



Planning, Policy and Legislation Committee Meeting Agenda Monday, March 9, 2020, 11:30 a.m.

Committee Chair:	Elsa Ortiz, AC Transit	Executive Director:	Tess Lengyel
Vice Chair:	Barbara Halliday, City of Hayward	Staff Liaison:	Carolyn Clevenger
Members:	Jesse Arreguin, Keith Carson, Marilyn Ezzy Ashcraft, Scott Haggerty, Rebecca Kaplan, Nick Pilch, Richard Valle	Clerk of the Commission:	Vanessa Lee
Ex-Officio:	Pauline Russo Cutter, John Bauters		

1. Call to Order/Pledge of Allegiance

2. Roll Call

3. Public Comment

4. Consent Calendar Page/Action

- | | | |
|---|---|---|
| 4.1. Approve February 10, 2020 PPLC Meeting Minutes | 1 | A |
| 4.2. Congestion Management Program (CMP): Summary of the Alameda CTC's Review and Comments on Environmental Documents and General Plan Amendments | 7 | I |

5. Regular Matters

- | | | |
|--|----|-----|
| 5.1. 2020 Countywide Transportation Plan: Needs Assessment Part 2 | 17 | I |
| 5.2. Approve Plan Bay Area 2050 Revised List and Performance Strategies for Alameda County for Submittal to the Metropolitan Transportation Commission | 27 | A |
| 5.3. Federal, state, regional, and local legislative activities update | 41 | A/I |

6. Committee Member Reports

7. Staff Reports

8. Adjournment

Next Meeting: Monday, April 13, 2020

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 March through April 2020

Commission Chair

Mayor Pauline Russo Cutter
City of San Leandro

Commission Vice Chair

Councilmember John Bauters
City of Emeryville

AC Transit

Board Vice President Elsa Ortiz

Alameda County

Supervisor Scott Haggerty, District 1
Supervisor Richard Valle, District 2
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 Ezy Ashcraft

City of Albany

Mayor Nick Pilch

City of Berkeley

Mayor Jesse Arreguin

City of Dublin

Mayor David Haubert

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

Tess Lengyel

Commission and Committee Meetings

Time	Description	Date
2:00 p.m.	Alameda CTC Commission Meeting	March 26, 2020 April 23, 2020
9:30 a.m.	Finance and Administration Committee (FAC)	April 13, 2020
10:00 a.m.	Programs and Projects Committee (PPC)	
11:30 a.m.	Planning, Policy and Legislation Committee (PPLC)	

Advisory Committee Meetings

1:30 p.m.	Paratransit Advisory and Planning Committee (PAPCO)	March 23, 2020
1:30 p.m.	Alameda County Technical Advisory Committee (ACTAC)	April 9, 2020
5:30 p.m.	Bicycle and Pedestrian Advisory Committee	April 30, 2020

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). Meetings subject to change.

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Planning, Policy and Legislation Committee Meeting Minutes Monday, February 10, 2020, 10:30

4.1

1111 Broadway, Suite 800, Oakland, CA 94607

• 510.208.7400

• www.AlamedaCTC.org

1. Call to Order/Pledge of Allegiance

2. Roll Call

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

Subsequent to the roll call

Commissioners Arreguin and Carson arrived during Item 5.1.

3. Public Comment

There were no public comments.

4. Consent Calendar

4.1. Approve January 13, 2020 PPLC Meeting Minutes

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

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

Yes: Bauters, Cutter, Kaplan, Haggerty, Halliday, Marchand, Mei, Ortiz, Valle,
No: None
Abstain: None
Absent: Arreguin, Carson

5. Regular Matters

5.1. Receive an Update from the Metropolitan Transportation Commission/Bay Area Toll Authority on Analysis of a Bus Improvements to and over the San Francisco-Oakland Bay Bridge

Carolyn Clevenger stated that at the Commission's January 2020 meeting, the Commission discussed adding specific language to the 2020 Legislative Program advocating a bus lane on the Bay Bridge. Assemblymember Rob Bonta is considering introducing a bill with the intention of exploring the potential to advance legislation for a bus lane on the Bay Bridge. Alameda CTC coordinated with partner agencies to begin discussion on this issue. Ms. Clevenger introduced Andrew Fremier with the Metropolitan Transportation Commission/Bay Area Toll Authority (MTC/BATA), who provided an analysis of bus improvements to and over the San Francisco-Oakland Bay Bridge.

Commissioner Ortiz wanted to ensure that there is a package that includes congestion at the approaches to the bridge as well as a dedicated lane that will incentivize getting people out of cars.

Commissioner Kaplan wanted to know the decision points and actions that need to happen to address operational improvements, bus service/transit, car and shared mobility on the bridge. Mr. Fremier provided details on funding needs and approvals needed at the regional level.

Commissioner Kaplan asked if there has been any conversation about adding a bus yard. Ms. Lengyel noted that it was a request through Regional Measure 3 (RM 3) as well as the project list submitted for FASTER Bay Area.

Commissioner Kaplan wanted to know a status of the bicycle path from West Oakland to the bridge. Mr. Fremier stated that the bicycle path is an important investment.

Commissioner Haggerty stated that there needs to be conversation with legislators about incentivizing filling the empty seats on the bridge.

Commissioner Halliday questioned why congestion was less during the PM commute from San Francisco. Mr. Fremier noted that the congestion is worse on the bridge itself; however, it's less worse going Eastbound and much worse going Westbound. He noted that getting on/off the bridge is also a problem.

Commissioner Arreguin asked what the Commission can do to obtain the \$65M needed for short-term project investments. Mr. Fremier stated that RM 3 is tied up in litigation, however there are additional funding options under an umbrella program, as well as potential partnerships between Alameda CTC, AC Transit, MTC, Caltrans and BART.

Commissioner Bauters stated that the Commission needed to take immediate action on addressing transit improvements on the bridge and requested support from the Committee to give direction to staff to review and bring back information on:

- A funding strategy to help support improvements
- Examining expanding carpool hours
- Prioritizing funding for short-term project investments
- Consider a subcommittee to work on the bill.

Commissioner Ortiz wanted to know the schedule for legislation regarding the bill proposal. Ms. Lengyel noted that spot bill language has not been introduced yet. Assemblymember Bonta has reached out to staff to get information on bill language.

This was an information item only.

5.2. Alameda County Safe Routes to Schools Program Update and Approve Contract Amendments

Leslie Lara- Enriquez provided an update on the Alameda County Safe Routes to Schools Program and recommended that the Commission approve and authorize

the Executive Director to execute amendments to three professional services agreements.

Commissioner Carson wanted to know if participation by geographic data is consistent throughout the County. Ms. Lara-Enriquez noted that the data is similar across planning areas and that detailed information is available in the report.

Commissioner Mei provided statistics on the safety improvements in Fremont based on the success of the Safe Routes to Schools Program.

Commissioner Carson wanted to know how the program obstacles were identified, specifically regarding data on lack of parent participation. Ms. Lara-Enriquez noted that data was obtained from the school champion survey and that the lack of parent participation was identified by the parent champions.

Commissioner Carson wanted to know if surveys were provided to parents who are not considered champions. Ms. Lara-Enriquez noted that there is a parent survey that identified that there needs to be better support and messaging to parents. Ms. Clevenger mentioned that part of the approval is to use the Active Transportation Program funding to provide more hands-on support to schools that are underserved.

Commissioner Halliday asked if there was other funding available to address improvements to school sites based on needs identified in the site assessments. Ms. Lara-Enriquez noted that there is information in the site assessments that addresses infrastructure improvements in each local jurisdiction and staff is rolling out a new system to track if infrastructure improvements are made after the site assessments are done.

Commissioner Arreguin asked staff to elaborate on non-transportation barriers. Ms. Lara-Enriquez stated that the survey's identified crime as the primary non-transportation barrier.

Commissioner Valle asked how Alameda CTC address getting students walking to school daily. Ms. Lengyel noted that the Golden Sneakers Contest and International Rock and Roll contests are large annual events. Daily, staff is working on programs such as safety training and education. Ms. Lara-Enriquez noted that part of the restructure of the program in 2017 shifted the focus to on-going events such as walking school bus routes, bikes trains, hike to school day and more.

Commissioner Valle wanted to know what schools in the program are Title 1. Ms. Lengyel stated that information on Title 1 schools is listed by district in the handouts that were provided to the committee.

Commissioner Kaplan wanted to know if safety ambassadors or crossing guards were being considered and if not, would like a future discussion about them. Ms. Lengyel noted that crossing guards are not funded in the Safe Routes to Schools Program.

Commissioner Halliday asked if marketing information that was used for the Rail Safety Program was still available. Ms. Lara-Enriquez stated that the information is available on the Alameda CTC website.

Commissioner Kaplan moved to approve this item. Commissioner Ortiz seconded the motion. The motion passed with the following votes:

Yes: Arreguin, Bauters, Carson, Cutter, Kaplan, Haggerty, Halliday,
Marchand, Ortiz, Valle

No: None

Abstain: None

Absent: Mei

5.3. Affordable Student Transit Pass Program (STPP) Three-Year Evaluation and Phase 1 implementation update, and authorize the Executive Director to Execute Amendment No. 2 Professional Services Agreement

Kate Lefkowitz provided an update on the Affordable Student Transit Pass Program Three-Year Evaluation and Phase 1 implementation, and recommended the Commission approve and authorize the Executive Director to Execute Amendment No. 2 to Professional Services Agreement with Nelson\Nygaard Consulting Associates, Inc.

Commissioner Carson wanted to know the methodology for adding schools. Ms. Lefkowitz noted that the methodology uses a need-based approach, prioritizing the highest need schools and also considers where there is sufficient transit service as well as includes an emphasis on geographic equity.

Commissioner Mei moved to approve this item. Commissioner Ortiz seconded the motion. The motion passed with the following votes:

Yes: Arreguin, Bauters, Carson, Cutter, Kaplan, Haggerty, Halliday,
Marchand, Ortiz, Valle

No: None

Abstain: None

Absent: Mei

5.4. Federal, state, regional, and local legislative activities update

Tess Lengyel provided a brief update on federal, state, regional, and local legislative activities.

This was an information item only.

6. Committee Member Reports

There were no member reports.

7. Staff Reports

There were no staff reports.

8. Adjournment/ Next Meeting

The next meeting is:

Date/Time: March 9, 2020 at 11:30 a.m.

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

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Memorandum

4.2

1111 Broadway, Suite 800, Oakland, CA 94607

• PH: (510) 208-7400

• www.AlamedaCTC.org

DATE: March 2, 2020

TO: Planning, Policy and Legislation Committee

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

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

Recommendation

This item updates the Commission with a summary of Alameda CTC's review and comments on Environmental Documents and General Plan Amendments. This item is for information only.

Summary

This item fulfills one of the requirements under the Land Use Analysis Program (LUAP) element of the Congestion Management Program. As part of the LUAP, Alameda CTC reviews Notices of Preparations (NOPs), General Plan Amendments (GPAs), and Environmental Impact Reports (EIRs) prepared by local jurisdictions and comments on the potential impact of proposed land development on the regional transportation system.

Since the last update on February 10, 2020, Alameda CTC reviewed two NOPs. Responses were submitted and are included as Attachments A and B.

