



Meeting Notice

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

Commission Chair

Supervisor Scott Haggerty, District 1

Commission Vice Chair

Councilmember Rebecca Kaplan,
City of Oakland

AC Transit

Director Elsa Ortiz

Alameda County

Supervisor Richard Valle, District 2
Supervisor Wilma Chan, District 3
Supervisor Nate Miley, District 4
Supervisor Keith Carson, District 5

BART

Director Thomas Blalock

City of Alameda

Mayor Marie Gilmore

City of Albany

Vacant

City of Berkeley

Councilmember Laurie Capitelli

City of Dublin

Mayor Tim Sbranti

City of Emeryville

Vice Mayor Ruth Atkin

City of Fremont

Mayor Bill Harrison

City of Hayward

Councilmember Marvin Peixoto

City of Livermore

Mayor John Marchand

City of Newark

Councilmember Luis Freitas

City of Oakland

Vice Mayor Larry Reid

City of Piedmont

Mayor Margaret Fujjoka

City of Pleasanton

Mayor Jerry Thome

City of San Leandro

Councilmember Michael Gregory

City of Union City

Mayor Carol DuTra-Vernaci

Executive Director

Arthur L. Dao

Planning, Policy and Legislation Committee

Monday, July 14, 2014, 10:30 a.m.

**1111 Broadway, Suite 800
Oakland, CA 94607**

Mission Statement

The mission of the Alameda County Transportation Commission (Alameda CTC) is to plan, fund, and deliver transportation programs and projects that expand access and improve mobility to foster a vibrant and livable Alameda County.

Public Comments

Public comments are limited to 3 minutes. Items not on the agenda are covered during the Public Comment section of the meeting, and items specific to an agenda item are covered during that agenda item discussion. If you wish to make a comment, fill out a speaker card, hand it to the clerk of the Commission, and wait until the chair calls your name. When you are summoned, come to the microphone and give your name and comment.

Recording of Public Meetings

The executive director or designee may designate one or more locations from which members of the public may broadcast, photograph, video record, or tape record open and public meetings without causing a distraction. If the Commission or any committee reasonably finds that noise, illumination, or obstruction of view related to these activities would persistently disrupt the proceedings, these activities must be discontinued or restricted as determined by the Commission or such committee (CA Government Code Sections 54953.5-54953.6).

Reminder

Please turn off your cell phones during the meeting. Please do not wear scented products so individuals with environmental sensitivities may attend the meeting.

Glossary of Acronyms

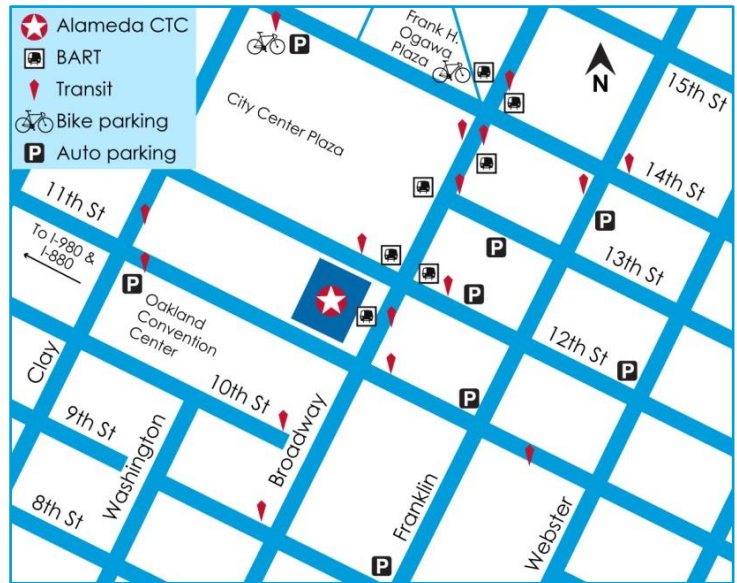
A glossary that includes frequently used acronyms is available on the Alameda CTC website at www.AlamedaCTC.org/app_pages/view/8081.

Location Map

Alameda CTC

1111 Broadway, Suite 800
Oakland, CA 94607

Alameda CTC is accessible by multiple transportation modes. The office is conveniently located near the 12th Street/City Center BART station and many AC Transit bus lines. Bicycle parking is available on the street and in the BART station as well as in electronic lockers at 14th Street and Broadway near Frank Ogawa Plaza (requires purchase of key card from bikelink.org).



Garage parking is located beneath City Center, accessible via entrances on 14th Street between 1300 Clay Street and 505 14th Street buildings, or via 11th Street just past Clay Street. To plan your trip to Alameda CTC visit www.511.org.

Accessibility

Public meetings at Alameda CTC are wheelchair accessible under the Americans with Disabilities Act. Guide and assistance dogs are welcome. Call 510-893-3347 (Voice) or 510-834-6754 (TTD) five days in advance to request a sign-language interpreter.



Meeting Schedule

The Alameda CTC meeting calendar lists all public meetings and is available at www.AlamedaCTC.org/events/upcoming/now.

Paperless Policy

On March 28, 2013, the Alameda CTC Commission approved the implementation of paperless meeting packet distribution. Hard copies are available by request only. Agendas and all accompanying staff reports are available electronically on the Alameda CTC website at www.AlamedaCTC.org/events/month/now.

Connect with Alameda CTC

www.AlamedaCTC.org



facebook.com/AlamedaCTC



[@AlamedaCTC](https://twitter.com/AlamedaCTC)



youtube.com/user/AlamedaCTC



Planning, Policy and Legislation Committee Meeting Agenda

Monday, July 14, 2014, 10:30 a.m.*

*Or immediately following the I-580 Express Lane Policy Committee

1111 Broadway, Suite 800, Oakland, CA 94607 • PH: (510) 208-7400 • www.AlamedaCTC.org

1. Pledge of Allegiance

2. Roll Call

3. Public Comment

Chair: Mayor Tim Sbranti, City of Dublin
Vice Chair: Supervisor Keith Carson, Alameda County District 5
Commissioners: Wilma Chan, Michael Gregory, John Marchand, Elsa Ortiz, Marvin Peixoto, Jerry Thome
Ex-Officio Members: Scott Haggerty, Rebecca Kaplan
Staff Liaison: Tess Lengyel
Executive Director: Arthur L. Dao
Clerk: Vanessa Lee

4. Consent Calendar

Page A/I

4.1. [June 9, 2014 PPLC Meeting Minutes](#)

1 A

Recommendation: Approve the June 9, 2014 meeting minutes.

4.2. [Congestion Management Program: Summary of Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments](#)

5 I

5. Legislation

5.1. [Legislative Update](#)

13 A/I

6. Planning and Policy

6.1. Transportation Expenditure Plan Update (Verbal)

I

6.2. [Countywide Goods Movement Plan Performance Measures](#)

31 A

Recommendation: Approve the Goods Movement Plan performance measures.

6.3. [Metropolitan Transportation Commission Resolution of Support for East Bay Greenway Project](#)

59 A

Recommendation: Approve the Alameda CTC resolution of support for the East Bay Greenway Project, a bicycle and pedestrian facility that will improve access to transit hubs.

6.4. [2014 Level of Service Monitoring Study Results](#)

65 I

7. Committee Member Reports (Verbal)

I

8. Staff Reports (Verbal)

I

9. Adjournment

Next Meeting: September 8, 2014

All items on the agenda are subject to action and/or change by the Commission.



1. Pledge of Allegiance

2. Roll Call

The Clerk conducted a roll call. All members were present, except the following: Commissioner Keith Carson, Commissioner Rebecca Kaplan, and Commissioner Elsa Ortiz

Commissioner Pauline Cutter was present as the alternate for Commissioner Wilma Chan.

Subsequent to the roll call

Commissioner Elsa Ortiz arrived prior to the vote on item 5.1.

Commissioner Rebecca Kaplan and Commissioner Keith Carson arrived prior to the vote on item 6.2

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. May 12, 2014 PPLC Meeting Minutes

4.2. Congestion Management Program: Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments

Commissioner Haggerty moved to approve the consent calendar. Commissioner Marchand seconded the motion. The motion passed unanimously (Carson, Kaplan, and Ortiz absent).

5. Legislation

5.1. Legislative Update

Tess Lengyel presented an overview on state and federal legislative initiatives. On the federal side, Tess updated the committee on the surface transportation bill and the highway trust fund. On the state side, Tess updated the committee on the state budget, cap and trade funding and recommended a support position on AB 1721 (Linder).

Marchand moved to approve the recommendation. Sbranti seconded the motion. The motion passed unanimously (Carson, Kaplan absent)

Planning and Policy

6.1. Transportation Expenditure Plan Update

Tess Lengyel updated the committee on approvals for the Transportation Expenditure Plan at the city council level and stated that there were outreach

materials available for each Commissioner. Tess also stated that an Economic Analysis was almost complete and findings from the analysis would be presented by the Bay Area Council Economic Institute at the next full Commission Meeting.

Commissioner Ortiz stated that the recent election showed a low voter turnout and she wanted to know if there would be any polling done to project voter turnout for the November election. Tess stated that the polling done in April, which showed 71 percent support was conducted representing a lower voter turnout, gubernatorial election.

6.2. Countywide Goods Movement Plan Vision and Goals

Tess Lengyel recommended that the Commission approve the Goods Movement Plan vision and goals. Tess stated that the development of the plan is the result of collaboration between Alameda CTC and MTC and the intent is to develop a plan that addresses both county and regional goals. She stated that the visions and goals have gone to ACTAC twice and MTC is also vetting the visions and goals through their approval process. Tess stated that the performance measures will be brought to the Commission in July. She introduced Michael Fischer from Cambridge Systematics to cover specifics of the plan.

Michael covered the status of tasks needed to develop the plan and provided background on the visions and goals development. He also provided the committee with the vision statement and the five goals that were developed in relation to the plan.

Commissioner Carson wanted to know the monitoring mechanisms put into place to document movement and achievement of the stated goals. Michael stated that staff developed a series of performance measure that relate directly to each goal and would be brought to the Commission in July.

Commissioner Kaplan stated that staff should be looking into funding opportunities for projects directly related to the plan and the possibility of adding information on a job-transitioning program.

Commissioner Sbranti requested that language regarding job creation be placed directly into the vision statement. Tess stated that the intent was to have a broader vision statement with more detailed information in the goals; however, staff would add wording regarding job creation to the vision statement.

Commissioner Haggerty requested to move Goal 4 regarding mitigation and environment to Goal 1, and all other goals will follow accordingly.

Commissioner Sbranti moved to approve the item with the amendments to change the word "burden" to "affected", to add specific language related to job creation, and to move Goal 4 to Goal 1. Commissioner Kaplan seconded the motion. The motion passed unanimously.

A public comment was heard on this item by Ken Bukowski.

7. Committee Member Reports

There were no committee member reports.

8. Staff Reports

There were no staff reports.

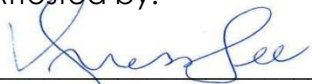
9. Adjournment/ Next Meeting

The meeting adjourned at 12:00 p.m. The next meeting is:

Date/Time: Monday, July 14, 2014 @10:30 a.m.

Location: Alameda CTC Offices, 1111 Broadway, Suite 800, Oakland, CA 94607

Attested by:



Vanessa Lee,
Clerk of the Commission

This page intentionally left blank



Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607 • PH: (510) 208-7400 • www.AlamedaCTC.org

DATE: July 7, 2014

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

RECOMMENDATION: Receive an update on the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments.

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 reviews Notices of Preparations (NOPs), General Plan Amendments (GPAs), and Environmental Impact Reports (EIRs) prepared by local jurisdictions and comments on them regarding the potential impact of proposed land development on the regional transportation system.

Since the last update on June 9, 2014, the Alameda CTC reviewed four NOPs and one DEIR. Comments were submitted for all two of these documents and are attached below.

Fiscal Impact: There is no fiscal impact.

Attachments

- A) Alameda CTC comments on Berkeley 2211 Harold Way Mixed Use Project NOP
- B) Alameda CTC comments on Dublin The Green Mixed Use Project DSEIR

Staff Contact

[Tess Lengyel](#), Deputy Director of Planning and Policy

[Matthew Bomberg](#), Assistant Transportation Planner

This page intentionally left blank



June 18, 2014

Aaron Sage
Senior Planner
City of Berkeley
Planning and Development Department
2120 Milvia St
Berkeley, CA 94704

SUBJECT: Response to Notice of Preparation of a Draft Environmental Impact Report (DEIR) for the 2211 Harold Way Mixed-Use Project

Dear Mr. Sage,

Thank you for the opportunity to comment on the Notice of Preparation of a Draft Environmental Impact Report (DEIR) for the 2211 Harold Way Mixed-Use Project. The project site is a portion of a 1.63-acre property forming one city block in Downtown Berkeley, bounded by and fronting Shattuck Avenue to the east, Kittredge Street to the south, Harold Way to the west, and Allston Way to the north. The proposed project would consist of 302 residential units, 10,535 square feet of retail or restaurant, a 665 seat cinema, 171 auto parking spaces, and 100 bicycle parking spaces.

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

Basis for CMP Review

- The City of Berkeley adopted Resolution No. 56593 on September 29, 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 transportation impact analysis of the project.

Use of Countywide Travel Demand Model

- The Alameda Countywide Travel Demand Model should be used for CMP Land Use Analysis purposes. 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 City of Berkeley and the Alameda CTC signed a Countywide Model Agreement on September 15, 2010. 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, however a new model version will be released on July 1, 2014.

Impacts

- The DEIR should address all potential impacts of the project on the Metropolitan Transportation System (MTS) roadway network.
 - MTS roadway facilities in the project area include Shattuck Way, Martin Luther King Jr. Way, University Avenue, Dwight Way, Bancroft Way, Ashby Avenue (SR-13), Interstate 880, and San Pablo Avenue (SR-123).
 - For the purposes of CMP Land Use Analysis, the Highway Capacity Manual 2010 freeway and urban streets methodologies are the preferred methodologies to study vehicle delay impacts.
 - 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 2013 CMP for more information).
- The DEIR should address potential impacts of the project on Metropolitan Transportation System (MTS) transit operators.
 - MTS transit operators potentially affected by the project include BART and AC Transit.
 - Transit impacts to consider include the effects of project vehicle traffic on mixed flow transit operations, transit capacity, transit access/egress, need for future transit service, and consistency with adopted plans. See Appendix L of the 2013 CMP document for more details.
- The DEIR should address potential impacts of the project to cyclists on the Countywide Bicycle Network.
 - Countywide bicycle facilities near the project area include Channing Way, Hearst Avenue, and Milvia Street.
 - Bicycle related impacts to consider include effects of vehicle traffic on bicyclist conditions, site development and roadway improvements, and consistency with adopted plans. See Appendix L of the 2013 CMP document for more details.
- The DEIR should address potential impacts of the project to pedestrians in Countywide Pedestrian Plan Areas of Countywide Significance.
 - The project is within Downtown Berkeley and therefore is within an Area of Countywide Significance as defined in the Countywide Pedestrian Plan.
 - Pedestrian related impacts to consider include effects of vehicle traffic on pedestrian conditions, site development and roadway improvements, and consistency with adopted plans. See Appendix L of the 2013 CMP document for more details.

Mitigation Measures

- Alameda CTC policy regarding mitigation measures is that to be considered adequate they must be:
 - Adequate to sustain CMP roadway and transit service standards;
 - Fully funded; and
 - Consistent with project funding priorities established in the Capital Improvement Program of the CMP, the Countywide Transportation Plan (CWTP), and the Regional Transportation Plan (RTP) or the federal Transportation Improvement Program, if the agency relies on state or federal funds programmed by Alameda CTC

- The DEIR should discuss the adequacy of proposed mitigation measure according to the criteria 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 service standards if only the funded portions of these mitigation measures are built prior to Project completion. The DEIR should also address the issue of transit funding as a mitigation measure in the context of the Alameda CTC mitigation measure criteria discussed above.
- Jurisdictions are encouraged to discuss multimodal tradeoffs associated with mitigation measures that involve changes in roadway geometry, intersection control, or other changes to the transportation network. This analysis should identify whether the mitigation will result in an improvement, degradation, or no change in conditions for automobiles, transit, bicyclists, and pedestrians. The HCM 2010 MMLOS methodology is encouraged as a tool to evaluate these tradeoffs, but project sponsors may use other methodologies as appropriate for particular contexts or types of mitigations.
- 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 Alameda CTC CMP Menu of TDM Measures and TDM Checklist may be useful during the review of the development proposal and analysis of TDM mitigation measures (See Appendices G and H of the 2013 CMP).

Other

- 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.

Thank you for the opportunity to comment on this NOP. Please contact me at (510) 208-7405 or Matthew Bomberg of my staff at (510) 208-7444 if you have any questions.

Sincerely,



Tess Lengyel
Deputy Director of Planning and Policy

cc: Matthew Bomberg, Assistant Transportation Planner
file: CMP/Environmental Review Opinions/2014

This page intentionally left blank



June 18, 2014

Kristi Bascom
Principal Planner
City of Dublin, Community Development Department
100 Civic Plaza
Dublin, CA 94568
kristi.bascom@dublin.ca.gov

SUBJECT: Comments on the Draft Supplemental Environmental Impact Report for The Green Mixed Use Project (PLPA-2013-00013)

Dear Ms. Bascom,

Thank you for the opportunity to comment on the Draft Supplemental Environmental Impact Report (DSEIR) for The Green Mixed Use Project (PLPA-2013-00013). The proposed project would involve construction of a mixed-use commercial and residential development of up to 40,000 gross square feet of retail and restaurant floor area and up to 400 multifamily dwelling units on the approximately 27.5 acres at the southwest corner of Martinelli Way and Hacienda Drive.

