



**DATE:** May 4, 2020

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

**FROM:** Kate Lefkowitz, Associate Transportation Planner  
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**SUBJECT:** 2020 Countywide Transportation Plan: Community-Based Transportation Plan Update

### Recommendation

This item provides the Commission with an update on the Community-Based Transportation Plan (CBTP) effort that is part of the 2020 Countywide Transportation Plan (CTP). The update covers baseline conditions analysis and focused outreach conducted in Alameda County's low-income and minority communities, as defined by the Metropolitan Transportation Commission's (MTC) Communities of Concern (CoC). This informs the 2020 CTP and fulfills MTC requirements to update Alameda County's CBTPs. This item is for information only.

### Summary

The CBTP program was launched in 2002 by MTC to develop strategies to improve access and mobility for low-income communities for both commute and non-commute trips. To determine where CBTPs would be conducted, MTC identified CoCs throughout the region, which are census tracts with high concentrations of disadvantaged populations<sup>1</sup>. Community engagement is a key component and requirement of CBTP development and informs analysis and recommendations.

The last set of CBTPs was completed between 2004 and 2009 for Alameda County's CoCs, which at the time consisted of five communities in the North and Central planning areas. Since then, MTC's definition of CoCs has evolved to better capture concentrations of low-income, minority communities using the most recent census

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<sup>1</sup> MTC has defined CoCs as census tracts that have at least 30% of residents that are low-income and that have either ≥ 70% minority population or three or more of the following: Limited English Proficiency (12% threshold); Population over 75 (10% threshold); Zero -vehicle households (10% threshold); Single-parent households (20% threshold); Disabled population (12% threshold); Rent-burdened households (15% threshold).

data, and demographic shifts and growth have occurred throughout the county. MTC approved the current CoC definitions and boundaries in 2018.

This CBTP update will be integrated into and formalized as part of the 2020 CTP. Analysis is presented for groups of CoCs, as detailed below, which are called CBTP study areas. The CBTP effort included public outreach in all CBTP study areas, analysis of baseline conditions for these areas, and discussions with jurisdictions that have recently conducted extensive outreach and planning work within these communities.

This memo presents a summary of findings about transportation needs for the CBTP study areas and recommendations for incorporation into the 2020 CTP. The CBTP outreach and analysis supplements broader countywide analysis and outreach underway for the CTP and provides key input into project and program prioritization and strategy development. Incorporating the CBTP findings elevates feedback from disadvantaged communities and ensures the needs of these populations are adequately reflected in the CTP.

## **Background**

### *MTC's CBTP Program*

MTC launched the CBTP program in 2002. Its goal is twofold: to improve access and mobility for disadvantaged communities (for commute as well as non-commute trips) and to engage residents and community organizations in the process. The CBTP program historically provided input to Lifeline Program spending allocations, specifically for transportation projects that address mobility and accessibility needs in low-income communities, although in recent cycles the funding is primarily used specifically for transit operations and the direct link to CBTPs has lessened.

Since the beginning of the CBTP program, MTC has defined the disadvantaged communities that are considered CoCs. MTC periodically updates the criteria used to determine which areas are considered CoCs and uses the latest demographic data from the U.S. Census to update the CoC boundaries as part of updating the regional transportation plan. Since Plan Bay Area (2013) MTC has defined CoCs as census tracts that have at least 30% of residents that are low-income and that have either  $\geq 70\%$  minority population or three or more of the following:

1. Limited English Proficiency (12% threshold)
2. Population over 75 (10% threshold)
3. Zero -vehicle households (10% threshold)
4. Single-parent households (20% threshold)
5. Disabled population (12% threshold)
6. Rent-burdened<sup>2</sup> households (15% threshold)

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<sup>2</sup> Rent-burdened is defined as paying more than 30% of household income on rent.

In spring 2018, MTC updated its CoC boundaries with American Community Survey (ACS) 2012-2016 5-year data. This recent demographic data changed the spatial distribution of CoCs within Alameda County compared to CBTPs that were developed over ten years ago. Alameda County now contains 115 census tracts that meet the CoC criteria, located in nine cities and three unincorporated areas across all four planning areas of Alameda County. This map is included in Attachment A. Approximately 85% of these census tracts qualify as CoCs based on the low-income and minority criteria alone.