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

Attachments:

- A. Response to the NOP of a DEIR for the Williamson Elementary School Project in Fremont
- B. Response to the NOP of a DEIR for the 460 24th Street Project in Oakland

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January 24, 2020

John Chwastyk
Director of Facilities
Fremont Unified School District
4210 Technology Drive
Fremont, CA 94538

SUBJECT: Response to the Notice of Preparation of a Draft Environmental Impact Report for the Williamson Elementary School Project in Fremont

Dear Mr. Chwastyk,

Thank you for the opportunity to comment on the Notice of Preparation (NOP) of the Draft Environmental Impact Report (DEIR) for the Williamson Elementary School Project in Fremont. The proposed project would construct a new 78,300 square-foot elementary school with capacity for approximately 750 students on a currently vacant 9.86-acre site. The project site is located at the southeast corner of Eggers Drive and Hastings Street in the City of Fremont. The project site is designated as Commercial-City Center in the City of Fremont's General Plan and zoned as Open Space.

The Alameda County Transportation Commission (Alameda CTC) respectfully submits the following comments:

Basis for Congestion Management Program (CMP) Review

- It appears that the proposed project may generate at least 100 p.m. peak-hour trips over existing conditions, and therefore the CMP Land Use Analysis Program requires the City to conduct a transportation impact analysis of the project. For information on the CMP, please visit: <https://www.alamedactc.org/planning/congestion-management-program/>.

Use of Countywide Travel Demand Model

- The Alameda Countywide Travel Demand Model should be used for CMP Land Use Analysis purposes. The CMP requires local jurisdictions to conduct travel model runs themselves or through a consultant. The City of Fremont and the Alameda CTC signed a Countywide Model Agreement on April 1, 2008. Before the model can be used for this project, a letter must be submitted to the Alameda CTC requesting use of the model and describing the project. A copy of a sample letter agreement is available upon request. The most current version of the Alameda CTC Countywide Travel Demand Model was updated in June 2018 to be consistent with the assumptions of Plan Bay Area 2040.

Impacts

- The DEIR should address all potential impacts of the project on the Metropolitan Transportation System (MTS) roadway network.
 - MTS roadway facilities in the project area include:
 - In the city of Fremont: Fremont Blvd, Paseo Padre Pkwy, Mowry Ave, Highway 84
 - For the purposes of CMP Land Use Analysis, the Highway Capacity Manual 2010 freeway and urban streets methodologies are the preferred methodologies to study vehicle delay impacts.
 - The Alameda CTC has *not* adopted any policy for determining a threshold of significance for Level of Service for the Land Use Analysis Program of the CMP. Professional judgment should be applied to determine the significance of project impacts (Please see Chapter 6 of the 2019 CMP for more information).
- The DEIR should address potential impacts, including both capacity and performance of the project on Metropolitan Transportation System (MTS) transit operators.
 - MTS transit operators potentially affected by the project include: AC Transit and BART
 - Transit impacts for consideration include the effects of project vehicle traffic on mixed flow transit operations, transit capacity, transit access/egress, need for future transit service, and consistency with adopted plans. See Appendix J of the 2019 CMP document for more details.
- The DEIR should address potential impacts of the project to people biking and walking in and near the Williamson Elementary School Project area, especially nearby roads included in the Countywide High-injury Network and major barriers identified in the Countywide Active Transportation Plan.
 - Impacts to consider on conditions for cyclists include effects of vehicle traffic on cyclist safety and performance, site development and roadway improvements, and consistency with adopted plans. See Appendix J of the 2019 CMP document for more details.

Mitigation Measures

- Alameda CTC's policy regarding mitigation measures is that to be considered adequate they must be:
 - Adequate to sustain CMP roadway and transit service standards;
 - Fully funded; and
 - Consistent with project funding priorities established in the Capital Improvement Program of the CMP, the Countywide Transportation Plan (CTP), and the Regional Transportation Plan (RTP) or the Federal Transportation Improvement Program, if the agency relies on state or federal funds programmed by Alameda CTC.
- The DEIR should discuss the adequacy of proposed mitigation measure according to the criteria above. In particular, the DEIR should detail when proposed roadway or transit route improvements are expected to be completed, how they will be funded, and the effect on service standards if only the funded portions of these mitigation measures are built prior to Project completion. The DEIR should also address the issue of transit funding as a mitigation measure in the context of the Alameda CTC mitigation measure criteria discussed above.
- Jurisdictions are encouraged to discuss multimodal tradeoffs associated with mitigation measures that involve changes in roadway geometry, intersection control, or other changes to the

transportation network. This analysis should identify impacts to automobiles, transit, bicyclists, and pedestrians. The HCM 2010 MMLOS methodology is encouraged as a tool to evaluate these tradeoffs, but project sponsors may use other methodologies as appropriate for particular contexts or types of mitigations.

- The DEIR should consider the use of TDM measures, in conjunction with roadway and transit improvements, as a means of attaining acceptable levels of service. Whenever possible, mechanisms that encourage ridesharing, flextime, transit, bicycling, telecommuting and other means of reducing peak hour traffic trips should be considered. The Alameda CTC CMP Menu of TDM Measures and TDM Checklist may be useful during the review of the development proposal and analysis of TDM mitigation measures (See Appendices F and G of the 2019 CMP). The proposed project may also consider enrollment in the Alameda County Safe Routes to School Program as a TDM strategy.

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

Sincerely,



Saravana Suthanthira
Principal Transportation Planner

cc: Chris G. Marks, Associate Transportation Planner

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February 20, 2020

Rebecca Lind
Bureau of Planning
City of Oakland
250 Frank H. Ogawa Plaza, Suite 2114
Oakland, CA 94612

SUBJECT: Response to the Notice of Preparation of a Draft Environmental Impact Report for the 460 24th Street Project in Oakland

Dear Ms. Lind

Thank you for the opportunity to comment on the Notice of Preparation (NOP) of the Draft Environmental Impact Report (DEIR) for the 460 24th Street Project in Oakland. The proposed project is located on two non-contiguous sites. The first, 0.92-acre, site is located at 460 24th Street and 465 25th Street northeast of Uptown Oakland and northwest of Lake Merritt. The first site is bound by 25th street to the north, retail and industrial buildings to the east, 24th street to the south, and a future hotel/residential mixed-use development to the west. The second site is an approximately 1,300 square-foot portion of a 4,520 square-foot parcel near the corner of 24th Street and Valley Street. The site is bound by residential uses to the north, south, and west, with a parking tower to the east. The first site is a surface parking lot with four garage buildings and an auto service and parts center. The proposed project would demolish one existing building as well as portions of the other four buildings on the site to build approximately 12,000 square feet of retail space and 86,000 square feet of office space. The second site is a surface parking lot with landscaping that will be relocated to build a pedestrian paseo connecting 24th and 25th streets.

The Alameda County Transportation Commission (Alameda CTC) respectfully submits the following comments:

Basis for Congestion Management Program (CMP) Review

- It appears that the proposed project may generate at least 100 p.m. peak-hour trips over existing conditions, and therefore the CMP Land Use Analysis Program requires the City to conduct a transportation impact analysis of the project. For information on the CMP, please visit: <https://www.alamedactc.org/planning/congestion-management-program/>.

Use of Countywide Travel Demand Model

- The Alameda Countywide Travel Demand Model should be used for CMP Land Use Analysis purposes. The CMP requires local jurisdictions to conduct travel model runs themselves or through a consultant. The City of Oakland and the Alameda CTC have signed a Countywide Model Agreement on to facilitate the city using the countywide travel demand model. Before the model can be used for this project, a letter must be submitted to the Alameda CTC requesting

use of the model and describing the project. A copy of a sample letter agreement is available upon request. The most current version of the Alameda CTC Countywide Travel Demand Model was updated in June 2018 to be consistent with the assumptions of Plan Bay Area 2040.

Impacts

- The DEIR should address all potential impacts of the project on the Metropolitan Transportation System (MTS) roadway network.
 - MTS roadway facilities in the project area include:
 - In the city of Oakland: Telegraph Ave, Grand Ave, Broadway Ave, I-580, and I-980
 - For the purposes of CMP Land Use Analysis, the Highway Capacity Manual 2010 freeway and urban streets methodologies are the preferred methodologies to study vehicle delay impacts.
 - The Alameda CTC has *not* adopted any policy for determining a threshold of significance for Level of Service for the Land Use Analysis Program of the CMP. Professional judgment should be applied to determine the significance of project impacts (Please see Chapter 6 of the 2019 CMP for more information).
- The DEIR should address potential impacts, including both capacity and performance of the project on Metropolitan Transportation System (MTS) transit operators.
 - MTS transit operators potentially affected by the project include: AC Transit and BART
 - Transit impacts for consideration include the effects of project vehicle traffic on mixed flow transit operations, transit capacity, transit access/egress, need for future transit service, and consistency with adopted plans. See Appendix J of the 2019 CMP document for more details.
- The DEIR should address potential impacts of the project to people biking and walking in and near the Project area, especially nearby roads included in the Countywide High-injury Network and major barriers identified in the Countywide Active Transportation Plan.
 - Impacts to consider on conditions for cyclists include effects of vehicle traffic on cyclist safety and performance, site development and roadway improvements, and consistency with adopted plans. See Appendix J of the 2019 CMP document for more details.

Mitigation Measures

- Alameda CTC's policy regarding mitigation measures is that to be considered adequate they must be:
 - Adequate to sustain CMP roadway and transit service standards;
 - Fully funded; and
 - Consistent with project funding priorities established in the Capital Improvement Program of the CMP, the Countywide Transportation Plan (CTP), and the Regional Transportation Plan (RTP) or the Federal Transportation Improvement Program, if the agency relies on state or federal funds programmed by Alameda CTC.
- The DEIR should discuss the adequacy of proposed mitigation measure according to the criteria above. In particular, the DEIR should detail when proposed roadway or transit route improvements are expected to be completed, how they will be funded, and the effect on service standards if only the funded portions of these mitigation measures are built prior to Project completion. The DEIR

should also address the issue of transit funding as a mitigation measure in the context of the Alameda CTC mitigation measure criteria discussed above.

- Jurisdictions are encouraged to discuss multimodal tradeoffs associated with mitigation measures that involve changes in roadway geometry, intersection control, or other changes to the transportation network. This analysis should identify impacts to automobiles, transit, bicyclists, and pedestrians. The HCM 2010 MMLOS methodology is encouraged as a tool to evaluate these tradeoffs, but project sponsors may use other methodologies as appropriate for particular contexts or types of mitigations.
- The DEIR should consider the use of TDM measures, in conjunction with roadway and transit improvements, as a means of attaining acceptable levels of service. Whenever possible, mechanisms that encourage ridesharing, flextime, transit, bicycling, telecommuting and other means of reducing peak hour traffic trips should be considered. The Alameda CTC CMP Menu of TDM Measures and TDM Checklist may be useful during the review of the development proposal and analysis of TDM mitigation measures (See Appendices F and G of the 2019 CMP). The proposed project may also consider enrollment in the Alameda County Safe Routes to School Program as a TDM strategy.

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

Sincerely,

A handwritten signature in blue ink, appearing to read 'Saravana Suthanthira', with a long horizontal flourish extending to the right.

Saravana Suthanthira
Principal Transportation Planner

cc: Chris G. Marks, Associate Transportation Planner

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DATE: March 2, 2020

TO: Planning, Policy and Legislation Committee

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

SUBJECT: 2020 Countywide Transportation Plan: Needs Assessment Part 2

Recommendation

This item is to provide the Commission with an update on the second of two parts of the 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 2 of the Need Assessment, focused on transit, arterials and goods movement. The strategies included in this memo have been compiled based on a review of recent county plans and relevant local planning initiatives, and are aligned with the four goals adopted by the Commission in September 2019 for the 2020 CTP. Staff shared Part 1 of the Needs Assessment on active transportation and freeways in January 2020 and plans to release the final Needs Assessment document in May 2020.

