



## Planning, Policy and Legislation Committee Meeting Agenda Monday, March 12, 2018, 10:30 a.m.

Committee Chair: John Bauters, City of Emeryville      Executive Director: Arthur L. Dao  
Vice Chair: Rebecca Kaplan, City of Oakland      Staff Liaison: [Tess Lengyel](#)  
Members: Keith Carson, Scott Haggerty, Barbara Halliday, John Marchand, Lily Mei, Elsa Ortiz, Kriss Worthington      Clerk of the Commission: [Vanessa Lee](#)  
Ex-Officio: Richard Valle, Pauline Cutter

### 1. Call to Order/Pledge of Allegiance

### 2. Roll Call

### 3. Public Comment

### 4. Consent Calendar

Page/Action

- |  |   |   |
|--|---|---|
| 4.1. <a href="#">Approve February 12, 2018 PPLC Meeting Minutes</a>  | 1 | A |
| 4.2. <a href="#">Congestion Management Program (CMP): Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments Update</a> | 5 | I |

### 5. Regular Matters

- |   |    |   |
|---|----|---|
| 5.1. <a href="#">Approve legislative positions and receive an update on federal, state, and local legislative activities</a>  | 9  | A |
| 5.2. <a href="#">Safe Routes to Schools Program update and approve contract extensions</a>  | 27 | A |
| 5.3. <a href="#">Approve the grade crossing prioritization framework and approve staff using the prioritization results to advance discussions for a joint advocacy and improvement program</a>                             | 41 | A |
| 5.4. <a href="#">Planning and Programming On-call Technical Services: Approve to issue a Request for Proposal for consultant services and authorize Executive to enter into and execute all related agreements Director</a> | 55 | A |

### 6. Committee Member Reports

### 7. Staff Reports

### 8. Adjournment

Next Meeting: Monday, April 9, 2018

Notes:

- All items on the agenda are subject to action and/or change by the Commission.
- To comment on an item not on the agenda (3-minute limit), submit a speaker card to the clerk.
- Call 510.208.7450 (Voice) or 1.800.855.7100 (TTY) five days in advance to request a sign-language interpreter.
- If information is needed in another language, contact 510.208.7400. Hard copies available only by request.
- Call 510.208.7400 48 hours in advance to request accommodation or assistance at this meeting.
- Meeting agendas and staff reports are available on the [website calendar](#).
- Alameda CTC is located near 12th St. Oakland City Center BART station and AC Transit bus lines. [Directions and parking information](#) are available online.



### Alameda CTC Schedule of Upcoming Meetings:

**Commission Chair**  
Supervisor Richard Valle, District 2

**Commission Vice Chair**  
Mayor Pauline Cutter,  
City of San Leandro

**AC Transit**  
Board President Elsa Ortiz

**Alameda County**  
Supervisor Scott Haggerty, District 1  
Supervisor Wilma Chan, District 3  
Supervisor Nate Miley, District 4  
Supervisor Keith Carson, District 5

**BART**  
Director Rebecca Saltzman

**City of Alameda**  
Mayor Trish Spencer

**City of Albany**  
Councilmember Peter Maass

**City of Berkeley**  
Councilmember Kriss Worthington

**City of Dublin**  
Mayor David Haubert

**City of Emeryville**  
Mayor John Bauters

**City of Fremont**  
Mayor Lily Mei

**City of Hayward**  
Mayor Barbara Halliday

**City of Livermore**  
Mayor John Marchand

**City of Newark**  
Councilmember Luis Freitas

**City of Oakland**  
Councilmember At-Large  
Rebecca Kaplan  
Councilmember Dan Kalb

**City of Piedmont**  
Vice Mayor Teddy Gray King

**City of Pleasanton**  
Mayor Jerry Thorne

**City of Union City**  
Mayor Carol Dutra-Vernaci

**Executive Director**  
Arthur L. Dao

Description	Date	Time
Alameda County Technical Advisory Committee (ACTAC)	April 5, 2018	1:30 p.m.
Finance and Administration Committee (FAC)	April 9, 2018	8:30 a.m.
I-680 Sunol Smart Carpool Lane Joint Powers Authority (I-680 JPA)		9:30 a.m.
I-580 Express Lane Policy Committee (I-580 PC)		10:00 a.m.
Planning, Policy and Legislation Committee (PPLC)		10:30 a.m.
Programs and Projects Committee (PPC)		12:00 p.m.
Transit Planning Committee (TPC)		1:30 p.m.
Independent Watchdog Committee (IWC)	July 9, 2018	5:30 p.m.
Paratransit Technical Advisory Committee (ParaTAC)	September 11, 2018 (tentative)	9:30 a.m.
Alameda CTC Commission Meeting	March 22, 2018	2:00 p.m.
Paratransit Advisory and Planning Committee (PAPCO)	March 26, 2018	1:30 p.m.
Bicycle and Pedestrian Community Advisory Committee (BPAC)	March 29, 2018	5:30 p.m.

All meetings are held at Alameda CTC offices located at 1111 Broadway, Suite 800, Oakland, CA 94607. Meeting materials, directions and parking information are all available on the [Alameda CTC website](http://www.AlamedaCTC.org).

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**1. Pledge of Allegiance**

**2. Roll Call**

A roll call was conducted. All members were present with the exception of Commissioner Worthington and Commissioner Chan.

**3. Public Comment**

There were no public comments.

**4. Consent Calendar**

**4.1. Approval of the November 13, 2017 PPLC meeting minutes.**

**4.2. Update on the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments.**

*Commissioner Marchand moved to approve the Consent Calendar. Commissioner Kaplan seconded the motion. The motion passed with the following votes:*

Yes: Halliday, Haggerty, Marchand, Mei, Saltzman, Cutter, Kaplan, Valle  
No: None  
Abstain: None  
Absent: Worthington, Chan

**5. Legislation**

**5.1. Receive an update on federal, state, regional, and local legislative activities and approve legislative positions.**

Tess Lengyel provided an update on federal, state, regional, and local legislative activities. On the federal side, Tess provided information on the Trump Administration infrastructure proposal and highlighted components that will affect transportation. Regarding state matters, Ms. Lengyel provided information on SB 1, new leadership positions with the President Pro Tempore, Senator Toni Atkins, and the former CalSTA Secretary, Brian Kelly recently taking the Executive Director position at the California High Speed Rail Authority. Ms. Lengyel update the Commissioners on the current approval status of Regional Measure 3 and then recommended that the Commission take a support position on Proposition 69.

*Commissioner Haggerty moved to approve this item. Commissioner Mei seconded the motion. The motion passed with the following vote:*

Yes: Halliday, Haggerty, Marchand, Mei, Saltzman, Cutter, Kaplan, Valle  
No: None  
Abstain: None  
Absent: Worthington, Chan

## 6. Planning and Policy

### 6.1. Receive an update on Year Two of the Affordable Student Transit Pass Pilot Program; approve the sites and parameters for Year 3 of the Affordable Student Transit Pass Pilot; Authorize Alameda CTC staff to enter into all necessary agreements and contracts for program implementation, including consultant and administrative support for expansion.

Cathleen Sullivan provide an update on year two of the Affordable Student Transit Pass Pilot Program. She reviewed the program background and evaluation as well as the year one pilot highlights. She also discussed the program design, participating schools, and year two findings and pass distribution through November 2017. Ms. Sullivan provided information on integration of BART into the pilot, specifically ticket distribution and usage. Ms. Sullivan reported on regional peer program research and recommended that the Commission approve the recommended year three pilot parameters. She concluded her report by reviewing the program schedule and next steps.

Commissioner Cutter asked if there is any data on the different bus routes available to schools. Ms. Sullivan stated that there is a bus route column provided on the short list of 36 schools which lists the numbers of routes available to each school.

Commissioner Valle wanted more information on the staff administration for the pilot as compared to the budget. Ms. Sullivan noted that there were several changes to the program to reduce administrative burdens and costs.

Commissioner Valle asked if there was funding identified for the long term of the program. Ms. Lengyel noted that staff is actively pursuing funding for the program at the local, regional and state levels. In addition, she noted that the agency can link travel training as part of a future Safe Routes to Schools grant application for Active transportation projects funding. She noted that cap and trade funds and STA funds are actively being pursued.

Commissioner Valle asked if there was data correlated to attendance. Ms. Sullivan noted that there are many factors that affect attendance and that it's very challenge to see a one-to-one correlation between the pilot program and school attendance, other than commentary received from students as part of the surveys done for the program.

Commissioner Kaplan asked who made the decision that SB1 money is not eligible to fund this program. Ms. Lengyel stated that the California Transportation Commission (CTC) drafted the SB1 guidelines and she noted that the agency will continue to advocate for funding options for the program with CTC Executive staff.

Commission Kaplan asked if there is an option for students who do not qualify for the means based pass to access a Clipper Card onsite at schools. Ms. Lengyel stated that staff is working with transit operators on having the passes available on site.

Commissioner Saltzman suggested that there be a strategy session or an agency working group created to discuss long term funding options for the program.

Commissioner Cutter asked if the data from the pilot program is effective and could be used to estimate long term program sustainability. Ms. Sullivan noted that the data from the pilot has proven reliable and can help the agency develop fund estimates for implementing a full program.

Commissioner Halliday requested that staff inform the Commissioners on travel training events that are held at the schools for the program so that Commissioners can attend.

There was a public comment on this item by John Claussen of Genesis who encouraged the Commissioners to visit the schools to see the importance of the program.

Commissioner Kaplan moved to approve this item. Commissioner Saltzman seconded the motion. *The motion passed with the following vote:*

Yes: Halliday, Haggerty, Marchand, Mei, Saltzman, Cutter, Kaplan, Valle  
No: None  
Abstain: None  
Absent: Worthington, Chan

## **7. Committee Member Reports**

Commissioner Mei noted that Senator Wieckowski introduced a bill to have Caltrans relinquish part of State Route 84 to Fremont.

Commissioner Kaplan noted that the City of Oakland is working on potential taxation of Transportation Network Companies (TNC's).

## **8. Staff Reports**

There were no staff reports.

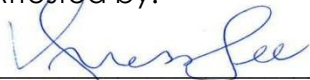
## **9. Adjournment/ Next Meeting**

The next meeting is:

Date/Time: March 12, 2018 at 10:30 a.m.

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

Attested by:



Vanessa Lee,  
Clerk of the Commission

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# Memorandum

4.2

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

**DATE:** March 5, 2018

**TO:** Planning, Policy and Legislation Committee

**FROM:** Saravana Suthanthira, Principal Transportation Planner  
Chris G. Marks, Associate Transportation Planner

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

## Recommendation

Alameda CTC's review and comments on Environmental Documents and General Plan Amendments. This item is for information only.

## 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 February 12, 2018, the Alameda CTC reviewed one DEIR. A response was submitted and is included in Attachment A.

**Fiscal Impact:** There is no fiscal impact associated with the requested action.

## Attachment

- A. Response to the Draft Environmental Impact Report for the Alameda Marina Master Plan and Density Bonus Applications

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February 15, 2018

Andrew Thomas  
Assistant Community Development Director  
City of Alameda  
2263 Santa Clara Avenue, Room 190  
Alameda, CA 94501

**SUBJECT:** Response to the Draft Environmental Impact Report for the Alameda Marina Master Plan and Density Bonus Applications

Dear Mr. Thomas,

Thank you for the opportunity to comment on the Draft Environmental Impact Report (DEIR) for the Alameda Marina Master Plan and Density Bonus Applications. The proposed project redevelops a 44-acre site located at 1801 Clement Avenue, within the City of Alameda, adding 160,000 square feet of commercial space and 760 residential units. The project also includes rehabilitation and reconstruction of up to 4,000 feet of existing seawalls and bulkheads, the existing marina, and existing infrastructure and utilities. The waterfront site is located along Clement Ave between Grand Ave and the United States Navy Support Center.

Alameda CTC respectfully submits the following comments on the DEIR:

- Alameda CTC notes that the project's residential uses are estimated to generate 509 new pm-peak trips—most of which would be new automobile trips. Transportation Demand Management (TDM) measures outlined in Impact TRA-1 (pages 4.12-26 and -27) include transit passes for residents and employees, unbundled parking, and car-share access. These TDM measures are estimated to reduce the Vehicle Miles Traveled (VMT) between five to seven percent and divert some auto trips to walking, biking, and transit trips.
- Page 4.12-22 of the DEIR lists the Congestion Management Program (CMP) roadways located within the project study area and also includes information on the significance criteria for the CMP roadway impact analysis purposes. However, the DEIR does not include the impact analysis details for these CMP roadways as identified in Alameda CTC's response to the Notice of Preparation of a DEIR for this project, dated November 30<sup>th</sup>, 2016.
- The DEIR states that southbound SR260 (the Webster Tube) from Seventh St to Atlantic is "grandfathered" under the CMP. While grandfathered segments are statutorily exempt from preparing a deficiency plan if found operating at LOS F during an LOS monitoring cycle, they are not exempt from review under the Land Use Analysis Program. Please include this roadway in the impact analysis.

- The DEIR concludes that the impacts to transit will be less than significant. However, the DEIR also states that there likely will be significant and unavoidable auto delay at the Park Street Bridge due to the increased demand created by the project. Since, several bus routes also use this same roadway/bridge, there will be an impact to transit performance as well. Therefore, these inconsistent findings need to be clarified in the DEIR.
- To calculate volume-to-capacity (V/C) ratios, the DEIR provided per-lane capacity assumptions (pages 4.12-41) of 2,000 vehicles per hour for freeway segments, 800 vehicles per hour for surface streets, and 900 vehicles per hour for arterial roadways. The report should provide a source for these assumptions.
- The TDM measures outlined in Mitigation Measure TRA-1 (page 4.12-26) are robust and consistent with established best practices. To further reduce the amount of Vehicle Miles Traveled by the project, the project team could consider the list of TDM measures Alameda CTC publishes in the CMP (see Chapter 5, TDM Element, page 71-81).

Thank you for the opportunity to comment on this DEIR. Please contact me at (510) 208-7426 or Chris G. Marks, Associate Transportation Planner at (510) 208-7453, if you have any questions.