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

- On page 67 of the DEIR, the project trip generation calculations assume a reduction of 5 percent in vehicle trips for walk to BART trips. This assumption may be low given the proximity of the project site to regional heavy rail service as well as the proposed density and mix of land uses in the proposed project. Furthermore, no reduction for external trips made by walking or bicycling is applied, though the project is in close proximity to various shopping, dining, and other opportunities. Consideration should be given to using a trip generation methodology that is designed to accurately reflect transit oriented development projects or using a transit trip reduction that is based on observed data from a similar development in a similar context.
- On page 74, the DEIR identifies an impact (TR-1) and a mitigation measure (SM-TR-1) at the Dublin Blvd./Arnold Rd. intersection. The DEIR should provide an assessment of potential secondary impacts to other road users from the proposed mitigation measure, as is done for other impacts throughout the DEIR (e.g. SM-TR-2 and SM-TR-3).
- On page 77-8, the DEIR outlines elements of a TDM plan that the project developer will be required to develop as a mitigation measure. In addition to the elements listed, which are generally comprehensive, consideration should be given to:
 - Specifying not just an amount of bicycle parking facilities that will be required but also minimum requirements with respect to quality of parking (e.g. that bicycle racks are in easy to find locations, etc.)
 - Level of parking provision, parking restrictions, and parking pricing strategies
- On page 79, the DEIR identifies an impact (TR-4) and mitigation measure (SM-TR-4) at the Dublin Blvd./Tassajara Rd. intersection. The DEIR should provide an assessment of potential

secondary impacts to other road users from the proposed mitigation measure, as is done for other impacts throughout the DEIR (e.g. SM-TR-2 and SM-TR-3).

- On page 82-83, the DEIR discusses a grade separated crossing for bicyclists and pedestrians as the City's preferred mitigation measure for an impact at the Dublin Blvd/Scarlett Dr. intersection. The DEIR should clarify whether the Project Applicant will be required to make a fair share payment towards mitigation at this intersection "prior to the occupancy of the last building on the project site" (as is mentioned in the first paragraph on page 83) or "prior to the issuance of the first building permit" (as is mentioned in the third paragraph on page 83).
- On page 106-7, as part of the discussion of impacts to bicycle facilities and pedestrian facilities, consideration should be given to adding analysis of the following:
 - The extent to which the project site plan and internal street network promote walking and bicycling, consistent with the City's Complete Streets Policy and Circulation Element vision and goals. For instance, strategies that could be employed include siting surface parking adjacent to Hacienda Drive and Interstate 880 (which are less likely to have significant pedestrian activity) rather than Martinelli Way and Arnold Road (which are more natural walking routes to and from the project site), minimizing cul-de-sacs in the internal street network, and incorporating an access point for bicyclists and pedestrians at the southwest corner of the project site to ensure that they need not deviate from the most direct route to access the BART station.
 - Need for additional treatments to facilitate mobility and safety of bicyclists at wide, high volume intersections, particularly to the extent that the project adds vehicle traffic to the nearby roadway network that may impact the safety and comfort of existing and future bicyclists.

Thank you for the opportunity to comment on this DSEIR. Please contact me at (510) 208-7428 or Matthew Bomberg of my staff at (510) 208-7444 if you have any questions.

Sincerely,



Tess Lengyel
Deputy Director of Planning and Policy

cc: Matthew Bomberg, Assistant Transportation Planner



Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607 • PH: (510) 208-7400 • www.AlamedaCTC.org

DATE: July 7, 2014

SUBJECT: Legislative Update

RECOMMENDATION: Receive an update on state and federal legislative activities.

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 2014 establishing legislative priorities for 2014 and is included in summary format in Attachment A. The 2014 Legislative Program is divided into six sections: Transportation Funding, Project Delivery, Multi-Modal Transportation and Land Use, Climate Change, Goods Movement 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 related to the adopted legislative program, including recommended positions on bills as well as legislative updates.

Background

Federal Update

The following updates provide information on activities and issues at the federal level within each category of Alameda CTC Legislative Program and include information contributed from Alameda CTC's lobbyist team (CJ Lake/Len Simon).

Federal Budget Update

The House and Senate continue to take up Fiscal Year (FY) 2015 appropriations bills and are continuing to work to pass each of their 12 respective bills.

House Transportation and Housing and Urban Development (THUD): The full House approved its FY15 THUD bill the week of June 9th. The bill reflects an allocation of \$52 billion in discretionary spending – an increase of \$1.2 billion above the fiscal year 2014 enacted level

and a decrease of \$7.8 billion below the President's budget request. However, given the reduction in offsets caused by a decline in Federal Housing Administration receipts, the program level within the bill is more accurately \$1.8 billion below the current level.

In 2014, the net total discretionary appropriations at DOT totaled \$17.7 billion. 91 percent of that total came from just six budget accounts: FAA operations, FAA procurement, New Starts, Amtrak capital and debt service subsidies, TIGER, and Amtrak operations subsidies. Those six accounts totaled \$16.2 billion in 2014 and are cut to \$15.3 billion in the House bill. The FY15 total for DOT discretionary spending would be \$17.1 billion (so about a \$700 million cut from FY14).

- The bill sets Highway Trust Fund (HTF) obligations at last year's levels.
- The bill freezes FTA formula grants at FY14 level of \$8.595 billion.
- The bill would cut TIGER grants down to \$100 million from \$600 million in FY14 (but remember the House usually zeros out the program (this is a Senator Patty Murray (D-WA) favorite that she always makes certain to include).
- The bill would cut Amtrak capital grants by \$200 million from \$1.05 billion in 2014 to \$850 million in FY15
- The bill would cut New Starts by \$252 million from \$1.943 billion in 2014 to \$1.691 billion in FY15.
- The bill cuts transit research from \$43 million in FY14 to \$15 million and cuts the transit research and training account from \$5 million to \$3 million.

Senate THUD: Due to disagreements between Democratic and Republican leadership, the bill has been stalled as of the time of this writing. Specifically, Senate Majority Leader Harry Reid (D-NV) and Minority Leader Mitch McConnell (R-KY) have not been able to reach an agreement on the amendment process for the bill. Senate leaders have said they may make a second attempt at trying to pass the package after the July 4th recess.

The Senate draft bill provides \$54.4 billion in discretionary spending for FY15. This is \$2.4 billion above the House level and \$3.6 billion below the FY14 level. \$16.3 billion is provided for the six, main discretionary budget accounts: FAA operations, FAA procurements, New Starts, Amtrak capital and debt service subsidies, TIGER, and Amtrak operation subsidies. This is \$926 million above FY15 House funding levels (\$15.331 billion) and \$73 million above current funding levels.

- HTF obligations: The bill provides \$40.25 billion, the same funding level as the FY15 House bill and enacted level for FY14.
- FTA formula grants: \$8.6 billion; this is a slight increase of \$5 million above both the FY14 level and FY15 House THUD bill.
- TIGER Grants: \$550 million; the House provides only \$100 million for FY15; the current level is \$600 million.
- FTA Capital Investment Grants account (New Starts and Small Starts) is \$2.163 billion, \$472 million more than the House THUD bill.
 - The Committee press release states that this funding will help communities build new rail and bus rapid transit capacity in California and other states.
- Amtrak capital grants: \$1.39 billion (which is the current FY14 level); the House cut \$200 million from Amtrak.

- Transit research and technical assistance received \$36.5 million for FY15.

Highway Trust Fund: There continues to be movement in the Senate and House but it is becoming increasingly more likely that Congress will pass some type of short term fix for the Highway Trust Fund and a short-term extension of MAP-21 in the coming weeks.

In mid-June, a bipartisan proposal led by Senators Chris Murphy (D-CT) and Bob Corker (R-TN) to shore up the Highway Trust Fund (HTF) was discussed which would increase the gas tax by 12 cents per gallon over the next two years and index the tax to inflation. According to the two senators, this would raise \$164 billion over 10 years. In order to offset the revenue raised by the increased tax, the two senators propose finding tax relief by either permanently extending some of the tax provisions in the tax extenders bill or reducing taxes by at least the amount of revenue raised from the gas tax over the next decade. Some Senate Republicans have already expressed their concern over the proposal. Orrin Hatch (R-UT), the ranking member of the Senate Finance Committee, which has jurisdiction over funding the surface transportation bill, immediately stated he opposed the gas tax increase.

Although Senators Murphy and Corker claim the proposal will fund the HTF over the next decade, the bill does not address the immediate shortfall the HTF faces this summer. Senators Murphy and Corker realize that their proposal will not garner the support necessary for passage in the next month; instead they hope they can work to gain enough support to provide funding for the HTF over the long-term, and that this proposal could be a viable option during debate about a long-term solution as early as in the lame-duck session.

Senate EPW: The Senate EPW Committee marked up its bipartisan bill on May 15. The MAP-21 Reauthorization Act (S.2322) would reauthorize the Federal-aid Highway Program at current funding plus inflation from FY2015 through FY2020. The bill gradually boosts the core highway program from \$38.44 billion in 2015 to \$42.59 billion by 2020. The plan does not specify how it would pay for the programs; this will be left up to the Senate Finance and House Ways & Means Committees. In general, the reauthorization proposal follows a similar structure to MAP-21.

Senate Finance and House Ways & Means continue to say they are looking for a long-term solution, while also considering a stop gap patch to buy more time this year. The Committees will need to find approximately \$16 billion per year to deposit into the Highway Trust Fund to keep it solvent and pay for this next surface transportation reauthorization bill. If the Committees are unable to find the full amount (approximately \$100 billion) to support the full six-year bill, EPW will likely start to take years off of the bill starting with FY2020.

Senate Banking: The Senate Banking Committee staff continues to say they are ready to mark up and are simply waiting for the go ahead from both Senate Majority Leader Reid and the Senate Finance Committee.

Senate Finance: Senate Finance Committee Members have had several bipartisan discussions over the last few weeks on possible funding fixes for the Highway Trust Fund and are scheduled to address a short-term patch for the HTF during the week of July 7.

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

In June, Governor Brown signed the fiscal year 2014-2015 budget, including a final program that allocates cap and trade funds for the 2014-15 FY and beyond.

For the 2014-15 fiscal year, the budget appropriates \$872 million largely in accordance with the Governor's original proposal released in January and his May Revise. This amount includes a \$100 million payment on the loan taken from the cap and trade account last year, which means the Governor assumes auction revenue will only generate approximately \$772 million next year. Many expect cap and trade auction revenue in 2014-15 will far exceed \$1 billion, particularly with the fuels on transportation coming on line in January 2015 as part of the cap and trade program.

The budget trailer bill that included the cap and trade agreement, SB 862, is expected to be amended by a clean-up bill. In particular, the existing provisions for the Transit and Intercity Rail Capital program include eligibility for rail operators, yet don't explicitly authorize bus operators. The California State Transportation Agency (CalSTA) has drafted amendments to make bus eligibility more clear. The amendments will add equal emphasis to bus projects and amend the definition of an eligible application to include all transit operators. Additional amendments will address concerns about the expenditure of high speed rail funds, and provide greater clarity on public review and comment on the guidelines to be developed for the various programs.

Future Year Cap and Trade Allocations:

For the 2015/16 fiscal year and beyond the package would allocate all cap & trade revenue based on the percentages as shown in Table 1 and as described below. Each of these programs will be continuously appropriated except for the 40% pot of funds.

- 20% for housing and Sustainable Communities Strategies projects. Half of these funds must be used for affordable housing projects. The remaining funds would be used to implement sustainable communities plans. The Strategic Growth Council (SGC) would administer these funds, and would be responsible for developing guidelines and selection criteria for this competitive grant program. The language also states that the SGC shall coordinate with metropolitan planning commissions to identify and recommend projects. This program has goal of expediting 50% of these funds on projects that benefit disadvantaged communities.

- 10% for transit capital and intercity rail projects. The California Transportation Commission and the Transportation Agency would administer this competitive grant program for rail and bus capital funds. While bus transit projects are eligible, the emphasis is rail connectivity projects. The disadvantage community benefit goal for this program is 25%.
- 5% for public transit operations. Each transit operator would receive a portion of these funds based on the State Transit Assistance (STA) formula. However, receipt of these funds will be dependent on Caltrans determination of whether the use of the funds meets criteria established by CalSTA and CARB to ensure that the funds result in GHG reductions.
- 25% for high speed rail. This allocation will be a continuous appropriation which will allow the High Speed Rail Authority to securitize these revenues.
- 40% for various state programs. These funds would be appropriated to various programs administered by CARB, such as the Low Carbon Transportation program, as well as programs administered by the Energy Commission and the Resources Agency. Unlike the other programs these funds will be annually appropriated as part of the Budget Act.

In addition to creating these programs, the budget trailer bill will also establish an accountability program to ensure the cap & trade funds are appropriately spent and result in GHG emission reductions. MTC prepared analyses of potential cap and trade allocations to the Bay Area, including to transit operators (Attachment B), as well as a comparison of how the CalEnviroScreen program, which the state is using to identify communities of concern, differs from the region's definition of community of concerns (Attachment C).

On July 1, 2014, a meeting of the SGC was announced for July 10th to begin the guideline process for the Affordable Housing and SCS program. Attachment D includes the staff memo to the SGC establishing the initial administrative structure of this program, which is very different from the advocacy of Alameda CTC, MTC and the Transportation Coalition for Sustainable Communities.

Below provides a summary of the 2014-2015 cap and trade authorized funding amounts, the administering agencies and future year allocations beginning in FY 2015-2016.

Table 1: 2014-15 Cap and Trade Funding

Program	Administering Agency	FY 14-15 Budget	Future Year Allocations
Sustainable Communities and Clean Transportation			
High Speed Rail	High Speed Rail Authority	\$250.0	25%
Transit and Intercity Rail Capital Program	CalSTA	\$25.0	10%
Low Carbon Transit Operations	Caltrans/California Air Resources Board (CARB)	\$25.0	5%
Affordable Housing and Sustainable Communities	Strategic Growth Council	\$130.0	20% (split evenly)
Low Carbon Transportation	CARB	\$200.0	Annual appropriation
Energy Efficiency and Clean Energy			
Energy efficiency upgrades/Weatherization	Dept. of Community Services and Development	\$75.0	Annual appropriation
Agricultural Energy and Operational Efficiency	Dept. of Food and Agriculture	\$15.0	
Energy efficiency for public buildings	Energy Commission	\$20.0	
Natural Resources and Waste Diversion			
Water Action Plan - Water-Energy Efficiency (SB 103 has been appropriated)	Dept. of Fish and Wildlife	\$40.0	Annual appropriation
Water Action Plan - Wetlands and Watershed Restoration	Dept. of Fish and Wildlife	\$25.0	
Fire Prevention and Urban Forests	Dept. of Forestry and Fire Protection	\$42.0	
Waste Diversion	Cal Recycle	\$25.0	
Total		\$872.0	

Legislation: Alameda CTC has sponsored and Assemblymember Buchanan has carried AB 1811 which will authorize Alameda CTC the ability to require a high-occupancy vehicle to have an electronic transponder or other electronic device for law enforcement purposes. This bill was passed out of the Senate on June 26th and has gone to the Governor's office for approval. Staff met with the Governor's office on July 2 to discuss the importance of the bill and urged the Governor's support. The Governor is expected to take action on this bill before mid-July.

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

Fiscal Impact: There is no fiscal impact.

Attachments

- A. Alameda CTC 2014 Legislation Program
- B. MTC Cap and Trade summary for Bay Area Transportation Allocations
- C. MTC CalEnviroscreen and Communities of Concern Comparison map
- D. Strategic Growth Council proposed administration structure for the Affordable Housing and SCS program

Staff Contact

[Tess Lengyel](#), Deputy Director of Planning and Policy

This page intentionally left blank



2014 Alameda County Legislative Program

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

1111 Broadway, Suites 800
Oakland, CA 94607
(510) 208-7400
www.AlamedaCTC.org

“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 measurable 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.”

Issue	Priority	Strategy Concepts
Transportation Funding	<p>Increase transportation funding</p> <p>Protect and enhance voter-approved funding</p>	<ul style="list-style-type: none"> • Support efforts to lower the two-thirds-voter threshold for voter-approved transportation measures. • Support increasing the buying power of the gas tax and/or increasing transportation revenues through vehicle license fees, vehicle miles traveled or other reliable means. • Support increased funding from new and/or flexible funding sources to Alameda County for operating, maintaining, restoring and improving transportation infrastructure and operations. • Support efforts that protect against transportation funding diversions. • 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 grants and pilot programs
Project Delivery	<p>Advance innovative project delivery</p> <p>Ensure cost-effective project delivery</p>	<ul style="list-style-type: none"> • Support environmental streamlining and expedited project delivery. • Support contracting flexibility and innovative project delivery methods. • Support HOT lane expansion in Alameda County and the Bay Area, and efforts that promote effective implementation. • Support efforts to allow local agencies to advertise, award and administer state highway system contracts largely funded by locals • Support efforts that reduce 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 accelerating funding and policies to implement transportation projects that create jobs and economic growth
Multimodal Transportation and Land Use	<p>Reduce barriers to the implementation of transportation and land use investments</p> <p>Expand multimodal systems and flexibility</p>	<ul style="list-style-type: none"> • 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 • 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 and do not create unfunded mandates. • 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.