Approach to CTP Needs Assessment

As presented in January, 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. Needs for the CTP are also summarized by planning area. Planning areas represent collections of 3-6 Alameda County jurisdictions that have similar characteristics in travel and development patterns. Attachment A presents the four Alameda County Planning Areas and the jurisdictions contained within each one.

Table 1. Sources for 2020 CTP Needs Assessment

Plan/Project Name and Year Adopted	
<ul style="list-style-type: none">• 2015 BART Station Profile Study• 2016 Countywide Transportation Plan• 2016 Alameda Countywide Multimodal Arterial Plan• 2016 Alameda Countywide Transit Plan• 2016 Alameda County Goods Movement Plan• 2016 AC Transit Major Corridors Study• 2017 Assessment of Mobility Needs of People with Disabilities and Seniors in Alameda County	<ul style="list-style-type: none">• 2018 Level of Service Monitoring Report – Traffic and Transit 18 Rail Strategy Study• 2018 and 2019 Corridor Projects: East 14th Street/Mission Boulevard and Fremont Boulevard, San Pablo Avenue• 2019 Countywide Active Transportation Plan• 2019 MTC Transit Use Study (UCLA)• Alameda CTC Safe Routes to Schools Site Assessments (on-going) and Evaluation Reports (underway)

Needs Assessment – Transit

Alameda County is served by two of the region's highest-ridership operators, yet only 15% of residents take transit to work each day. Part of the reason for this is the high degree of variation in land use intensity, from high density houses and jobs in north county to more suburban homes and office parks in south and east county. A key overarching challenge for this CTP will be to identify ways to increase transit ridership across the entire county, leveraging innovative strategies already employed by our operators and continuing to focus on strong markets for transit.

From a review of previous plans and agency performance monitoring reports as well as discussions with transit operators, the key challenges for transit in the county include:

- Countywide congestion results in increasingly slow and unreliable local and express bus service.
- Some high-quality transit services lack safe and comfortable walking and biking connections.
- Limited hours of operations and low frequency of service deter ridership growth, especially during weekends and evenings when competition from Transportation Network Companies is also the highest.

- Different payment options and ticketing systems make the county's (and region's) transit system difficult to use.
- Interregional service is limited between Alameda County and Contra Costa, San Joaquin, San Mateo and San Joaquin counties despite high shares of regional trips between these areas.
- Systemwide operating costs are increasing faster than ridership and revenues.
- Core BART service is at-capacity and over-subscribed during peak periods.
- Paratransit users face on-time performance issues and longer rides, which have been exacerbated by increasing regional congestion.

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. Staff have also conducted focused meetings with the major transit operators in Alameda County to vet these strategies. Table 2 incorporates suggested comments from AC Transit, BART, LAVTA and WETA staff.

Table 2. Potential Strategies to Consider Including in CTP for Transit

Potential Strategy	Brief Description
Dedicated Infrastructure	Improve bus service speed and reliability by prioritizing transit through treatments like queue jumps, signal priority, dedicated bus lanes, and bus boarding islands. Increases in transit speeds are needed for frequency improvements to effectively boost ridership and minimize increases in operating costs.
Fare Integration	Facilitate transfers between transit systems by reducing or eliminating the transfer cost penalty for riders through interagency discounting agreements, or through fare integration.
More Comfortable Transit Stops and Stations	Improve the comfort and safety of transit riders by providing amenities like lighting, transit shelters, Wi-Fi and benches. At BART stations, locate bus stops and pickup/drop-off areas in well-lit locations near the station.
Fare-Free Zones and Passes	Consider establishing free transit zones or lines. Potential locations include areas with high ridership where fare collection slows transit speeds, as well as lines and areas with substantial ridership from disadvantaged populations. Enact means-based fare policies that keep fares affordable for youth, seniors, and people with disabilities.
Targeted Service Improvements	Focus service improvements, such as frequency increases, as well as operational improvements, such as signal priority, on lines with high existing or potential ridership that experience heavy congestion and slow transit speeds.
First/Last Mile Access	Provide high-quality pedestrian and bicycle facilities and bikeshare stations near major transit stops, including ferry terminals, to improve first/last mile access. Improve wayfinding and consider supporting a regional standard for wayfinding. Consider shuttles and other motorized forms of first/last mile access.
Supportive Land Use Strategies	Encourage local jurisdictions to enact and enforce transit-supportive design standards for developments along transit routes, as well as car-light or car-free land use regulations near major transit stops.

Potential Strategy	Brief Description
Developer Agreements/TDM	Partner with the private sector to expand or enhance service or provide funding for capital projects, particularly as part of large land use developments. Consider transit services such as buses and ferries as an option in local TDM programs.
Interregional Service Expansion	Expand interregional transit services that would facilitate and encourage the use of transit for travel into, out of, and through Alameda County, reducing strain on congested freeways and local roadways.
Operator Shortage Strategy	Support policies that would allow transit operators to live closer to their jobs and reduce commute burdens.

Needs Assessment – Arterials

Alameda County's 1,200 miles of arterials carry approximately 40% of daily trips, making arterials key connections between the varied activities that residents complete in a given day. Arterials are where regional and local transportation networks connect to communities and also where opportunities exist to support planned development and local growth strategies. In response to a strong regional economy, demand for roadway use is rising, with cars, transit, bikes, pedestrians and trucks all trying to navigate the same roads.

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

- Arterials have multiple competing goals among mobility, access and placemaking for local development, all of which require different transportation solutions.
- Major arterials account for 14% of road miles in Alameda County but for 71% of the mileage of the High-injury Network.
- Many arterials are wide and currently not attractive or safe for walking and biking. Congestion on freeways spills onto arterials further decreasing attractiveness for non-auto modes.
- Congestion on arterials has led to a 15% decline in peak arterial speeds in the last four years, which negatively affects bus speeds and reliability.
- People frequently travel between jurisdictions along arterials yet traffic signal operations, infrastructure quality and street design are not connected and coordinated.
- Arterials across the county serve a large variety of functions that require local context sensitive solutions.
- Competition for roadway and curb space are forcing hard trade off discussions within cities.

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 Arterials

Potential Strategy	Brief Description
Multimodal Corridor Projects	Work with partner agencies to identify the next set of corridors to address as countywide multimodal projects and initiate a game plan through the CTP.
Pilot “Quick Build” Projects	Pilot quick-build projects to make improvements on a segment-by-segment basis and demonstrate the effects of the improvements. This may be particularly effective on transformative projects where consensus around a final design may be difficult to reach quickly in all locations.
First/Last Mile Transit Access	Consider transit first/last mile access needs in street design for multimodal corridor improvements.
Reducing Conflict through Design	Improve safety by reducing conflicts between cars, trucks, transit vehicles and active modes on arterials through the adoption of updated Complete Streets design standards.
Vision Zero on Arterials	Include street design elements that reduce vehicle speeds, such as tightening curb radii and narrowing and/or reducing automobile travel lanes to provide high-quality bicycle and pedestrian facilities. Improve bicycle and pedestrian safety at intersections by providing protected intersections, extending curbs, installing high-visibility crosswalks, providing pedestrian-friendly signal timings, and improving pedestrian-scale lighting, among others.
Curbspace Management	Facilitate the adoption of best practices in curb space management by local jurisdictions by organizing learning sessions on how to use curbside use designations, pricing, and enforcement to optimize use of valuable curb space.
Advanced Technologies	Use ITS technologies to improve the operational efficiency of roadways while also supporting active transportation modes and vulnerable users.
Transportation Demand Management	Encourage local agencies to implement or expand TDM programs and policies to incentivize and encourage travel via transit, carpooling, and active transportation to reduce single-occupancy vehicle mode share.
Economic Development	Assess the impact of transportation improvements on the economic vitality of corridors and focus investments where they will have substantial positive impacts. Partner with economic development agencies and the private sector to jointly implement infrastructure projects.
Placemaking	Enhance the pedestrian experience along major arterials to create inviting, attractive spaces for all by widening sidewalks and providing pedestrian amenities like plazas and street trees.

Needs Assessment – Goods Movement

Alameda County is the goods movement hub of the Bay Area and Northern California Megaregion including the Port of Oakland, Oakland International Airport, and a robust network of rail, roads, and highways. The Port of Oakland handles 99% of container volume in Northern California and is the eight busiest port in the nation by volume.

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

- Current truck and freight rail networks are constrained. There are existing congestion, reliability and safety issues on shared-use interregional highway and rail corridors with limited ability for expansion.
- Truck route continuity across jurisdictions is fragmented and there are minimal heavy weight truck routes in the county.
- Increasing freight demand exists on a finite rail network that travels through many communities.
- Changing local land use development patterns increase modal conflicts on local truck routes and lead to increased conflicts with industrial uses.
- Emissions and noise exposure from goods movement can create significant health risks and negatively affect the well-being of residents, especially in the region's Communities of Concern that are located near high-intensity industrial areas and truck corridors.

To address these needs, Table 4 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 4. Potential Strategies to Consider Including in CTP for Goods Movement

Potential Strategy	Brief Description
Targeted Infrastructure Investments	Scope new projects on regionally significant freight routes and facilities to address identified truck delay, truck reliability, and truck safety issues on routes including I-880, I-580, I-680, and I-80, as well as multi-modal projects improving access and efficiency at the Port of Oakland.
Freight Guidelines for Complete Streets	Develop toolkits, guidelines, and best practices for incorporating freight into Complete Streets design to reduce conflicts between goods movement and transit, bicycles, and pedestrians on arterial routes.
Near-Zero and Zero-Emission Technology	Fund and demonstrate Near-Zero and Zero-Emission goods movement technologies, potentially including incentives for engine retrofits to low-emission and ZEV technology. Target freight corridors and facilities in communities with greatest adverse impacts from freight emissions.
Land use guidelines and incentive programs	Coordinate with regional and state efforts to address industrial land use planning and preservation for industrial uses and priority production areas. This could include technical assistance to update zoning, guidance on setting up buffer zones, incentives to preserve buffers, identification of funding for assembling of fragmented parcels, and reduction of negative impacts on communities from freight operations.
Truck Access Management	Work with Caltrans and local jurisdictions to update truck routes through communities and design recommendations for intersections. Evaluate direct truck access between the Port and I-880 and lift the exemption of overweight trucks on I-880 to minimize impacts on local surface streets.

Potential Strategy	Brief Description
At-Grade Crossing Safety and Grade Separation Policy and Program	Develop an at-grade crossing safety and grade separation policy and implement a countywide priority list of grade-crossing improvements in partnership with local jurisdictions.
Vehicle Safety Technology	Encourage the adoption of vehicle safety technologies that would specifically be used on medium and heavy-duty trucks such as blind spot detection and side guards.
Resilient Airport and Seaport	Protect existing critical infrastructure by investing in airport and seaport infrastructure that is resilient to the forecasted effects of climate change. This infrastructure may include flood protection, shoreline protection, power sources protection, and airport perimeter dyke expansion, among others.

CTP Next Steps

Table 5 reflects a high-level schedule of CTP development topics through fall 2020. 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 planned: targeted outreach in the spring including focus groups, intercept surveys and pop up events throughout the county, and broad public outreach in the summer when the draft CTP is released.