#### *Alameda County CBTP Study Areas*

Alameda CTC has grouped CoC census tracts into CBTP study areas that align with Alameda County Planning Area boundaries and jurisdictional boundaries to guide this effort. For the most part, each CBTP study area is a small section of a jurisdiction, however for cities with a large number of CoC census tracts, multiple CBTP study areas were designated. The CBTP study areas are shown in Table 1.

**Table 1 CBTP Study Areas by Jurisdiction**

<b>Planning Area</b>	<b>CBTP Study Area</b>	
<b>North County</b>	<ul style="list-style-type: none"> <li>Alameda</li> <li>Albany</li> <li>Berkeley: Central, South and West</li> </ul>	<ul style="list-style-type: none"> <li>Oakland: North, West, Central and East</li> </ul>
<b>Central County</b>	<ul style="list-style-type: none"> <li>Unincorporated: Ashland, Cherryland and Castro Valley</li> </ul>	<ul style="list-style-type: none"> <li>San Leandro</li> <li>Hayward</li> </ul>
<b>South County</b>	<ul style="list-style-type: none"> <li>Union City</li> </ul>	<ul style="list-style-type: none"> <li>Newark</li> </ul>
<b>East County</b>	<ul style="list-style-type: none"> <li>Livermore</li> </ul>	

#### **2020 CBTP Approach**

The 2020 CBTP process sought to understand current transportation needs in CoCs, meet MTC's requirements for the CBTP program, and provide input into the 2020 CTP. The CBTP outreach and analysis supplements broader countywide analysis for the CTP and provides key input into project and program selection and strategy development. Incorporating the CBTP findings elevates feedback from disadvantaged communities, which are traditionally harder to reach through conventional outreach, in the broader planning context for Alameda County.

Developing the 2020 CBTP involved the following three key efforts:

- Baseline Conditions.** Analysis of baseline conditions to understand the current transportation characteristics of the CBTP study areas. Data analysis included: demographic data, commute patterns for residents and workers, and a summary of baseline conditions of the transportation network like pavement condition, the High-injury Network for walking and biking, and presence of active transportation infrastructure, among other metrics.

- **Analysis of Past Planning Efforts.** Synthesis of recent planning and outreach activities that have been conducted in the CBTP Study Areas. Attachment B lists the plans reviewed for the 2020 CBTP update.
- **Community Engagement.** Substantial outreach to gain an understanding of issues and needs directly from the communities. This consisted of a countywide poll conducted in 2019 that was presented to Commissioners at the May retreat, intercept surveys at pop up events within CBTP study areas, and interviews with community-based organizations. Attachment C provides a summary of outreach conducted. Due to the large number of CoCs in the City of Oakland, a modified approach was used for these CBTP study areas. See detail in Attachment C for this approach.

### **Key Findings from the 2020 CBTP update**

Based on analysis of baseline conditions, review of past planning efforts, and outreach conducted for the CBTP, the following overarching transportation needs have been identified across all CoC's in the county's planning areas:

**Safe Biking and Walking.** There is a need for safer walking and biking facilities. Particular concern has been raised about safely crossing roadways with high traffic volumes and high traffic speeds, indicating a need for safer crosswalks.

**Pedestrian Quality and Safety** There is a need for improved pedestrian infrastructure and amenities including completion of sidewalks and more street lighting to deter crime and facilitate pedestrian safety at night.

**Affordable Transit Fares.** Introducing affordable transportation options is noted as a key concern for residents in CoCs.

**Better Access to Transit.** There is a need to expand the frequent transit network to provide options for off-peak commuters and increase the frequency of transit in CoCs. Additional needs include safer access to transit stops and stations. Outside of the North planning area, improved access to reliable and frequent transit has been raised as a significant need. The major high frequent bus lines and rail stations are concentrated in North County, leaving potential transit dependent populations with limited options elsewhere in the county.