Sincerely,



Saravana Suthanthira  
Principal Transportation Planner

cc: Chris G. Marks, Associate Transportation Planner



# Memorandum

5.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

**DATE:** March 5, 2018

**TO:** Planning, Policy and Legislation Committee

**FROM:** Tess Lengyel, Deputy Executive Director of Planning and Policy

**SUBJECT:** March Legislative Update

## Recommendation

Approve legislative positions and receive an update on federal, state, and local legislative activities.

## Summary

The March 2018 legislative update provides information on federal and state legislative activities, an update on the state budget, and recommendations on current legislation.

## Background

The Commission approved the 2018 Legislative Program in December 2017. The purpose of the legislative program is to establish funding, regulatory, and administrative principles to guide Alameda CTC's legislative advocacy. The final 2018 Legislative Program is divided into six sections: Transportation Funding; Project Delivery and Operations; Multimodal Transportation, Land Use, and Safety; Climate Change and Technology; Goods Movement; and Partnerships (Attachment A). The program is 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 the region as well as 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.

## **Federal Update**

CJ Lake, LLC, Alameda CTC's federal lobbying firm, provided the following summary of federal activities.

**President's fiscal year 2019 budget request:** On February 9, the president signed into law a two-year budget deal that significantly increases discretionary spending for both defense and non-defense funding for FY18 and FY19. However, the President's budget request was written prior to Congress reaching this budget deal, and does not reflect the increases in spending directed by Congress. The Office of Management and Budget released an addendum with the budget request that lays out a "roadmap for how to account for the increased spending caps in a responsible manner," including how to "fix certain budget gimmicks used to circumvent the spending caps." The following highlights account for the changes in funding priorities reflected in the addendum.

The president's budget request, "Efficient, Effective, Accountable: An American Budget," calls for increases in funding for the Department of Defense, to build a border wall, improve veterans' health care, and combat opioid abuse. The request also includes \$200 billion over the next decade to fund President Trump's infrastructure proposal.

The president's budget request sets the tone for the administration's top policy priorities; although, there is little expectation that the proposed funding shifts or program cuts will be included in the FY19 appropriations bills. Still, the budget can be considered a signaling device to Congress for appropriations purposes and to agencies for policy and grant-awarding purposes as to the Administration's priorities and preferences.

### **Department of Transportation Budget**

FY17 Enacted: \$19.3 billion

FY19 Requested Level: \$15.6 billion

The president's FY19 budget request for the Department of Transportation provides a 19 percent or \$3.7 billion decrease from the FY17 enacted base discretionary level. However, the request does honor the FY19 funding levels for surface transportation that were included in the Fixing America's Surface Transportation (FAST) Act; although, it does not request the \$20 million authorized for the §5312 transit research program. The budget includes \$57.4 billion in mandatory funding for FAST Act programs along with \$3.35 billion in mandatory funding for the FAA's Airport Improvement Program. In addition, the budget:

- Proposes to eliminate funding for DOT's TIGER grant program, which provides competitive grants for major surface transportation projects. The program is currently funded at \$500 million.

- Proposes to significantly reduce funding for the FTA's Capital Investment Grant program by only funding projects that are currently under a Full Funding Grant Agreement. The budget provides \$1 billion for existing projects and does not assume any additional federal funding for projects that are working through the new starts process, the core capacity program, or the small starts program. The budget assumes that funding will be provided through local resources. The CIG program was funded at \$2.413 billion in FY17.
- Includes \$200 million for Amtrak's Northeast Corridor and \$538 million for the National Network, which includes funding for State Supported Amtrak routes and Amtrak's Long Distance trains. State supported routes include the Capitol Corridor service (San Jose – Auburn), the Pacific Surfliner service (San Luis Obispo – San Diego) and the San Joaquins service (Bakersfield – Sacramento/Oakland). The budget proposes to have states begin to share the operating subsidy costs of long distance routes with the federal government. The budget reduces funding for the Northeast Corridor by \$128 million and the National Network \$529 million below FY17.
- Eliminates a total of \$98 million in funding for the Federal Railroad Administration's discretionary grant programs that were authorized in the FAST Act. These include the Consolidated Rail Infrastructure and Safety Improvement Program; the Federal State Partnership of State of Good Repair; and the Restoration and Enhancement grant program.
- Reduces funding for the Essential Air Service program by \$57 million and proposes reforms to the program by reducing support for service that results in high per passenger subsidies and ending subsidies to communities that are relatively close to other airports.
- Proposes reductions to the Federal Aviation Administration programs. FAA Operations is cut by \$95 million; Facilities and Equipment is cut by \$88 million and Research, Engineering and Development programs are cut by \$103 million.
- Renews its proposal to privatize the air traffic control operations of the Federal Aviation Administration. Despite the Administration support, the legislation proposed by House Transportation and Infrastructure Chairman Shuster has not yet passed the House floor.

### ***Trump Administration Infrastructure Proposal Outline***

The proposal calls for \$200 billion in federal funds that the administration is hoping will generate as much as \$1.5 trillion in infrastructure investment. In addition to the investment, the plan focuses on shortening project permitting time to two years, investing in rural projects, and better training to get more qualified workers. The administration has said that this proposal simply gives Congress a set of principles, and the administration will allow them to work out the details, including how to pay

for it. Although infrastructure legislation has historically been bipartisan, there is no guarantee that Congress will be able to pass an infrastructure plan this year, as some conservative Republicans are already objecting to the additional funds, while some Democrats are saying the \$200 billion is simply not enough to address all of our infrastructure needs. There are at least six committees in the House and five in the Senate that will consider elements of the plan.

The plan's main principle is that because states and localities own and finance most U.S. infrastructure, the best role for the federal government is: 1) to help create sustainable local revenue streams for projects, and 2) focus on federal permit streamlining. The proposal does not include any new permanent revenue streams, but rather cuts other programs to pay for the \$200 billion.

At the same time of the release of the proposal, the White House circulated a draft memo to 17 federal agencies that would speed up the time it takes to secure environmental permits for infrastructure projects. This draft memo would help implement an executive order signed in August that set a goal of completing the environmental review process for major projects within two years. The memo has three broad goals: "provide a more predictable, transparent and timely federal review and authorization process for delivering major infrastructure projects; establish standard operating procedures for how the federal government will make concurrent and synchronized reviews of major infrastructure projects, and eliminate duplication of effort among agencies, improve the efficiency of product delivery, make better informed decisions and promote good environmental, community and economic outcomes."

Below summarizes the proposal. Refer to Attachment A, White House Infrastructure Proposal for more detail.

#### *PART 1: Funding and Financing*

- **Infrastructure Incentives Program** (\$100 billion) is a competitive program for states and localities that are able to generate their own revenue to fund a portion of the project. Applies to surface transportation, airports, passenger rail, maritime and inland waterway ports, and other projects.
- **Rural Infrastructure Program** (\$50 billion) capital investment aims to spur growth in rural economies, facilitate freight movement, improve access to reliable, affordable transportation options, and enhance health and safety for residents and businesses in rural communities.
- **Transformative Projects Program** (\$20 billion) would fundamentally transform the way infrastructure is delivered or operated by providing funding and technical assistance for innovative and transformative infrastructure projects on a competitive basis. Funding would be available under three tracks: demonstration, project planning, and capital construction; applies to



transportation, clean water, drinking water, energy, commercial space, and telecommunications sectors.

- **Infrastructure Financing Programs** (\$20 billion) would advance major, complex infrastructure projects by increasing the capacity of existing federal credit programs to fund investments and by broadening the use of Private Activity Bonds.
- **Public Lands Infrastructure** (new Interior Maintenance Fund) would be paid for by enabling the additional revenues generated from energy development on public lands to pay for capital and maintenance needs.
- **Disposition of Federal Real Property and Federal Capital Financing Fund** (\$10 billion) would allow for the disposal of federal assets to improve the allocation of economic resources in infrastructure investment and would endow a revolving fund to allow the General Services Administration (GSA) to address the current process for GSA to make big real estate purchases.

#### *PART 2: Additional Provisions for Infrastructure Improvements*

These provisions propose a wide variety of changes to the laws governing existing infrastructure programs that affect highways, mass transit, rail, airports, water (Environmental Protection Agency), and water (U.S. Army Corps of Engineers). In particular, the administration includes language to exempt projects across all modes with only a “de minimis” federal financing contribution from the regulatory and planning paperwork burdens that come with federal funding.

#### *PART 3: Permitting*

The infrastructure permitting section of the proposal aims to create a new expedited structure for review, delegate more decision-making to states, and authorize pilot programs through which agencies may experiment with innovative approaches to environmental reviews. It also includes judicial reform.

#### *PART 4: Workforce Development*

The workforce development provisions provide for access to education to ensure the country has enough skilled labor to perform not only existing work, but new opportunities created by the proposal.

## State Update

Platinum Advisors, Alameda CTC's state lobbying firm, provided the following summary of state activities.

**Transportation budget:** The Legislative Analyst's Office (LAO) released its overview of the governor's January transportation spending proposals. This review provides the basis for the budget subcommittee discussions. The governor's budget proposal contains \$22.5 billion from all funding sources for transportation in the 2018-19 budget year, an increase of \$4.2 billion over the current year. Revenues from SB 1 are estimated to be \$2.8 billion in the current fiscal year, \$4.6 billion in 2018-19, and \$6.8 billion annually within 10 years. The LAO report can be found here: <http://www.lao.ca.gov/Publications/Report/3745>

**Cap & Trade Plan:** Following the State of the State, Governor Brown released his expenditure plan for \$1.25 billion in auction revenues for the 2018-19 fiscal year. This amount is in addition the nearly \$2 billion in auction revenue that is automatically allocated for high-speed rail, transit operations, transit and intercity rail capital, and low-income housing. The budget summary of the governor's expenditure plan is available here: <http://www.ebudget.ca.gov/2018-19/pdf/BudgetSummary/ClimateChange.pdf>

The centerpiece of the governor's expenditure plan included issuing a new Executive Order dedicating \$2.5 billion over the next 8 years to expand the number of zero-emission vehicles from the current total of 350,000 to 5 million vehicles by 2030. The previous Executive Order set a goal of 1.5 million vehicles by 2025. The governor proposes to dedicate to the zero-emission vehicle initiative in 2018-19, \$235 million in auction revenue to California Energy Commission for hydrogen and electric charging stations, and provide a total of \$900 million for ZEV infrastructure through 2025. The governor also proposes to provide \$200 million annually in auction revenue to continue the Clean Vehicle Rebate program.

The balance of the Cap and Trade Expenditure Plan includes the following programs (see table on next page).

Figure CLI-01  
**2018-19 Cap and Trade Expenditure Plan**  
(Dollars in Millions)

<i>Investment Category</i>	<i>Department</i>	<i>Program</i>	<i>Amount</i>
Air Toxic and Criteria Air Pollutants	Air Resources Board	AB 617 - Community Air Protection	\$250
		Technical Assistance to Community Groups	\$5
Low Carbon Transportation	Air Resources Board	Clean Vehicle Rebate Project	\$175
		Clean Trucks, Buses, & Off-Road Freight Equipment	\$160
		Enhanced Fleet Modernization Program, School Buses & Transportation Equity Projects	\$100
	Energy Commission	Low Carbon Fuel Production	\$25
Climate Smart Agriculture	Air Resources Board	Agricultural Diesel Engine Replacement & Upgrades	\$102
	Energy Commission	Energy Efficiency	\$34
	Department of Food and Agriculture	Healthy Soils	\$5
	Energy Commission	Renewable Energy	\$4
Healthy Forests	CAL FIRE	Healthy & Resilient Forests	\$160
	CalOES	Local Fire Response	\$25
Short-Lived Climate Pollutants	Department of Food and Agriculture	Methane Reduction	\$99
	CalRecycle	Waste Diversion	\$20
Integrated Climate Action: Mitigation & Resilience	Strategic Growth Council	Transformative Climate Communities	\$25
	IBank	California Integrated Climate Investment Program	\$20
	California Conservation Corps	Energy Corps	\$6
Climate and Clean Energy Research	Strategic Growth Council	California Climate Change Technology and Solutions Initiative	\$35
<b>Total</b>			<b>\$1,250</b>

**A voter threshold initiative for local government revenue measures:** The Attorney General's Office recently cleared for signature gathering another constitutional amendment initiative that would expand the requirement for supermajority approval to enact new local government revenue measures.

The changes in this initiative are extensive. Based on a quick review of this initiative, it would reverse recent Supreme Court decisions that found the cap & trade auction is neither a tax nor a fee, and another decision that found that local initiatives that increase or impose taxes or fees are not subject to the supermajority voter requirement. More specifically, this initiative would amend the Constitution to eliminate the distinction between a general tax and special tax, thus requiring any

tax, and many fees, to require a two-thirds vote of the governing board and the electorate.

The proponents are required to collect and submit 585,407 valid signatures by July 25, 2018 to qualify for the November ballot.

**Legislation**

February 16, 2018 was the deadline for bill introduction, and over 2,200 bills were introduced. Alameda CTC staff is reviewing legislation related to the adopted legislative platform and will bring positions for the Commission's consideration in the coming months. The following pieces of legislative are recommended for a position or as an update only as noted in the following table.

Bill Number	Bill Information	Recommendation
<a href="#">Proposition 70;</a> <a href="#">ACA-1 (Mayes)</a> Greenhouse Gas Reduction Reserve Fund.	ACA-1 created the Greenhouse Gas Reduction Reserve Fund and requires that the first appropriation of any moneys collected from the auction or sale of cap and trade allowances after January 1, 2024 be subject to a two-thirds vote of the Legislature. Upon the effective date of the two-thirds vote appropriation, moneys from the auction or sale of cap and trade allowances will return to being subject to a majority vote of the Legislature. Proposition 70, the Vote Requirement to Use Cap-and-Trade Revenue Amendment, is on the ballot in California as a legislatively referred constitutional amendment on June 5, 2018.	Alameda CTC's 2018 legislative program supports legislation that increases transportation funding. Requiring a two-thirds vote to appropriate cap and trade funds could potentially negatively affect the opportunity to fund critical transportation projects and programs. Staff recommends an <b>oppose position</b> on Proposition 70.
<a href="#">SB 989 (Wieckowski)</a> State highways: relinquishment.	Existing law provides that Caltrans has full possession and control of all state highways. This bill would authorize the California Transportation Commission to relinquish to the City of Fremont a specified portion of Route 84 within its city limits, upon terms and conditions the Commission finds to be in the best interests of the state, if the department and the city enter into an agreement providing for that relinquishment.	Alameda CTC's 2018 legislative program supports legislation that advances innovative project delivery and supports efforts to allow local agencies to advertise, award, and administer state highway system contracts. Staff recommends a <b>support position</b> on SB 989.