Issue	Priority	Strategy Concepts
Climate Change	Support climate change legislation	<ul style="list-style-type: none"> Support funding for innovative infrastructure, operations, and programs that relieve congestion, improve air quality, reduce emissions and support economic development. Support the expansion of funding for housing that does not conflict with or reduce transportation funding
	Support cap-and-trade expenditure plan	<ul style="list-style-type: none"> Support cap and trade funds derived from transportation fuels for transportation purposes.
	Support emerging technologies	<ul style="list-style-type: none"> Support incentives for emerging technologies, such as alternative fuels and fueling technology, and research for transportation opportunities to reduce GHG emissions.
Goods Movement	Expand goods movement funding and policy development	<ul style="list-style-type: none"> Support a multi-modal goods movement system and efforts that enhance the economy, local communities and the environment, and reduce impacts. Support a designated funding stream for goods movement. Support goods movement policies that enhance Bay Area goods movement planning, funding, delivery, and advocacy. Ensure that Bay Area transportation systems are included in and prioritized in state and federal planning and funding processes.
	Expand partnerships at the local, regional, state and federal levels	<ul style="list-style-type: none"> Support efforts that encourage regional cooperation and coordination to develop, promote and fund solutions to regional transportation problems and that support governmental efficiencies and cost savings in transportation. Support policy development to influence transportation planning, policy and funding at the county, regional, state and federal levels. Support efforts to maintain and expand local-, women-, minority- and small-business participation in competing for contracts.

Cap and Trade Funding for S.F. Bay Area Transportation in FY 2014-15 and Future Years

	Fiscal Year 2014-15	Future Years Scenario 1 (\$2.5 billion total)	Future Years Scenario 2 (\$3.75 billion total)	Future Years Scenario 3 (\$4.5 billion total)
State-Administered Competitive Programs				
Sustainable Communities (Includes transportation & affordable housing, split 50/50)	\$ 130,000,000	20% (~ \$500,000,000)	20% (~ \$750,000,000)	20% (~ \$900,000,000)
Transit Statewide Competitive Program	\$ 25,000,000	10% (~ \$250,000,000)	10% (~ \$375,000,000)	10% (~ \$450,000,000)
Low Carbon Transportation (<i>Clean Vehicles</i>) ¹	\$ 200,000,000	TBD	TBD	TBD

	Fiscal Year 2014-15	Future Years Scenario 1 (\$2.5 billion total)	Future Years Scenario 2 (\$3.75 billion total)	Future Years Scenario 3 (\$4.5 billion total)
Transit Formula Program² <i>(Statewide Amount)</i>	\$ 25,000,000	\$ 125,000,000	\$ 187,500,000	\$ 225,000,000
San Francisco Bay Area Total	\$ 9,306,250	\$ 46,531,250	\$ 69,796,875	\$ 83,756,250
Revenue-Based Funds³	\$ 6,893,750	\$ 34,468,750	\$ 51,703,125	\$ 62,043,750
Population-Based Funds	\$ 2,412,500	\$ 12,062,500	\$ 18,093,750	\$ 21,712,500
SFMTA	\$ 2,335,980	TBD	TBD	TBD
BART	\$ 1,867,003			
Santa Clara VTA	\$ 834,322			
AC Transit	\$ 652,051			
Caltrain	\$ 347,828			
Golden Gate Transit	\$ 311,795			
SamTrans	\$ 290,238			
ACE	\$ 28,765			
CCCTA	\$ 40,277			
City of Dixon	\$ 323			
ECCTA	\$ 17,177			
City of Fairfield	\$ 8,064			
City of Healdsburg	\$ 51			
LAVTA	\$ 19,252			
NCPTA	\$ 3,144			
City of Petaluma	\$ 1,706			
City of Rio Vista	\$ 401			
City of Santa Rosa	\$ 8,719			
Solano County Transit	\$ 20,530			
Sonoma County Transit	\$ 10,062			
City of Union City	\$ 3,027			
VTA - Corresponding to ACE	\$ 16,281			
WCCTA	\$ 22,377			
WETA	\$ 70,657			

Notes

1) Pursuant to funding plan to be adopted on June 26, 2014 by Air Resources Board. Proposed plan can be found at this URL:

http://www.arb.ca.gov/msprog/aqip/fundplan/fy1415_funding_plan_aqip_ggrf_final.pdf

2) Pursuant to SB 862, Statutes of 2014, 5 percent of annual Cap and Trade Revenue will be disbursed by the State Transit Assistance formula pursuant to Public Utilities Code 99313 and 99314

3) Operator shares for FY 2014-15 are based on State Transit Assistance shares from State Controller's 2013-14 3rd Quarter payment, which were used in the 2015 Fund Estimate. Individual operator shares vary annually based on each operator's share of statewide qualifying revenue, including fares as well as local funds. [Future revenue scenarios are based on a December 2013 ICF International Study, "Modeling the Economic Impacts of AB 32 Auction Proceeds Investment Opportunities."](#)

This page intentionally left blank

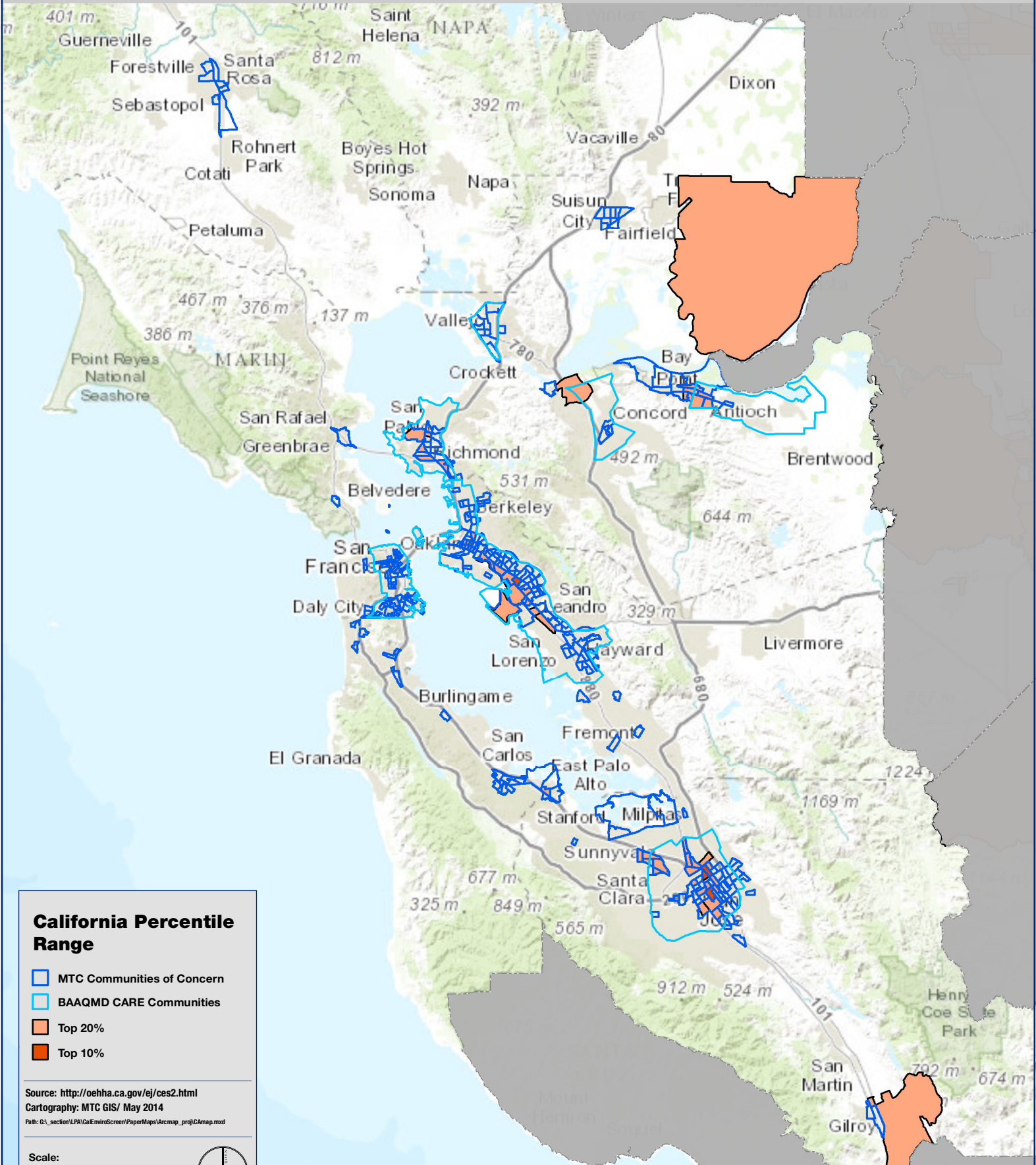
Comparison of CalEnviroScreen 2.0 with MTC "Communities of Concern" and Air District "CARE Communities"



Metropolitan Transportation Commission
 Planning, Financing and Coordinating
 Transportation for the nine-county
 San Francisco Bay Area

Analytical Services

Geographic Information Systems



This page intentionally left blank

STAFF REPORT: ADMINISTRATION OF THE AFFORDABLE HOUSING AND SUSTAINABLE COMMUNITIES (AHSC) PROGRAM

BACKGROUND

The [Budget Act of 2014](#) appropriates \$130 million from the Greenhouse Gas Reduction Fund (GGRF) for the FY 2014-15 budget to the Strategic Growth Council (Council) to develop and administer the Affordable Housing and Sustainable Communities (AHSC) Program. Accompanying legislation, [SB 862](#), apportions 20 percent of the GGRF's proceeds on an annual basis to the AHSC program beginning in FY 2015-16.

The AHSC Program furthers the regulatory purposes of [AB 32](#) and [SB 375](#) by investing in projects that reduce greenhouse gas emissions by creating more compact, infill development patterns, encouraging active transportation and mass transit usage, and protecting agricultural land from sprawl development. These projects, described in the [AB 32 Scoping Plan](#), will support ongoing climate objectives and contribute substantial co-benefits by:

- Reducing vehicles miles traveled and associated greenhouse gas and other emissions by improving mobility options and increasing infill development; or
- Preventing conversion of agricultural lands by making strategic investments that protect agricultural lands to reduce greenhouse gases emissions.

Applicable law requires that 50 percent of AHSC funds be utilized to provide housing opportunities for lower income households. The law also requires 50 percent of funds must benefit disadvantaged communities.

The Council is charged with leveraging the programmatic and administrative expertise of relevant state departments and agencies in implementing the program. The Council is also charged with coordinating with the metropolitan planning organizations and other regional agencies to identify and recommend projects within their respective jurisdictions that best reflect the program's goals and objectives. These projects must be consistent with regional Sustainable Communities Strategies, or where not applicable, other regional greenhouse gas emission reduction plans.

In addition to creating the AHSC Program, [SB 862](#) increased the Council membership by two members. One member will be appointed by the Speaker of the Assembly and one member will be appointed by the Senate Committee on Rules. Each will serve at the pleasure of their appointing authority.

OVERVIEW

The Affordable Housing and Sustainable Communities Program contains a variety of land use and transportation-oriented strategies to reduce greenhouse gas emissions. These include, but are not limited to: intermodal affordable housing projects that support infill and compact development; transit

capital projects; complete streets and active transportation projects; and tools to preserve agricultural land under pressure from being converted to non-agricultural uses.

Pursuant to SB 862, the Council is required to develop and administer the AHSC Program and to leverage the programmatic and administrative expertise of relevant state agencies and departments in implementing the program. The Council is responsible for the overall administration of the AHSC Program and will retain the central authority for the governance of this program. The Council and its members acting together have joint responsibility for the development of program design, program guidelines, selection criteria, and selection of projects and other administrative duties as defined by the Council. The Council will use the breadth of expertise in its multi-agency and member constituency to collaboratively discharge these responsibilities.

It is recommended that the specific implementation of the AHSC Program rely on the programmatic and administrative expertise of relevant state agencies and departments as recommended in statute. It is recommended that the AHSC Program be funded and Implemented through two parallel components – 1) a majority component focused on compact, infill and transit-oriented development and associated infrastructure, described herein simply as the AHSC Program; and 2) a complementary agricultural component that will focus on the protection of agricultural lands from sprawl development, referenced below as the Sustainable Communities Agricultural Land Preservation Program (SCAPP).

In order to successfully implement each program component, staff recommends the Department of Housing and Community Development within the Business, Consumer Services, and Housing Agency implement the housing, transportation and infrastructure development components of the AHSC Program. Staff further recommends that the SCAP Program be implemented separately by the California Natural Resources Agency or the California Department of Conservation. Each program component is described further below.

THE AFFORDABLE HOUSING AND SUSTAINABLE COMMUNITIES PROGRAM

The AHSC Program will provide grants and affordable housing loans for infill and compact transit-oriented development and infrastructure. Projects funded by the AHSC Program will demonstrate how they support reduction of greenhouse gas emissions by increasing accessibility of housing, employment centers and key destinations via low-carbon transportation options (walking, biking and transit), resulting in fewer vehicle miles traveled. A minimum of 50 percent of available funds will be invested in projects benefitting disadvantaged communities, and a minimum of 50 percent of program funds will be utilized to provide housing opportunities for lower income households.

The complexity of multi-component projects involving housing, transportation, infrastructure, transit ridership and other elements will require special technical knowledge of contracting negotiation, management and administration, underwriting, and monitoring. The Department of Housing and Community Development, in cooperation with the California State Transportation Agency, has successfully supported a TOD-Housing program with many administrative requirements similar to those

required for support of the statutory guidelines and emerging other criteria for the Affordable Housing and Sustainable Communities Program. The Department of Housing and Community Development (HCD) has effectively managed \$300 million from Prop 1C bond funds for the TOD Housing Program over the past 7 years, coordinated with the Infill Infrastructure Grant Program and other local funds, and incorporating provisions supporting implementation of regional and local plans. This positions the department well to work as the administrative center for most elements of the Affordable Housing and Sustainable Communities Program.

SUSTAINABLE COMMUNITIES AGRICULTURAL LAND PROTECTION PROGRAM

Senate Bill 862 designates the Strategic Growth Council with coordinating the implementation of the Affordable Housing and Sustainable Communities Program. A component of the program is the protection of agricultural lands to support infill development. In Section 75212, projects eligible for funding include, “acquisition of easements or other approaches or tools that protect agricultural lands that are under pressure of being converted to nonagricultural uses, particularly those adjacent to areas most at risk of urban or suburban sprawl or those of special environmental significance.”

Protecting agricultural lands at risk of conversion to non-agricultural uses reduces GHG emissions, and may result in enhanced carbon sequestration depending on the crop and management of the protected lands. Investments under this program can also further climate adaptation strategies, not only by considering where critical agricultural lands currently exist, but also by understanding more fully where to plan for and protect agricultural lands as the population grows and climate changes.

As its being developed, it will remain a goal of the larger Affordable Housing and Sustainable Communities Program to protect agricultural lands as a way to support and encourage infill development. However, staff recognizes that the types of strategies that are used to protect agricultural lands are unique to land conservation practice, leaving some eligible projects difficult to administer if they had to be included as part of a larger development project. By administering the agricultural lands component through a separate process, informed by its own set of guidelines, it will allow for a more effective implementation without losing the connection to the broader goals of the program.

RECOMMENDED ACTION

Staff Recommendation: The Department of Housing and Community Development within the Business, Consumer Services, and Housing Agency implement the housing, transportation and infrastructure components of this program and that the Sustainable Communities Agricultural Land Preservation Program component be implemented separately by the California Natural Resources Agency or the California Department of Conservation. This implementation will include, but not limited to, working with the Council to develop program guidelines including grants and loans, evaluating applications, preparing agreements, monitoring agreement implementation, reporting and amendments.

This page intentionally left blank



Memorandum

6.2

1111 Broadway, Suite 800, Oakland, CA 94607 • PH: (510) 208-7400 • www.AlamedaCTC.org

DATE: July 7, 2014

SUBJECT: Countywide Goods Movement Plan Performance Measures

RECOMMENDATION: Approve the Countywide Goods Movement Plan Performance Measures

Summary

Goods movement is critical to a strong economy and a high quality of life in Alameda County. The central location of the county in the Bay Area, combined with significant freight transportation assets, such as major interstates, the Port of Oakland and two major rail lines, position it as a goods movement hub for Northern California. Alameda CTC is developing a Countywide Goods Movement Plan that will outline a long-range strategy for how to move goods efficiently, reliably, and sustainably within, to, from and through Alameda County by roads, rail, air and water. The performance measures support plan development including the identification of gaps and needs in the goods movement system, the evaluation and prioritization of strategies to improve goods movement, and the ongoing monitoring of goods movement system performance.

Attachment A presents the Draft Countywide Goods Movement Plan multimodal performance measures which incorporate comments received by ACTAC at their June meeting. The memorandum presents both an overview of how performance measures will be used in the development of the plan as well as the recommended set of performance measures. The performance measures are designed to correspond to the vision and goals that were approved by the Commission in June 2014. This item is recommended for approval.

Fiscal Impact: There is no fiscal impact.

Attachments:

- A. Alameda County and MTC Goods Movement Plans – Performance Measures Technical Memorandum

Staff Contact

[Tess Lengyel](#), Deputy Director of Planning and Policy,

[Matthew Bomberg](#), Assistant Transportation Planner

This page intentionally left blank

ALAMEDA COUNTY AND MTC REGIONAL GOODS MOVEMENT PLANS

Task 3a – Multimodal Performance Measures

Draft Technical Memorandum

prepared for

**Alameda County Transportation Commission
and Metropolitan Transportation Commission**

prepared by

Cambridge Systematics, Inc.

