



## Alameda County Technical Advisory Committee Meeting Agenda Thursday, September 5, 2019, 1:30 p.m.

Chair: Arthur L. Dao

Staff Liaison: [Gary Huisingh](#)

Clerk: [Vanessa Lee](#)

### 1. Call to Order

### 2. Introductions/Roll Call

### 3. Public Comment

### 4. Consent Calendar

Page/Action

4.1. [Approve the June 6, 2019, ACTAC Meeting Minutes](#) 1 A

### 5. Planning / Programs / Monitoring

5.1. [Approve the Vision and Goals for the 2020 Countywide Transportation Plan](#) 5 A

5.2. [Approve the 2019 Congestion Management Program and 2019 Conformity Findings](#) 13 A

5.3. [Review 2020 State Transportation Improvement Program Principles](#) 27 I

5.4. Measure RR-funded Safe Routes to BART program (Verbal) I

5.5. [Alameda County Federal Inactive Projects Update](#) 37 I

5.6. 2020 Countywide Transportation Plan Project Updates (Verbal) I

### 6. Member Reports

### 7. Staff Reports

### 8. Adjournment

**Next Meeting:** Thursday, October 10, 2019

#### 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 for September 2019 through December 2019

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

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

**AC Transit**  
Board Vice 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**  
Vice President Rebecca Saltzman

**City of Alameda**  
Mayor Marilyn Ezzy Ashcraft

**City of Albany**  
Mayor Rochelle Nason

**City of Berkeley**  
Mayor Jesse Arreguin

**City of Dublin**  
Mayor David Haubert

**City of Emeryville**  
Councilmember 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 Sheng Thao

**City of Piedmont**  
Mayor Robert McBain

**City of Pleasanton**  
Mayor Jerry Thorne

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

**Executive Director**  
Arthur L. Dao

### Commission and Committee Meetings

Time	Description	Date
2:00 p.m.	Alameda CTC Commission Meeting	September 26, 2019 October 24, 2019 December 5, 2019
9:00 a.m.	Finance and Administration Committee (FAC)	September 9, 2019 October 14, 2019 November 18, 2019
9:30 a.m.	I-680 Sunol Smart Carpool Lane Joint Powers Authority (I-680 JPA)	
10:00 a.m.	I-580 Express Lane Policy Committee (I-580 PC)	
10:30 a.m.	Planning, Policy and Legislation Committee (PPLC)	
12:00 p.m.	Programs and Projects Committee (PPC)	

### Advisory Committee Meetings

9:30 a.m.	Paratransit Technical Advisory Committee (ParaTAC)	September 10, 2019 <b>Cancelled</b>
1:30 p.m.	Paratransit Advisory and Planning Committee (PAPCO)	September 23, 2019
1:30 p.m.	Alameda County Technical Advisory Committee (ACTAC)	October 10, 2019 November 7, 2019
5:30 p.m.	Independent Watchdog Committee (IWC)	November 18, 2019
5:30 p.m.	Bicycle and Pedestrian Advisory Committee (BPAC)	November 21, 2019

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).



## **Alameda County Technical Advisory Committee Fiscal Year 2019-2020**

### **Member Agencies**

AC Transit  
BART  
City of Alameda  
City of Albany  
City of Berkeley  
City of Dublin  
City of Emeryville  
City of Fremont  
City of Hayward  
City of Livermore  
City of Newark  
City of Oakland  
City of Piedmont  
City of Pleasanton  
City of San Leandro  
City of Union City  
County of Alameda

### **Other Agencies**

Chair, Alameda CTC  
ABAG  
ACE  
BAAQMD  
Caltrans  
CHP  
LAVTA  
MTC  
Port of Oakland  
Union City Transit  
WETA

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**1. Call to Order**

Gary Huisingsh called the meeting to order.

**2. Roll Call/Introductions**

Introductions were conducted. All members were present with the exception of Kevin Connolly, Osh Felfala, Anthony Fournier, Johnny Jaramillo, Obaid Khan, Donna Lee, Eve Ng, Cedric Novenario, Kevin Sheradin, Radiah Victor, Bruce Williams and John Xu.

**Subsequent to the Roll Call**

Beth Thomas arrived during item 3. Cindy Horvath arrived during item 4.1. Reuben Izon left during item 5.3 and Steven Lizzarago left during item 5.4.

**3. Public Comment**

A public comment was heard from Charlie Cameron regarding the design of the Union City BART Station.

A public comment was heard from Paul Medved with BART. He thanked Alameda CTC for their support with the Warm Springs BART Project. He noted that he is hopeful for continued funding support for the project as it progresses.

**4. Consent Calendar**

**4.1. Approval of May 9, 2019 ACTAC Meeting Minutes**

*Hans Larsen made a motion to approve meeting minutes. Amber Evans seconded the motion. The motion passed with the following votes:*

Yes: Evans, Fried, Horvath, Huisingsh, Imai, Izon, Larsen, Lizzarago, Payne, Renk, Solla, Stella, Thomas, Yeamans

No: None

Abstain: None

Absent: Connolly, Felfala, Fournier, Jaramillo, Khan, Lee, Ng, Novenario, Sheradin, Victor, Williams, Xu

**5. Programs/Projects/Monitoring**

**5.1. 2020 Comprehensive Investment Plan**

John Nguyen recommended the Commission approve the 2020 Comprehensive Investment Plan (CIP), which includes converting \$70.5M of previously programmed funds to allocations in Fiscal Year 2019/20 through 2020/21; new

programming of \$41.9M in new programming of Measure B, BB, Vehicle Registration Fee (VRF) and Transportation Fund For Clean Air (TFCA) funds, of which \$36.5M is part of the two-year allocation plan for the 2020 CIP; general programming adjustments to reprogram funds to outer years of the CIP, deprogram funding from certain projects at the project sponsor's request, deallocate project balances, and/or to record previously approved off-cycle programming into the 2020 CIP; and approve execution of Project Funding Agreements, Cooperative Agreements, and other applicable agreements with Project Sponsors and implementing agencies, and to authorize Alameda CTC to release Request for Proposals for projects and programs implemented by Alameda CTC.

*Hans Larsen made a motion to approve this item. Gail Payne seconded the motion. The motion passed with the following votes:*

Yes: Evans, Fried, Horvath, Huisingsh, Imai, Izon, Larsen, Lizzarago, Payne, Renk, Solla, Stella, Yeamans  
No: None  
Abstain: Thomas  
Absent: Connolly, Felfala, Fournier, Jaramillo, Khan, Lee, Ng, Novenario, Sheradin, Victor, Williams, Xu

**5.2. Measure B, Measure BB and Vehicle Registration Fee Program Compliance Report Summary**

John Nguyen provided an update on the Measure B/BB/Vehicle Registration Fee Program Compliance Report Summary. He provided an overview of the Direct Local Distribution (DLD) program and provided information on Measure B, Measure BB and VRF distributions for FY 2017-18. Mr. Nguyen update the committee on compliance requirements, review process, expenditure history, and performance measures. He stated that with the exception of the City of Albany, all DLD recipients are deemed compliant with financial and program compliance requirements. Mr. Nguyen mentioned that the Alameda CTC is working closely with the City of Albany to help them achieve program compliance. He concluded his presentation by providing information on funding balances across jurisdictions and program compliance determinations.

*This item is for information only.*

**5.3. Plan Bay Area 2050 update and approval of project submissions for Plan Bay Area 2050**

Saravana Suthanthira and Kristen Villanueva provided an update on Plan Bay Area 2020 and asked ACTAC to recommend the Commission approve submission of projects in Alameda County for consideration for inclusion in Plan Bay Area 2050.

Ms. Suthanthira stated that the Metropolitan Transportation Commission (MTC) and Association of Bay Area Governments (ABAG) have been working on the update to Plan Bay Area (PBA), the region's long-range Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS). In March 2019, MTC requested information via the county transportation agencies on transportation projects for consideration for PBA 2050 that would be considered "regionally significant, non-exempt" for air quality modeling purposes of the RTP/SCS. The project list includes some large "exempt" projects, which are projects that are more operational in nature or of a large dollar value. The majority of remaining "exempt" projects will be bundled into programmatic categories for the RTP/SCS when MTC releases its request for additional exempt projects later in the summer/early fall.

*Amber Evans made a motion to approve this item. Hans Larsen seconded the motion. The motion passed with the following votes:*

Yes: Evans, Fried, Horvath, Huisingsh, Imai, Larsen, Lizzarago, Payne, Renk, Solla, Stella, Thomas, Yeamans  
No: None  
Abstain: None  
Absent: Connolly, Felfala, Fournier, Izon, Jaramillo, Khan, Lee, Ng, Novenario, Sheradin, Victor, Williams, Xu

#### **5.4. MTC Update on Regional Growth Framework and Priority Development Area Guidelines**

Saravana Suthanthira introduced Mark Shorett with MTC. Mr. Shorett provided an update on the MTC Regional Growth Framework and Priority Development Area Guidelines.

*This item is for information only.*

#### **5.5. Alameda County Federal Inactive Projects Update**

Jacki Taylor provided an update on the Federal Inactive List and she highlighted potential deobligation dates for inactive projects. She encouraged ACTAC members to stay current with their federal invoicing and highlighted key dates for projects on the Inactive List.

*This item is for information only.*

### **6. Members Report**

There were no member reports.

### **7. Staff Report**

There were no staff reports

**8. Adjournment**

The meeting adjourned at 3:35 p.m. The next meeting is scheduled for June 27, 2019 at the Alameda CTC offices.



# Memorandum

5.1

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

**DATE:** August 29, 2019

**TO:** Alameda County Technical Advisory Committee

**FROM:** Carolyn Clevenger, Director of Planning  
Kristen Villanueva, Senior Transportation Planner  
Kate Lefkowitz, Associate Transportation Planner

**SUBJECT:** Approve the Vision and Goals for the 2020 Countywide Transportation Plan

### Recommendation

It is recommended that the Commission approve the vision and goals for the 2020 Countywide Transportation Plan (2020 CTP).