Table 5. 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 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

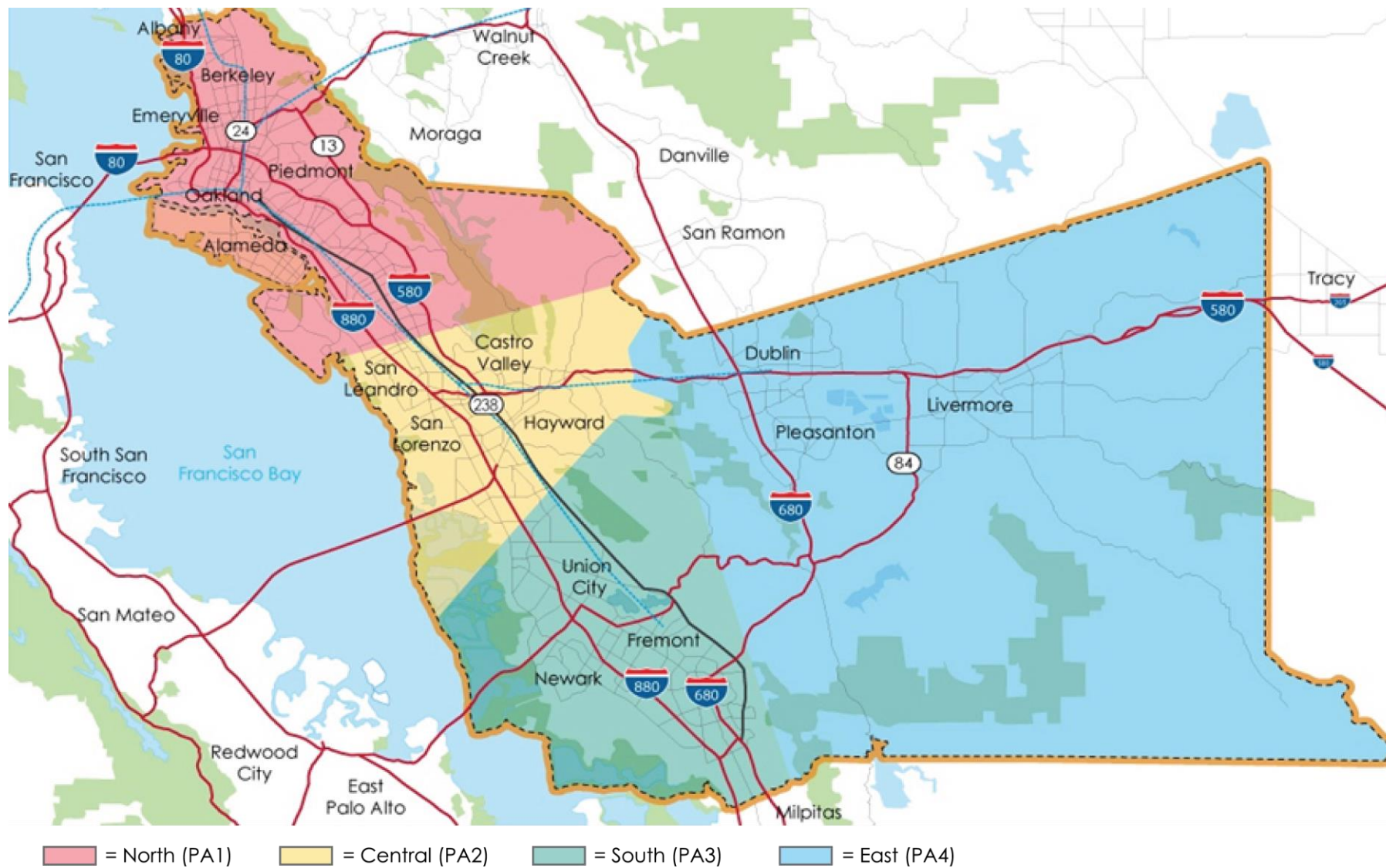
Fiscal Impact: There is no fiscal impact. This is an information item only.

Attachment:

- A. Four Planning Areas of Alameda County

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Attachment A: Four Planning Areas of Alameda County



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Memorandum

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DATE: March 2, 2020

TO: Planning, Policy and Legislation Committee

FROM: Carolyn Clevenger, Deputy Executive Director of Planning and Policy
Saravana Suthanthira, Principal Transportation Planner
Kristen Villanueva, Senior Transportation Planner

SUBJECT: Approve Plan Bay Area 2050 Revised List and Performance Strategies for Alameda County for Submittal to the Metropolitan Transportation Commission

Recommendation

It is recommended that the Commission approve the revised Alameda County project list and performance strategies for submittal to the Metropolitan Transportation Commission (MTC) for purposes of developing the region's transportation plan, Plan Bay Area 2050 (PBA 2050). Upon approval, the list and associated details will be sent to MTC to meet their deadline of March 27, 2020. This is an action item.

Summary

Development of PBA 2050 has been underway since early 2018 and is approaching a critical milestone of Draft Plan approval in summer 2020. To support that deadline, MTC has reached out to the region's County Transportation Agencies (CTAs) to submit revised project lists for inclusion in the Draft Plan, which they are calling the Blueprint. The revised project list must address the following:

- Include project costs that fit within a constrained county budget for two time-periods, 2020 to 2035 and 2036 to 2050.
- Include Commitment Letters for each major project that MTC has designated as having performance issues on either benefit-cost or a qualitative score.

Project List

This agenda item presents a revised project list, Attachment A, for submission to MTC reflecting Alameda County's transportation projects and programs that fit within the county budget and identifies regional discretionary funding requests. Attachment A includes a combination of three distinct types of projects and programs: 1)

"transformative" projects in Alameda County that MTC solicited in 2018 directly from partner agencies that have project costs of over \$1 billion that staff are proposing to assign county discretionary funding based on discussions with the project sponsors; 2)

updated list of regionally-significant projects first submitted to MTC by Alameda CTC in June 2019; and 3) programmatic projects and programs that include groupings of numerous smaller and more local projects into programmatic categories per MTC's guidance,

As part of this project submittal to MTC, CTAs must assign county discretionary funding and identify requests for regional discretionary funding. Over the course of the spring, MTC will work with CTAs and project sponsors to determine final amounts, if any, of regionally discretionary funding that will be assigned to each project or program. Alameda CTC will then need to approve in June 2020 a final project list that accounts for MTC's regional discretionary funding assignments. Please note that it is anticipated that the project list will need to be reduced and/or projects will need to be phased at that point due to funding constraints. Attachment A includes an initial assignment of county discretionary funds and identifies a request for regional discretionary funding, based on the two time periods identified above.

Project Performance

MTC is also requiring all CTA Boards to identify how any performance issues MTC identified as part of its project assessment will be addressed if projects are requesting regional discretionary funding. Attachment B details MTC's performance results for the major projects in Alameda County that have been identified by MTC as having performance shortcomings and potential strategies to address the concerns raised by MTC.

Attachments A and B are subject to Commission approval before submitting to MTC.

Background

MTC and ABAG have been working on developing a long-range plan for the region since 2017. This Plan has been developed in two phases– Horizon and Plan Bay Area 2050 (PBA 2050). In the Horizon phase, MTC/ABAG conducted scenario planning through the creation of three divergent Futures and assumptions. MTC then evaluated proposed projects and strategies against all three futures to see which projects and strategies would be the most resilient in an uncertain future

Federal requirements stipulate that a region's long-range transportation plan must include a list of transportation projects and investment categories for the next 30 years and be fiscally constrained. To develop this list, Alameda CTC and our partner agencies have submitted projects via a number of different calls for projects to MTC for consideration. Between now and late summer 2020, a final list of projects and programs will be determined for inclusion in PBA 2050. The Alameda CTC Commission has approved two sets of submittals for consideration for PBA 2050 thus far, one in May 2018 for "transformative projects" and one in June 2019 for regionally-significant projects. We are now at the point in the process to revise submittals based on the evaluations conducted under the Horizon/Futures effort, add in local projects, and submit an initial draft list of fiscally-constrained investments that assume an estimate of county discretionary funding and requests for regional discretionary funds.

PBA 2050 Performance Assessment

A project performance assessment was performed on projects with project costs of over \$250 million. Projects were scored for benefit cost, equity, and guiding principles developed for the Plan and incorporates results from the three different futures. MTC is requiring project sponsors and CTAs with projects that had significant performance issues identified through MTC's performance assessment provide Performance Commitments approved by CTA boards in order to be considered for inclusion in PBA 2050. Projects fully funded with local funds are exempted from this requirement.

Attachment B presents the key performance issues that staff will need to address in order to advocate for inclusion in PBA 2050. The projects identified by MTC as having performance shortcomings that are led either by Alameda CTC or our partner agencies include:

- Roadway projects
 - Quarry Lakes Parkway/Union City-Fremont East-West Connector
 - SR-262 Widening and Interchange Improvements
 - Regional Express Lanes
- AC Transit Local and Transbay Networks
- Regional and interregional rail:
 - Altamont Corridor Vision
 - Dumbarton Rail
 - Commuter Rail through Transbay
- WETA Ferry Service

Two overarching concerns that staff have communicated to MTC about this assessment include:

- A. **Equity Assessment for Major Transit Projects:** The equity assessment was conducted by MTC staff using a Travel Demand Model to generally estimate if more project's benefits would accrue to residents making greater than the Bay Area's median household income. This was a new approach to the equity analysis as compared to previous regional planning efforts. Alameda CTC agrees that equity is a critical issue facing the region and needs to be a major factor in decision-making. However, the assessment resulted in a number of major transit investments being flagged for equity, particularly projects such as commuter rail, AC Transit Transbay, regional express bus, and ferry services that focus on serving commuters, who generally earn more than the region's median household income. Transit projects that focus on serving commute markets, which MTC's recent Transit Usage Study found to be the only stable transit market in the region, are critically important to the region meeting many of its performance goals, including greenhouse gas emission reduction and supporting economic vitality across the region. AC Transit as an overall system provides major mobility benefits to low-income communities.

Alameda CTC will continue to work with MTC and partner agencies to identify acceptable paths forward to allow these important transit investments to be considered for PBA 2050. Given that MTC is working directly with a number of the transit agencies on a mean-based fare pilot and is also exploring a number of fare integration/seamless transit initiatives, Alameda CTC believes those are the appropriate venues for discussions regarding how to address the equity concerns of these transit investments. Those initiatives, however, are nascent and therefore it is premature for the Alameda CTC Commission to take any official position on implementing the outcomes of those initiatives until they are better defined.

- B. **Operational Improvements:** MTC's analysis has significant limitations in estimating the benefits of alleviating bottlenecks. For this reason, projects that are more operational in nature are typically excluded from the analysis. Alameda CTC believes that the State Route 262 project and to a certain extent, express lanes, are more operational in nature and the true benefits are not reflected with MTC's current benefit-cost tool. An example is that MTC's analysis of the SR 262 project does not account for any impacts of queuing on local roads, nor does it adequately capture the benefits to local circulation and safety.

Revised Project List for PBA 2050

MTC is requiring a fiscally constrained list of projects and programs from CTAs for consideration in PBA 2050 by the end of March. This list must include regionally-significant and local projects, and identify county budget assignments for two time periods, 2020-2035 and 2036-2050, which coincide with state mandated greenhouse gas emissions reductions timelines.

