to transportation planning. This approach seeks to address transportation challenges, such as congestion and the need for adequate parking, not with traditional supply-side solutions, but rather with projects and programs that manage travel *demand*. Supply-side solutions focus on increasing roadway capacity or building more parking, an approach that has been criticized for creating additional congestion through "induced demand,"[3,4,5] exacerbating parking inefficiencies,[6] and contributing to a number of other public health and social impacts related to driving.[7] As discussed below, research shows that TDM and parking management have had demonstrable and cost-effective success in influencing people's core travel choices and behaviors, thereby reducing vehicle trips, congestion, and vehicle emissions; while improving mobility, accessibility, and the efficiency of local and regional transportation networks.

TDM strategies are diverse and vary depending on the context, but typically fall into the following categories:[8]

- **Financial incentives,** such as subsidized transit passes, parking cash-out programs, commuter checks, or guaranteed ride home programs;
- **Shared vehicle services,** such as shuttles or carpools/vanpools;
- **Alternative commute scheduling,** such as telecommuting or compressed work weeks;
- **Promotional activities,** such as travel marketing programs, travel training, or on-site transportation coordinators;
- **Infrastructure,** such as car or bicycle sharing services, secure bicycle parking, or on-site amenities (lockers, showers, etc.);
- **Parking management** is a broad topic, but typically includes demand-responsive pricing of curb spaces, "unbundling" of parking costs from rents and leases, reduced or eliminated minimum parking requirements, use of new meter technologies to allow multiple forms of payment and dynamic pricing, district-based parking management, shared parking strategies, and the use of parking revenue to support other mobility programs.

It is important to note that TDM and parking management usually take place at the local level with local jurisdictions approving TDM ordinances, establishing transportation conditions of approval and setting parking policy. Similarly, execution of TDM strategies also typically happens at the local, and often at the project level, as municipalities, employers, developers, and public or private institutions assume responsibility for ensuring that TDM programs and parking management efforts are implemented. However, parking and demand management can have regional impacts. This is discussed in greater detail below.

---

[3] Hansen, M., & Huang, Y. (1997). Road supply and traffic in California urban areas. *Transportation Research Part A: Policy and Practice,* 31(3), 205-218.

[4] Goodwin, P. (1996). Empirical evidence on induced traffic: A review and synthesis. *Transportation, 23,* 35-54.

[5] Cervero, R. (2003). Road Expansion, Urban Growth, and Induced Travel: A Path Analysis. *Journal of the American Planning Association, 69* (2), 145-163.

[6] Shoup, D. (2005). *The High Cost of Free Parking.* Planners Press, American Planning Association.

[7] American Public Health Association. (2010). *The Hidden Health Costs of Transportation.* Washington D.C.: American Public Health Association.

[8] For a complete description and list of these strategies, please refer to the *Briefing Book.*

BENEFITS OF TDM AND PARKING MANAGEMENT

The Countywide Plan must balance a multitude of competing priorities within a highly competitive funding environment. Because TDM and parking management have been shown to be effective transportation planning tools in a variety of urban and suburban contexts, it is likely that these concepts can play an important role in ensuring that the Countywide Plan meets its goals and objectives. Some of the key benefits are:

- **Congestion and trip reduction:** Numerous studies demonstrate the effectiveness of TDM and parking management strategies in reducing vehicle trips and VMT. These include, but are not limited to:
    - *Pricing of parking:* "Market-based" parking pricing strategies seek to achieve availability targets (typically, 15% of spaces) by setting prices based on demand. A 2005 study showed that a 10% increase in parking charges reduces vehicle trips by 1-3%, depending on demographic, geographic, travel choice and trip characteristics.[9] Figure 1 shows how minimum employee parking charges affected VMT, trips taken, and trip delay in four California regions. In the San Diego region, a $3 employee parking charge reduced VMT by 2.4% and trip delay by 7%.[10] Parking fees and pricing programs can also:
        - Reduce vehicle emissions from cars circling around looking for a parking space;
        - Generate funds for alternative modes, like bicycle and pedestrian improvements, and
        - Discourage people from driving, and encourage them to take alternative modes.

Figure 1 Impacts of Employee Parking Fees

Region	Price	VMT	Trips	Delay
Bay Area	$1	-0.8%	-0.9%	-2.7%
	$3	-2.1%	-2.4%	-7.0%
Sacramento	$1	-1.0%	-1.1%	-2.5%
	$3	-2.6%	-2.8%	-6.5%
San Diego	$1	-0.9%	-1.0%	-2.5%
	$3	-2.4%	-2.6%	-7.0%
South Coast	$1	-0.9%	-1.1%	-2.9%
	$3	-2.5%	-2.8%	-8.5%

Source: Harvey and Deakin, 1997, Table B.7, in 1991 U.S. dollars; Accessed at VTPI, http://www.vtpi.org/tdm/tdm26.htm

[9] Erin Vaca and J. Richard Kuzmyak (2005*), Parking Pricing and Fees,* Chapter 13, TCRP Report 95, Transit Cooperative Research Program, Transportation Research Board, Federal Transit Administration (www.trb.org/publications/tcrp/tcrp_rpt_95c13.pdf). Accessed on Victoria Transport Policy Institute, http://www.vtpi.org/tdm/tdm26.htm

10 Greig Harvey and Elizabeth Deakin (1997), "The STEP Analysis Package: Description and Application Examples," Appendix B, in Apogee Research, *Guidance on the Use of Market Mechanisms to Reduce Transportation Emissions,* USEPA (Washington DC; www.epa.gov/omswww/market.htm). Accessed on Victoria Transport Policy Institute, http://www.vtpi.org/tdm/tdm26.htm

- *Subsidized transit passes:* Passes purchased in bulk at a discount can be provided free to users (such as residents of an area, students at a university, or other groups) or at a discount. Figure 2 shows the drive-alone and transit mode splits before and after subsidized transit pass implementation in different locations. These programs all led to reductions in driving alone, as well as a 3-16% increase in transit use.

Figure 2 Mode Shifts Achieved with Free or Discounted Transit Passes

Location	Drive to work		Transit to work	
Municipalities	**Before**	**After**	**Before**	**After**
Santa Clara (VTA)[11]	76%	60%	11%	27%
Bellevue, WA[12]	81%	57%	13%	18%
Ann Arbor, MI[13]	N/A	(4%)	20%	25%
Universities				
UCLA[14] (faculty/staff)	46%	42%	8%	13%
Univ. of Washington[15]	33%	24%	21%	36%
Univ. of British Colombia[16]	68%	57%	26%	38%
Univ. of Wisconsin, Mil.[17]	54%	41%	12%	26%
Colorado Univ. (students)[18]	43%	33%	4%	7%

[11] Santa Clara Valley Transportation Authority, 1997.

12 1990 to 2000; http://www.commuterchallenge.org/cc/newsmar01_flexpass.html.

[13] White et. al. "Impacts of an Employer-Based Transit Pass Program: The Go Pass in Ann Arbor, Michigan."

[14] Jeffrey Brown, et. al. "Fare-Free Public Transit at Universities." *Journal of Planning Education and Research* 23: 69-82, 2003.

[15] 1989 to 2002, weighted average of students, faculty, and staff; From Will Toor, et. al. *Transportation and Sustainable Campus Communities*, 2004.

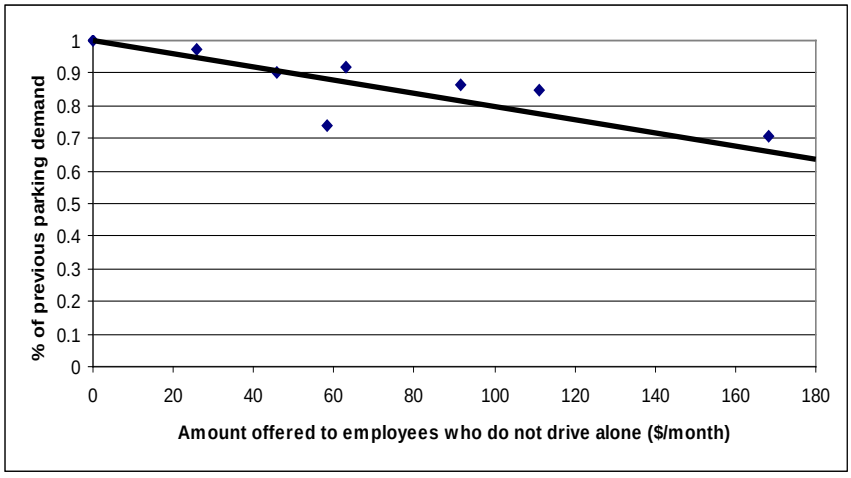
[16] 2002 to 2003, the effect one year after U-Pass implementation; From Wu et. al, "Transportation Demand Management: UBC's U-P ass – a Case Study", April 2004.

[17] Mode shift one year after implementation in 1994; James Meyer et. al., "An Analysis of the Usage, Impacts and Benefits of an Innovative Transit Pass Program", January 14, 1998.

[18] Six years after program implementation; Francois Poinsatte et. al. "Finding a New Way: Campus Transportation for the 21st Century", April, 1999.

- *Parking Cash Out:* Parking cash out is a TDM program that provides a subsidy to employees who choose to commute by alternative modes rather than making use of on-site parking. The primary benefit of parking cash out programs is their proven effect on reducing auto congestion and parking demand. Figure 3 illustrates the effect of parking cash-out at seven different employers located in and around Los Angeles. Additionally, a 1997 demonstration program including Alameda County and the Cities of Oakland, Pleasanton and Albany showed great promise: in the county, Oakland and Albany, 16-20% of participants changed their commute behavior (in Pleasanton, participation declined, but the existing program there had already grown substantially since implementation). Incentives consisted of Commuter Check transit vouchers or cash incentives ranging from $1.50 to $2.50 per day. All of the program sites were within one-quarter mile of transit and offered BART connections.

Figure 3 Effects of Parking Cash Out on Parking Demand[19]



- *Ridesharing:* Ridesharing programs nationally have been shown to reduce daily auto commute trips to specific worksites by 5-15% if they consist solely of educational efforts, and up to 30% if combined with cash incentives such as parking cash out or vanpool subsidies.[20] Furthermore, because rideshare passengers tend to have relatively long commutes, mileage reductions can be relatively large. Rideshare programs have also been shown to reduce commute VMT by up to 8.3%, total regional VMT by up to 3.6%, and regional vehicle trips by up to 1.8%.[21]

[19] Source: Derived from Donald Shoup, "Evaluating the Effects of Parking Cash-Out: Eight Case Studies," 1997. Based on the cost in 2005 dollars.

[20] Reid Ewing (1993), *TDM, Growth Management, and the Other Four Out of Five Trips.*

[21] Apogee (1994), *Costs and Cost Effectiveness of Transportation Control Measures; A Review and Analysis of the Literature,* National Association of Regional Councils (www.narc.org). Accessed at VTPI, http://www.vtpi.org/tdm/tdm34.htm

TDM Resource Center (1996), *Transportation Demand Management; A Guide to Including TDM Strategies in Major Investment Studies and in Planning for Other Transportation Projects,* Office of Urban Mobility, WSDOT (www.wsdot.wa.gov).

- *Carsharing:* Carsharing programs are short-term, members-only rental arrangements in which cars can be obtained on short notice (typically, by making a reservation online) from various unstaffed locations using cards or fobs. Research demonstrates that each carsharing vehicle takes nearly 15 private cars off the road – a net reduction of almost 14 vehicles.[22] Additionally, the average reduction in vehicle ownership in North American cities with carsharing programs was 20%. Finally, a UC Berkeley study of San Francisco's City CarShare found that members drive nearly 50% less after joining. The study also found that when people joined the carsharing organization, nearly 30% reduced their household vehicle ownership and two-thirds avoided purchasing another car.[23]
- *Guaranteed Ride Home Program:* A GRH program provides "commuter insurance" for employees, in the form of vouchers allowing participants who do not drive to work to make a limited number of free (excepting tips and gas) after-work trips via taxi or rental car under certain conditions. In Alameda County's GRH program, these include medical emergencies, unscheduled overtime, or times when a rideshare vehicle is unavailable (because the vehicle has broken down or the driver had to leave early or stay late). One survey found that 59% of rideshare and transit users said GRH was a factor in their decision not to drive24. GRH programs are also relatively inexpensive: another study found average costs of less than $5 per employee, per year25.

- **Quick results and longer-term impacts:** Capital projects can take years to design, clear environmental review, and construct. TDM and parking reform efforts can be implemented on a relatively fast timeline. Moreover, impacts from these programs and projects are often immediate. TDM programs have been shown to have immediate effects on travel behavior and mode choice, while implementation of parking reforms, such as dynamic pricing, can result in instantaneous changes to parking availability and local congestion related to "cruising" for parking. Finally, many of the behavioral impacts result in long-term and systemic changes. As described above, as an example, the use of car sharing has been shown to fundamentally reduce household vehicle ownership and travel behavior.
- **Cost-effective:** TDM programs and parking reform efforts are cost-effective, a crucial factor for the Countywide Transportation Plan to consider in the context of competing priorities.[26] First, TDM strategies can be implemented quickly, have relatively small up-front capital costs, and relatively low ongoing operating costs. Second, TDM programs can leverage existing infrastructure investments, such as transit service or high occupancy vehicle (HOV) lanes. For example, as shown in Figure 2, substantial mode shifts to transit can be achieved through transit pass programs, thereby increasing transit ridership and making transit systems themselves more cost-effective. Third, TDM programs can leverage the resources of the private sector. Many TDM programs, such as new shuttle services, financial incentives, ridesharing services, and marketing, are actually funded by private employers and institutions. Finally, effective parking management can be an additional source of revenue for local jurisdictions, although this aspect of parking management should be managed carefully, as discussed below.

---

[22] Transportation Research Board (2005), *Carsharing: Where and How it Succeeds,* Transit Cooperative Research Program Report 108. http://onlinepubs.trb.org/Onlinepubs/tcrp/tcrp_rpt_108.pdf

[23] Cervero, R., & Tsai, Y.-H. (2003). *San Francisco City CarShare: Travel-Demand Trends and Second-Year Impacts.* University of California at Berkeley, Institute of Urban and Regional Development, Berkeley.

[24] K.T. Analytics (1992), TDM Status Report; Guaranteed Ride Home, Federal Transit Administration, USDOT (www.fta.dot.gov/library/planning/tdmstatus/FTAGUAR2.HTM).

[25] Comsis Corporation (1993), Implementing Effective Travel Demand Management Measures: Inventory of Measures and Synthesis of Experience, USDOT and Institute of Transportation Engineers (www.ite.org). Available at www.bts.gov/ntl/DOCS/474.html.

[26] For example, see the cost effectiveness of TDM in Portland for reducing GHG. Portland Bureau of Transportation. "Technical Memorandum #2: Strategies for Reducing GHG Emissions." July 2010. Prepared by Nelson\Nygaard Consulting Associates.

- **Politically viable:** Whether it is carpooling, using the company shuttle, utilizing commuter checks, or even riding a bicycle to work, large numbers of people already participate in a TDM program. In fact, many public and private employers highlight their TDM efforts and commute benefits as a means to attract employees. Consequently, these programs appear to be a politically viable option for additional funding and expansion throughout the County.

  Parking management, however, can be more politically challenging, as parking policy decisions tend to generate vociferous debate, as seen in the City of Oakland in the summer of 2009 when the City raised parking rates and lengthened meter hours in several commercial districts. However, if "done right" in terms of program design and responsiveness to community concerns, the implementation of dynamic pricing and other parking reforms can result in strong support from the public and local business community. Experience in Redwood City, Pasadena, and numerous other jurisdictions has shown that clear articulation of policy goals such as parking availability, as well as reinvestment of additional revenue back in the community in the form of infrastructure improvements or complementary mobility strategies, can overcome the typical public objections to changes in parking policy.

- **Region-wide applicability and flexibility:** TDM and parking management strategies are adaptable to local conditions, needs, and policies. As an example, clearly, the parking challenges facing Berkeley are quite different that those in Hayward or Pleasanton. However, the core philosophies and methodologies behind each of the strategies remain the same, and can be tweaked or refined to meet the goals and objectives of different municipalities.
- **Pro-market:** Most municipal codes require that developers build more parking than the market warrants, thereby artificially distorting the market for parking. Parking reforms, such as reduced, maximum or eliminated minimum parking requirements, can improve the efficiency of the regional economy in general. In particular, reducing parking requirements reduces the overall cost to build new housing and commercial developments, especially in transit-rich and walkable locations.

CHALLENGES

One of the Alameda CTC's primary challenges is to determine exactly what its role will be in regards to TDM and parking management. Currently, the Alameda CTC does play a direct, but limited role in these areas. For example, the Alameda CTC currently administers the County's Guaranteed Ride Home program. However, parking management is typically under the control of local jurisdictions, while many TDM programs are implemented at the project level. Moving forward with the development of the Countywide Transportation Plan it is crucial that the Alameda CTC find the appropriate balance between regional involvement and local implementation.

One potential countywide role would be to support smart parking and transportation demand management at the local level through technical assistance and incentive programs. There are a number of challenges at the local level that a countywide program could assist cities to overcome. Many of these are driven by the fact that local governments are increasingly constrained by limited budgets. Many cities simply do not have the capital or staffing resources to expand their TDM efforts or engage in comprehensive parking reform.