### Summary

As part of development of the 2020 CTP, staff briefed the Planning, Policy and Legislation Committee (PPLC) and Commission in January and July on the approach for the 2020 CTP and presented draft vision and goal statements in July. This memo summarizes comments from these meetings and presents revised vision and goals for the 2020 CTP based on the feedback received in July as shown in Tables 1 and 2 of this memo. A detailed comment and response table summarizing input received at the July meetings is included in Attachment A. Staff will present the revised vision and goal statements to the Alameda County Technical Advisory Committee (ACTAC) on September 5, 2019 and will provide an update on the comments received from ACTAC to the Committee.

### Background

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. The CTP also informs and feeds into the Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), the region's long-range transportation plan called "Plan Bay Area." The 2020 CTP will inform the current RTP/SCS update for Plan Bay Area 2050 (PBA 2050).

Starting with the 2012 CTP, the CTPs have become increasingly multimodal and integrated with land use planning. While the 2020 CTP has a 2050 horizon year to be consistent with the PBA 2050 and will continue to be long-term in nature, it will also emphasize a 10-year near-

term horizon to articulate a set of projects, programs, and policies to focus on over a 10-year period. In this way, the CTP will be a tool to inform near-term activities and advocacy while also considering the county's long-term transportation needs.

At the January and July PPLC and Commission meetings, staff presented the proposed approach for the 2020 CTP. The 2020 CTP will have a 2050 horizon, be consistent with the regional transportation plan, Plan Bay Area 2050, 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.

At the July meetings, Commissioners directed staff to incorporate specific issue areas relevant to their jurisdictions in the development of the 2020 CTP as well as suggestions for specific edits for the vision and goal statements. Attachment A includes a comment and response table from the previous meetings. Discussion of revisions to the vision and goal statements is included in the next section.

**Revised Vision and Goal Statements**

Since the 2012 CTP, each CTP has a vision statement and set of goals that guide plan development and inform recommendations. The vision and goals for the previous two CTPs were developed through extensive agency and community engagement. As discussed at the July meetings, staff proposes to largely re-affirm the vision statement from the 2012 and 2016 CTPs 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.

Overall, there was a generally positive reception to the proposed vision and goal statements as presented at the July meetings. Staff received a few suggestions to modify word choice and have reflected these edits in track changes in the revised vision and goal statements as shown in Tables 1 and 2. Detailed comments and responses for these changes are reflected in Comments 19-22 in Attachment A.

Table 1. Revised Vision Statement for the 2020 CTP

<p><b>Draft Vision Statement (July 2019)</b></p>	<p>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.</p>
<p><b>Revised Vision Statement (September 2019)</b></p>	<p>Alameda County <u>residents, businesses and visitors</u> 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.</p>

Table 2. Revised Goal Statements for the 2020 CTP

Goal	Draft Goal Statement (July 2019)	Revised Goal Statement (September 2019)
1. <b>Accessible, Affordable and Equitable</b>	Improve and expand connected multimodal choices that are available for people of all abilities, affordable to all income levels and equitable.	No change.
2. <b>Safe, Healthy and Sustainable</b>	Create safe facilities to walk, bike and access public transportation to promote healthy outcomes and support strategies that reduce adverse impacts of pollutants and greenhouse gas emissions generated by the transportation system.	Create safe facilities to walk, bike and access public transportation to promote healthy outcomes and support strategies that reduce adverse impacts of pollutants and greenhouse gas emissions <del>generated by the transportation system</del> <u>by reducing reliance on single-occupant vehicles.</u>
3. <b>High Quality and Modern Infrastructure</b>	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.	Upgrade infrastructure such that the system is of a high quality, <u>is well-maintained, resilient and reflects best practices in design, prepares communities for current and future technological evolution maximizes social benefits of technology, maximizes the benefits of new technologies for the public. and is well-maintained and resilient.</u>
4. <b>Economic Vitality</b>	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.	No change proposed.

### Commission Engagement for Developing the 2020 CTP

In response to Commission questions regarding Commissioner input on the CTP, the following table presents in greater detail a draft timeline of the major activities for the 2020 CTP that will specifically be discussed with Commissioners for input throughout the process. Note that transportation projects and strategies will be discussed with the Commissioners throughout the year at key development milestones in Summer 2019, Winter 2020, and Spring 2020, before a draft plan is released in July 2020.

Table 3. Draft 2020 CTP Development Timeline for Commission Involvement

Timeline	Draft Commission Topics related to 2020 CTP
Winter 2019	<ul style="list-style-type: none"> <li>• CTP informational update on CTP development process and timeline <i>(completed January 2019)</i></li> </ul>
Spring 2019	<ul style="list-style-type: none"> <li>• Commission Retreat to discuss and inform topic areas for 2020 CTP <i>(completed May 2019)</i></li> </ul>
Summer 2019	<ul style="list-style-type: none"> <li>• Briefing and approval of regionally-significant projects for submission to MTC for PBA 2050 and for consideration in the 2020 CTP <i>(completed June 2019)</i></li> <li>• Briefing on proposed approach to the 2020 CTP <i>(completed July 2019)</i></li> </ul>
Fall 2019	<ul style="list-style-type: none"> <li>• Approval of vision and goal statement for the 2020 CTP</li> <li>• Presentations on policy areas for the 2020 CTP</li> </ul>
Winter 2020	<ul style="list-style-type: none"> <li>• Presentations on findings from Needs Assessment and Strategy Papers with discussion on projects and strategies to consider adding to the 2020 CTP</li> </ul>
Spring 2020	<ul style="list-style-type: none"> <li>• Discussions on projects and programs for 10-year horizon and long-term priorities with Commissioners in each Planning Area</li> </ul>
Summer 2020	<ul style="list-style-type: none"> <li>• Presentation on the draft 2020 CTP</li> </ul>
Fall 2020	<ul style="list-style-type: none"> <li>• Review and adoption of the final 2020 CTP</li> </ul>

**Fiscal Impact:** There is no fiscal impact associated with this item.

**Attachment:**

- A. Commission comments on CTP

# Attachment A

# 5.1A

2020 Countywide Transportation Plan (CTP) Approach and Draft Vision and Goals  
Alameda CTC Comment/Response from July 2019 Meetings of PPLC and Commission

Comment/Response from July 8, 2019 PPLC Meeting		
#	Comment	Response
1	Regarding outreach, will you be continuing to conduct outreach throughout the county?	Outreach will be conducted throughout the county, including specific outreach in each planning area. In addition, there will be intercept surveys and focus group meetings in Communities of Concern, which are spread across the county as part of the Community Based Transportation Plan effort.
2	Request that opportunities for content suggestions be brought to the Commission early in the process especially for project ideas.	The CTP will be presented regularly to the Commission at key milestones throughout this and next year. In 2020, we will be meeting with Commissioners in different areas of the county to discuss project priorities particular to each area of the county.
3	Some project concepts to consider in the CTP include finishing express lanes all the way to the Bay Bridge and improving freight flow.	These issues will be discussed during the Needs Assessment and Gap Analysis for the CTP and will be discussed with the Commission.
4	Issue areas to address in the CTP: data on TNC (i.e. Lyft, Uber) trips; cut-through traffic and apps that are directing the traffic at a county-level; better defining future mobility.	These issues will be discussed within the Needs Assessment and Strategy Papers for the CTP especially in the Transit Strategy Paper and in the Technology Strategy Paper.
5	AC Transit has a high proportion of riders that are low-income and people of color. How does this relate to the Communities of Concern? Are you studying the needs on the ground and the needs of the provider?	Community of Concern is an MTC distinction that identifies geographies of disadvantaged communities. The needs of these communities will be discussed in the Community Based Transportation Plans, which will be incorporated into the CTP
7	Affordability of transit is a big issue for all transit providers	Comment noted.
8	In 2012 and 2016 CTPs, there were discussions of connected, access, affordable, and equitable. Remember these goals when considering the Tri Valley. It is a major commute corridor that needs a transit connection.	These issues will be discussed during the Needs Assessment for the CTP including discussion of major transit investments in the County and connecting to the mega-region.

<b>Comment/Response from July 8, 2019 PPLC Meeting</b>		
<b>#</b>	<b>Comment</b>	<b>Response</b>
9	Timing is good for the outreach, especially with the Census and outreach in hard-to-reach communities. Great opportunity to leverage that partnership with community members.	Comment noted.
10	The shorter list of goals for the CTP is fine as long as they include all of the elements from goals of the 2016 CTP.	It is the intent of the shorter list of goals for the 2020 CTP to cover the objectives of the longer list of goals from the previous two CTPs.
11	Land use plays a big role in how efficient the transportation system is. There are a large number of commuters traveling in one way in the morning and one way in the evening. If we balance the commutes, we'd have much more efficiency. Seems like that issue would be covered under economic vitality.	These issues will be discussed in the Needs Assessment and Strategy Papers for the CTP. There will be a strategy paper on economic development that focuses on strategies to increase non-single occupant options for commuters as well as a policy discussion on transportation and land use.
12	The future of funding is going to change especially because of the increase in electric vehicles and reliance on gas tax. Skeptical about future regional funding if it will be associated with a sales tax.	The CTP will include a discussion of potential future funding sources and revenues.
13	Looks like almost all of the City of Hayward is a Community of Concern. We would want to identify the projects in these communities to leverage funding.	Comment noted.
14	TNC/Uber is surveying elected officials and the survey says they want to work with local governments to address concerns.	Comment noted.

<b>Comments/Response from July 25, 2019 Commission Meeting</b>		
<b>#</b>	<b>Comment</b>	<b>Response</b>
15	Recommend bringing the project list and other plan elements early to the Commission to weigh in on what might be missing from the list before plan adoption.	See response to Comment #2.

