



# Meeting Notice

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• [www.AlamedaCTC.org](http://www.AlamedaCTC.org)

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**Executive Director**  
Arthur L. Dao

## Planning, Policy and Legislation Committee

**Monday, May 11, 2015, 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.

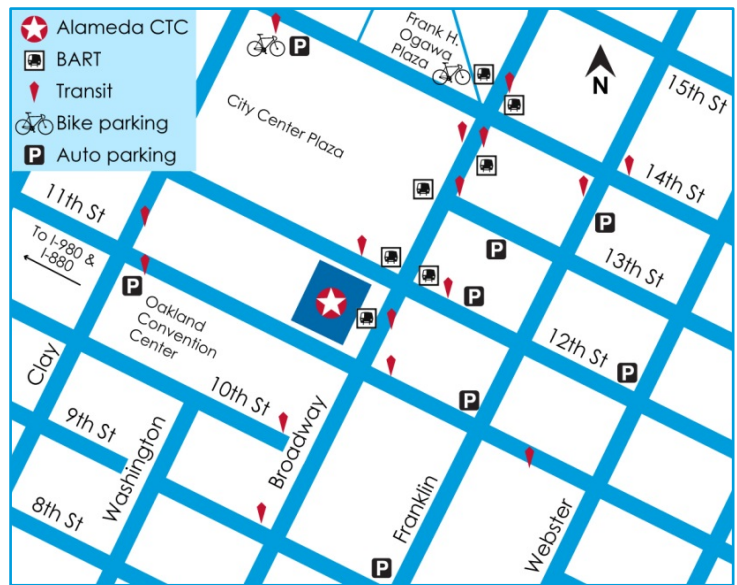
### Glossary of Acronyms

A glossary that includes frequently used acronyms is available on the Alameda CTC website at [www.AlamedaCTC.org/app\\_pages/view/8081](http://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](http://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](http://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](http://www.AlamedaCTC.org/events/month/now).

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# Planning, Policy and Legislation Committee Meeting Agenda Monday, May 11, 2015, 10:30 a.m.\*

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

1111 Broadway, Suite 800, Oakland, CA 94607

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**Chair:** Mayor Ruth Atkin

**Vice Chair:** Supervisor Keith Carson, Alameda County District 5

**Commissioners:** Wilma Chan, John Marchand, Elsa Ortiz,  
David Haubert, Jerry Thorne

**Ex-Officio Members:** Scott Haggerty, Rebecca Kaplan

**Staff Liaison:** Tess Lengyel

**Executive Director:** Arthur L. Dao

**Clerk:** Vanessa Lee

## 1. Pledge of Allegiance

## 2. Roll Call

## 3. Public Comment

## 4. Consent Calendar

### 4.1. [April 13, 2015 PPLC Meeting Minutes](#)

Recommendation: Approve the April 13, 2015 meeting minutes.

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

## 5. Legislation

### 5.1. [Legislative Update](#)

### 5.2. [State Route Relinquishment Proposal by Caltrans](#)

## 6. Planning and Policy

### 6.1. Update on Countywide Plan Development and Regional Transportation Plan (verbal)

### 6.2. [2014 Performance Report Update](#)

## 7. Committee Member Reports (Verbal)

## 8. Staff Reports (Verbal)

## 9. Adjournment

**Next Meeting:** June 8, 2015

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

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# Planning, Policy and Legislation Committee Meeting Minutes Monday, April 13, 2015, 10:30 a.m.

4.1

1111 Broadway, Suite 800, Oakland, CA 94607

510.208.7400

www.AlamedaCTC.org

## 1. Pledge of Allegiance

## 2. Roll Call

The Clerk conducted a roll call. All member s were present with the exception of Commissioner Keith Carson. He arrived subsequent to the roll call, during Item 5.1

Commissioner Annie Campbell-Washington was present as an alternate for Wilma Chan.

## 3. Public Comment

There were no public comments.

## 4. Consent Calendar

### 4.1. March 9, 2015 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 Ortiz moved to approve the Consent Calendar. Commissioner Kaplan seconded the motion. The motion passed unanimously (Carson absent).*

## 5. Legislation

### 5.1. Legislative Update

Tess Lengyel provided an update on federal and state legislative initiatives. On the federal side, Tess reviewed the highway trust fund proposals and the budget. On the state side, Tess stated that staff is evaluating several bills introduced and will bring bill positions to the Commission in the May timeframe. She concluded by recommending that the Commission take a support position on Assembly Bill 194 (Frazier) regarding revenue collection and operation of express lanes.

Commissioner Kaplan wanted more information on the two transportation funding proposals mentioned in the report. Tess stated that Senator Bell and Speaker Atkins have these funding proposals. Both bills are being developed, and once they are final, staff will analyze the bills and bring information back to the Commission.

*Commissioner Kaplan moved to approve the recommended position. Commissioner Haubert seconded the motion. The motion passed unanimously.*

## 6. Planning and Policy (Verbal)

Tess Lengyel stated that staff is working with partner agencies, stakeholders, and each jurisdiction to develop several multimodal transportation plans. She stated that

Alameda CTC held five workshops in February and March 2015, and the Countywide Transportation Plan development effort also began this month.

**7. Committee Member Reports**

There were no committee member reports.

**8. Staff Reports**

There were no staff reports.

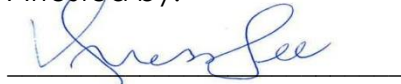
**9. Adjournment/ Next Meeting**

The next meeting is:

Date/Time: Monday, May 11, 2015 @10:30 a.m.

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

Attested by:

A handwritten signature in blue ink, appearing to read "Vanessa Lee", is written over a horizontal line.

Vanessa Lee,  
Clerk of the Commission



# Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

**DATE:** May 4, 2015

**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 April 13, 2015, the Alameda CTC reviewed one Final Environmental Impact Report (FEIR). Comments were submitted on this document and the comment letter is included as attachment A.

**Fiscal Impact:** There is no fiscal impact.

## Attachments:

- A. Response to Final Environmental Impact Report for the Children's Hospital and Research Center Oakland Campus Master Plan Project

## Staff Contact

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

[Daniel Wu](#), Assistant Transportation Planner

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March 18, 2015

Heather Klein  
Planning and Building Department  
250 Frank H. Ogawa Plaza  
Suite 3315  
Oakland, CA 94612

SUBJECT: Final Environmental Impact Report for the Children's Hospital & Research Center  
Oakland Campus Master Plan Project

Thank you for the opportunity to review the Final Environmental Impact Report for the Children's Hospital & Research Center Oakland Campus Master Plan Project. We have no additional comments on this project. The requirements under the Congestion Management Program Land Use Analysis element are satisfied.

Please contact me at (510) 208-7428 or Daniel Wu of my staff at (510) 208-7453 if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Tess Lengyel". The signature is fluid and cursive, with a large, stylized initial "T" and "L".

Tess Lengyel  
Deputy Director of Planning and Policy

cc: Daniel Wu, Assistant Transportation Planner

file: CMP/Environmental Review Opinions/2015

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# Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607

• PH: (510) 208-7400

• www.AlamedaCTC.org

**DATE:** May 4, 2015

**SUBJECT:** Legislative Update

**RECOMMENDATION:** Receive an update on state and federal legislative activities and approve legislative positions

## 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 2015 and is included in summary format in Attachment A. The 2015 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

### State Update

**State Budget Update:** The Controller's estimated receipts for March continued to show gains over the budget estimate. Total receipts were \$547 million above the January budget estimates for March. Most of this growth came from personal income taxes that beat projections by \$498 million, and corporation taxes were \$77 million higher. Sales tax receipts were lower than anticipated by \$96 million. For the fiscal year to date, general fund receipts are running at \$75 billion, or 2.1% above the January projections.

With April being the most critical revenue month, the Controller has posted a daily tracker of income tax revenue. The estimate for April is \$12.2 billion in income tax revenue. As of

April 16<sup>th</sup>, income tax receipts totaled \$7.76 billion, with \$2.75 billion coming in on April 16<sup>th</sup>.

*Budget Subcommittee Actions:* The Governor's budget proposal included two transportation trailer bills. The first would expand the authority for the CTC authorize the construction and operation of express lanes and the second would enact a streamlined process for relinquishing highways to local control. The Senate Budget Subcommittee #2 moved both of these proposals to the policy committee in mid-April. This means these proposals must follow the usual legislative process. However, if these proposals are a priority for the Administration, it is expected that negotiations will continue behind the scenes, and these proposals could resurface as budget trailer bills.

*Road User Charge and Budget:* The Senate Subcommittee also deferred action on the Administration's proposal for funding the Road User Charge Pilot Program. The proposed budget includes \$9.6 million in order to implement SB 1077. This includes \$8.8 million for Caltrans to contract with consultants, and about \$780,000 for staffing at Caltrans and the CTC. The proposal would specifically allow Caltrans to encumber the consultant funds over the next two fiscal years. The LAO has expressed concerns about this proposal, raising questions about Caltrans having already entered into a contract for consultant services before the funds are appropriated, and pointing out that the Administration has not provided a complete plan for the requested funds.

Senator Lois Wolk, who chairs the Subcommittee, expressed her preference for appropriating only a single year's worth of funds, and Senator Fran Pavley stated that she voted against SB 1077, and the lone Republican member, Senator Jim Nielsen, expressed concerns over how controversial the concept is. Therefore, the Subcommittee did not adopt the staff recommendation to approve this request, and put this item over to a future hearing date.

***Legislative Background and Recommended Positions:*** The following provides a summary of several recently introduced or amended bills that include transportation funding proposals, cap and trade modifications, housing funding, bicycle safety, contracting bill, increases in green clean vehicle stickers, a bill that seeks to amend the Congestion Management Program statute and a bill related to disabled placards. Table 1 includes recommended bill positions on some of these bills.

*Transportation Funding Plans:* There are several transportation funding proposals related to either increasing funding for transportation or redirecting funds that currently pay for transportation bonds into transportation projects.

**SB 16:** Senator Beal officially unveiled his transportation funding proposal in mid-April. This proposal has been amended into SB 16, and provides a funding plan that directs additional revenue to maintaining state highways and local streets and roads without impacting the general fund. The Senate proposal would generate up to \$3.6 billion

annually over the next 5 years. This funding plan would remain in place through the 2019-2020 fiscal year, unless it is extended by the Legislature.

Revenue generation would be from the following:

- 10 cent increase in the excise tax for gasoline.
- 12 cent increase in the excise tax for diesel.
- Phase in over five years the return of truck weight fees to transportation accounts.
- Phase in over five years a .35 percent increase the Vehicle License Fee. This revenue would be dedicated to pay the debt service on transportation bonds.
- Repay existing loans made from transportation accounts over 3 years. The total amount of debt to be repaid is a little under \$1 billion.
- Increase the base vehicle registration fee by \$35.
- Increase the vehicle registration fee for zero emission vehicles by \$100. A zero emission vehicle includes any vehicle that operates on a fuel other than gasoline or diesel.
- If the Legislature does not extend this plan beyond the 2019-20 fiscal year then the excise tax increase and the fee imposed on vehicles and zero emission vehicles would sunset.

