



DATE: January 6, 2020

TO: Planning, Policy and Legislation Committee

FROM: Carolyn Clevenger, Director of Planning
Kristen Villanueva, Senior Transportation Planner

SUBJECT: 2020 Countywide Transportation Plan: Needs Assessment Part 1

Recommendation

This item is to provide the Commission with an update on the first part of a needs assessment conducted of the Alameda County transportation system for the 2020 Countywide Transportation Plan (CTP). This item is for information only.

Summary

Each year, Alameda CTC produces a Performance Report, which compiles data on countywide trends and issues and how performance of the transportation system has changed over time. Developing the CTP every four years provides the opportunity to investigate these issues at a deeper level and recommend strategies for addressing them. The needs assessment for the 2020 CTP organizes challenges and strategies for five types of transportation modes or facilities in Alameda County: active transportation, transit, arterial roadways, freeways, and goods movement. While people use multiple facilities and multiple modes in the course of their travel, it is still helpful to consider the needs by facility type and mode; findings and strategies will be integrated to ensure multimodal needs and strategies are identified. The assessment also identifies challenges for each of the four planning areas in the county. This effort will help inform how the Commission ultimately identifies a 10-year set of priority projects and programs to advance through the CTP as well as a focused set of strategies for Alameda CTC to advance that would address remaining gaps in the transportation system.

This memo presents Part 1 of the Need Assessment, focused on Active Transportation and Freeways. The strategies included in this memo have been compiled based on a review of recent county plans and in alignment with the four goals adopted by the Commission in September 2019. Staff plans to share the needs assessment and accompanying strategies for Transit, Goods Movement, and Arterials at the March meeting of PPLC and release the final Needs Assessment document in May 2020.

Approach to CTP Needs Assessment

The needs assessment sourced data, findings and recommendations from a multitude of planning efforts that have been completed or are underway since the update to the previous countywide plan was adopted in 2016. Table 1 presents the main sources referenced in the needs assessment.

Table 1. Sources for 2020 CTP Needs Assessment

Plan/Project Name and Year Adopted	
<ul style="list-style-type: none"> • 2016 Countywide Transportation Plan • 2016 Alameda Countywide Multimodal Arterial Plan • 2016 Alameda Countywide Transit Plan • 2016 Alameda County Goods Movement Plan • 2018 Level of Service Monitoring Report – Traffic and Transit 	<ul style="list-style-type: none"> • 2018 Rail Strategy Study • 2018 and 2019 Corridor Projects: East 14th Street/Mission Boulevard and Fremont Boulevard, San Pablo Avenue • 2019 Countywide Active Transportation Plan • Alameda CTC Safe Routes to Schools Site Assessments (on-going) and Evaluation Reports (underway)

Additionally, the needs of those who travel in Alameda County vary depending on not only when, why, and how they travel, but also where in the county they are located. Assessment for the CTP summarizes current conditions and breaks down the challenges and opportunities for each of the four planning areas in the county: north, central, south and east. Planning areas represent collections of 3-5 Alameda County jurisdictions that have similar characteristics in travel and development patterns. Attachment A presents the four Alameda County Planning Areas and the cities contained within each one.

Needs Assessment – Active Transportation

From a review of previous plans and agency performance monitoring reports, the key challenges for active transportation in the county include:

- a high intensity of collisions on the High Injury Network (HIN) identified in the 2019 Countywide Active Transportation Plan (60% of collisions occur on 4% of roads),
- increasing severity of collisions with vulnerable users,
- many key destinations in the county are currently accessed via high volume roadways that do not include sufficient infrastructure for safe access by pedestrians and cyclists, and
- increased competition for curbspace, particularly from ridehail companies and e-scooters.

To address these needs, Table 2 presents an initial set of potential strategies the Commission may consider as part of the 2020 CTP. These strategies will be refined throughout the first half

of 2020 via discussions with ACTAC, smaller planning area meetings with agency staff and Commissioners, and public engagement.

Table 2. Potential Strategies to Consider Including in CTP for Active Transportation

Potential Strategy	Brief Description
Focus Safety Improvements on HIN	Prioritize safety improvements to reduce fatalities and severe injuries on the countywide HIN.
Countywide Projects	Focus on regionally significant barriers to travel, such as freeway crossings, regional routes, multi-jurisdictional major corridors, trail gaps/trail access, and at-grade rail crossings.
Transit Integration	Provide safe, comfortable, and convenient access to transit for active modes through complete streets corridor and bus stop design as well as bike storage on buses.
Health and Equity	Incorporate health into active transportation by focusing on short trip opportunities particularly in communities underserved by active transportation infrastructure. Engage community groups for scoping transportation projects.
Urban Greenways and Trail Planning	Advance separated paths to address existing challenges with high-stress auto facilities and improve connectivity of high quality bicycle and pedestrian facilities.
Emerging Mobility	Provide resources related to shared- and micro-mobility. Consider opportunities for e-bicycles and e-scooters to expand reach of “active” modes while proactively addressing safety concerns.
SR2S and Safety Education Program Expansion	Promote and teach walking and biking as viable, safe modes of transportation. Incorporate funding for engineering treatments near schools.
Best Practices	Provide jurisdictions with resources and training on best practice facility design, planning process, and public engagement.
Bike Parking	Provide guidance on bicycle parking standards to improve end-of-trip facilities consistently across the county.
All Ages and Abilities	Upgrade walkways, sidewalks, and bike paths to increase accessibility, close gaps, and promote walking and biking for all ages and abilities.