**Comments/Response from July 25, 2019 Commission Meeting**

#	Comment	Response
16	The CTP development schedule does not note which items will come to the Commission; we want to have opportunities to review and add to the project list.	The September PPLC memo includes a more detailed schedule with Commission briefings identified. Staff will bring the Needs Assessment, Gap Analysis, and draft project lists to the Commission multiple times as part of CTP development.
17	In the past, MTC tends to focus on big ticket items in the RTP but smaller and more distributed investments can make a big difference so these should be highlighted in the CTP as well.	The CTP will include and highlight projects of a variety of sizes, including large and small projects and programs. The CTP includes a greater level of detail on projects and programs, which are for the most part included in the RTP but at a high level.
18	Related to the CTP goals, East County is not connected and has been paying for a transit system. This underscores the importance of Valley Link so that we have a connected transportation system.	See response to Comment #8.
19	The vision statement should be more specific. The word "people" and the outcomes of what the agency are trying to do are not mentioned in the vision statement. The words "premier transportation system" are unclear.	See agenda item for revised language for the vision statement. Staff is proposing to add "residents, businesses and visitors" to the vision statement but to leave "premier transportation system." The intent of the vision statement is to be broad and capture a variety of outcomes.
20	To the end of Goal statement #2, suggest adding "including reducing reliance on single occupant vehicles." This intent should be explicitly worded in one of the goal statements and it fits within #2.	See agenda item for revised language for Goal #2.
21	The word "multimodal" should be more specific for Goal #1. Multimodal could be a roadway with a sub-standard bike lane when the intent is to encourage bike use and not driving by themselves.	Staff recommends leaving the goal statement unchanged since multimodal in this context could mean a variety of combinations of modes such as driving to access a transit station. The issue of bike lane design will be captured in Goal #2 that will prioritize high quality bike facilities.
22	The phrase in Goal #3 regarding "preparing communities for technological evolution" isn't quite right. We want cities to be able to shape the upcoming technological evolution.	See agenda item for revised language for Goal #3.

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**DATE:** August 29, 2019

**TO:** Alameda County Technical Advisory Committee

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

**SUBJECT:** Approve the 2019 Congestion Management Program (CMP) and 2019 CMP Conformity Findings

## Recommendation

It is recommended that the Commission approve the 2019 Congestion Management Program (CMP) and adopt the 2019 CMP Conformity Findings. Upon approval, the 2019 CMP report will be sent to the Metropolitan Transportation Commission (MTC), as required.

## Summary

State legislation requires Alameda CTC, as the congestion management agency (CMA) for Alameda County, to update its Congestion Management Program (CMP) every two years. There are five required elements in the CMP: (1) level of service monitoring, (2) a multimodal performance element, (3) a travel demand management element, (4) a land use analysis program, and (5) a capital improvement program. The last update to the CMP was completed in December 2017. The 2019 update is a focused update to the Alameda County Congestion Management Program (CMP). In conformance with legislative requirements, the CMP describes strategies and procedures to: (1) monitor the performance of the county's multimodal transportation system, (2) address roadway congestion and improve the performance of a multimodal system, and (3) integrate transportation and land use planning. There will likely be upcoming changes to the CMP legislation, streamlining it to align with the current practices of supporting greenhouse gas reduction and multimodal performance improvements. Alameda CTC is actively monitoring any changes to CMP legislation. Once any changes are finalized, Alameda CTC will develop an updated approach to ensure continued compliance.

As a part of the CMP requirements, each year Alameda CTC evaluates each jurisdiction's conformance with four elements to enable continued release of gas tax subventions: Level of Service (LOS) Monitoring, Land Use Analysis Program, Travel Demand Management implementation, and Payment of membership fees. All jurisdictions with the exception of three jurisdictions that have the deficiency plan implementation

requirements are found to be in conformance. These three jurisdictions are expected to be in conformance by the Commission meeting on September 26th.

## **Background**

State CMP legislation requires biennial updates to the CMP. Alameda CTC develops and updates a CMP for Alameda County during odd-number years. The CMP is used to monitor the performance of the county's transportation system, develop strategies to address congestion and improve the performance of a multimodal system, and strengthen the integration of transportation and land use planning.

Over the years, Alameda County's CMP has evolved from a program focused on meeting the legislative requirements to a robust effort that uses the legislative mandate as an opportunity to develop an integrated and multimodal transportation system for all users of the Alameda County transportation network integrating land use and transportation and reducing greenhouse gas emissions from transportation. However, existing CMP legislation specifically requires CMAs to use a delay-based metric such as LOS for roadway performance monitoring and for the traffic impact analysis in the Land Use Analysis Program. This is in direct conflict with a more recent amendment to the CEQA legislation pursuant to the implementation of Senate Bill 743(SB 743) which requires the significance metric for traffic impact assessment to be Vehicle Miles Traveled. Alameda CTC anticipates amendments to the existing CMP legislation which could substantially change the CMP and its requirements in the near future to align with the current industry standards and trend. Because of this, the 2019 CMP update is a focused update reporting on progress on the implementation of various CMP elements that occurred in the last two years, consistent with the approach used for the 2017 CMP update. As guidance on future CMPs emerges from state and regional authorities, Alameda CTC anticipates a more comprehensive update to the CMP in the near future.

## **2019 Congestion Management Program Update**

The following are the legislatively required elements of the CMP:

- Roadway Performance Monitoring: Monitor congestion levels against the LOS standards established for the county's designated CMP roadway system. If roadway LOS standards are not maintained in the CMP roadway system, a deficiency plan is required that defines how improvements will be implemented to bring the LOS to an acceptable standard. As noted above, this is in conflict with newer legislation requiring the use of VMT. Future legislation is expected from the state to correct this inconsistency between two state laws.
- Multimodal Performance Measurement: Evaluate the county's multimodal transportation system against adopted performance measures.
- Travel Demand Management: Promote alternative transportation strategies with a travel demand management element.

- Land Use Impact Analysis: Analyze the effects of local land use decisions on the regional transportation system. Develop and maintain a travel demand model to assess the land use impact.
- Capital Improvement Program: Prepare a capital improvement program that maintains or improves the performance of the countywide multimodal transportation system.

## **2019 CMP Conformity Findings**

Each fiscal year, local jurisdictions must comply with four elements of the CMP to be found in compliance. Non-conformance with the CMP requirements means that respective local jurisdictions are at a risk of losing Proposition 111 gas tax subventions. The four required elements are:

1. LOS Monitoring Element: Prepare Deficiency Plans and Deficiency Plan Progress Reports, as applicable;
2. Travel Demand Management Element: Complete the TDM Site Design Checklist;
3. Land Use Analysis Element: Jurisdictions must submit to Alameda CTC all Notices of Preparations, Environmental Impact Reports, and General Plan Amendments and review the allocation of Association of Bay Area Governments' land use projections to Alameda CTC's traffic analysis zones; and
4. Pay annual fees.

In July 2019, Alameda CTC contacted all Alameda County jurisdictions for the necessary documentation to determine 2019 CMP conformity. All jurisdictions have complied with the TDM, Land Use Analysis Program, and fee requirements. There are currently two active deficiency plans in the county: State Route 185 and State Route 260 in Oakland. Staff is working with the three jurisdictions that are subject to LOS Monitoring Deficiency Plan requirements. Those jurisdictions are expected to comply with the requirements before the September Commission meeting. Attachment B summarizes the status of conformance documentation by jurisdiction.

**Fiscal Impact:** There is no fiscal impact associated with this item.

### **Attachments:**

- A. 2019 Congestion Management Program Executive Summary
- B. FY2018-19 CMP Conformance

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# Executive Summary

ES



The 2019 Alameda County Congestion Management Program (CMP) describes strategies and procedures to: (1) measure the performance of the county's multimodal transportation system, (2) address roadway congestion and improve the performance of a multimodal system, and (3) connect transportation and land use planning.

The 2019 update to the CMP meets a state legislative mandate, established in 1991, which requires Congestion Management Agencies (CMAs) to update their CMP every two years. However, current CMP legislation is in conflict with other regulations like Senate Bill 743 (SB 743), the California Environmental Quality Act (CEQA), and Complete Streets legislation, as well as current industry best practices. To resolve this conflict, existing CMP legislation must be amended to align with other more recent regulations.

The metric used to measure performance is at the heart of this conflict. CMP legislation requires use of a delay-based metric, Level of Service (LOS), for measuring roadway performance. However, recently amended CEQA guidelines by State based on SB 743 require vehicle miles-traveled (VMT) as the primary metric for traffic impacts. This move away from LOS to VMT supports Greenhouse Gas (GHG) reduction goals, multimodal performance measurement, and is in line with the Complete Streets practice.

Until this conflict is resolved through amended legislation, Alameda CTC will not produce a major update to the CMP. Instead, Alameda CTC made focused changes during this 2019 update to report on the work performed by Alameda CTC and progress made to implement the major CMP elements since the last update in 2017.

California's current CMP legislation defers considerable authority to the CMAs to develop and update each CMP but requires CMAs incorporate five key elements: (1) level of service monitoring of a designated roadway network (see chapters 2 and 3); (2) a multimodal performance element (chapter 4); (3) a travel demand management element (chapter 5); (4) a land use analysis program (chapter 6); and (5) a capital improvement program (chapter 8).

For all CMP updates, Alameda CTC coordinates with the Metropolitan Transportation Commission (MTC), transit agencies, local governments, the California Department of Transportation (Caltrans), and the Bay Area Air Quality Management District (BAAQMD). Following the adoption of the 2019 CMP by the Alameda CTC Commission, Alameda CTC will submit the CMP to MTC. As the regional transportation planning agency in the San Francisco Bay Area, MTC is required to evaluate the CMP's consistency with MTC's Regional Transportation Plan (RTP) and with the CMPs of the other counties in the Bay Area. If the Alameda County CMP is found to be consistent with the RTP, MTC will incorporate the projects

listed in the CMP's Capital Improvement Program into MTC's Regional Transportation Improvement Program.