First, technical assistance directed at helping cities design TDM programs, write TDM ordinances and conditions of approval, and tailor strategies to local conditions could be a worthwhile role for the Alameda CTC. Second, any successful TDM program requires ongoing enforcement and evaluation. Traditionally, enforcement and evaluation efforts for TDM programs fall to local jurisdictions, and private entities. However, local jurisdictions often lack the resources to continually monitor TDM programs, while private developers and employers do not always prioritize the ongoing implementation of their TDM efforts. There is also potential for the Alameda CTC to provide a universal framework for program development, implementation, and ongoing management. For example, the Alameda CTC could fund a countywide evaluation of existing TDM and parking management efforts, which would likely involve developing a universal and consistent reporting format and/or contracting for a single evaluator. The Alameda CTC could also help develop model TDM ordinances, thereby helping to reduce the concern some communities

might have that higher parking rates, for example, would drive development to the next city or town. Finally, the Alameda CTC could develop countywide guidelines similar to those used in San Mateo County, which would then be implemented at the local level.

Parking reform efforts are resource intensive. Their success depends on a process that is well-designed, highly transparent, supported by robust data, and responsive to public input. However, many cities have not comprehensively reviewed their parking codes in years or decades, while even fewer have conducted a recent inventory of their existing parking supply or gathered data on parking demand. Consequently, even cities that have clear policy direction and political will to address parking challenges lack the required data to make informed and transparent decisions. The need for parking technical assistance is substantial, and, potentially offers the most appropriate role for the Alameda CTC in regards to parking management. As discussed in the case studies below, other regional agencies throughout the country have had success in supporting locally-driven TDM and parking reform efforts through technical assistance programs.

CASE STUDIES

San Mateo C/CAG Trip Reduction Guidelines

The San Mateo City and County Association of Governments (C\CAG) serves as the state designated Congestion Management Agency for San Mateo County. As such, C/CAG is responsible for preparing a periodic Congestion Management Program for the County. To comply with Air District Regulation 13, Rule 1, C\CAG developed a set of guidelines for the implementation of the land-use component of the congestion management program that includes TDM requirements for new development[27]. Whereas many other Congestion Management Agencies have retreated from TDM requirements in the face of opposition from employers and developers, the flexible nature of the program implemented in San Mateo County has led to continued success and innovation.

As required in county Congestion Management Programs, C/CAG guidelines must be followed for all projects that are projected to generate a net increase of 100 or more peak hour vehicle trips, and local governments are encouraged to apply the guidelines to all projects that the jurisdiction believes may have an impact on local or countywide traffic conditions.

Rather than requiring or prescribing specific actions by local governments, the C/CAG guidelines provide a framework and a recommended set of options for achieving vehicle trip reduction goals. Local governments are responsible for ensuring that the developer, property-owner, and/or tenant will "reduce demand for all new peak hour trips projected to be generated by a development [and] can select one or more of the options that follow," or may propose other methods for mitigating vehicle trips. C/CAG recommended options include:

1. Reducing the scope of the project
2. Accepting a one-time payment from the project sponsor of $20,000 per peak hour trip to fund ongoing TDM implementation (if a jurisdiction collects its own transportation impact fee, the "portion used to mitigate the impacts of the project's traffic will count as credit toward the [required] reduction in trips.")
3. Adopt CMA guidelines for projects
4. Require the developer and subsequent tenants to implement a package of TDM programs that have the capacity to fully reduce demand for new peak hour trips (the developer/tenants are not held responsible for the extent to which these programs are actually used)
5. Negotiate with C/CAG staff for other acceptable ways to mitigate trips

[27] City and County Association of Governments of San Mateo County (C/CAG), "Guidelines for Implementing the Land Use Component of the Congestion Management Program, " as amended by the C/CAG Board of Directors, September, 2004. Note that Air District Regulation 13, Rule 1: Employer Trip Reduction Requirements was suspended in 1996, following passage of SB 437.

These C\CAG guidelines are not meant to limit choices, and note specifically that "it is up to the local jurisdiction, working together with the project sponsor to choose the method(s) that will be compatible with the intended purpose of the project and the community that it will serve."

Project sponsors and tenants that are required to implement TDM programs may choose a combination of complementary TDM measures from a checklist developed by C/CAG. Each of the TDM strategies has been assigned a peak hour vehicle trip reduction value that is based on evidence from transportation-related academic and professional research and the best professional judgment of C/CAG staff. TDM measures include the parking related measures, as shown in Figure 4 below.

In addition to these measures, C\CAG offers to credit each employer/tenant with reduction of up to three peak hour trips for conducting a twice-yearly survey of employees, to examine their travel patterns and assess performance of specific TDM measures and the program as a whole. Although individual commuters are not subject to monitoring and enforcement of TDM provisions by cities or other outside agencies, and developers/property owners and their tenants are not responsible for actual participation rates, or trip reduction performance, employers are accountable to local governments for program implementation.[28] This combination of auto-enforcement and accountability can serve as a model for implementation of a flexible but results-oriented regional parking reform agenda.

Figure 4 C/CAG San Mateo County TDM Checklist

TDM Measure	Trip Reduction Credit
Charging employees for parking	Two peak-hour trips will be credited for each parking spot charged out at $20 per month for one year. Money shall be used for TDM measures such as shuttles or subsidized transit tickets.
Implementation of a parking cashout program	One peak-hour trip will be credited for each parking spot where the employee is offered cash payment in return for not using parking at the employment site.
Encourage shared parking	Five peak hour trips will be credited for an agreement with an existing development to share existing parking
Participate in/create/ or sponsor a Transportation Management Association	Five peak hour trips will be credited
Coordinate TDM programs with existing developments/employers	Five peak-hour trips will be credited

Lessons Learned

- **One possible role for the county would be to develop guidelines which could then be implemented by cities.**
- **A "menu" of options for achieving trip reduction targets can offer flexibility and contribute to employer acceptance.**
- **TDM trip-reduction impacts can be quantified using available research and professional judgment.**
- **Offering trip-reduction credits for surveys is a way to collect data and ensure ongoing monitoring.**

[28] C/CAG TDM guidelines state that, "the developer/tenants will not be held responsible for the extent to which these programs are actually used [but] the developer shall pay for a monitoring program for the first three years of the development. The purpose of the monitoring program is to assess the compliance of the project with the final TDM plan."

San Francisco Commuter Benefits Ordinance

In January 2009, San Francisco's Commuter Benefits Ordinance (Ordinance 199-08) went into effect. Under this local ordinance, all employers with 20 or more employees are required to offer a commuter benefits program to their employees. This ordinance promises to contribute to reduced parking demand, reduced VMT, and ultimately reduced greenhouse gas emissions in the Bay Area by seeking to make more comparable the subsidies and benefits available to commuters using all modes of transportation (similar to parking cashout).

The federal government currently allows employees to deduct up to $230 per month from their paychecks, pre-tax, to pay for transit and vanpool expenses. Under the Commuter Benefits Ordinance affected employers are now required to allow their employees to participate in the existing federal government's program as described above. Employees who work an average of at least 10 hours per week while working for the same employer within the previous calendar month are eligible.

Employers have three options for providing commuter benefits to their employees and may offer a combination of options 1 and 2:

1. **Pre-tax Transit:** Under existing Federal Tax Law 132(f), employers set up a program that allows employees to use up to $230 a month in pretax wages to purchase transit passes or vanpool rides.
2. **Employer Paid Transit Benefits:** Employer pays for workers' transit fares on any of the San Francisco Bay Area mass transit systems or reimburses workers for their vanpool expenses. Reimbursements for transportation expenses must be of at least an equivalent value to the purchase price of a San Francisco MUNI Fast Pass.
3. **Employer Provided Transit:** Employer offers workers free shuttle service on a company-funded bus or van between home and place of business.

Employers can administer the benefit themselves by purchasing transit tickets or vouchers that can be redeemed for passes, tickets, and vanpool expenses each month and distributing them to employees or employers may hire a third-party administrator to manage their program.

The Department of the Environment may issue employers a fine for non-compliance. The current fee structure is: $100 for a first violation, $200 for a second violation within the same year, $500 for each additional violation within the same year.

Lessons Learned

- **The San Francisco program offers another example of a flexible approach to achieving TDM objectives.**

National Capital Region Transportation Planning Board Technical Assistance Program and the D.C. Performance Based Parking Pilots

The National Capital Region Transportation Planning Board (TPB) is the federally designated Metropolitan Planning Organization (MPO) for the District of Columbia and surrounding jurisdictions in Maryland and Virginia. In addition to its core responsibilities as an MPO, TPB provides a variety of technical assistance programs to its local partners, such as congestion monitoring, travel forecasting, traffic counts, and surveys of personal travel behaviors. Technical assistance is funded by formula as each jurisdiction is allocated a flexible technical assistance budget.

In recent years, the District Department of Transportation (DDOT) in D.C. has begun to focus on parking management as a means to address severe parking challenges. In particular, the DDOT wanted to utilize variable pricing of parking as a means to: 1) ensure adequate parking for residents; 2) encourage turnover as a means to support local business; and 3) promote non-automotive transportation and reduce congestion. Parking challenges and congestion related to high demand for curbside spaces in the Capitol

Hill/Ballpark and Columbia Heights neighborhoods was particularly acute, and these two areas were targeted for a performance-based parking pilot program.

The first step in implementing the pilot program was to gather a robust data set on existing parking conditions that would enable the DDOT to accurately set meter rates to achieve desired occupancy and turnover rates. The resource challenges presented by the data collection effort, however, were immense. The study area for the Columbia Heights zone was 43 blocks, while the study area for the Capitol Hill/Ballpark zone was 145 blocks. Furthermore, the DDOT wanted to collect data for a variety of parking conditions, especially around the Washington Nationals ballpark where data was needed for days/nights when the Nationals were playing and days/nights when the Nationals were not in town. Data was also needed for a combination of days, nights, weekdays, and weekends.

The data collection effort involved the use of License Plate Reader (LPR) technology, which involves outfitting data collection vehicles with LPR cameras and laptops to count vehicles, record license plates, and cross-check with vehicle registrations ($7,500 to $10,000 installation costs per vehicle). The raw data is then used to generate occupancy and turnover rates by block. The LPR technology requires two individuals to conduct the counts, one to drive and one to monitor the data collection software. Data collection and analysis was managed by staff at TPB. DDOT was required to submit a formal letter requesting technical assistance. TPB provided a draft scope of work and budget, which DDOT had to then review, modify, and approve. The approximate budget for the data collection and analysis was $150,000 to $200,000 per pilot area.

The pilot program just completed its second year of data collection, and while there have been challenges, both MPO and DDOT staff indicate that the partnership has been a success and resulted in positive outcomes. More specifically, the data collection has enabled the DDOT to obtain an accurate inventory of its on-street spaces, determine occupancy and turnover rates, and highlight “hot spots” of high demand and parking congestion. The data has also enabled the DDOT to initiate dynamic pricing, as well as adjust district boundaries. For example, the DDOT has proposed both increases and decreases to parking meter rates as a means to achieve its target occupancy rates. The pilot zones have also generated additional parking revenue, which has since been allocated to a variety of projects within each zone, such as streetscape work, sidewalk improvements, additional bike sharing stations, wayfinding signage, as well as additional transportation studies. Finally, the data collection vehicles offer a means by which to “piggyback” enforcement onto the data collection efforts. While not a focus of this effort, the LPR technology could also be tailored to enforcement of parking regulations.

When evaluating the pilot projects, TPB and DDOT staff highlighted some of the challenges they encountered. First, the LPR technology is expensive, thereby limited by the number of data collection vehicles. This can be problematic with study areas over a certain size. Second, the LPR camera and software is effective, but does have its deficiencies. For example, the LPR camera and software have trouble reading dirty license plates and plates from certain states. In addition, the technology requires ongoing maintenance to ensure accurate data collection. The software is updated frequently and costs approximately $3,000 per year. Another drawback is that the data collection vehicles must be driven slowly (5-10 miles per hour) in order to get accurate readings, which makes data collection challenging for larger study areas.

Another challenge is that the data is not “real-time.” Given the volume of data records obtained by the LPR technology it does take a significant amount of time to analyze and “scrub” the data. At its fastest, the data analysis for the two pilot projects could take two months, but for the first two years of the pilot project it has taken 9-12 months. It is likely that the turnaround time for the data analysis will improve in recent years as TPB staff becomes more familiar with the analysis process. The DDOT believes that as the pilot programs continue they will be able to obtain quarterly data to make additional pricing adjustments.

The Performance Based Parking Pilots in D.C. highlight the potential for a technical assistance partnership between a regional agency and a local jurisdiction. While there are some challenges to overcome, this partnership model and the use of LPR technology appear to be crucial to effective parking management in the future.

Lessons Learned

- **Another useful role for county or regional bodies is to provide technical assistance in areas that may be difficult for cities for financial or other reasons.**
- **Parking management requires robust data collection.**
- **License plate reader technology enabling parking data collection can be expensive, and its purchase and use by cities would likely be prohibitive.**

Massachusetts Downtown Initiative (MDI)

The Massachusetts Downtown Initiative (MDI) is a program of the State of Massachusetts' Department of Housing and Community Development (DHCD). As part of DCHD's Division of Community Services, the MDI is a core component of DCHD's various technical assistance programs. Its primary mission is to assist local jurisdictions in revitalizing their downtowns through workshops, "desktop" technical assistance with DCHD planning staff, an on-call consultant database, and an annual grant program to fund downtown planning processes. The MDI is managed by one dedicated DCHD staff member and has a three-year budget of approximately $300,000.

While the MDI stresses a "holistic" approach to downtown revitalization that includes both economic and community development needs, parking management has become a primary focus of the initiative in recent years. In 2007, MDI hosted a workshop for municipal planners, city staff, and elected officials to provide an overview of parking management practices and how they could benefit and support downtown revitalization. The workshop focused on parking theory, best practices, and implementation of parking reforms. The workshop was viewed as a success by program participants and MDI staff. As a result, MDI now hosts an annual parking workshop, where parking management theory and best practices are highlighted, but the primary focus is on the practical challenges of implementation, such as legal authority, new technology, and funding. The popularity of the workshop also resulted in the creation of a dedicated "parking" category within MDI's annual technical assistance grant program.

Since 2008, MDI has awarded $10,000 in on-site technical assistance to several jurisdictions in Massachusetts. For example, a 2009 the grant was awarded to the Town of Needham, where a parking study resulted in a set of parking recommendations that included shared parking arrangements to manage existing supply, better management of on-street parking through pricing, zoning changes, and the creation of an in-lieu fee program. In 2010, work in the Town of Lexington resulted in a similar set of recommendations, including the establishment of variable pricing to meet newly defined availability goals, improved parking information, access improvements to existing parking supply, and establishment of a shared parking program.

In addition to the immediate project outcomes, the MDI technical assistance program has catalyzed additional parking work – grant recipients have allocated additional local resources to the implementation of the parking recommendations, while several local jurisdictions have funded independent parking studies. Finally, the MDI's recent work in parking management has enabled the MDI to support one of its top priorities – the creation of downtown business improvement districts (BIDs). The MDI program manager has capitalized on the increasing awareness of the nexus between effective parking management and downtown economic vitality to facilitate the development of BIDs new within several downtowns.

Lessons Learned

- **Another approach to technical assistance would be to offer workshops for local staff and officials.**
- **Yet another approach would be to offer grants for on-site technical assistance.**
- **Grants can serve as a catalyst for additional local investment.**

GreenTRIP Certification Program

GreenTRIP is a certification program which seeks to reward residential projects located within "infill" development areas that reduce vehicle trips and associated greenhouse gas emissions in the San Francisco Bay Area. The program was initiated by TransForm, a non-profit that focuses on Bay Area transportation issues. Eligibility requirements include:

- Primarily multi-family housing with a maximum of 20% single family homes,
- Minimum 50 units,
- Minimum project density of 20 units/net acre,
- Project cannot violate a jurisdiction's urban growth boundaries,
- Project is within the nine-county Bay Area.

Developers submit their projects for consideration by filling out a detailed application form that requires the developer to provide a host of project information, including size, number and type of units, number and type of parking, trip reduction strategies, transit proximity, and other TDM measures. The project is then evaluated according to specific project characteristics and project location, as opposed to a single set of universal standards that do not take into account local context (for example, parking can range as high as 1.5 spaces per unit).

If a project is approved and certified, the GreenTRIP program is designed to support the development of the project to see that it is actually built. More specifically, the developer is provided with a number of benefits, including:

- Letters of support to appropriate agencies and decision-making bodies
- Testimony at public hearings
- Customized project reports, including traffic models
- Customized press releases
- Tailored technical assistance to help implement TDM and parking strategies

The GreenTRIP program recently completed its pilot phase in which five new residential projects were awarded certification.[29] The outcomes of these five projects are substantial. For example, the reduction in parking in one project allowed the developer to save $3.9 million in construction costs, allowing for construction of 30 more affordable units. In addition, the five GreenTRIP projects will result in the distribution of more than 2,000 subsidized transit passes and over $7 million will be paid by the developers to VTA and AC Transit over the next 40 years.

Lessons Learned

- **An existing incentives-based strategy within the county encourages development that reduces trips by offering public support, customized publicity and reports, and technical assistance.**
- **Developers can reduce costs substantially by reducing the amount of parking in their developments, savings which can then be used to generate additional housing or other uses.**

Vehicle Trip "Cap and Trade"

Overview

[29] Three of these initial projects were located in Alameda County: South Hayward BART Affordable Family & Senior Housing, The Crossings in San Leandro and Parker Place in Berkeley.

