



Memorandum

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DATE: July 1, 2019

TO: Planning, Policy and Legislation Committee

FROM: Carolyn Clevenger, Director of Planning
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SUBJECT: Summary of 2019 Commission Retreat and 2020 Countywide Transportation Plan Approach

Recommendation

This item is to provide the Commission with a report back on the 2019 Commission Retreat and an update on the proposed approach to the 2020 Countywide Transportation Plan (CTP). This item is for information only.

2019 Commission Retreat

On May 30, 2019, the Commission held a full-day retreat to celebrate past successes, hear presentations on major issues and trends in transportation, and discuss opportunities for 2020 transportation and beyond. The day included a series of informative panels on transportation planning, policy, and funding to help set the stage for discussion about the Commission's priorities for the coming years. The first panel focused on the state of the transportation system in Alameda County, including the performance of the current transportation system, as well as the findings from a recent survey of Alameda County residents on transportation interests and priorities. The second session was a presentation by Dr. Daniel Sperling from the U.C. Davis Department of Civil and Environmental Engineering Institute of Transportation Studies on the "Three Revolutions: Shared, Automated, and Electric" where he challenged the Commission to think about major disruptions in the transportation system and how to create more economically, environmentally and equitably sustainable transport. The final external panel included the Bay Area Council and the Silicon Valley Leadership Group, which are leading an effort, FASTER Bay Area, to advance a potential mega-measure for transportation.

The retreat concluded with a robust discussion with the Commission of opportunities and priorities for "2020 Transportation and Beyond". The Commissioners provided feedback on different project areas in which staff are actively engaged, including goods movement, active transportation, public transit, technology, and programs. This feedback will help inform

the agency work program as well as the 2020 Countywide Transportation Plan (2020 CTP), which is covered in more detail later in this memo. Key salient points from the discussion echoed many of those heard in the presentation on the results of the public survey. Generally, the key points centered on the following objectives for the agency and the 2020 CTP:

- Address growing jobs-housing imbalance
- Focus on significantly improving and prioritizing safety; advance initiatives focused on improving safety in areas with high numbers of collisions (i.e. the High Injury Network)
- Provide options for commuters to enable them to take safe, convenient and time-competitive sustainable modes
- Increase access and affordability of public transit
- Increase opportunities for exclusive bus lanes, including across the Bay Bridge
- Explore both the impacts and opportunities of new mobility services (i.e. transportation network companies); any partnerships should result in data sharing
- Address first and last mile challenges of both people and goods
- Create incentives for lowering demand for driving alone
- Improve design of bicycle and pedestrian facilities for both safety and to encourage higher use
- Establish partnerships with non-traditional organizations for safety, deliveries, and planning for a growing senior population
- Technology investment should have a clear connection to a public good and have measurable benefits

The Commission workshops that will be part of the 2020 CTP will focus on some of the key themes noted above.

Summary of Countywide Transportation Plan

Every four years, Alameda CTC prepares and updates the CTP, which is a long-range planning and policy document that guides future transportation decisions for all modes and users in Alameda County. The existing CTP was adopted in 2016, and is due for an update by 2020. As discussed at June's PPLC meeting, the CTP informs and feeds into the Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), the region's long-range transportation plan called "Plan Bay Area".

Alameda County has been developing CTPs since 1994. Starting with the 2012 CTP, our CTPs have become increasingly multimodal and integrated with land use planning. Each plan horizon is also set to be consistent with the long-range RTP/SCS, which will be the year 2050 for this update. The 2020 CTP will continue supporting multimodal and integrated planning and be future looking as with the other CTPs, but will have a particular emphasis on articulating a set of projects, programs, and policies that Alameda CTC and its partners will pursue over a 10-year horizon. In this way, it will be able to more effectively inform project and funding decisions in the near-term while moving in the right direction to address the county's long-term transportation needs. The 2020 CTP will inform the current RTP/SCS update

for Plan Bay Area 2050 (PBA 2050) as well as the next update to Alameda CTC's Comprehensive Investment Plan (CIP), which will be the 2022 CIP.

This memo describes the proposed approach for the 2020 CTP that emphasizes assessment of near-term issues and development of near-term strategies along with describing a set of streamlined goals that will be the foundation for plan development.