This page intentionally left blank

Table of Contents

1.0 Introduction	1-1
2.0 Overview of Performance Measures	2-1
2.1 Purpose of Transportation System Performance Measures	2-1
2.2 Choosing Performance Measures	2-2
2.3 National Performance Measure Development.....	2-3
2.3.1 Current Status of U.S. DOT Mandated MAP-21 Performance Measure Development	2-4
2.3.2 U.S. DOT Freight Condition and Performance Report.....	2-4
2.4 California Freight Mobility Plan Performance Measures	2-5
3.0 Plan Development Process and How Performance Measures Will Be Used	3-1
3.1 Goods Movement Plan Building Blocks.....	3-1
3.2 Performance-Based Evaluation Process Description.....	3-3
4.0 Performance Measure Development and Recommendations	4-1
4.1 Performance Measure Recommendations.....	4-1
4.2 Recommended Performance Measure Descriptions.....	4-3

List of Tables

Table 2.1	U.S. DOT Freight Condition and Performance Report Draft Performance Measures	2-5
Table 3.1	Example Strategy Development	3-2
Table 4.1	Recommended Set of Performance Measures and Metrics, by Goal Area	4-2

List of Figures

Figure 3.1	Performance-Based Evaluation Framework.....	3-4
------------	---	-----

This page intentionally left blank

1.0 INTRODUCTION

As part of Goods Movement Plan development for the Alameda County Transportation Commission (ACTC) and Metropolitan Transportation Commission (MTC), a robust set of performance measures will be implemented to evaluate the physical and operational performance of the multimodal goods movement system. These measures will support these agencies in gauging freight system condition and use, identifying freight system priorities, developing policy, and making strategic investments that align with the overarching goods movement system vision and goals. After Plan development is complete, the performance measures may be adapted for continued monitoring of system-level trends and progress towards goals.

The set of recommended performance measures presented in this technical memorandum will form one basis for evaluating projects, programs and policies identified through the Goods Movement Plan. A performance-based evaluation process will help stakeholders and decision makers understand the benefits of proposed goods movement actions through the analysis of objective qualitative and quantitative information. Consistent with Plan Bay Area and the Alameda Countywide Transportation Plan, this technical memorandum lays out a performance-based evaluation process, as well as specific performance measure categories and metrics that will be used in the Plan's Task 4 evaluation. This memorandum contains the following sections:

- **Section 2.0 – Overview of Performance Measures.** This section describes the purpose of performance measures, criteria that should be considered when selecting performance measures, and current performance measurement development at the Federal and state levels. Information in this section provides context and describes the basis for how the proposed performance measures were developed.
- **Section 3.0 – Performance-Based Evaluation Process.** This section details the process developed to evaluate the projects, programs and policies using performance measures as part of this Plan. This includes tying measures to Plan Vision and Goals, as well as to goods movement system issues, needs and opportunities. The process incorporates quantitative and qualitative data into evaluation, but does not rely exclusively on measures, in order to create a more flexible process.

Section 4.0 – Performance Measure Development and Recommendations. This section presents recommended performance measures to align with the evaluation process described in Section 3.0, and includes identification of potential data sources and description of how they will be applied during the evaluation.

2.0 OVERVIEW OF PERFORMANCE MEASURES

In recent years, the use of performance measures in the public sector has matured and expanded significantly, yet nationally the use of freight-specific performance measures remains limited, and performance measures used vary significantly between states and regions. This is due in part to the shared public- and private-sector roles in the freight system and the lack of data available to support measures. This section provides an overview of performance measures, describes current Federal guidance on the development and use of these measures, and highlights current efforts underway in California in terms of developing freight specific measures.

In this memorandum, the term “strategy” is used to describe an overall approach to addressing an issue, need or opportunity. A strategy includes projects, programs and policies. Projects typically represent individual and geographically specific capital investments. Programs represent funding pools that may be applied to similar types of small projects, but are typically open to jurisdictions across the county or region. Policies are incentives or restrictions for the Alameda CTC or MTC to oversee and implement, and typically require broad organizational partnerships and advocacy.

2.1 Purpose of Transportation System Performance Measures

Performance measures are data-driven tools that provide one way for agencies to assess the condition of the transportation system, identify gaps and opportunities for system improvement, identify and evaluate strategies to meet goods movement goals, and monitor ongoing performance. They can also be used to help decision makers allocate limited resources more effectively than would otherwise be possible. It is common for different performance measures to be applied to each of these unique purposes, situations and system needs. A variety of performance measure applications are described, below:

- **Linking Strategies to Vision and Goals.** Performance measures can be developed and applied to help link Plan strategies to the Vision and Goals of the Plan. **As Section 3.0 shows, linking performance measures to the Vision and Goals is central to developing a performance-based project evaluation process.**
- **Needs Assessment and Strategy Development.** Performance measures can be applied to assess condition, performance, and use of the transportation system. They also help identify system gaps where additional projects, programs or policies may be needed. **The “Round 1” evaluation of the performance-based evaluation process described in Section 3.0 is focused on this gap analysis application of performance measures.**
- **Project Evaluation and Prioritization.** Performance measures can provide information needed to know when and where to invest in projects and programs that provide the greatest

benefits. Performance measures can help determine which projects, programs, and policies should be included in high priority strategies and can also help in the analysis of tradeoffs and/or synergies between different projects, programs, and policies. **The “Round 2” evaluation of the performance-based evaluation process described in this memorandum is focused on this application of performance measures.**

- **Managing Performance.** Applying performance measures can improve the management and delivery of programs, projects and services. The right performance measures can highlight the technical, administrative, and financial issues critical to governing the fundamentals of any program or project.
- **Communicating Results.** Performance measures help communicate the value of public investments in transportation and provide a concrete way for stakeholders to see an agency’s commitment to improving the transportation system and help build support for transportation investments.
- **Strengthening Accountability.** Performance measures promote accountability with respect to the use of taxpayer resources and reveal whether transportation investments are providing the expected performance or demonstrate the need for improvements.

2.2 Choosing Performance Measures

Performance measures should be carefully selected to align with transportation agency goals and the existing (or potential) data and resources available. When considering performance measures, questions related to how they will be applied and the availability of data should be considered. The most appropriate performance measures will also depend on regional and local characteristics and unique features. An example of a unique feature in Alameda County and the Bay Area is the presence of global gateways such as the Port of Oakland, the Oakland International Airport, San Francisco International Airport, and other smaller seaports. These gateways serve as major connectors to local and regional surface transportation systems and international destinations; they facilitate import and export activity, and are critical pieces of the region’s economy. Performance measures should encapsulate the multimodal nature of the goods movement system and types of goods movement activities. Another example is the Bay Area’s awareness and concern about public health and environmental quality. The high level of awareness and commitment of residents and businesses to environmentally sustainable values and policies suggests that these issues should also be reflected in recommended performance measures per adopted Vision and Goals.

While performance measures provide many benefits, a few pitfalls should be avoided when implementing performance measurement systems, including:

- **Selecting performance measures based only on available data, and not adequately fulfilling agency Vision and Goals.** High-quality data may not immediately be available to measure performance against overarching Vision and Goals. Although it is prudent to begin with measures for which data are available, it is also important to ensure that each of the measures implemented does in fact link to the Vision and Goals of the agency, and are not selected purely on the basis of data availability.
- **Avoiding performance measures based on availability of quantitative data and robust forecasting and analysis tools.** Similar to the previous point, while high-quality data are important to performance evaluation (and desired), qualitative information can also be applied and provide insight into system conditions and use. In addition, in some cases, there may be an inability of quantitative measures to adequately address all political and community value considerations and/or project types. Likewise, while robust tools such as travel demand and economic models can provide detailed evaluation of discrete projects, other lower-tech tools such as spreadsheets and sketch analyses can also be applied and provide useful results.
- **Too many, or too few, performance measures can undermine the agency’s ability to utilize them effectively.** Too many performance measures may cause a lack of focus and foster wide-ranging data collection efforts that consume valuable resources. As states and regions progress in their efforts to incorporate performance measures they tend to reduce their number of measures to a “critical few.” However, utilizing too few performance measures can leave agencies with gaps in critical areas, undermining the effectiveness of their performance measurement program. One solution to the “too many” or “too few” measures conundrum is the development of performance indices. The philosophy behind using performance indices is simple - consolidate a great deal of information into one number. When it is necessary to present information from several related areas simultaneously (e.g., demand and capacity), a performance index can be used as a management tool that allows these sets of information to be compiled into an overall measure.

2.3 National Performance Measure Development

Prior to the most recent transportation legislation, freight performance measures were not widely used, in part due to shared public- and private-sector roles. The signing of the Moving

Ahead for Progress in the 21st Century (MAP-21)¹ transportation legislation in July 2012, thrust performance measures into the spotlight. MAP-21 notes that State DOTs and MPOs will be required to establish and use a performance-based approach to transportation decision making and the development of short and long-range transportation plans.

Performance measures, to be established by U.S. DOT, will be developed to align with the seven National Goals established as part of the legislation, which include: safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays. Several of these core goal areas can be directly tied to the freight system. At this time, national performance measures related to goods movement have not been formalized, however dialog on the subject indicates the need to include system condition and system performance (e.g., travel time, delay and travel time reliability) as meaningful freight system measures. Other categories of measures may also be applied to the freight system. The U.S. DOT is required to establish performance measures for States and MPOs to use to assess the Interstate and National Highway Systems. Once performance measures are set, States and MPOs must establish performance targets in coordination with other State and local transportation agencies.

2.3.1 Current Status of U.S. DOT Mandated MAP-21 Performance Measure Development

In March 2014, the U.S. DOT published a Notice of Proposed Rulemaking (NPRM) for State DOT and MPO performance measure development as part of the requirements to implement MAP-21 performance provisions. The Safety Performance Measures NPRM proposes safety performance measures and State DOT and MPO requirements for establishing and reporting specific annual targets for fatalities and serious injuries. Not yet released, a second set of performance-related NPRMs will focus on pavement, bridges, and asset management; a third will focus on congestion, emissions, system performance, freight, and public transportation.²

2.3.2 U.S. DOT Freight Condition and Performance Report

While states are required by MAP-21 to develop highway-focused performance measures, U.S. DOT is developing a multimodal freight system condition and performance report. Due for release in fall 2014, this report is expected to provide best practices for freight system condition and performance monitoring. Much like the best practice framework, U.S. DOT is in the process of identifying at least one measure to link to each of the National Freight Goals so that they can

¹ <http://www.dot.gov/map21>.

² <https://www.fhwa.dot.gov/tpm/rule.cfm>.

gauge how the Nation is achieving those goals. The draft measures, as of April 2014, include those in Table 2.1.

Table 2.1 U.S. DOT Freight Condition and Performance Report Draft Performance Measures

National Freight Goals	Draft Performance Measures
Improving the contribution of the freight transportation system to economic efficiency, productivity, and competitiveness	Total cost of moving freight; productivity indices
Reducing congestion on the freight transportation system	Free-flow/optimal traffic volume congestion measures; fluidity index
Improving the safety, security, and resilience of the freight transportation system	Number and rate of fatalities and serious injuries; TSA/Coast Guard reduction in security risks; resilience measures
Improving the state of good repair of the freight transportation system	Reduction in long-term maintenance costs; reduction in user costs; highway/bridge conditions indices
Using advanced technology, performance management, innovation, competition, and accountability in operating and maintaining the freight transportation system	Adoption of ITS technologies; other measures on adoptions of innovative technology (e.g., cold ironing)
Reducing adverse environmental and community impacts of the freight transportation system	GHG emissions from freight transportation; energy usage; hazmat releases; community impacts

Source: Jack Wells, U.S. DOT FHWA Talking Freight Webinar: MAP-21 Freight Provisions, January 22, 2014.

U.S. DOT has admitted that they are experiencing significant data challenges as part of this effort, and are working diligently to identify measures that are meaningful to the diverse group of public- and private sector stakeholders that have an interest in freight system condition and performance.

2.4 California Freight Mobility Plan Performance Measures

At the state level, the California Freight Advisory Committee was commissioned by Caltrans to advise on the development of state freight performance measures consistent with MAP-21. In November 2013 the Committee reviewed draft performance measures tied to six goals. While the goals have been solidified, the specific measures are still under review and have not been finalized. The six goals developed by Caltrans as part of that process are described below.

- Economic Contribution Goal.** Improve the contribution of the California freight transportation system to economic efficiency, productivity, and competitiveness. The performance measures that are being developed to support this goal track factors related to the cost of moving goods, the state's market share and the value of international trade.

- **Congestion Relief Goal.** Manage congestion on the freight transportation system. Performance measures related to this goal track the extent of congestion and delay on the network; they measure cumulative delay and system reliability.
- **Safety and Security Goal.** Improve the safety, security, and resilience of the freight transportation system. Performance measures track the number of crashes, injuries and fatalities associated with different freight.
- **System Infrastructure and Preservation Goal.** Improve the state of good repair of the freight transportation system. Performance measures tied to this goal will track the condition of pavement, bridges, rail tracks, and channels.
- **Innovative Technology and Innovation Practices Goal.** Use technology and innovation to develop, operate, maintain, and optimize the efficiency of the freight transportation system and to reduce its environmental and community impacts. Performance measures within this category are tied to the rate of implementation of new technologies or practices that improve performance.
- **Environmental Stewardship Goal:** Reduce adverse environmental and community impacts of the freight transportation system. Performance measures in this category include reductions in criteria pollutants, noise impacts and impacts to threatened species.

3.0 PLAN DEVELOPMENT PROCESS AND HOW PERFORMANCE MEASURES WILL BE USED

The intent of employing a performance-based evaluation process is to provide an objective means of evaluating projects, programs and policies (i.e. strategies) relative to the Goods Movement Plan vision and goals. The performance measures should inform strategy development and advance key needs and issues. This section describes the Goods Movement Plan performance evaluation process and how it will be used to evaluate projects, programs and policies.

3.1 Goods Movement Plan Building Blocks

There are several critical building blocks for the development of the Plan. These include:

- **Vision and Goals.** The vision and goals are aspirational statements about what the Plan is intended to accomplish. It also hints at the types of benefits businesses and residents of the County will receive if the Plan is successful. The Vision and Goals were developed to align with higher-level goals developed for the Countywide Transportation Plan and the Regional Transportation Plan but they also reflect the need to address critical issues and opportunities focused specifically on the freight system as identified by stakeholders and prior studies.
- **Goods Movement Functions.** The goods movement functions describe, at a high level, what functions different elements of the goods movement system perform to serve all of the different goods movement needs of the County and the region. We have described the goods movement system in terms of the following functions:
 - **Global Gateways.** This function is the County's and region's conduit to international trade. The primary global gateways in Alameda County and in the region include the major maritime facilities at the Port of Oakland, and the Oakland International Airport and San Francisco International Airport. At the regional scale, there are also several smaller ports outside of Alameda County that contribute to the global gateway function.
 - **Interregional Corridors and the Intra-regional Core System.** A number of highway routes and parallel rail routes in the County and region are classified as interregional corridors because their primary, though not exclusive, function is to move freight between regional economic centers. The intra-regional core network serves areas with the highest concentration of population and subsequently highest share of demand for goods movement. This core network also provides primary access to major facilities such as the Port of Oakland, rail yards, warehouse/industrial districts, and connections to the interregional corridors. The intra- and interregional corridor functions are necessarily intertwined, as many intra-regional movements occur on the interregional corridors.

- **Urban Goods Movement System and Last-Mile Connectors.** The urban goods movement system refers to networks of city streets that move freight to or from its origin or final destination. Last-mile connectors are local truck routes within the urban goods movement system and include connections between major freight facilities (such as seaports, airports, intermodal terminals, industrial parks, and major warehousing clusters) and the rest of the transportation system.

The freight system in the county/region needs each of the functional elements to perform effectively. We will look at the goods movement needs, issues, and opportunities of each of the functional elements.

- **Needs, Issues, and Opportunities.** Needs generally refer to gaps or deficiencies in the system which, if corrected, will move the freight system closer to the Vision and Goals. Issues are similar to needs but they tend to be more cross-cutting, such as impacts on community livability and quality of life. Opportunities are ways that the system can be modified or transformed to deliver a higher level of benefits than the current system delivers.
- **Strategies.** The Plans will include a portfolio of strategies that will address the needs, issues, and opportunities of all the functional elements in combination. Strategies will be comprised of projects, programs, and policies grouped together for ease in communicating how individual elements, when taken together, achieve the Vision and Goals of the Plans. The number of strategies evaluated during this project will relate to the number of needs, issues and opportunities identified. Table 3.1 provides an example of how these elements are linked. As shown, the effect of interstate congestion on trucks and lack of truck parking could translate into a strategy for improved truck mobility, access, and parking. Projects, programs or policies that facilitate those improvements could be included within that strategy.