Needs Assessment – Freeways

Given Alameda County's central location in the region, and the increasing jobs/housing imbalance in the region, one of the key challenges for the freeway network in the county is the high share of regional congestion and pass through traffic the system carries, in addition to trips with origins and/or destinations in the county. In response to the significant congestion on the freeway network, there is spill over traffic onto local streets that not only results in congestion on local roadways but also creates challenging environments for other users like transit riders, walker, and bikers. Given the age of the freeway network and the volumes trying to utilize it, there are safety issues at freeway interchanges, including freeway-to-freeway connections that result in increased rates of collisions, delay and diversion. Additionally, a key congestion management tool in the region includes implementing managed lanes however there are gaps in the existing network along congested corridors in Alameda County.

To address these needs, Table 3 presents an initial set of potential strategies the Commission may consider as part of the 2020 CTP. These strategies will be refined throughout the first half of 2020 via discussions with ACTAC, smaller planning area meetings with agency staff and Commissioners, and public engagement.

Table 3. Potential Strategies to Consider Including in CTP for Freeways

Potential Strategy	Brief Description
Express Lanes	Expand managed lane network to provide a continuous and connected express lane system throughout Alameda County. Incorporate policies that maximize movement of people and integrate transit options, including express bus services.
Interchange Operations	Reconfigure deficient interchanges to smooth traffic flow, address safety, and minimize peak period queuing impacts to local streets.
Bottleneck Treatment	Implement auxiliary lanes and other lane configuration adjustments to smooth bottlenecks associated with merging and maximize capacity of existing roadway right of way.
Transit System Expansion	Expand regional travel options via transit (e.g., increased Transbay, express bus service, second Transbay Tube, etc.) and ferry services to manage single-occupant-vehicle mode share on existing freeway segments.
TDM Programs	Expand employer programs that provide incentives and disincentives to increase carpooling, vanpooling, and transit use on freeways. Expand park and ride lot locations to increase carpooling and transit use.
First Last Mile	Expand the reach of regional transit stations (especially ferry, rail) with shuttles and on-demand, technology-enabled services that are seamlessly integrated.
Housing and Jobs Policies	Support state and regional policies that encourage housing in job-rich areas and job growth in housing-rich areas to reduce the jobs/housing imbalance.
Pricing	Support studies that investigate new pricing mechanisms for travel that are associated with different levels of travel demand.

Comparison between Planning Areas

The CTP needs assessment considers specific challenges and opportunities by mode/facility as well as by planning area. These multiple lenses allow the Commission to consider the diversity of users, facilities and needs across the county. The four planning areas of the county vary in terms of population and land use density, proximity to regional employment centers, local roadway design, and connectivity of bicycle and pedestrian facilities. Consequently, commute mode share varies across the county. Walking and biking is most prevalent in north county, as it has the highest amount of connected facilities but also experiences the highest share of safety issues for pedestrians and cyclists.

All planning areas of the county experience a disparate share of regional traffic congestion compared to other parts of the region, with major commute gateways located in each planning area. In response to existing safety issues, all planning areas would benefit from creation of a high class bicycle and pedestrian network that is connected and protected supporting all ages and abilities. And given intensifying congestion on freeways, all planning areas would benefit from improved travel choices locally and to regional job centers.

CTP Next Steps

Table 4 reflects a high-level schedule of CTP development topics through fall 2020. Staff will return to PPLC in March to discuss the needs assessment for Transit, Arterials, and Goods Movement. Staff will reflect Commissioner and ACTAC comments on draft strategies in a revised Needs Assessment document and in prioritization work on projects submitted to the CTP. To develop the draft plan, staff will conduct meetings with Commissioners and ACTAC members for each planning area with focused discussions on 10-year priorities and findings from a gaps analysis. In addition, two outreach efforts are planning: targeted outreach in the spring including focus groups, intercept surveys and pop up events throughout the county, and more broad public outreach in the summer when the draft CTP is released.