Allocation of funds for transportation purposes are as follows:

- *State Highway Maintenance*: 50% of the remaining funds would be allocated to Caltrans for the State Highway Operation and Protection Program (SHOPP).
- *Local Roads Maintenance*: 50% of the remaining funds would be allocated to cities and counties. Half of these would be allocated to cities on a per capita basis. Counties would be allocated the remaining half based on the formula whereby 75% of the funds are allocated on the county's share of registered vehicles, and 25% based on a county's share county maintained road miles.
- *Incentives for Counties without sales tax measures*: 5% off the top would be set aside as an incentive for counties that currently do not have a local transportation sales tax programs to adopt one. These funds would be used to match local sales tax revenue generated in a county that adopts a program for the first time after July 1, 2015. Any funds unspent in any fiscal year would be split between the SHOPP and local streets and road program.
- *Goods Movement*: 2 cents of the diesel excise tax increase is directed to the Trade Corridors Improvement Fund, or approximately \$50 million per year.

Reporting Requirements for the use of these funds include the following:

- In order for cities and counties to receive funds from the Controller, they must submit to the CTC a list of projects proposed to be funded. Upon approval by

the CTC, the Controller will then apportion that local government's share of the funds.

- Cities, counties and Caltrans are required to annually submit to the CTC documentation of each project completed, the amount of funds expended, and the useful life of the project. The CTC is required to evaluate the documentation to determine how effective the agency has been in reducing deferred maintenance and improving road conditions.
- SB 16 proposes a maintenance of effort (MOE) requirement that each city or county must achieve in order to be eligible to receive funds. The MOE requires the city or county to continue to expend the annual average expenditure from its general fund for road purposes during the 2009-10, 2010-11, and 2011-12 fiscal years.

Caltrans Efficiency requirements are included in SB 16 as follows:

- SB 16 requires Caltrans to submit a plan to the CTC that outlines how Caltrans will improve efficiencies by 30% over the subsequent three years.
- The saving resulting from this plan shall be used for SHOPP projects.

As reflected in Table 1, staff recommends a support position on this bill. This bill was discussed at the April Commission meeting and the Commission took an action to seek amendments on the bill. Staff is working with the author's office to address amendments to support rewarding self-help counties such as Alameda CTC. A list of supporters of AB 16 will be presented at the Commission meeting.

#### *Other Funding Proposals:*

SCA 7: Last week the Senate Republican Caucus introduced SCA 7. This measure would amend the Constitution to prohibit the use of any transportation funds, including truck weight fees, from being used to pay general obligation bond debt. SCA 7 would, however, authorize the use of up to 25% of excise tax revenue to be used for debt service on bonds issued after November 2, 2010, if the voters specifically authorize that use. In addition, SCA 7 would add to Article 19 a provision that any increase in to the vehicle license fee above the current .65 percent rate must be used for transportation purposes. Staff recommends a watch position on this bill due to the potential impact on the general fund.

AB 227: In mid-March, the Assembly Committee on Transportation approved AB 227 by Assemblyman Luis Alejo (D). This is another measure that would halt the use of truck weight fees for paying transportation bond debt, and it would require all outstanding loans from transportation accounts to be repaid by December 31, 2018. The revenue returned to transportation accounts would be allocated 44% STIP, 12% SHOPP, and 44% local streets and roads. AB 227 does not propose any fee or tax increases that would be

used to alleviate the impact to the general fund. Staff recommends a watch position on this bill.

AB 4: Assembly member Linder introduced this bill to prohibit the use of weight fee revenue from being used to pay for transportation bond debt service until January 1, 2020. The gas tax swap legislation included a roundabout transfer of weight fee revenue from the State Highway Account to the Transportation Debt Service Fund in order to alleviate pressure on the general fund. AB 4 would end this practice for four years. Staff recommends a watch position on this bill due to the potential impact on the general fund.

### **Recommended Legislative Positions**

The following are recommended Alameda CTC legislative positions

<b>Bill Number and Author</b>	<b>Bill Purpose and Description</b>	<b>Alameda CTC Recommendation</b>
<a href="#"><u>SB 16</u></a> ( <a href="#"><u>Beall</u></a> D) <b>Department of Transportation.</b>	<p>SB 16 was amended to include Senator Beall's transportation funding measure. This bill would increase various fees and taxes, and would end the use of weight fees to pay for bond debt service.</p> <p>SB 16 would generate up to \$3.6 billion annually for the next five years. This revenue would be used to fund maintenance needs for state highways and local streets and roads.</p> <ul style="list-style-type: none"> <li>Alameda CTC's adopted legislative program states, "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 a designated funding stream for goods movement." Therefore, staff recommends a support position on this bill and is working with the author's office to support rewarding self-help counties.</li> </ul>	SUPPORT if amended

<a href="#">AB 1335</a> <a href="#">(Atkins D)</a> <b>Building Homes and Jobs Act.</b>	<p>AB 1335 would enact the Building Homes and Jobs Act. Similar to an effort by Senator DeSaulnier, this bill would impose a \$75 fee on recording specified real estate documents. The revenue generated would be used to fund low income housing projects.</p> <p>Staff recommends support of this bill in recognition of the need for a funding stream for housing that does not compete with transportation funding.</p>	SUPPORT
<a href="#">AB 902</a> <a href="#">(Bloom D)</a> Traffic violations: diversion programs	<p>AB 902 would authorize a local authority to allow an individual regardless of age who committed a traffic offense not involving a vehicle, such as while bicycling, to attend a diversion program instead of paying a fine. Staff recommends a support position on this bill to increase awareness of bicycle safety and safe riding practices.</p>	SUPPORT

## Federal Update

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

**MAP-21 Reauthorization Update:** Both chambers in Congress are working on identifying a highway funding mechanism, as authorization for federal highway and mass transit programs expires May 31.

Several efforts ranging from bills being introduction on indexing the gas tax to repatriation of overseas funds to per-barrel tax on oil to press-conferences to highlight the importance of federal transportation funding have been taking place to come up with a bi-partisan approach to a long-term bill. It is likely that a short-term funding bill will be presented in the House within the next few weeks. It is clear that Congress wants to address the funding shortfall—as multiple bipartisan proposals have been discussed throughout the year—however, the means to that end is still the point of contention.



**Department of Transportation Federal Transportation bill proposal:** At the end of March, Secretary Foxx released *Generating Renewal, Opportunity, and Work with Accelerated Mobility, Efficiency, and Rebuilding of Infrastructure and Communities throughout America* (GROW AMERICA) Act. This ambitious bill would authorize \$478 billion to be spent over six years on surface transportation programs.

With the current authorization expiring by May 31, the bill provides Congress the option to increase surface transportation investment by 45 percent from current levels. The bill would: provide more funding to high-performing Metropolitan Planning Organizations (MPOs), put in place a transparent and clear permitting process to speed up project delivery, establish an \$18 billion freight program to improve freight rail service, raise transit investment by 76 percent, double the TIGER Grant program, and strengthen the TIFIA Loan program.

The Administration's proposal is funded by supplementing current revenues from the Highway Trust Fund in combination with a 14 percent transition tax on the up to \$2 trillion of untaxed foreign earnings that U.S. companies have accumulated overseas. This will prevent Trust Fund insolvency for six years and increase investments to meet national economic goals.

**Fiscal Impact:** There is no fiscal impact.

#### **Attachments**

A. Alameda CTC 2014 Legislation Program

#### **Staff Contact**

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

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## 2015 Alameda County Transportation Commission Legislative Program

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

1111 Broadway, Suite 800, Oakland, CA 94607  
510.208.7400  
[www.AlamedaCTC.org](http://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.”

(adopted December 2014)

Issue	Priority	Strategy Concepts
Transportation Funding	Increase transportation funding	<ul style="list-style-type: none"><li>• Support efforts to lower the two-thirds-voter threshold for voter-approved transportation measures.</li><li>• 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.</li><li>• Support efforts that protect against transportation funding diversions.</li></ul>
	Protect and enhance voter-approved funding	<ul style="list-style-type: none"><li>• Support legislation and increased funding from new and/or flexible funding sources to Alameda County for operating, maintaining, restoring, and improving transportation infrastructure and operations.</li><li>• Support increases in federal, state, and regional funding to expedite delivery of Alameda CTC projects and programs.</li><li>• Support efforts that give priority funding to voter-approved measures and oppose those that negatively affect the ability to implement voter-approved measures.</li><li>• Support efforts that streamline financing and delivery of transportation projects and programs.</li><li>• Support rewarding Self-Help Counties and states that provide significant transportation funding into transportation systems.</li><li>• Seek, acquire, and implement grants to advance project and program delivery.</li></ul>
Project Delivery	Advance innovative project delivery	<ul style="list-style-type: none"><li>• Support environmental streamlining and expedited project delivery.</li><li>• Support contracting flexibility and innovative project delivery methods.</li><li>• Support high-occupancy vehicle/toll lane expansion in Alameda County and the Bay Area, implementation of AB 1811, and efforts that promote effective implementation.</li><li>• Support efforts to allow local agencies to advertise, award, and administer state highway system contracts largely funded by local agencies.</li></ul>
	Ensure cost-effective project delivery	<ul style="list-style-type: none"><li>• Support efforts that reduce project and program implementation costs.</li><li>• Support accelerating funding and policies to implement transportation projects that create jobs and economic growth.</li></ul>
Multimodal Transportation and Land Use	Reduce barriers to the implementation of transportation and land use investments	<ul style="list-style-type: none"><li>• Support legislation that increases flexibility and reduces technical and funding barriers to investments linking transportation, housing, and jobs.</li><li>• Support local flexibility and decision-making on land-use for transit oriented development (TOD) and priority development areas (PDAs).</li><li>• Support innovative financing opportunities to fund TOD and PDA implementation.</li></ul>
	Expand multimodal systems and flexibility	<ul style="list-style-type: none"><li>• 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.</li><li>• Support investments in transportation for transit-dependent communities that provide enhanced access to goods, services, jobs, and education.</li><li>• Support parity in pre-tax fringe benefits for public transit/vanpooling and parking.</li></ul>

Issue	Priority	Strategy Concepts
Climate Change	Support climate change legislation to reduce greenhouse gas (GHG) emissions	<ul style="list-style-type: none"> <li>• Support funding for innovative infrastructure, operations, and programs that relieve congestion, improve air quality, reduce emissions, and support economic development.</li> <li>• Support cap-and-trade funds to implement the Bay Area's Sustainable Communities Strategy.</li> <li>• Support rewarding Self-Help Counties with cap-and-trade funds for projects and programs that are partially locally funded and reduce GHG emissions.</li> <li>• Support emerging technologies such as alternative fuels and fueling technology to reduce GHG emissions.</li> </ul>
Goods Movement	Expand goods movement funding and policy development	<ul style="list-style-type: none"> <li>• Support goods movement efforts that enhance the economy, local communities, and the environment, and reduce impacts.</li> <li>• Support a designated funding stream for goods movement.</li> <li>• Support goods movement policies that enhance Bay Area goods movement planning, funding, delivery, and advocacy.</li> <li>• Ensure that Bay Area transportation systems are included in and prioritized in state and federal planning and funding processes.</li> </ul>
Partnerships	Expand partnerships at the local, regional, state and federal levels	<ul style="list-style-type: none"> <li>• Support efforts that encourage regional cooperation and coordination to develop, promote, and fund solutions to regional transportation problems and support governmental efficiencies and cost savings in transportation.</li> <li>• Support policy development to influence transportation planning, policy, and funding at the county, regional, state, and federal levels.</li> <li>• Support efforts to maintain and expand local-, women-, minority- and small-business participation in competing for contracts.</li> </ul>



# Memorandum

5.2

1111 Broadway, Suite 800, Oakland, CA 94607

• PH: (510) 208-7400

• www.AlamedaCTC.org

**DATE:** May 4, 2015

**SUBJECT:** State Route Relinquishment Proposal by Caltrans

**RECOMMENDATION:** Receive information on the State Route Relinquishment Proposal by Caltrans.

## Summary

State routes are key components of the regional and local transportation network. The California Department of Transportation (Caltrans) owns and operates the conventional state highways (state routes) in addition to the freeways in California. The California Streets and Highways Code Section 73 stipulates the requirements and the process for relinquishing a state route to a local jurisdiction.