Alameda CTC's CMP is designed to meet and exceed the legal requirements and address many of the county's multimodal transportation challenges in doing so.

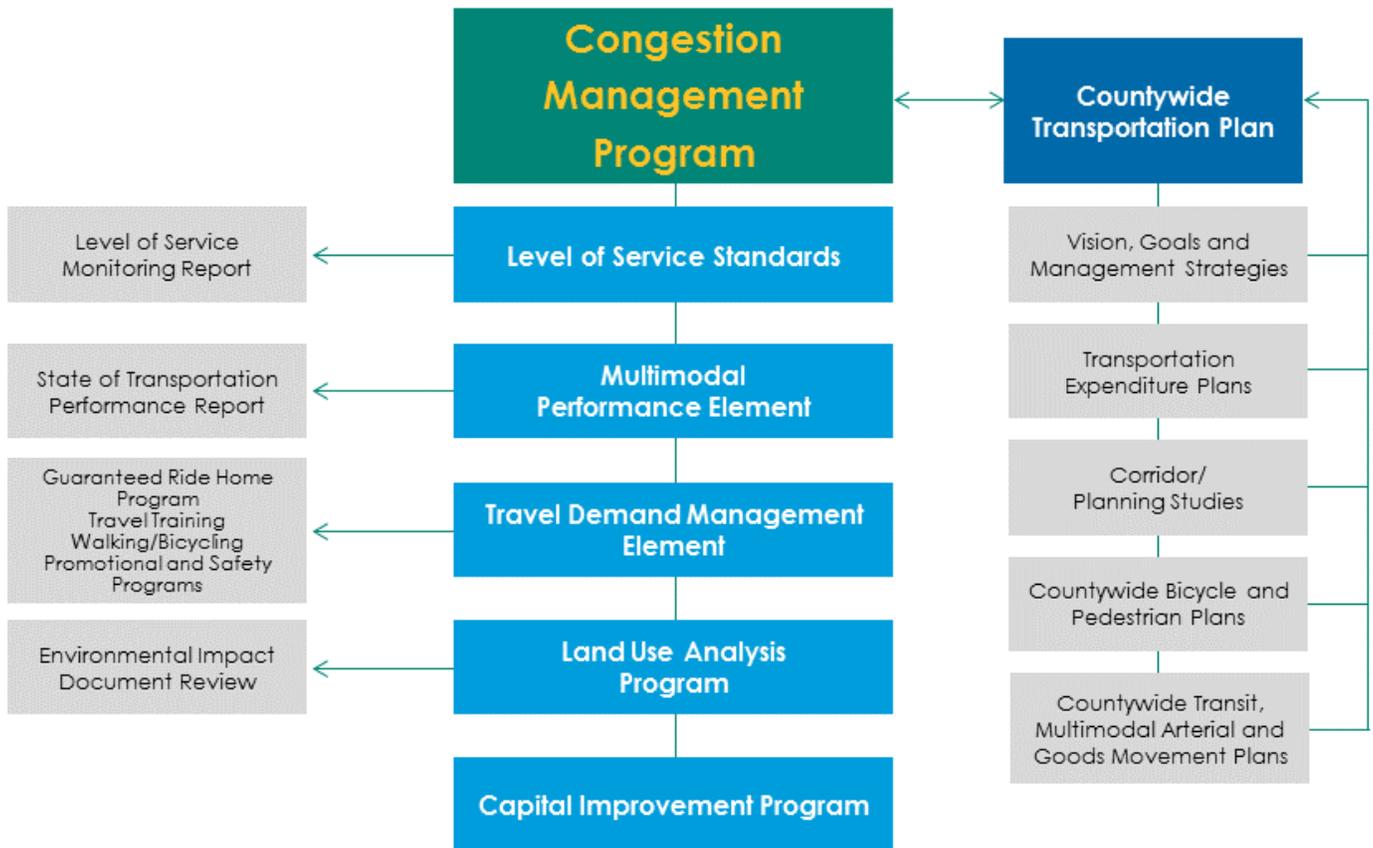
**Senate Bill 743**

The Governor's Office of Planning and Research (OPR) was tasked with implementing SB 743 and identified the new metric to be vehicle miles traveled (VMT) and has also developed guidance for implementing the new metric, working with stakeholders across the state. Alameda CTC actively participated in this process by

leading the Bay Area Working Group in 2015 and 2016 to coordinate with the OPR. Based on the outcome of OPR's efforts, the CEQA Guidelines regarding transportation impact assessment was amended to use VMT as the new metric in December 2018. It becomes mandatory on July 1, 2020.

Alameda CTC, as the CMA and Sales Tax Agency for Alameda County, is currently engaged in developing consistent countywide guidelines to implement the VMT metric for land use and transportation projects for CEQA purposes for use by all member agencies as well as for Alameda CTC.

Figure ES1—CMP and Five Major Elements



## The Transportation System

Alameda CTC must define and identify components of the transportation system that are being monitored and improved. For the purposes of the CMP, two different systems are used: the designated CMP roadway network, last updated in 2017 (Chapter 2, "Designated CMP Roadway Network") and the broader and older Metropolitan Transportation System (MTS). The CMP roadway network is generally a subset of the MTS.<sup>14</sup> Alameda CTC monitors performance in the CMP roadway network in relation to established level of service standards. Alameda CTC also uses the MTS in the Land Use Analysis Program (Chapter 6).

### Designated CMP Roadway Network

The designated CMP roadway network was initially developed in 1991 and includes freeways, state highways, and principal arterials that meet criteria defined in the CMP. These roadways are significant for regional trips and connect major activity centers to the regional transportation system.

In 2011, recognizing the need to expand the CMP network to reflect the changes in land use patterns over the years, the Alameda CTC Commission adopted a two-tier approach for the CMP network in Alameda County. The first tier (Tier 1) is the original CMP network including freeways, highways, and principal arterials. The second tier (Tier 2) includes additional arterial roadways of countywide significance. Alameda CTC monitors the Tier 1 network for informational purposes only and is not used in the conformity findings process.

In 2017, Alameda CTC expanded the Tier 2 CMP network and adding another 220 miles of arterial roadways based on the outcome of the three

countywide modal plans, the Countywide Multimodal Arterial Plan, Countywide Transit Plan, and Countywide Goods Movement Plan. Additionally, Alameda CTC identified 146 miles of roadways on major transit corridors to be included in a new transit performance monitoring network.

### MTS System

A regionally designated system, MTS typically includes the entire CMP network, as well as major arterials, transit services, rail, maritime ports, airports, and transfer hubs critical to the region's movement of people and freight.<sup>15</sup> MTS roadways were originally developed in 1991 and updated in 2005 and include roadways recognized as "regionally significant" and all interstate highways, state routes, and portions of the street and road system operated and maintained by local jurisdictions.

## LOS Monitoring

As previously mentioned, current CMP legislation requires level of service standards be established to monitor performance on the CMP roadway network. Legislation requires a delay-based metric, but does leave the specific measurement methodology to each CMA so long as that methodology is compliant with the most recent version of the Transportation Research Board's Highway Capacity Manual (HCM) or another uniform methodology adopted by the CMA. Under the HCM methodology, LOS is represented with letter designations, ranging from A to F. LOS-A represents free-flow conditions, and LOS-F represents congested conditions. The CMP legislation requires a standard of LOS-E for all CMP roads that are subject to CMP conformance<sup>16</sup>.

<sup>14</sup> With the expansion to the CMP network in the 2017 Update, the CMP network now extends beyond the MTS in many parts of the county.

<sup>15</sup> In Alameda County, with the addition and subsequent expansion of Tier 2 routes, in the 2017 CMP Update, the CMP network is in many locations outside of MTS roadways.

<sup>16</sup> Tier 1 roadways at the PM-peak period only

Alameda CTC uses LOS standards as defined in the 1985 Highway Capacity Manual (HCM 1985), the nationally accepted guidelines published by the Transportation Research Board. Alameda CTC re-evaluated the applicability of these standards in 2005 and again in 2013. The 2013 showed that using a more recent version of the HCM would hinder the ability to compare past performance trends, important for determining conformity with CMP legislation. The HCM 2000 and 2010 both require a density-based, rather than speed-based LOS methodology for freeways and changed speed classifications for arterials, which would hinder the ability to compare past performance trends important for determining conformity with the CMP.

Based on this review, Alameda CTC continues to use the speed-based LOS methodology in the HCM 1985 to monitor freeways and existing roadway classifications for arterials for the Tier 1 roadway network, which is subject to the conformity process. Since the Tier 2 network is monitored for informational purposes only and is not comparable to any previous performance data, LOS has been reported using the methodologies in both the HCM1985 and HCM2000 since the 2014 LOS Monitoring Study.

Alameda CTC conducts an LOS monitoring study every two years. The last study was conducted in the spring of 2018, and the next will be in 2020. The 2018 LOS Monitoring study was the first to include the expanded Tier 2 network and a transit monitoring network, making it the first multimodal monitoring study.

## Multimodal Performance Element

The CMP must contain performance measures that evaluate how freeways, highways, and roads function. The CMP describes the frequency, routing, and coordination of transit services within Alameda County and establishes performance measures that support mobility, air quality, land use, and economic objectives. The performance element, consistent with legislation,

includes performance measures for all modes. However, only the auto LOS standards trigger a deficiency plan under the CMP.

Combined with LOS standards, the multimodal performance element provides a basis for evaluating whether the transportation system is achieving the broad mobility and congestion management goals in the CMP. These include developing the Capital Improvement Program, analyzing land use impacts, and preparing deficiency plans to address problems.