Table 3.1 Example Strategy Development

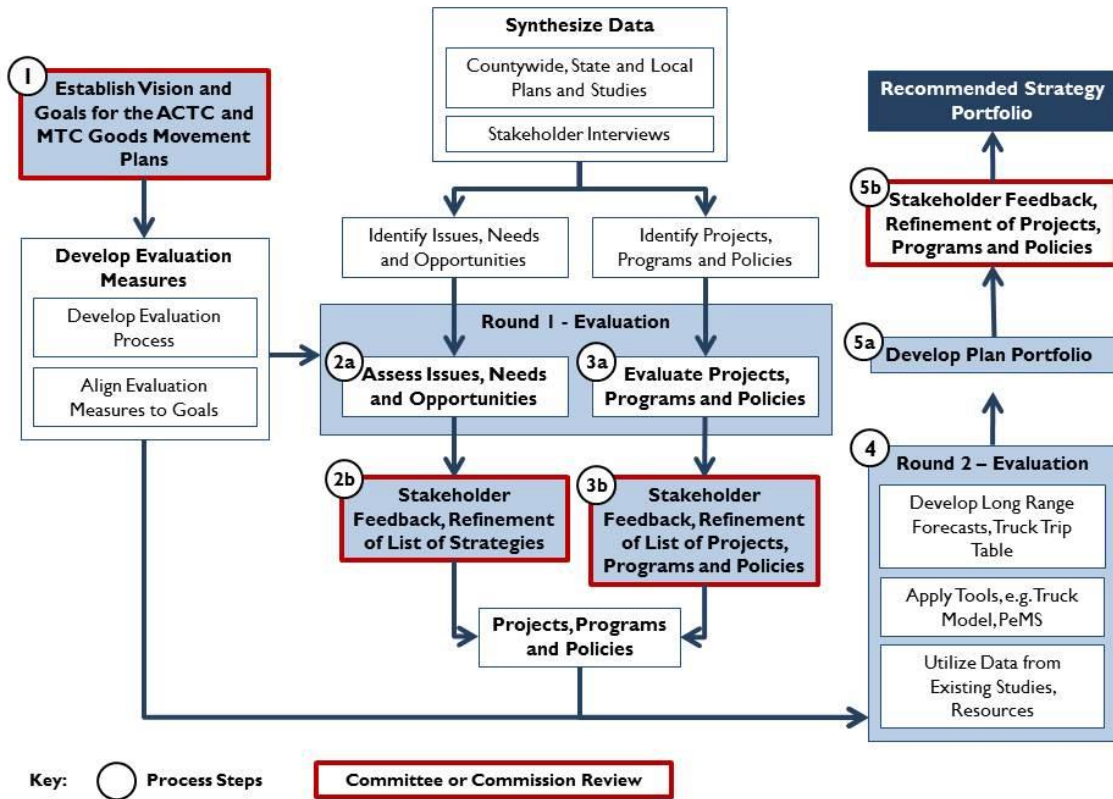
Needs, Issues, or Opportunities	Example Strategy	Example Projects, Programs, or Policies
Recurrent congestion on I-880 and I-580 truck corridors will increase	Improve Truck Mobility, Access, and Parking	Various projects including interchange improvements, lane additions, ramp metering, service patrols, etc.
No public truck stopping or parking locations in Alameda County		Reexamine STAA Designated Routes
		Additional Truck Rest Areas
		Truck Stop Electrification

3.2 Performance-Based Evaluation Process Description

Figure 3.1 shows the overall performance-based evaluation framework, with the numbered steps below corresponding to the numbering on the figure.

- Step 1 – Establish Vision and Goals.** As the Vision and Goals are a foundational element of the Plan, they will be reviewed with stakeholders, the Executive Team, and the Technical Teams before being presented to the Alameda CTC Commission for approval. Ultimately, strategies will be designed to ensure that there is progress towards the Vision and Goals and the effectiveness of the Plan will be measured against how well the Vision and Goals are being met.
- Step 2a – Identify and Assess Issues, Needs and Opportunities.** The initial input on issues, needs and opportunities is taken from stakeholders and prior studies. A matrix will be developed to highlight how the “Issues, Needs, and Opportunities” relate to both the Plan Goals and Goods Movement Functions. The reason for this matrix is to show how addressing issues, needs and opportunities will contribute to achieving Goals as well as to show which particular Goods Movement Functions have needs and present opportunities so that strategies can be more effectively designed. In addition, if issues, needs, and opportunities cut across multiple Goods Movement Functions, they may deserve greater attention or higher priority in developing strategies. Ultimately, the Plan that will be developed in later stages of the process can be thought of as a “portfolio”. For the portfolio to be “balanced” it needs to include strategies that address all of the issues, needs, and opportunities and all of the Goods Movement Functions. In some cases, improving the performance of the system to achieve a goal for a particular function (and addressing a particular need) could create the need to create a balancing strategy for a different Goods Movement Function. For example, expanding activity at the Port of Oakland (global gateway function) by improving rail service in order to meet economic/jobs goals could create community noise and at-grade crossing impacts on communities and reduce the efficiency of the urban goods movement. The matrix of issues, needs, and opportunities in this case would help indicate the need to develop balancing strategies such as grade separations or quiet zones.

Figure 3.1 Performance-Based Evaluation Framework



Performance measures can play a useful role in assessing the issues, needs, and opportunities at this stage of Plan development by corroborating the qualitative input provided by stakeholders. They can also play a useful role in targeting which specific components of the system exhibit the highest priority issues, needs, and opportunities by providing a measurable way of comparing, for example, the severity of a need in one part of the system with that of another. For example, safety may be a goal and stakeholders may have identified specific roadways or at-grade rail/roadway crossings that present safety issues. A performance measure such as number of crashes/incidents could be used to determine which locations present the highest priority safety problems.

It is important to note that performance measures are just an input to the assessment of issues, needs, and opportunities and will not always take precedence over stakeholder input or other policy considerations. This is because the data and tools available to assess performance measures may be insufficient to reach definitive conclusions and stakeholder perceptions are an important part of the assessment process. It is also important to note that some performance measures may be useful for assessing issues, needs, and opportunities based on current condition but tools may not be available to estimate

quantitatively the impact of projects, programs, and policies on this same performance measure. Thus, a mix of different performance measures will be needed for needs assessment and project evaluation.

- **Step 2b – Stakeholder Feedback.** After the issues, needs and opportunities are identified and assessed (both qualitatively and with quantitative performance measures) the results will be presented to stakeholders in a series of interest group meetings and at a Roundtable to receive their input on the results of the assessment. The assessment will also be presented to the Executive Team and the Technical Team for their input.
- **Step 3a – Initial Evaluation of Projects, Programs, and Policies.** As the consultant team is developing the needs assessment that comprises Step 2a, a parallel process will begin to develop potential strategies that can address issues, needs, and opportunities. The consultant team will compile as comprehensive a list of potential projects, programs, and policies as possible drawing from projects already incorporated in the Countywide Transportation Plan and Regional Transportation Plan, prior studies and plans, and best practices. In Step 3a, this list of potential projects, programs and policies will be evaluated to determine 1) if there are projects, programs, and policies that address each of the identified issues, needs, and opportunities for each Goods Movement Function (as appropriate); 2) to determine if projects, programs, and policies are likely to have sufficient goods movement benefits to be considered for more detailed analysis; and 3) to determine if there appear to be synergies or tradeoffs among particular projects, programs, and policies that will need to be considered in subsequent analysis.

The strategies (projects, programs, and policies) will first be evaluated qualitatively to determine if there are at least some projects, programs, and policies that will address each of the issues, needs, and opportunities for each of the goods movement functions to which those issues, needs, and opportunities are applicable. While this will largely be a qualitative process, performance measures can be used to inform the evaluation. In this step the team will also identify “gaps” that need to be filled, and introduce new projects, programs or policies to address issues and needs.

The consultant team will compile any existing data (e.g. from completed Project Study Reports, environmental documents, or from analyses of similar projects in similar contexts) on the expected performance improvements (performance measures) associated with the projects, programs, and policies to help determine if they will really result in freight benefits that help achieve the goals. We will also examine the degree to which the projects, programs, and policies address priority needs and opportunities as identified during the Step 2a needs assessment. While performance measures will not be a sole determinant of this evaluation, they will provide one valuable source of input. Some projects may be eliminated from further consideration within these Plans if they have minimal freight benefits or if they

do not address priority needs; this does not mean that these projects do not have merit, just that they are not expected to provide significant benefit to the freight system. Ultimately, the Plans will include projects, programs, and policies that address as many of the issues, needs, and opportunities for each of the goods movement functions as possible in order to develop a “balanced portfolio” of strategy recommendations.

Finally, this step will examine whether any of the strategies appear to have critical interdependencies or tradeoffs. For example, one strategy to reduce truck related congestion on a major freeway route would be to improve operations on truck routes on parallel arterial roadways. This strategy might represent a tradeoff when compared to a strategy to increase capacity on the freeway itself. At this stage, some projects that have critical interdependencies may be combined into larger mega projects for subsequent evaluation.

- Step 3b – Stakeholder Feedback.** The results of the evaluation process will determine the final list of projects, programs, and policies that will be evaluated in the second round of evaluation. At the same Roundtable and the Executive and Technical Team meetings that are described at the conclusion of Task 2b, input will also be requested on the types of strategies that should be evaluated to address the needs, issues, and opportunities. The preliminary set of strategies identified in Step 3a will be presented to stakeholders, the Executive Team, and the Technical Team along with the initial evaluation along with the results of the needs assessment to get input before the list of strategies to be evaluated in more detail in subsequent phases is finalized. Once this input has been incorporated, the results of the assessment and the proposed list of strategies to be evaluated will be presented to the Commission for their concurrence prior to full evaluation of the strategies. Since the Regional Plan is scoped to develop strategies with less detailed analysis and less detailed scoping of projects than the Countywide Plan, the needs analysis conducted through Steps 2 and 3 will be sufficient to provide the necessary information to develop the proposed Regional Plan. Therefore, the analysis described in Step 4 will not be applied to the Regional Plan.
- Step 4 – Evaluate Strategies (Projects, Programs, and Policies).** For the Alameda Countywide Goods Movement Plan, the projects, programs and policies developed in Step 3 will be subject to a more comprehensive evaluation that will use performance measures as a major organizing framework. Where possible the performance measures will apply quantitative data.

The performance measures may need to be slightly different than those used in the needs assessment task to the extent that the data and tools that are available to evaluate future performance will not be the same as those used to measure existing conditions. Methods and data will be sought to assess all performance measures but for certain types of projects,

programs and policies there may not be any available data and tools with which to predict performance measure impacts and in these cases, the assessment of performance improvements will need to be qualitative.

Performance measure values for each of the strategies will provide an input to the evaluation process, providing information for stakeholders and decision makers. Quantitative performance measure evaluations and the qualitative assessments will be used to develop a performance rating of each strategy (e.g. “high”, “medium”, or “low”) with respect to each of the five goals defined in the Vision and Goals statement. In addition, for the cases where project tradeoffs or synergies are expected, the projects may be evaluated in combination to examine synergistic benefits. A limited number of project combinations will be defined in consultation with Alameda CTC staff.

- **Step 5a – Develop Plan Portfolio.** As described previously, a project, program and policy portfolio will address the identified issues, needs, and opportunities for each of the goods movement functions. By selecting from amongst the strategies that are rated “high” for at least one of the evaluation categories and that address a critical issue, need, or opportunity for one or more of the goods movement functions, the portfolio will provide balance amongst all of the issues, needs, and opportunities and goods movement functions. In this way, the portfolio will ensure that that the highest priority strategies applied to the highest priority issues, needs, and opportunities will be selected and the Plan will achieve the Goals identified in Step 1.
- **Step 5b – Stakeholder Feedback.** To ensure that the application of the performance measure evaluation process is not a simple mechanical process, the results of the evaluation will be provided to the stakeholders in a final Plan Development Workshop/Roundtable. During this workshop, the stakeholders will have access to the evaluation results and recommended projects, programs and policies. The data and information associated with performance measures will also be provided. Participants can use this information and other information that they have about the strategies to recommend adjustments to the final set of strategies to be incorporated in the Plan. The results of this workshop will be reviewed by the Executive Team and the Technical Teams. Stakeholder input received through this process will be used to create the Goods Movement Plan. The Plan will also require review and approval recommendations from the Alameda CTC Technical Advisory Committee and the Planning, Policy and Legislation Committee. The Alameda CTC Commission has the authority to approve the final Goods Movement Plan. All of these meetings are open to the public and welcome comment and discussion.

The recommended performance measures, how they align with the Plan’s Goals and the identified issues, needs, and opportunities, and whether the measures can be applied to needs

assessment (Steps 2 and 3), strategy evaluation (Step 4), or both is presented in the next section of this memorandum.

4.0 PERFORMANCE MEASURE DEVELOPMENT AND RECOMMENDATIONS

In developing and selecting the performance measures, the key points raised in Section 2.0 of this memorandum were fully considered. Performance measures have been selected to reflect the Visions and Goals, as well as issues, needs and opportunities identified to date. Thus, the performance measures developed in this memorandum are clearly mapped to individual goals; they are also linked to the issues, needs and opportunities through “Round 1” of the evaluation process. The alignment with regional goods movement visions and goals also ensures that the measures will be consistent with the U.S. Department of Transportation’s (DOT) MAP-21 guidance and consistent with the approaches that are being used by Caltrans to evaluate and prioritize projects for the Statewide Freight Mobility Plan.

4.1 Performance Measure Recommendations

In order to understand the recommendations in this memorandum, two terms must be explained; performance measures and performance metrics. Performance measures are broad categories of measures that address specific goal areas. Within these categories, specific performance metrics have been developed that are essentially the evaluation criteria that can be used to determine needs and benefits. Metrics can be evaluated using models, quantitative data from prior studies, or can be evaluated qualitatively.

Performance metrics have been selected based on a combination of factors including best practices, ability to be quantified, data availability and resource capability, and ease of understanding. Because the ability to quantify the metrics is important to ensure objective project evaluations, the metrics focus on the highway system, where the Alameda CTC travel demand model can be applied. For the non-highway modes, other data tools and methods will be employed, such as data from the State Rail Plan, data from prior studies (such as the Caltrans Corridor System Master Plans), data from prior health risk assessments, emissions impacts estimates using emissions factors from the Air Resources Board’s EMFAC model, and the IMPLAN economic input-output model.

Table 4.1 contains the complete list of recommended performance measures and performance metrics under each goal area and identification of when they can be applied during the performance evaluation.

Table 4.1 Recommended Set of Performance Measures and Metrics, by Goal Area

Goals	Measures	Metrics	Application
Goal 1 – Preserve and strengthen an integrated and connected, multimodal goods movement system that supports freight mobility and access, and is coordinated with passenger transportation systems and local land use decisions.	Travel Time Delay	Travel time delay on key freight (truck) routes	Steps 2 and 3- Needs Assessment Step 4 – Strategy Evaluation
		Travel time delay on railways, terminals, ports, airports	Steps 2 and 3- Needs Assessment
	Multimodal Connectivity and Redundancy	Freight generator access to freight routes	Steps 2 and 3- Needs Assessment Step 4 – Strategy Evaluation
		Freight generator access to rail lines, terminals, ports, and airports	Steps 2 and 3- Needs Assessment Step 4 – Strategy Evaluation
	Coordinate with Passenger Systems	Freight system element shares use with passenger system – May also include an assessment of the degree that each of the shared modes contribute to travel delay and/or safety issues where data are available	Steps 2 and 3- Needs Assessment
Compatibility with Land Use Decisions	Freight generator proximity to non-compatible land uses	Steps 2 and 3- Needs Assessment Step 4 – Strategy Evaluation	
Goal 2 – Provide safe, reliable, efficient, resilient, and well-maintained goods movement facilities and corridors.	Travel Time Reliability	Buffer time index on key freight (truck) routes	Step 4 – Strategy Evaluation
	Freight-Related Crashes	Truck-involved crashes and crash rates	Steps 2 and 3- Needs Assessment
		Crashes at at-grade rail crossings	Steps 2 and 3- Needs Assessment
	Freight Infrastructure Conditions	Bridge conditions ratings	Steps 2 and 3- Needs Assessment
		Key freight (truck) highway and arterial routes pavement conditions ratings	Steps 2 and 3- Needs Assessment
Freight Resiliency	Addresses freight system vulnerability to major service disruptions due to major natural or other events	Steps 2 and 3- Needs Assessment; Related to Goal 1 Multimodal Connectivity and Redundancy measure	
Goal 3 – Increase jobs and economic opportunities that support residents and businesses.	Economic Contribution	Jobs and output generated	Step 4 – Strategy Evaluation

Goals	Measures	Metrics	Application
Goal 4 – Reduce and mitigate impacts from goods movement operations to create a healthy and clean environment, and support improved quality of life for those communities most burdened by goods movement.	Emissions/Air Quality/Public Health	Tons of GHG emissions	Step 4 – Strategy Evaluation
		Tons of PM emissions	Step 4 – Strategy Evaluation
	Equity	Freight Impacts, such as light, noise pollution, air pollution and vehicle emissions, job creation, and freight encroachment, on adjacent communities	Steps 2 and 3- Needs Assessment Step 4 – Strategy Evaluation
Goal 5 – Promote innovative technology and policy strategies to improve the efficiency of the goods movement system.	Use of Innovative Technologies	Use of ITS and innovative technologies	Steps 2 and 3- Needs Assessment Step 4 – Strategy Evaluation

4.2 Recommended Performance Measure Descriptions

For each of the performance measures selected, a detailed discussion of what they are, why they are included, what metrics are included and how these metrics can be evaluated are included below under each goal area.

Goal 1. Preserve and strengthen an integrated and connected, multimodal goods movement system that supports freight mobility and access, and is coordinated with passenger transportation systems and local land use decisions.

- **Travel Time Delay.** Delay due to recurrent and non-recurrent congestion on the freight network is one of the most critical issues facing Alameda County, and significantly impedes mobility on the system. By quantifying the travel time delay on the freight links and nodes, projects can be evaluated based on how well they support and improve mobility. Two specific metrics can be developed for this measure that calculates the delay on key freight (truck) routes³ and delay on rail lines and various freight nodes (terminals, ports, airports).