The state began a legislative process through a budget trailer bill to amend the existing legislation for relinquishment and to require Caltrans to identify the routes that do not support regional travel and identify routes from this list as candidates for relinquishment. Subsequently, the relinquishment was transitioned out of a budget bill and incorporated into Senate Bill 254 (see Attachment A). Caltrans has begun the process of identifying potential state routes for relinquishment. Caltrans District 4 (in the Bay Area) has provided a draft list of state routes identified for potential relinquishment in Alameda County.

Alameda CTC has gathered information related to these state routes proposed for relinquishment in Alameda County to inform the jurisdictions and to facilitate discussion on what relinquishment of these routes entails, including assuming responsibility for the state routes and other implications of this proposal, and to identify next steps.

## Discussion

Alameda County's highway system consists of 140 miles of freeways and 71 miles of conventional state routes. These state routes uniquely support travel by all modes. Caltrans currently operates and maintains these routes.

The CA Streets and Highways Code Section 73 describes the authorized routes in the state highway system and includes provisions for relinquishment to local agencies of state routes that were deleted from the state highway system either through legislative enactment or through relocation. Existing law prohibits relinquishment of routes that were relocated until they were brought to state of good repair.

## Proposed draft relinquishment by Caltrans

The administration has proposed an amendment to existing legislation on the state routes relinquishment stating that the routes on the state highway system that primarily support regional travel and do not facilitate interregional movement of people and goods are typically best managed by local or regional entities. In this regard, the proposal removes the clause for relinquishment of the routes deleted by legislative enactment. The proposal requires Caltrans to identify a list of potential routes that do not support regional travel by October 1, 2015 and to indicate which of those routes or segments are candidates for relinquishment, including the cost associated with maintaining or preserving these routes.

The proposal also states that if and when a particular state route is determined to be relinquished, the department will give 90-day notification to the concerned local agency's elected body. The local agency can protest, stating reasons including but not limited to citing the route to not be in a state of good repair, etc. However, the proposal does not require a state of good repair on these routes proposed for relinquishment by meeting the inter-regional travel criteria before Caltrans relinquishes them to local jurisdictions.

Table 1 on the following page and Attachments B and C show the list of state routes/segments in Alameda County proposed for relinquishment. Out of 71 miles of state routes within Alameda County, Caltrans District 4 has identified 34.3 miles as potential routes for relinquishment. Two state route segments of 3.0 miles in total length, 1.0 mile of SR 61 (Webster Street) in Alameda and 2.0 miles of SR 238 in Hayward, have already been relinquished. Relinquishment is in progress for 7.3 miles of routes in Hayward and Fremont.

The state routes (SRs) of interregional significance that Caltrans proposed to retain include:

- SR 84 – between SR 238 and I-580
- SR 262 – between I-880 and I-680
- SR 260 – Posey and Webster Tubes
- SR 61 – I-880 and Oakland Airport; Atlantic Avenue in Alameda and Posey and Webster Tubes
- SR 92 (Foothill Boulevard) – between SR 238 (Mission) and I-580

With the exception of the City of Berkeley that expressed interest in having Caltrans relinquish SR 13 (Ashby) in Berkeley, Caltrans District 4 indicated that no other local jurisdictions has contacted District 4 to express interest in relinquishment of a state route. If any jurisdictions are interested in relinquishment, it is important to understand the implications and responsibilities of taking over a state route.

### Table 1 Proposed Relinquishment of State Route Segments in Alameda County

State Route	Beginning Point	Ending Point	Length (miles)	Jurisdiction	Relinquishment Status/ Caltrans Interest
13	SR 24	I-80	4.31	Berkeley	Initial discussion held with Caltrans; interest expressed by local jurisdiction
112	I-880	SR 185 (E-14 <sup>th</sup> )	1.18	San Leandro	High Caltrans interest; no recent inquiries made or no interest by locals
61	Hegenberger Rd	Webster St	5.90	Alameda Oakland	High Caltrans interest; no recent inquiries made or no interest by locals
77	I-880	SR 185 (E-14 <sup>th</sup> )	0.35	Oakland	High Caltrans interest; no recent inquiries made or no interest by locals
185	A St	Hayward City Limit	0.53	Hayward	Relinquishment in process; initial agreements in place
185	Hayward City Limit (North)	SR 77	9.56	Alameda County Oakland San Leandro	High Caltrans interest; no recent inquiries made or no interest by locals
84	I-880	SR 238	3.88	Fremont	Relinquishment in process; initial agreements in place
92	Santa Clara St	Watkins St	1.37	Hayward	Relinquishment in process; initial agreements in place
123	I-580	Contra Costa County Line	5.18	Berkeley Emeryville Oakland	High Caltrans interest; no recent inquiries made or no interest by locals
238	I-680	City Limit of Hayward/Union City	7.81	Fremont Union City	High Caltrans interest; no recent inquiries made or no interest by locals
	Industrial Parkway	Hayward City Limit	1.51	Hayward	Relinquishment in process; initial agreements in place
<b>Total Length of State Routes Proposed to Be Newly Relinquished</b>			<b>34.3</b>		
Relinquishment in Progress			7.3		

Source: Caltrans District 4 (see Attachment C).

### Information and condition of the proposed routes for relinquishment

To facilitate a better understating of the condition, performance, key infrastructure, and role these proposed relinquishments play in the countywide core transportation network, Alameda CTC has gathered information on the following:

- Pavement Condition
- Infrastructure
  - Bridges and overpasses
  - Transit routes
  - Bike routes
- Operations

- Traffic volume
  - Speed
- Land Use Support
  - Surrounding land use
- Safety
  - Collisions

Information was requested from Caltrans on the cost of operations and maintenance, and utilities on these routes, among other data. Alameda CTC has not received this information.

Summary of information on these proposed routes

- Pavement Condition (Attachment D, Pavement Condition Map)
  - Overall pavement condition on these proposed state routes is **mostly distressed** or at-risk, based on the Caltrans assessment.
- Infrastructure (Attachment E, Bridge and Overpass Condition Map; Attachment F, Transit Routes Map; and Attachment G, Bike Facilities Map)
  - Bridges and Overpasses: Six bridges over water bodies and one overpass over I-880 exists on these proposed routes. In 2013, the Federal Highway Administration stated that the routes are in a structurally sufficient condition (as of 2012).
  - Transit Routes: The majority of the routes proposed for relinquishment have transit routes running along them. About 194 total directional miles of bus routes run along the proposed roads. The amenities on these roads are expected to be commensurate with the level of transit service on these routes. SR 123 (San Pablo) has 20 transit routes, the highest number, followed by SR 13 and SR 185 with the number of transit routes ranging between 16 and 20.
  - Bike facilities: There are 34 miles of bike facilities along these routes. Most of them are in South County, and some are along SR 61, SR 185 and SR 13 in the North County.
- State Route Operations (Attachment H, Average Daily Traffic Volume Map; Attachment I, AM Peak-Period Level of Service Map; and Attachment J, PM Peak-Period Level of Service Map)
  - Traffic Volume: In 2013 the highest average daily traffic volume of 54,000 was observed on SR 92 at I-880. Average daily traffic volume was found to be high (over 30,000) where the state routes connect to the freeways, two state routes meet, and at Alameda's Bay Farm bridge.
  - Level of Service (LOS): Generally, state route segment connections to freeways are performing at congested conditions (LOS E or F) during peak periods. SR 84 in Fremont in the morning and SR 123 (San Pablo) in the evening performed at LOS F.
- Key Land Use Supported (Attachment K, Surrounding Land Use Map)



- o The proposed state routes serve generally an intense mix of residential and businesses (along SR 123 and SR 185) and some industrial areas where the state routes parallel the freeway (SR 123). Key interregional facility or activity centers located on these routes are Oakland International Airport along SR 61 and Bay Fair Mall on SR 185. Additionally, San Leandro and Hayward downtowns are traversed by the state routes, and SR 238 in Fremont traverses through dense business areas.
- Safety (Attachment L, Collisions Map)
  - o Between 2008 and 2013, a total of 92 collisions that either included serious injuries or were fatal occurred on these routes as shown in Attachment L. Out of the 92 collisions, 18 involved fatalities. Many collisions were along SR 185, and a few were on SR 123 and SR 61.

### **Potential implications of the relinquishment**

The Caltrans proposal could have significant financial implications on local jurisdictions, since the proposed state route relinquishments have no funding committed to them. The only potential upside to this proposal is if any jurisdiction desires to do street rehabilitation or redesign to suit a planned land use context, and if the proposed design does not meet the Caltrans design guidelines (generally due to right-of-way constraints), then the jurisdiction doesn't have to go through the Caltrans design-exemption process and can implement the planned design without any challenges.

The key impacts to assuming the state routes are funding issues for operations and maintenance, and liabilities from high number of collisions. Having key infrastructure on these routes compound the maintenance need. While lack of information on utilities underground and intelligent transportation system infrastructure and coordination with adjacent jurisdictions on these state routes is an issue, available data shows that this proposal could have a significant financial impact on the jurisdictions.

In addition, a majority of these routes are in a "distressed" state, indicating considerable funding is needed to bring the routes to a state of good repair. Also, some of these routes pass through more than one jurisdiction (SR 123 and SR 238), and some are potential freeway congestion-reliever routes (SR 92, SR 238, and SR 123). Rather than the local jurisdictions assuming control of state routes, it may be more important to keep these routes as a part of the state system, so they can be maintained as part of the higher level transportation system, which is beyond the capability of any one jurisdiction.

**Fiscal Impact:** There is no fiscal impact.

### **Attachments**

- A. Senate Bill 254 Amended on April 22, 2015
- B. Map of State Routes in Alameda County and Relinquishment Status
- C. Details of Proposed State Routes for Relinquishment from Caltrans

- D. State Route Segments Proposed for Relinquishment – Pavement Condition Map
- E. State Route Segments Proposed for Relinquishment – Bridge and Overpass Condition Map
- F. State Route Segments Proposed for Relinquishment – Transit Routes Map
- G. State Route Segments Proposed for Relinquishment – Bike Facilities Map
- H. State Route Segments Proposed for Relinquishment – Traffic Volume Map
- I. State Route Segments Proposed for Relinquishment – AM Peak-Period Level of Service Map
- J. State Route Segments Proposed for Relinquishment – PM Peak-Period Level of Service Map
- K. State Route Segments Proposed for Relinquishment – Surrounding Land Use Map
- L. State Route Segments Proposed for Relinquishment – Collisions Map

### **Staff Contacts**

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

[Saravana Suthanthira](#), Senior Transportation Planner

[Daniel Wu](#), Assistant Transportation Planner

BILL NUMBER: SB 254 AMENDED  
BILL TEXT

AMENDED IN SENATE APRIL 22, 2015

INTRODUCED BY Senator ~~Leyva~~ Allen

FEBRUARY 18, 2015

~~An act to amend Section 30275 of the Public Utilities Code, relating to transit districts.~~ An act to amend Section 73 of the Streets and Highways Code, relating to state highways.