These performance measures help comprehensively evaluate the performance of the countywide multimodal transportation system and measure progress towards agency goals. Alameda CTC prepares an annual transportation system Performance Report.

Local agencies are encouraged to provide data to MTC or to maintain their own database of maintenance needs on the MTS. However, there is no compliance requirement for local agencies or transit operators related to the multimodal performance element.

The most recent performance report, the 2018 Performance Report for fiscal year 2017-18, is available on the Alameda CTC website and will be updated in November 2019.

## Travel Demand Management Element

Travel demand management (TDM) measures seek to reduce pressure on existing roadway infrastructure and parking capacity by using incentives and disincentives to influence travel choice. Ideally, TDM measures reduce both peak-period vehicle trips and total vehicle miles traveled which reduces reducing congestion, carbon emissions, improves public health, and widens viable transportation choices.

The most effective TDM programs include some form of financial incentive, either through pricing parking, subsidizing transit fares, ridesharing, etc. TDM strategies can provide a cost-effective way to meet regional

sustainability and mobility goals. By making the most efficient possible use of available system capacity, they complement the region's investments in high-occupancy vehicle lanes, express lanes, transit systems, first- and last-mile solutions, multimodal infrastructure improvements and other alternatives to single-occupant driving.

The Commission adopted a Countywide Comprehensive TDM Strategy in May 2013 that provides an inventory of the broad range of TDM programs and activities present in Alameda County and recommends a strategy for better integrating, supporting, and building on these existing efforts, including implementation of the regional commute benefit program and the Guaranteed Ride Home Program. These programs are designed to make the most efficient use of existing facilities. The TDM element also incorporates strategies to integrate air quality planning requirements with transportation planning and programming. Funding generally comes from the Transportation Fund for Clean Air (from motor vehicle registration fees) and from the federal Surface Transportation Program and Congestion Mitigation and Air Quality Program. Alameda County's TDM element represents a fiscally realistic program that effectively complements the overall CMP.

A balanced TDM element requires actions that local jurisdictions, Alameda CTC, BAAQMD, Caltrans, MTC, and local transit agencies undertake. As required by state law, the Alameda County TDM program promotes alternatives to single-occupant vehicle travel (e.g., carpools, vanpools, transit, bicycles, park-and-ride lots); promotes improvements in the jobs-housing balance and transit-oriented developments; promotes other strategies, including flexible work hours, telecommuting, and parking management programs; and considers parking "cash out" programs (paying employees who do not use parking).

Chapter 5, "Travel Demand Management Element" includes a variety of tools available to local governments for facilitating TDM. To be found in

conformance with this element of the CMP, local jurisdictions must adopt and implement the Required Program by September 1 of each year.

## Land Use Analysis Program

The CMP incorporates a program to analyze the impact of land use decisions, made by local jurisdictions, on the regional transportation systems. The intent of this legislatively required component of the CMP is to:

- Coordinate local land use and regional transportation-facility decisions;
- Assess the impacts of development in other communities; and
- Promote information sharing between local governments when a decision made by one jurisdiction impacts another.

While the Alameda CTC's Land Use Analysis Program was initially developed as a program to meet the CMP legislative mandate, the growing focus at all levels of governments on improved coordination between land use and transportation planning has resulted in the program's evolution. In this context, the Alameda CTC's Land Use Analysis Program (Chapter 6) currently includes:

- Legislatively required review of land use actions of local jurisdictions by Alameda CTC to ensure that impacts on the regional transportation system are disclosed and mitigation measures are identified;
- Land use projections from the Regional Planning Agency for use in countywide model database by local jurisdictions;
- Planning initiatives and programs that foster transportation and land use connections; and
- Strategic monitoring of transportation-land use coordination performance measures.

Although land use remains the purview of local governments, Alameda CTC reviews impacts to the regional transportation network and can act to withhold

the gas tax subventions if local agencies do not conform to the requirements of the CMP.

The CMP requires local jurisdictions to regularly:

- Forward to Alameda CTC all Notices of Preparation, Notices of Availability of Draft and Final Environmental Impact Reports, and Environmental Impact Statements, and Final dispositions of General Plan amendments.
- Analyze large development projects according to the guidelines in Chapter 6. Land Use Analysis Program of the CMP, including the use of the Alameda Countywide Travel Demand Model or an approved subarea model and disclosure of impacts to the MTS.
- Work with Alameda CTC to mitigate development impacts on the regional transportation system.

As part of the annual conformity process, Alameda CTC requires local jurisdictions to:

- Demonstrate to Alameda CTC that the Land Use Analysis Program is being carried out.
- Provide the Alameda CTC with 1) a list of land use development projects approved during the previous fiscal year; and 2) a copy of the most recent Housing Element Annual Progress Report submitted to the state Department of Housing and Community Development. Starting in 2014, Alameda CTC has used this information to develop a database of land use approvals for enhanced monitoring of transportation-land use coordination and planning.

During travel demand model updates:

- Provide an update (prepared by the jurisdiction's planning department) of the anticipated land use changes likely to occur using the most recent MTC/Association of Bay Area Government forecast for a near-term and long-term horizon year. This land use information should be provided in a format compatible with the Countywide Travel Demand Model.

Many action items identified in past CMP updates for a further enhanced Land Use Analysis Program will continue to be valid unless modified by any potential legislative efforts. Therefore, Alameda CTC continues to carry them forward, so that based on the resource availability and coordination with other efforts of Alameda CTC, they can be implemented. Alameda CTC will modify the Land Use Analysis Program when legislative actions are finalized.

## Database and Travel Demand Model

Alameda CTC has developed a uniform land use database for use in the countywide travel model. The database and travel demand model bring to the congestion management decision-making process a uniform technical basis for analysis. This includes consideration of the benefits of transit service and TDM programs, as well as projects that improve congestion on the CMP network. The model is also intended to assist local agencies in assessing the impacts of new development on the transportation system.

The most recent update to the Countywide Travel Demand Model was completed in May 2018. It incorporates land use assumptions based on the Sustainable Communities Strategy and RTP, Plan Bay Area 2040. Projections of socioeconomic variables were incorporated for the traffic analysis zones defined for Alameda County. By aggregating the projections made for each zone, Alameda CTC produced projections of socioeconomic characteristics for unincorporated areas of the county, the 14 cities, and for the four planning areas.

See Chapter 7, "Database and Travel Demand Model" for details.

## Capital Improvement Program

The Capital Improvement Program reflects Alameda CTC's efforts to maintain or improve the performance of the multimodal transportation system for the movement of people and goods and to mitigate regional transportation impacts identified through the Land Use Analysis Program.

Per federal requirements, Alameda CTC considers various multimodal methods to improve the existing system, such as traffic operations systems, arterial signal timing, parking management, transit transfer coordination, and transit marketing programs.

Projects selected for the Capital Improvement Program are consistent with the assumptions, goals, policies, actions, and projects identified in PBA 2040.

Starting in 2013, Alameda CTC adopted a Strategic Planning and Programming Policy that consolidates existing planning and programming processes to improve the efficiency and effectiveness of future policy decisions on transportation investments. This policy resulted in the Comprehensive Investment Plan (CIP).

Alameda CTC's CIP serves three purposes:

- **Translates long-range plans into short-range implementation** by focusing on project/program delivery over a five-year programming window with a two-year allocation plan.
- **Serves as Alameda CTC's strategic plan** for voter-approved transportation funding (such as 1986 Measure B, 2000 Measure B, 2010 Vehicle Registration Fee, and 2014 Measure BB) as required by the respective legislation for each funding program.
- **Establishes a comprehensive and consolidated programming and allocation plan** for fund sources under Alameda CTC's authority for capital improvements, operations, and maintenance projects and programs.

Each year, Alameda CTC's CIP financial assumptions are updated to include the latest revenue projections. New projects and programs are considered through updates of the CIP, generally occurring every two years.

Every two years, as needed, Alameda CTC comprehensively updates the CIP to review existing CIP projects and to open a nomination window for new projects. The biennial update occurs on odd number fiscal years and represents a shift of the programming window to add the next two fiscal years. Biennial CIP updates also include review of existing projects and programs to determine whether to recommend continuing or postponing funding and delaying, removing, or reincorporating projects/programs. Alameda CTC may recommend additional funding to continue existing approved projects.

Projects submitted during the nomination window that meet the Commission-adopted screening criteria will be evaluated and prioritized for funding consideration. The full update will involve notifying project sponsors of the enrollment period for adding new projects and programs to the CIP, and the subsequent review and approval of project and program submittals to be included in the updated CIP.

The CMP's Capital Improvement Program also includes the list of projects for the State Transportation Improvement Program (STIP) for Alameda County, as required by the CMP legislation. The 2020 STIP projects will be presented to the Alameda CTC Commission for approval in October 2019 for a total funding request of \$34.7 million. This list, once approved, will be forwarded to MTC as part of the 2019 CMP submittal for inclusion in to the region's Regional Transportation Improvement Program (RTIP). Upon approval, MTC will forward the region's RTIP projects list to the California Transportation Commission for adoption into the 2020 STIP.

## Program Conformance and Monitoring

Alameda CTC is responsible for ensuring local government conformance with the CMP and annually monitors the implementation of four elements: LOS standards on CMP network, travel demand management including implementation of the Required Program, the Land Use Analysis Program, and the Capital Improvement Program. Alameda CTC ensures local agencies are in conformance with CMP requirements for these elements.

To assist local jurisdictions, Alameda CTC provides LOS standards resources (Chapter 3, "Level of Service Standards"); travel demand management resources and countywide programs to facilitate implementation of the Required Program (Chapter 5, "Travel Demand Management Element"); and a database and Countywide Travel Demand Model (Chapter 7, "Database and Travel Demand Model"). Alameda CTC has also developed a Land Use Analysis Program (Chapter 6) for implementation by local agencies, which remain responsible for approving, disallowing, or altering projects and land use decisions. The program must be able to determine land development impacts on the regional transportation system/MTS and formulate appropriate mitigation measures commensurate with the magnitude of the expected impacts.