Background

Alameda CTC staff initiated the 2020 CTP development process by meeting with all Alameda County jurisdictions and transit agencies between November 2018 and January 2019. Key themes from these meetings were presented at the January PPLC meeting and reflected the need to serve anticipated growth in housing and employment, safety as a key priority, multimodal solutions for commuters, impacts of cut-through traffic, need to consider access for disadvantaged communities, and uncertainty regarding technology and the future of mobility.

The next major milestones in development of the foundation of the 2020 CTP were a survey of the public conducted in mid-May and a presentation of the results and discussion of priorities at the May 30th Commission Retreat.

Survey

An online survey was administered in May 2019 that was designed to be representative of Alameda County's diverse population across planning areas, and included a significant sample from people in MTC's designated Communities of Concerns (CoC).¹ Across the board, respondents² noted that freeway congestion was the highest concern, followed by pavement condition, congestion on local streets, and frequency and reliability of BART. Within CoC's, pavement condition was indicated as a higher concern than freeway congestion and safety on local streets received a higher ranking than in non-COCs. When asked about priorities for transportation planners to consider over the next 10 years, residents prioritized planning for our growing population, including making improvements for public transit, followed closely by planning for the future of technology. Specific ideas that respondents felt would make the largest difference in transportation included the following:

- Fill potholes and repave roads in all areas of the County
- Create programs that help people get to BART and other transit without driving
- Expand commuter rail services throughout Alameda County
- Invest in technologies that have been shown to make it faster, easier, safer, and more reliable to get around

¹ 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.

² Over 15,000 invitations were sent through email and text message. Approximately 500 people completed the survey, nearly 200 of whom are residents of Alameda County CoCs.

May Commission Retreat

The May Commission retreat provided an opportunity to discuss potential focus areas for the 2020 CTP, during the discussion about transportation in the county beyond 2020. Morning presentations included current performance data, findings from the public survey, the future of transportation technology, and a potential regional funding measure for transportation.

Staff has incorporated the key themes heard during the one-on-one meetings with partner agencies, the public survey, and the Commission Retreat into the proposed approach for the 2020 CTP.

Coordination with PBA 2050

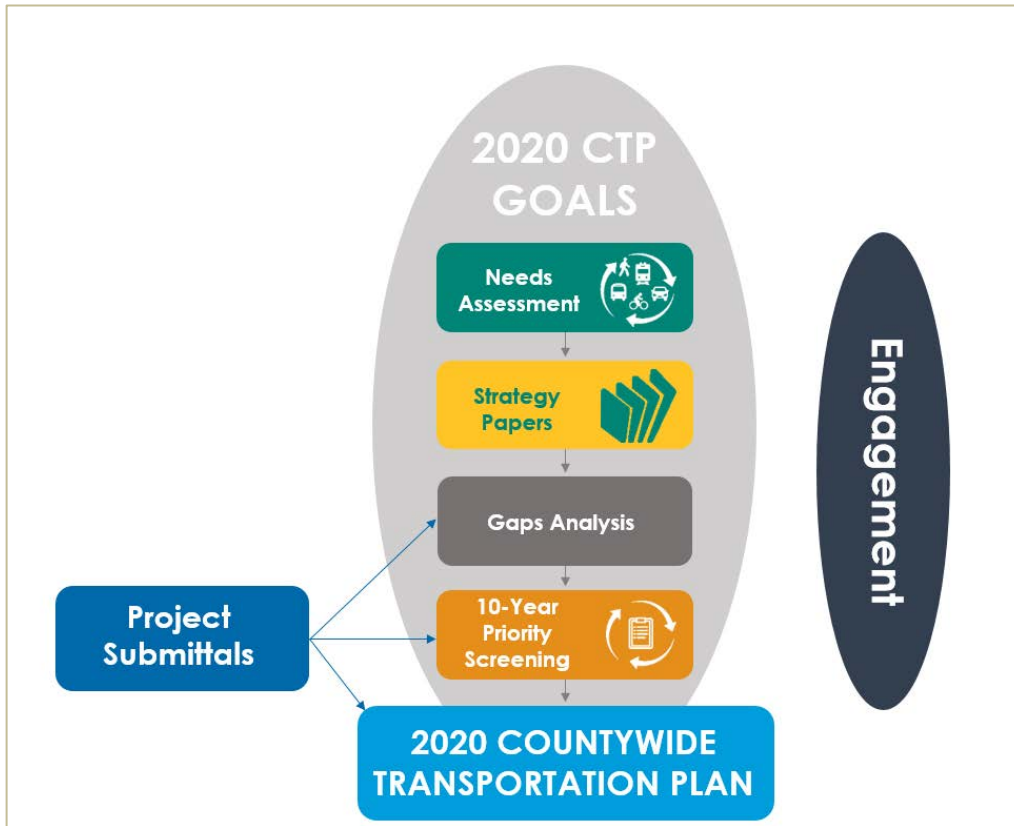
A key objective of the CTP is to provide a mechanism for including Alameda County transportation priorities in the planning process for PBA 2050 as well as future RTP/SCSs. A project must be listed in PBA 2050 in order to qualify for state and federal funding, to receive environmental clearance from Caltrans if needed, and to receive federal actions on a project if needed. Development of the CTP will result in a list of projects and programs reflecting Alameda County's transportation priorities. The CTP project list will serve the purpose of listing Alameda County's transportation priorities for PBA 2050. In June, the Commission approved an initial subset of the project list for submittal to MTC for consideration; the final full project list will be developed through an iterative process involving MTC, Alameda CTC, local jurisdictions and the public primarily over the next year. Updates will be brought to both ACTAC and PPLC as appropriate.