**Pavement Quality in CBTP study areas.** There is a need to improve pavement condition in CBTP study areas.

Detailed findings from baseline conditions, analysis of past planning efforts, and community engagement are found in Tables 2 and 3. Table 2 summarizes key findings that have emerged countywide. Table 3 provides additional context for the specific needs within each jurisdiction as provided during community engagement. Note that the findings in Table 3 are in addition to the findings and issues presented in Table 2.

**Table 2 Summary of High-Level Findings of CBTP Study Areas Countywide**

Mode/Issue Area	Key Findings
<b>Safety</b>	<ul style="list-style-type: none"> <li>Residents in CBTP study areas feel less safe walking, waiting for transit, and biking</li> <li>CBTP study areas have more miles of <u>Auto</u> High Injury Network than non-CBTP study areas in the county</li> </ul>
<b>Commute Patterns</b>	<ul style="list-style-type: none"> <li>The number of off-peak commuters within CBTP study areas have increased at a higher rate than non-CBTP study areas since 2010</li> </ul>
<b>Transit</b>	<ul style="list-style-type: none"> <li>Residents in CBTP study areas use transit more frequently</li> <li>Concerns around transit affordability</li> <li>Concerns around transit frequency</li> <li>Support for improvements to transit amenities: bus shelters and stops</li> </ul>
<b>Active Transportation</b>	<ul style="list-style-type: none"> <li>Support for improved infrastructure for active transportation such as high-quality bike lanes, trails that are separate from roads, bike parking</li> </ul>
<b>Driving and Pavement Condition</b>	<ul style="list-style-type: none"> <li>Residents indicate long driving travel times and high costs of driving due to traffic and long distances</li> <li>CBTP study areas are twice as likely to be home to “at-risk” pavement conditions as non-CBTP study areas in the county</li> <li>Improving potholes and roads is a top priority for residents in CBTP study areas</li> </ul>

**Table 3 Specific Outreach Findings for Each Jurisdiction with a CBTP Study Area**

Jurisdiction	Key Findings from Community Engagement
Alameda	<ul style="list-style-type: none"> <li>Concern around transit amenities: better bus shelters and apps for smartphones, more weekend/night service</li> <li>Concern for pedestrian safety due to driving behaviors</li> </ul>
Albany	<ul style="list-style-type: none"> <li>Support for infrastructure improvements to connect residents to businesses, schools, and recreational facilities across within and near the CoC</li> <li>Concerns around pavement quality for biking, lack of bike lanes</li> <li>Concerns around traffic, travel time, and lack of affordable parking</li> </ul>
Berkeley: Central, South and West	<ul style="list-style-type: none"> <li>Concern around community displacement, as well as concerns for retaining existing industries</li> <li>Concerns around safety, affordability and cleanliness on BART</li> <li>A desire for more reliable bus service on nights/weekends, more frequent weekday service</li> </ul>