The concept of "cap and trade" has typically been discussed in the context of reducing greenhouse gas emissions, but there has also been limited application of the "cap and trade" as a transportation demand management (TDM) tool. An initial research scan reveals that vehicle trip cap and trade has been applied on a geographically limited basis, primarily at the community, campus-wide, or project level. In short, a city will set a limit, or "cap," on the number of daily vehicle trips allowed for a project (e.g., no more than 1,000 daily motor vehicle trips to and from the site). Alternatively, a trip cap can be set to limit only peak period trips (e.g. no more than 100 trips allowed during the evening rush hour period of 4-6 pm). The "trade" part of the concept in these instances usually takes the form of the developer or land owner "buying down" vehicle trips in excess of the cap in the form of per-trip fees.

Whether a trip cap is expressed as a limit on daily trips or peak period trips, the limit is normally monitored and enforced by conducting regular traffic counts. Typically, if the project exceeds the allowable number of trips during any particular count period, a grace period is allowed during which the project is given time to make additional efforts to strengthen its TDM programs. If a subsequent count shows that the allowable number of trips continues to be exceeded, then a per-trip fee is often assessed. The proceeds of the fee are then used to help develop additional transportation infrastructure and services (e.g. additional roadway capacity, public transit service or public transportation demand management programs).

A trip cap can be compared to the practice used in many communities of limiting the number of square feet of development allowed on a property, in order to avoid generating too many vehicle trips. Rather than limiting development on a site *in order to limit traffic*, a trip cap directly limits traffic – the real public goal of many development caps – and then allows the property owner to develop at considerably higher intensity, provided that the resulting traffic is kept within the agreed-upon limit. Trip caps can be adjusted based on the occupancy of a particular building so that trip reduction can be realized before the project is fully occupied.

As currently developed, trip caps require a project site that can be isolated – at least reasonably well – for counting purposes. If a development project has only one, or only a limited number, of entries and exits, then counting entering and exiting vehicles is relatively easy. A trip cap can also be applied to an entire district (such a large office park or mixed-use development), provided that the district has an institutional framework – such as a master property developer with the power to assess dues and implement rules, or an assessment district with the power to assess fees.

One potential drawback to trip caps is that employers or land owners can respond to them by simply reducing or capping the number of employees on a property, while continuing to maintain heavy employee subsidies for driving to work alone. Employers often just expand operations in a different local jurisdiction, such as a nearby suburb with an auto-oriented zoning code and limited transit service where there are no transportation demand management requirements.

Case Study

Stanford University

As Stanford University continued to grow and develop throughout the 1980s, the impacts from increased traffic were impacting the surrounding neighborhoods. In an effort to manage this growth, limit its impacts, yet ensure that Stanford could continue to develop in a manner that would ensure its prominence as one of the country's preeminent academic and research institutions, Santa Clara County Board of Supervisors approved the Stanford University General Use Permit (GUP) in 1989, which placed many conditions on Stanford's land use, growth, and development. By agreeing to the GUP and meeting its requirements Stanford was granted approvals to develop its land. The 1989 CUP was revised and updated in 2000.

A major component the GUP was a cap placed on the number of vehicle commute trips. In short, the university's goal is not to exceed the 2001 measured number of vehicles entering and exiting the university during peak periods over the life of the GUP. The vehicle trip cap is monitored through three cordon counts conducted each year. The County provides Stanford a great deal of flexibility in how it meets the trip cap – it does not mandate a specific employee trip reduction program, but rather sets a cap and allows

Stanford to figure out what array of programs are best to meet the cap. As a result, Stanford as a robust and varied campus-wide transportation and TDM program that includes: a free campus shuttle, subsidized transit passes, ridesharing, a commute "club", various financial incentives, commute planning services, car-sharing and car rental, emergency-ride-home services, and various parking policies designed to reduce vehicle trips to and from campus.

In addition to ensuring it retains its development approvals, one of Stanford's primary motivations for meeting the trip is the financial costs of CUP-defined mitigations. More specifically, if the cordon counts exceed the baseline volume by 1% or more for any two out of three consecutive years, Stanford will be required to pay for intersection mitigations in several nearby jurisdictions and fund additional trip-reduction programs. The cost of such mitigations, especially the intersection mitigations, is significant.

As a result of its TDM efforts, the drive-alone at Stanford for all commuters decreased by more than 13% from 2003 to 2007. In addition, Stanford has benefited from the flexibility of the GUP and its approval process. In short, Stanford has been highly competitive for research and development grants because its land use approval process is streamlined and allows for quick turnaround on development projects.

Applicability to Alameda County

An initial scan of research on vehicle trip "cap and trade" programs indicates that the concept has been applied on a limited basis, and not at a regional or countywide level. However, cities have begun to look more closely at citywide trip caps. For example, the City of Santa Monica is exploring how a citywide trip cap and trade program might be implemented through a network of sub-area transportation management associations (TMAs). In short, each TMA would be allocated a trip cap and a "market" would be established that would allow TMAs to buy and sell trips.

Given the diversity of Alameda County and issues facing the four planning areas, the use of regionwide vehicle cap and trade program might be overly ambitious and complex at this time. However, the County could play a role in helping cities better utilize trip caps at the district or project-level by providing guidelines and best practices for such efforts.

Lessons Learned

- Not applied extensively. Limited examples have been focused on small geographic areas, such as individual development projects or campuses.
- Another approach to technical assistance would be to offer guidelines to jurisdictions for "cap and trade" programs for new development.

STRATEGIC INVESTMENTS

The Countywide Transportation Plan presents a unique opportunity to guide a growing regional movement that emphasizes demand-side solutions to the county's transportation challenges. The Countywide Transportation Plan is also well-positioned to support the efforts of municipalities to further innovate and utilize these strategies to achieve a shared vision for a sustainable and efficient transportation network. Outlined below are some concepts for specific actions that the Alameda CTC could take, and programs that the Countywide Plan could include, to support TDM and parking management. This list is not exhaustive, but offers an initial framework for moving forward.

1. **Provide dedicated funding to the Guaranteed Ride Home (GRH) program, the Alameda CTC's primary TDM program.**

   The Alameda County GRH Program is currently administered by the Alameda CTC. When a registered employee uses an alternative means of transportation to get to work, they are guaranteed a means of getting home should they have medical emergency or unexpected changes to their work schedule. Twelve years of employee and employer surveys to enrolled participants have shown that employees' assurance that they have a "back-up" way to get home is often incentive enough to encourage them to not drive alone. This program has eliminated approximately 180,000 vehicle round trips per year since its inception.

   Since its inception, the Alameda County GRH program has been funded exclusively through grants from the Bay Area Air Quality Management District's Transportation Fund for Clean Air (BAAQMD-TFCA) and has been free of charge to employers and employees in Alameda County. Despite the fact that GRH has been highly competitive in the TFCA program over the past twelve years, being reliant on a sole funding source may not be sustainable, particularly in today's fiscal climate.

   Given the program's continued success in eliminating vehicle trips, the Alameda CTC could expand this program by including the GRH program within the next Countywide Transportation Plan either alone or as part of an overall TDM Program as described below. A dedicated revenue source would help to diversify GRH's funding sources while ensuring greater program stability. Furthermore, additional funding would enable the Alameda CTC to expand its outreach and marketing of the program to additional employers, as one of the biggest obstacles to higher use of the GRH program is simply lack of information about the program's existence. Locally, other counties such as Contra Costa, San Francisco, and San Mateo fund their guaranteed ride home programs through similar provisions that enable sales tax funds to be used for TDM programs.

2. **Expand the Alameda County GRH program into a comprehensive countywide TDM program.**

   This concept was one of the primary recommendations of the "Performance Evaluation of the ACCMA (now Alameda CTC) Guaranteed Ride Home Program," adopted by the Board in 2009[30]. The full recommendation is included below:

   > "We recommend that the CMA expand the GRH program into a comprehensive TDM program. Of all the GRH programs we examined, the CMA program is the only one that is not operated as part of a comprehensive program that includes other TDM or commute alternative efforts. Expanding the program would allow the CMA to broaden the range of commute alternative services it provides to residents of Alameda County while fulfilling the Travel-Demand Management Element of its Congestion Management Program. It would also work toward meeting the objectives of AB 32 and SB 375, state legislative mandates to reduce emissions of greenhouse gases. Additional commute alternative services that the CMA could offer include ridematching, financial incentives for carpooling and vanpooling, discounted transit passes, personalized transit itineraries, subsidized bicycle parking racks and lockers,

[30] Prepared by Eisen Letunic.

bicycle commuting maps and promotions and other marketing strategies. To fund these additional services, the CMA should investigate the county's sales tax for transportation, the TFCA and funding sources from other public agencies."[31]

Best practices show that a well-balanced and comprehensive TDM program, which offers a variety of measures which support each other, will be more effective than a TDM program built around a single trip reduction measure. Many TDM measures are mutually supportive and offer an excellent opportunity to leverage the trip reduction effects of other measures. A sample of potential TDM measures that the Alameda CTC could also fund include additional ridematching services, subsidized transit passes, bicycle infrastructure at work places, and additional marketing and promotion. The County's GRH program has thus far been successful at reducing vehicle trips. Through additional dedicated funding, the Alameda CTC could build on the success of this program by incorporating other TDM measures that are mutually supportive.

3. Develop Countywide TDM and parking management guidelines.

Given the countywide transportation oversight and planning responsibilities of the Alameda CTC, the agency is well-positioned to provide guidance to local jurisdictions. The development of countywide guidelines has several potential benefits. First, though some Alameda County cities have already been aggressively developing TDM programs and parking reform efforts, others have not implemented such strategies. A set of countywide guidelines could help cities begin to "tackle" those questions, and ensure that jurisdictions integrate best practices. (See Case Study San Mateo C/CAG)

Of course, the question of how those guidelines are applied and implemented is also crucial. On the one hand, "guidelines" could remain just that – a set of regional advisory statements or "best practices" that local jurisdictions could refer to as they move forward with developing their own TDM or parking management policies and programs. On the other hand, regional "guidelines" could also be tied to regional funding allocations to ensure that local jurisdictions follow them and meet certain targets. One Bay Area precedent that illustrates this dynamic is MTC's 2005 Transit-Oriented Development (TOD) Policy for transit expansion projects, discussed in greater detail in the case studies. (See Case Study MTC TOD Policy)

It is beyond the scope of this paper to answer these questions and develop a specific set of such guidelines. However, based on best practices in TDM and parking management it is recommended that any set of guidelines related to TDM and parking management emphasize some, or all, of the following core characteristics.

- *Outcome based,* with specific performance targets. Performance-based strategies with specific project-level, corridor-level or regional targets promise to be the most effective and politically viable, and the easiest to implement and administer. Performance-based strategies will facilitate more locally-appropriate solutions and can tap into the innovation and entrepreneurship of the public, private and non-profit sectors to a greater extent than strategies that prescribe specific implementation methods.
- *Effectiveness* at achieving regional goals.
- *Well-balanced and comprehensive.* Experience has shown that the most effective TDM programs are ones that have varied and mutually supportive demand management measures. For example, a TDM program that includes both subsidized transit passes and a guaranteed ride home program has the potential to reduce vehicle trips to a greater degree than one of those measures by itself. In short, TDM programs should offer as broad a choice to employees and travelers as possible in order to encourage a variety of travel behaviors and populations.

[31] Alameda County Congestion Management Agency. "Performance Evaluation of the ACCMA Guaranteed Ride Home Program," February 27, 2009.

- *Flexible,* so implementers can "play or pay." Some employers – particularly those with labor contracts and multiple work sites – are limited in the changes they can make to their existing parking and commuter benefits programs at all their work sites. Some jurisdictions will be more willing to reform parking codes and management policies than others.
- *Non-punitive,* so that stakeholders are not penalized for compliance with previous parking policies. For buildings that were constructed to meet local minimum parking standards, any new parking taxes, fees, or regulations should be calculated based on audited parking utilization rates. Limits on the expansion or reconstruction of existing parking lots are appropriate if audits reveal excess supply.
- *Politically viable.* As discussed before, parking decisions are one of the more high-profile components of local land use decisions. As is often the case with proposed policy changes, there are many stakeholders with different perceptions of the problem and potential solutions. Local businesses often believe that free and available public parking is crucial to their economic health, banks often refuse to lend to development that does not meet traditional parking requirements, and elected officials may understand the need to manage parking supply, but may not fully understand the linkage between managing parking and managing congestion. Implementing parking management strategies depends on extensive education and outreach with many stakeholders.
- *Effective marketing and public outreach.* As local experience has demonstrated, the manner in which TDM programs, and parking management policies in particular, are rolled out is crucial to their success. If the public perceives that such policies and programs have been developed without community input, it is very likely they will actively reject such measures, irrespective of their intent. Therefore, any countywide TDM and parking policy should require a local jurisdiction to demonstrate a proactive communication strategy with opportunities for education to, and feedback and input from the public.
- *User friendly.* Furthermore, TDM programs and parking management must be easy for the public to understand and use. Policies and their objectives should be clearly articulated and supported by data, while new technologies (such as parking meters) should be designed for straightforward public consumption.
- *Financially feasible and cost-effective.* Prioritize strategies that are low cost or no cost and provide the biggest "bang for the buck" should be encouraged.
- *Easy and efficient to administer.* Difficulties with implementation, administration, and enforcement highlight the importance of considering the implementation steps of all relevant stakeholders in program design. Strategies that are easy and efficient to administer (a) will be transparent and simple to understand for the public and implementers; (b) will be supported with proper funding and targeted technical assistance; (c) will have clearly defined roles and responsibilities for stakeholders, including enforcement agencies; (d) provide a clear nexus; and (e) be accountable, with periodic monitoring and evaluation. Those responsible for enforcement need to be funded, staffed and informed of additional responsibilities.

Individual jurisdictions or groups of jurisdictions could also initiate local or subregional programs. These would ideally include opportunities to measure success so that they might serve as a pilot for future countywide and regional efforts.

4. **Create a robust technical assistance program.**

Perhaps the most obvious and crucial role that the Alameda CTC could fill in regards to TDM and parking management is in the area of technical assistance. For the most part, Alameda County jurisdictions understand the concepts of TDM and parking management, and would like to, at a minimum, gain a better understanding of how these strategies could address local challenges. Meanwhile, some cities are ready to implement new TDM and parking management policies, yet are unable to move forward without additional resources.

The types of technical assistance that the Alameda CTC could provide are numerous. Outlined below are a number of potential "categories" of technical assistance concepts, many of which are illustrated in greater detail in the case studies.

- *Information clearinghouse:* As TDM and parking management play an increasingly important role in improving the region's transportation network, it is crucial that elected officials, staff, developers, financial institutions, employers, and the public have a shared understanding what TDM and parking management are, how they can benefit their communities, and how they can be implemented in a local context. In order to facilitate this dialogue, the Alameda CTC could fund a number of "shared learning" activities (see Case Study: Massachusetts Development Initiative). These include:
    - A full-time position at Alameda CTC to coordinate and monitor TDM and parking management efforts throughout the county.
    - A regional TDM and parking management sub-committee that could serve as an advisory body to both the Alameda CTC and local jurisdictions. The sub-committee would be comprised of local and regional staff, as well as individuals representing developers, financial institutions (lenders), employers, local business, and the public.
    - TDM and parking management workshops and trainings that emphasize key concepts, best practices, but, more importantly, the practicalities of implementation.
    - On-site assistance, such as one-day charrettes that evaluate a well-defined local challenge and outline potential solutions.
    - Development and distribution of easy-to-understand reference materials.
    - Marketing and promotional materials for local and regional TDM programs.
    - A list of on-call TDM and parking management consultants to assist local governments.
    - Model ordinances.

  MTC and Alameda CTC have already undertaken a number of these technical assistance programs as part of the campaign on regional parking reform and local assistance for Priority Development Areas.[32] For example, MTC currently hosts parking fundamentals workshops and in 2007 put on a regional parking "seminar," which had over 125 participants. Furthermore, MTC funds six customized "Parking Advanced Implementation Labs" that are designed to assist local jurisdictions with a "particular actionable policy." One of these labs focused on parking at the San Leandro BART station. Finally, MTC recently developed a parking "Toolbox/Handbook": *Reforming Parking Polices to Support Smart Growth: Parking Best Practices & Strategies for Supporting Transit Oriented Development in the San Francisco Bay Area.* The handbook helps local jurisdictions define what type of area they are and identifying parking strategies that are likely to be effective in this type of area. It describes the various strategies and provides examples of best practices from around the region and country.

  Additionally, the Alameda CTC, through its Transit Oriented Development Technical Assistance Program (TOD TAP), has funded two parking studies, a shared parking study at MacArthur BART and a parking and stormwater study at Coliseum BART, in Oakland.

  Alameda CTC continues to fund technical assistance activities that complement other regional efforts. The Alameda CTC could expand the TOD TAP program to further focus on local parking needs in Alameda County, supplement MTC's activities or continue to work with MTC to ensure some of its efforts continue to be directly tailored to the experiences of Alameda County jurisdictions, such as the San Leandro parking labs example. One possibility would be

[32] http://mtc.ca.gov/planning/smart_growth/parking/

for Alameda CTC to fund additional MTC "parking labs" specifically within Alameda County. Alternatively, individual jurisdictions could implement programs within their cities or subregionally within the County, again, serving as pilots for the County.