MTC provided a budget for Alameda County of \$3.7 billion in the first 15 years, and \$5 billion in the second 15 years. These funds include anticipated Measure BB, county shares of Transportation Fund for Clean Air and Vehicle Registration Fees, as well as an estimate of future federal Congestion Mitigation and Air Quality and State Transportation Planning funds (CMAQ/STP) that have historically come to the counties as part of the One Bay Area Grant program. MTC expects CTAs to assign these funds primarily to "programmatic categories", which are bundles of local projects. The rest can be put toward regionally significant projects, which are typically funded by a mix of regional, state, and federal funds. **It is important to note that this exercise is for long-range planning purposes only and in no way indicates a future funding commitment to any project.**

This will be the first time MTC requires funding constraint by time period. This may result in projects being pushed to later years in order to have PBA 2050 meet the financial constraint requirement, which is a federal requirement of all regional transportation plans once MTC determines what level of regionally discretionary funding projects can assume. Although the discussions of constraint by time period are just beginning, staff anticipates this will be an issue the Commission will need to discuss for the final June 2020 project list submittal.

Attachment A includes the revised list for Alameda County that shows several programmatic categories at the top of the list, as well as individual projects that meet MTC's requirement for triggering an air quality assessment and therefore must be listed individually in PBA 2050. The vast majority of projects and programs can fit within the programmatic categories for the regional transportation plan. For the Countywide Transportation Plan, staff will provide more information on all local projects, including those in the programmatic categories. Staff have associated county budget values to each project and program with the following principles:

- Categories addressing the multimodal CTP goals received the highest shares of county budget.
- Projects that are on the interstate, associated with the Port or that meet one of MTC's regional strategies in PBA 2050 received the highest share or future regional funding.

This process resulted in a regional ask of \$4.1 billion in the first 15 years and \$4.5 billion in the second 15 years. The current project list does not fully assign the county budget. This will give us flexibility to assign additional county discretionary funding over the spring as we see what level of regional discretionary funding MTC will assign, and as project sponsors continue to update project costs.

MTC will receive these requests from all CTAs in March and that will kick off more detailed discussions with MTC and project sponsors regarding what projects and strategies to include in PBA 2050. MTC will be considering how to assign regional discretionary funding (including funds such as Regional Measure 3, SB 1 competitive funding programs, federal programs, etc.) both to projects as well as strategies that MTC is testing as part of the Draft Blueprint. Strategies MTC is considering that are most relevant to transportation investment tradeoffs include balancing expansion of the system and operation and maintaining the existing system, low-income fare discounts or programs, and tolling. MTC is currently considering a number of different levels of fiscal constraint to account for the uncertainties surrounding a potential future mega-measure for transportation. These various scenarios will significantly impact the amount of regional discretionary funding available for projects and programs.

Next Steps

Upon Commission approval of Attachments A and B, staff will work closely with partner agencies to submit a package to MTC by March 27, 2020. MTC will return to CTA's with a further constrained list in the spring and are requiring CTA board approval in June of the final list.

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

Attachments:

- A. Proposed Revised List for Alameda County for PBA 2050
- B. Approach to Address Performance Shortcomings for PBA 2050

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Attachment A. Revised Project List

Row	Project	Source/Sponsor	Funding (\$ in millions)
Alameda County Programmatic Categories			
1	Active Transportation and Vision Zero Projects in this category are new bicycle and pedestrian facilities, facilities that connect existing network gaps, and safety strategies such as Vision Zero	Alameda CTC	\$ 2,200
2	Goods Movement and Rail Safety This program includes projects that improve freight operations and reduce impacts of freight activity such as projects that support the Port of Oakland, emissions reductions, rail safety, and other freight-related impacts and improvements.	Alameda CTC	\$ 1,500
3	Multimodal Corridor This program includes projects that transform roadways into multimodal corridors with facilities for walking, biking, and improved bus travel.	Alameda CTC	\$ 625
4	Local and Regional Road Safety This program includes projects that improve local circulation and address road safety along local routes, regional routes and interchanges. This includes multimodal and operational upgrades to interchanges that minimally change capacity.	Alameda CTC	\$ 300
5	Technology This category includes projects that improve roadway, intersection, or interchange operations, ITS, as well as other transportation system management. Projects also implement technology upgrades for transit including microtransit.	Alameda CTC	\$ 400
6	Urban Greenways and Trails Projects in this category are new off street bicycle and pedestrian facilities and projects that close gaps or address barriers in the active transportation network. This category includes new segments of Bay Trail, Iron Horse Trail, extensions of East Bay Greenway and new trails such as Niles Canyon, Sabercat, San Lorenzo Creek, Dumbarton/Quarry Lakes, and San Leandro Creek trail.	Alameda CTC	\$ 1,200
7	Local Transit Access, Service and Fares Projects in this category improve station access, bus stop access, upgrades to BART systems. It also includes fare integration and affordability through the Student Transit Pass Program, minor service expansions for LAVTA and AC Transit along major corridors, and other transit planning and service innovations.	Alameda CTC	\$ 1,400
8	Climate Program: TDM and Emission Reduction Technology Projects in this category implement strategies and programs that reduce emissions, encourage alternative transportation modes, and manage transportation demand including but not limited to projects such as TDM program implementation, parking management, local area shuttle and paratransit services	Alameda CTC	\$ 130
9	Planning This category includes planning studies supporting the regional PDA framework and connecting transportation and land use.	Alameda CTC	\$ 50
	County Budget 2020-2035	\$1,600	
	County Budget 2036-2050	\$2,300	
	Regional Request 2020-2050	\$4,000	
	TOTAL	\$7,900	
Alameda County Regionally-Significant Projects			
680/580 Work Program			
10	I-680 Express Lanes: SR-84 to Alcosta Phase 1 (Southbound)	Alameda CTC	\$ 252
11	I-680 Express Lanes: SR-84 to Alcosta Phase 2 (Northbound)	Alameda CTC	\$ 228
12	I-680 Express Bus to Silicon Valley	Alameda CTC	\$ 170
13	I-680 Express Lanes (NB): SR-84 to Automall Pkwy Phase 1	Alameda CTC	\$ 236
14	I-680 Express Lanes (NB): Automall Pkwy to SC County Line Phase 2	Alameda CTC	\$ 130
15	I-580 Design Alternatives Assessments (DAAs) Implementation	Alameda CTC	\$ 400
16	I-580/680 Interchange HOV/HOT Widening	Alameda CTC	\$ 1,500
17	SR-262 Widening and Interchange Improvements	Alameda CTC	\$ 925

Attachment A. Revised Project List

Row	Project	Source/Sponsor	Funding (\$ in millions)
Regional Transit			
18	South Bay Connect	CCJPA	\$ 264
19	Bay Fair Connection	BART	\$ 234
20	Station Modernization Program	BART	\$ 200
21	Hayward Maintenance Complex (HMC) Phase 1	BART	\$ 209
22	San Pablo BRT/Multimodal Corridor	AC Transit	\$ 300
23	Irvington BART Infill Station	Alameda CTC	\$ 180
24	Alameda Point Transit Network Improvements	Alameda CTC	\$ 500
25	Alameda County E14th/Mission and Fremont Blvd. Multitmodal Corridor	Alameda CTC	\$ 330
26	Bay Bridge Forward	MTC	\$ 65
Interchanges (non-exempt)			
27	I-580 Interchange Imps at Hacienda/Fallon Rd, Ph 2	City of Dublin	\$ 58
28	Rt 92/Clawiter/Whitesell Interchange Improvements	City of Hayward	\$ 40
29	42nd Ave. & High St. I-880 Access Improv.	City of Oakland	\$ 18
30	I-880/Whipple Rd Industrial Pkwy SW I/C Imps	Alameda CTC	\$ 220
31	I-880 Winton Avenue A Street Interchange Reconstruction	Alameda CTC	\$ 176
32	Oakland/Alameda Access Project	Alameda CTC	\$ 115
33	I-580/Santa Rita Overcrossing Widening	City of Pleasanton	\$ 49
34	I-680/Stoneridge Drive Overcrossing Widening	City of Pleasanton	\$ 44
Goods Movement			
35	Oakland Army Base Infrastructure Improvements	City of Oakland	\$ 301
36	7th Street Grade Separation East	Alameda CTC	\$ 317
37	7th Street Grade Separation West	Alameda CTC	\$ 311
Active Transportation and Complete Streets			
38	East Bay Greenway	Alameda CTC	\$ 250
39	Central Avenue Safety Improvements	City of Alameda	\$ 15
40	Alameda County Complete Streets Road Diets	Alameda CTC	\$ 100
Other Roadway and Major Projects			
41	Union City-Fremont East-West Connector	Union City	\$ 320
42	Dublin Blvd. - North Canyons Pkwy Extension	City of Dublin	\$ 166
43	Dougherty Road Widening	City of Dublin	\$ 23
44	Tassajara Road Widening from N. Dublin Ranch Drive to City Limit	City of Dublin	\$ 23
45	Dublin Boulevard widening	City of Dublin	\$ 7
46	Auto Mall Parkway Improvements Near I-680	City of Fremont	\$ 50
47	Extension of El Charro Road from Stoneridge Drive to Stanley Blvd	City of Pleasanton	\$ 137
48	Union City Boulevard Widening (Whipple to City Limit)	Union City	\$ 17
Committed Projects			
49	Rte 84 Widening, south of Ruby Hill Dr to I-680	Alameda CTC	
50	SR 84 Expressway Widening	Alameda CTC	
51	Dougherty Road Widening	City of Dublin	
52	Dublin Boulevard widening	City of Dublin	
53	Telegraph Avenue Road Diet	City of Oakland	
54	SR 84 Expressway Widening	Alameda CTC	
55	New Alameda Point Ferry Terminal	City of Alameda	
56	AC Transit: East Bay Bus Rapid Transit	AC Transit	
57	Shattuck Complete Streets and De-couplet	City of Berkeley	
58	Oakland: Telegraph Ave Bike/Ped Imps and Road Diet	City of Oakland	
59	Oakland: Telegraph Avenue Complete Streets	City of Oakland	
60	Oakland Fruitvale Ave Bike/Ped Imprvmnts H8-04-014	City of Oakland	
	County Budget 2020-2035	\$1,500	
	County Budget 2036-2050	\$1,100	
	Regional Request 2020-2050	\$4,700	
	TOTAL	\$7,300	

Attachment A. Revised Project List

Row	Project	Source/Sponsor	Funding (\$ in millions)
Regional Transit Projects Supported by Alameda CTC. Project sponsors are updating costs and funding plans so county budget is reserved here to assign in June.			
Bus	AC Transit Local Network: Service Increase	AC Transit	\$ 2,600
	AC Transit Local Rapid Network: Capital Improvements+Service Increase	AC Transit	\$ 6,400
	AC Transit Transbay Network: Capital Improvements + Service Increase	AC Transit	\$ 6,500
Rail	BART Core Capacity	BART	\$ 4,500
	ACE Rail Service Increase (10 Daily Roundtrips)	SJRRRC	\$ 1,300
	Valley Link (Dublin to San Joaquin Valley)	TVSJVRRA	\$ 3,000
	Altamont Corridor Vision Phase 1 (to San Joaquin Valley)	TVSJVRRA, SJRRRC	\$ 4,600
	Dumbarton Rail (Redwood City to Union City)	SamTrans C/CAG	\$ 3,900
	New San Francisco-Oakland Transbay Rail Crossing (4 alternatives)	MTC/ABAG	Varies
Ferry	WETA Ferry Service Frequency Increase	WETA	\$ 400
	WETA Ferry Service: Berkeley-San Francisco	WETA	\$ 200
	WETA Ferry Service: Redwood City-San Francisco- Oakland	WETA	\$ 300
	County Budget 2020-2035	700	
	County Budget 2036-2050	500	
	Regional Request 2020-2050	TBD: Operators to Request from MTC	

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Approach to Address Performance Shortcomings for PBA 2050

Overview of MTC's performance assessment:

Benefit-Cost Ratio: All project impacts are measured against a uniform base transportation and land use network in each future.