Table 4. Draft Milestone Schedule for 2020 CTP

Jan 2020	<ul style="list-style-type: none"> • Performance Report and Needs Assessment Part 1
March – April	<ul style="list-style-type: none"> • Needs Assessment Part 2: arterials, transit, goods movement • Transit recommendations • Planning area meetings with ACTAC on 10-year priorities • Targeted public outreach: Focus group meeting, intercept surveys and pop up events
May – June	<ul style="list-style-type: none"> • Update on outreach and community-based transportation planning • Planning area meetings with Commissioners on 10-year priorities • Targeted public outreach: Focus group meeting, intercept surveys and pop up events
July	<ul style="list-style-type: none"> • Presentation on the draft 2020 CTP
Summer	<ul style="list-style-type: none"> • Broad public outreach on draft Plan
Fall	<ul style="list-style-type: none"> • Review and adoption of the final 2020 CTP

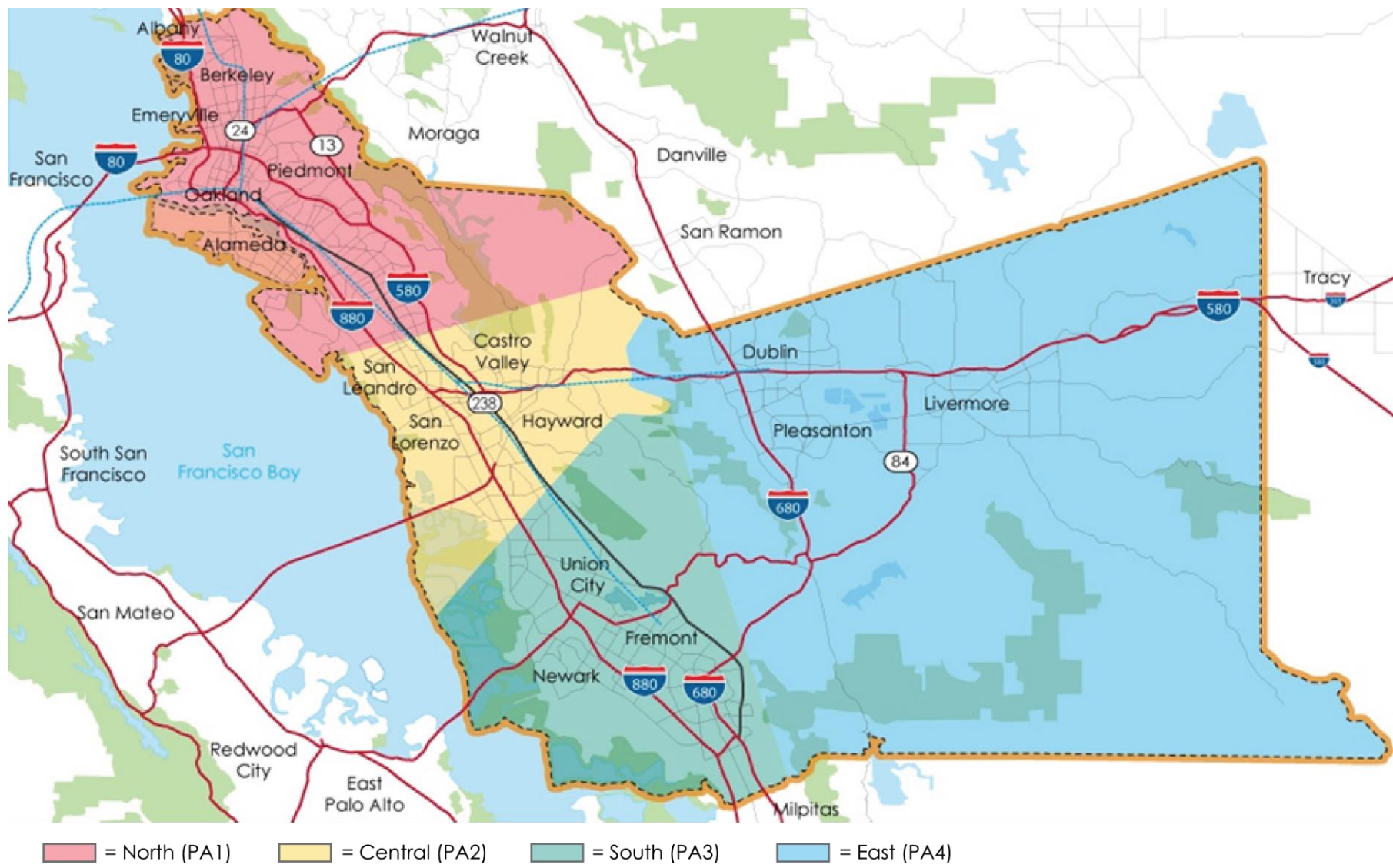
Fiscal Impact: There is no fiscal impact. This is an information item only.

Attachment:

- A. Four Planning Areas of Alameda County

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Attachment A: Four Planning Areas of Alameda County



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