- *TDM and parking management grant programs:* The success of TDM and parking management efforts depends on a planning process that is well-designed, highly transparent, supported by robust data, and responsive to public input. In addition, capital expenses for TDM programs (such as carsharing or on-site amenities) and parking management (new meter and sensor technology) are also substantial. To help overcome these basic resource challenges, the Alameda CTC could expand its technical assistance grant program to include:
    - Planning grants:
        - Development of local TDM and commute benefits ordinances (see Case Study: SF Commuter Benefits Ordinance).
        - Development of project-specific TDM programs.
        - Parking studies to revise local parking codes and/or develop parking ordinances for jurisdictions to adopt, develop district-based management, etc. (see Case Studies: Massachusetts Development Initiative and National Capital Region Transportation Planning Board Technical Assistance Program and DC Performance Based Pilots).
        - Parking impact fee studies.
        - Data collection and analysis (see Case Study: National Capital Region Transportation Planning Board Technical Assistance Program and DC Performance Based Pilots).
    - Capital grants:
        - On-site transportation coordinators for employers or institutions of a certain size.
        - Installation of on-site amenities, such as secure bicycle parking, lockers/showers, etc.
        - Acquisition and installation of parking meters (for curb parking) and parking access and revenue control systems (for off-street lots).
        - Purchase and operation of enforcement vehicles and license plate recognition systems, parking stall occupancy sensors, or handheld enforcements (see Case Study: National Capital Region Transportation Planning Board Technical Assistance Program and DC Performance Based Pilots).
    - Monitoring, enforcement, and evaluation grants:
        - Local monitoring and enforcement of TDM ordinances and project-specific TDM programs.
        - "Follow-up" evaluations of planning or capital grants to measure outcomes of studies and resulting policies, programs, and projects.
        - Travel demand surveys.
        - Data collection and analysis.

Alameda CTC's current TOD TAP program is funded by MTC's Transportation and Land Use Program and the transportation sales tax. This program does not require a local funding match. The details and requirements of an expanded grant program merit additional research and planning. If the Alameda CTC were to move forward with such a program it would likely need to address some key program parameters. First, eligibility requirements would have to be determined. Currently, local jurisdictions are eligible for the TOD TAP program but private and public developers, employers, and institutions would also benefit from such technical assistance. Second, it would have to be determined if County dollars would leverage local and private dollars by requiring a local match.

Finally, how such an expanded grant program is funded is a fundamental, yet complicated question. It is beyond the scope of this paper to identify a specific funding mechanism or the details of allocations. The most obvious choice, and the one in which the Alameda CTC has the most influence over, is through the local sales tax measure. More specifically, Alameda CTC could consider expanding the funding category within the next Countywide Plan and Transportation Expenditure Plan that allocates a certain percentage of the local sales tax measure to TDM and parking management. Moving forward, this is an issue that must be addressed in much more detail.

5. **Initiate a TDM and/or parking certification program.**

Much as the Leadership in Energy and Environmental Design (LEED) certification program administered by the U.S. Green Building Council has spurred a sustainable building boom, a TDM and/or parking certification program could help achieve widespread regional adoption of TDM programs and parking reforms. Such a program could bestow recognition upon communities and individual employers and developers who lead the way forward as the first to implement policy and program reforms.

- Such a program would establish policy and program reform targets for local governments, developers, and employers that vary based on the transit accessibility of their location and for employers by their industry sector (e.g. regional medical clinics would have different standards than offices housing professional service firms).
- Through a coordinated marketing strategy, regional agencies would highlight the successful implementation of parking reforms by certified cities, projects, and employers, articulating the connection between parking policies and climate change.
- Local governments may also consider requiring communities to meet certain certification standards in order to receive planning assistance, infrastructure, or service funds.

As stated earlier, TransForm, a Bay Area non-profit focused on regional transportation issues, recently created GreenTRIP, a certification program for residential infill projects within the nine-county Bay Area. This certification program rewards residential projects that seek to reduce vehicle trips and greenhouse gas emissions through TDM and parking management. Alameda CTC may wish to explore ways in which to partner with TransForm to see how this program could be expanded, applied to commercial developments, or tailored to specific contexts with Alameda County. The biggest challenge for the GreenTRIP program is expanding its reach and ensuring that developers, local agencies, and decisions makers are aware of the benefits of the program. One option is to require GreenTRIP certification in certain locations, such as Alameda County's priority development areas (PDAs).

ALAMEDA
County Transportation Commission

Attachment B

Alameda County Transportation Commission
GUARANTEED
RIDE HOME

GUARANTEED RIDE HOME PROGRAM EVALUATION • 2012

DRAFT EXECUTIVE SUMMARY

MAY 2013

BAY AREA
AIR QUALITY
TRANSPORTATION
FUND FOR
CLEAN AIR

NELSON
NYGAARD

EXECUTIVE SUMMARY: PROGRAM UPDATE AND RECOMMENDATIONS

INTRODUCTION

This report presents the results of the 2012 Alameda County Transportation Commission Guaranteed Ride Home (GRH) Program Evaluation. It provides an analysis of how well the program achieved its goals of reducing the number of drive-alone trips Alameda County commuters took to work in 2012. It also includes a review of the program's operations and compares the results of the program in 2012 to previous years. The evaluation provides information about:

1. The program's success in increasing the use of alternative travel modes
2. GRH program operations and marketing
3. Employer and employee participation and usage
4. The status of the Commission recommendations made for the GRH program in 2012 and proposed recommendations for 2013

PROGRAM DESCRIPTION

The Alameda County Guaranteed Ride Home gives commuters an "insurance policy" against being stranded at work if they need to make an unscheduled return trip home. By providing commuters with assurance that they can get home quickly in an emergency, GRH removes one of the greatest barriers to choosing an alternative to driving alone. GRH addresses concerns such as, "What if I need to get home because my child is sick?" or "What if I have unscheduled overtime and miss my carpool ride home?" In doing so, GRH empowers employees to take alternative modes when they might not otherwise view them as viable options, resulting in less traffic congestion and pollution. GRH also benefits businesses, as it enables stress-free, reliable employee commuting and helps them save money on payroll taxes by deducting the amount employees spend on transit or vanpools from their reported gross salary.

> "For a long while I was taking Wheels Bus express bus between Pleasant Hill BART and California Center in Pleasanton. My shift was changed so the bus is no longer an option. GRH makes taking transit that much better knowing I won't be stranded."
>
> *– Michael Smith, AT&T*

The GRH program is one of many Transportation Demand Management (TDM) programs in Alameda County that aim to reduce strains on existing roadway and parking capacity without engaging in expensive capacity additions. GRH is unique in that it is the only program that provides a vital safety net for other commute alternatives.

The Alameda County GRH program has been in operation since April 9, 1998. Over the last 15 years, the program has matured from a demonstration program with a handful of participating employers to a robust one with 5,104 registered employees and 282 active registered employers throughout Alameda County.

The Alameda County GRH program is administered by the Alameda County Transportation Commission (Alameda CTC), whose mission is to plan, fund, and deliver a broad spectrum of transportation projects and programs to enhance mobility throughout Alameda County.[1] The GRH program was developed to help reduce the number of single-occupant vehicles on the road and as a means of reducing traffic congestion and improving air quality. The Alameda County GRH program is funded entirely through grants from the Bay Area Air Quality Management District's Transportation Fund for Clean Air (TFCA).

MAJOR FINDINGS OF THE EVALUATION

The program evaluation consists of an examination of the program's operations and outreach functions, statistics on employer and employee participation and use, data from the surveys of participating employees and employers, and recommendations for program changes and enhancements. For the first time, the GRH recommendations for future years are being developed in conjunction with a proposed Alameda County Comprehensive TDM Strategy. The following sections present the major findings and recommendations from the evaluation.

Employers of all sizes located in Alameda County have been eligible to participate in the GRH program since June 2009. Prior to that time, the GRH program required an employer to have at least 75 employees to register with the program. Opening the eligibility to all employees in Alameda County coincided with an increased number of employees making the commitment to travel to work by alternative modes. The combination resulted in the program's all time highest enrollment of 5,104 employees in 282 businesses in 2012. It has also resulted in a reduction of 335,921 one-way vehicle trips in 2012, or 3,230

Category	2012 Savings
Cost per Trip Reduced	$0.33
Drive-alone roundtrips reduced per year	167,961
Drive-alone one-way trips reduced per year	335,921
GRH rides taken in 2012	51
Average commute distance of GRH users	28
Average miles saved per workday	36,176
Annual miles saved per work year	9,044,000
Tons of CO2 not released	1,873
Average U.S. vehicle fuel economy (MPG)	33.8
Average gallons of gas saved per workday	1,070.3
Annual gallons of gas saved per work year	267,574
Average gas price in 2012	$4.03
Average dollars not spent on gas per workday	$4,313
Annual dollars not spent on gas per work year	$1,078,323

[1] The Alameda CTC is a newly formed countywide transportation agency, resulting from a merger of the Alameda County Congestion Management Agency and the Alameda County Transportation Improvement Authority. The merger was completed in February 2012.

vehicle roundtrips per week.[2] During the same year, the number of rides that were taken in the program was a record low of 51 rides. This represents less than one percent of eligible rides that employees could have taken. It also illustrates the "insurance" nature of the program. Insurance programs tend to be used infrequently, but they help give users peace of mind. Commuters are often concerned about the perceived inflexibility of alternative modes like transit or carpools and how they would return home if an emergency or if unexpected circumstances arise. The GRH program eases fears about being able to get home by ensuring that the user has a ride home if an emergency were to occur.

Fifteen years of employee and employer surveys of enrolled participants have shown that the availability of a "back-up" way to get home is incentive enough to encourage employees not to drive alone. According to the 2012 survey results:

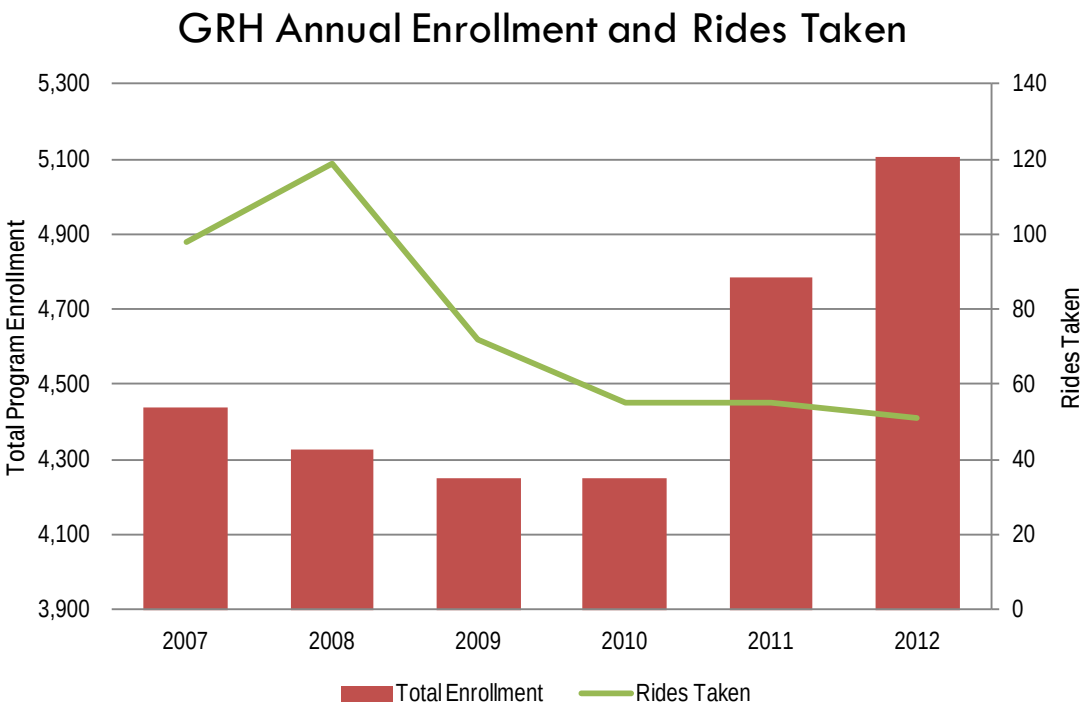
- 34% of participants stated that without the GRH program they would not use an alternative travel mode or would use one less frequently.
- 23% of participants stated that, with the program, they use alternative modes four or more times a week.
- 93% of respondents stated that the GRH program likely encourages participants to use alternative modes more often.
- 59% of respondents stated that the program was at least somewhat important in encouraging them to use alternative modes at least one more day per week.

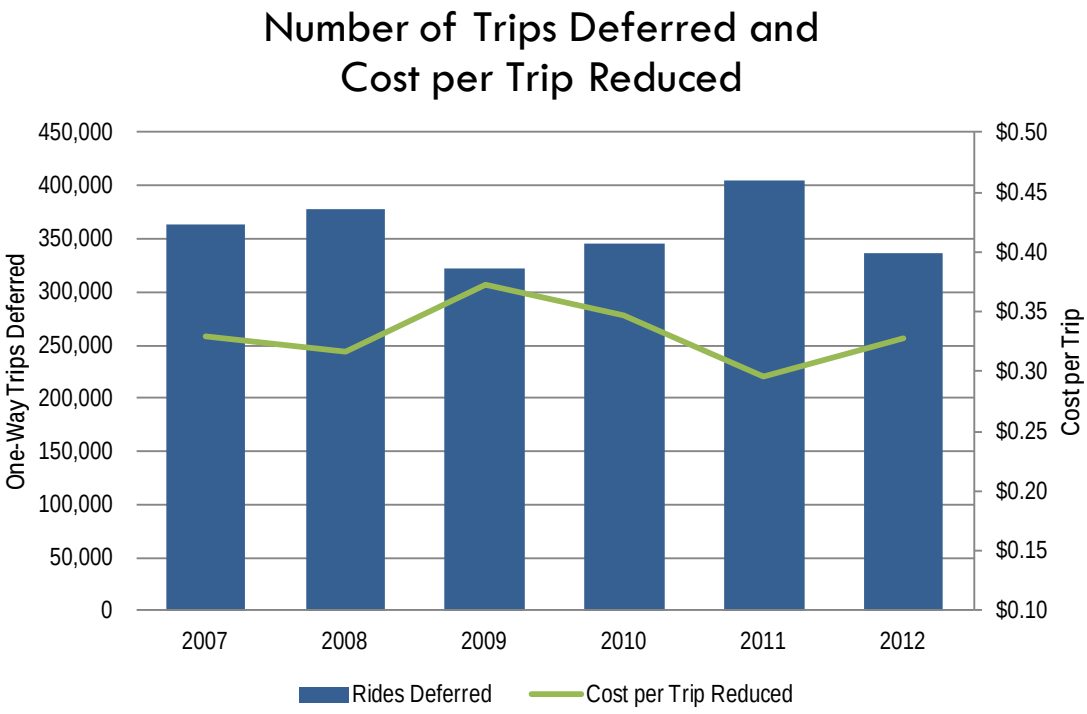
Based on the average reported commute distance by GRH participants and the number of registered participants, the GRH program eliminated approximately 9 million vehicle miles from roadways in 2012.[3] It is estimated that the program saved participants over one million annually on fuel expenses in 2012, which is the equivalent of saving 267,574 gallons of gas or 1,873 tons of CO2.[4] These goals were accomplished at a cost of 33 cents per trip removed.

> "Fortunately, I have not yet had to use this benefit, but it is VERY important to me to know it is available, if/when I may need it."
>
> *– Safeway Employee*

The charts below show that while program enrollment grew substantially in 2011 and 2012, the number of rides taken has actually decreased. The cost per trip reduced has ranged between $0.37 (2009) to $0.30 (2011).

[2] Based on 2012 survey results described in Chapter 4.
[3] 3,230 drive alone roundtrips per week = 6,640 one-way trips per week = 1,328 one-way trips per weekday (based on 1,328 reported reduced weekday one-way trips by participants from the annual survey, 250 days in a work year, and the average reported commute distance of 28 miles).
[4] Based on the calculated number of annual miles reduced, the annual US vehicle fuel economy reported by the US Bureau of Transportation Statistics (33.8 MPG), and the average Bay Area fuel price per gallon reported by MTC in 2012 ($4.03). Each gallon of gas produces about 14 pounds of carbon dioxide.


GRH Annual Enrollment and Rides Taken
5,300
5,100
4,900
4,700
4,500
4,300
4,100
3,900
Total Program Enrollment
140
120
100
80
60
40
20
0
Rides Taken
2007
2008
2009
2010
2011
2012
Total Enrollment
Rides Taken


Number of Trips Deferred and
Cost per Trip Reduced
450,000
400,000
350,000
300,000
250,000
200,000
150,000
100,000
50,000
0
One-Way Trips Deferred
$0.50
$0.45
$0.40
$0.35
$0.30
$0.25
$0.20
$0.15
$0.10
Cost per Trip
2007
2008
2009
2010
2011
2012
Rides Deferred
Cost per Trip Reduced

Program Operating Principles and Outreach

- The Alameda County GRH program assigns a paper voucher to employees that can be redeemed for a ride home using a taxi or rental car. The limitation of six trips per employee per year continues to be appropriate. Very few program participants reach this limit.
- Program literature is available in hard copy and electronic formats. Employees and employers can download registration forms (as PDF files) and other program information from the program's website and employees can register online.
- Program staff participated in information sessions such as employee benefit and transportation fairs in different parts of Alameda County in 2012. These face-to-face opportunities have been successful in spreading the word about the program and encouraging employees and employers to sign up.