In addition, Alameda CTC is required to prepare and biennially update a Capital Improvement Program (see Chapter 8, "Capital Improvement Program") aimed at maintaining or improving transportation service levels. Each city, the county, transit operators, and Caltrans provide input for these biennial updates.

As part of Alameda CTC's annual monitoring, if it finds a local jurisdiction in non-conformance with the CMP, it

will notify the local jurisdiction, which then has 90 days to remedy the area(s) of non-conformance. If the local jurisdiction fails to provide a remedy within the stipulated time, it may lose local, state, and/or federal funding (see Chapter 9, "Program Conformance and Monitoring" for more information).

## Deficiency Plans

CMP legislation requires preparation of deficiency plans when a CMP roadway segment does not meet the adopted level of service standard, which is LOS E for Alameda County CMP roadways, or is not otherwise exempt. Local jurisdictions must develop a deficiency plan to achieve the adopted LOS standards at the deficient segment or intersection, or to improve the LOS and contribute to significant air-quality improvements.

Local governments are responsible for preparing and adopting deficiency plans by working with Alameda CTC, appropriate local jurisdictions, and regional agencies including local transit providers regarding the deficient roadway segment as detailed in Chapter 10, "Deficiency Plans."

## Conclusions and Future Considerations

The CMP has several interrelated elements intended to foster better coordination among decisions about land development, transportation, and air quality. Several conclusions can be reached about the CMP relative to the requirements of law and its purpose and intent (Chapter 11, "Conclusions and Future Considerations"). Legislative efforts are anticipated that will reform and update the CMP guidelines and requirements. Once legislation is amended, Alameda CTC will update its approach to future CMPs to align with the updated requirements.

**Attachment B**  
**2019 CMP CONFORMITY FINDINGS**

Land Use Analysis, Site Design, Payment of Fees and Deficiency Plans

Jurisdiction	Land Use Analysis Program		TDM Element	Fees	LOS Element	Meets All Requirements
	GPA & NOP Submittals	Land Use Forecast Review*	TDM Checklist	Payments up to 4th Quarter FY 18/19	Deficiency Plan Progress Reports or Concurrence	
Alameda County	Yes	Yes	Yes	Yes	n/a	Yes
City of Alameda	Yes	Yes	Yes	Yes	Yes	Yes
City of Albany	Yes	Yes	Yes	Yes	n/a	Yes
City of Berkeley	Yes	Yes	Yes	Yes	Yes	Yes
City of Dublin	Yes	Yes	Yes	Yes	n/a	Yes
City of Emeryville	Yes	Yes	Yes	Yes	n/a	Yes
City of Fremont	Yes	Yes	Yes	Yes	n/a	Yes
City of Hayward	Yes	Yes	Yes	Yes	n/a	Yes
City of Livermore	Yes	Yes	Yes	Yes	n/a	Yes
City of Newark	Yes	Yes	Yes	Yes	n/a	Yes
City of Oakland	Yes	Yes	Yes	Yes	Yes	Yes
City of Piedmont	Yes	Yes	Yes	Yes	n/a	Yes
City of Pleasanton	Yes	Yes	Yes	Yes	n/a	Yes
City of San Leandro	Yes	Yes	Yes	Yes	n/a	Yes
City of Union City	Yes	Yes	Yes	Yes	n/a	Yes

N/A indicates that the city is not responsible for any deficiency plan in the past fiscal year.

\* This requirement has been met through jurisdictions review of land use allocation in the most recent travel demand model update.

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**DATE:** August 29, 2019

**TO:** Alameda County Technical Advisory Committee

**FROM:** Vivek Bhat, Director of Programming and Project Controls  
Jacki Taylor, Senior Program Analyst

**SUBJECT:** 2020 State Transportation Improvement Program (STIP) Programming Principles and Schedule

**Recommendation**

Review the approved programming principles and schedule for the development of the Alameda County 2020 State Transportation Improvement Program (STIP) project list.

**Summary**

The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System, funded with revenues from the State Highway Account and other funding sources administered by the California Transportation Commission (CTC), including Senate Bill 1 (SB 1). The 2020 STIP will cover Fiscal Years (FYs) 2020-21 through 2024-25. Based on the State’s 2020 STIP Fund Estimate, approximately \$15.7million of new programming capacity for projects is anticipated for Alameda County.

As part of the overall STIP programming process, the Alameda CTC is to adopt and forward a program of STIP projects to the Metropolitan Transportation Commission (MTC) for inclusion in MTC’s 2020 Regional STIP program (2020 RTIP). Once included, MTC forwards a Regional project list to the CTC for approval. Due to the condensed programming schedule for the 2020 STIP, the Alameda CTC Commission approved the programming principles (Attachment A) and schedule (Attachment B) in July 2019, for the development of the Alameda County 2020 STIP project list. The schedule indicates a final, approved project list and supporting documentation to be due to MTC by November 1, 2019.

**Background**

The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System that is administered by the CTC and funded with revenues from

the State Highway Account and other State and federal funding sources, including SB 1. The STIP is composed of two sub-elements with 75% of the STIP funds reserved for the Regional Transportation Improvement Program (RTIP) and 25% for the Interregional Transportation Improvement Program (ITIP).

Senate Bill 45 (SB 45) was signed into law in 1996 and had significant impacts on the regional transportation planning and programming process. The statute delegated major funding decisions to the local level and allows the Congestion Management Agencies/County Transportation Agencies (CMAs/CTAs) to have a more active role in selecting and programming transportation projects. SB 45 changed the transportation funding structure and modified the transportation programming cycle, program components, and expenditure priorities.

Each STIP cycle, Alameda CTC adopts and forwards a program of STIP projects to MTC. As the Regional Transportation Planning Agency (RTPA) for the nine-county Bay Area, MTC is responsible for developing the regional priorities for the RTIP. MTC approves the region's RTIP and submits it to the CTC for inclusion in the STIP. Caltrans is responsible for developing the ITIP.

## **Development of the 2020 STIP**

### ***2020 STIP Fund Estimate***

The biennial State Transportation Improvement Program (STIP) programming process begins with the development of the STIP Fund Estimate (FE), which is approved by the CTC. The STIP Fund Estimate serves as the basis for determining the county shares for the STIP and the amounts available for programming each fiscal year during the five-year STIP period. Typically, the county shares represent the amount of new STIP funding available for programming in the last two years of the new STIP period.

Historically, the amount of funding available to Alameda County in a given STIP cycle has varied anywhere from \$0 to highs in the \$200 million range (Attachment C). Although the passage of SB 1 has added some stability to the STIP revenue, the Draft 2020 STIP Fund Estimate released at the June 2019 CTC meeting indicated \$9.2 million new programming capacity would be available for Alameda County projects. At the August meeting, the CTC approved the final 2020 STIP FE which increased the amount to \$15.7 million. This represents the amount of 2020 STIP new programming capacity that will be available for Alameda County projects in FY 2024-25. MTC's Draft Regional 2020 STIP Policies and Fund Estimate are anticipated to be released in mid-September 2019 and may include adjustments to the STIP Fund Estimate to direct funding to new or existing regional commitments, which would reduce the amount available to the counties. MTC is scheduled to adopt its final Regional 2020 STIP Policies and Fund Estimate in late September 2019.

Alameda County's Estimate for 2020 STIP Available to Program:

\$ 34.7 M	2020 Fund Estimate for Alameda County
\$ 13.1 M	2018 STIP carryover programming for AC Transit BRT
\$ 2.0 M	ARRA Backfill (Caldecott Tunnel)
\$ 3.1 M	Bike Ped Connectivity to SFOBB (Alameda County share of Region)
\$ 0.3 M	STIP Administration funds for MTC
\$ 0.5 M	STIP Administration funds for Alameda CTC
<b>\$ 15.7M</b>	<b>2020 STIP New Funding Available to Program</b>

**2020 STIP Principles**

In preparation for the development the Alameda County 2020 STIP project list, in July 2019, the Commission approved a set of principles by which the Alameda County share of the 2020 STIP will be programmed (Attachment A). The principles for the development of the 2020 STIP are intended to be consistent with the State's 2020 STIP Guidelines as well as the goals and objectives of the Countywide Transportation Plan, the Comprehensive Investment Plan, and the Alameda CTC's near-term strategic planning and programming documents.

In addition to the attached Alameda CTC 2020 STIP Principles, it is proposed that the following anticipated MTC regional policies be applied to the development of the 2020 STIP:

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

**Next Steps**

Due to the condensed programming schedule for the 2020 STIP, the Commission will need to approve Alameda County's 2020 STIP program in October 2019 in order to meet MTC's anticipated November 1, 2019 submittal deadline for the county programs and supporting documentation. In addition to a Commission-approved 2020 STIP project list, the documentation required by MTC for each project recommended for STIP funding is expected to include:

- MTC Complete Streets Checklist,
- STIP Project Programming Request (PPR) form,
- Performance measures analysis,
- Final Project Study Report (PSR) (or PSR Equivalent),
- MTC Resolution of Local Support, and
- STIP Certification of Assurances.

The MTC-approved RTIP is due to the CTC in December 2019 and the final 2020 STIP is scheduled to be adopted by the CTC in March 2020.