Equity Score: "Advances" indicates that the project may benefit lower income individuals (below regional median income) more than higher income individuals. "Challenges" indicates that project benefits skew towards higher income individuals. "Even" indicates even distribution of benefits for all income groups.

Guiding Principle Flags: Flags, based on qualitative analysis, are intended to draw attention to a direct adverse impact a project may have that may not be captured as part of other assessments. Projects receive one or more flags if it would do any of the following:

- increase travel costs for lower income residents
- significantly increase travel times or eliminate travel options
- displace lower-income residents or divide communities (as a direct impact of project construction)
- significantly increase emissions or collisions
- directly eliminate jobs

Projects have performance issues if one of the following is met:

- Two or more benefit-cost ratios less than one, and/or
- One or more equity scores with a "Challenges" rating, and/or
- One or more Guiding Principles flags

Table B.1 List of Investments Requiring Action

Note: GP is Guiding Principle flag, BC is Benefit-Cost flag, and Equity is the Equity flag

	Performance Flag:			
Major Project	GP	BC	Equity	Proposed Path Forward
Overarching issues for Road Projects: MTC's analysis assumes all road projects increase emissions and collisions. SR-262 is assumed to divide a community. MTC tool does not capture benefits of traffic operations projects.				
SR-262 Widening and Interchange Improvements	x	x	x	Staff will work with MTC to articulate the benefits of this project. This project has notable safety, emissions, and community access benefits: <ul style="list-style-type: none">• Project removes current barrier in the community along 262 caused by severe traffic• Project reduces air pollution from vehicles idling in congestion• Project reduces conflicts at intersections and reduces cut-through traffic, increasing community safety Staff will also work with MTC on a potential phasing that will implement the highest benefit pieces within the first 15 years of the plan.
Regional Express Lanes (MTC + VTA + ACTC + US-101)	x	x	x	The project sponsor is MTC but includes future Alameda CTC lanes along I-680 and I-580. MTC Express Lanes staff is leading discussions VTA, SFCTA and C/CAG to address the performance issues flagged by MTC. A joint letter is under development and includes strategies such as phasing to improve the benefit cost, support for transit and future roadway tolling, and equity-based toll discounts. This coordinated approach is anticipated to be presented to the MTC Operations Committee this spring for consideration.

	Performance Flag:			
Major Project	GP	BC	Equity	Proposed Path Forward
Quarry Lakes Parkway/Union City-Fremont East-West Connector	x			Staff will work with project sponsor to better define project scope in order to determine how to address the emissions and safety flag and resubmit to MTC.
Overarching issues for Local Rapid and Express Bus: Transit projects that primarily benefit commute trips receive an equity flag. Projects were originally submitted with visionary costs and need to be revised to prioritize higher performing routes.				
AC Transit Local Rapid Network: Capital Improvements + Service Increase		x		Staff have worked with AC Transit to scale the projects down to the highest performing routes.
AC Transit Transbay Network: Capital Improvements + Service Increase		x	x	Staff will support regional mitigation measures developed by MTC in collaboration with bus operators such as a means-based fare program for express and Transbay bus.
Overarching issues for Regional and Interregional Rail: Staff have communicated to MTC the limitations of evaluating rail network projects in isolation, and the limitations of the tool to estimate benefits of interregional projects. Transit projects that primarily benefit commute trips receive an equity flag.				
ACE Rail Service Increase (10 Daily Roundtrips)			x	Project sponsors are rail operators so those sponsors will be submitting responses directly to MTC. These projects are included here because rail service is vital to Alameda County. Staff will support regional mitigation measures developed by MTC in collaboration with rail operators such as a means-based fare program for commuter rail.
Altamont Corridor Vision Phase 1 (to San Joaquin Valley)		x	x	
Dumbarton Rail (Redwood City to Union City)		x	x	
Overarching issues for Ferry: Transit projects that primarily benefit commute trips receive an equity flag.				
WETA Ferry Service Frequency Increase			x	The project sponsor is WETA. Staff will work with WETA to identify potential cost savings or phasing and regional means-based fare programs.
WETA Ferry Service: Redwood City-San Francisco- Oakland		x		

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Memorandum

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DATE: March 2, 2020

TO: Planning, Policy and Legislation Committee

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

SUBJECT: Federal, state, regional, and local legislative activities update

Recommendation

This item is to provide the Commission with an update on federal, state, regional, and local legislative activities.

Summary

The March 2020 legislative update provides information on federal and state legislative activities. Specifically, the Commission requested that staff bring an update related to efforts to advance transit priority at the Bay Bridge to the Planning, Policy and Legislation Committee, including an outline of principles and a potential funding approach, which is included in this memo.

Background

The Commission approved the 2020 Legislative Program in January 2020. The purpose of the legislative program is to establish funding, regulatory, and administrative principles to guide Alameda CTC's legislative advocacy.

Each month, staff brings updates to the Commission on legislative issues related to the adopted legislative program, including recommended positions on bills as well as legislative and policy updates. Attachments A and B are updates on federal items. Attachment C is the Alameda CTC adopted legislative platform.

State Update

February 21, 2020, marked the deadline for introduction of bills in this legislative year. Over 1,000 bills have been introduced thus far. Many of the bills are considered "spot bills" which means they do not contain substantive changes to current law. It is anticipated that next month there will be a significant amount of new language introduced as the bills are amended to address a specific intent.

Regarding transportation, staff is evaluating bills and will bring recommendations on bills as the session proceeds. The following discusses bills and includes recommendations.

Discussions regarding a potential transportation, or transportation and housing, mega-measure (FASTER Bay Area) are ongoing. In February, the Joint Metropolitan Transportation Commission and Association of Bay Area Governments Legislation Committees approved a set of principles, see Attachment D, for engaging on the discussion on a potential mega-measure. Staff will provide an update on these discussions, which are highly dynamic at this time, at the PPLC meeting.

AB 2824 (Bonta) San Francisco-Bay Bridge: Public Transit

As discussed at the PPLC and Commission meetings in detail in February, there is significant interest locally and in Sacramento to advance transit priority treatments in the Bay Bridge corridor. Alameda CTC has continued to convene agency partners including the Metropolitan Transportation Commission/Bay Area Toll Authority (MTC/BATA), AC Transit, Caltrans, the City of Oakland, the San Francisco County Transportation Authority, and the San Francisco Municipal Transportation Agency to identify targeted near-term and longer-term improvements and develop consensus to move the multifaceted program forward. In February, Assemblymember Bonta introduced a spot bill, AB 2824, in February as a placeholder to incorporate legislative items that are developed with the agency partners noted above. A meeting to review draft legislative proposals is scheduled for late March.

Alameda CTC and agency partners are currently actively developing principles, seeking as much consensus as possible. Draft principles will be presented to PPLC at the March meeting. In addition, staff are actively working with MTC on an initial funding plan for advancing the near-term projects discussed at the January meetings. Recommendations on funding will be brought to the Projects and Programming Committee as part of the Comprehensive Investment Plan in the spring. At the February Commission meeting, members discussed considering a support position on this bill, even as a spot bill.

Free Transit Passes

Three bills have been amended/introduced to mandate that transit operators provide free transit passes as a condition for receiving state transit funds. None of the bills proposes new funding to pay for the free passes. Assemblywoman Gonzalez amended AB 1350 to mandate transit operators to provide free transit passes to youth 18 years of age or younger. Assemblyman Kansen Chu amended AB 2012 to require free transit passes to anyone 65 years old and over. Assemblyman Holden introduced AB 2176 which would require transit operators to provide free transit passes to college students. AB 2176 goes a step further by including language that would prohibit a community college, CSU or UC from charging students a fee for any

transit service provided by a transit operator that is required to provide free student passes. All these bills are structured the same by conditioning the receipt of State Transit Assistance (STA), Transportation Development Act (TDA) or Low Carbon Transit Operations Program funds on providing these free transit passes.

These bills do not create new revenue streams to pay for the free transit passes, instead the bills condition state transit funding on transit agencies offering the free transit passes and the transit agencies would be required to fund the passes with their existing funds. In the case of AB2176, funding provided to transit operators through university fees would be at risk and, if approved as written, would reduce existing revenues to transit operators.

Alameda CTC's Affordable Student Transit Pass Program is being implemented throughout the county by paying transit operators on a per trip basis with Measure BB funds and does not require the transit operators to use existing funds for the student transit pass program. Alameda CTC's legislative platform supports "policies that provide increased flexibility for transportation service delivery through programs that address the needs of commuters, youth, seniors, people with disabilities and low-incomes, and do not create unfunded mandates." These bills would require transit operators to fund free transit pass programs without providing additional funding to do so which would impact their existing transit budgets. Staff recommends an *OPPOSE unless amended* position on these bills to provide state funding to pay for the costs of a free transit pass programs.

Federal Update

The president released the Administration's proposed fiscal year 2021 budget in February and congress has initiated the budget process with hearings on the bill. In a statement on the proposed budget, the president supported passing a bill introduced by the Senate to fund surface transportation.

Federal Surface Transportation Reauthorization: The Fixing America's Surface Transportation (FAST) Act funds the nation's federal surface transportation program. The FAST Act bill was signed by President Barack Obama on December 4, 2015. The \$305 billion, five-year bill was funded without increasing transportation user fees. The bill will expire in 2020.

The federal gas tax was last raised in 1993 and actions on development of a new transportation/infrastructure bill are underway this year and will have to address how to fund the nation's transportation system.

During the last week of February, a series of hearings were conducted in different committees on the need to address transportation and infrastructure. These hearings are initiating discussions on the need for infrastructure investments and methods to pay for it. Both Senate and House committees have introduced bills related to reauthorization, including the House Democrats \$760 billion framework for

a five-year legislative package to make federal investments in national infrastructure. This effort, known as the **Moving America Forward Framework**, is led by Transportation and Infrastructure (T&I) Committee Chairman Peter DeFazio (Attachment A). A full bill is expected to be released later this spring. Last summer, the Senate Committee on the Environment and Public Works (EPW) passed legislation known as the **America's Transportation Infrastructure Act (ATIA)** (Attachment B). The Senate is still awaiting titles from other authorizing committees – the Committee on Banking, Housing, and Urban Affairs and the Committee on Commerce, Science, and Transportation – in addition to a full vote on the Senate floor. Bills from both houses will need to be reconciled. It is unclear if a new surface transportation bill will be acted on before the expiration date of the FAST Act this fall, in which case continuing resolutions would be needed to continue funding the surface transportation program. Staff will provide updates as activities on transportation reauthorization efforts continue to evolve.

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

Attachments:

- A. House Proposed Transportation Bill Framework
- B. Senate Fact Sheet on America's Transportation Infrastructure Act (ATIA)
- C. Alameda CTC 2020 Legislative Program
- D. SB 278 MTC/ABAG Advocacy Principles

MOVING FORWARD FRAMEWORK

FOR THE PEOPLE

Fact Sheet

House Democrats' Moving Forward Framework outlines a 5-year, \$760 billion investment to get our existing infrastructure working again and fund new, transformative projects that will create more than 10 million jobs, while reducing carbon pollution, dramatically improving safety, and spurring economic activity. It's infrastructure investment that is **smarter, safer, and made to last**.