Employer and Employee Registration

- In 2012, the program added 491 new employees and 34 new employers. As of December 31, 2012, there were 282 employers and 5,104 employees enrolled in the GRH program.
- Thirty-four new employers enrolled in the GRH program in 2012. This was a slight decrease compared to 2011 (when 49 new employers enrolled), but is in line with historical trends.
- North and East Alameda County continue to be the areas with the greatest number of employers enrolled in the program. Oakland has the most registered employers, followed by Berkeley and Pleasanton.

Trips Taken and Employee Commute Patterns

- In 2012, 51 trips were taken (37 taxicab, 14 rental car). The average trip distance was 30.1 miles and the average trip cost was $70.51.
- "Personal illness" was the most common reason for taking a trip in 2012 (27% of trips) followed by "unscheduled overtime" (18% of trips).
- The most prevalent users of guaranteed rides home are car- and vanpoolers. Historically, people who used these modes accounted for 61% of emergency rides taken.
- In 2012, the most common GRH trip origin cities were Oakland, Pleasanton, and Berkeley. The most common GRH trip destination cities were Antioch, Emeryville, and San Francisco.
- The majority of employee participants live in Alameda and Contra Costa counties. A significant number also live in San Joaquin, San Francisco, Stanislaus, and Solano counties.

Employee Survey

An annual evaluation survey was sent to employees in February 2013. Of the 5,104 active participating employees, 782 surveys were returned, a 15% response rate.[5] According to 2012 survey responses:

- When asked how important GRH was in their decision to stop driving alone, 59% of respondents said that it was at least somewhat important. Most respondents (93%) stated that they thought the program encourages others to use alternative modes more often.
- If the program were not available, 25% of respondents reported they would use an alternative mode, but less frequently than before, and 9% reported that they would stop using an alternative mode and go back to driving alone. This finding illustrates that for some employees GRH is the decisive factor while for others it provides a critical incentive that helps them develop familiarity with and habits around using alternative modes.
- Using the survey findings, impact of the program on travel behavior of all participants was extrapolated. In 2012, approximately 3,230 drive-alone roundtrips or 6,460 drive-alone one-way trips per week were replaced by alternative mode trips by those who are in the program. This is equivalent to 335,921 total drive-alone, one-way trips per year.
- The most common alternative modes for program participants are BART, carpool, or bus. Survey respondents reported driving less by approximately one-third (39%) compared to before they enrolled in the GRH program. All alternative modes experienced an increase after participants joined the GRH program. Vanpooling and commuting on ACE train and ferry experienced the largest increases, according to the survey.

Commuting Behavior

- Survey respondents reported that their commute distances are generally 50 miles or less (84%). Over half (56%) are below 30 miles, and 18% live less than 10 miles from home. The average commute distance for program participants is 28 miles.

Customer Service

- The administrative functions of the GRH program continue to receive very high ratings for the quality of customer service including the telephone hotline and printed materials, consistent with previous years' evaluations. The vast majority of respondents had no opinion about hotline assistance (82%).
- Passengers were very positive in their evaluation of the transportation services provided through GRH. In 2012, the participants reported wait times for a taxi to be on average 15 minutes.

Program Involvement

- Most participants found out about the GRH program through their employer or onsite representative (49%), 11% from an on-site posting, and 16% from a co-worker. This indicates that workplace advertising and an employer representative contact is an effective and important part of the GRH program.

[5] According to the Constant Contact Resource Center, 10-20% is a common survey response rate. It is also worth noting that the survey sample size is roughly 10 times that of the number of people who actually used a ride voucher, indicating that the sample is broadly representative (i.e. those surveyed were not just those who have had occasion to take a ride).

- In 2012, the majority of participants registered for the GRH program online (54%). This number has continued to rise since online registration was introduced in 2010.

Employer Survey

An annual evaluation survey was sent to employers in February 2013. Of the 282 active participating employers, 66 surveys were returned, a 23% response rate. According to the 2012 survey responses:

> "This program has given me the confidence that I can return home quickly in an emergency. My husband has health problems that are sometimes critical, and the thought of being stuck at work when he needs me is very stressful."
>
> *– LLNL Employee*

Alternative Modes

- A large majority (85%) of employer representatives that responded reported that they thought participation in the GRH program is "very important" or "somewhat important" in encouraging employees to commute to work using alternative modes more often.
- Most employers reported that they provide some type of commuter benefits in addition to GRH. The most common transportation benefit was Commuter Checks, now offered by over 50% of employers, which was only offered by one-third of employers in the 2011 survey. Bicycle parking, shower/changing room, and telecommuting also remained among the top benefits provided by employers.

Program Management

- Almost all employer contact respondents stated that their GRH workload is either "manageable" or that they "could do more work if needed."

Customer Service

- The administrative functions of the GRH program received very high ratings for the quality of customer service, which is consistent with the employee survey results. As with employees, most have not used the hotline, and those who have rated it excellent or good.

Outreach and Marketing

- Employer representatives were then asked how they market the GRH program to their employees. The majority (37%) indicated that they make periodic companywide announcements and 24% said they use email "blasts" or include information in company newsletters.
- Twenty-six percent of employer representatives include information on the GRH program as part of their employee benefits orientation for new employees. Thirteen percent of employer representatives said they rely on word of mouth to market the GRH program to their employees.
- In addition, employer contacts were asked if they have used the new GRH website (www.grh.alamedactc.org) for information, and 43% responded that they have used the site recently. Several made comments about the new design:
  - "The new website and marketing materials look great!"

- "The website is thorough and informational. I've not had a need to call the hotline."
- "Really like the new look!"

Program Value

- Program value in the eyes of employer representatives continued to grow considerably. In 2012, 64% stated that they thought that their employees value the GRH program as much as or more than other transportation benefits offered by their employer (an increase from 55% in 2011).
- Thirteen percent of respondents stated that their employer does not offer any other transportation benefits.

GUARANTEED RIDE HOME 2013 RECOMMENDATIONS

Through the Guaranteed Ride Home Program, the Alameda CTC has continued to be successful in changing Alameda County employees' mode choice for work commutes from driving alone to using alternative transportation modes. Data from this year's participant survey indicate that the program is continuing to reduce the number of drive-alone trips made within the county by eliminating one of the significant barriers to alternative mode use – namely, the uncertainty of being unable to return home in the event of an emergency or unplanned overtime.

The 2013 Guaranteed Ride Home recommendations are based on an evaluation of the program issues raised by the Alameda CTC, and the following funding and schedule considerations:

- Current TFCA funding for the GRH program has been approved by the Air District and Alameda CTC through November 2013
- Future TFCA funding for the GRH program for 2013 to 2015 is anticipated to be approved by the Air District and the Alameda CTC;
- The Alameda CTC recently prepared Countywide Transportation Demand Management (TDM) Strategy, which is presented together with this report. The TDM Strategy includes recommendations for the Alameda CTC's role in the Guaranteed Ride Home Program, as well as other countywide TDM strategies that aim to reduce vehicle trips and greenhouse gas emissions, and comply with the Congestion Management Plan, AB32 and SB 375.

The following recommendations for 2013 aim to move the Alameda CTC's GRH program into a new era of more efficient administration, increased ease of use, and higher visibility, and to place it in the context of an overall Comprehensive TDM Strategy.

1. **Investigate feasibility of switching from the current paper voucher system to either an online voucher system or a reimbursement system and implement appropriate solution.**

   Moving from paper vouchers to an online voucher system or a reimbursement system has significant potential to increase ease of use for GRH participants, reduce administrative costs, and improve program tracking and security. Many other GRH programs around the country have made such a switch and realized benefits from doing so. As a first step towards a possible transition, GRH staff performed a peer review of other GRH programs that have switched from paper vendors and contacted software vendors that could support an online voucher system. This investigation identified both online vouchers and a reimbursement based system as possible alternative service delivery models, and identified advantages and disadvantages associated with each. It is recommended that, as

a next step, GRH staff use this information to determine if transitioning to an online or reimbursement system is feasible for the Alameda CTC in light of program budget, legal issues, and possible future regional TDM integration considerations.

An **Online Voucher** system allows registered users to print a voucher on the day when they have an emergency and need a ride home. Users must be registered in the GRH program and create an account prior to using a voucher. Employees (and GRH staff) can track the number of vouchers used (limited to six per calendar year). An online voucher system would require a new database and operating system in order to track use and enrollment and generate a voucher when requested. A **Reimbursement** system allows registered employees to take their ride home whenever they need. This program could be structured to allow employees to use any mode or provider they choose (taxi, car rental, transit, etc.), or could include a set list of transportation providers. Employees would still be required to first register in the GRH program before taking their ride. After they register, if they experience an emergency, they take the ride and then submit their receipt to be reimbursed. Employees could mail, scan/e-mail, or fax a copy of their receipt to the GRH program. The table below summarizes advantages and disadvantages associated with each model.

While both an online voucher system and a reimbursement system seem to hold potential for the Alameda County GRH program, a more detailed feasibility assessment is needed. Such an assessment would estimate the cost implications of a transition including start-up costs, ongoing costs of operating an alternative system (software platform subscription, etc.), and cost savings from reduced administrative activities. A more detailed assessment would also consider any legal issues pertaining to opening up the GRH program to more taxi and rental car companies as part of a switch to an online voucher or reimbursement system. Finally, a more detailed assessment would consider what selection of a particular model means for possible future regional integration of GRH programs. While the Alameda CTC remains committed to operating an Alameda County program for the foreseeable future, there are advantages to leaving the possibility of regional consolidation open given the tendency of GRH trips to cross county lines and possible cost savings from pooling resources between programs.

	Advantages	Disadvantages
Online Voucher System	• GRH staff no longer have to assign and mail printed vouchers to employees • Employees have the ability to manage their GRH registration and view information on used vouchers. • Registered participants will be able to print a voucher when an emergency occurs • Significantly reduces the amount of administrative time spent on mailing program materials • Very minimal delay between registration and program use	• Requires access to a computer during the time of the emergency • Requires access to a printer to print voucher • Upfront costs to develop database and software platform • Back-up vouchers still have to be provided at worksites without access to computers • Requires contracts with taxi and car rental companies • Still need a signed waiver (can be done online)
Reimbursement System	• No need for voucher or printed form during time of emergency • Can use any taxi, car rental, ride-sharing, or transit alternative to get home • Reduces issues with liability and the need for a signed waiver • Consistent with other Bay Area Guaranteed Ride Home programs (San Francisco and Contra Costa) • Significantly reduces the amount of administrative time spent on mailing program materials • Could eliminate the need for contracts with taxi and car rental companies if so desired	• People may not have access to a credit card or cash to pay for ride home • Limits the amount that can be reimbursed each year (under $600 per person/calendar year) • People may not like paying up front and submitting a receipt; could be an equity issue • Back-up vouchers may be needed for people who do not have a credit card or cash to pay for the ride home • Upfront costs to develop database and software platform

2. Explore updating the current Access Database of registered employers and employees to a cloud-based database.

The current Access database system is unwieldy, especially in light of the number of participants it is required to handle, and lacks a user-friendly online interface. It is recommended that if a new system is chosen for GRH vouchers (either online voucher system or reimbursement system), the GRH program database be updated to a cloud-based database to allow an improved online user interface for registration and voucher distribution. This would allow greater functionality by enabling employees to log in and update contact information, enhance communication with participants, improve ease of accessing information, and more securely store information as the program grows. The costs of database transition would be largely shared with the costs of transitioning away from the current paper voucher system.

3. **Investigate changing GRH employee enrollment requirements such that being part of an employer with an Employer Representative is recommended but not required, and modify program if appropriate.**

   Currently, employees may only enroll in the GRH program if they belong to a participating employer that has a designated Employer Representative. This requirement adds a barrier to immediate enrollment for any employee whose company is not already enrolled. It particularly disadvantages smaller employers where it is difficult to find someone willing to serve as an Employer Representative. There may also be geographic equity implications because the larger employers in Alameda County are concentrated in certain parts of the County.

   Employer Representatives, while helpful in a variety of ways, are not essential to program operations. As noted throughout this report, Employer Representatives assist the program in a variety of ways. However, Employer Representatives are increasingly optional because of the GRH program's use of social media marketing and the GRH website to reach and maintain contact with employees and answer questions; a switch to online vouchers or a reimbursement system may further diminish the need for Employer Representatives.

   It is recommended that GRH staff explore the feasibility of changing program rules and operations such that employees can join GRH even if their employer is not enrolled with a designated Employer Representative and modify the program if it proves to be feasible; such a change should continue to aim to recruit Employer Representatives (even if they are not required). The registration form could have an *optional* field in which the employee can list the name of his or her HR administrator or someone who can be a champion for the GRH program in their workplace. As with a switch away from paper vouchers, the practices of other GRH programs around the region will be considered in such an investigation.

4. **Continue to enhance marketing and outreach through coordination with Alameda CTC for events, print, and social media marketing to promote the GRH program to employers and employees throughout Alameda County.**

   An updated Marketing Plan was developed in late 2012 and submitted to the Alameda CTC in January 2013. This plan hinges on the co-marketing opportunities with Alameda CTC in publicizing the GRH program. Coordinating with the ongoing marketing and communications efforts at the Alameda CTC will continue to improve visibility of the GRH program and reduce administrative costs associated with attending outreach events and marketing the program. The Alameda CTC attends hundreds of events each year in Alameda County. The Alameda CTC also has excellent connections with local businesses, chambers of commerce, and transit providers, and will promote the program and coordinate release of information to these outlets, such as program changes and milestones.

   A key feature of this marketing plan is the continued development of the GRH Facebook page. Social media tools, such as Facebook, are commonly used by other programs and services in Alameda County, including Alameda County Safe Routes to School Program, Oakland Broadway Shuttle, BART, and Alameda Harbor Bay Ferry. Social media marketing will allow GRH to promote events in Alameda County and stay in

communication with major employers and other program partners. The Alameda CTC began tweeting and posting to Facebook about the program in early 2013, including welcoming new employers and employees on a regular basis. Social media marketing is a great means to harness user anecdotes and engender a sense of participants promoting the program to other participants. In addition, social media allows more constant contact and visibility with participants, reminding people in a very unobtrusive way about the opportunity that GRH provides.

5. **Expand the GRH program in Alameda County to include a countywide TDM "One-stop-shop" clearinghouse website and TDM Fact Sheets as part of the proposed Comprehensive TDM Program Approach recommendations.**

   A continued recommendation from previous years is to investigate ways to expand the Alameda CTC's overall TDM portfolio. These evaluation reports recognized that GRH cannot provide its full benefit as a stand-alone program. GRH is a program that makes other TDM options like transit, shuttles, vanpooling, etc. viable, but it is not in and of itself a transportation option. Good alternative transportation options and other supportive incentives to use alternative transportation must be in place before GRH can reach its maximum potential. There are a number of other TDM programs that already exist in Alameda County with a range of providers including the region, cities, and employers. Unfortunately, centralized information about the range of TDM options in Alameda County is not easily available for users. It is recommended that the GRH program be expanded to include a TDM information "0ne-stop-shop" clearinghouse website and TDM Fact Sheets.

   The current GRH program provides a strong foundation for an expanded role for the Alameda CTC in providing TDM information. The GRH hotline has functioned as a general TDM information tool for some time now, albeit on an informal basis. GRH program staff already has strong relationships with many of the large employers in Alameda County and connections with over 5,000 registered employees. Finally, the GRH website currently provides a separate page listing the transportation options in Alameda County. The webpage contains links to various transportation providers (such as ACE Train, AC Transit, BART, Capitol Corridor, WHEELS, Union City Transit, Emery-Go-Round, San Francisco Bay Ferries, Amtrak, VTA, and Dumbarton Express); ridesharing options (511.org and East Bay Casual Carpool); and biking/walking information (East Bay Bicycle Coalition, Walk Oakland Bike Oakland, Alameda County Bicycle and Pedestrian Program). The web presence will be expanded to provide a "one-stop-shop" with additional information for employers and employees. This would include expanding and rebranding the GRH program to contain more information about Alameda County TDM opportunities. New printed materials would be given to people enrolled in GRH that further encourage use of more sustainable modes of transportation. In all of these materials, the GRH program can be emphasized as the "safety net" that makes other commute options work well.

Memorandum

DATE: May 3, 2013

TO: Planning, Policy and Legislation Committee (PPLC)

FROM: Beth Walukas, Deputy Director of Planning
Kara Vuicich, Senior Transportation Planner
Saravana Suthanthira, Senior Transportation Planner
Matt Bomberg, Associate Transportation Planner

SUBJECT: **Review of Draft Plan Bay Area and the Draft Environmental Impact Report Comments**

Recommendation
This item is for information only. No action is requested.

Summary
The Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) released the Draft Plan Bay Area on March 22, 2013 and its Draft Environmental Impact Report (DEIR) the following week. Draft Plan Bay Area is the region's first Sustainable Communities Strategy (SCS), which combines the Regional Transportation Plan (RTP) with a coordinated land use strategy aimed at reducing greenhouse gas emissions from cars and light trucks and housing the region's population across all income levels.

Staff is seeking input on comments developed for both documents, which would be included in a letter and sent to MTC and ABAG staff by the May 16, 2013 deadline. The Draft Plan Bay Area and Environmental Impact Report documents can be found at http://onebayarea.org/regional-initiatives/plan-bay-area/draft-plan-bay-area.html.

Discussion
Following is a summary of staff's review of Draft Plan Bay Area and the DEIR. Once finalized, the Executive Director will transmit Alameda CTC staff's comments to MTC and ABAG.