# LEGISLATIVE COUNSEL'S DIGEST

SB 254, as amended, ~~Leyva~~ Allen .  
~~Transit districts: ordinances.~~ State highways: relinquishment.

Existing law gives the Department of Transportation full possession and control of all state highways. Existing law describes the authorized routes in the state highway system and establishes a process for adoption of a highway on an authorized route by the California Transportation Commission. Existing law also provides for the commission to relinquish to local agencies state highway segments that have been deleted from the state highway system by legislative enactment or have been superseded by relocation, and in certain other cases. Existing law prohibits relinquishments of those segments that have been superseded by relocation until the department has placed them in a state of good repair and maintenance, as defined, including litter removal, weed control, and tree and shrub trimming.

This bill would revise and recast these provisions to delete the requirement that the portion to be relinquished be deleted from the state highway system by legislative enactment or superseded by relocation. The bill would authorize the commission to relinquish to a county or a city a portion of a state highway that is not part of the interregional road system, if the department has entered into an agreement with the county or city providing for the relinquishment and the road has been placed in a state of good repair. The bill would delete the requirement that good repair includes maintenance.

The bill would require the department, not later than April 1, 2016, and biennially thereafter, to make a specified report to the commission on which state highway routes or segments primarily serve regional travel and do not primarily facilitate interregional movement of people and goods. The bill would also authorize the department to identify in the report which of those routes and segments are the best candidates for relinquishment.

The bill would also authorize the commission to relinquish a portion of a state highway to a county or city, if the department and the county or city concerned have entered into an agreement providing for the relinquishment of a portion of a state highway, within the territorial limits of the county or city, that is not an interstate highway and does not primarily facilitate the interregional movement of people and goods, as determined in the report. The bill would also require that the relinquishment of those routes and segments is subject to certain conditions, including that the department complete a specified cost-benefit analysis and hold a public hearing on the proposed relinquishment.

The bill would require the commission to compile a list of all portions of the state highway system relinquished in the previous 12 months and include this information in its annual report to the Legislature, as specified.

~~Existing law provides for the creation of the Southern California Rapid Transit District in and around the County of Los Angeles, with specified powers and duties relative to providing public transit service. Existing law requires an ordinance passed by the board of directors of the district to be published once within 15 days after passage in a newspaper of general circulation printed and published in the district.~~

~~This bill would authorize the district to print and publish an ordinance in a newspaper of general circulation more than once within 15 days after passage. The bill would require the district to also make an ordinance available online on appropriate Internet Web sites within 15 days after passage. By requiring a local agency to perform an additional duty, this bill would impose a state-mandated local~~

~~program.~~

~~The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.~~

~~This bill would provide that no reimbursement is required by this act for a specified reason.~~

Vote: majority. Appropriation: no. Fiscal committee: yes.  
State-mandated local program: ~~yes~~ no .

THE PEOPLE OF THE STATE OF CALIFORNIA DO ENACT AS FOLLOWS:

SECTION 1. Section 73 of the Streets and Highways Code is amended to read:

~~73. The commission shall relinquish to any county or city any portion of any state highway within the county or city that has been deleted from the state highway system by legislative enactment, and the relinquishment shall become effective upon the first day of the next calendar or fiscal year, whichever first occurs after the effective date of the legislative enactment. It may likewise relinquish any portion of any state highway that has been superseded by relocation. Whenever~~

73. (a) The Legislature finds and declares both of the following:

(1) Ownership and management of transportation infrastructure should be placed at the most appropriate level of government. Transportation infrastructure primarily serving regional travel and not primarily facilitating interregional movement of people and goods is typically best managed by local and regional government entities. Transportation infrastructure, including interstate highways, that is needed to facilitate interregional movement of people and goods is typically best managed at the state government level.

(2) The Legislature intends for the department to identify routes, and segments of routes, that may be appropriate candidates for relinquishment and to streamline the process of approving relinquishments where the department and the city or county have entered into an agreement providing for the relinquishment.

(b) (1) The commission may relinquish to a county or city a portion of a state highway within the county or city that is not part of the interregional road system as defined in Section 164.3.

(2) The commission shall not relinquish a portion of a state highway pursuant to paragraph (1) until the department has entered into an agreement with the county or city providing for the relinquishment and the department has placed the highway in a state of good repair. This requirement shall not obligate the department for widening, new construction, or major reconstruction.

(c) Whenever the department and the county or city concerned have entered into an agreement providing therefor, or the legislative body of the county or city has adopted a resolution consenting thereto, the commission may relinquish, to that county or city, any frontage or service road or outer highway, within the territorial limits of the county or city, ~~which has a right-of-way of at least 40 feet in width and which~~

~~that~~ has been constructed as a part of a state highway project, but does not constitute a part of the main traveled roadway thereof. ~~The~~

(d) The commission may also relinquish, to a county or city within whose territorial limits it is located, any nonmotorized transportation facility, as defined in Section 887, constructed as part of a state highway project if the county or city, as the case may be, has entered into an agreement providing therefor or its legislative body has adopted a resolution consenting thereto.

(e) (1) The commission may relinquish a portion of a state highway to a county or city if the department and the county or city concerned have entered into an agreement providing for the relinquishment of that portion of that state highway, within the territorial limits of the county or city, that is not an interstate highway and does not primarily facilitate the interregional movement of people and goods as determined in the report described in subdivision (h). The department and the county or city shall agree upon the condition or state of the relinquished portion of the state highway at the time of its transfer from the department to the county or city. The agreement shall specify any financial terms upon which the department and county or city have agreed. The agreement shall transfer all legal liability for the relinquished portion of the state highway at the time of its transfer from the department to the county or city.

(2) A relinquishment pursuant to paragraph (1) shall not occur unless all of the following conditions are met:

(A) The commission has determined the relinquishment is in the best interest of the state.

(B) The department completes a cost-benefit analysis on behalf of the state, that may include a review of route continuity, market value assessments of the proposed relinquishment and associated parcels, a review of historical and estimated future maintenance costs of the proposed relinquishment, or any other quantifiable economic impacts.

(C) The commission holds a public hearing on the proposed relinquishment.

(3) Upon relinquishment of a portion of a state highway under this subdivision, the county or city accepting the relinquished former portion of state highway shall maintain within its jurisdiction signs directing motorists to the continuation of the remaining portions of the state highway, if any, to the extent deemed necessary by the department.

~~Relinquishment~~

(f) Relinquishment shall be by resolution. A certified copy of the resolution shall be filed with the board of supervisors or the city clerk, as the case may be. A certified copy of the resolution shall also be recorded in the office of the recorder of the county where the land is located and, upon its recordation, all right, title, and interest of the state in and to that portion of ~~any~~ state highway shall vest in the county or city, as the case may be, and that highway or portion thereof shall thereupon constitute a county road or city street, as the case may be.

~~The~~

(g) The vesting of all right, title, and interest of the state in and to portions of ~~any~~ state highways heretofore relinquished by the commission, in the county or city to which it was relinquished, is hereby confirmed.

(h) Not later than April 1, 2016, and biennially thereafter, the department shall report to the commission on which state highway routes or segments primarily serve regional travel and do not primarily facilitate interregional movement of people and goods. The department may identify these routes or segments by one or more categories and shall indicate which routes and segments are the best candidates for relinquishment. The report shall include an aggregate estimate of future maintenance and preservation costs of the identified routes and segments. The commission, in consultation with the department, shall develop guidelines for this report.

~~Prior~~

(i) (1) Prior to relinquishing ~~any~~ a portion of a state highway to a county or a ~~city, except where required by legislative enactment,~~ ~~c~~ city pursuant to subdivisions (b) to (d), inclusive, the department shall give 90 days' notice in writing of intention to relinquish to the board of supervisors, or the city council, as the case may ~~be.~~ be, of both the jurisdiction and location of the portion of the state highway to be relinquished and the jurisdictions immediately adjacent to the route where the state highway continues. Where the resolution of relinquishment contains a recital as to the giving of the notice, adoption of the resolution of relinquishment shall be conclusive evidence that the notice has been given.

~~The commission shall not relinquish to any county or city any portion of any state highway that has been superseded by relocation until the department has placed the highway, as defined in Section 23, in a state of good repair. This requirement shall not obligate the department for widening, new construction, or major reconstruction, except as the commission may direct. A state of good repair requires maintenance, as defined in Section 27, including litter removal, weed control, and tree and shrub trimming to the time of relinquishment.~~

~~Within~~

(2) Within the 90-day period, the board of supervisors or the city council may protest in writing to the commission stating the reasons therefor, including, but not limited to, objections that the highway is not in a state of good repair, or is not needed for public use and should be vacated by the commission. ~~In the event that~~ If the commission does not comply with the requests of the protesting body, it may proceed with the relinquishment only after a public hearing given to the protesting body on 10 days' written notice.

(j) The commission shall compile a list of all portions of the

state highway system relinquished in the previous 12 months and include this information in its annual report to the Legislature pursuant to Section 14535 of the Government Code.

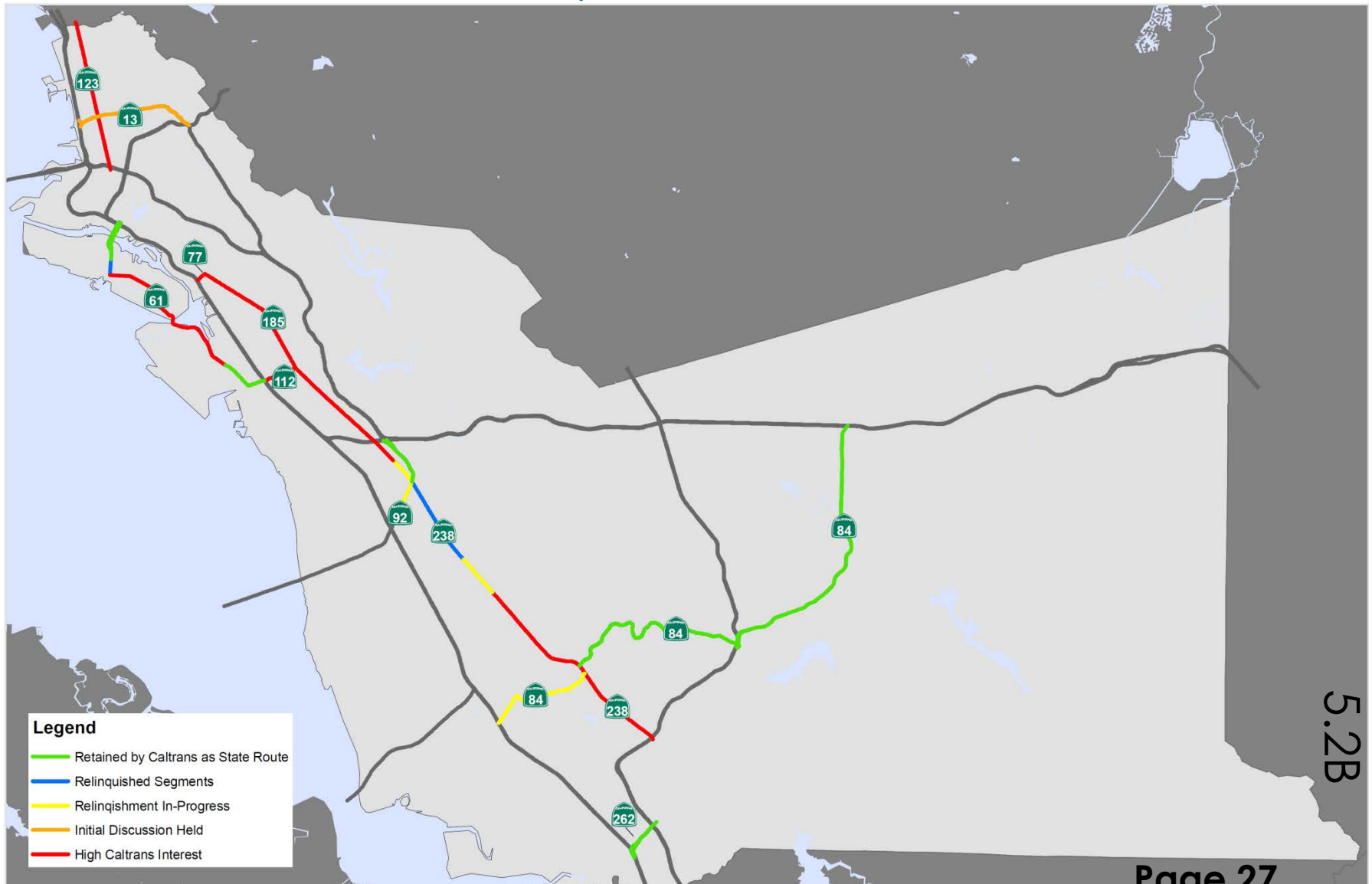
~~SECTION 1. Section 30275 of the Public Utilities Code is amended to read:~~