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

**Attachments:**

- A. Principles for the Development of the Alameda County 2020 STIP Project List, Approved 7/26/19
- B. 2020 STIP Development Schedule
- C. Alameda County Historical STIP Funding Levels

**Principles for the Development of the Alameda County 2020 STIP Project List**

*(Approved 7/26/2019)*

- It is anticipated that any new funding programmed in the 2020 STIP will be made available in FY 2024/25.
- Previously-approved commitments for STIP programming will be considered during the development of the 2020 STIP project list.
- Sponsors of currently programmed STIP projects will be required to provide updated project scope, status, schedule, cost and funding information.
- Any project considered for funding must be consistent with the Countywide Transportation Plan and satisfy all STIP programming requirements.
- Projects recommended for STIP funding must demonstrate readiness to meet applicable STIP programming, allocation and delivery requirements and deadlines.
- Consideration of the following are proposed for the required project prioritization for the development of the 2020 STIP project list:
  - The principles and objectives set forth in the Alameda CTC Comprehensive Investment Plan;
  - Previous commitments for STIP programming approved by the Alameda CTC;
  - Projects that can leverage funds from other SB1 and Regional programs;
  - The degree to which a proposed project, or other activity intended to be funded by transportation funding programmed by the Alameda CTC, achieves or advances the goals and objectives included in the Countywide Transportation Plan; and
  - The degree to which a proposed project has viable project implementation strategies that are based on current project-specific project delivery information provided by applicants, including:
    - Readiness for the current/requested project delivery phase;
    - The status of environmental clearance;
    - The project cost/funding plan by phase;
    - The potential for phasing of initial segment(s) which are fully-funded and provide independent benefit; and
    - Potential impediments, i.e. risks, to successful project implementation in accordance with the proposed project delivery schedule.

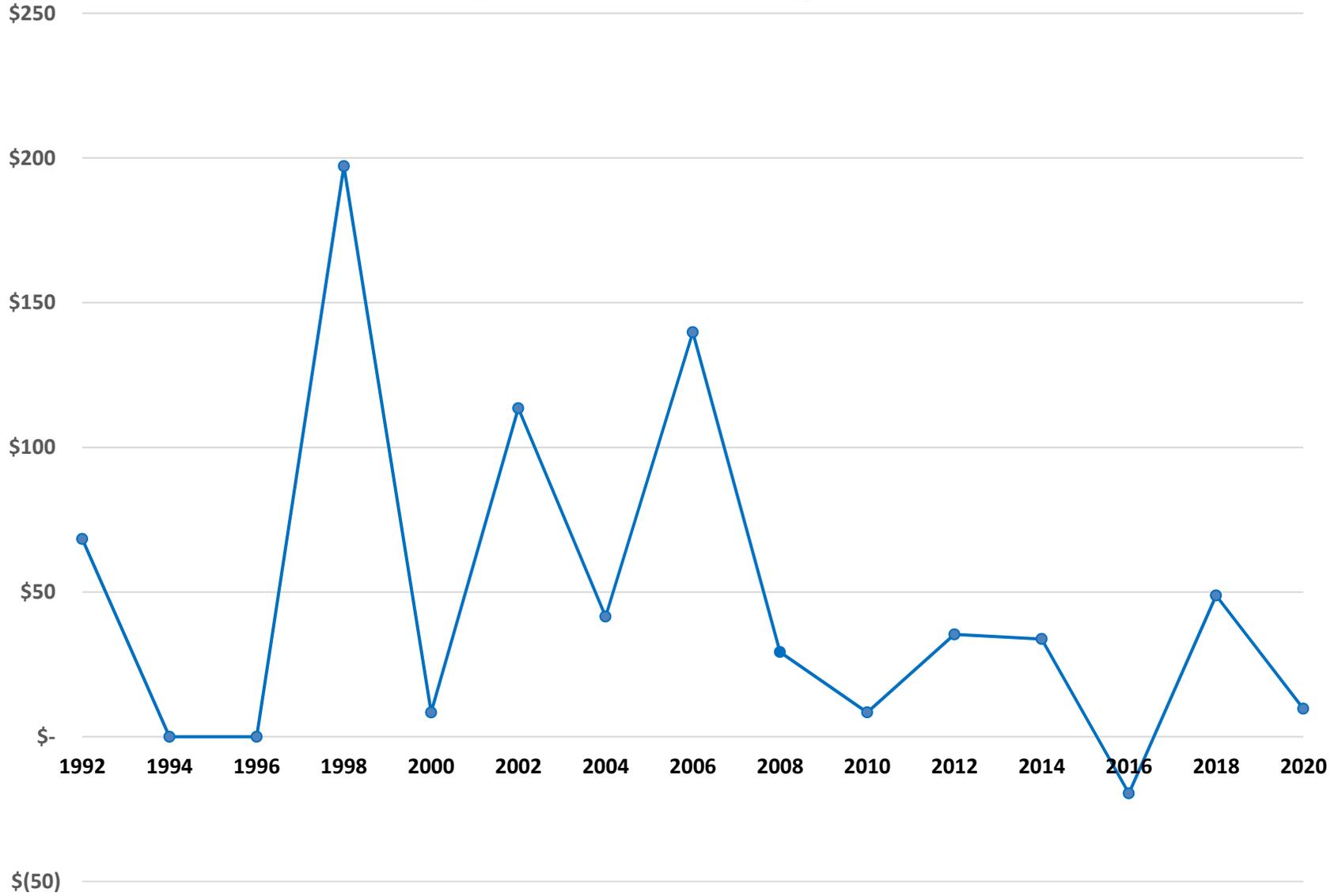
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## Draft 2020 STIP Development Schedule

Alameda CTC Activity	Date	MTC/ CTC Activity
	May 2019	<ul style="list-style-type: none"> <li>• CTC approves final STIP Fund Estimate Assumptions</li> </ul>
	June 2019	<ul style="list-style-type: none"> <li>• CTC releases draft STIP Fund Estimate and Guidelines</li> </ul>
<ul style="list-style-type: none"> <li>• Approve 2020 STIP Principles</li> <li>• Release call for projects/ project nomination</li> </ul>	July 2019	<ul style="list-style-type: none"> <li>• CTC holds STIP Fund Estimate and Guidelines Workshop</li> </ul>
<ul style="list-style-type: none"> <li>• 2020 STIP Applications Due</li> </ul>	August 2019	<ul style="list-style-type: none"> <li>• CTC adopts final STIP Fund Estimate and Guidelines</li> </ul>
<ul style="list-style-type: none"> <li>• Development of 2020 STIP Program Recommendation</li> </ul>	September 2019	<ul style="list-style-type: none"> <li>• MTC releases Draft Regional STIP (RTIP) Policies and Procedures</li> <li>• MTC Approves Final RTIP Policies and Procedures</li> </ul>
<ul style="list-style-type: none"> <li>• Draft 2020 STIP program &amp; Complete Streets Checklists due to MTC by October 9<sup>th</sup></li> <li>• 2020 STIP to Alameda CTC Committees and Commission</li> </ul>	October 2019	
<ul style="list-style-type: none"> <li>• Final STIP project list and all supporting documentation due to MTC by November 1<sup>st</sup></li> </ul>	November 2019	<ul style="list-style-type: none"> <li>• Release Draft 2020 RTIP</li> </ul>
	December 2019	<ul style="list-style-type: none"> <li>• MTC approves 2020 RTIP</li> <li>• 2020 RTIP due to CTC</li> </ul>
	March 2020	<ul style="list-style-type: none"> <li>• CTC adopts 2020 STIP</li> </ul>

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Alameda County Historical STIP Funding Levels (in Millions)



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# Memorandum

5.5

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**DATE:** August 29, 2019

**TO:** Alameda County Technical Advisory Committee

**FROM:** Vivek Bhat, Director of Programming and Project Controls  
Jacki Taylor, Senior Program Analyst

**SUBJECT:** Alameda County Federal Inactive Projects

### Recommendation

ACTAC is requested to review the Alameda County federal inactive projects. This item is for information only.

### Summary

Federal regulations require local agencies receiving federal funds to invoice against each federal obligation at least once every six months. Caltrans maintains a list of inactive obligations and projects are added to the list when there has been no invoice activity for six months. If Caltrans does not receive an invoice during the subsequent six-month period the project's federal funds will be at risk for deobligation by the Federal Highway Administration (FHWA). ACTAC is requested to review the latest inactive projects list (Attachment A), which identifies the federal funds at risk and the actions required to avoid deobligation. Agencies with inactive projects identified in the attached report are to work with directly with their Caltrans District Local Assistance Engineer (DLAE) to clear the inactive invoicing status and provide periodic status updates to Alameda CTC programming staff until the project is removed from the Caltrans report.

### Background

In response to FHWA's requirements for processing inactive obligations, Caltrans Local Assistance proactively manages federal obligations, as follows:

- If Caltrans does not receive an invoice for more than six months, the project will be deemed "inactive" and added to the list of Federal Inactive Obligations. The list is posted on the Caltrans website and updated weekly:  
<http://www.dot.ca.gov/hq/LocalPrograms/Inactiveprojects.htm>.
- Caltrans will notify local agencies the first time a project becomes inactive.
- If Caltrans does not receive an invoice within the following six months (12 months without invoicing), Caltrans will deobligate the unexpended

balances. The deobligation process is further detailed in [FHWA's Obligation Funds Management Guide](#), which states that project costs incurred after deobligation are not considered allowable costs for federal participation and are therefore ineligible for future federal reimbursement.

It is the responsibility of local agencies to work in collaboration with their DLAE to ensure projects are removed from the inactive list and avoid deobligation. Additionally, per the Metropolitan Transportation Commission (MTC) Regional Project Delivery Policy, MTC Resolution 3606, *“Agencies with projects that have not been invoiced against at least once in the previous six months or have not received a reimbursement within the previous nine months have missed the invoicing /reimbursement deadlines and are subject to restrictions placed on future regional discretionary funds and the programming of additional federal funds in the federal TIP until the project receives a reimbursement.”* Thus, agencies with inactive projects must resolve their inactive status promptly to avoid deobligation and restrictions on future federal funds. MTC actively monitors inactive obligations and may periodically reach out directly project sponsors for status updates.