Travel delay on key freight routes is measured as the sum of all of the extra time trucks experience due to speeds below the selected delay threshold. The Caltrans PeMS database contains existing delay data on all major highways that can serve as a standard for delay calculations. Changes in truck travel time delay can be calculated through changes in Vehicle Miles Traveled (VMT) and Vehicle Hours Traveled (VHT) using the Alameda CTC travel demand model for project evaluation.

³ It is expected that as part of this project key freight routes that are important for truck movement in Alameda County will be selected.

The *delay on rail lines and terminals, ports, and airports* metric can be used for needs assessment. The delay data can be calculated using quantitative data obtained from individual sources such as railroads, the Port of Oakland, and various studies that have quantified these delays. However, it should be kept in mind that some of the delay in this metric will be hard to capture, and in such cases, qualitative evaluations may be used based on input from stakeholders or drawing from best practice examples in other locations.

- **Multimodal Connectivity and Redundancy.** To provide better access, projects should improve/support multimodal connectivity and redundancy. Redundancy of the system can also support system resiliency and emergency response goals by providing alternative routes of transport. By using GIS spatial tools, projects can be evaluated for providing access to freight generators (e.g., businesses, warehouses, etc.) both in terms of *highway access as well as access to rail line, terminals, ports and airports*.
- **Coordinate with Passenger Systems.** Freight projects should be coordinated with the passenger transportation system in such a way that the project should also be beneficial for passenger movement, or at the very least, not conflict with passenger movement. For instance, on shared-use rail tracks, freight improvements should be coordinated with passenger improvements so as to maximize project benefit. By evaluating whether a project has shared use with passenger service, we can determine how well it is coordinated with passenger service. In addition, data will be compiled that show the degree that each mode in a shared-use corridor or facility contributes to delay for all users and/or safety issues (e.g., crashes involving multiple modes or incidents at rail-road crossings).
- **Compatibility with Land Use Decisions.** Freight projects should be coordinated with land use decisions to ensure that projects are not introduced in close proximity to non-compatible land uses. To evaluate projects, GIS spatial tools can be used to determine the *proximity of the freight infrastructure to non-compatible land uses* with and without the project. In cases where there are non-compatible land uses in proximity to freight uses, strategies will be developed that move towards more effective buffers to offset impacts due to proximity to freight uses.

Goal 2. Provide safe, reliable, efficient and well-maintained goods movement facilities.

- **Travel Time Reliability.** Travel time reliability is one of the most commonly used performance measures and directly addresses the goal to provide a reliable and efficient goods movement facility. Reliability measures are used in the Countywide Transportation Plan as well for auto and transit trips. For freight, *buffer time index (BTI)* can be calculated on key freight routes for each project. BTI expresses the percentage of extra travel time for a typical trip needed to ensure an on-time arrival, and this is also calculated as part of the

Caltrans PeMS database. Travel times can be calculated using the Alameda CTC travel demand model.

- **Freight System Resiliency.** Freight projects will be evaluated as to whether they will introduce or expand infrastructure that is vulnerable to sea level rise. Data from the San Francisco Bay Conservation and Development Commission's Adapting to Rising Tides Project will be used to perform this assessment.
- **Freight-Related Crashes.** Understanding the safety benefits of projects is another essential performance measure for freight projects, the change in both the *number and rate of truck-related crashes* should be looked at. In the Countywide Transportation Plan, safety is measured similarly using annual injury and fatality crashes. Baseline crash data is readily available from the Statewide Integrated Traffic Records System (SWITRS). Also, GIS visualization is available through the Transportation Injury Mapping System (TIMS) developed by UC Berkeley. VMT data can be obtained from Caltrans to normalize the absolute number of crashes into a crash rate.

In addition, the *number of crashes at at-grade crossings* is of particular importance from a freight perspective, as crashes at at-grade crossings demonstrates a key preventable source of crashes for which countermeasures can be deployed from both the rail and the roadside. The FHWA Office of Safety offers existing at-grade crossing crash data for which project-specific impacts can be estimated from.

Crash data will be used to identify locations of existing safety issues. This data will be combined with a qualitative assessment of the degree to which projects, policies, or programs correct safety issues .

- **Freight Infrastructure Conditions.** *Bridge and pavement* conditions on key highway and arterial freight routes are two important metrics in understanding the County's maintenance goals. For example, estimates of MTC's StreetSaver Pavement Condition Index (PCI) are reported in both MTC's and Alameda CTC's monitoring reports. Highway and bridge condition data is also available through Caltrans.

Goal 3. Increase economic growth and prosperity that supports communities and businesses.

- **Economic Contribution.** *Jobs and output generated* by projects is the most direct way to measure whether a project supports economic growth and prosperity. Changes in employment and output can be modeling through IMPLAN and other economic modeling tool, or through quantitative calculations. While it will be beneficial to determine jobs generated for different income and skill levels, most of the available economic modeling tools do not provide this level of detail. However, it may be possible to examine the existing job and income profile of specific economic sectors in which job growth is anticipated as a

result of freight investments to get a general sense of the occupational impacts of freight investments.

Goal 4. Reduce environmental and community impacts from goods movement operations to create a healthy and clean environment, and support improved quality of life for those communities most burdened by goods movement.

- **Emissions/Air Quality/Public Health.** Consistent with Plan Bay Area and Countywide Transportation Plan's performance measures and targets, measuring air quality/health impacts can be focused on *GHG (CO₂) as well as Particulate Matter (PM) reduction*. Tracking GHG emissions will understand if projects help meet SB 375 goals to reduce greenhouse gas emissions. The Alameda CTC travel demand model and the CARB EMFAC model can be used to estimate changes in vehicle emissions. Local studies, such as those published by the BAAQMD can also provide useful data sources.
- **Equity.** *Freight impacts on adjacent communities* can be qualitatively discussed with the aid of visual tools including GIS maps. These impacts can include light, noise pollution, air pollution and emissions related to goods movement vehicles, job creation, and encroachment due to close proximity to freight sources. Projects that help reduce such impacts on communities most burdened by goods movement can support quality of life goals.

Goal 5: Promote innovative technology strategies to improve the efficiency of the goods movement system.

- **Use of Innovative Technologies.** Technological advances including vehicle technologies to reduce emissions, Intelligent Transportation System technologies to improve efficiency should be included as part of the project evaluation process. A simple qualitative method can be used to determine whether projects employ innovative technologies.



Memorandum

6.3

1111 Broadway, Suite 800, Oakland, CA 94607 • PH: (510) 208-7400 • www.AlamedaCTC.org

DATE: July 7, 2014

SUBJECT: Resolution of Support for Regional Active Transportation Program grant application for East Bay Greenway Planning Project

RECOMMENDATION: Approve Resolution of Support for Regional Active Transportation Program grant application for East Bay Greenway Planning Project

Summary

The East Bay Greenway is a bicycle and pedestrian facility that will improve mobility and access for thousands of Alameda County residents and workers and support countywide and regional goals related to safety, equity, environmental sustainability, connectivity, and public health.

The Alameda Countywide Bicycle and Pedestrian Plans depict the East Bay Greenway as traversing the entire county, from the Contra Costa countyline to the Santa Clara countyline. An initial half-mile segment of the East Bay Greenway is currently under construction near the Coliseum BART station. As part of a phased approach, Alameda CTC is currently pursuing funding to support project development for the roughly 15-mile portion of the project that runs along the BART alignment from north of the Fruitvale BART station to the South Hayward BART station through Oakland, San Leandro, Ashland/Cherryland, and Hayward.

Consistent with the 2014 Legislative Program which authorizes staff to “seek, acquire, and implement grants to advance project and program delivery” applications were recently submitted for the East Bay Greenway to fund planning, preliminary engineering, and stakeholder/agency coordination work. Applications were submitted for a TIGER VI planning grant and a State Active Transportation Program grant, and the scope of work and budget for the Regional Active Transportation Program will be the same. A resolution of support is required in addition to pre-existing authorization to pursue grant funding through the Legislative Program in order to meet requirements specific to the regional ATP program.

The Resolution of Support is included as Attachment A.

Fiscal Impact: There is no fiscal impact.

Attachments

- A. Resolution of Support for Active Transportation Program Regional Application for East Bay Greenway Project

Staff Contact

[Tess Lengyel](#), Deputy Director of Planning and Policy

[Matthew Bomberg](#), Assistant Transportation Planner



ALAMEDA COUNTY TRANSPORTATION COMMISSION

RESOLUTION 14-014

Authorizing the filing of an application for funding assigned to MTC and committing any necessary matching funds and stating the assurance to complete the project

Commission Chair
Supervisor Scott Haggerty, District 1

Commission Vice Chair
Councilmember Rebecca Kaplan,
City of Oakland

AC Transit
Director Elsa Ortiz

Alameda County
Supervisor Richard Valle, District 2
Supervisor Wilma Chan, District 3
Supervisor Nate Miley, District 4
Supervisor Keith Carson, District 5

BART
Director Thomas Blalock

City of Alameda
Mayor Marie Gilmore

City of Albany
Vacant

City of Berkeley
Councilmember Laurie Capitelli

City of Dublin
Mayor Tim Sbranti

City of Emeryville
Vice Mayor Ruth Atkin

City of Fremont
Mayor Bill Harrison

City of Hayward
Councilmember Marvin Peixoto

City of Livermore
Mayor John Marchand

City of Newark
Councilmember Luis Freitas

City of Oakland
Vice Mayor Larry Reid

City of Piedmont
Mayor Margaret Fujioka

City of Pleasanton
Mayor Jerry Thorne

City of San Leandro
Councilmember Michael Gregory

City of Union City
Mayor Carol Dutra-Vernaci

Executive Director
Arthur L. Dao

WHEREAS, Alameda CTC (herein referred to as APPLICANT) is submitting an application to the Metropolitan Transportation Commission (MTC) for \$3,000,000 in funding assigned to MTC for programming discretion, which includes federal funding administered by the Federal Highway Administration (FHWA) and federal or state funding administered by the California Transportation Commission (CTC) such as Surface Transportation Program (STP) funding, Congestion Mitigation and Air Quality Improvement (CMAQ) funding, Transportation Alternatives (TA)/Active Transportation Program (ATP) funding, and Regional Transportation Improvement Program (RTIP) funding (herein collectively referred to as REGIONAL DISCRETIONARY FUNDING) for the East Bay Greenway (herein referred to as PROJECT) for the MTC Regional Active Transportation Program (herein referred to as PROGRAM); and

WHEREAS, the Moving Ahead for Progress in the 21st Century Act (Public Law 112-141, July 6, 2012) and any extensions or successor legislation for continued funding (collectively, MAP 21) authorize various federal funding programs including, but not limited to the Surface Transportation Program (STP) (23 U.S.C. § 133), the Congestion Mitigation and Air Quality Improvement Program (CMAQ) (23 U.S.C. § 149) and the Transportation Alternatives Program (TA) (23 U.S.C. § 213); and

WHEREAS, state statutes, including California Streets and Highways Code §182.6, §182.7, and §2381(a)(1), and California Government Code §14527, provide various funding programs for the programming discretion of the Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Agency (RTPA); and

WHEREAS, pursuant to MAP-21, and any regulations promulgated thereunder, eligible project sponsors wishing to receive federal or state funds for a regionally-significant project shall submit an application first with the appropriate MPO, or RTPA, as applicable, for review and

inclusion in the federal Transportation Improvement Program (TIP); and

WHEREAS, MTC is the MPO and RTPA for the nine counties of the San Francisco Bay region; and

WHEREAS, MTC has adopted a Regional Project Funding Delivery Policy (MTC Resolution No. 3606, revised) that sets out procedures governing the application and use of REGIONAL DISCRETIONARY FUNDING; and

WHEREAS, APPLICANT is an eligible sponsor for REGIONAL DISCRETIONARY FUNDING; and

WHEREAS, as part of the application for REGIONAL DISCRETIONARY FUNDING, MTC requires a resolution adopted by the responsible implementing agency stating the following:

- the commitment of any required matching funds; and
- that the sponsor understands that the REGIONAL DISCRETIONARY FUNDING is fixed at the programmed amount, and therefore any cost increase cannot be expected to be funded with additional REGIONAL DISCRETIONARY FUNDING; and
- that the PROJECT will comply with the procedures, delivery milestones and funding deadlines specified in the Regional Project Funding Delivery Policy (MTC Resolution No. 3606, revised); and
- the assurance of the sponsor to complete the PROJECT as described in the application, subject to environmental clearance, and if approved, as included in MTC's federal Transportation Improvement Program (TIP); and
- that the PROJECT will have adequate staffing resources to deliver and complete the PROJECT within the schedule submitted with the project application; and
- that the PROJECT will comply with all project-specific requirements as set forth in the PROGRAM; and
- that APPLICANT has assigned, and will maintain a single point of contact for all FHWA- and CTC-funded transportation projects to coordinate within the agency and with the respective Congestion Management Agency (CMA), MTC, Caltrans, FHWA, and CTC on all communications, inquires or issues that may arise during the federal programming and delivery process for all FHWA- and CTC-funded transportation and transit projects implemented by APPLICANT; and
- in the case of a transit project, the PROJECT will comply with MTC Resolution No. 3866, revised, which sets forth the requirements of MTC's Transit Coordination Implementation Plan to more efficiently deliver transit projects in the region; and
- in the case of a highway project, the PROJECT will comply with MTC Resolution No. 4104, which sets forth MTC's Traffic Operations System (TOS) Policy to install and activate TOS elements on new major freeway projects; and
- in the case of an RTIP project, state law requires PROJECT be included in a local congestion management plan, or be consistent with the capital improvement program adopted pursuant to MTC's funding agreement with the countywide transportation agency; and

WHEREAS, that APPLICANT is authorized to submit an application for REGIONAL DISCRETIONARY FUNDING for the PROJECT; and

WHEREAS, there is no legal impediment to APPLICANT making applications for the funds; and

WHEREAS, there is no pending or threatened litigation that might in any way adversely affect the proposed PROJECT, or the ability of APPLICANT to deliver such PROJECT; and

WHEREAS, APPLICANT authorizes its Executive Director, General Manager, or designee to execute and file an application with MTC for REGIONAL DISCRETIONARY FUNDING for the PROJECT as referenced in this resolution; and

WHEREAS, MTC requires that a copy of this resolution be transmitted to the MTC in conjunction with the filing of the application.

NOW, THEREFORE, BE IT RESOLVED that the APPLICANT is authorized to execute and file an application for funding for the PROJECT for REGIONAL DISCRETIONARY FUNDING under MAP-21 or continued funding; and be it further

RESOLVED that APPLICANT will provide any required matching funds; and be it further

RESOLVED that APPLICANT understands that the REGIONAL DISCRETIONARY FUNDING for the project is fixed at the MTC approved programmed amount, and that any cost increases must be funded by the APPLICANT from other funds, and that APPLICANT does not expect any cost increases to be funded with additional REGIONAL DISCRETIONARY FUNDING; and be it further

RESOLVED that APPLICANT understands the funding deadlines associated with these funds and will comply with the provisions and requirements of the Regional Project Funding Delivery Policy (MTC Resolution No. 3606, revised) and APPLICANT has, and will retain the expertise, knowledge and resources necessary to deliver federally-funded transportation and transit projects, and has assigned, and will maintain a single point of contact for all FHWA- and CTC-funded transportation projects to coordinate within the agency and with the respective Congestion Management Agency (CMA), MTC, Caltrans, FHWA, and CTC on all communications, inquires or issues that may arise during the federal programming and delivery process for all FHWA- and CTC-funded transportation and transit projects implemented by APPLICANT; and be it further

RESOLVED that PROJECT will be implemented as described in the complete application and in this resolution, subject to environmental clearance, and, if approved, for the amount approved by MTC and programmed in the federal TIP; and be it further

RESOLVED that APPLICANT has reviewed the PROJECT and has adequate staffing resources to deliver and complete the PROJECT within the schedule submitted with the project application; and be it further

RESOLVED that PROJECT will comply with the requirements as set forth in MTC programming guidelines and project selection procedures for the PROGRAM; and be it further

RESOLVED that, in the case of a transit project, APPLICANT agrees to comply with the requirements of MTC's Transit Coordination Implementation Plan as set forth in MTC Resolution No. 3866, revised; and be it further

RESOLVED that, in the case of a highway project, APPLICANT agrees to comply with the

requirements of MTC's Traffic Operations System (TOS) Policy as set forth in MTC Resolution No. 4104; and be it further

RESOLVED that, in the case of an RTIP project, PROJECT is included in a local congestion management plan, or is consistent with the capital improvement program adopted pursuant to MTC's funding agreement with the countywide transportation agency; and be it further

RESOLVED that APPLICANT is an eligible sponsor of REGIONAL DISCRETIONARY FUNDING funded projects; and be it further

RESOLVED that APPLICANT is authorized to submit an application for REGIONAL DISCRETIONARY FUNDING for the PROJECT; and be it further

RESOLVED that there is no legal impediment to APPLICANT making applications for the funds; and be it further

RESOLVED that there is no pending or threatened litigation that might in any way adversely affect the proposed PROJECT, or the ability of APPLICANT to deliver such PROJECT; and be it further

RESOLVED that APPLICANT authorizes its Executive Director, General Manager, or designee to execute and file an application with MTC for REGIONAL DISCRETIONARY FUNDING for the PROJECT as referenced in this resolution; and be it further

RESOLVED that a copy of this resolution will be transmitted to the MTC in conjunction with the filing of the application; and be it further

RESOLVED that the MTC is requested to support the application for the PROJECT described in the resolution, and if approved, to include the PROJECT in MTC's federal TIP upon submittal by the project sponsor for TIP programming.