In advance of PBA 2050, MTC/ABAG have also been conducting significant outreach and analysis on future scenarios and long-range strategy development. Findings and policy direction relevant to Alameda County will be reflected in the 2020 CTP.

Proposed 2020 CTP Approach

The 2020 CTP will have a 2050 horizon, consistent with PBA 2050, and will address opportunities and challenges facing the county's transportation system and articulate a set of priority initiatives to address in a 10-year horizon. This will be done through the following components: 1) Vision and Goals, 2) Needs Assessment and Strategy Papers, 3) Project Submittals, 4) Gaps Analysis and Project Screening, and 5) Ongoing Engagement with Stakeholders, including close engagement with partner agencies and the Commission throughout Plan development as well as targeted public engagement. Each of the plan components is described in more detail in the remainder of this memo and an illustration of how they will come together to create the final CTP is shown in **Figure 1**.

Figure 1. Proposed 2020 CTP Components



1. Countywide Transportation Plan (CTP) Vision and Goals

Staff is proposing to carry forward the vision statement from the 2012 and 2016 CTPs. The vision and goals for the previous two CTPs were developed for the then anticipated Transportation Expenditure Plan for Measure BB. Staff proposes to continue using the vision statement from 2012 but to re-package the goals from the 2016 CTP into a streamlined list of four goals. A shorter list of goals has several benefits, including removing redundancies, integrating co-benefits of goals and supporting more effective project prioritization.

Vision Statement

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

Goals

Figure 2 illustrates how the 2020 CTP goals and accompanying goal statements integrate and reflect the 2016 CTP goals.

Goal 1. Accessible, Affordable and Equitable: Improve and expand connected multimodal choices that are available for people of all abilities, affordable to all income levels, and equitable.

Goal 2. Safe, Healthy and Sustainable: Create safe facilities to walk, bike and access public transportation to promote healthy outcomes and support strategies that reduce adverse impacts of pollutants and green-house gas emissions generated by the transportation system.

Goal 3. High Quality and Modern Infrastructure: Upgrade infrastructure such that the system is of a high quality, reflects best practices in design, prepares communities for current and future technological evolution, and is well-maintained and resilient.

Goal 4. Economic Vitality: Support the growth of Alameda County’s economy and the vibrancy of local communities through a transportation system that is integrated, reliable, efficient, cost-effective, and high-capacity.

Figure 2 Proposed 2020 CTP Goals in relation to 2016 CTP Goals

		2016 CTP Goals								
		Multimodal	Accessible, Affordable & Equitable	Integrated	Connected	Reliable & Efficient	Cost Effective	Well-Maintained	Safe	Healthy & Clean Environment
Proposed 2020 CTP Goals	Accessible, Affordable & Equitable	●	●	●	●					
	Safe, Healthy & Sustainable	●							●	●
	High Quality & Modern Infrastructure	●			●			●	●	
	Economic Vitality	●		●	●	●	●			

2. Needs Assessment and Strategy Papers

A needs assessment and strategy papers will be used to set the context for the CTP and determine if there are any gaps in existing efforts that should be prioritized as part of this CTP update.