~~30275. An ordinance shall be signed by the president or the vice president of the board and attested by the secretary. An ordinance shall be published at least once within 15 days after passage in a newspaper of general circulation printed and published in the district and shall also be made available online on appropriate Internet Web sites within 15 days after passage.~~

~~SEC. 2. No reimbursement is required by this act pursuant to Section 6 of Article XIII B of the California Constitution because a local agency or school district has the authority to levy service charges, fees, or assessments sufficient to pay for the program or level of service mandated by this act, within the meaning of Section 17556 of the Government Code.~~

# State Routes in Alameda County

## Relinquishment Status



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# Details of Proposed State Routes for Relinquishment from Caltrans

## DIVISION OF TRANSPORTATION PLANNING 2014 State Highway Proposed Relinquishments of Urban Conventional Highways

District: 4

Contact: Ina Gerhard

Phone #: 510.286.5598

Date: 10/16/2014

**Selection criteria:**

- Segment has, or will likely garner local support
- Segment location is a conventional highway within an urbanized area or incorporated city
- Segment no longer serves interregional travel and acts more as a local arterial

Relinquishment in process; initial agreements in place.

Initial discussion held; some interest by locals.

High D4 interest; no recent inquiries made or no interest by locals.

Other facilities

Route	County	Segment Description	P.M. Begin	P.M. End	Center Line Mileage	Line Miles	Local support likely (Y/N)	Issues	District Justification / Comments
92	ALA	Santa Clara Street to Watkins Street; conventional city street serving local traffic.	6.78	8.15	1.268	6.478	Y		PSR completed in 2010. To be relinquished after completion of 238 Corridor Improvement Project (LATIP*). Hayward received CTC authorization (August 2014) for use of LATIP funds to start project development work, with the understanding that City will accept relinquishment prior to start of construction (target construction 2016).
185	ALA	A Street to Hayward city limits; conventional city street serving local traffic.	0.38	0.91	0.564	2.258	Y		PSR completed in 2010. To be relinquished after completion of 238 Corridor Improvement Project (LATIP*). Hayward received CTC authorization (August 2014) for use of LATIP funds to start project development work, with the understanding that City will accept relinquishment prior to start of construction (target construction 2016).
238	ALA	Industrial Pkwy to southern Hayward city limits (Blanche Street); conventional city street serving local traffic.	7.813	9.32	1.494	5.976	Y		Hayward received CTC authorization (August 2014) for use of LATIP funds to start project development work, with the understanding that City will accept relinquishment prior to start of construction (target construction 2016).
84	ALA	Jct 880 to Jct 238; conventional city street serving local traffic.	6.948	10.83	0	0	Y		In accordance to MOU with the City of Fremont, Caltrans recommends city move forward with no-cost relinquishment in advance of LATIP funding through legislative enactment.
13	ALA	SR 24 to I-80; Conventional - Primarily Local Traffic	R9.621	13.931	4.265	14.108	No official request, but initial interest expressed by Berkeley; Oakland unknown.		Primarily serving as local street.
61	ALA	Hegenberger Rd in Oakland to Webster St in Alameda; Conventional city street facility serving Oakland Airport and local traffic.	16.07	21.967	5.897	20.464	Local support unclear	SR 61 connection to the Oakland Airport is retained.	Serving as local street.
77	ALA	I-880 to SR 185; urban conventional facility serving local traffic (Davis Street).	0.098	0.452	0.354	1.416	Local support unclear		Serving as local street.
112	ALA	I-880 to SR 185; City street conventional facility serving local traffic; accesses Oakland Airport from I-880 (aka Davis Street).	0.6	1.782	1.18	4.72	Local support unclear		Relinquish portion from 185 to 880; retain 112 for portion connecting I-880 to SR 61 (Airport access).
123	ALA	I-580 to I-80; conventional urban arterial serving local traffic.	ALA 0.000/5.177	CC 0.000/2.198	7.366	31.908	Local support unclear	Potential conflict with ICM effort. Alameda CTC will require legal agreement for freeway system management.	
185	ALA	Northern Hayward city limit to SR 77 in Oakland; urban arterial serving local traffic.	0.91	10.473	9.519	37.666	Local support unclear	Hayward portion of SR 185 is relinquished as part of the LATIP*.	Local street. AC Transit BRT to be implemented in the corridor.
238	ALA	I-680 to Hayward/Union City limits; conventional highway serving local and regional traffic.	0.00	7.813	7.813	31.252	Local support unclear		Local arterial; northern portion already relinquished. Pavement rehab completed late 2011.

Notes: \* LATIP = Central Alameda County Local Alternative Transportation Improvement Program

Relinquishment in process; initial agreements in place.

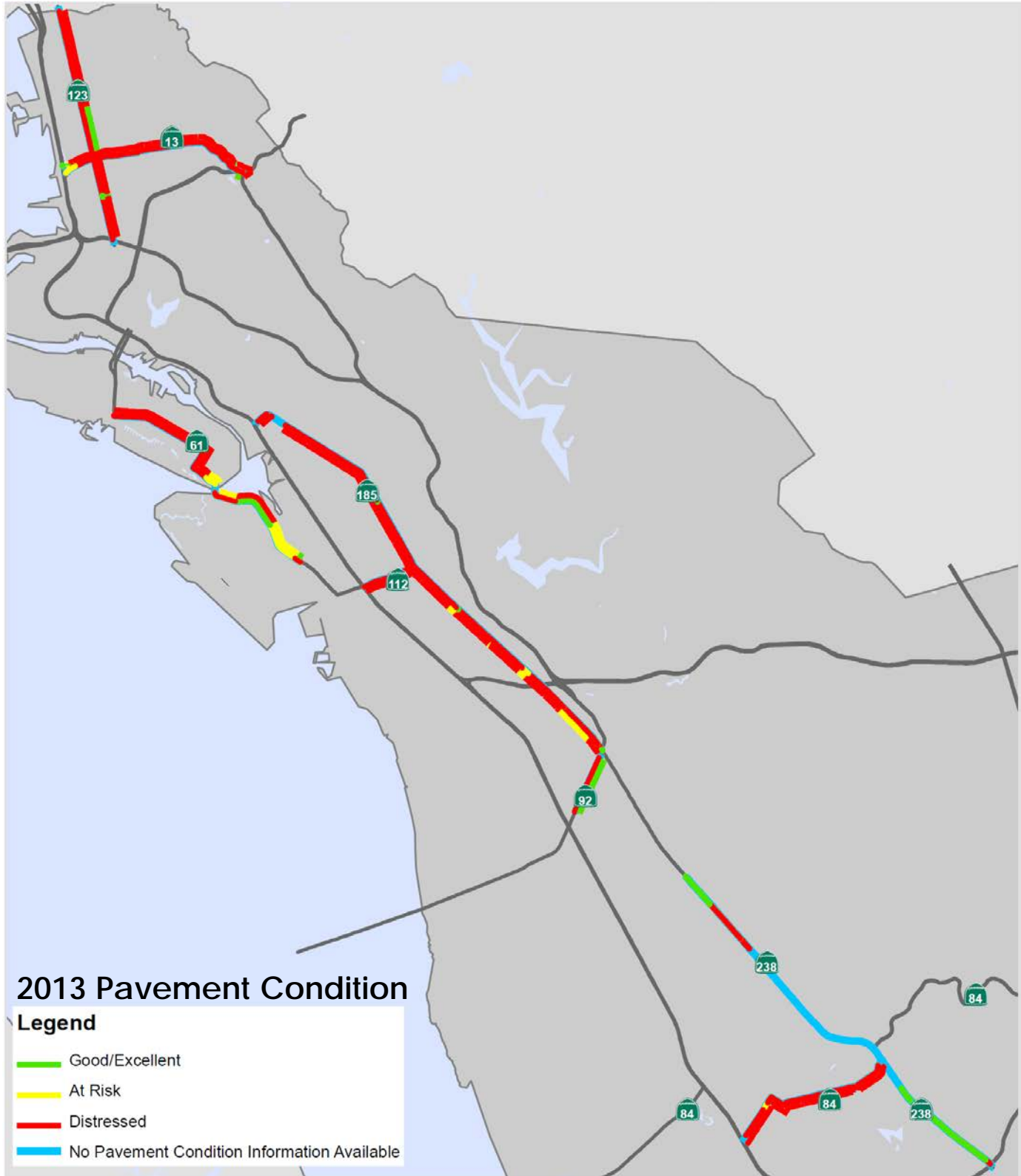
Initial discussion held; some interest by locals.

High D4 interest; no recent inquiries made or no interest by locals.