Duly passed and adopted by the Alameda County Transportation Commission at the regular meeting of the Board held on Thursday, July 24, 2014 in Oakland, California by the following votes:

AYES:

NOES:

ABSTAIN:

ABSENT:

SIGNED:

ATTEST:

Scott Haggerty, Chairperson

Vanessa Lee, Clerk of the Commission



DATE: July 7, 2014

SUBJECT: 2014 Level of Service Monitoring Study Results

RECOMMENDATION: Receive information on the 2014 Level of Service Monitoring Study results

Summary

As required by the Congestion Management Program (CMP) legislation, Alameda CTC monitors the Level of Service (LOS) on CMP roadways in Alameda County biennially. The last LOS Monitoring was completed in 2012, and the subsequent monitoring cycle is in 2014. Monitoring the roadways for the 2014 cycle began in March and completed in the first week of June 2014. Travel time data was collected for monitoring purposes using the floating car survey method until 2012. In December 2013, the Alameda CTC Commission approved using commercially available travel time data for monitoring LOS on a majority of CMP roadways starting with the 2014 monitoring cycle. Accordingly, two types of data collection methodologies have been used in the 2014 cycle. This provides a cost effective approach for LOS monitoring and an opportunity for additional monitoring due to robust data, which can allow for more analysis options. The data collection for the 2014 cycle was completed by the first week of June and maps showing final results for each CMP network are attached to this memorandum. Detailed spreadsheet results are available on the website at <http://www.alamedactc.org/events/view/12969>. Detailed analysis of these results will be presented at the Committee meeting, including identification of potential deficiency. The final report will be developed and published in September 2014.

Background

The Level of Service on CMP roadways in Alameda County is monitored biennially for both the morning and the evening peak periods. The data for the evening peak period on the CMP network (Tier 1) that is subject to CMP Conformity is used to identify deficiency. All other data collected, such as for the morning peak period on Tier 1, morning and afternoon peak periods on Tier 2 and weekend peak period on freeways (Tier 1), is used for informational purposes only.

The CMP network, shown in Attachment A, contains 232 miles of Tier 1 and 90 miles of Tier 2 roadways. Of the total 232 miles of Tier 1, 134 miles (58 percent) are interstate freeways, 71 miles (31 percent) are conventional state highways, and 27 miles (11 percent) are

city/county arterials. In addition, Tier 1 roadways also include 23 freeway-to-freeway connector ramps. All Tier 2 roadways are arterials.

Until 2012 LOS monitoring cycle, data collection was performed using floating car surveys. In December 2013, the Commission approved, based on a validation exercise, the use of commercially available data for monitoring purposes on a majority of Tier 1 roadways (all the freeways and ramps with the exception of two segments in each group) and on about two thirds of Tier 2 roadways. As a result of this decision, additional special roadways such as the three bay crossing bridges, where commercial data is available, were included for monitoring in 2014. In addition, the 2014 monitoring scope also includes monitoring of the HOV/Express Lanes (managed lanes) in the county using the floating car methodology because commercial data is not yet available for these managed lanes. The following table provides a summary of the types of data collected in 2014 for various parts of the CMP roadway network and other roadways.

CMP Network	Miles/# Number	2012 Data Collection	2014 Data Collection
Tier 1 Freeways	134	Floating Car Surveys	Commercial Data*
Tier 1 Arterials	98	Floating Car Surveys	Floating Car Surveys
Tier 1 Ramp Connectors	23 ramps	Floating Car Surveys	Commercial Data*
Tier 2 Arterials	90	Floating Car Surveys	65 miles INRIX/25 miles Floating Car Surveys
Bay Crossing Bridges	3 bridges	From Caltrans/MTC as available	Commercial Data
HOV/Express Lanes	84**	Not Monitored	Floating Car Surveys

* Two segments for these roads and ramps that did not have adequate INRIX coverage will be monitored using floating car surveys.

** Directional miles for HOVs; centerline miles for other CMP roadways are shown.

For the commercial data, INRIX data is used; it is obtained free of cost from the Metropolitan Transportation Commission. For the 2014 monitoring cycle, data was downloaded beginning from the first week of March through end of May 2014. Floating car surveys began in the first week of April and data collection was completed by the first week of June. Attachments B through H present the 2014 LOS results for various components of the CMP network. Detailed results including information on the CMP segments and prior monitoring year results are available on the Alameda CTC website. During the data collection period, draft results for Tier 1 and 2 networks, as available, were shared with ACTAC for review.

Based on the LOS results, deficiency will be determined in the first week of July for the Tier 1 CMP network and will be presented at the Committee meeting. Detailed analysis of the LOS results in terms of LOS trend, potential reasons for any significant changes in performance will be presented at the Committee meeting in July. The study report will be developed and shared with the Committee in September 2014.

Fiscal Impact: There is no fiscal impact.

Attachments

- A. CMP Tiers 1 and 2 Network
- B. 2014 LOS Monitoring Results – Tier 1 Freeways PM Peak Period
- C. 2014 LOS Monitoring Results – Tier 1 Freeways AM Peak Period
- D. 2014 LOS Monitoring Results – Tier1 and Tier 2 Arterials PM Peak Period
- E. 2014 LOS Monitoring Results – Tier1 and Tier 2 Arterials AM Peak Period
- F. 2014 LOS Monitoring Results – CMP Network LOS F segments
- G. 2014 LOS Monitoring Results – HOV/Express Lanes PM Peak Period
- H. 2014 LOS Monitoring Results – HOV/Express Lanes AM Peak Period
- I. 2014 LOS Monitoring Results – Freeways Weekend Peak Period

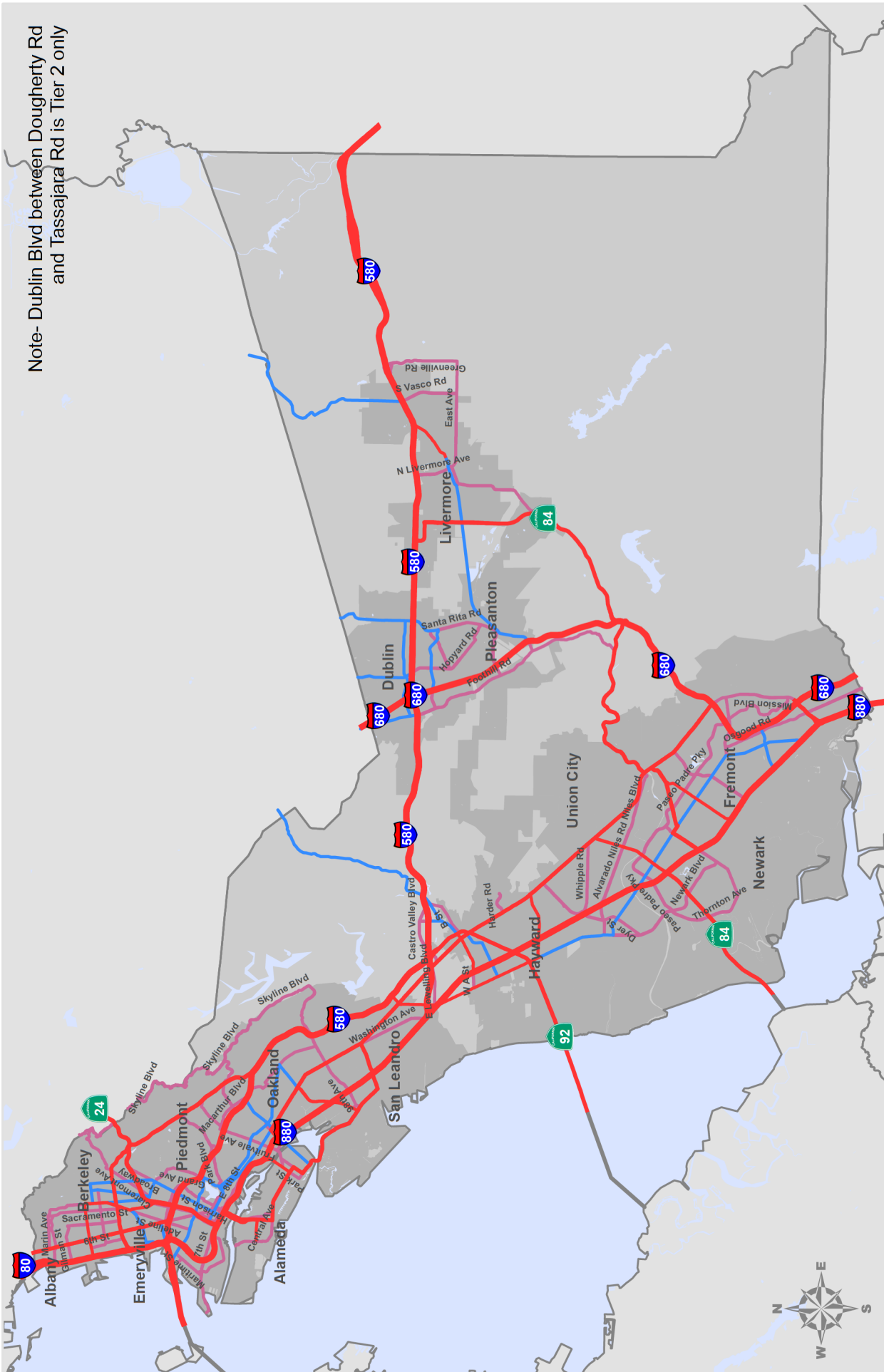
Staff Contacts

[Tess Lengyel](#), Deputy Director of Planning and Policy

[Saravana Suthanthira](#), Senior Transportation Planner

This page intentionally left blank

Note- Dublin Blvd between Dougherty Rd and Tassajara Rd is Tier 2 only

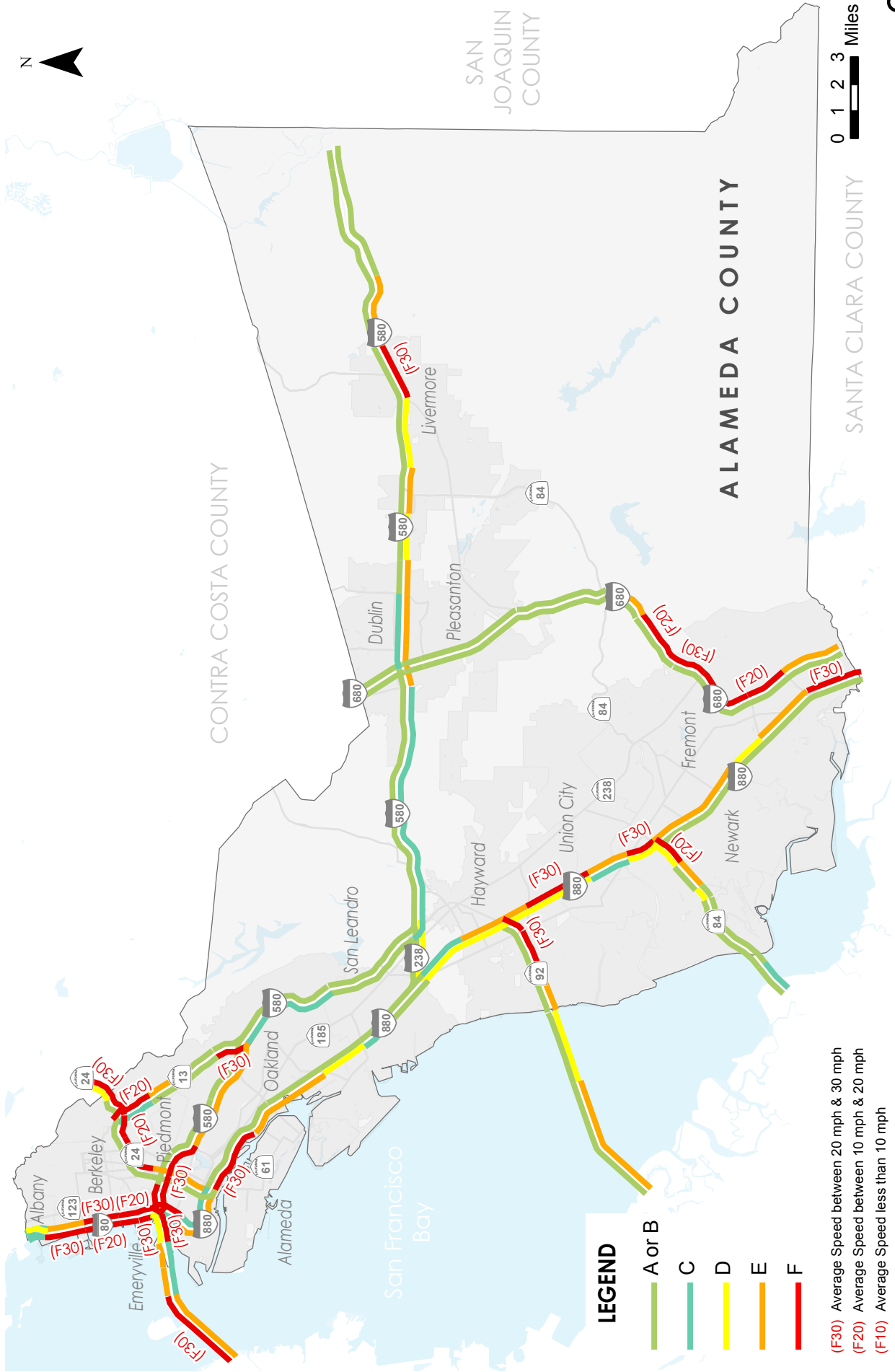


- Legend**
- Interstate/Freeway (CMP - Tier 1 & MTS)
 - State Highway (CMP - Tier 1 & MTS)
 - Principal Arterial (CMP - Tier 1 & MTS)
 - MTS Routes

Figure 1 : Designated Countywide System Map



This page intentionally left blank

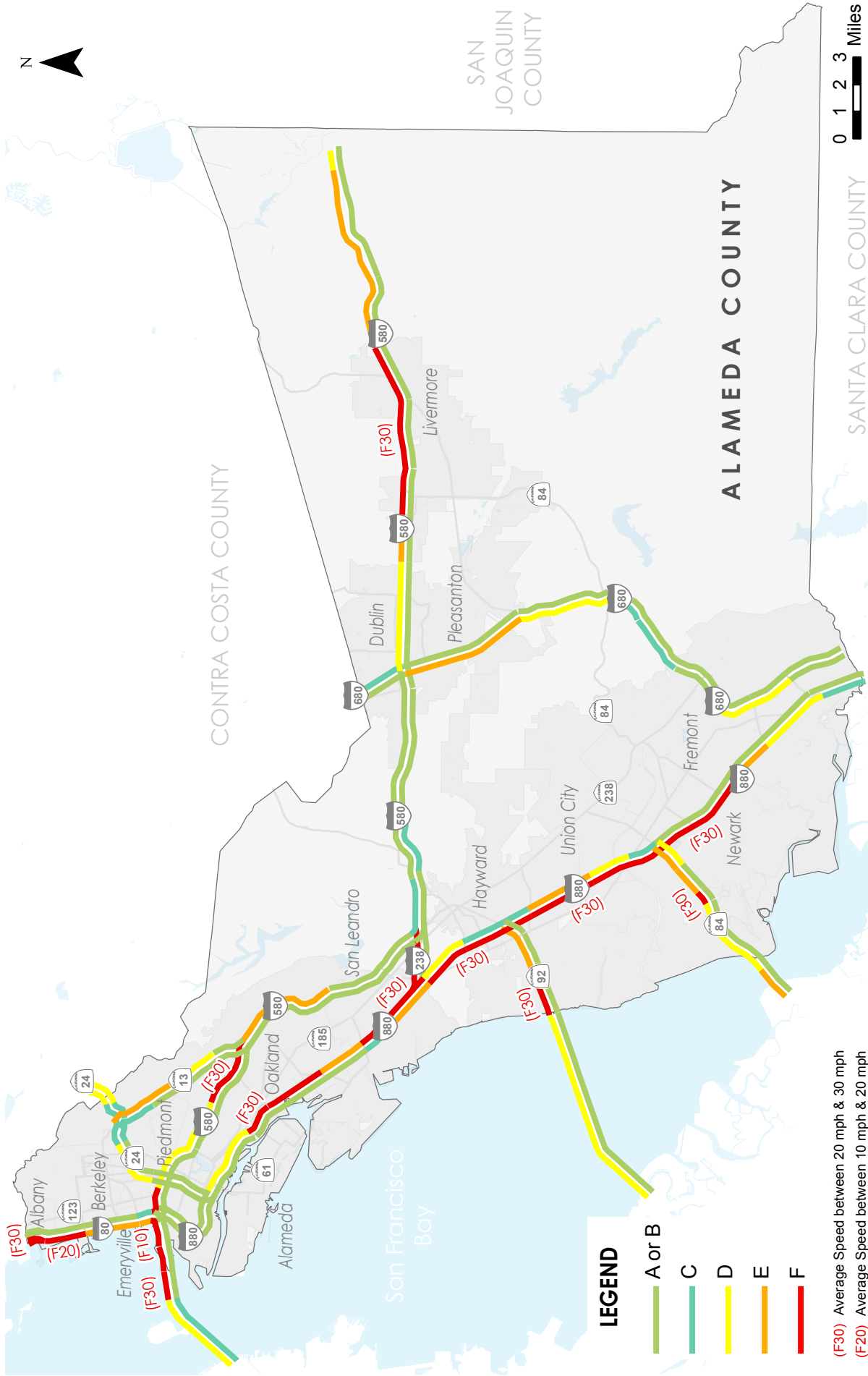


- LEGEND**
- A or B
 - C
 - D
 - E
 - F

(F30) Average Speed between 20 mph & 30 mph
 (F20) Average Speed between 10 mph & 20 mph
 (F10) Average Speed less than 10 mph