Bill Number	Bill Information	Update Only
<a href="#">AB 2304 (Holden)</a> Transit pass programs: status report.	Existing law declares that the fostering, continuance, and development of public transportation systems are a matter of statewide concern. Existing law authorizes Caltrans to administer various programs and allocates moneys for various public transportation purposes. This bill would require the department to submit a report to specified committees of the Legislature on or before January 1, 2022, on the status of transit pass programs statewide, as specified.	Alameda CTC's 2018 legislative program supports legislation that would fund expansion of the Affordable Student Transit Pass Program. Staff will follow this bill and coordinate with the author's office on addressing funding needs for student transit pass programs.
<a href="#">SB 1427 (Hill)</a> High-occupancy vehicle and high-occupancy toll lanes.	Existing law provides that Caltrans has full possession and control of the state highway system. Existing law authorizes the department to construct exclusive or preferential lanes for high-occupancy vehicles (HOVs). Existing law authorizes a regional transportation agency, as defined, in cooperation with the department to apply to the California Transportation Commission to develop and operate high-occupancy toll (HOT) lanes. This bill would provide that it is the intent of the Legislature to enact legislation to improve the performance of HOV and HOT lanes by providing additional resources for, and authorizing new approaches to, the enforcement of lane occupancy requirements.	Alameda CTC's 2018 legislative program supports legislation that protects the efficiency of managed lanes. Bay Area Metro supports this bill. Staff is watching this bill at this time, since it is a spot bill and will bring a recommendation to the Commission once further detail is added to the bill.

**Fiscal Impact:** There is no fiscal impact associated with the requested action.

**Attachment**

- A. White House Infrastructure Proposal

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**MEMORANDUM**

**TO: Art Dao, Executive Director  
Alameda County Transportation Commission**

**FROM: CJ Lake, LLC**

**RE: President Trump's Infrastructure Proposal Outline**

**DATE: February 12, 2018**

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**Summary**

Earlier today, the administration unveiled its infrastructure statement of principles along with the FY19 budget request. Because of the various leaks over the last few months, we have already reported on major elements of the plan. The proposal only calls for \$200 billion in federal funds that the administration is hoping will generate as much as \$1.5 trillion in infrastructure investment. In addition to the investment, the plan focuses on shortening project permitting time to two years, investing in rural projects, and better training to get more qualified workers. The administration has said that with this proposal they are simply giving Congress a set of principles, and allow them to work out the details, including how to pay for it. Although infrastructure legislation has historically been bipartisan, there is no guarantee that Congress will be able to pass an infrastructure plan this year as some conservative Republicans are already objecting to the additional funds, while some Democrats are saying the \$200 billion is simply not enough to address all of our infrastructure needs. There are at least six committees in the House and five in the Senate that will consider elements of the plan.

The plan's main principle is that because states and localities own and finance most U.S. infrastructure, the best role for the federal government is: 1) to help create sustainable local revenue streams for projects, and 2) focus on federal permit streamlining. The proposal does not include any new permanent revenue streams, but rather cuts other programs to pay for the \$200 billion.

At the same time of the release of the proposal, the White House is circulating a draft memo to 17 federal agencies that would speed up the time it takes to secure environmental permits for infrastructure projects. This draft memo would help implement an executive order signed in August that set a goal of completing the environmental review process for major projects within two years. The memo has three broad goals: "provide a more predictable, transparent and timely federal review and authorization process for delivering major infrastructure projects; establish standard operating procedures for how the federal government will make concurrent and synchronized reviews of major infrastructure projects, and eliminate duplication of effort among

agencies, improve the efficiency of product delivery, make better informed decisions and promote good environmental, community and economic outcomes.”

**Details:**

**PART 1 -- Funding and Financing**

***Infrastructure Incentives Program***

As mentioned previously, \$100 billion (half of the proposed federal investment) would go to the creation of a competitive program for states and localities who are able to generate their own revenue to fund a portion of the project.

- Surface transportation and airports, passenger rail, ports and waterways, flood control, water supply, hydropower, water resources, drinking water facilities, wastewater facilities, stormwater facilities, and Brownfield and Superfund site projects would all be eligible.
- The \$100 billion would be divided up in specific amounts to be administered by DOT, USACE, and EPA.
- Applicants will need to show how they will secure and commit new, non-Federal revenue to create long-term funding for infrastructure investments and maintenance and operation of those investments.
- The Incentives program will include a three-year “look-back period” to ensure that applicants who implemented new revenue sources prior to enactment of the program will receive credit.
- A grant could not exceed 20 percent of new revenue.
- Any individual state could not receive more than 10 percent of the total amount under the program.

***Rural Infrastructure Program***

The proposal calls for \$50 billion in capital investment for the Rural Infrastructure Program. The investment aims to spur growth in rural economies, facilitate freight movement, improve access to reliable and affordable transportation options, and enhance health and safety for residents and businesses in rural communities.

- \$40 billion, or 80 percent of the total, would be distributed to the governor of each State via formula distribution. The governors in consultation with designated Federal agencies and State directors of rural development will have discretion to choose individual investments to respond to the unique rural needs of their States.
- \$10 billion, or 20 percent, would be reserved for rural performance grants that would be distributed as block grants to be used for infrastructure projects in rural areas with populations of less than 50,000.

***Transformative Projects Program***



\$20 billion would be available for the Transformative Projects Program. This program would “fundamentally transform the way infrastructure is delivered or operated.” Funding and technical assistance would be provided to those projects that “bold, innovative, and transformative...that could dramatically improve infrastructure.” Projects that are capable of generating revenue with Federal support and would provide net public benefits would be eligible.

- The Department of Commerce would serve as the Chair for program administration with an interagency selection committee composed of representatives of relevant Federal agencies.
- Funding would be available under three tracks:
  - Demonstration (up to 30 percent of eligible costs),
  - project planning (up to 50 percent of eligible costs), and
  - capital construction (up to 80 percent of eligible costs).

Applicants could apply under all three tracks or under individual tracks.

### ***Infrastructure Financing Programs***

An additional \$20 billion would be made available to advance major, complex infrastructure projects by increasing the capacity of existing Federal credit programs to fund investments and by broadening the use of Private Activity Bonds (PABs). \*The proposed expansion of PABs is interesting to note considering the House tax bill would have eliminated PABs.\* Of this amount, \$14 billion would be directed to expanding existing credit programs while \$6 billion would provide tools and mechanisms for market participants to invest in public infrastructure through PABs.

- The proposal calls for the expansion of funding for the Transportation Infrastructure Finance and Innovation Act (TIFIA), Railroad Rehabilitation and Improvement Financing (RRIF), Water Infrastructure Finance and Innovation Act (WIFIA), and the Department of Agriculture Rural Utilities Service (RUS).
- Changes made to PABs to create flexibility and broaden eligibility.
  - Require public attributes for public infrastructure projects - either State or local governmental ownership or private ownership under arrangements in which rates charged for services or use of projects are subject to State or local governmental regulatory or contractual control or approval;
  - The proposal would expand and modify eligible exempt facilities for PABs to include the following public infrastructure projects.
    - Existing categories: airports (existing category); docks, wharves, maritime and inland waterway ports, and waterway infrastructure, including dredging and navigation improvements (expanded existing category); mass commuting facilities (existing category); facilities for the furnishing of water (existing category); sewage facilities (existing category); solid waste disposal facilities (existing category);

- Modified categories: qualified surface transportation facilities, including roads, bridges, tunnels, passenger railroads, surface freight transfer facilities, and other facilities that are eligible for Federal credit assistance under title 23 or 49 (i.e., qualified projects under TIFIA) (existing category with modified description); hydroelectric power generating facilities (expanded existing category beyond environmental enhancements to include new construction); flood control and stormwater facilities (new category); rural broadband service facilities (new category); and environmental remediation costs on Brownfield and Superfund sites (new category)
  - Eliminate the Alternative Minimum Tax (AMT) preference on PABs
    - The AMT adds an estimated 30-40 basis points (0.30-0.40 percent) yield premium to the borrowing rate for PABs compared to traditional governmental municipal bonds due to the more limited demand. Eliminating the AMT would lower borrowing costs and increase utilization of PABs.
  - Remove State volume caps and transportation volume caps on PABs for public purpose infrastructure projects and expand eligibility to ports and airports.
  - Provide change-of-use provisions to preserve the tax-exempt status of governmental bonds.
  - Provide change-of-use cures for private leasing of projects to ensure preservation of tax exemption for infrastructure projects.

### ***Public Lands Infrastructure***

The proposal would include provisions to enable the additional revenues generated from energy development on public lands to pay for capital and maintenance needs for public lands infrastructure. The administration proposes the creation of a new infrastructure fund in the U.S. Treasury entitled the Interior Maintenance Fund comprised of additional revenues from the amounts due and payable to the United States from mineral and energy development on Federal lands and water.

### ***Disposition of Federal Real Property & Federal Capital Financing Fund***

Provisions are included to establish authority to allow for the disposal of Federal assets to improve the allocation of economic resources in infrastructure investment. In addition, the proposal would provide \$10 billion to endow a revolving fund to allow the General Services Administration (GSA) to address the current process for GSA to make big real estate purchases.

## **PART 2 -- Additional Provisions for Infrastructure Improvements**

These provisions propose a wide variety of changes to the laws governing existing infrastructure programs. In particular, the administration includes language to exempt projects across all

modes with only a “de minimis” federal financing contribution from the regulatory and planning paperwork burdens that come with federal funding.

### ***Highways***

- Would allow states to toll existing Interstate highway lane-miles as long as the proceeds are used for infrastructure.
- States would be given the flexibility to commercialize Interstate rest areas.
- The threshold for FHWA “major project oversight” rules would be increased from a \$500 million project to a \$1 billion project.
- States would be authorized to perform utility relocation before the NEPA process is completed.
- States would be given general authority to pay back the federal government for the federal contribution for already-completed highway projects in order to be freed from perpetual federal restrictions on the project.

### ***Mass Transit***

- The plan would require the use of “value capture” financing for all Capital Investment Grants (CIG) projects. It would eliminate existing legal constraints on the use of public-private partnerships.
- The proposal would codify the existing mass transit Public Private Partnership Pilot Program, ensuring it is allowable for all CIG projects. It would increase the federal share to 50 percent.

### ***Rail***

- The proposal would lower the statute of limitations for challenges to the permitting of rail projects (2 years) to that of highway and transit projects under the FAST Act (150 days)

### ***Airports***

- The proposal would allow small hub airports to apply for permission to levy passenger facility charges with the lower paperwork burden that currently applies to non-hub airports.
- The proposal would limit FAA approval and oversight of non-aviation development activities at airports.
- The existing airport privatization pilot program would be expanded and improved.
- The plan would allow airports to offer incentive payments for early completion of AIP projects.

### ***Water (EPA)***

- The Clean Water State Revolving Fund would be allowed to lend to private owners, giving the same ability the Safe Drinking Water Revolving Fund already has.

- The proposal would grant the authority to EPA to experiment with new project delivery provisions.

***Water (Corps)*** -- *Note: some of these provisions could move in this year's WRDA bill separate from an infrastructure plan:*

- The plan would authorize the Corps to execute agreements with non-federal entities to use federal funding for construction, repair, rehab, maintenance and operation of inland waterways.
- The proposal would establish a pilot program that would authorize the issuance of user fees to carry out Corps projects at up to ten sites to enable public-private partnerships.
- The plan would amend current law to extend the duration of a contract that the Corps of Engineers can sign from 5 years to 50 years.
- The plan would create a streamlined deauthorization process for old WRDA projects.
- The plan would expand the authority of the Corps to accept contributed funds from a local sponsor, *even* if no Federal funds have been appropriated for the project.
- The plan would allow the Corps to waive the maximum total cost limitation for Congressionally authorized projects.

### **PART 3: Permitting**

The infrastructure permitting section of the proposal aims to create a new expedited structure for review, delegate more decision-making to States, and authorize pilot programs through which agencies may experiment with innovative approaches to environmental reviews.

#### ***Federal Role***

- Establish a firm deadline of 21 months for lead agencies to complete their environmental reviews through the issuance of a Finding of No Significant Impact (FONSI) or Record of Decision (ROD). In addition, other Federal agencies would have three months from that deadline to make a decision with respect to the necessary permits.
- Require the lead Federal agency under NEPA to develop a single Federal environmental review document to be utilized by all agencies, and a single ROD to be signed by the lead Federal agency and all cooperating agencies.
- Clarify that alternatives outside the scope of an agency's authority or an applicant's capability are not feasible alternatives for the purposes of NEPA.
- Require CEQ to revise its regulations to streamline NEPA.
- Eliminate the redundancy in environmental reviews of Environmental Impact Statements under Section 309 of the Clean Air Act.
- Focus Federal resource agencies' authority solely to comment on portions of the NEPA analysis that are relevant to their areas of special expertise or jurisdiction.
- Authorize any Federal agency to use a Categorical Exclusion that has been established by another Federal agency.

- Allow design-build contractors to conduct final design activities for a Federal-aid highway project before NEPA is complete.
- Allow advance acquisition and preservation of rail rights-of way prior to the completion of NEPA.
- Eliminate the requirement for concurrence by a cooperating agency in using transportation planning documents and decisions in NEPA

### ***Delegation to States***

- Expand the DOT NEPA Assignment Program to other Federal agencies.
- Provide States with authority to assume some, or all, of FHWA's responsibilities for approval of right-of-way acquisitions.
- Allow DOT to assign, and States to assume, project-level transportation conformity determinations and determinations regarding flood plain protections and noise policies.

### ***Pilot Programs***

- Performance-Based Pilot -- up to 10 projects would be selected to participate in this pilot that would be focused on experimenting with using environmental performance measures to address environmental impacts.
- Negotiated Mitigation Pilot -- this pilot would authorize the Secretary of Transportation to establish an alternative decision-making process in lieu of NEPA. These mitigation strategies could include purchase of offsets, avoidance of anticipated impacts, and in-lieu-fee dedicated to an advanced mitigation fund.