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# State Routes Segments Proposed for Relinquishment

## Pavement Condition 5.2D



Source: Caltrans Highway Pavement Condition Inventory  
Note: Some segments do not have directional pavement data

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# State Routes Segments Proposed for Relinquishment

## Bridge and Overpass Condition 5.2E



Source: Federal Highway Administration: National Bridge Inventory (1992-2012)  
Note: Structural sufficiency is defined by the National Bridge Inventory's scoring criteria for bridge deck area

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# State Routes Segments Proposed for Relinquishment

## Transit Routes

5.2F



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# State Routes Segments Proposed for Relinquishment

## Bike Facilities

5.2G

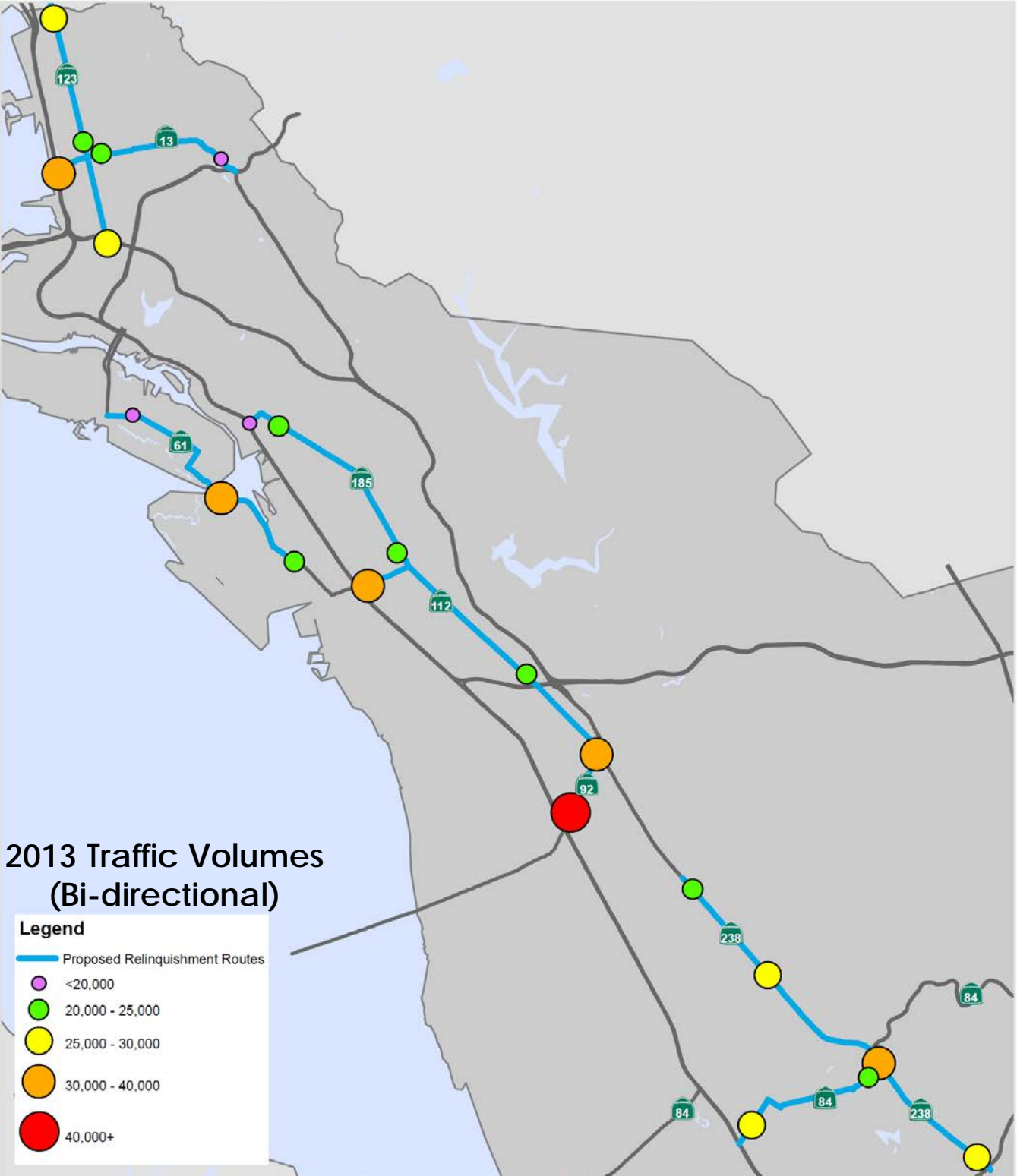


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# State Routes Segments Proposed for Relinquishment

## Traffic Volume

### 5.2H



Source: Caltrans 2013 Traffic Census Database

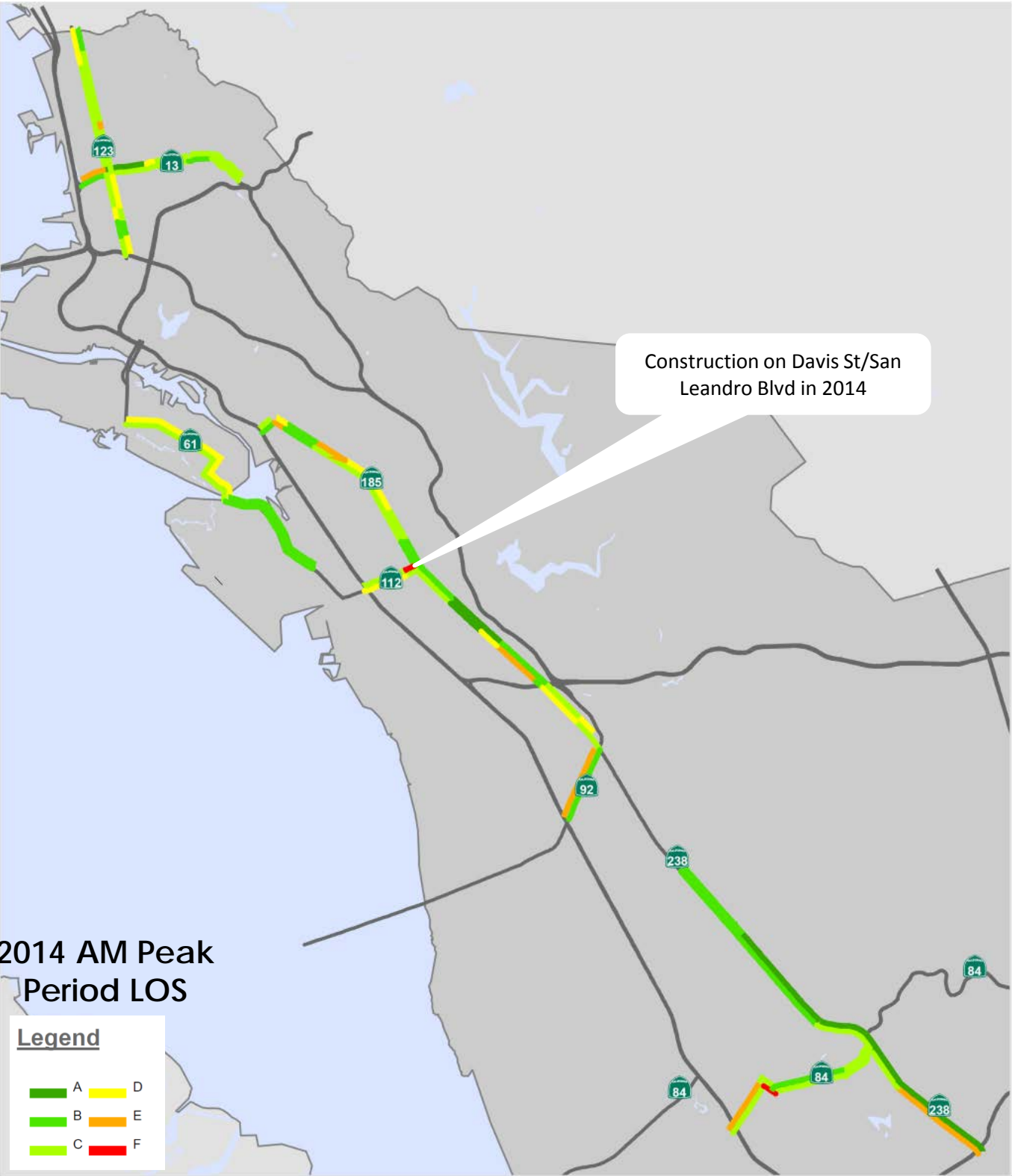
Note: Traffic Volume is bi-directional Annual Average Daily Traffic (AADT) for all vehicles

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# State Routes Segments Proposed for Relinquishment

## AM Peak Period Level of Service (LOS)

5.21

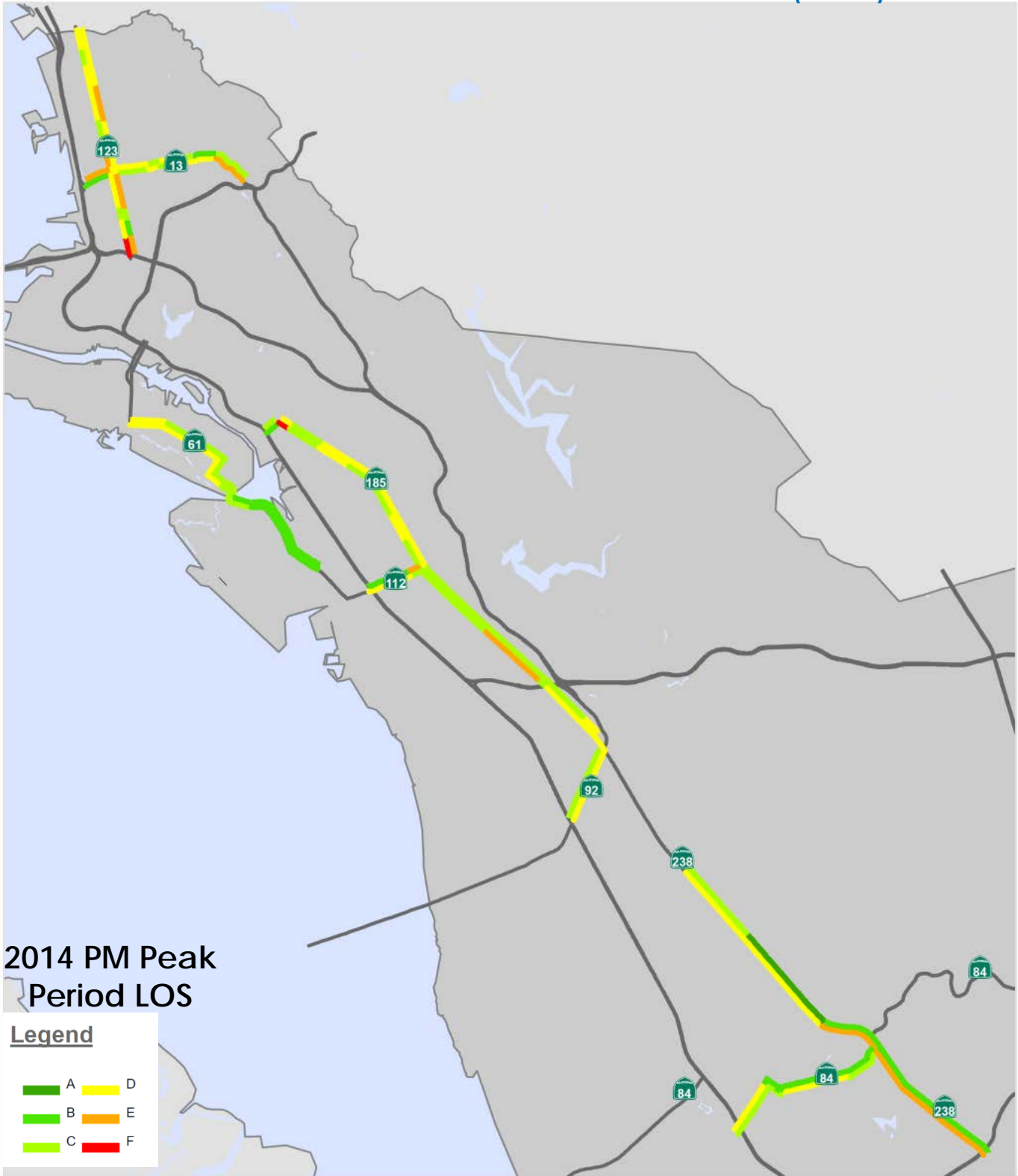


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# State Routes Segments Proposed for Relinquishment