- ABAG and MTC have been working with numerous stakeholders, the public, local jurisdictions and the county congestion management agencies (CMAs) for the past three years to develop the Draft Plan. The process has involved consultation with both standing and ad-hoc committees and frequent participation from the CMAs and other stakeholders. Because the CMAs are governed by local elected officials, on-going, direct consultation between the regional agencies and CMAs has been and remains a critical component to developing and implementing the RTP and SCS in a way that best represents the Bay Area electorate. The process of involving the Alameda CTC and advisory committees has resulted in a Draft RTP and SCS that has received a thorough vetting by local elected officials and staff as well as the

public Alameda CTC represents. It also incorporates the extensive outreach and consensus building process undertaken in developing Alameda CTC's Countywide Transportation Plan (CWTP) and Transportation Expenditure Plan (TEP).

- Because the Draft Plan was developed in close coordination with elected officials, agency and jurisdiction staff and stakeholders, Alameda CTC staff's comments on the Draft Plan are generally minor and focus on the need to further define certain investment and implementation strategies. Staff supports the adoption of the Project (e.g., the Jobs-Housing Connection alternative that forms the basis of Draft Plan Bay Area), which has been developed with significant public and stakeholder input and incorporates the programs and projects from the Alameda CTC's CWTP and TEP.

- We want to reiterate the important role that the Express Lane Network plays in enabling the region to provide a complete high occupancy vehicle lane network that will facilitate and enable the expansion of express bus service. Furthermore, net revenue from the Express Lanes can be used to fund transit improvements in the Express Lane corridors. We have forwarded some minor corrections to the description of the Regional Express Lane Network (Chapter 4 on pages 80 and 81) to MTC staff. We recommend that it be reviewed by the MTC Express Lane team and updated accordingly.

- We note that the Draft Plan does not include an investment strategy specifically focused on goods movement, a major function of the region's transportation network and a critical component of the Bay Area's economy. In light of on-going planning activities and potential funding opportunities at the federal and state levels, we recommend that critical infrastructure improvements and programs that support goods movement be called out in Plan Bay Area and that as part of the next RTP a more comprehensive goods movement strategy be developed, including land use considerations related to goods storage and movement. Alameda CTC is about to initiate development of a Countywide Goods Movement Plan that will identify priority projects and programs and inform the next CWTP and RTP.

- While the Plan has made significant progress in meeting new state mandates to link land use and transportation investment, reduce greenhouse gases and house the region's population, there are a number of issues we look forward to working with MTC and ABAG on improving in the next RTP as noted below:
    - It is noted that the regional population, housing and jobs growth numbers and distribution used in Draft Plan Bay Area are consistent with those adopted in the Final Jobs-Housing Connections Strategy adopted in May 2012. However, for the next update of the Plan, careful comparison of actual development patterns to the projections over the next four years should be done. Alameda CTC looks forward to working with Alameda County jurisdictions and the regional agencies in updating and refining these projections as additional data is collected and evaluated over the next several years.
    - We look forward to working with MTC and ABAG on further developing and implementing the policy initiatives outlined in Investment Strategy 6 beginning on page 84. It will be important to work together to define roles and responsibilities for implementation and to engage the public as programs and policies are further defined.

- We look forward to working with MTC to further define priorities and funding within the Freeway Performance Initiative (FPI), especially as it relates to the development of the Express Lane system and arterial management. We also note that the DEIR states (on page 2.1-33) that the FPI will be expanded to focus heavily on signal coordination along congested arterials; however, the discussion of the FPI within the Draft Plan did not specifically identify this. We are pleased to see that the FPI continues to include the Program for Arterial Signal Synchronization (PASS) under Arterial Management. PASS, through signal re-timing and signal prioritization, benefits all modes and reduces greenhouse gas emissions, and therefore supports both regional and local objectives addressing climate change and complete streets. However, the scope of the current PASS program is limited and covers only 500 signals across the region annually. Considering the significant number of traffic signals in the region (on the order of approximately 10,000) and the cost effectiveness of the PASS program, we recommend increased funding for this program in this RTP cycle, which will result in improved coordination in arterial management and increased benefits to all roadway users.
- There are a number of implementation issues that the local jurisdictions, CMAs and regional agencies will need to work together to further address, including:
  - The provision of detailed technical guidance on best management practices for mitigating air quality impacts, climate adaptation and sea level rise, and earthquake mitigation and recovery.
  - Guidance on implementation of permit/entitlement streamlining, including use of CEQA streamlining and exemptions that can facilitate infill development and the provision of infrastructure in Priority Development Areas (PDAs).
  - Securing adequate funding for public services and infrastructure necessary to support housing and job growth and create complete communities in Priority Development Areas.

- Staff is currently reviewing the project lists included in the Draft RTP for accuracy and consistency and will provide MTC and ABAG with comments on any discrepancies that are found by the May 16, 2013 deadline.

- Regarding the alternatives analyzed in the DEIR:
  - The differences between the Project and the other alternatives analyzed in the DEIR are relatively minimal. However, Alternatives 4 and 5 contain provisions that are unachievable or would be extremely difficult if not impossible to implement within the timeframe given for achieving the initial greenhouse gas reduction target (2020).
  - The No Project Alternative is not a viable option due to the fact that the region is required to adopt an SCS that achieves the greenhouse gas reduction targets identified by the California Air Resources Board.
  - The Project represents the one alternative that is the most vetted and understood by Bay Area residents, the most consistent with local and countywide plans, and the most comprehensive in addressing the needs of all modes and users while remaining environmentally sound and beneficial.

This page intentionally left blank

Memorandum

DATE: May 02, 2013

TO: Planning, Policy and Legislation Committee

FROM: Stewart D. Ng, Deputy Director of Programming and Projects
Matt Todd, Principal Transportation Engineer

SUBJECT: **Approval of the 2013 Capital Improvement Program and Programs Investment Plan Revenue Assumptions and Review of the Development Methodology**

Recommendation
It is recommended the Commission approve the 2013 Capital Improvement Program (CIP) and Programs Investment Plan (PIP) revenue assumptions and review the proposed development methodology for the CIP/PIP.

Summary
As the Congestion Management Agency for Alameda County, Alameda CTC is legislatively required by California Government Code 65088.0 to 65089.10 to develop and update a Congestion Management Program (CMP) every two years. The CMP describes policies to address congestion in the county, while also formulating strategies to improve the transportation system and reduce greenhouse gas emissions. The next CMP update, currently underway, is due at the end of 2013.

As required by state statute, the CMP is required to include a Capital Improvement Program (CIP) that outlines projects which help maintain and improve the performance of the multimodal transportation system. In order to meet these legislative requirements, Alameda CTC intends to incorporate a comprehensive CIP and a Programs Investment Program (PIP) in the CMP document as part of the 2013 update. Based on the policy framework proposed with the Strategic Planning and Programming Policy adopted by the Commission in March 2013, the CIP and PIP will be incorporated with an expanded Strategic Plan/CMP that meets state statutory requirements, and serves as a fully integrated strategic planning and programming document that can more effectively guide future planning and programming decisions.

Consistent with the requirements of the CMP, the CIP and PIP will each contain a multi-year planning horizon to guide the programming of Federal, State, and local funds that are under Alameda CTC's purview.

The CIP will include projects that contribute to alleviating traffic congestion and reducing carbon emissions consistent with legislative mandates and Alameda CTC adopted plans. Projects will be prioritized based on funding eligibility and prioritization criteria.

The PIP will include projects/programs that support capital improvements, transit operations, outreach and education, transportation maintenance activities, and reporting tasks that are not included in the CIP. Many of these activities are expected to be funded using Program Funds as available through sources such as Measure B and Vehicle Registration Fee (VRF) and will also contribute to reducing congestion and carbon emissions.

This staff report details the development approach for the CIP and PIP, including a discussion on the following:

- CIP and PIP purpose
- Revenue Assumptions
- CIP/PIP Development Methodology and Project/Program Prioritization
- Two-year Allocation Plan

Discussion

Purpose of the Capital Improvement Program and Programs Investment Program

The purpose of the CIP and PIP is to strategically plan and program funding sources under Alameda CTC's purview for capital improvements, operations and maintenance projects and programs consistent with Alameda CTC adopted long range plans such as the Countywide Transportation Plan, Countywide Bicycle Plan, and Countywide Pedestrian Plan. Updated every two years, as part of the CMP, the proposed CIP/PIP will consist of a multi-year planning horizon that integrates and prioritizes transportation investments based on measurable performance measures. The CIP and PIP will provide an inventory of projects and programs that are funded with Federal, State, and local funding sources by the Alameda CTC for the multi-year period. As such, the short range CIP and PIP will be tied to long-range planning efforts and include a system of feedback loops to monitor and evaluate the performance of Alameda County's transportation system (*refer to Attachment A: Feedback Flow Chart*).

The proposed CIP/PIP will contain a project prioritization process, described later in this staff report, that builds upon already adopted selection criteria from the following:

- Current CMP;
- 2012 Countywide Transportation Plan (CWTP);
- Metropolitan Transportation Commission's Regional Transportation Plan (RTP);
- Alameda Countywide Bicycle Plan;
- Alameda Countywide Pedestrian Plan; and
- Recent Alameda CTC funding programs such as the FY 2012/13 Coordinated Funding Program and Transportation for Clean Air (TFCA).

The PIP will also be structured to provide a link between the goals and policies contained in the CWTP and Alameda CTC programs. Specifically, it will guide programmatic and discretionary funding to the following types of programs:

- Transit Operations
- Paratransit services
- Bicycle programs/projects
- Pedestrian programs/projects
- SMART Corridors operations
- Express Lanes operations
- Transportation Demand Management
- Transportation Systems Management
- Safe Routes to Schools programs
- Local Roadways programs/projects
- Funding for Planning, Programming Monitoring, data collection, and performance reporting

Through the CIP/PIP project/program identification and prioritization process, Alameda CTC will identify shorter term, key transportation improvements that maintain or improve the performance of the multi-modal system for the movement of people and goods or mitigates transportation related impacts on the environment such as air quality. Based on the multi-year CIP/PIP (assume a 5-7 year time period), a two-year Allocation Plan to fund projects/programs will be developed. Projects and programs identified as priorities in the 2-year Allocation Plan are assumed to be ready for funds to be programmed and construction/implementation.

Revenue Assumptions

Alameda CTC is responsible for approximately $160 million in funding annually for capital projects and programs over the multi-year CIP/PIP. It is assumed the CIP/PIP will cover between a 5 and 7 year period of time. The annual revenues will result in over $1.1B of investment in transportation through the Alameda CTC over a seven year CIP/PIP timeframe *(refer to Attachment B, Annual Programming Revenue)*. The forecasted revenue was developed from actual historical revenue received and projected over the CIP/PIP period. The annual revenue information is also separated into Pass-through and Discretionary components (*refer to Attachment C, Tables 2A – Pass-through Revenues and Table 2B – Discretionary Revenues*).

Alameda CTC distributes or programs revenue from various funding sources including:

- 2000 Measure B
- Vehicle Registration Fee (VRF)
- Surface Transportation Program (STP) / Congestion Management Air Quality (CMAQ)
- State Transportation Improvement Program (STIP)
- Transportation for Clean Air (TFCA)
- Lifeline Transportation Program

For the purposes of developing a revenue forecast for the duration of the CIP/PIP, Alameda CTC is using the historical grant programs' funding availability as the basis for future revenue assumptions. The future revenue assumptions for the following funding sources are described in detail below:

- The STP/CMAQ funds are distributed through MTC. The One Bay Area Grant (OBAG) policy sets the priorities for the funds available from FY 2012/13 to 2015/16. The Alameda CTC is programming the OBAG funding through the FY 2012/13 Coordinated

Funding Programming. Approximately $60.3 million will be programmed through FY 2015/16. It is assumed that the program will continue at approximately the same level through the CIP/PIP time-frame.

- The STIP funds are distributed through the State and the California Transportation Commission. The next available STIP funding will be programmed in summer 2013 and is anticipated to be available to expend in FY 2017/18 and 2018/19. It is assumed that the program will continue at approximately the same historical levels through the CIP/PIP time-frame. Revenue through FY 19/20 and FY 20/21 is forecasted assuming a similar level of funding.

- The Lifeline Transportation Program is funded with a mix of federal Job Access Reverse Commute (JARC) and Surface Transportation Program (STP) funds, State Transit Assistance (STA), and State Proposition 1B Transit funds. Approximately $9.6 million in discretionary funds is anticipated to be available for Alameda County projects over a three year funding cycle. The current Cycle 3 ends in FY 2014/15. It is assumed that the program will continue at approximately the same historical levels through the CIP/PIP time-frame.

- TFCA funding is allocated to the Alameda CTC annually with about $1.7 million available per year. It is assumed that the program will continue at approximately the same historical level through the CIP/PIP time-frame.

- The 2000 Measure B revenue reflects a two percent annual increase in revenue, consistent with the Capital Program Strategic Plan update for FY 2013/14. It is assumed that the program will continue at approximately the same historical level through the CIP/PIP time-frame.

- The VRF revenue is $11.5 million, consistent with the VRF Strategic Plan/Allocation Plan update for FY 2013/14. It is assumed that the program will continue at approximately the same historical level through the CIP/PIP time-frame.

The timing of the availability of the funding and the corresponding programming action dates for the various funding sources under Alameda CTC's purview are depicted in Attachment D, Current/Future Programming Cycles. As shown, the individual funding sources represent from one to four years of programming revenue, with the anticipated schedule for Alameda CTC programming actions.

CIP/PIP Development Methodology

The methodology used to develop the CIP and PIP will include the following steps:

1. Establish a prioritization process for projects/programs
    a. CIP/PIP prioritization criterion will be derived from the current CMP, CWTP, RTP, Countywide Bicycle Plan, Countywide Pedestrian Plan, and previously approved selection criteria from Alameda CTC's current discretionary grant programs such as the FY 2012/13 Coordinated Funding Program, TFCA, and Measure B Paratransit Gap Cycle 5 Program.

b. Prioritization criterion may include project readiness, needs and benefit, proximity to Priority Development Areas (PDAs), maintenance/sustainability, cost effectiveness/leveraging funds, and geographic equity.

2. Create an inventory of projects and programs through an examination of
    a. CWTP's Tier 1 and Tier 2 projects, and programmatic categories
    b. Recent discretionary grant project/program applications
    c. Countywide Bicycle Plan, Countywide Pedestrian Plan, and other approved planning documents.

    Alameda CTC may request updated or additional project/program information from project sponsors to better evaluate the readiness of potential projects. If required, this would occur at the end of June 2013.

3. Evaluate and prioritize projects and programs based on defined performance measures.

4. Establish a multi-year CIP/PIP.
    a. Projects/programs will be prioritized in the CIP/ PIP for future funding allocations.
    b. Projects /programs that are programmed for funding through the current "calls for projects" will be included in the CIP/PIP as committed projects.
    c. Projects/programs not selected for funding in the current call for projects may be considered for inclusion in the CIP/PIP.

5. Include the CIP/PIP in the CMP.

6. Establish a two-year Allocation Plan based on the multi-year CIP/PIP (assume a 5-7 year time period). The two-year allocation plan will identify projects/programs from the multi-year CIP/PIP that would be approved for programming in the first two years of the CIP/PIP period (i.e. through FY 14/15). Additional evaluation will be considered to determine the projects/programs identified to receive programming in this period. Criteria that may be considered will include project readiness, needs and benefit, proximity to Priority Development Areas (PDAs), maintenance/sustainability, cost effectiveness/leveraging funds, and geographic equity. The Allocation Plan revenue assumptions are discussed in more detail in the next section.

In future programming cycles, Alameda CTC will use the CIP/PIP and allocation plan to identify projects and programs for consideration. The CIP/PIP and Allocation Plan will be updated every 2 years as part of the CMP. In future CIP/PIP updates, Alameda CTC will reassess the prioritization of projects/programs for consistency with any updated policies, goals, and performance criterion.

Two-Year Allocation Plan

The two-year Allocation Plan will include the annual programmatic pass-through funds from Measure B and VRF to local jurisdictions.

The discretionary funding available for programming during this timeframe will total approximately $92.0 M. The funding sources and available funding amounts are depicted in detail on Attachment D, Current/Future Programming Cycles, and summarized in the table below.

Two-year Allocation Plan FY 13/14 to FY 15/16	
Discretionary Funding Sources *(Funds with Programming Actions during FY 13/14 to FY 15/16)*	**Amount** *(in millions)*
STP/CMAQ	$ 45.2
STIP	$ 30.0
TFCA	$ 5.1
Lifeline Transportation Program	$ 9.6
Measure B	$ 7.9
VRF	$ 9.2
Total	**$ 92.0**

Based on the prioritization of projects in the CIP/PIP, projects/programs will be recommended for programming under the two-year Allocation Plan.

Schedule/Next steps

The following schedule details milestones for the CIP/PIP (and two-year Allocation Plan) Development.