Jurisdiction	Key Findings from Community Engagement
Oakland: North, Central, East and West	<ul style="list-style-type: none"> <li>• Focus on active transportation education programming for youth</li> <li>• Existing pavement in poor condition</li> <li>• Concern around pedestrian safety due to vehicular speed and lack of sidewalks</li> <li>• Significant local air pollution exposure and health impacts, particularly in West Oakland</li> <li>• Socioeconomic, cultural, and discriminatory barriers faced by people of color to access bicycling and public spaces more generally.</li> </ul>
Unincorporated: Ashland, Cherryland, and Castro Valley	<ul style="list-style-type: none"> <li>• Pedestrian safety, including: safer crossings, traffic calming, and better sidewalks</li> <li>• A desire for more frequent daytime bus service, nighttime/weekend service, and higher reliability</li> </ul>
Hayward	<ul style="list-style-type: none"> <li>• Interchanges along I-880 identified as notable barriers for walking and cycling</li> <li>• Concern for safe and accessible walking facilities</li> <li>• Need for more daytime/weekend/night bus service and affordable fares.</li> </ul>
San Leandro	<ul style="list-style-type: none"> <li>• Improve automobile and pedestrian safety outcomes on multimodal corridor</li> <li>• Identify strategies to improve sidewalk conditions, lighting, and bicycle infrastructure</li> <li>• A desire for more daytime bus and night/weekend service, fewer/shorter transfers</li> </ul>
Newark	<ul style="list-style-type: none"> <li>• Interest in investments in active transportation infrastructure</li> <li>• Concerns around accessing BART, cleanliness, free transfers to/from bus, more parking at stations, more night/weekend service.</li> <li>• Need for more night/weekend bus service, more daytime service, accessible vans/paratransit</li> </ul>
Union City	<ul style="list-style-type: none"> <li>• Interest in investments in active transportation infrastructure</li> <li>• Better access to transit</li> <li>• Transit options are not close to destinations, more frequent daytime/night/weekend service is needed</li> <li>• Concerns around safety and walking. Fast traffic, fear for personal safety, crime, better walking facilities are needed</li> </ul>
Livermore	<ul style="list-style-type: none"> <li>• Need for improvements to pedestrian crossings, better walking and biking facilities that are separate from road.</li> <li>• Concerns over high traffic speeds</li> <li>• Interest in better access to transit</li> </ul>

### Integration with 2020 CTP

Many of these needs are consistent with needs already identified in the 2020 CTP and the 2020 CTP will further incorporate these CBTP needs as the document is finalized in coming months. There are several specific ways that the CTP already reflects CBTP needs, most notably within the projects that will be included within a prioritized list of near-term projects and overarching strategies that the CTP will include. Projects and

strategies will be the two key discussion topics during discussions with small groups of Commissioners in May 2020.

The project screening criteria included CoCs as one of the key criteria to select projects for the 10-year priority project list. Many projects that have been submitted directly respond to CBTP needs and Alameda CTC will continue to support cities to develop projects that respond to needs in CBTP study areas. For example, Alameda CTC and many cities are working on multimodal corridor projects which travel through CBTP study areas and directly address many of the needs highlighted through the outreach. In addition, Alameda CTC's ongoing programs address CoC needs, including the Access Safe Routes Program, the expansion of the Student Transit Pass Program, and the Paratransit Program.

The CTP will also include a set of strategies that are currently under development. Several of the strategies under consideration respond directly to CBTP needs, including:

- Build out the Near-Term All Ages and Abilities Walk and Biking Network
- Pilot Fare-Free Zones and Passes
- Provide Safe and Secure Access to Bus Stops
- Explore Funding Strategies to Support Increased Transit Operations
- Identify strategies to address spill over traffic in CoC communities
- Expand Safe Routes to School and Safety Education Programs
- Reduce the Countywide Impacts of Infrastructural Barriers
- Reduce Impacts of Goods Movement, including emissions, safety and truck activity impacts

### **Next Steps**

The CBTP report document will be finalized in early summer and released with the 2020 CTP. Staff are meeting with Commissioners in small Planning Area groups in May 2020 to discuss CTP and CBTP strategies and priority projects. Alameda CTC will monitor progress towards implementing CBTP recommendations, per MTC requirements, and update needs periodically in coordination with future CTP updates.