Modern Highways & Highway Safety Investments — \$329 Billion

- Delivers better roads and bridges faster, by prioritizing fixing the broken, outdated infrastructure we already have, including the Nation's [47,000 structurally deficient bridges](#).
- Modernizes our infrastructure with bold new funding for addressing the most impactful projects and bottlenecks that affect local regions and the national transportation network.
- Invests in reducing carbon pollution from the transportation sector and improving the resilience of infrastructure to withstand the impacts of climate change.
- Dramatically increasing the availability of charging stations and other alternative fueling options for electric and zero-emissions vehicles.
- Addresses the sharp rise in pedestrian and bicyclist deaths by making our roads safer for all users.
- Uses modern technology, such as smart traffic lights and innovative materials, to create smarter, more efficient transportation systems.

Transit Investment — \$105 Billion

- Increases funding for transit agencies to add new routes and provide more reliable service, encouraging viable public transit options and fewer single-occupant cars clogging highways.
- Increases investment in zero-emission buses to reduce carbon pollution.
- Streamlines project delivery so that our investments get shovels in the ground quicker and commuters see results faster, by reforming the Capital Investment Grant program.
- Provides the investments needed to address the growing backlog of transit maintenance needs, making public transit safer and more reliable.

Rail Investments — \$55 Billion

- Expands our passenger rail network, giving travelers a reliable, low-carbon option to travel both short and long distances, including to regions that lack frequent or affordable airport service.
- Invests in Amtrak stations, facilities, services, and modernization of its rail cars, while continuing Amtrak's legacy of serving long-distance and intercity passengers.

Airport Investments — \$30 Billion

- Supports airport investments to meet growing passenger demand and advances FAA's airspace modernization efforts to make air travel safer and easier.

- Incentivizes the development and use of sustainable aviation fuels and new aircraft technologies to reduce the carbon pollution from air travel.
- Accelerates research into noise reduction efforts in communities near U.S. airports, making communities healthier and more livable.

Clean Water & Wastewater Infrastructure — \$50.5 Billion

- Funds building new, modern clean water and wastewater infrastructure by investing \$40 billion in the Clean Water State Revolving Fund (CWSRF), to address local water quality challenges, with dedicated funds for urban and rural communities with affordability concerns.
- Encourages the use of energy-efficient and water-efficient technologies.
- Helps communities affordably address local sewer overflow and stormwater infrastructure needs, preventing pollution in local rivers and waterways, and disruptions to service.
- Establishes a new EPA program to detect, prevent, and treat discharge of industrial chemicals, including PFAS.

Water Infrastructure (Flood protection, navigation, etc.) — \$10 Billion

- Addresses the impact of severe weather events by tackling the backlog of Army Corps' projects designed to protect communities at risk of flooding, to enhance community resiliency, and to enhance national, regional, and local economic growth.

Harbor Infrastructure — \$19.7 Billion

- Funds the essential dredging and upkeep of American harbors, ports and channels – keeping commerce flowing and ensuring U.S. economic competitiveness – by making sure the fees collected from maritime shippers go toward regular harbor maintenance.

Brownfield Restoration — \$2.7 Billion

- Helps communities fix up abandoned and contaminated properties for new use, particularly important for the revitalization of economically distressed communities.

Drinking Water —\$25.4 Billion

- Protects Americans' drinking water – particularly for vulnerable communities – by investing in the Drinking Water State Revolving Fund and programs to ensure clean drinking water in schools, day care centers and on Native American Reservations.
- Provides funding to local communities dealing with PFAS contamination in the drinking water and requires EPA identify and assist these and other communities with effective decontamination techniques.

Clean Energy— \$34.3 Billion

- Invests in electric grid modernization to accommodate more renewable energy and to make the grid more secure, resilient and efficient.
- Encourages local communities to invest in energy efficient infrastructure including retrofitting and weatherizing buildings and funding energy efficiency and conservation projects to reduce carbon pollution and put people back to work.
- Strengthens existing energy supply infrastructure and expands renewable energy infrastructure in low-income and underserved communities to increase climate resiliency and reduce greenhouse gas pollution across the country.
- Supports the development of an electric vehicle charging network to facilitate the transition to zero emissions vehicles from coast to coast.

Broadband & Communications — \$86 Billion

- Invests in expanding broadband access to unserved and underserved rural, suburban, and urban communities across the country – connecting Americans, creating strong small businesses, more jobs and strengthening economies in communities that have been left behind.

Public Safety Communications — \$12 Billion

- Protects American lives by funding implementation of a Next Generation 9-1-1 system that will allow people to call or send texts, images or videos to 9-1-1 to help first responders and emergency personnel better assess the nature of an emergency and reach people in need.

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America's Transportation Infrastructure Act

America's Transportation Infrastructure Act of 2019 is the largest amount of funding provided for highway reauthorization legislation in history. The bill authorizes \$287 billion from the Highway Trust Fund over five years in investments to maintain and repair America's roads and bridges and to keep our economy moving. The legislation includes provisions to improve road safety, accelerate project delivery, improve resiliency to disasters, reduce highway emissions, and grow the economy. Below are a few of the highlights of the bill.

Funds Our Highways and Grows Our Economy

The bill provides \$287 billion in highway spending from the Highway Trust Fund over five years, of which \$259 billion, or over 90%, is distributed to states by formula. The five-year funding level is more than a 27% increase above the FAST Act and will be the largest highway bill in history. The legislation maintains each state's share of highway formula funding and expands the flexibility and eligible uses of formula funds provided out of the Highway Trust Fund.

INFRA Funding

The bill increases funding for the Nationally Significant Freight and Highway Projects program, known as "INFRA," by providing \$5.5 billion over five years. The bill increases funding flexibilities, and prioritizes certain critical interstate projects. The bill increases the minimum amount (from 10 percent to 15 percent) of INFRA funds to go towards smaller projects. The bill sets aside \$150 million per year for a pilot program that prioritizes projects offering a higher non-federal match. The bill also creates new grant administration transparency requirements.

Enhances and Improves Road and Bridge Safety

New Competitive Grants for Bridges

The legislation authorizes over \$6 billion over five years, including \$3.3 billion from the Highway Trust Fund, for a competitive bridge program to address the backlog of bridges in poor condition nationwide. Every state with a well-justified proposal will receive funding to improve the condition and safety of its aging bridges. In addition, in order to enable agencies to support the large bridge projects that they often struggle to complete due to lack of adequate funding, no less than 50% of the program will support bridges with a total project cost larger than \$100 million.

Safety Incentive Programs

In addition to increases in the existing Highway Safety Improvement Program, the bill includes a new safety funding supplemental of \$500 million per year distributed to states based on their current formula share to support projects that would lower driver and pedestrian fatalities. States can receive greater project flexibility if they meet certain safety planning requirements. In addition, states can compete for additional funding awards by making progress on reducing fatalities.

Program to Reduce Wildlife-Vehicle Collisions

The bill provides \$250 million over 5 years for a new grant program for projects designed to reduce wildlife-vehicle collisions. In addition, the bill adds new funding eligibilities for the construction of wildlife crossing structures within formula and competitive programs, and prioritizes the research and development of animal detection systems to reduce the number of wildlife-vehicle collisions.

Cuts Red Tape

The bill codifies core elements of the “One Federal Decision” policy for highway projects including establishing: a 2-year goal for completion of environmental reviews; a 90-day timeline for related project authorizations; a single environmental document and record of decision to be signed by all participating agencies; and an accountability and tracking system managed by the Secretary of Transportation (Secretary). In addition, the bill provides project sponsors with the flexibility to apply the core elements of the “One Federal Decision” policy to highway projects that require an environmental assessment.

The bill provides flexibility to the Department of Transportation (DOT) during the environmental review process, allowing the agency to set a schedule for projects, and limiting a possible extension request for other participating agencies to only one year. In addition, the bill requires the Secretary to provide a list of categorical exclusions applicable to highway projects to regulatory agencies and directs those agencies to publish a notice of proposed rulemaking to adopt relevant categorical exclusions within one year.

To accelerate project delivery and to ensure the equitable treatment of states by the Department of Transportation, the bill requires the Secretary to exercise all available flexibilities under current law, as long as they are in the public interest. The bill requires the Secretary to develop a simplified template for federal-state stewardship agreements and to remove non-statutory approval requirements from such agreements. The bill amends DOT regulations to lower paperwork burdens on states associated with traffic management plans for highway projects, work zone process reviews, and intelligent transportation system standards.

Delivers Projects Cheaper and Faster

The bill increases funding for the Technology and Innovation Deployment Program. These funds include \$100 million in new and innovative construction technologies for smarter, accelerated project delivery.

Reinvests in Tribal and Federal Lands

The legislation provides increased funding for tribal and federal lands transportation programs, which includes \$2.9 billion for the Tribal Transportation Program and \$2.1 billion for the Federal Lands Transportation Program over five years. In addition, the bill provides \$250 million over five years in dedicated funding for the Nationally Significant Federal Lands and Tribal Projects program, which will fund the construction and rehabilitation of nationally significant projects on federal and tribal lands.

The bill also requires the Secretary, acting through the Chief of the Forest Service, to develop a national strategy to carry out the Forest Service Legacy Roads and Trails Remediation Program to perform critical maintenance, urgent repairs, and improvements on National Forest System roads, trails, and bridges.

Improves Resiliency, Protects the Environment and Reduces Pollution Emissions

New Formula and Competitive Grants for Resiliency Projects

The bill invests \$4.9 billion over 5 years in a new resiliency program to protect roads and bridges from natural disasters such as wild fires, and extreme weather events such as hurricanes, flooding, and mudslides. The new program will include both formula and grant funding. This program will distribute funding to states based on their current formula share. From the \$4.9 billion it establishes an annual competition (\$1 billion over 5 years) for resiliency projects nationwide, including projects designed to improve resilience in coastal states and funds for emergency evacuation routes.

Carbon Emissions Incentive Programs

The bill includes \$3 billion over 5 years in new funding distributed to states based on their current formula share to support projects that would lower highway-related carbon emissions. States can receive greater project flexibility if they meet certain emissions planning requirements. In addition, states can compete for \$500 million over 5 years in additional funding by making progress on lowering their per capita emissions.

Competitive Grants for Alternative Fuel Infrastructure

In preparation for the expected increase of alternative fuel vehicles, the bill establishes a competitive grant program funded at \$1 billion over 5 years, for states and localities to build hydrogen, natural gas, and electric vehicle fueling infrastructure along designated highway corridors, which lack such infrastructure.

Other Emissions Reduction Provisions

The bill authorizes a new program to help states reduce traffic congestion (\$200 million over 5 years), and a new program to reduce truck idling at ports (\$370 million over 5 years). Other provisions include reauthorization of the Diesel Emissions Reduction Act (DERA) program, which reduces emissions from diesel engines, and the Utilizing Significant Emissions with Innovative Technologies (USE IT) Act, to support carbon capture, utilization, and sequestration research.