### ***Judicial Reform***

- Limit injunctive relief to exceptional circumstances.
- Revise statute of limitations for Federal infrastructure permits or decisions to 150 days.
- Direct Federal agencies to establish guidelines regarding when new studies and data are required to clarify requirements and create more certainty in the NEPA process.

## **PART 4 -- Workforce Development**

The workforce development provisions are to ensure the country has enough skilled labor to perform not only existing work, but new opportunities created by the proposal.

### ***Access to Education***

- Expand Pell Grant eligibility to high-quality, short-term programs that lead to a credential or certification in an in-demand field.
- Reform the Carl D. Perkins Career and Technical Education (CTE) program:
  - Direct the majority of funding to high schools to promote apprenticeships, work-based learning, and dual-enrollment.
  - Promote and expand apprenticeships.

- Promote STEM CTE offerings.
- Enact Federal Work Study reforms
- Require States accepting Federal funds for infrastructure projects accept workers with out-of-State licenses to work on those projects.



# Memorandum

5.2

1111 Broadway, Suite 800, Oakland, CA 94607 • 510.208.7400 • www.AlamedaCTC.org

**DATE:** March 5, 2018

**TO:** Planning, Policy and Legislation Committee

**FROM:** Tess Lengyel, Deputy Executive Director of Planning and Policy  
Leslie Lara-Enríquez, Safe Routes to Schools Program Manager

**SUBJECT:** Alameda County Safe Routes to Schools Program Update and Contract Amendments

## Recommendation

Receive an Update on the Safe Routes to Schools Program; and approve and authorize the Executive Director to Execute Amendment No. 1 to Professional Services Agreement Nos:

- A17-0075 with Alta Planning + Design, Inc. for an additional \$1,800,000 for a total not-to-exceed amount of \$2,700,000 for Direct Student Safety Training services and a two-year time extension;
- A17-0076 with Alta Planning + Design, Inc. for an additional \$850,000 for a total not-to-exceed amount of \$1,230,753 for School Site Assessments, Data Collection and Analysis and Program Evaluation services and a two-year time extension; and
- A17-0077 with Toole Design Group, LLC for an additional \$1,840,000 for a total not-to-exceed amount of \$2,745,075 for Education and Outreach services and a two-year time extension.

## Summary

The Alameda County Safe Routes to Schools (SR2S) program is a countywide program that promotes safe walking, bicycling, carpooling and the use of transit to travel to school. The program began its 12<sup>th</sup> year of operations in fall 2017 under a new program implementation structure that is guided by goals and principles adopted by the Commission in January 2017. Under the new structure, three professional services contracts support the delivery of the program. Beginning with the 2017-18 school year, staff has implemented various changes to help achieve the program's goals, including new program elements, increased focus on regular events, education and training activities, and increased coordination at all levels of the program.

This memo provides an update on the changes implemented to date as well as a recap of program activities for the 2016-17 school year. In addition, staff requests approval and authorization for the Executive Director to execute Amendment No. 1 to the three professional service agreements (A17-0075, A17-0076 and A17-0077) for implementation of the Alameda County Safe Routes to Schools Program for FY 18/19 and FY 20/21.

### **2016-17 School Year Recap**

The 2016-17 school year was Alameda County Safe Routes to Schools' eleventh year of promoting active and shared transportation choices to students. During the school year, Alameda County SR2S increased the number of schools participating in the overall program and saw steady participation levels in core activities. High school participation continued to grow. Successes from the 2016-2017 school year include:

- 194 schools participated in the SR2S program, up from 173 schools during the previous school year.
- Of the schools participating in the program, 77 percent held three or more events, and 60 percent held five or more events — steady participation from the previous year given the increase in the total number of schools participating in the program.
- 145 schools participated in International Walk & Roll to School Day in October 2016, up from 139 schools in 2015.
- 100 schools participated in the Golden Sneaker Contest in March 2017, up from 84 schools in 2016.
- 123 schools participated in Bike to School Day in May 2017, up from 118 schools in 2016.
- The BikeMobile made 146 visits to schools and other community events, and repaired over 2,700 bikes throughout Alameda County.
- Six new high schools joined the SR2S program, increasing the total number of high schools to 18.

### **SR2S Program Changes Background**

The Alameda County Safe Routes to Schools program shifted to a new, more data-driven, program implementation structure starting with the current school year. Under the new structure, Alameda CTC brought the management of the program in-house and staff has taken an active, hands-on management approach in addition to providing strategic direction and cultivating partnerships. Figure 1 below illustrates the new implementation structure, and Figure 2 outlines the responsibilities of each professional services contract.



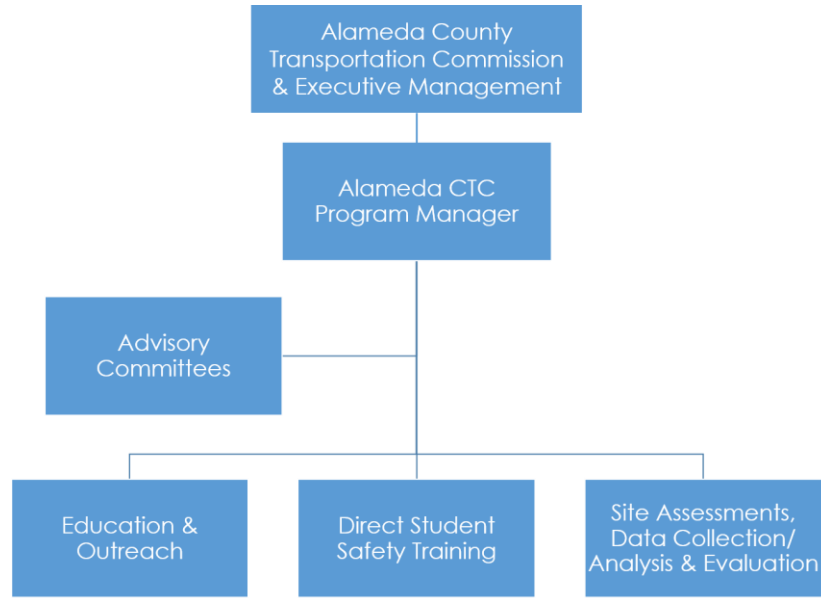


Figure 1. Alameda County Safe Routes to Schools Program Structure

Outreach & Education	Direct Student Safety Training	Site Assessments, Data Collection/Analysis & Evaluation
<ul style="list-style-type: none"> <li>• School Site Support</li> <li>• Recruitment</li> <li>• Encouragement Events</li> <li>• Outreach</li> <li>• Communications</li> </ul>	<ul style="list-style-type: none"> <li>• Pedestrian Education</li> <li>• Bicyclist Education</li> <li>• BikeMobile</li> <li>• Walk &amp; Roll Assemblies</li> <li>• Walking School Buses &amp; Bike Trains</li> <li>• Educational Videos</li> </ul>	<ul style="list-style-type: none"> <li>• School Safety Assessments</li> <li>• Program Evaluation</li> <li>• Data Collection</li> <li>• Data Analysis</li> <li>• Technical Support</li> <li>• Mapping</li> </ul>

Figure 2. Alameda County Safe Routes to Schools Professional Services Contracts

Staff, in partnership with our three consultant teams, seeks to achieve the following outcomes with the SR2S program:

- **Increase the use of active and shared transportation** to travel to school by encouraging walking, bicycling, carpooling, and the use of transit as viable, everyday transportation options; and
- **Increase safety and health** by promoting safe pedestrian and bicycling behaviors through hands-on training and education, engineering, enforcement and evaluation.

Staff's implementation is also guided by the goals and principles adopted by the Commission in January 2017:

**Goal 1:** Provide a comprehensive and equitable program throughout Alameda County in a fiscally responsible manner, serving all public schools interested in participating.

**Goal 2:** Develop a core program that will allow every student in Alameda County to have access to age-appropriate bike/pedestrian safety training and SR2S educational activities throughout their school careers (i.e. at least once in elementary, once in middle school, and once in high school).

**Goal 3:** Establish and maintain strong, effective partnerships throughout the county in order to leverage program expansion and sustainability.

**Goal 4:** Support improvements to the built environment near schools that allow for better access and increase safety.

**Goal 5:** Encourage the adoption of SR2S policies and curriculum within schools and school districts.

**Goal 6:** Evaluate the SR2S program at the school level so that it is context sensitive and will allow the program to adjust to address what is learned during the evaluation process.

**Goal 7:** Engage parents as the transportation mode “decision maker.”

## **SR2S Program Update**

Guided by these goals and principles, the SR2S team has implemented changes and improvements to maximize the effectiveness and impact of the program.

### ***Goal 1 — Provide a comprehensive and equitable program in a fiscally responsible manner.***

At the beginning of the 2017-18 school year, the team undertook a major update of the Alameda County schools database to better understand the needs and gaps in programming and service delivery. The effort helped identify where program resources were being concentrated and what areas of the county lacked programming. Understanding the gaps helps ensure equitable allocation of resources throughout the county. The schools database will be updated annually to ensure the most accurate understanding of the needs of schools in all areas of the county. Goal 2 below addresses how resources will be directed to areas that previously lacked programming.

### ***Goal 2 — Develop a core program where every student has access to age-appropriate bike & pedestrian safety training.***

In fall 2017, staff conducted an assessment of scheduling policies and protocols for the direct safety education and training activities to maximize the effectiveness of resource distribution. With this information, staff developed detailed scheduling guidelines and protocols for each direct student safety training provider to help guide their decision-making when scheduling trainings, services, and/or events. Each providers' scheduling guidelines takes into account availability of resources, geographic equity based on the number of students enrolled in each planning area, availability of programming provided by the local jurisdiction and historical scheduling data. Moving forward, the scheduling guidelines will help ensure that resources are allocated equitably throughout the county.

In addition, the team will work to develop a more structured program to maximize the benefit of each available educational element. The team will develop a series of educational element sequencing recommendations that could be tailored to the specific needs of each school. For example, scheduling a pedestrian rodeo after a Walk and Roll assembly would allow students to put into practice the safe pedestrian behaviors taught in the assemblies. Currently, no such sequencing exists. The team expects to kick off the sequencing recommendations at the beginning of the 2018-19 school year to help schools plan their SR2S programming for the whole year. Recommendations will be tailored to accommodate schools unique needs, and enable schools to take advantage of all available training elements as appropriate.

***Goal 3 — Establish and maintain strong, effective partnerships to foster program sustainability.***

With the goal of increasing coordination with local partners, the SR2S program manager met with most local jurisdiction staff implementing SR2S-related programming during the fall and winter. The goal of the in-person meetings was to update local jurisdictions on the changes to the countywide program, increase cooperation between the countywide program and existing local programs, identify synergies and opportunities for coordination, and understand local programs in order to better leverage countywide and local SR2S resources.

Local staff is very supportive of the changes to the countywide program and enthusiastic about the data-driven decision-making approach. Attachment A includes a summary of the feedback received and the lessons learned from the meetings with local jurisdictions. Two key takeaways from the meetings are:

- Increased funding for infrastructure improvements near schools is essential to program success.
- School Safety Assessments need to be more robust and coordinated with city staff and stakeholders.

In the spring, staff will begin outreach to school districts with the goal of building relationships with all school districts in the county. These efforts will inform the formation of high-level, SR2S Technical Advisory Committees in Alameda County that will allow for agency partners to coordinate and guide program implementation in each area of the county tailored to local needs.

***Goal 4 — Support improvements to the built environment near schools to improve access and increase safety.***

Although Alameda CTC conducts the site assessments, implementation is the responsibility of the local jurisdictions and school districts. As such, Alameda CTC has made a concerted effort to solicit input from local jurisdiction partners on the site assessment process to maximize the effectiveness of the assessments and the likelihood of implementation. During the fall, staff began making improvements to the site assessment process based on local staff feedback.

Key improvements include involving local jurisdiction staff earlier in the school site selection process and increasing outreach to, and coordination with, school community stakeholders. The school site selection process has historically been an exclusively data-driven process that incorporates safety, health, and equity (geographic and social) data. This year, in addition to the data analysis, local jurisdiction input also played a significant role in selecting the final school sites. By incorporating local priorities into the process, there is a much higher likelihood of local buy-in to the assessments, and thereby higher likelihood of implementation.

To further support improvements to the built environment around schools, staff is developing a countywide SR2S mini-grant program to fund capital improvements identified via the school safety assessment process. Seed money for this program was approved as part of the Alameda CTC's 2018 Comprehensive Investment Program and is expected to be implemented in the coming school year.

**Goal 5 — Encourage adoption of Safe Routes to Schools policies and curriculum by schools.**

As noted earlier, this spring staff will begin outreach to the county's school districts in order to engage them in the countywide SR2S program. The goal of the outreach is to work toward implementing Safe Routes-supportive policies at the district level and eventually institutionalize SR2S programs at schools. The team will begin by conducting an assessment of existing formal or informal SR2S-supportive policies at the district and/or school level as well as to identify best-practices in school policy adoption.

**Goal 6 — Continuous program evaluation so that it is context sensitive and allows for program improvement.**

The SR2S team has completed significant work on development of a robust and effective SR2S program evaluation approach. The team identified desired data and data gaps, and finalized a series of data-collection instruments for different program elements (e.g. surveys for activity participants and quizzes to gauge students' understanding of the material being taught). Data collection using these instruments began at the start of 2018.

Any program changes take time to implement and influence program outcomes. Due to the significant program changes undertaken during this school year, the team has shifted to a two-year evaluation cycle in order to collect sufficient data to reflect program changes, and produce meaningful recommendations. The team will still produce an annual report on the services delivered, but the first comprehensive program evaluation report will be presented to the Commission in Fall-Winter 2019. At that time, staff will make recommendations for program changes that would take effect in the 2020/2021 school year. As such, staff is requesting a two-year time and budget extension to enable this evaluation approach.

**Goal 7 — Engage parents as transportation “decision-makers.”**

The team is in the process of completing a Communications Plan that will propose a comprehensive SR2S communication strategy that will optimize messaging for different

audiences and maximize the reach of the program's messaging. For the first time ever, the team will be working to engage parents as transportation "decision-makers" by conducting direct outreach to parents, seeking to reach them early and often. The first major push will take place at the beginning of the 2018-19 school year. The beginning of the school year is a key time to engage parents as they are receptive to the back-to-school-day communications sent home from schools.