Needs Assessment

The needs assessment will source data and findings from a multitude of planning efforts that have been completed or are underway since the 2016 CTP and do a focused assessment of new data sources. The following list of plans represent countywide efforts or plans with countywide significance that will be sourced; local planning efforts will be incorporated through the interviews already conducted, ongoing engagement with ACTAC (described in section 5) and the various CTP project solicitations (described in section 3).

Background plans for 2020 CTP:

1. 2016 Countywide Transportation Plan

2. 2016 Alameda Countywide Multimodal Arterial Plan
3. 2016 Alameda Countywide Transit Plan
4. 2016 Alameda County Goods Movement Plan
5. 2017 Alameda County Priority Development Area Investment and Growth Strategy
6. 2017 Plan Bay Area 2040
7. 2017 Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County
8. 2018 Level of Service Monitoring Report – Traffic and Transit
9. 2018 Rail Strategy Study
10. 2018 and 2019 Corridor Projects: East 14th Street/Mission Boulevard and Fremont Boulevard, San Pablo Avenue
11. 2019 Countywide Active Transportation Plan
12. MTC Horizon Perspective Papers and Futures Evaluation (on-going)³
13. Alameda CTC Safe Routes to Schools Site Assessments (on-going) and Evaluation Reports (underway)
14. Alameda CTC Student Transit Pass Pilot Program Evaluation Reports (2017, 2018, and underway)
15. BCDC Adapting to Rising Tides
16. Alameda CTC Technology Working Group Working Papers

Reflecting the key themes discussed at the retreat and revealed in the survey, the 2020 CTP will also include a focused assessment of new data sources:

- Housing and jobs concentrations in near-, mid-, and long-term time horizons
- Travel patterns along major commute corridors in the form of origin and destination analysis using GPS data
- High-injury network for walking, biking, and driving (originally developed as part of Countywide Active Transportation Plan)
- Transportation Technology

The needs assessment will highlight any significant differences across planning areas and within Communities of Concern.

³ Perspective Paper topics include the following: Autonomous Vehicles, Shared Mobility, Regional Growth Strategies, Future of Jobs, Bay Crossings, Sea Level Rise

Strategy Papers

Complementing the needs assessment will be a set of strategy papers on the key topics discussed to date:

- *Transit*: Performance trends, best practices, opportunities for Alameda County
- *Safety*: High injury network for bicyclists, pedestrians and auto drivers; corridors of countywide significance for safety; strategies to reduce collisions, severe injuries and fatalities
- *Economic Development/Land Use*: Strategies for serving current and future major employment centers, first/last mile solutions, employer programs and partnerships, supporting PDA development and better land use/transportation integration
- *Future Trends*: Summary of current and future trends in population/job growth and locations, evolution of transportation technology, and climate change resiliency, focused on implications for the Alameda County transportation system. This paper will also reflect findings from MTC/ABAG's Horizons planning process.

These strategy papers will be a parallel effort to the needs assessment and are designed to generate a set of actionable recommendations for Alameda CTC to pursue.

3. Transportation Project Submittal Process

The 2020 CTP will include a list of transportation projects and programs for the county through the long-term horizon of 2050. These projects will be solicited across two requests for project solicitations that are tied to development of PBA 2050. Last month, the Commission approved the list of Alameda County's regionally significant projects for consideration for inclusion in PBA 2050. This request resulted in a list of 92 projects with a cost over \$17 billion. This project list represented the first request for projects for the 2020 CTP as well, as projects in the CTP and RTP must be consistent. The second request will occur later this summer/fall and will cover all remaining local project types.

In a separate process known as the Transformative Call for Projects, MTC/ABAG also solicited mega-regional, multi-county projects that cost over \$1 billion from public agencies and members of the public. As part of development of PBA 2050, they will be conducting performance evaluation of these projects. If any of these projects prove to be high-performing and would address significant needs and priorities within the county, Alameda CTC could also consider including these projects in the 2020 CTP reflecting that cost-sharing among regional partners would be necessary.

4. Gaps Analysis and Project Screening for 10-Year Horizon

The project solicitation process will create a long list of projects for Alameda CTC and its partners to deliver over a 30 year timeframe. However, it also may leave gaps in needs for projects that have not yet been developed. Further, prioritization within this thirty year timeframe will be necessary to understand near-term actions. The 2020 CTP will address these issues through a gaps analysis and a near-term prioritization.