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<http://epw.senate.gov>

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2020 Alameda County Transportation Commission Legislative Program

The legislative program herein supports Alameda CTC's transportation vision below adopted for the 2020 Countywide Transportation Plan:

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"Alameda County residents, businesses and visitors will be served by a premier transportation system that supports a vibrant and livable Alameda County through a connected and integrated multimodal transportation system promoting sustainability, access, transit operations, public health and economic opportunities. Our vision recognizes the need to maintain and operate our existing transportation infrastructure and services while developing new investments that are targeted, effective, financially sound and supported by appropriate land uses. Mobility in Alameda County will be guided by transparent decision-making and measurable performance indicators. Our transportation system will be:

- **Accessible, Affordable and Equitable** – Improve and expand connected multimodal choices that are available for people of all abilities, affordable to all income levels and equitable.
- **Safe, Healthy and Sustainable** – Create safe facilities to walk, bike and access public transportation to promote healthy outcomes and support strategies that reduce adverse impacts of pollutants and greenhouse gas emissions by reducing reliance on single-occupant vehicles.
- **High Quality and Modern Infrastructure** – Upgrade infrastructure such that the system is of a high quality, is well-maintained, resilient and maximizes the benefits of new technologies for the public.
- **Economic Vitality** – Support the growth of Alameda County's economy and vibrancy of local communities through an integrated, reliable, efficient, cost-effective and high-capacity transportation system."

Issue	Priority	Strategy Concepts
Transportation Funding	Increase transportation funding	<ul style="list-style-type: none">• Oppose efforts to repeal transportation revenues streams enacted through SB1.• Support efforts that protect against transportation funding diversions.• Support efforts to lower the two-thirds voter threshold for voter-approved transportation measures.• Support the implementation of more stable and equitable long-term funding sources for transportation.• Ensure fair share of sales tax allocations from new laws and regulations• Seek, acquire, accept and implement grants to advance project and program delivery.
	Protect and enhance voter-approved funding	<ul style="list-style-type: none">• Support legislation and increased funding from new and/or flexible funding sources to Alameda County for operating, maintaining, restoring, and improving transportation infrastructure and operations.• Support increases in federal, state, and regional funding to expedite delivery of Alameda CTC projects and programs, including funding to expand the Affordable Student Transit Pass program.• Support efforts that give priority funding to voter-approved measures and oppose those that negatively affect the ability to implement voter-approved measures.• Support efforts that streamline financing and delivery of transportation projects and programs.• Support rewarding Self-Help Counties and states that provide significant transportation funding into transportation systems.• Support statewide principles for federal surface transportation reauthorization and/or infrastructure bills that expand funding and delivery opportunities for Alameda County.
Project Delivery and Operations	Advance innovative project delivery	<ul style="list-style-type: none">• Support environmental streamlining and expedited project delivery, including contracting flexibility and innovative project delivery methods.
	Ensure cost-effective project delivery	<ul style="list-style-type: none">• Support efforts that reduce project and program implementation costs.• Support funding and policies to implement transportation projects that create jobs and economic growth, including for apprenticeships and workforce training programs.
	Protect the efficiency of managed lanes	<ul style="list-style-type: none">• Support HOV/managed lane policies that protect toll operators' management of lane operations and performance, toll rate setting and toll revenue reinvestments, deployment of new technologies and improved enforcement.• Support high-occupancy vehicle (HOV)/express lane expansion in Alameda County and the Bay Area, and efforts that promote effective and efficient lane implementation and operations.• Oppose legislation that degrades HOV lanes that could lead to congestion and decreased efficiency.
	Reduce barriers to the implementation of transportation and land use investments	<ul style="list-style-type: none">• Support legislation that increases flexibility and reduces barriers for infrastructure improvements that support the linkage between transportation, housing and jobs.

Issue	Priority	Strategy Concepts
Multimodal Transportation, Land Use and Safety		<ul style="list-style-type: none"> Support local flexibility and decision-making regarding land-uses for transit oriented development (TOD) and priority development areas (PDAs). Support funding opportunities for TOD and PDA implementation, including transportation corridor investments that link PDAs.
	Expand multimodal systems, shared mobility and safety	<ul style="list-style-type: none"> Support policies that provide increased flexibility for transportation service delivery through programs that address the needs of commuters, youth, seniors, people with disabilities and low-incomes, and do not create unfunded mandates. Support policies that enable shared mobility innovations while protecting the public interest, including allowing shared and detailed data (such as data from transportation network companies and app based carpooling companies) that could be used for transportation and land use planning and operational purposes. Support investments in active transportation, including for improved safety and Vision Zero strategies. Support investments in transportation for transit-dependent communities that provide enhanced access to goods, services, jobs and education; and address parking placard abuse. Support parity in pre-tax fringe benefits for public transit, carpooling, and vanpooling and other modes with parking. Support legislation to modernize the Congestion Management Program, supporting the linkage between transportation, housing, and multi-modal performance monitoring. Support efforts to increase transit priority throughout the transportation system, such as on freeway corridors and bridges serving the county.
Climate Change and Technology	Support climate change legislation and technologies to reduce greenhouse gas (GHG) emissions	<ul style="list-style-type: none"> Support funding for infrastructure, operations, and programs to relieve congestion, improve air quality, reduce emissions, expand resiliency and support economic development, including transitioning to zero emissions transit fleets and trucks. Support rewarding Self-Help Counties with cap-and-trade funds for projects and programs that are partially locally funded and reduce GHG emissions. Support emerging technologies such as alternative fuels and fueling technology to reduce GHG emissions. Support legislation and policies to facilitate deployment of connected and autonomous vehicles in Alameda County, including data sharing that will enable long-term planning. Support the expansion of zero emissions vehicle charging stations. Support efforts that ensure Alameda County jurisdictions are eligible for state funding related to the definition of disadvantaged communities used in state screening tools.
Rail Improvements	Expand goods movement and passenger rail funding and policy development	<ul style="list-style-type: none"> Support a multimodal goods movement system and passenger rail services that enhance the economy, local communities, and the environment. Support policies that enhance Bay Area goods movement and passenger rail planning, funding, delivery and advocacy. Support legislation and efforts that improve the efficiency and connectivity of the goods movement system, including passenger rail connectivity. Ensure that Alameda County goods movement needs and passenger rail needs are included in and prioritized in regional, state and federal goods movement planning and funding processes. Support rewarding Self-Help Counties that directly fund goods movement and passenger rail infrastructure and programs. Leverage local funds to the maximum extent possible to implement goods movement and passenger rail investments in Alameda County through grants and partnerships with regional, state and federal agencies.
Partnerships	Expand partnerships at the local, regional, state and federal levels	<ul style="list-style-type: none"> Support efforts that encourage regional and mega-regional cooperation and coordination to develop, promote, and fund solutions to regional and interregional transportation problems and support governmental efficiencies and cost savings. Partner to increase transportation funding for Alameda CTC's multiple projects and programs and to support local jobs.

Issue	Priority	Strategy Concepts
		<ul style="list-style-type: none">• Support efforts to maintain and expand local-, women-, minority- and small-business participation in competing for contracts.

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**Metropolitan Transportation Commission and Association of Bay Area Governments
Joint MTC Legislation Committee and ABAG Legislation Committee**

February 14, 2020

Agenda Item 8b

Senate Bill 278 (Beall): Bay Area Transportation Revenue Measure

- Subject:** Update on proposed legislation to authorize a one percent sales tax to be approved by the voters in the nine Bay Area counties to fund transportation improvements and potentially affordable housing, and proposed advocacy concepts for that legislation.
- Background:** Senator Beall has indicated his intention to amend SB 278 to incorporate authorizing legislation for a sales tax in the nine Bay Area counties, subject to voter approval, generating approximately \$100 billion over 40 years for transportation, and potentially, affordable housing. The Commission heard a presentation by the FASTER Bay Area coalition as well as the Voices for Public Transportation coalition at its January 30th workshop. This memo is a follow up to that discussion and includes proposed advocacy concepts for the legislation.
- Discussion:** This memo proposes a set of principles as our recommendations to guide our engagement and discussions at this point in the development of SB 278. Note that these recommendations could also inform our advocacy efforts on AB 2057 (Chiu), the “seamless transit” bill, recently introduced with legislative intent language.

Add Affordable Housing Funding to the Measure

The FASTER Bay Area Coalition conducted polling recently which found support for housing as a component of a combined transportation and housing ballot measure paid for by a 1 percent sales tax. They indicated an interest in exploring inclusion of dedicated funding for affordable housing in the measure. At the time this memo was finalized, no specific details as to how funds would be distributed or what amount of funding would be dedicated to housing had been formally proposed by the FASTER Bay Area coalition or Senator Beall. Nonetheless, given Commission feedback indicating general support for funding *both* transportation and housing in any authorizing bill for a potential regional sales tax to go on the ballot this November or at a future date, staff recommends we go on record supporting the idea. Note that staff intends to simultaneously prepare for the potential placement of a housing bond on the November 2020 ballot pursuant to AB 1487 (Chiu, 2020). A decision between which option to ultimately pursue could be made in Sacramento if SB 278 does not receive sufficient support, or will be in the hands of ABAG and MTC to make later this spring/summer.

With regard to housing funding in SB 278, we recommend MTC and ABAG advocate for retaining the numerous hard-won provisions of AB 1487 (Chiu, 2019), including:

- Retaining the minimum shares across the “3Ps” of production, preservation and protection ($\geq 52\%/15\%/5\%$, respectively)
- Distribution between the counties and the region ($\geq 80\%/\leq 20$ percent, respectively)
- Shared decision-making by ABAG and MTC (acting as the Bay Area Housing Finance Authority)
- Allow for the provision in AB 1487 that allows for a commercial linkage fee to be operable following a successful vote on a sales tax.

Further, we recommend supporting the addition of a new funding allocation to directly address homelessness.

Seamless Mobility and Project Delivery Reforms

The Commission also discussed the unique opportunity a transportation funding measure of this size offers to enact policy changes that will greatly enhance the experience of riding public transit, improve express lane connectivity and enforcement, and mitigate the risks associated with major infrastructure projects. To that end, consideration should be given to policies that would “push the envelope” of regional leadership in the following areas:

- **Seamless Transit** – To address near term, achievable outcomes, include provisions to 1) require implementation of integrated fares across the region’s 27 transit operators, consistent with recommendations that emerge from the Fare Coordination and Integration Study that is currently underway and being overseen jointly by MTC and transit operators; 2) pursue regional transit wayfinding and mapping, consistent with the work currently underway; 3) ensure the adoption of accurate real time transit information; and 4) ensure the region’s transit operators continue to provide a unified option for transit riders to pay fares via a single universal transit fare payment card/platform, Clipper®.
- **Transit Network Planner** – Vest authority for planning and implementation of a seamless network planner in MTC, working in partnership with the many transit operators, agencies and stakeholders, and provide sufficient resources to accomplish the work effectively. Oppose creation of yet another new entity.
- **Equity** – Ensure the legislation includes a robust travel demand management program with sufficient funds for MTC to implement it; a mandate for all Bay Area transit operators to provide a uniform discount for transit fares for low-income transit riders along with funding levels necessary to avoid service reductions; and a sales-tax rebate for qualifying low-income residents.
- **Mega-Project Delivery** – Include provisions to establish a mechanism for enhanced oversight for any project funded by the measure with a total cost greater than \$1 billion as well as requirements for the region’s operators to develop, sustain and share expertise in project design and delivery across transit systems.
- **Express lanes** – Establish MTC/Bay Area Infrastructure Financing Authority (BAIFA) as the arbiter of the region’s express lane policies related to occupancy, hours of operation, payment, and all customer-facing communications, including signage and websites, etc. Such policies would be required to be developed in consultation with other express lane operators, Caltrans and California Highway Patrol.
- **Institutional Reforms** – Include provisions to incentivize transit operator institutional reforms including consolidations conditional on voter approval of the sales tax.

An essential consideration for MTC to be successful in leading the policy implementation suggested would be new resources dedicated to that purpose.

Bill Positions: None on file

Recommendation: Approve advocacy principles to guide early engagement on SB278 and, where applicable, on AB2057.


Therese W. McMillan