Timeline	Milestones
May 2013	▪ Approval of CIP/PIP revenue assumptions ▪ Review CIP/PIP Project/Program Prioritization Methodology
June 2013	▪ Approval of CIP/PIP Methodology and Draft CIP/PIP screening and evaluation criteria ▪ Initiate Request for Information from sponsors for additional or updated project/program information if required
July 2013	▪ Approval of Final CIP/PIP screening and evaluation criteria ▪ Consolidate updated project/program information ▪ Evaluate programs/projects using prioritization criteria
October 2013	▪ Review Draft 2013 Strategic Plan/CMP that includes the draft CIP/PIP
November/ December 2013	▪ Approval of Final Strategic Plan/CMP and CIP/PIP
January through April 2014	▪ Develop and adopt Alameda CTC's two-year Allocation plan

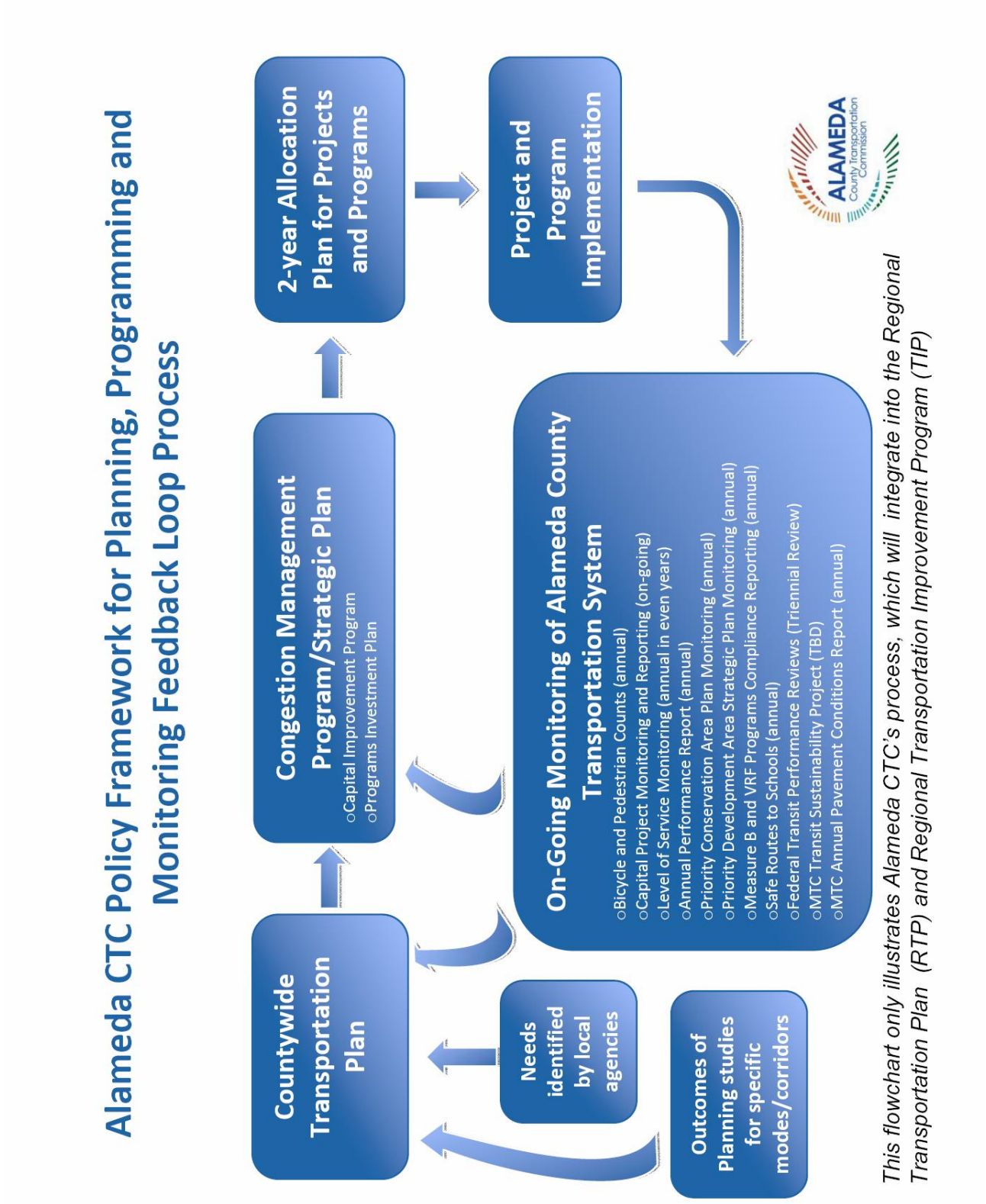
Fiscal Impact

There is no fiscal impact at this time.

Attachments

Attachment A: Alameda CTC Policy Framework for Planning, Programming and Monitoring Feedback Loop Process Chart
Attachment B: Annual Programming Revenue
Attachment C: Annual Programming Revenue: Pass-through and Discretionary Funds
Attachment D: Current Program Funding and Current/Future Programming Cycles
Attachment E: Description of Funding Sources Programmed by Alameda CTC

Attachment A: Alameda CTC planning, programming and monitoring Feedback Loop Chart



This page intentionally left blank

Attachment B
Capital Improvement Program
Annual Programming Revenue

Summary:
The Alameda CTC is responsible for approximately $160 million in funding annually for capital projects and programs over the seven-year CIP time-frame (FY 13/14 through FY 19/20). This annual revenue forecast was developed from actual revenue, and future funding assumptions.

	Fiscal Year							
FUNDING SOURCES	**FY 13/14**	**FY 14/15**	**FY 15/16**	**FY 16/17**	**FY 17/18**	**FY 18/19**	**FY 19/20**	**TOTAL**
FEDERAL								
STP/CMAQ (inc TE Program)	**$ 15,075,000**	**$ 15,075,000**	**$ 15,075,000**	**$ 15,075,000**	**$ 15,075,000**	**$ 15,075,000**	**$ 15,075,000**	**$ 105,525,000**
STATE								
STIP	**$ 3,838,600**	**$ 3,838,600**	**$ 14,750,000**	**$ 14,750,000**	**$ 15,000,000**	**$ 15,000,000**	**$ 15,000,000**	**$ 82,177,200**
LOCAL/REGIONAL								
Transportation for Clean Air	**$ 1,710,000**	**$ 1,710,000**	**$ 1,710,000**	**$ 1,710,000**	**$ 1,710,000**	**$ 1,710,000**	**$ 1,710,000**	**$ 11,970,000**
Lifeline Transportation Program	**$ 3,200,000**	**$ 3,200,000**	**$ 3,200,000**	**$ 3,200,000**	**$ 3,200,000**	**$ 3,200,000**	**$ 3,200,000**	**$ 22,400,000**
2000 Measure B Revenue	**$ 111,047,400**	**$ 113,268,730**	**$ 115,533,990**	**$ 117,845,090**	**$ 120,202,030**	**$ 122,605,765**	**$ 125,058,205**	**$ 825,561,210**
MB Programs (60%)	66,628,440	67,961,238	69,320,394	70,707,054	72,121,218	73,563,459	75,034,923	$ 495,336,726
MB Capital Projects (40%)	44,418,960	45,307,492	46,213,596	47,138,036	48,080,812	49,042,306	50,023,282	$ 330,224,484
Vehicle Registration Fee Revenue	**$ 10,925,000**	**$ 10,925,000**	**$ 10,925,000**	**$ 10,925,000**	**$ 10,925,000**	**$ 10,925,000**	**$ 10,925,000**	**$ 76,475,000**
VRF Local Rd Pass-through (60%)	6,555,000	6,555,000	6,555,000	6,555,000	6,555,000	6,555,000	6,555,000	$ 45,885,000
VRF Discretionary (40%)	4,370,000	4,370,000	4,370,000	4,370,000	4,370,000	4,370,000	4,370,000	$ 30,590,000
Subtotal Local/Regional	**$ 126,882,400**	**$ 129,103,730**	**$ 131,368,990**	**$ 133,680,090**	**$ 136,037,030**	**$ 138,440,765**	**$ 140,893,205**	**$ 936,406,210**
TOTAL	**$ 145,796,000**	**$ 148,017,330**	**$ 161,193,990**	**$ 163,505,090**	**$ 166,112,030**	**$ 168,515,765**	**$ 170,968,205**	**$ 1,124,108,410**

Attachment B

This page intentionally left blank

Attachment C
Capital Improvement Program
Pass-through and Discretionary Funding Revenue

TABLE 1 Pass-through Funding Revenue

FUNDING SOURCES	Fiscal Year FY 13/14	FY 14/15	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	TOTAL
LOCAL/REGIONAL								
2000 Measure B								
MB Programs (60%)								
Local Streets and Roads (22.34%)	$ 24,807,989	$ 25,304,234	$ 25,810,293	$ 26,326,593	$ 26,853,134	$ 27,390,128	$ 27,938,003	$ 184,430,374
MassTransit Services (21.22%)	$ 23,564,258	$ 24,035,625	$ 24,516,313	$ 25,006,728	$ 25,506,871	$ 26,016,943	$ 26,537,351	$ 175,184,089
Paratransit (9.02%)	$ 10,016,475	$ 10,216,839	$ 10,421,166	$ 10,629,627	$ 10,842,223	$ 11,059,040	$ 11,280,250	$ 74,465,621
Bike/Pedestrian Safety (5%)								
Bike/Pedestrian (3.75%)	$ 4,164,278	$ 4,247,577	$ 4,332,525	$ 4,419,191	$ 4,507,576	$ 4,597,716	$ 4,689,683	$ 30,958,545
Vehicle Registration Fee								
VRF Local Rd (60%)	$ 6,115,815	$ 6,115,815	$ 6,115,815	$ 6,115,815	$ 6,115,815	$ 6,115,815	$ 6,115,815	$ 42,810,705
TOTAL	$ 68,668,815	$ 69,920,091	$ 71,196,112	$ 72,497,954	$ 73,825,618	$ 75,179,642	$ 76,561,102	$ 507,849,335

TABLE 2 Discretionary Funding Revenue

FUNDING SOURCES	Fiscal Year FY 13/14	FY 14/15	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	TOTAL
Federal								
STP/CMAQ (inc TE Program)	$ 15,075,000	$ 15,075,000	$ 15,075,000	$ 15,075,000	$ 15,075,000	$ 15,075,000	$ 15,075,000	$ 105,525,000
STATE								
STIP	$ 3,838,600	$ 3,838,600	$ 14,750,000	$ 14,750,000	$ 15,000,000	$ 15,000,000	$ 15,000,000	$ 82,177,200
LOCAL/REGIONAL								
Transportation for Clean Air								
Program Management (70%)	$ 1,197,000	$ 1,197,000	$ 1,197,000	$ 1,197,000	$ 1,197,000	$ 1,197,000	$ 1,197,000	$ 8,379,000
TFCA Discretionary (30%)	$ 513,000	$ 513,000	$ 513,000	$ 513,000	$ 513,000	$ 513,000	$ 513,000	$ 3,591,000
Lifeline Transportation Program	$ 3,200,000	$ 3,200,000	$ 3,200,000	$ 3,200,000	$ 3,200,000	$ 3,200,000	$ 3,200,000	$ 22,400,000
2000 Measure B								
Express Bus (0.7%)	$ 777,332	$ 792,881	$ 808,738	$ 824,916	$ 841,414	$ 858,240	$ 875,407	$ 5,778,928
Paratransit (1.43 %)	$ 1,587,978	$ 1,619,743	$ 1,652,136	$ 1,685,185	$ 1,718,889	$ 1,753,262	$ 1,788,332	$ 11,805,525
Bike/Pedestrian (1.25%)	$ 1,388,093	$ 1,415,859	$ 1,444,175	$ 1,473,064	$ 1,502,525	$ 1,532,572	$ 1,563,228	$ 10,319,515
Transit Center Development (0.19%)	$ 210,990	$ 215,211	$ 219,515	$ 223,906	$ 228,384	$ 232,951	$ 237,611	$ 1,568,566
Vehicle Registration Fee								
Mass Transit (25%)	$ 2,548,256	$ 2,548,256	$ 2,548,256	$ 2,548,256	$ 2,548,256	$ 2,548,256	$ 2,548,256	$ 17,837,794
Local Technology (10%)	$ 1,019,303	$ 1,019,303	$ 1,019,303	$ 1,019,303	$ 1,019,303	$ 1,019,303	$ 1,019,303	$ 7,135,118
Bike/Pedestrian Safety (5%)	$ 509,651	$ 509,651	$ 509,651	$ 509,651	$ 509,651	$ 509,651	$ 509,651	$ 3,567,559
Subtotal Local/Regional	$ 12,951,602	$ 13,030,904	$ 13,111,773	$ 13,194,280	$ 13,278,422	$ 13,364,236	$ 13,451,788	$ 92,383,005
TOTAL	$ 31,865,202	$ 31,944,504	$ 42,936,773	$ 43,019,280	$ 43,353,422	$ 43,439,236	$ 43,526,788	$ 280,085,205

* Highlighted gray boxes are anticipated discretionary funds requiring Alameda CTC actions, and are in the time frame of the allocation plan.

This page intentionally left blank

Attachment D
Capital Improvement Program
Current/Future Programming Cycles

Summary:

This table depicts current and future programming cycles of various funding sources, and notes the anticipated year of programming decisions by the Alameda CTC's Commission. Also provided, is a general implementation schedule of planning documents associated with the CIP development.

- The DARK GRAY BOXES represents the cycle duration of available revenues in FY 12/13 Coordinated Call for Projects, Paratransit Gap, TFCA, etc.
- The PATTERN BOXES represents future funding cycles and the anticpated programming actions associated with these call for projects.
- The DARK BOX from FY 13/14 to FY 15/16 represents the time period of the allocation plan.

FUNDING SOURCES	FY 12/13 Program Amount	Fiscal Year FY 12/13	FY 13/14	FY 14/15	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20
FEDERAL									
STP/CMAQ (inc TE Program)[1]	**$ 60,300,000**								
STATE									
STIP	**$ 30,000,000**								
LOCAL/REGIONAL									
TFCA									
Program Management (70%)	**$ 1,197,000**								
TFCA Discretionary (30%)	**$ 513,000**								
Lifeline Transportation Program	**$ 9,600,000**								
2000 Measure B Discretionary									
Express Bus [1]	**$ 2,200,000**								
Paratransit	**$ 2,000,000**								
Bike/Pedestrian [1]	**$ 2,500,000**								
Transit Center Development	**$ 426,201**								
Vehicle Registration Fee Discretionary									
Mass Transit (25%)[1]	**$ 5,000,000**								
Local Technology (10%)	**$ 2,118,500**								
Bike/Pedestrian Safety (5.0%)[1]	**$ 1,500,000**								
ALAMEDA CTC APPROVAL SCHEDULE									
Countywide Transporation Plan (CWTP)	4 year Cycle - June Approval								
Congestion Management Plan (CMP) / CIP	Odd year Cycle - Dec. Approval								

Allocation Plan

Notes:

[1] Included in the FY 12/13 Coordinated Call for Projects

LEGEND

- Approval (Alameda CTC)
- Programming Decision (Alameda CTC)
- Current Proramming Cycle
- Future Programming Cycles

This page intentionally left blank

Attachment E: Description of Funding Sources Programmed by Alameda CTC

FEDERAL FUNDING PROGRAMS

Surface Transportation Program. The Alameda CTC, as Alameda County's congestion management agency, is responsible for soliciting and prioritizing projects in Alameda County for a portion of the federal Surface Transportation Program (STP). The STP is provided through funding from the reauthorization of federal funding for surface transportation, the legislation by which the Alameda CTC receives federal monies. MTC's One Bay Area Grant Program is how these funds will be allocated in the coming years.

Congestion Mitigation & Air Quality Program. The Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for a portion of the federal Congestion Mitigation & Air Quality Program (CMAQ). These funds are used on projects that will provide an air quality benefit. MTC's One Bay Area Grant Program is how these funds will be allocated in the coming years.

STATE AND REGIONAL FUNDING PROGRAMS

State Transportation Improvement Program. Under state law, the Alameda CTC works with project sponsors, including Caltrans, transit agencies and local jurisdictions to solicit and prioritize projects that will be programmed in the State Transportation Improvement Program (STIP). Of the STIP funds, 75 percent are programmed at the county level and earmarked as "County Share." The remaining 25 percent are programmed at the state level and are part of the Interregional Transportation Improvement Program. Each STIP cycle, the California Transportation Commission adopts a Fund Estimate (FE) that serves as the basis for financially constraining STIP proposals from counties and regions.

Transportation Fund for Clean Air Program (TFCA). State law permits the BAAQMD to collect a fee of $4/vehicle/ year to reduce air pollution from motor vehicles. Of these funds, the District programs 60 percent; the remaining 40 percent are allocated annually to the designated overall program manager for each county—the Alameda CTC in Alameda County. Of the Alameda CTC's portion, 70 percent are programmed to the cities and county and 30 percent are programmed to transit-related projects.

Lifeline Transportation Program (LTP). Alameda CTC is responsible for soliciting and prioritizing projects in Alameda County for the LTP. The LTP provides funds for transportation projects that serve low income communities using a mixture of state and federal fund sources. The current program is made up of multiple fund sources including: State Transit Account, Job Access Reverse Commute and State Proposition 1B funds. The make-up of this program will likely change due to the passage of MAP-21 and most of the Proposition 1B funds already allocated.

LOCAL FUNDING PROGRAMS

Measure B Program Funds: These include 60% of the sales tax dollars that are allocated to 20 separate organizations via direct pass-through funds or discretionary grant programs. In April 2012, the Alameda CTC entered into new Master Program Funding Agreements with all recipients, which require more focused reporting requirements for fund reserves. Agreements were executed Alameda-Contra Costa Transit District (AC Transit), Water Emergency Transportation Authority (WETA), Altamont Commuter Express (ACE), the Livermore Amador Valley Transit Authority (LAVTA), and the Bay Area Rapid Transit District (BART); cities include Alameda, Albany, Berkeley, Dublin, Emeryville, Fremont, Hayward, Livermore, Newark,

Oakland, Piedmont, Pleasanton, San Leandro, and Union City (same agreement as for Union City Transit); and Alameda County.