As described in Section 2, staff proposes to compare the results of the needs assessment and strategy papers with project submittals, identify gaps, and propose subsequent project

development to address gaps. This exercise likely will not lead to fully developed projects per se but to planning initiatives for the agency to pursue. Examples of this could include: identifying the next set of corridor projects that the agency will manage in the next 10 years, describing the next generation of school-based and paratransit programs, identifying the need for multimodal projects for Caltrans-owned interchanges, and/or identifying the need to provide express bus service to growing employment centers within the county.

After gaps analysis and in close coordination with partner agencies, the long list of projects and strategies will be prioritized into a 10-year horizon. This near-term prioritization will screen projects based on Plan goals, project readiness in the next 10 years, and will reflect differences among project types and across the four diverse Planning Areas of the county.

Staff will develop the screening methodology working with ACTAC this fall. Note that all projects that are submitted to the 2020 CTP will be included in the long-term horizon project list.

5. Stakeholder and Commission Engagement

Similar to the 2016 CTP development, the 2020 CTP update will be a transparent process, with Alameda CTC working closely with Commissioners, jurisdictions, transit agencies, and other stakeholders. Public engagement for the Plan will be held at strategic milestones throughout the Plan development process to ensure the public is aware of the CTP and has the ability to provide input; it will focus on providing convenient and effective opportunities for the public to engage.

The Alameda County Technical Advisory Committee (ACTAC) will serve as the primary technical working group informing the development of the CTP and will have CTP-related items on its agenda throughout the Plan's development. The Commission will provide strategic policy guidance and help craft the set of near-term priorities.

Engagement with Commissioners

Guidance from Commissioners will be solicited across three avenues. Staff proposes workshops on broad topics that arise from the strategy papers and needs assessment, Planning Area workshops on project prioritization, and full Committee and Commission presentations on the Draft and Final Plans. The proposed schedule is as follows:

- **Spring 2019:** Commission retreat (*completed May 30, 2019*)
- **Fall/Winter 2019:** Workshops on key topics
- **Winter/Spring 2020:** Planning Area meetings on needs and priorities
- **Summer/Fall 2020:** Full Committee and Commission briefing on Draft and Final Plan releases

Engagement with ACTAC

ACTAC will serve as the technical working group for CTP development. Staff proposes to have full ACTAC meetings on the needs assessment, strategy paper findings, and screening methodology, approximately every other month through the end of 2019. In early 2020, Planning Area meetings with ACTAC members will be conducted on project prioritization. All

project solicitations will also be coordinated through ACTAC. Draft and Final plans will be brought through ACTAC.

Public Outreach

As described in the needs assessment section, the 2020 CTP will build off of significant outreach that has been conducted as part of other planning efforts at the countywide level and that local jurisdictions conduct on a routine basis. Public outreach for the 2020 CTP will focus on soliciting feedback on project priorities and identifying gaps that should be further developed. The format of public outreach will include intercept surveys and focus groups in Communities of Concern and interactive workshops at select locations throughout the county in winter 2020. The outreach in Communities of Concern will occur as part of a separate, but connected planning effort, development of Community-Based Transportation Plans. This is further described at the end of the memo. Each in-person outreach will include a complementary virtual effort such as online surveys or virtual Town Hall events.

6. Plan Development

The various components of the 2020 CTP effort will be synthesized into a single document. The plan will seek to articulate clear action plans that build off of the needs, strategies, and gaps identified during the plan development process, including 10-year priority initiatives for Alameda CTC and its partners. The action plans may include recommendations for development of large and small capital projects, programs (e.g., Safe Routes to Schools), operational strategies, and/or policies. The action plans will describe funding, advocacy, and partnerships that will be needed to implement the 10-year horizon.