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

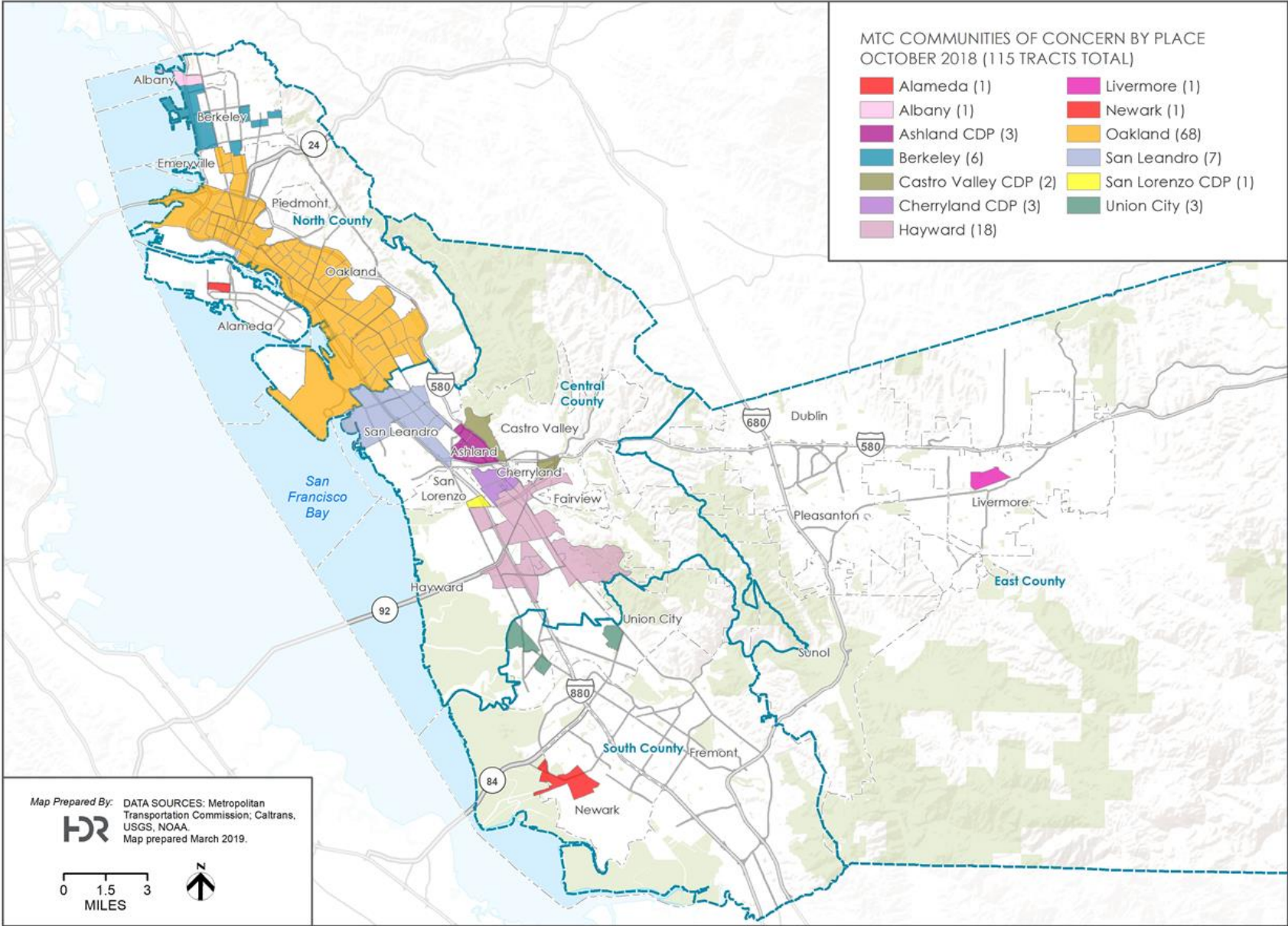
### **Attachments:**

- A. Alameda County Communities of Concern
- B. Recent Plans and Outreach in CBTP Study Areas by Jurisdiction/Agency
- C. Outreach Summary for CBTP

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Attachment A – Alameda County Communities of Concern



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## Attachment B Recent Plans and Outreach in CBTP Study Areas by Jurisdiction/Agency