The funds allocated to jurisdictions through the Master Program Funding Agreements include the following:

- Local Transportation, including local streets and roads projects (22.33 percent)
- Mass Transit, including express bus service (21.92 percent)
- Special Transportation (Paratransit) for seniors and people with disabilities (10.5 percent)
- Bicycle and Pedestrian Safety (5 percent)
- Transit-Oriented Development (0.19 percent)

- **Measure B Capital Funds**: These include 40% of the sales tax dollars that are allocated to specific projects as described in the voter approved November 2000 Expenditure Plan, as amended. Each recipient has entered into a Master Projects Funding Agreement and Project-Specific Funding Agreements for each project element. Funds are allocated through the project strategic planning process which identifies project readiness and funding requirements on an annual basis. Project-specific funding allocations are made via specific recommendations approved by the Commission.

- **Vehicle Registration Fee:** The Alameda County Vehicle Registration Fee (VRF) Program will be allocated in part through the Alameda CTC Master Program Funding Agreements as pass-through funds, and others through discretionary programs, as noted below:
  - Local streets and roads (60 percent, allocated through MPFA)
  - Transit (25 percent, allocated through discretionary program)
  - Local transportation technology (10 percent, discretionary program)
  - Bicycle and pedestrian projects (5 percent, discretionary program)

Local Exchange Program. Under this program, the Alameda CTC can exchange state and federal funds for local monies, giving project sponsors the flexibility to streamline and expedite project delivery. The local funds also allow agencies to begin projects that would otherwise have been delayed due to the lack of available STIP funding. The program includes projects such as bus purchases, overpasses, intermodal facilities, local road improvements and arterial management projects.

OTHER FUNDING SOURCES

There are numerous other funding programs that fund transportation investments in Alameda County, but the Alameda CTC does not have a direct role in programming these funds, including, but not limited to:

- Federal Disaster Assistance
- Federal Transit Sections 5300 series
- State Interregional Transportation Improvement Program
- State Environmental Enhancement and Mitigation Program
- State Transportation Development Act (transit, paratransit and bicycle/pedestrian)
- State Transit Assistance
- State Highway Operations and Protection Program
- Local BART Sales Tax
- Local Bridge Tolls (Regional Measure 2) – sometimes Alameda CTC may have a role in identifying projects for these funds
- Local Gas Tax (Highway Users Tax Account)

ALAMEDA
County Transportation Commission

Memorandum

DATE: May 02, 2013

TO: Planning, Policy and Legislation Committee

FROM: Stewart Ng, Deputy Director, Programming and Projects
Matt Todd, Principal Transportation Engineer
Vivek Bhat, Senior Transportation Engineer

SUBJECT: **Approval of 2014 State Transportation Improvement Program (STIP) Principles**

Recommendation
It is recommended that the Commission approve the 2014 STIP Principles for the development of the 2014 STIP project list.

Summary
The overall process for the development of the STIP begins with the development of the STIP Fund Estimate. The STIP Fund Estimate serves as the basis for determining the county shares for the STIP and the amounts available for programming each fiscal year during the five-year STIP period. Typically, the county shares represent the amount of new STIP funding made available in the last two years of a given STIP period.

Background
The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the State Highway Account and other funding sources. Senate Bill 45 (SB 45) was signed into law in 1996 and had significant impacts on the regional transportation planning and programming process. The statute delegated major funding decisions to local level and allows the Alameda CTC to have a more active role in selecting and programming transportation projects. SB 45 changed the transportation funding structure; modified the transportation programming cycle, program components, and expenditure priorities.

The STIP is composed of two sub-elements: 75% of the STIP funds going towards the Regional Transportation Improvement Program (RTIP) and 25% going to the Interregional Transportation Improvement Program (ITIP).

The Alameda CTC adopts and forwards a program of RTIP projects to the Metropolitan Transportation Commission (MTC) for each STIP cycle. As the Regional Transportation Planning Agency (RTPA) for the nine-county Bay Area, the MTC is responsible for developing the regional

priorities for the RTIP. The MTC approves the region's RTIP and submits it to the California Transportation Commission (CTC) for inclusion in the STIP.

The California Department of Transportation (Caltrans) is responsible for developing the ITIP. Alameda CTC will work with Caltrans District 4 and the MTC to identify potential projects to be included in the ITIP.

Historically, the amount of funding available to Alameda County in a given STIP cycle has varied from highs in the $200 million range to $0. The Alameda County shares for the last two STIP cycles have ranged from $10 to $30 million (see Attachment A).

The 2014 STIP Fund Estimate will establish the basis by which the Alameda County Share for the 2014 STIP is determined. The Alameda County share represents the amount of new programming capacity that will be available for Alameda County projects in the 2014 STIP cycle. The California Transportation Commission (CTC) is scheduled to approve the final assumptions for the 2014 STIP Fund Estimate in May 2013, the draft Fund Estimate in June 2013 and a final Fund Estimate in August 2013.

The MTC region's STIP proposal (i.e. the RTIP) is due to the CTC in December 2013. Correspondingly, the counties' proposals are due to the MTC in late October 2013. The 2014 STIP Development Schedule (Attachment B) assumes the Alameda CTC Board approving Alameda County's 2014 RTIP in October 2013.

As in past STIP cycles, the CTC and MTC are not scheduled to adopt the final STIP policies until late summer. The development of the Alameda County RTIP proposal will have to be closely coordinated with the statewide and regional development of the 2014 STIP policies. The CTC schedule calls for adoption of the 2014 STIP in April 2014.

Staff is requesting Commission approval of principles by which the Alameda County share of the 2014 STIP will be programmed (see Attachment C). The proposed principles for developing the 2014 RTIP Project List include consideration of previously approved STIP commitments. A number of commitments related to the programming of Alameda County STIP shares have been approved beginning with funds programmed in the 2008 STIP cycle. These commitments include Resolution 3434 projects and funds required to payback Measure B advances for project development work on Proposition 1B Infrastructure Bond funded projects. Local funds committed to the I-Bond project development work helped leverage and deliver approximately $500 Million of state funded projects.

Some of the previous STIP commitments have been fulfilled, and some remain for consideration in the upcoming 2014 STIP cycle. The summary attached to the proposed principles provides a status of the previously approved STIP commitments. It is anticipated that the previously approved STIP commitments, or portions of those commitments, may be fulfilled by the programming of funds other than STIP funds in the context of the proposed uniform approach to programming all sources of transportation funding available through the Alameda CTC.

The proposed principles for the development of the 2014 STIP are intended to be consistent with the draft "Policy Framework for Planning, Programming and Monitoring" being developed by the Alameda CTC to improve the connection between the planning and programming related to transportation funding in Alameda County. While the policy framework being developed may not be available in its final form to be employed during the 2014 STIP programming, the goals and objectives stemming from the Countywide Transportation Plan efforts will serve as the basis for the criteria to be used to evaluate candidates for the 2014 STIP RTIP programming. The criteria is intended to provide a measure of the degree to which a proposed project, or other activity intended to be funded by funding programmed by the Alameda CTC, achieves or advances the goals and objectives described in the Countywide Transportation Plan.

During the 2012 STIP development process, the following policies were prioritized and it is proposed that they be applied to the development of the 2014 STIP:

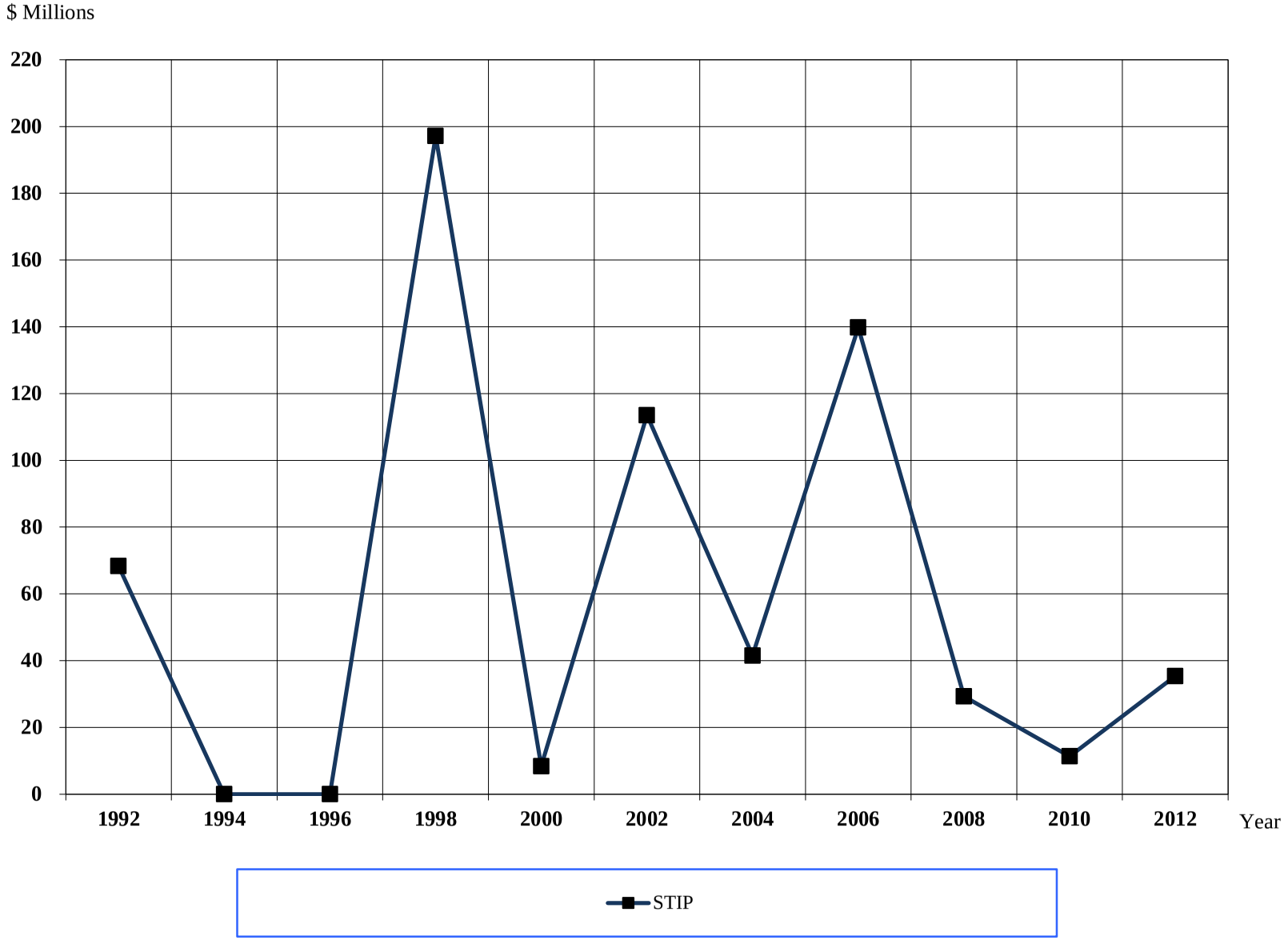
- The Region's CMAs notify all eligible project sponsors within the county of the availability of STIP funds; and
- Caltrans should notify the region's CMAs and MTC of any anticipated costs increases to currently-programmed STIP projects in the same time frame as the new project applications.

Fiscal Impact
There is no fiscal impact at this time.

Attachment(s)
Attachment A: Alameda CTC STIP Programming Levels
Attachment B: 2014 STIP Development Schedule
Attachment C: Draft Principles for the Development of the 2014 STIP Project List

This page intentionally left blank

ALAMEDA CTC STIP PROGRAMMING LEVELS



Attachment A

Ala CTC Programming History-Update-April'12 (Graph).xls

This page intentionally left blank

2014 STIP Development Schedule

Alameda CTC Activity	Date	MTC/ CTC Activity
• Approve 2014 STIP Schedule	April 2013	
• Alameda CTC Approve 2014 STIP Principles	May 2013	• CTC Approve Final Fund Estimate Assumptions
	June 2013	• CTC Releases Draft Fund Estimate (June 11th) • CTC Releases Draft STIP Guidelines
	July 2013	• MTC Reviews Draft RTIP Policies
	August 2013	• CTC Approves Fund Estimate • CTC Adopts STIP Guidelines
• Draft RTIP Proposal to Alameda CTC Commission	September 2013	• MTC Approves Final RTIP Policies
• Final RTIP Proposal to Alameda CTC Committees and Commission	October 2013	
	November 2013	• MTC Approves RTIP
	December 2013	• RTIP due to CTC
	April 2014	• CTC Adopts 2014 STIP

1. Sponsors of existing STIP programming in future years of the STIP as well as Caltrans sponsored projects with open Expenditure Authorization authority (or with a close out pending) will also be required to submit a project application for funding consideration.

This page intentionally left blank

Draft Principles for the Development of the 2014 STIP Project List

- All current sponsors will be required to provide updated project definition, status, schedule, cost and funding information for currently programmed projects.
- Previous commitments for STIP programming, included in the attached list, will be considered during the development of the 2014 STIP project list.
- It is anticipated that any new funding programmed in the 2014 STIP will be made available in FY's 2017/18 and 2018/19.
- Any project submitted for funding must be consistent with the Countywide Transportation Plan and satisfy all requirements for programming into the STIP.
- Projects recommended for STIP programming must demonstrate readiness to meet applicable programming, allocation and delivery deadlines associated with STIP programming.
- Consideration of the following are proposed for the prioritization required for the development of the 2014 STIP project list:
    - ♦ The principles and objectives set forth in the draft "Policy Framework for Planning, Programming and Monitoring" being developed by the Alameda CTC to improve the connection between the planning and programming related to transportation funding in Alameda County;
    - ♦ Previous commitments for STIP programming approved by the Alameda CTC (as described in the attached summary);
    - ♦ The degree to which a proposed project, or other activity intended to be funded by transportation funding programmed by the Alameda CTC, achieves or advances the goals and objectives included in the Countywide Transportation Plan; and
    - ♦ Maintaining a balance of projects in various phases of project delivery with viable project implementation strategies based on project-specific information provided by applicants related to the following aspects of project delivery:
        - The current phase of project delivery, i.e. planning/scoping, preliminary engineering/environmental, design, right of way, or construction;
        - The status of environmental clearance;
        - The project cost/funding plan by phase;
        - The potential for phasing of initial segment(s) which are fully-funded and provide independent benefit; and
        - Potential impediments, i.e. risks, to successful project implementation in accordance with the proposed project delivery schedule.

Attachment(s):

Table A: Summary of Previously Approved Alameda County STIP-RIP Commitments

Table A: Summary of Previously Adopted Alameda County STIP-RIP Commitments		
Project	**Commitment Amount ($ x 1,000**	**Notes**
Alameda County I-Bond Projects	$ 8,000	• $8M approved by Alameda CTC July 2012. • Prioritized programming included in previous ACCMA Board actions • See Note 1
Route 24 Corridor	$ 4,000	
Dumbarton Rail Project	$ 91,000	• $91M identified to satisfy MTC Resolution 3434 requirement, which will be superceded by Plan Bay Area • See Note 2 and Note 3
BART Warm Springs Extension	$ 69,000	• $69M identified to satisfy MTC Resolution 3434 requirement, which will be superceded by Plan Bay Area • $3.5M fulfilled in 2012 STIP (Warm Springs Station Access Improvement – Automall Project) • See Note 2 and Note 3
AC Transit Bus Rapid Transit Project	$ 40,000	• $40M identified to satisfy MTC Resolution 3434 requirement, which will be superceded by Plan Bay Area • $3M fulfilled in 2012 STIP (combined with Lifeline Backfill commitment) • $1.5M fulfilled with Lifeline/MB Express Bus funding • See Note 2 and Note 3
I-880 Broadway/Jackson Interchange	$ 3,000	
I-880 Corridor Project	$ 1,900	

Table A: Summary of Previously Adopted Alameda County STIP-RIP Commitments

Notes:

1. Resolution 08-018 identified projects in Alameda County funded by CMIA, TCIF or TLSP I-Bond funding collectively as "Infrastructure Bond Projects," including the construction phase, and committed prioritized programming without specifying an amount for the commitment to the Infrastructure Bond Projects.
2. Resolution 08-018 identified three projects collectively referred to as "Reso 3434 Projects:" 1) BART Warm Springs Extension; 2) AC Transit Bus Rapid Transit (BRT) Project; and 3) Dumbarton Rail Project. Resolution 08-018 requires that up to fifty percent (50%) of any new STIP programming capacity be programmed to the Reso 3434 Projects; and that a minimum of twenty-five percent (25%) of any new STIP programming capacity be programmed to the BART Warm Springs Extension Project if all programming requirements are met.
3. The standing of the Reso 3434 Projects in the Region's transportation planning and funding arena is currently under review in the context of the draft Regional Transportation Plan (RTP), or "Plan Bay Area," which is being developed by the MTC. For example: 1)The Dumbarton Rail Corridor Project (DRC) is included in the Draft Plan Bay Area as "environmental only," which indicates that no priority for future capital funding is identified in the long range plan. The environmental phase of the DRC is fully funded by existing fund sources, 2)The capital phase of the Bus Rapid Transit Project (BRT) is partially funded by a priority for future funding in the Plan Bay Area, and 3) The capital phase of the Warm Springs Extension Project (WSX) is fully funded by existing sources.

This page intentionally left blank