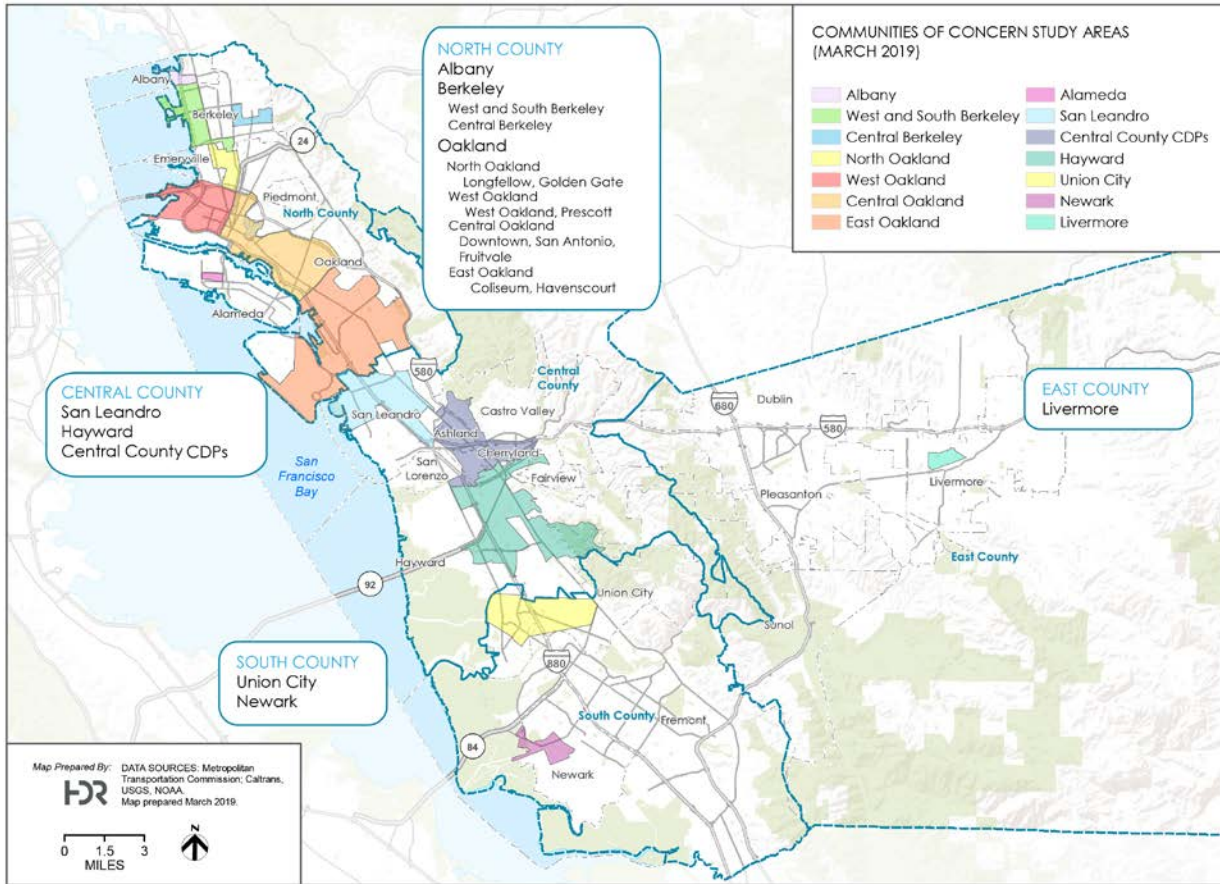
Community-Based Transportation Plan Update

The Metropolitan Transportation Commission (MTC) launched the Community-Based Transportation Planning (CBTP) program in 2002. Its goal is twofold: to improve access and mobility for disadvantaged communities (for commute as well as non-commute trips), and engage residents and community organizations in conducting the analysis and shaping the recommendations. The last set of CBTPs for Alameda County were completed between 2004 and 2009.

In a parallel but related process to the 2020 CTP, staff intends to update Alameda County's CBTPs based on MTC's updated CBTP guidelines, which were adopted in January 2018. This effort will reflect MTC's most recent definition of Communities of Concern, which are shown on **Figure 3**. The CBTP effort will include public outreach in all CBTP areas, analysis of baseline conditions for these specific geographies and development of project priorities based on outreach and discussions with jurisdictions that have recently conducted extensive outreach and planning work within these communities. For example, the planning and prioritization work associated with Assembly Bill 617 in West Oakland⁴ will be reflected in the CBTP. Needs and priority initiatives that are generated for the CBTP will be included as an element of the full 2020 CTP.