**2014 LEVEL OF SERVICE MONITORING RESULTS:
 TIER 1 FREEWAYS & BRIDGES - PM PEAK PERIOD**

This page intentionally left blank



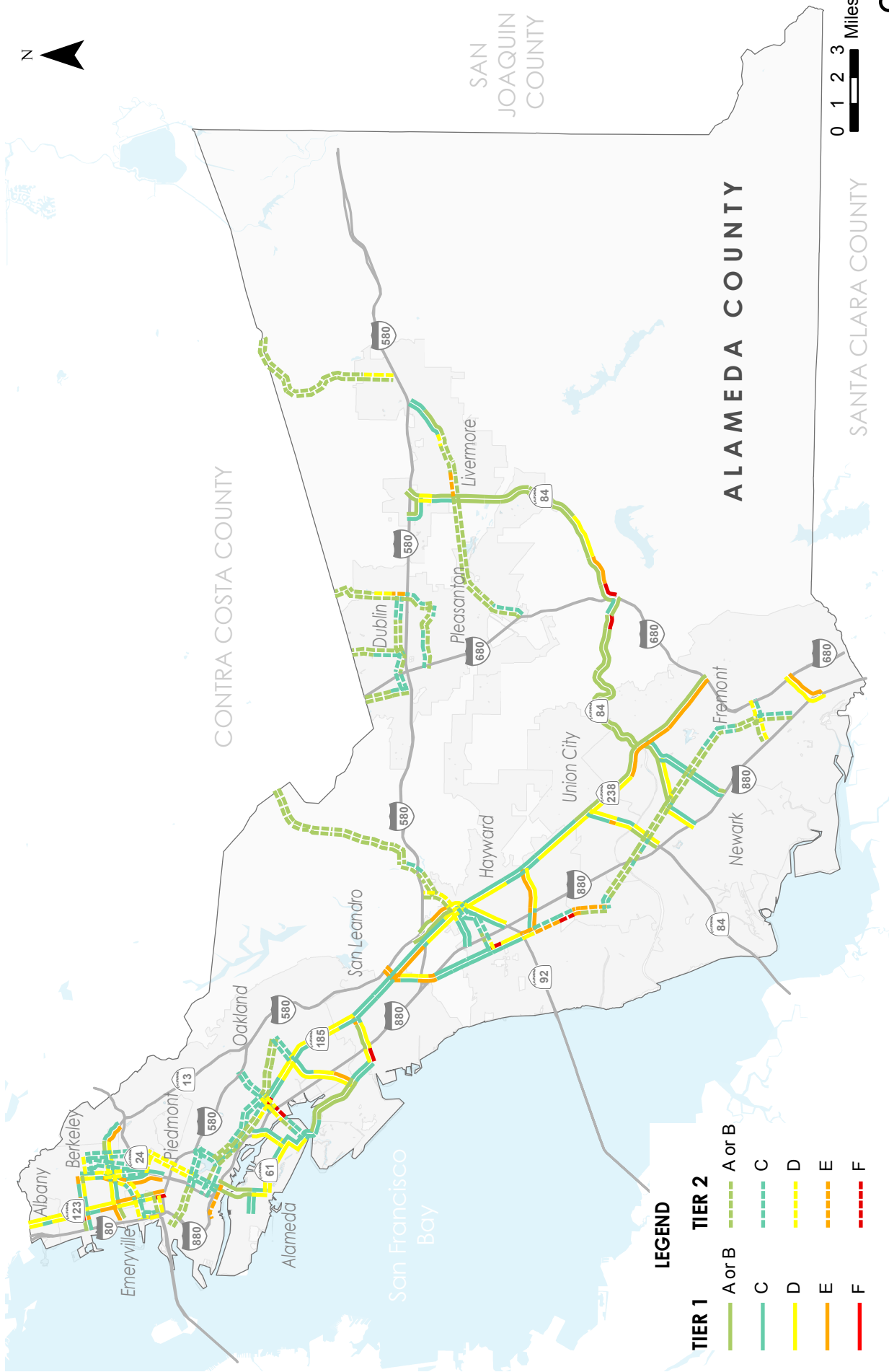
- LEGEND**
- A or B —
 - C —
 - D —
 - E —
 - F —

(F30) Average Speed between 20 mph & 30 mph
 (F20) Average Speed between 10 mph & 20 mph
 (F10) Average Speed less than 10 mph

**2014 LEVEL OF SERVICE MONITORING RESULTS:
 TIER 1 FREEWAYS & BRIDGES - AM PEAK PERIOD**



This page intentionally left blank



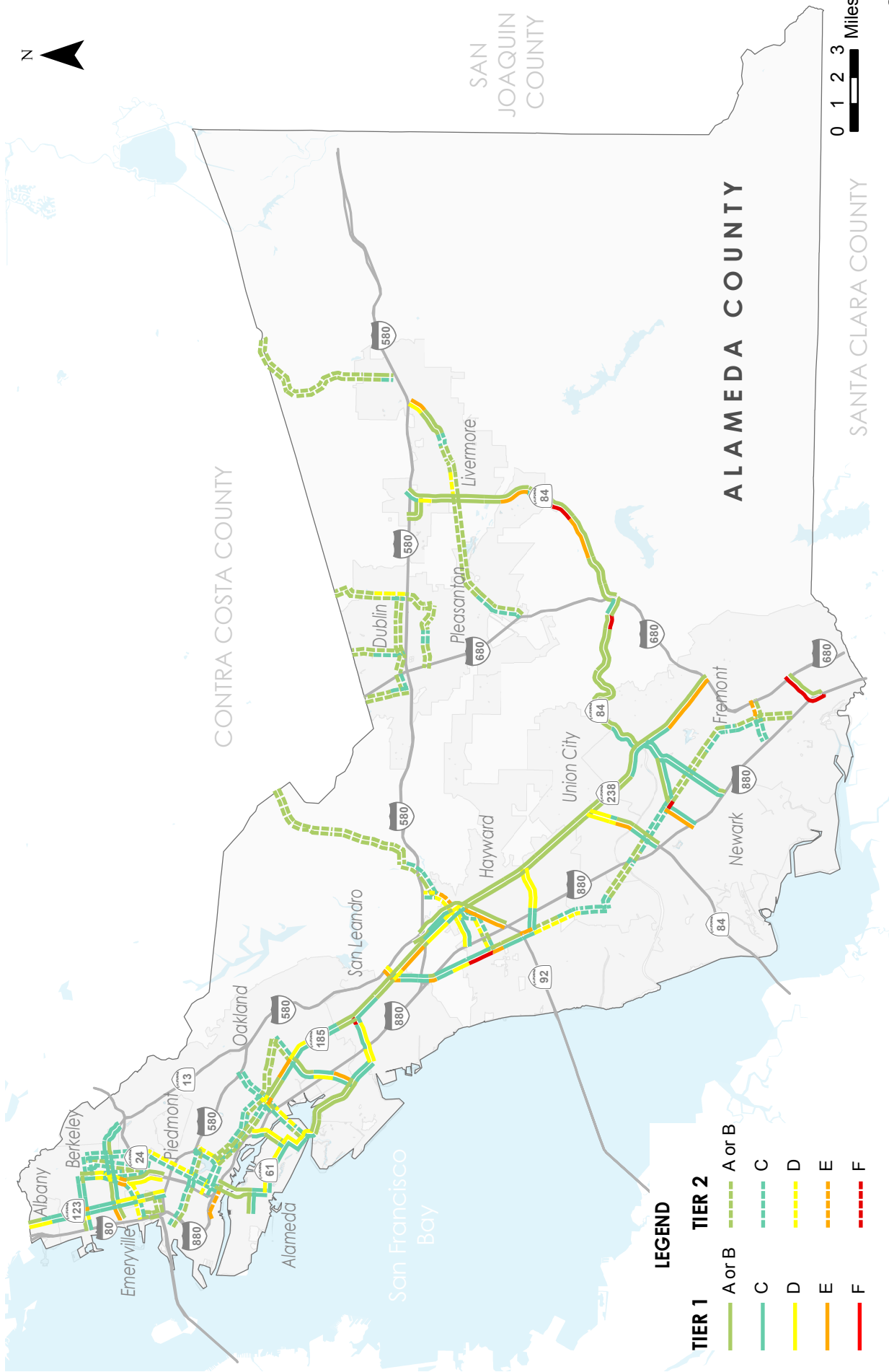
LEGEND

TIER 1	TIER 2
A or B	A or B
C	C
D	D
E	E
F	F

**2014 LEVEL OF SERVICE MONITORING RESULTS:
TIER 1 & TIER 2 ARTERIALS - PM PEAK PERIOD**



This page intentionally left blank



LEGEND

TIER 1	TIER 2
A or B	A or B
C	C
D	D
E	E
F	F

6.4E



**2014 LEVEL OF SERVICE MONITORING RESULTS:
TIER 1 & TIER 2 ARTERIALS - AM PEAK PERIOD**

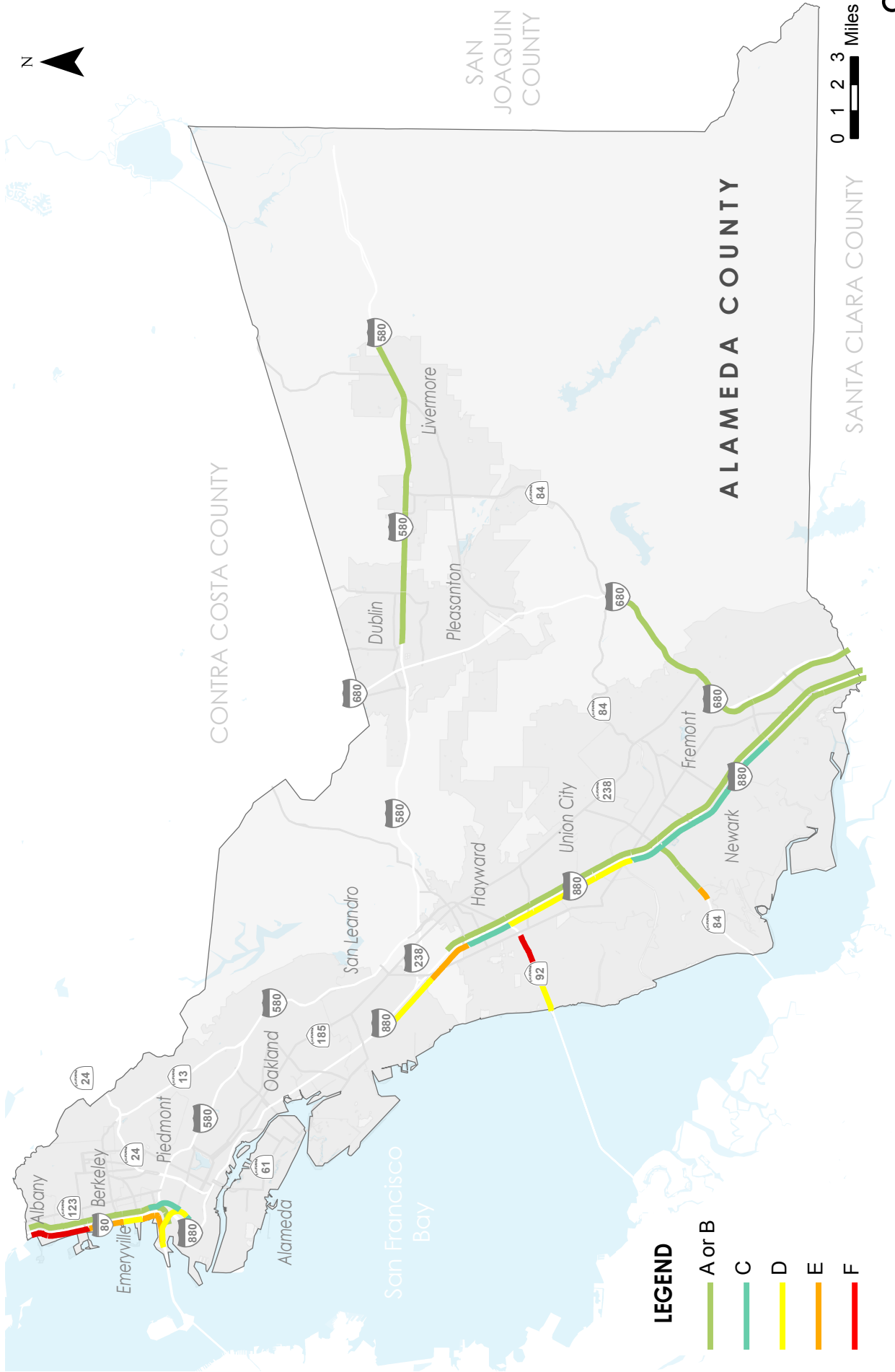
This page intentionally left blank



**2014 LEVEL OF SERVICE MONITORING RESULTS:
 LOS F SEGMENTS - AM & PM PEAK PERIODS**

This page intentionally left blank

This page intentionally left blank

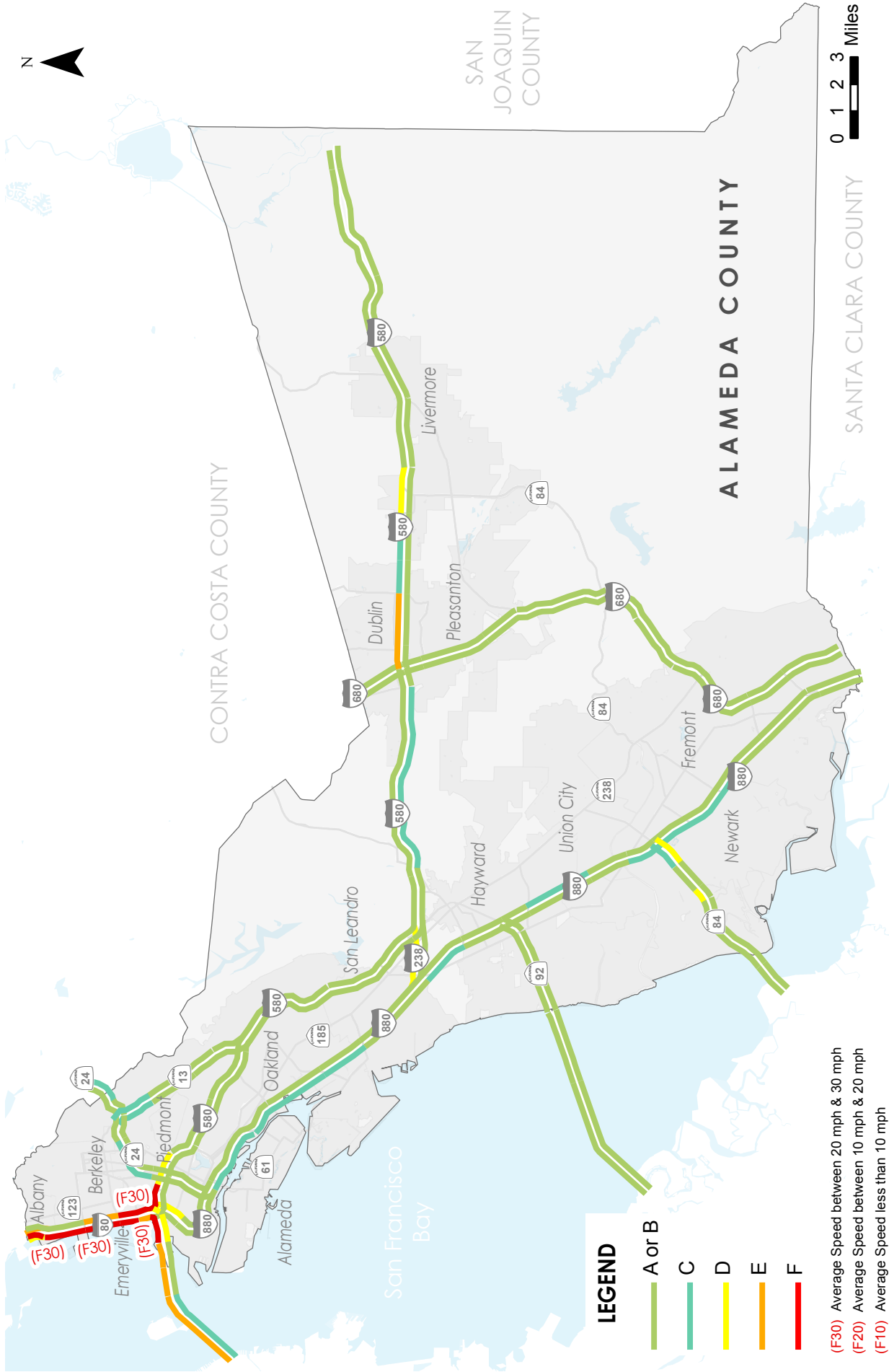


- LEGEND**
- A or B
 - C
 - D
 - E
 - F



**2014 LEVEL OF SERVICE MONITORING RESULTS:
HOV & EXPRESS LANES - AM PEAK PERIOD**

This page intentionally left blank



LEGEND

- A or B
- C
- D
- E
- F

(F30) Average Speed between 20 mph & 30 mph
 (F20) Average Speed between 10 mph & 20 mph
 (F10) Average Speed less than 10 mph

**2014 LEVEL OF SERVICE MONITORING RESULTS:
 TIER 1 FREEWAYS & BRIDGES - WEEKEND**



This page intentionally left blank