## PM Peak Period Level of Service (LOS)

5.2J



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# State Routes Segments Proposed for Relinquishment

## Surrounding Land Use

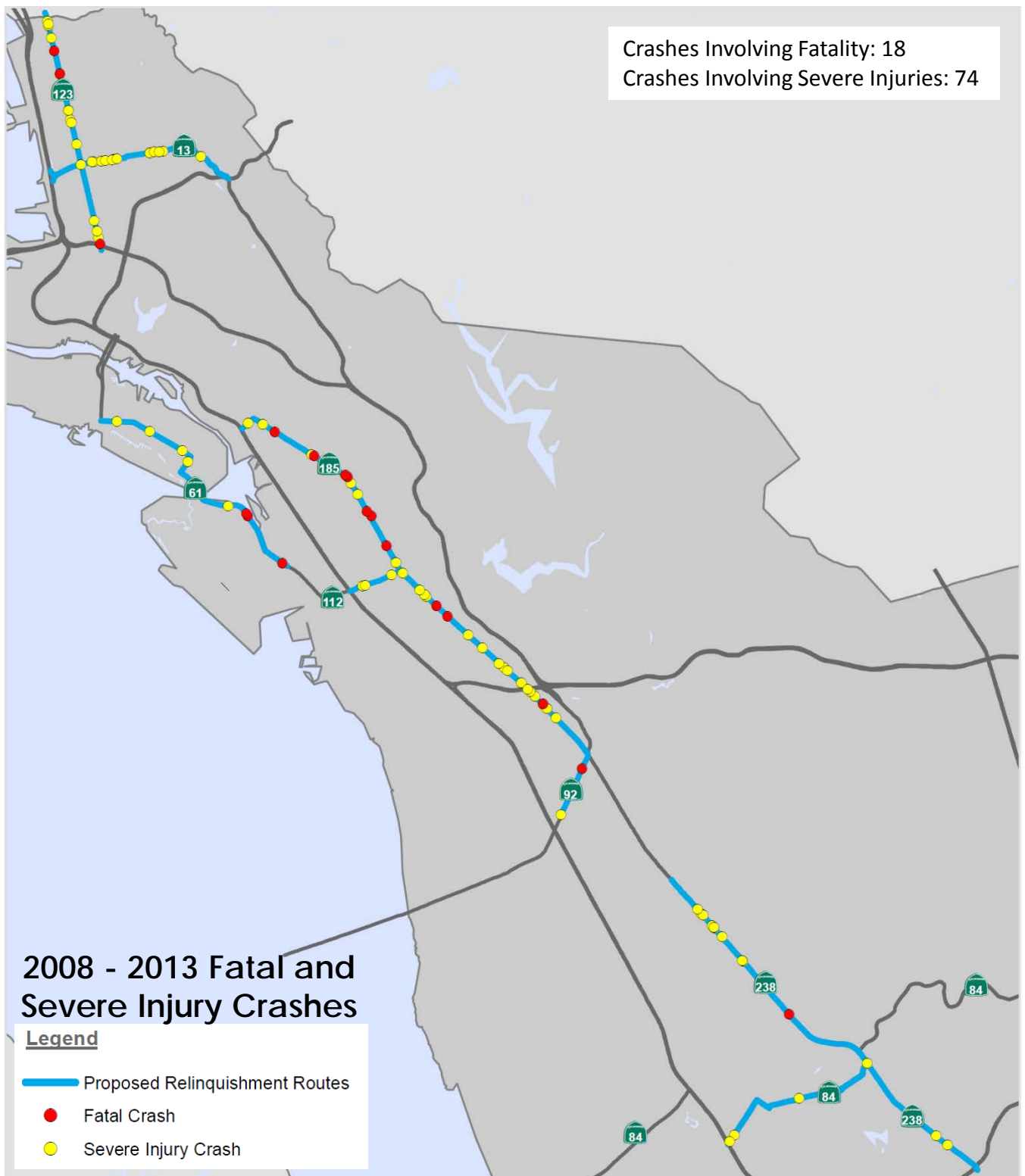
3.2K



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# State Routes Segments Proposed for Relinquishment

## Collisions 5.2L



Source: CHP Statewide Integrated Traffic Records System (SWITRS)

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# Memorandum

6.2

1111 Broadway, Suite 800, Oakland, CA 94607

• PH: (510) 208-7400

• [www.AlamedaCTC.org](http://www.AlamedaCTC.org)

**DATE:** May 4, 2015

**SUBJECT:** 2014 Performance Report

**RECOMMENDATION:** Receive an update on the 2014 Performance Report

## Summary

The Performance Report is a document prepared annually by the Alameda County Transportation Commission (Alameda CTC) that looks at the state of the transportation system in Alameda County. The Performance Report tracks trends in a series of performance measures, which are quantitative metrics used to assess progress toward specific goals. The performance measures capture overall commuting patterns, as well as individual modes and infrastructure including roadways, transit, biking, and walking. The measures are designed to be aligned with the goals of the Alameda Countywide Transportation Plan (CTP) and the Congestion Management Program (CMP) statute. The Performance Report, together with the Alameda CTC's other transportation system monitoring efforts, are critical for assessing the success of past transportation investments and illuminating transportation system needs that will require investments in the future.

## Background

The Performance Report is one of several performance monitoring documents produced by the Alameda CTC. The emphasis of the performance report is county-level analysis using existing, observed data that can be obtained on an annual basis. The Performance Report complements other monitoring efforts such as biennial level of service monitoring and annually collected bicycle and pedestrian counts which assess performance of specific modes at a more detailed level.

The Performance Report satisfies one of the five legislatively mandated elements of the CMP that the Alameda CTC must prepare as a Congestion Management Agency. More broadly, the Performance Report is a vital part of the Alameda CTC's work to plan, fund, and deliver transportation projects and programs throughout Alameda County.

This Performance Report is intended to cover fiscal year 2013-14 (FY13-14). Because some data sources are reported based on calendar years or publication of new data may lag

behind the preparation time of this report, data are not always available for this period. Therefore, this report uses the most current data available in the late-2014 to early-2015 timeframe when data for FY13-14 are unavailable.

The Executive Summary of the Performance Report is included as Attachment A. The full report is available online at the following link:

[http://www.alamedactc.org/app\\_pages/view/8129](http://www.alamedactc.org/app_pages/view/8129)

**Fiscal Impact:** There is no fiscal impact.

### **Attachments**

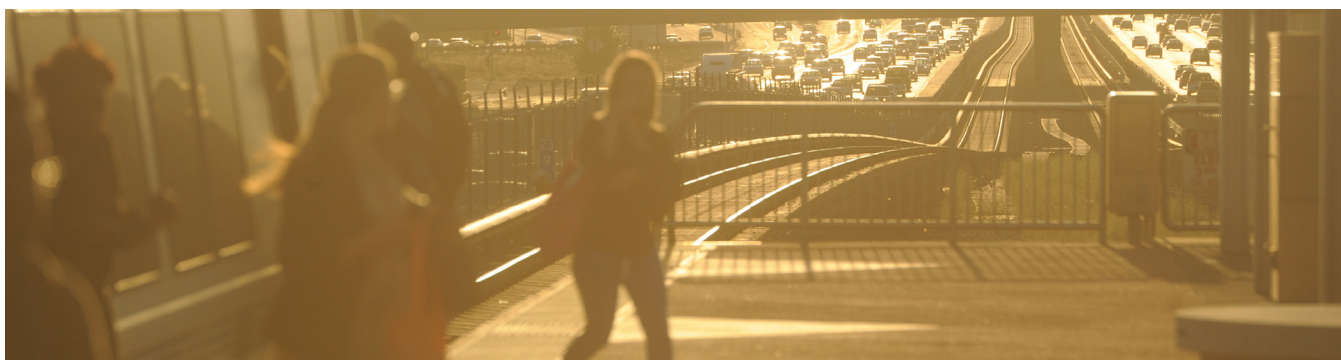
A. 2014 Performance Report Executive Summary

### **Staff Contact**

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

[Matthew Bomberg](#), Assistant Transportation Planner

[Dan Wu](#), Assistant Transportation Planner



## Executive Summary

Alameda County's extensive multimodal transportation network provides mobility and access for people and goods traveling within the County and beyond. Alameda CTC's fiscal year 2013-14 (FY2013-14) Performance Report captures trends in a series of performance measures that track progress toward key goals across overall travel patterns, roadways, transit, biking, walking, and livable communities.

**In the last decade,  
Alameda County  
residents' commutes  
to work have become  
more regional, more  
multimodal, and longer.**

## Travel Patterns

Commutes of Alameda County residents have become more regional in recent years. From 2005 to 2013, the percentage of residents who also work within the County decreased from 67 percent to 65 percent. Alameda County residents commute to work using various transportation modes. In 2013, 63 percent of Alameda County residents drove alone to work, while 10 percent carpoolled. More than a quarter of residents used a non-driving mode to work, with transit riders accounting for more than half of workers who do not drive.

Mode share to work varied between Alameda County residents who commute within County (intra-county) and those who commute to jobs in different counties (inter-county). In 2013, the share of residents who commute inter-county by non-driving modes (40 percent) was higher than the share of residents who commute intra-county by non-driving modes (22 percent). This difference resulted from a higher share of inter-county commuters taking transit (25 percent), as opposed to intra-county commuters taking transit (8 percent).





**A robust economy and regional employment growth have led to roadway traffic volume increases, particularly at freeways and bridges leading into Alameda County. The increase in roadway traffic volume has also led to slower and more congested roadway system performance in 2014.**

In the last decade, Alameda County's commute-to-work mode share has become more multimodal. Driving-alone and carpool mode shares to work have declined several years in a row and were at 63 percent and 10 percent in 2013, respectively. From 2000 to 2013, BART exhibited the largest commute mode share increase (3 percent), followed by work from home (2 percent), and bicycling (1 percent).

Alameda County residents' journey to work travel times also increased across all travel modes from 2005 to 2013; overall, travel time to work increased by about 3 minutes. During this time period, residents who commuted by bus saw the largest increase in average travel time (nearly 6 minutes). Alameda County workers commuting by BART experienced the longest average travel time; more than 40 percent of these workers commute longer than 1 hour.

The driver licensing rate of Alameda County residents has also decreased from 2005 to 2013; this trend is consistent with the national driver licensing rate trend. The greatest decrease in driver license rate is among drivers below age 35. From 2005 to 2013, the driver license rate of the age groups 16-19 and 20-34 decreased from 49 to 39 and 96 to 80 per 100 people, respectively.

### Roadways

A robust economy and regional employment growth have led to roadway traffic volume increases, particularly at freeways and bridges leading into Alameda County. From FY2012-13 to FY2013-14, median weekly volumes at these key gateways grew around 1-2 percent. Traffic volumes on the San Mateo and Dumbarton Bridges grew around 8-9 percent, and could be attributed to employment growth on the Peninsula and in Santa Clara County.