⁴ <http://www.baaqmd.gov/community-health/community-health-protection-program/west-oakland-community-action-plan>

Figure 3. Communities of Concern CBTP Study Areas



2020 CTP Schedule and Next Steps

Figure 4 presents the draft 2020 CTP Development Schedule. Work on the 2020 CTP began in November 2018 with meetings with each jurisdiction and transit agency and will continue through CTP adoption in July 2020. Starting this summer, staff will begin developing the needs assessment, strategy papers, and methodology for screening project submittals for near-term priorities. As described above and shown in the schedule below, engagement with ACTAC and the Commission will be on-going from July through plan adoption in fall 2020.

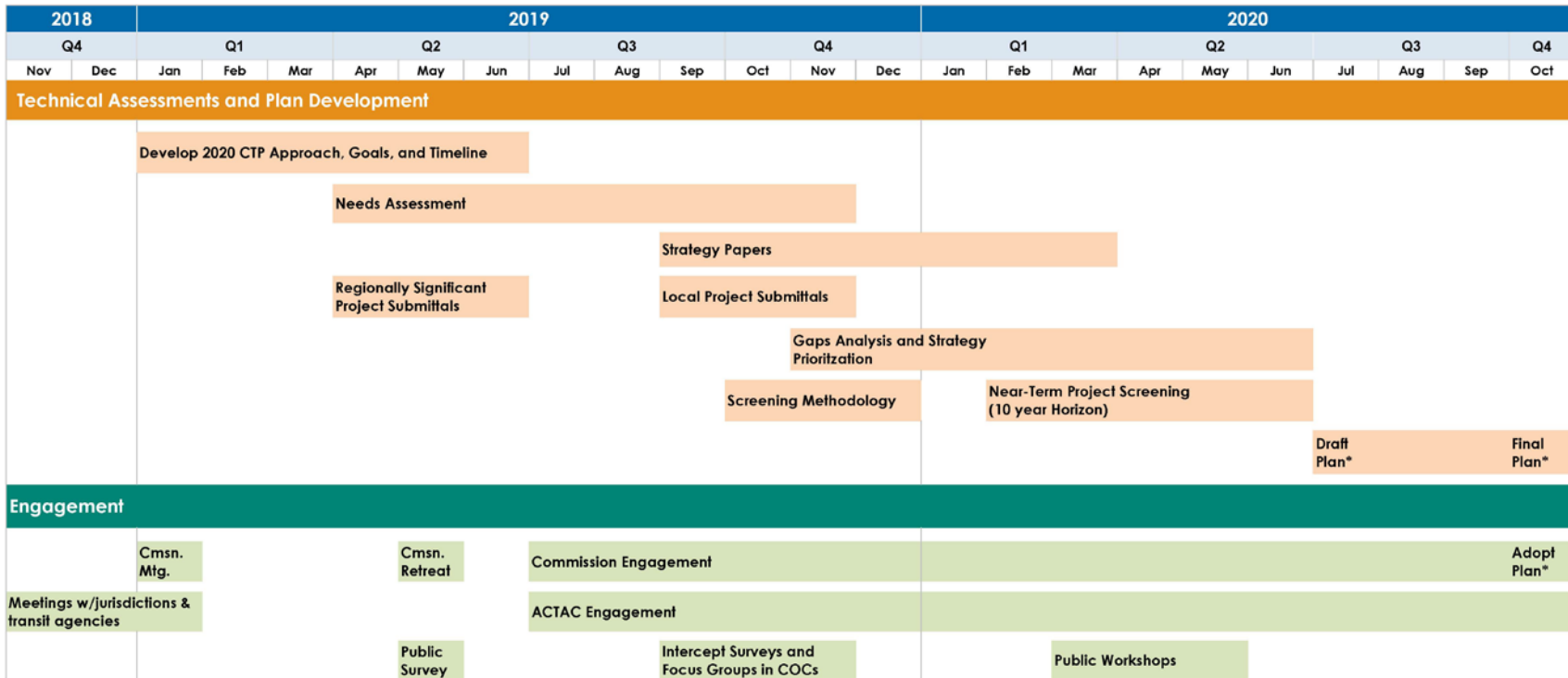
Fiscal Impact: There is no fiscal impact associated with the requested action.

Figure 4. CTP Draft Development Schedule



2020 Countywide Transportation Plan

Draft Development Schedule



* Countywide Transportation Plan

Note: This schedule is high level and intended to provide an overview of departmental activities, and is subject to change.