### **New Program Elements**

During the fall, staff began work to develop and launch two new and important program elements to further improve and better balance the countywide program.

### **Access Safe Routes Pilot**

Access Safe Routes is a SR2S pilot program that was developed to ensure all schools in Alameda County have the opportunity to benefit from SR2S programming, regardless of the level of staffing and resources available at the school. The Access Safe Routes Pilot seeks to:

1. Encourage greater participation by under-resourced schools in the SR2S program in the near term.
2. Understand how to build sustainable programs at under-resourced schools in the long term.
3. Deepen our understanding of effective methods and strategies to engage with and get results in under-resourced schools.

The program's objectives are to maintain or increase the participation level of under-resourced schools currently enrolled in the program, develop context-sensitive plans to encourage and promote SR2S participation in under-resourced schools, and provide broader recommendations for how under-resourced schools can participate fully in the SR2S program.

The team launched the program in December and has been working to onboard 25 schools throughout the county. To date, sixteen schools have agreed to participate in the program. The team will be conducting an in-depth, comprehensive evaluation of the pilot to generate recommendations on the best strategies to reach under-resourced schools throughout the county in the future.

### **Rail Safety Education**

Staff is working to develop and integrate a new Rail Safety Education element into the overall Safe Routes to Schools Program. As a first step, staff identified funding within the current Outreach and Education contract to begin development and implementation of a Rail Safety Education element in the spring. Staff conducted research on best practices and opted to utilize the Operation Lifesaver (OLI) education curriculum, which is a respected national industry standard. OLI is the only nationally- and state-recognized provider of rail safety education throughout the U.S. and is supported by the FHWA, FRA and Caltrans Division of Rail. The team will work during the spring to facilitate the delivery of the OLI curriculum to the fifteen schools currently enrolled and actively participating in

the SR2S program that are located along the Hayward–San Lorenzo rail corridor, which has been identified as a high priority corridor for safety by Alameda CTC's Rail Strategy Study<sup>1</sup>.

Second, staff is working with the OLI California State Coordinator to develop a partnership to deliver much-needed rail safety education to all schools in Alameda County. Locally, OLI has a partnership with Caltrain to deliver education along the Peninsula and with the Sonoma County Safe Routes to School program. For the past few years, delivering programming to Alameda County schools has been a top-priority for OLI; however, the program has struggled to enter Alameda County schools. As such, a partnership with OLI is an excellent opportunity to meet both of our goals. Staff will be working in the coming weeks with the OLI state coordinator to develop a strategy and work plan to implement and fully-integrate rail safety education into Alameda CTC's SR2S program.

Third, in December 2017, staff identified a grant opportunity for funding through the Office of Traffic Safety (OTS) to fund the development and implementation of the Rail Safety Education program element. Staff completed an application and submitted it to OTS in January. Grant awards will be announced in May/June. If awarded, the grant funds will allow the SR2S program to fully develop and integrate the Rail Safety Education program element sooner and deliver education to the 54 schools located within a mile of the Hayward-San Lorenzo rail corridor, whether they are enrolled in SR2S or not, during the 2018-19 school year — effectively reaching over 33,000 students enrolled at these schools.

Lastly, staff has been working with local jurisdictions to prioritize and conduct schools safety assessments at schools located along the Hayward-San Lorenzo rail corridor. To date, the team has conducted a school safety assessment at Cesar Chavez Middle School in Hayward and is working to schedule additional assessments at other critical school sites.

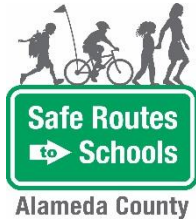
**Fiscal Impact:** The action will encumber \$4,490,000 of Project grant funds (STP/CMAQ funds, and local Measure B matching funds), which is subject to approval in the FY2018-19 Budget and the FY2019-20 Budget.

## **Attachment**

- A. Summary of Findings from Local Jurisdiction SR2S Coordination Meetings

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<sup>1</sup> See Alameda CTC's Rail Strategy Study (RSS)  
[https://www.alamedactc.org/files/managed/Document/22420/5.1\\_Grade\\_Crossing\\_Update.pdf](https://www.alamedactc.org/files/managed/Document/22420/5.1_Grade_Crossing_Update.pdf)



## Alameda CTC Safe Routes to Schools Coordination Meetings with Local Partners Summary Findings

During the 2016-2017 school year, Alameda CTC staff conducted a survey of Alameda County Technical Advisory Committee (ACTAC) members regarding the countywide Safe Routes to Schools (SR2S) program. The survey helped Alameda CTC staff identify local staff working on Safe Routes-related efforts and gauged their impressions of and level of interaction with the countywide program. To build on those efforts, Alameda CTC staff met in person with most local jurisdiction staff during the first half of the 2017-2018 school year. The purpose of the meetings was to:

1. Update local partners on the changes to the countywide SR2S program.
2. Learn about local Safe Routes to Schools efforts.
3. Identify opportunities for cooperation and coordination.

The meetings held thus far are as follows:

Jurisdiction	Meeting Date
<b>City of Albany</b>	January 19, 2018
<b>City of Alameda</b>	December 14, 2017
<b>City of Berkeley</b>	November 7, 2017
<b>City of Dublin</b>	November 27, 2017
<b>City of Emeryville</b>	Scheduling underway
<b>City of Fremont</b>	October 20, 2017
<b>City of Hayward</b>	December 1, 2017
<b>City of Livermore</b>	November 30, 2017
<b>City of Newark</b>	November 30, 2017
<b>City of Oakland</b>	November 29, 2017
<b>City of Piedmont</b>	Scheduling underway
<b>City of Pleasanton</b>	November 17, 2017
<b>City of San Leandro</b>	Scheduling underway
<b>City of Union City</b>	January 17, 2018
<b>County of Alameda</b> (Unincorporated Areas)	August 8, 2017

Topics of discussion included local SR2S efforts, SR2S-related needs, past experience with and impressions of the countywide program, new program elements such as SR2S Advisory Committees and the mini-grant program, school safety assessments, existing local programming and funding, relationships with relevant partners, and capital improvements around schools. Local staff also had the opportunity to provide feedback to help improve the countywide program. The key themes that emerged from these discussions are:

- There is a need for funding by all jurisdictions to implement larger capital improvements (e.g., bulb outs) around schools.
- The school safety assessments need to be more robust by increasing data collection and integrating engineers' analyses into the recommendations.

Comments heard from the meetings are summarized below.

<b>City of Albany</b>
Existing local SR2S efforts: <ul style="list-style-type: none"><li>• The city's soda tax helps fund some SR2S efforts.</li><li>• The city has a sustainable program because staff worked to institutionalize the program in the schools' PTAs.</li><li>• The Albany Unified School District has an adopted board policy that supports SR2S.</li></ul> Coordination with ACTC program: <ul style="list-style-type: none"><li>• Interested in support for educational video production to address bad parent behavior during drop off/pick up.</li><li>• Consider implementing a countywide crossing guard program.</li></ul> Site assessments/capital improvements: <ul style="list-style-type: none"><li>• Consider providing technical assistance for outreach to build support for projects identified from safety assessments.</li><li>• In lieu of a safety assessment provide a menu of technical assistance options.</li></ul>
<b>City of Alameda</b>
Existing local SR2S efforts: <ul style="list-style-type: none"><li>• The city received a two-year ATP grant for expanded bike safety education.</li><li>• The city provides Safe Routes maps to all of its schools.</li></ul> Coordination with ACTC program: <ul style="list-style-type: none"><li>• Alameda staff is very active in the countywide program.</li><li>• Staff attend the SR2S Task Force meetings</li><li>• Staff leads encouragement efforts around International Walk and Roll to School Day and Bike to School Day.</li></ul> Site assessments/capital improvements: <ul style="list-style-type: none"><li>• A traffic engineering analysis in the school safety assessments would make them more useful.</li></ul> SR2S program needs: <ul style="list-style-type: none"><li>• Funding for safety improvements is needed.</li></ul>
<b>City of Berkeley</b>
Existing local SR2S efforts: <ul style="list-style-type: none"><li>• The city coordinates closely with Berkeley Unified School District.</li></ul> Coordination with ACTC program: <ul style="list-style-type: none"><li>• City staff did not favor quarterly/monthly SR2S Advisory Committee meetings, but suggested a countywide annual SR2S workshop for city staff.</li><li>• City staff need a platform that brings together parents and staff to discuss issues and concerns at schools — modified Task Force meeting would be useful.</li></ul> Site assessments/capital improvements: <ul style="list-style-type: none"><li>• Direct participation of traffic engineers is critical to the success of site assessments in addition to robust outreach to and participation of parents and other school community stakeholders.</li></ul> SR2S program needs:



- Dedicated funding for infrastructure improvements would be most helpful for local SR2S efforts.

### **City of Dublin**

Existing local SR2S efforts:

- Dublin conducts annual on-the-ground review of road conditions before school starts to ensure signage and road markings are visible.
- Dublin provides SR2S maps to all of its schools.
- Staff leads and coordinates encouragement efforts.
- The city's relationship with Dublin Unified School District is very limited but staff coordinates closely with the police department.

Coordination with ACTC program:

- City staff needs support engaging with the school district.
- Technical assistance to identify funding and support Engineering efforts would be helpful.

Site assessments/capital improvements:

- There needs to be a more robust data collection effort at the site assessments.

### **City of Fremont**

Existing local SR2S efforts:

- Fremont has a very cooperative relationship with FUSD at all levels, including quarterly Council-School Board meetings and ongoing communication and cooperation between City and FUSD staff.
- Fremont is conducting school safety assessments at all of its 40 public schools. The City partnered with Fremont Unified School District (FUSD) to conduct the assessments and the costs will be split evenly between the City and FUSD with each paying for 20 assessments.
- The City and FUSD also jointly implement, administer, and fund a crossing guard program.

Coordination with ACTC program:

- City of Fremont staff want to increase participation in countywide encouragement and education activities by Fremont schools and requested close coordination with the countywide program to accomplish this.

### **City of Hayward**

Existing local SR2S efforts:

- Hayward's SR2S efforts are focused on engineering.
- City staff does not have a mechanism (e.g., coordination meetings) to engage with Hayward Unified School District.

Coordination with ACTC program:

- Hayward is currently updating its bicycle/pedestrian masterplan and wants previous SR2S site assessment work to help inform the plan.

Site assessments/capital improvements:

- School safety assessments need to include the participation of various stakeholders.

**City of Livermore**

Existing local SR2S efforts:

- Livermore engineering staff participates in school safety assessments provided by the countywide program and planning staff coordinates some encouragement activities.
- The Livermore Valley Joint Unified School District is not engaged in SR2S.
- The police department participates in encouragement activities.

Coordination with ACTC program:

- Staff prefers to focus on encouragement and education elements.

Site assessments/capital improvements:

- Parent expectations need to be very clear as to what can be expected after completing a site assessment.
- The city has implemented some safety improvements around schools but needs additional funding.

SR2S program needs:

- Identifying funding is critical to program success.

**City of Newark**

Existing local SR2S efforts:

- City staff resources are limited to participating in the school safety assessments provided by the countywide program.

Coordination with ACTC program:

- Consider setting up the mini-grant program similar to the TDA program so that a small city like Newark can accumulate funding over a few years and can implement meaningful improvements.

SR2S program needs:

- Funding is needed to implement safety improvements around schools.

**City of Oakland**

Existing local SR2S efforts:

- The Oakland City Council's Transportation Subcommittee has identified school safety assessments and engineering efforts as a top priority.
- Staff coordinates closely with Oakland Unified School District and has an advisory committee that includes the district and the police department.
- The focus of local SR2S efforts will be on conducting school safety assessments at all Oakland schools that have never received an assessment.

**City of Pleasanton**

Existing local SR2S efforts:

- Pleasanton implements a "City Rides to School" program, which is a SR2S-based program.
- The local program is focused on engineering and encouragement efforts.
- High-level city staff meets regularly with Pleasanton Unified School District staff.
- The city has a Traffic Safety Committee that includes participation of transportation staff, the police department, and the fire department.

Coordination with ACTC program:

- Expanding the scope of existing SR2S Task Forces would be preferable to creating new SR2S Advisory Committees.

- The countywide program should consider implementing a SR2S Technical Assistance element to help identify good projects that could be successful in receiving grant funding.
- The mini-grant program may be the only opportunity for the City to secure funding for capital improvements around schools because Pleasanton has not historically been competitive in grant programs such as the ATP.

Site assessments/capital improvements:

- Site assessments need to be more robust. Consider using camera equipment to observe conditions at schools for longer periods of time.

SR2S program needs:

- Funding for larger capital improvement projects would increase the success of the program.

### **City of Union City**

Existing local SR2S efforts:

- The city's SR2S efforts are limited to engineering.
- The city has implemented some sidewalk improvements, striping, and signage.

Coordination with ACTC program:

- SR2S needs to address parents' bad driving behavior during drop off/pick up.

SR2S program needs:

- Funding to implement larger safety improvements is needed.

### **County of Alameda (Unincorporated Areas)**

Existing local SR2S efforts:

- The Alameda County Public Works Agency (ACPWA) received a two-year ATP grant to conduct site assessments at all schools located in unincorporated Alameda County.
- The ATP funds also provide expanded pedestrian and bicycle safety education at these schools.

Coordination with ACTC program:

- ACPWA wants to coordinate closely with the countywide program to leverage resources and ensure no redundancy.

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# Memorandum

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1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

**DATE:** March 5, 2018

**TO:** Planning, Policy and Legislation Committee

**FROM:** Tess Lengyel, Deputy Executive Director of Planning and Policy  
Carolyn Clevenger, Director of Planning  
Kristen Villanueva, Senior Transportation Planner

**SUBJECT:** Grade Crossing Analysis and Safety Improvements Update

## Recommendation

Approve the grade crossing prioritization framework and approve staff using the prioritization results to advance discussions for a joint advocacy and improvement program.