The increase in roadway traffic volume has also led to slower and more congested roadway system performance in 2014. Average freeway speed in all time periods (weekday a.m., weekday



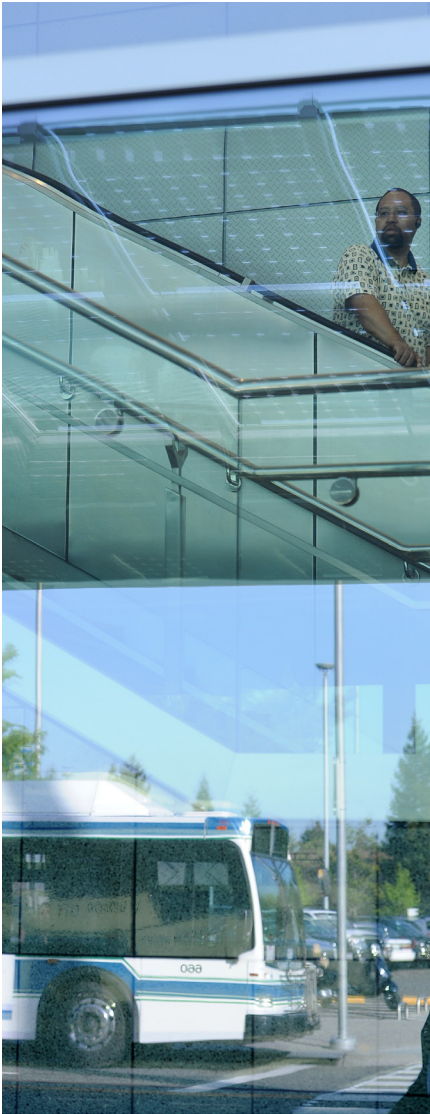
midday, weekday p.m., and weekend midday) declined from FY2012-13 to FY2013-14. The a.m. and p.m. peak-hour speeds declined by more than 5 percent at many key freeway segments in the County. The most severe freeway delay (excess travel time from speeds dropping below 35 mph) climbed by 15 percent in FY2013-14 over the previous year. The Metropolitan Transportation Commission (MTC) found that in 2013, six of the Bay Area's 10 most congested freeway segments are in Alameda County; this finding corroborated the County's trends in freeway volume, speed, and congestion.

Local street and road average pavement condition Index (PCI), a measure of pavement quality, has remained relatively constant in recent years. In 2013, the local street and road PCI was 67. Around 22 percent of local street and road centerline mileage in Alameda County has a PCI of "poor" or "failed," and additional miles are "at risk," meaning they will deteriorate rapidly if preventive maintenance is not undertaken.

Pavement condition on the state highway system is assessed on three levels of distress—poor ride only, minor pavement distress (pavement in poor condition with significant cracks), and major pavement distress (pavement in poor condition with extensive cracks). The most recent California Department of Transportation (Caltrans) evaluation shows that in 2012, 22 percent of Alameda County's state highway system lane miles were in these three levels of distress with 7 percent and 3 percent of lane miles in minor and major distress, respectively. Poor pavement quality affects road users of all types, and addressing outstanding maintenance needs will require significant future adherence to "fix it first" commitments.

Collisions on Alameda County roadways declined from 2001 to 2011, but increased from 2011 to 2012 (the most recent year for which complete data is available). From 2011-2012, the number of fatalities increased 31 percent to 77, and the number of injury and fatal crashes increased by 6 percent to 6,605. These increases indicate that roadway safety requires continued attention. However, the number of collisions divided by the number of driver





licenses in Alameda County was similar in 2011-2012. This suggests that the increase in collisions from 2011 to 2012 may be due to an increased number of drivers and an increased level of driving.

### Transit

Transit plays a critical role in Alameda County by providing vital accessibility to individuals and businesses in the County. Transit ridership increased by 1.2 percent from FY2012-13 to FY2013-14, the third consecutive year of ridership growth. The growth brought ridership to its highest level in more than five years (more than 96 million annual boardings), though ridership remains below pre-recession levels. However, Alameda County's population growth has outpaced the transit ridership increase; in FY2007, Alameda County saw about 67 annual boardings per person, but saw only 61 annual boardings per person in FY2014.

Bus and ferry services saw ridership increases from FY2012-13 to FY2013-14, while BART and commuter rail ridership remained relatively constant. Bus ridership increased for the second consecutive year after four years of decline or stagnation during the recent recession, but remained roughly 10 million riders below the FY2007 level. Note that although bus ridership began to recover, service levels have generally not been restored from major service cuts instituted during the recession. BART ridership stayed flat in 2014 compared to in 2013, and this is most likely attributed to BART strike days in July and October 2014.

Service utilization—the ratio of how many people ride transit to the amount of revenue service operated—is a more accurate measure of transit operator success than just ridership, as it accounts for efficiency. BART boardings per revenue vehicle hour (RVH) has remained relatively constant from FY2012-13 to FY2013-14 but has steadily improved since 2005, as it has successfully attracted new riders while adding minimal additional service. AC Transit's boardings per RVH have also remained relatively constant from FY2012-13 to FY2013-14, but have increased steadily since 2009. This trend can be attributed to

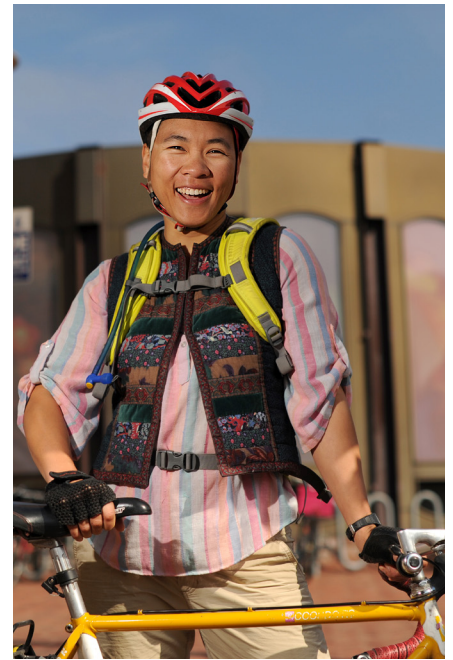
AC Transit cutting service faster than boardings declined (FY2009 to FY2011), and in the last two years due to ridership growth. Other smaller operators have had a range of experiences with service utilization.

Transit service reliability can be measured by the time and distance operated between service disruptions. Vehicle breakdowns and other equipment failures are frequently a product of aging equipment and infrastructure. All transit operators saw a reduction in the distance or time that their vehicles operated between service interruptions in FY2014. These trends point to the fact that Alameda County's transit operators have a number of aging assets that require rehabilitation or replacement.

## Bicycling

Bicycling is affordable for users, linked to positive public health outcomes, environmentally sustainable, and contributes to efficient utilization of space. Bicycling's work-trip mode share has remained relatively consistent in 2013 as compared to 2012, but it has nearly doubled over the last decade. The number of cyclists observed at the 63 count locations monitored by Alameda CTC declined over the last year for all time periods. This trend could be attributed to the manual counts coinciding with the BART strike from September to October of 2013. Although no counts were conducted on strike days, the uncertainty around transit service may have led people to work from home or use other transportation modes instead of bicycling to access transit.

Collisions involving bicyclists dropped in 2012 from 2011, after having increased over the last decade. However, the bicyclist collision rate may be declining, as the number of collisions involving cyclists has grown more slowly than participation in cycling. Yet, safety and perceived lack of safety remain barriers that prevent cycling from being a more prevalent activity—with participation by people who reflect the demographic makeup of the overall population that lives and works in Alameda County.







During the last year, jurisdictions reported implementing over 40 miles of bikeways, including nearly 12 miles of Class I multiuse trails. The completion of the approach to the Bay Bridge bike and pedestrian path accounted for considerable mileage. Several jurisdictions also implemented various types of upgraded bicycle lanes including bicycle lanes that use buffers, green paint, and other treatments to increase visibility and comfort for cyclists.

At the conclusion of FY2013-14, nine of 15 jurisdictions had adopted local bicycle master plans within the last five years. Four of the remaining six have plan development or update work underway.

Thousands of Alameda County residents and workers participated in bike safety education classes (which have grown steadily since they began in FY2009-10), and many more have participated in or seen Alameda CTC's iBike encouragement campaign, which includes Bike to Work Day.

### Walking

Walking is fundamental to all transportation modes—every trip begins and ends with walking. For many users of the Alameda County transportation system, walking is their sole mode of transportation. Walking has held steady as the mode used by between 3 percent and 4 percent of Alameda County workers for their commute for the past decade, though this statistic understates walking's role in the transportation system, as the vast majority of walking trips are made for non-work purposes. The most recent household travel survey with data on all types of travel found that walking accounts for 11 percent of all trips, and this statistic excludes walking's role as an access and egress mode for transit and driving trips.

Pedestrian counts collected through the Alameda Countywide Count Program suggest that pedestrian volumes have decreased slightly from 2012 to 2013. This trend could be attributed to the manual counts coinciding with the BART strike from September to October of 2013. Although no counts were conducted on strike

days, the uncertainty around transit service may have led workers to work from home or use other modes instead of walking to access transit.

Collisions involving pedestrians increased in 2012; in particular, the number of injury and fatal collisions involving pedestrians in 2012 was higher than the average number of collisions involving pedestrians from the last 11 years. This trend highlights the fact that pedestrian safety remains an issue that requires education, enforcement, and infrastructure-based strategies, especially as increasing transit and active transportation mode usage results in greater levels of walking.

In FY2013-14, 13 jurisdictions reported completing a total of 43 major pedestrian capital projects. These projects span a wide variety of improvement types, ranging from closing gaps in the County's trail and sidewalk network, to major trail and pathway rehabilitation, to improvements to the safety and comfort of pedestrian facilities and pedestrian crossings.

At the conclusion of FY2013-14, seven of 15 jurisdictions had adopted local pedestrian master plans within the last five years. Four of the remaining eight have plan development or update work underway.

In addition, the Alameda County Safe Routes to School Program, which promotes the use of alternative modes to get to school, continued its rapid growth; the program was in 155 total schools during the 2013-14 school year, an increase of eight schools over the previous school year.

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### Livable Communities

To encourage trips using alternate transportation modes and to improve the quality of life, this report also looked at key performance measures of livable communities in Alameda County. Housing production and permitting are indicators of overall transportation and housing affordability as well as represent potential housing opportunities close to jobs and services. Housing production is a notorious challenge in the Bay Area, and from 2007 to 2014, Alameda County has met less than 40 percent of the regional housing needs allocation set by the Association of Bay Area Governments.

With a recovering economy, FY2013-14 saw an active development market, for both residential and non-residential projects. Dublin, Emeryville, Fremont, Hayward, Livermore, Newark, Oakland and Pleasanton all approved at least one residential project with over 100 housing units, while Oakland, San Leandro and Union City approved commercial or industrial projects of at least 100,000 square feet. Of the 13 residential projects having at least 100 units approved in FY2013-14, only five were within a half-mile of regional transit service.

To encourage alternate modes, Alameda County's jurisdictions have adopted Transportation Demand Management (TDM) policies and design guidelines related to bicycling, walking, transit, carpool/vanpool, and park-and-ride strategies. Alameda CTC requires that local jurisdictions report annually on how they have met the minimum requirements to adopt TDM policies and guidelines as part of the CMP. According to Alameda CTC's latest TDM checklist survey, jurisdictions have a high degree of adoption of bicycling- and walking-related strategies, but a lower adoption rate of transit, carpool, and park-and-ride strategies. As TDM policies continue to develop, Alameda CTC plans to update the range of TDM strategies in the annual TDM checklist.