Jurisdiction/ Agency	Plan	Status
AC Transit	2017-18 Onboard Survey Summary of Findings	Completed in 2018
Alameda	Transportation Choices Plan	Completed in 2018
Alameda	General Plan	Updated in 2018
Ashland	Business District Specific Plan	Completed in 2015
Berkeley	Berkeley Strategic Transportation	Completed in 2016
Bay Area Rapid Transit (BART)	2018 BART Customer Satisfaction Study	Completed in 2018
Berkeley	City of Berkeley Bicycle Plan	Completed in 2017
Berkeley	Adeline Specific Plan	In Progress
Cherryland	Business District Specific Plan	Completed in 2015
Hayward	Bicycle and Pedestrian Plan	In Progress
Hayward	Hayward Transit Connector (Shuttle) Feasibility Study	Completed in 2017
Livermore	Bicycle, Pedestrian, and Trails Active Transportation Plan (ATP)	Completed in 2018
Oakland	Pedestrian Master Plan	Updated in 2017
Oakland	East Oakland Neighborhood Initiative	Completed in 2019
Oakland	East Oakland Mobility Action Plan/Community-Based Transportation Plan (see Attachment C)	In Progress
Oakland	City of Oakland Bike Plan	Completed 2019
Oakland	Downtown Oakland Specific Plan	Completed in 2020
Oakland	Northwest Oakland Community Coalition Pilot Plan	In Progress
Oakland	West Oakland Community Action Plan	Completed in 2020
Oakland	West Oakland Specific Plan	Completed in 2014
Port of Oakland	Seaport Air Quality 2020 and Beyond Plan	Completed in 2019
San Leandro	Bicycle and Pedestrian Master Plan	Completed in 2017
Union City	Decoto Neighborhood Plan	Completed in 2016

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## **Attachment C: Outreach Summary for CBTP**

Outreach and engagement for the 2020 CBTP consisted of a countywide poll conducted in 2019 that was presented to the commissioners at the May retreat, intercept surveys at pop up events within CBTP Study areas, and interviews with community-based organizations. A review of Oakland's outreach from recently completed plans that included deep engagement with their communities was also conducted.

### **2019 Poll**

In May 2019, as part of the Commission's retreat, Alameda CTC conducted a countywide poll representative of Alameda County's diverse population across planning areas, and included a deliberate over-sample of residents in CBTP study areas. This allowed us to highlight issues for residents of CoCs in a statistically representative way. Over 15,000 invitations were sent through email and text message. Approximately 500 people completed the survey, nearly 200 of whom are residents of Alameda County CoCs. Findings from this poll were presented at the Commission's May 2019 retreat.

### **Intercept Surveys and Pop Up Events within CBTP Study Areas**

The primary tool for outreach in the county's CoCs was the survey at community pop up events. Survey respondents were asked to identify the methods of transportation they were most likely to use in their daily routine and answer questions about their needs and priorities related to that mode. If they had more time, they were asked to identify their needs and priorities relating to safety, convenience, and accessibility for all modes of transportation. The survey and other collateral materials were made available in English, Spanish, and Chinese.

Pop-up workshops were held at high-traffic locations or events where intercept surveys were collected. A total of 423 surveys were collected at 17 pop-up events held at farmers' markets, recreational events, parks, and BART stations within the CBTP study areas. Pop-ups were held from October 2019 through February 2020.

### **Interviews with Community-Based Organizations**

Community based organizations were interviewed to solicit additional information in the CBTP study areas over a three-week period in early 2020. Four organizations were interviewed during this timeframe to provide focused reflections on the information received from the pop-up workshop surveys. These were San Leandro Creekside Church, Union City Family Center, Larry Orozco Teen Bike Shop (San Leandro) and the Community Resources for Independent Living (Hayward).

## Outreach Coordination

The City of Oakland has recently completed extensive engagement with communities in their CoCs through several recently completed and in-progress plans and studies. After consultation with the city, it was determined that outreach should not be duplicated in these areas for the 2020 CBTP update. Recent efforts include the AB 617 community process led by the Bay Area Air Quality Management District in West Oakland, which culminated in the report *Owning Our Air: The West Oakland Community Action Plan*, the Downtown Oakland Specific Plan, the East Oakland Neighborhood Initiative (EONI), a plan that focused on equity-based planning in East Oakland, and the East Oakland Mobility Action Plan which is East Oakland's Community Based Transportation Plan. Alameda CTC has provided planning funds to support the East Oakland Mobility Action Plan. Finally, the Oakland Department of Transportation conducted outreach throughout all of Oakland CoCs as a part of the 2019 Bicycle Plan update.