### **Next Steps**

Agencies with inactive projects identified in the attached report are to work with directly with their Caltrans District Local Assistance Engineer (DLAE) to clear the inactive invoicing status. Agencies are requested to also provide periodic status updates to Alameda CTC programming staff until the project is removed from the Caltrans report. Email status updates to Jacki Taylor, [JTaylor@alamedactc.org](mailto:JTaylor@alamedactc.org).

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

### **Attachment:**

- A. Alameda County Federal Inactive Projects List, dated 8/22/19.

**Alameda County Inactive Obligations**  
Updated by Caltrans, 8/22/19

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Updated on 08/22/2019

Project No.	Status	Agency Action Required	Status Update	Prefix	Agency	Description	Potential Deobligation Date	Latest Date	Authorization Date	Last Expenditure Date	Last Action Date	Total Cost	Federal Funds	Expenditure Amount	Unexpended Balance
5933109	Inactive	Invoice returned to agency. Contact DLAE.		CML	Alameda County	VARIOUS LOCATIONS PURCHASE OF ELECTRIC VEHICLES	8/24/2019	08/24/2018	07/05/2011	08/24/2018	08/24/2018	\$4,766,131	\$2,707,472	\$2,565,960	\$141,512
32L0520	Inactive	Invoice overdue. Contact DLAE.		ER	Alameda County	CROW CANYON ROAD MM 6.08 & 6.21. UNINCORPORATED ALAMEDA COUNTY. PRELIMINARY ENGINEERING DESIGN.	7/4/2019	07/04/2018	07/04/2018		06/11/2019	\$106,200	\$94,000	\$0	\$94,000
6480017	Inactive	Invoice under review by Caltrans. Monitor for progress.	First invoice submitted mid-August.	TCESB1L	Alameda County Transportation Commission	IN THE CITY OF OAKLAND, WITHIN THE PORT OF OAKLAND'S SEAPORT FACILITIES AND ADJACENT AREA IN THE CITY OF OAKLAND ALONG WEST GRAND AVE., MARITIME HARBOR	8/28/2019	08/28/2018	08/28/2018		06/12/2019	\$24,000,000	\$9,720,000	\$0	\$9,720,000
5057042	Inactive	Carry over project. Invoice under review by Caltrans. Monitor for progress.		STPL	Berkeley	IN BERKELEY: PEDESTRIAN ACCESS THROUGHOUT THE BERKELEY MARINA. CONSTRUCT CLASS I MULTI-USE TRAIL	1/24/2019	01/24/2018	01/24/2018		01/24/2018	\$599,698	\$483,925	\$0	\$483,925
5012125	Inactive	Carry over project. Provide status update to DLAE immediately.		STPL	Oakland	CITYWIDE STREETS - SEE STATE COMMENT SCREEN FOR ELIGIBLE LOCATIONS, ROAD REHAB & DIETING, BIKE LANES, AND ADA UPGRADES	8/25/2018	08/25/2017	06/08/2014	08/25/2017	08/25/2017	\$5,568,845	\$4,422,000	\$4,077,358	\$344,642
5012119	Inactive	Carry over project. Provide status update to DLAE immediately.		HSIPL	Oakland	MARKET ST BETWEEN 45TH AVE. & ARLINGTON AVE., TRAFFIC SIGNALS, RESTRIPIPING & RECONFIGURE INTERSEC	12/21/2018	12/21/2017	10/22/2013	12/21/2017	12/21/2017	\$1,089,347	\$643,700	\$566,203	\$77,497
5014041	Future	Submit invoice to District by 11/20/2019		STPL	Alameda	PACIFIC AVE: MAIN ST TO FOURTH ST & OTIS DR: PARK ST TO BROADWAY, ROADWAY REHAB.	12/13/2019	12/13/2018	01/30/2014	12/13/2018	12/13/2018	\$829,000	\$634,900	\$62,045	\$572,855
5933146	Future	Submit invoice to District by 11/20/2019		STPL	Alameda County	UNINCORPORATED ALAMEDA COUNTY: VARIOUS ROADWAYS: INCLUDING FOOTHILL BLVD, STANLEY BLVD, BRUNS RD, AND KELSO RD. ROAD REHABILITATION	11/13/2019	11/13/2018	05/16/2018	11/13/2018	11/13/2018	\$108,400	\$95,915	\$1,941	\$93,974
5057051	Future	Submit invoice to District by 11/20/2019		CMSTPL	Berkeley	BERKELEY: VARIOUS LOCATIONS SOUTH OF UC BERKELEY: CONSTRUCT TWO-WAY CYCLE TRACKS, SIGNAL MODS, TRANSIT IMPS AND TSP, LOADING ZONE IMPS, PEDESTRIAN SAFETY IMPS, AND REPAVING; ON TELEGRAPH FROM	11/28/2019	11/28/2018	11/28/2018		11/28/2018	\$1,129,561	\$1,000,000	\$0	\$1,000,000
5322019	Future	Invoice returned to agency. Resubmit to District by 11/20/2019		BRLZ	Fremont	NILES BLVD.OVERHEAD (BART/UPRR), BR#33C0128 BRIDGE REPLACEMENT (TC)	12/28/2019	12/28/2018	03/01/2001	12/28/2018	12/28/2018	\$13,181,297	\$12,108,441	\$11,606,537	\$501,904
5012155	Future	Submit invoice to District by 11/20/2019		STPCML	Oakland	IN OAKLAND: ON HARRISON STREET FROM 20TH STREET TO 27TH STREET. GRAND AVENUE FROM W/O HARRISON STREET TO E/O BAY PLACE. INSTALL CYCLE TRACK, PARKING PROTECT BIKEWAYS AND INTERSECTIONS. ROAD DIET	11/7/2019	11/07/2018	11/07/2018		11/07/2018	\$453,000	\$400,000	\$0	\$400,000
5354039	Future	Submit invoice to District by 11/20/2019		HSIPL	Union City	WHIPPLE ROAD/CENTRAL AVENUE AND DECOTO ROAD/PERRY ROAD UPGRADE TRAFFIC SIGNALS; INSTALL LIGHTING	10/10/2019	10/10/2018	10/21/2016	10/10/2018	04/12/2019	\$552,716	\$437,700	\$45,116	\$392,584

**Color Key**

- Project is inactive for more than 12 months and is carried over from last quarter inactive project list.
- Invoice / Final invoice is under review
- Project is in final voucher process. District can contact Final voucher unit to verify and get an update.
- Invoice is returned and agency needs to contact DLAE to resubmit the invoice.
- Invoice is overdue.

**Alameda County Inactive Obligations**  
Updated by Caltrans, 8/22/19  
*Projects with balances less than \$50,000*

Updated 08/22/2019

Project No.	Status	Agency Action Required	Status Update	Prefix	Agency	Description	Potential Deobligation Date	Latest Date	Authorization Date	Last Expenditure Date	Last Action Date	Total Cost	Federal Funds	Expenditure Amount	Unexpended Balance
5014042	Inactive	Invoice under review by Caltrans. Monitor for progress.		ATPL	Alameda	CROSS ALAMEDA TRAIL: CONSTRUCT CLASS I/III BIKE AND PEDESTRIAN TRAIL., JEAN SWEENEY OPEN SPACE BETWEEN WEBSTER ST AND SHERMAN ST AND ALONG	7/3/2019	07/03/2018	03/15/2017	07/03/2018	07/03/2018	\$2,414,730	\$1,882,000	\$1,842,000	\$40,000
5014040	Inactive	Carry over project. Provide status update to DLAE immediately.		TC SPL	Alameda	INTERSECTIONS OF PARK ST/LINCOLN AVE AND PARK ST/BUENA VISTA AVE, PEDESTRIAN SAFETY TRANSPORTATION IMPROVEMENTS	3/7/2018	03/07/2017	03/22/2013	03/07/2017	03/07/2017	\$319,633	\$282,885	\$253,486	\$29,399
5012117	Inactive	Carry over project. Provide status update to DLAE immediately.		HSIPL	Oakland	ON W. MACARTHUR BLVD. BETWEEN MARKET ST. & TELEGRAPH AVE., MODIFY TRAFFIC SIGNALS	4/26/2018	04/26/2017	10/22/2013	04/26/2017	04/26/2017	\$1,012,927	\$699,400	\$659,400	\$40,000
5012122	Inactive	Invoice overdue. Contact DLAE.		HP21L	Oakland	IN OAKLAND: ADJACENT TO LAKE MERITT PROJECT AREA BORDERED BY HARRISON ST, GRAND AVE., LAKESHORE AVE., AND LAKESIDE DRIVE. RECONFIGURE ROADWAYS AND CONSTRUCT PATH AT THE PLAY AREA, INSTALL WALLS	7/3/2019	07/03/2018	05/23/2016	07/03/2018	07/03/2018	\$1,547,945	\$827,758	\$787,758	\$40,000
5354040	Inactive	Invoice under review by Caltrans. Monitor for progress.		HSIPL	Union City	INTERSECTIONS OF ALVARADO-NILES ROAD AT MANN AVE/UNION SQUARE AND ALVARADO BLVD AT GALAXY WAY.. REMOVE PEDESTRIAN MOUNTED SIGNAL HEADS, INSTALL NEW MAST ARMS, AND RELATED IMPROVEMENTS	9/27/2019	09/27/2018	06/13/2017	09/27/2018	09/27/2018	\$65,000	\$65,000	\$25,175	\$39,825
5012118	Future	Submit invoice to District by 11/20/2019		HSIPL	Oakland	ON 98TH AVE. BETWEEN MACARTHUR BLVD. & EDES AVE., TRAFFIC SIGNALS, PED. CROSSING	11/30/2019	11/30/2018	10/22/2013	11/30/2018	11/30/2018	\$827,745	\$656,900	\$621,091	\$35,809