## Summary

This memo provides an update on the grade crossing component of Alameda CTC's Rail Strategy Study (RSS). The RSS is an outgrowth of recommendations included in the Countywide Goods Movement Plan and the Countywide Transit Plan, both of which identified significant growth potential for rail in the county. The grade crossing analysis is a critical element of the RSS as it seeks to develop a strategic framework for advancing grade crossing improvements throughout the county in order to improve safety and reduce community impacts. In addition, the grade crossing work is developing a toolkit for jurisdiction staff to use as a resource to advance grade crossing improvements throughout the county.

A key aspect of the strategy is to identify a list of high-priority crossings or collection of crossings, referred to as corridors, for funding advocacy and project development. The corridors include those areas between individual crossings, where trespassing can be an issue. In November 2017 and February 2018, staff met with ACTAC to get input on the prioritization methodology used to screen crossings, review initial results, and share the toolkit resource. This memo describes the final prioritization methodology and draft results. Crossings and corridors have been prioritized based on safety, vehicle delay, emissions, and noise impacts, as well as whether or not the crossing is in a high-growth

Priority Development Area or a Community of Concern.<sup>1</sup> Application of this analysis has identified a set of 23 Tier 1 crossings and 10 Tier 1 corridors. As a next step, staff will work with partner agencies to develop implementation plans for a subset of the Tier 1 crossings and corridors. The Tier 1 framework reflects a screening tool to identify high priority crossings and corridors, which will then be refined working with local jurisdictions in order to identify priorities and potential improvements within the Tier 1.

As a complement to the prioritization strategy, the grade crossing effort includes the development of a toolkit to assist local jurisdictions identify the types of safety and impact reduction improvements (e.g. improved signals and warning devices, grade separations, crossing closures, quiet zones) that are most cost-effective in different types of locations and typical situations around the County. This memo provides a brief introduction to the draft grade crossing improvement toolkit, which the project team is still refining, and will be a resource for agencies to use to advance safety improvements and quiet zones in their jurisdictions.

Staff presented these materials to ACTAC on February 8 and received feedback on both the contents of the toolkit and the screening methodology. Staff revised the screening methodology to better reflect the diversity of scores and incorporated minor technical revisions. The revised draft list of Tier 1 crossings and corridors is included in Appendix A. After discussion, ACTAC moved to recommend approval of this item.

Staff recommends that the Commission approve the grade crossing prioritization framework and approve staff using the prioritization results to advance discussions for a joint advocacy and improvement program. Staff will return in the spring to provide an update on the development of the program.

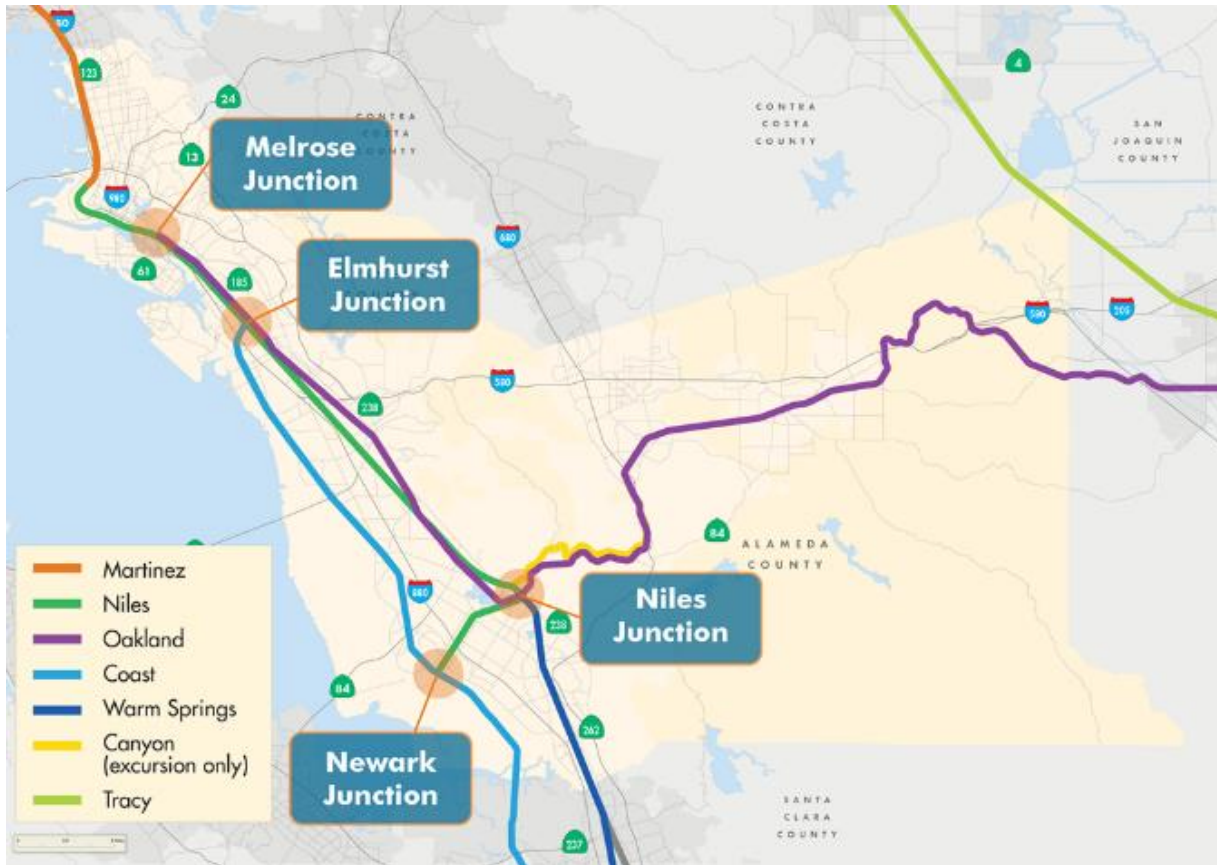
## **Background**

The rail system in Alameda County is a critical transportation link serving a unique role for both people and goods movement. Alameda County contains the core of the Bay Area/Northern California freight and passenger rail system. Two Class 1 freight railroads (the Union Pacific Railroad (UP) and the BNSF Railway), two intercity passenger services (Capitol Corridor and Altamont Corridor Express), and two longer distance rail services (Amtrak Coast Starlight and the San Joaquin's intercity rail service) operate in the county. The system is owned by UP, with the passenger rail providers operating as tenants on UP-owned right of way. Figure 1 presents a map of the existing rail infrastructure, colored by subdivision name, and identification of some critical rail junctions in Alameda County.

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<sup>1</sup> Community of Concern refers to MTC's designation of communities that have high concentration of both minority and low-income households or that have a concentration of other factors including people with disabilities, seniors, and cost-burdened renters.

**Figure 1. Existing Rail Infrastructure in Alameda County**



The density of rail and the historic and projected patterns of development in Alameda County result in numerous locations where rail tracks pass through established communities and lead to safety and delay issues where these tracks intersect with roadways. There are 133 public at-grade rail crossings on the mainline in Alameda County. These crossing locations are used by trains, cars, trucks, bicyclists and pedestrians with potential impacts on safety and the efficient movement of people and goods. As shown in Figures 2-4, much of Alameda County's rail infrastructure travels through Communities of Concern, Priority Development Areas, and in close proximity to schools and parks. Sixty-six of crossings are located in Communities of Concern and sixty-one are located in Priority Development Areas.

Alameda CTC included the grade crossing element in the RSS in order to better understand the impacts of rail throughout the county and identify strategies to reduce those impacts both now and in the future. A first step in that process is to quantitatively identify those crossings and corridors most impacted today in order to have a prioritized program of projects to jointly advocate for on an ongoing basis. This model has been successful in other parts of the county in terms of maintaining an ongoing focus on grade crossing safety improvements and over time securing funding to systematically advance the improvements.

Figure 2. Alameda County Rail Network and Communities of Concern

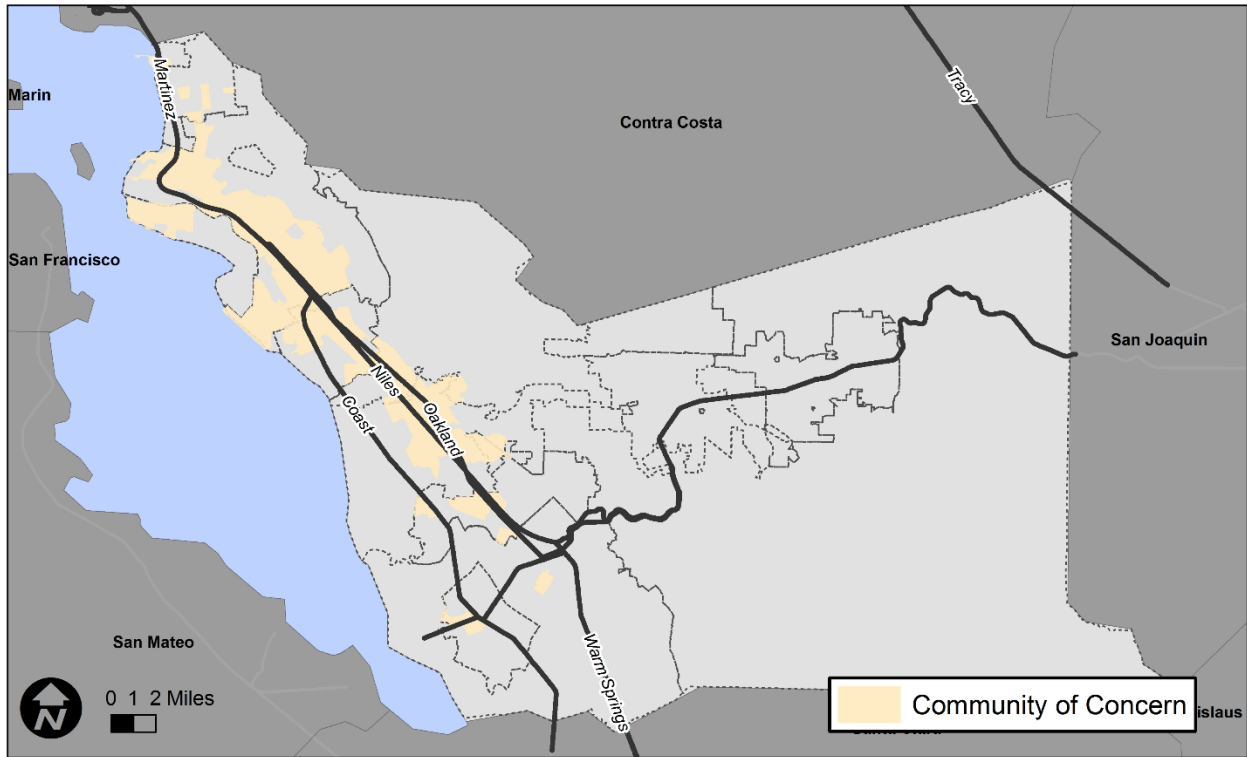
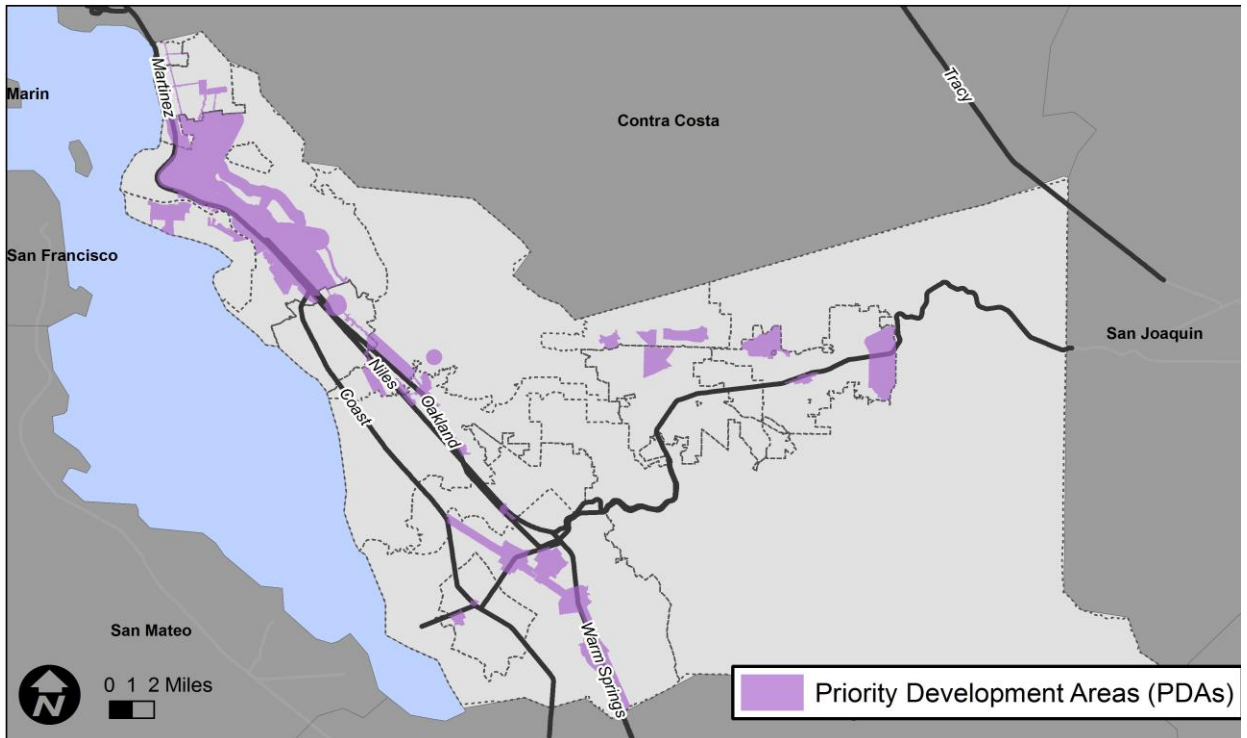
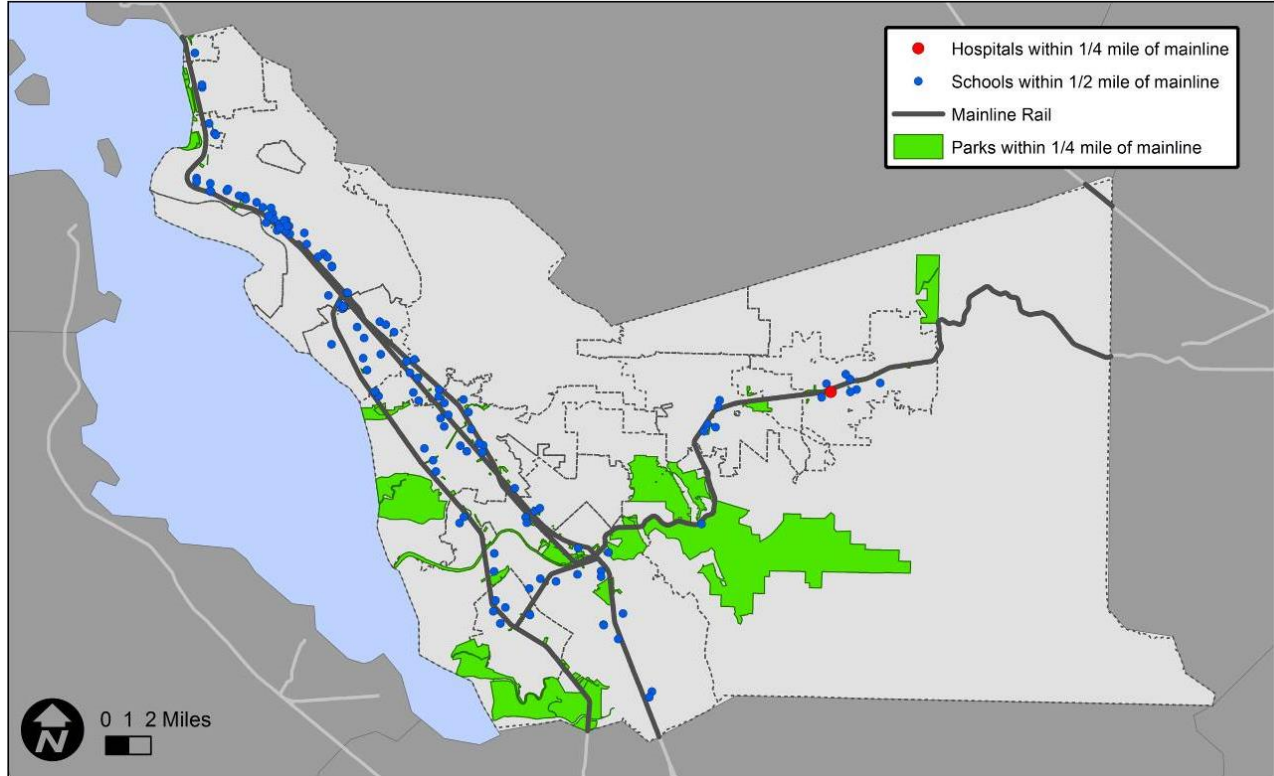


Figure 3. Alameda County Rail Network and Priority Development Areas





**Figure 4. Sensitive Land Uses close to the Alameda County Rail Network**



### **Prioritization Methodology**

A prioritization methodology was developed to screen the 133 grade crossings in Alameda County based on readily available data and known impacts in order to identify a top tier of priority areas for improvement. The screening framework includes four measures: social cost, noise index, high growth areas, and equity.

- **Social Cost** estimates economic disbenefits of collisions, vehicle delay, and emissions. Safety impacts comprise the majority of the social cost figure. This includes both history of collisions as well as projected collisions using a Federal Railroad Administration predictor tool. Delay impacts are based on vehicle volumes, slow train speeds, and a person's value of time. Emission impacts are based on the health costs of exposure to pollutants from idling vehicles. Social cost is calculated for a base year of 2016.
- **Noise Index** estimates the magnitude of train horn exposure to residents within 1/4 mile of the rail tracks, based on best practices from the Federal Railroad Administration. Noise index is calculated for a base year of 2016.
- **Growth** is incorporated through an index of projected household and employment growth of Priority Development Areas (PDAs) located along the rail network. Growth is calculated between 2010 and 2040 per land use adopted in Plan Bay Area 2040.

- **Equity** is reflected through a spatial assessment of crossings within Communities of Concern.

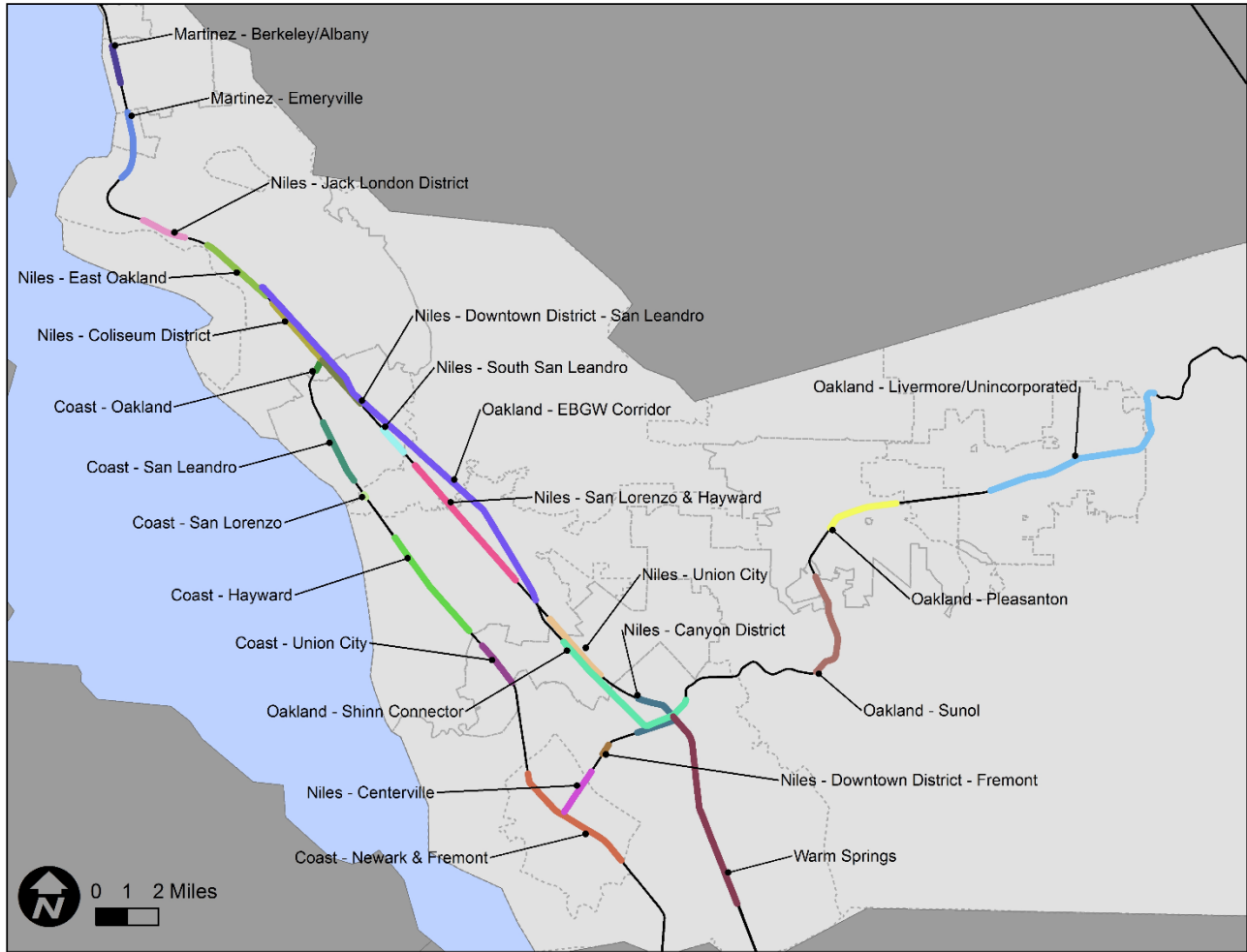
Table 1 presents the scoring methodology for how these four measures are combined into a single metric. The social cost metric has the highest weight, followed by noise. A crossing in a Community of Concern or within a high-growth PDA has the same weight. For each of these categories except Community of Concern, ranges are defined that determine the points associated with different levels of the category. For example, crossings with social cost values that are greater than \$800,000 would receive the full 60 points. For Community of Concern, there are two possible values based on if it is in a Community of Concern or not, rather than a range.

**Table 1. Draft Screening Scoring**

Total Social Cost	Residential Noise Index	PDA Growth Level in PBA2040	Community of Concern	Max Possible
0-60 points	0-20 points	0-10 points	0 or 10 points	100 points

Each of these factors were estimated first for individual crossings and then summed into groupings of crossings referred to as corridors. Corridors are a series of crossings generally spaced relatively close to each other with consideration given to jurisdiction boundaries and rail subdivisions. By looking at corridors and the roadway circulation patterns for vehicles that use the crossings, it is possible to take into consideration the interaction of crossings in a corridor in terms of operations, safety, and potential benefits. Aggregating the prioritization criteria by corridors also highlights areas of importance that might not rank as highly when considered individually but taken together have large impacts on communities. Additionally, the social cost of trespass collisions was calculated for corridors. Figure 5 presents the map of corridors used for this assessment.

Figure 5. Definition of Rail Corridors



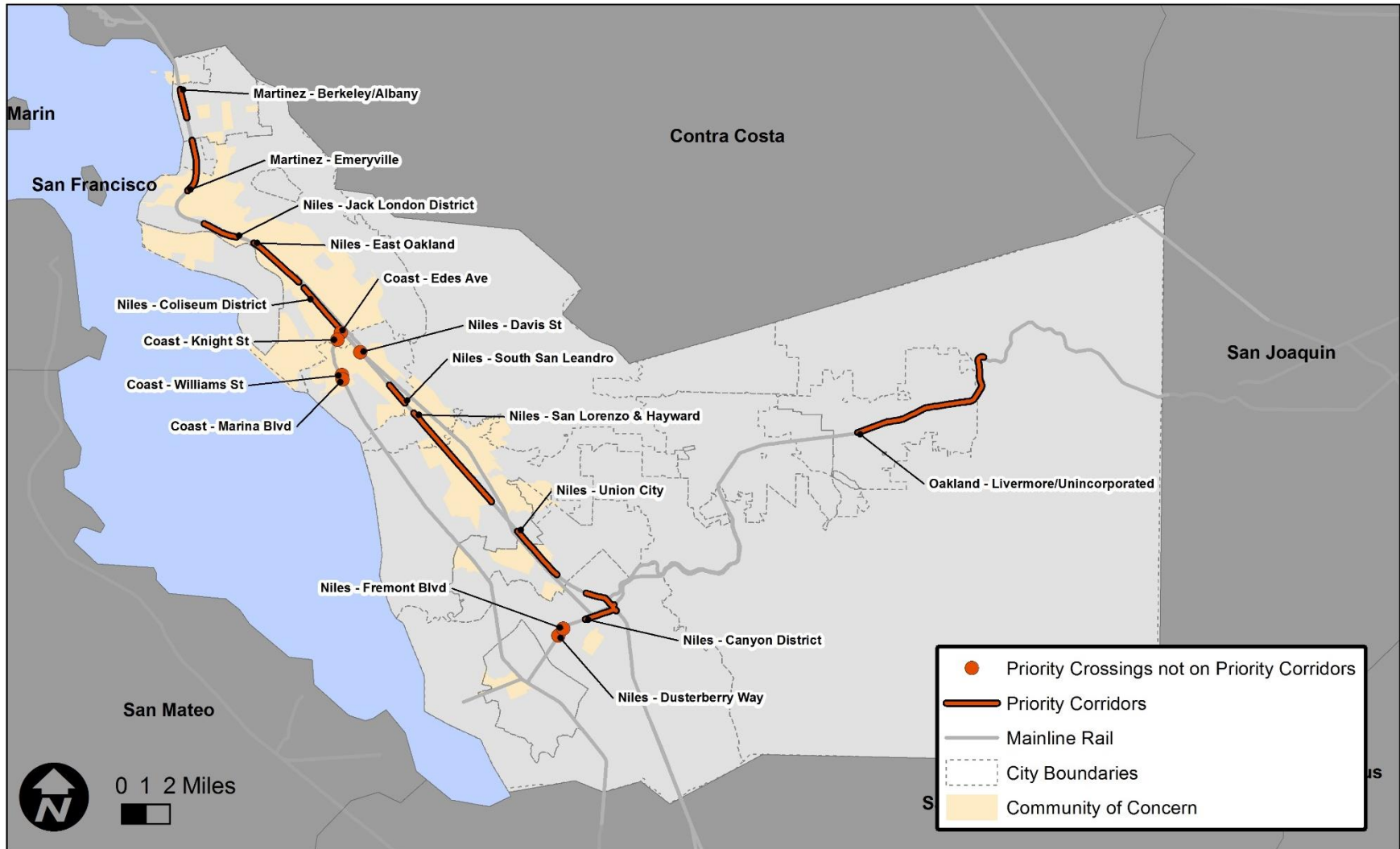
## Screening Results - Crossings and Corridors

Applying the scoring methodology has identified a top tier consisting of 23 high priority crossings and 10 high priority corridors. The majority of the top 23 high priority crossings are also located in the 10 high priority corridors. Figure 6 presents the highest scoring corridors as well as those high priority crossings that are outside of these corridors. These corridors and crossings all scored at least 60 points out of 100 possible points. Appendix A lists the high priority corridors and crossings reflected on the map as well as the underlying scores across the different categories. Note that all of the crossings included in a high-priority corridor would be considered high-priority even if not listed individually in Appendix A.

Key findings of this assessment include:

1. Safety has the largest impact on the analysis. This is in part because of standard benefit cost analysis methodology, which rightfully places a very high value on a person's life. Safety costs represent 71 percent of the total social costs for individual crossings. Delay costs are 28 percent and emissions costs are minimal at one percent reflecting the relatively clean Bay Area auto and truck fleet. For corridors, safety costs represent 90 percent of the social costs due to the high frequency of trespass fatalities that occur between crossings. Delay costs are 10 percent of the total social costs at corridors and emissions are less than one percent.
2. In the scoring metric, the Niles-East Oakland and Niles-San Lorenzo & Hayward corridors scored at least 90 points due to having the highest social costs, medium to high noise index, and for being within Communities of Concern. The Niles-East Oakland corridor is also within a high-growth PDA. Both corridors have experienced significant safety issues in the last decade, with 8 fatalities on the East Oakland Corridor and 3 fatalities on the San Lorenzo & Hayward Corridor. Additionally, there were 3 and 11 trespass fatalities on the East Oakland and San Lorenzo & Hayward corridors, respectively, in the last 6 years.
3. The highest scoring crossings are along the Niles – East Oakland Corridor: Fruitvale Avenue, 37<sup>th</sup> Avenue, 29<sup>th</sup> Avenue, and High Street. Hesperian Boulevard in San Leandro and Fremont Boulevard in Fremont are also among the highest scoring crossings. With the exception of Fremont Boulevard, all of these crossing have among the highest safety issues; Fremont Boulevard experiences among the highest delay based on traffic and train volumes, train speeds, and time with gates down from trains serving passengers at the adjacent ACE and Capitol Corridor station. The high scoring crossings in Oakland and San Leandro are also within Communities of Concern.

Figure 6. Tier 1 Corridors and Crossings



Note: All crossings along a high-priority corridor are considered a high-priority crossing.

## **Grade Crossing Improvement Toolkit Overview**

The grade crossing strategy includes development of a toolkit for local agencies that provides information and tools to identify candidate crossing improvements across a range of improvement options. The toolkit describes rail crossing treatments such as grade separations, closures, consolidation, passive treatments, active devices, quiet zones, and specialized treatments for pedestrian/bicycle issues. The toolkit then outlines the process by which cities initiate grade crossing projects with state agencies such as Caltrans and CPUC as well as coordination required with UP. Finally, the toolkit provides a framework for scoping projects using data collected through the Rail Strategy Study and applies the toolkit to several of the highest priority corridors in Alameda County. Note that the work suggested through this toolkit can guide the approach to advance project preparation to move into later refined design and official coordination work is ultimately required for implementation of treatments at crossings.

## **Implementation**

The prioritization framework and toolkit applications identify several opportunities for implementing grade crossing and trespassing treatments that will significantly improve safety, alleviate delay, and reduce noise impacts. This section describes implementation options for rail safety education and capital projects.

### *Education*

Given that safety is the largest issue identified through this assessment, staff has started to develop an implementation strategy for education and awareness. Many of the fatalities in the San Lorenzo and Hayward corridor are related to students trespassing over rail tracks to access the 33 schools within one half mile of the rail network and the 54 schools within one mile. Twenty-two of these schools are also currently enrolled in Alameda CTC's Safe Routes to Schools (SR2S) Program. In the near-term, staff has already begun developing a partnership with the California Operation Lifesaver (OLI)<sup>2</sup> program to deliver training and education at the 15 schools currently enrolled in SR2S along this corridor. OLI is the nationally recognized rail safety education organization supported by the Federal Railroad Administration, FHWA, and Caltrans Division of Rail. Within the Bay Area, OLI is active in the Caltrain Corridor and partners with Sonoma County's SR2S program. In addition, staff are seeking grant funding from the Office of Traffic Safety to deliver OLI's rail safety education program to all of the schools within one half mile of the rail corridor regardless of SR2S enrollment. Once a program is established in this area that has the highest number of safety incidents, the program will be expanded throughout the county as resources permit.

### *Capital Projects*

There are several options for implementing capital projects, or engineering treatments, that range in level of involvement for Alameda CTC. The two primary mechanisms are

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<sup>2</sup> For more information on Operation Lifesaver, visit this website: <https://oli.org/>

through funding and project identification and development. Staff proposes to use the prioritization framework to guide funding advocacy, as a way to weigh projects submitted to Alameda CTC for funding, and in developing projects in the near-term. Once projects and funding are in place, a partnership between jurisdictions, CPUC, Capitol Corridor, and UP will be required for successful project implementation. There are at least three examples of combined funding and project prioritization efforts nationwide, including the Freight Action Strategy in Washington, Alameda Corridor East in Southern California, and CREATE in the Chicago region, which have resulted in significant improvements in grade crossings over a period of time.

1. Freight Action Strategy (Washington) was established in 1998 to pursue funding for 25 high-priority rail capacity/connectivity projects in the Puget Sound. Nineteen of the projects have been completed to date.
2. Alameda Corridor East (ACE -Southern California) is a Joint Powers Authority (JPA) with implementation authority for managing and constructing grade crossing improvements. ACE has implemented safety and mobility improvements at 45 crossing and completed 9 of 19 planned grade separations since 1998.
3. CREATE (Chicago) is a partnership between the freight and passenger railroads, City of Chicago, State of Illinois, and US DOT. Since 1999, 34 of 70 projects have been completed or are under construction. Illinois DOT leads environmental efforts and the agencies that own the infrastructure are responsible for construction. A joint statement of understanding guides governance, funding, and implementation responsibilities to deliver over \$4 billion in projects.

**Next Steps:** Staff will develop a list of proposed improvements and next steps for a subset of the crossings and corridors in the draft Tier 1 list. This will include coordinating with the local jurisdictions to better understand what improvements have recently been made or are under development and which crossings they see as most critical, conducting additional technical analysis and project scoping to identify potential improvements, and developing high-level cost estimates and schedules for advancing projects. In addition, staff will work with UP to assess these findings in relation to UP's crossing safety priorities and projects. Staff will work with partner agencies to discuss opportunities for a joint advocacy and project implementation program, similar to those examples listed above. Staff will return with specific next steps in the spring.

Staff will also continue to pursue grant funding to expand rail safety education for students throughout the county and will work to completely integrate rail safety into the SR2S program, including school safety assessments, funding permitting.

**Fiscal Impact:** There is no fiscal impact associated with the requested action.

## **Attachment**

- A. Appendix A, Tier 1 Priority Crossing and Corridors

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**APPENDIX A – Tier 1 Priority Corridors and Crossings**

These results reflect an update to the scoring methodology to social cost and technical corrections compared to the version presented to ACTAC on February 8, 2018. Note that a score of “0” implies a low score, not that there are zero impacts at that crossing or along the corridor.

**Table A.1. High Priority Corridors Sorted by Score**

Corridor Grouping Name	Annual Social Cost	Social Cost Score	Noise Score	PDA Score	COC Score	Total Score
Niles - East Oakland	\$10,000,000	60	15	10	10	95
Niles - San Lorenzo & Hayward	\$21,500,000	60	20	0	10	90
Niles - South San Leandro	\$5,600,000	50	10	5	10	75
Niles - Union City	\$5,100,000	50	10	5	10	75
Niles - Coliseum District	\$4,900,000	40	15	10	10	75
Martinez – Berkeley/Albany	\$6,400,000	50	10	0	0	60
Niles – Canyon District <sup>1</sup>	\$4,200,000	40	10	10	0	60
Oakland - Livermore/Unincorporated <sup>1</sup>	\$4,000,000	40	15	5	0	60
Niles - Jack London District	\$2,700,000	30	10	10	10	60
Martinez - Emeryville	\$2,500,000	30	20	10	0	60
Notes:						
1. These corridors do not have any Tier 1 crossings listed in Table A.2, because they had relatively high frequencies of trespass fatalities since 2011, which significantly increase social cost estimates and are only reflected at the corridor-level.						

**Table A.2. High Priority Crossings Sorted by Score**

Street Name	Corridor Grouping Name	Annual Social Cost	Social Cost Score	Noise Score	PDA Score	CoC Score	Total Score
Fruitvale Ave	Niles - East Oakland	\$1,190,000	60	15	10	10	95
37th Ave	Niles - East Oakland	\$910,000	60	10	10	10	90
29th Ave	Niles - East Oakland	\$750,000	50	20	10	10	90
Hesperian Blvd	Niles - South San Leandro	\$1,010,000	60	10	5	10	85
High St	Niles - East Oakland	\$1,150,000	60	0	10	10	80
Fremont Blvd	Niles - Downtown District - Fremont	\$830,000	60	15	5	0	80
Davis St	Niles - Downtown District - San Leandro	\$690,000	50	10	5	10	75
Edes Ave	Coast - Oakland	\$470,000	40	15	10	10	75
Marina Blvd	Coast - San Leandro	\$1,100,000	60	0	0	10	70
Dusterberry Way	Niles - Downtown District - Fremont	\$580,000	50	15	5	0	70
50th Ave	Niles - East Oakland	\$570,000	50	0	10	10	70
Lewelling Blvd	Niles - San Lorenzo & Hayward	\$520,000	50	10	0	10	70
105th Ave	Niles - Coliseum District	\$500,000	40	10	10	10	70
E St	Niles - Union City	\$490,000	40	15	0	10	65
98th Ave	Niles - Coliseum District	\$390,000	30	15	10	10	65
Oak St	Niles - Jack London District	\$340,000	30	15	10	10	65
Knight St	Coast - Oakland	\$310,000	30	15	10	10	65
Gilman St	Martinez - Berkeley/Albany	\$1,030,000	60	0	0	0	60
Washington Ave	Niles - South San Leandro	\$800,000	50	0	0	10	60
Williams St	Coast - San Leandro	\$620,000	50	0	0	10	60
Bancroft Way	Martinez - Berkeley/Albany	\$570,000	50	10	0	0	60
5th Ave	Niles - Jack London District	\$430,000	40	0	10	10	60
65th St	Martinez - Emeryville	\$320,000	30	20	10	0	60



# Memorandum

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**DATE:** March 5, 2018

**TO:** Planning, Policy and Legislation Committee

**FROM:** Tess Lengyel, Deputy Executive Director of Planning and Policy  
Carolyn Clevenger, Director of Planning

**SUBJECT:** On Call Planning and Programming Technical Services

### Recommendation

Approve to issue a Request for Proposal for consultant services; and authorize Executive Director to enter into and execute all related agreements for On Call Planning and Programming Technical Services.

### Summary

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. To deliver on this mission, Alameda CTC is pursuing on call planning and programming technical services to support agency initiatives. Through this procurement, Alameda CTC will select one qualified consultant team with which Alameda CTC may contract for on call services as needed. This will allow Alameda CTC to access technical planning and programming services to meet needs that arise over the course of regular business in a streamlined manner. The initial contract will be for two years, with the option to renew up to the five-year agency limit on a single RFP for a support services contract.

### Anticipated Scope of Services

Alameda CTC will issue a Request for Proposals to provide technical planning and programming services. Services include countywide planning studies and initiatives, general planning and engineering studies and technical assistance, data analysis and support, rail and transit planning and implementation technical studies, project identification and early project development, environmental strategy development, project development public outreach and support, programming support and technical grant writing services.

All required services will be authorized by Task Order, initiated by Alameda CTC. Task Orders shall include, at a minimum, a detailed description of the work to be performed, a completion date for performance, a maximum payment amount, payment terms (deliverables based or time and materials) and subconsultant participation (if any). The contract will be funded with local funds. As such, the Alameda CTC Local Business Contract Equity Program requirements applicable to such contracts will apply.

Professional services to be included in the on call planning and programming technical support contract are anticipated to include, but not necessarily be limited to:

1. Countywide Transportation Plan: Alameda CTC is required to update the Countywide Transportation Plan every four years. The Consultant may provide technical planning and outreach support services to assist in development of the next Countywide Transportation Plan, including but not limited to research on key trends and issues, outreach activities including Title VI outreach support, data purchases and analysis or forecasting support, technical project or scenario analysis, policy development, and equity analysis.
2. General Planning Studies and Technical Analysis: Alameda CTC often conducts targeted technical analysis or studies throughout the county. The Consultant may provide technical planning support services to assist with planning efforts such as, but not limited to, analysis of transit services, passenger and freight rail technical and operational analysis, travel market analysis and ridership forecasting, financial analysis, initial project cost estimates, freeway operational assessments including analysis of current operations and system performance for express lanes and general purpose lanes, identification of potential multimodal capital and operational improvements and strategies to improve the overall transportation system performance.
3. Grade Crossing Program: As part of the Rail Strategy Study, Alameda CTC has conducted grade crossing analysis to identify a Tier 1 set of priority crossings or corridors for additional analysis to identify potential safety improvements. Consultant services are needed to help advance improvements for the Tier 1 crossings and corridors, including project identification, analysis of feasibility and tradeoffs to determine the best treatment, conceptual design, environmental strategy development, and funding and grant application assistance.
4. Project Identification and Development: Alameda CTC leads planning efforts that identify potential projects and implementable solutions. The Consultant will assist Alameda CTC in advancing projects through the early stages of project development, including but not limited to initial project alternatives identification and development, initial project scoping, feasibility studies, conceptual engineering, preliminary cost estimates, identification of risks and contingencies, environmental strategy, and project initiation documents.

5. Project Specific Outreach and Production Support: Through the on-call planning technical services, project identification and development will occur. This task will support project specific outreach to the public regarding agency activities, as well as to key stakeholders, partner agencies and elected officials. The Consultant may provide support including but not limited to mapping and graphics support, presentation and publications support, special events production and staffing support, Title VI and environmental justice analysis and outreach, and assistance with agency technical documents and publications.
6. Programming Support: Alameda CTC distributes funds for numerous transportation projects and programs from local, state and federal funding sources. The Consultant may provide technical programming services including, but not limited to specialized technical assistance in strategic programming, monitoring/oversight processes, policies and procedures, financial analyses, fund management processes and assistance in monitoring and reporting including Local Business Contract Equity Program, Disadvantage Business Enterprise for all federal, state local funds administered by Alameda CTC.
7. Program Delivery Support: Alameda CTC directly administers a number of programs, including the Safe Routes to School program, Affordable Student Transit Pass Program, and Transportation Demand Management program. The Consultant may provide technical program delivery support services, including but not limited to assisting with preparation and review of required program documentation and assisting with federal and state funding requirements, reporting and monitoring contract requirements such as Disadvantage Business Enterprise participation related to federal funding or Local Business Contract Equity Program for local funds, and reviews of funding eligibility requirements.
8. Technical Grant Writing Support: Alameda CTC seeks to leverage local funds to the fullest extent possible. As such, Alameda CTC regularly prepares grant applications. The Consultant may provide technical grant writing support services, including but not limited to drafting the actual grant application, conducting specific cost benefit analysis or other grant-specific required analysis, and developing application graphics.

**Fiscal Impact:** The recommended actions are for a contract amount of \$3,500,000 for a not to exceed contract of \$3,500,000. This funding will be included in the agency budget for FY2018-2019, which will come before the Commission in May 2018. Alameda CTC shall not enter into the contract with the selected consultant until the agency budget, including funding for this item, is approved by the Commission.

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