

METROPOLITAN
TRANSPORTATION
COMMISSION

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Memorandum

TO: Joint Policy Committee

DATE: July 12, 2007

FR: Ashley Nguyen

W. I.

RE: Proposed Final Draft Transportation 2035 Three E Principles & Goals

Background

At the Committee's May 2007 meeting, staff discussed proposed goals for the Transportation 2035 Plan. As you recall, these are built from the six goals adopted in the current Transportation 2030 plan: A Safe and Well-Maintained System, A Reliable Commute, Access to Mobility, Livable Communities, Clean Air, and Efficient Freight Travel.

Having received significant input from a variety of stakeholders prior to and after the June Planning Committee, MTC staff believes it is important to reaffirm and carry the current six goals forward for purposes of keeping our focus and staying consistent from plan to plan. We also propose to add two new goals – security and climate protection – to be responsive to our changing environment and new SAFETEA metropolitan planning regulations. In addition, staff proposes to frame the eight goals using the three principles of Economy, Environment, and Equity (also known as the Three Es).

The Three E principles and goals proposed for the Transportation 2035 Plan are as follows:

Economy

- Safety: A Safe and Well-Maintained System
- Security: Transportation Security & Emergency Management (new)
- Reliability: A Reliable Commute
- Efficient Freight Travel: Moving Goods to Market

Environment

- Clean Air: Clearing the Skies
- Climate Protection: Reducing Greenhouse Gas Emissions (new)

Equity

- Equity: Access to Mobility
- Livable Communities: A Region of Vibrant Neighborhoods

Key Messages Heard

The proposed Three E principles and goals for the Transportation 2035 Plan were subjected to considerable outreach to partner agencies and the general public. MTC staff circulated the Draft Goals for review and comment by the Bay Area Partnership, Joint Policy Committee, Planning Committee (June 8, 2007), MTC advisory committees and the general public through three "Early Dialogue" workshops. Our partner agencies and the public expressed some key overarching viewpoints about the goals as described below. Specific changes to the goals in response to the feedback received are reflected in Attachment A.

General Views

- Some goals, such as the Climate Protection, Safety and Equity goals, are crossing-cutting issues across all Three Es and eight goals. As such, they have a much broader reach and impact on policy and investment decisions.
- The selection of projects and funding decisions by MTC should be tied back to the goals. Projects must demonstrate that they do indeed help to advance the goals.

Specific Themes

- Safety: Safety is critical for non-motorized travel because bicyclists and pedestrians are taking a disproportionate share of traffic fatalities.
- Maintenance: A “Fix It First” policy that addresses maintenance and rehabilitation needs for local streets and roads, local bridges and transit must be retained as a high priority objective for the region.
- Climate Change: Transportation 2035 should be viewed through the lens of climate change; in fact, climate change should be a primary goal of the plan because if we can tackle this issue, much else falls into place. The toolbox is available for us to achieve climate change goals; the key is for us to believe in the vision and its goals and change our personal behavior.
- Public Health: Particulate matter from diesel sources is a major public health concern for residents, particularly for those residing near port/railroad activities and truck corridors.
- Freight: Transportation efficiencies should be measured from the perspective of goods movement. Industries and businesses are impacted by not only the variability in congestion but also local land use decisions.
- Aging: The Bay Area’s aging population will grow dramatically over the next two decades. Physical and cognitive functions decline with age. More attention needs to be focused on where the elderly live and how they travel.
- Land Use: Advancing our smart growth vision through transit-oriented development and more dense, walkable communities served by bicycle, pedestrian, and station area improvements is highly encouraged. However, such investments must be tailored to the diverse character of Bay Area communities, but not at the cost of diverting funding away from addressing critical maintenance needs.

Next Steps

The proposed Three E principles and goals will help guide us through the development of the Transportation 2035 Plan. The first major milestone will be a joint ABAG/MTC October 2007 Forum. At MTC’s July 13, 2007 Planning Committee meeting, staff requested provisional approval of the final draft Three E principles and goals so that we may proceed with the Transportation 2035 visioning effort. This provisional approval enables the Commission to revisit and make further refinements to the goals prior to adopting them as part of the final Transportation 2035 Plan in early 2009.

Revisions are shown in underlined and bold text.

ECONOMY:

Safety: A Safe and Well-Maintained System

	<i>Transportation 2030 Plan Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revisions</i>
Purpose	<p>Ensuring the safety of travelers is a priority for all government agencies engaged in transportation, whether the trip is by car, transit, bike or walking. Protecting transportation facilities from terrorism is also a new safety area for federal, state, and local law enforcement officials and requires the cooperation of all Bay Area transportation agencies.</p> <p>The public also expects transportation facilities to be kept in a good state of repair, which requires diligence in attending to ongoing maintenance and rehabilitation needs. Future investments to improve transportation will not perform as intended if the rest of the system is poorly maintained. Maintaining the condition of the Bay Area’s transportation infrastructure will enhance the region’s economic growth potential and will help ensure the future viability of existing neighborhoods and downtowns.</p>	<p>Ensuring the safety of travelers is a priority for all government agencies engaged in transportation, <u>whether the trip is motorized or non-motorized. Efforts to reduce collisions, fatalities and injuries include making strategic investments in safety education, enforcement and engineering. Greater visibility and enforcement by California Highway Patrol and local law enforcement agencies, along with the appropriate level of emergency services, will help ensure safety overall.</u></p> <p>The public also expects transportation facilities to be kept in <u>a state of good repair</u>, which requires diligence in attending to ongoing maintenance and rehabilitation needs. Future investments to improve transportation will not perform as intended if the rest of the system is poorly maintained. Maintaining the condition of the Bay Area’s transportation infrastructure will enhance the region’s economic growth potential and will help ensure the <u>continued livability</u> of existing neighborhoods and downtowns.</p>	<ul style="list-style-type: none"> • Traffic safety is called out more prominently in this goal. • Reference to terrorism is deferred to the proposed new SECURITY goal to respond to SAFETEA’s new standalone planning factors for Safety and Security. • Reference to seismic retrofits has been moved to the proposed new SECURITY goal.
Objectives	<ul style="list-style-type: none"> • Reduce injuries and fatalities for all modes • Be prepared for future transportation emergencies resulting from natural disasters and security threats • Reduce long term transportation repair costs through timely replacement of assets • Save consumers repair costs due to poor road conditions 	<ul style="list-style-type: none"> • Reduce <u>collisions</u>, injuries and fatalities for all modes • <u>Encourage effective use of pavement preservation strategy to achieve average pavement condition index of 75 for local streets and roads</u> • <u>Extend the safe and useful life of transportation infrastructure through cost-effective preventive maintenance and rehabilitation first, then replacement</u> • <u>Reduce extent of vehicle damage caused by poor road conditions</u> 	<ul style="list-style-type: none"> • Extending the life of transit assets via timely maintenance and rehabilitation could be more affordable and cost-effective than replacing the assets.

Transportation 2035 Three E Principles & Goals

Draft: 4/09/07, Revised 6/29/07

Attachment A

	Transportation 2030 Plan Goal	Proposed Revisions	Reason for Revisions
Examples of Current Efforts	<p>A number of regional initiatives aim to improve the safety and condition of the Bay Area transportation system including: policies to close shortfalls for the timely replacement of worn-out transit vehicles and local street repair with flexible federal funding; efforts underway to complete seismic retrofit of Bay Area bridges; and programs offering technical assistance to cities and counties to improve roadway pavement conditions and improve bicycle and pedestrian safety. In addition, MTC and other Bay Area transportation agencies come together at least once a year to conduct emergency response exercises and training.</p>	<p><u>A number of regional initiatives aim to improve the safety of Bay Area travelers and the condition of the transportation system including: funding for the timely replacement of worn-out transit vehicles and repairs to local streets; technical assistance programs for cities and counties to improve roadway pavement conditions and to improve bicycle and pedestrian safety; collaboration with Caltrans on its Strategic Highway Safety Implementation Plan; incident management programs; summit for older drivers to educate advocates and service providers on ways to assist older motorists stay sharp behind the wheel or transition out of driving; and exploration of vehicle safety applications through participation in the national Vehicle Infrastructure Integration (VII) effort. Future initiatives may build upon these and include other ideas such as funding of older driver traffic safety seminars by community-based, non-profit groups or governments.</u></p>	<ul style="list-style-type: none"> • New reference to the VII effort. • New reference to the California’s Strategic Highway Safety Plan and Strategic Highway Safety Implementation Plan, which is required under SAFETEA.
Key Measures of Progress	<ul style="list-style-type: none"> • Number of injuries and fatalities at identified safety “hotspots” • Pavement Condition Index (freeways and roads) • Average age of transit fleet • Progress in completing bridge seismic retrofit program 	<ul style="list-style-type: none"> • Number of collisions, injuries and fatalities <u>in the region</u> • <u>Number of collisions involving fatalities or injuries by mode, cause, and facility type</u> • <u>Average age of transit fleet by service vehicle type</u> • <u>Miles between service calls by operator/vehicle type (includes reporting on annual percent increase by operator and overall mileage goal of each operator)</u> • <u>Number of freeways and roads with a Pavement Condition Index (freeways and roads) of 75 or better (similarly number of roadways with PCI of 74 or less)</u> 	<ul style="list-style-type: none"> • The seismic retrofit measure has been moved to the SECURITY goal. • Consider the type of collisions (i.e., pedestrian, bike, speeding, alcohol) involving injuries or fatalities. • Miles between service calls may help show if vehicles are still performing reliably as we look at potential changes in the frequency of vehicle replacement. • According to the Local Streets & Roads Committee’s Save Our Streets (2007) report, the average Pavement Condition Index for the Bay Area is 64 on a scale of 0 to 100. Pavement lifecycle at PCI of 60 begins to deteriorate at a rapid rate.

ECONOMY:

Security: Transportation Security and Emergency Management

	<i>Transportation 2030 Plan Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revisions</i>
Purpose	N/A	<u>The Bay Area needs to be ready for a number of possible future natural and man-made emergencies, including earthquakes, floods, industrial accidents, and terrorist threats. Such emergencies threaten the safety of the region’s residents and the ability of our airports, ports, bridges, freeways, arterials, transit, and bicycle and pedestrian paths to serve regional travel needs. Protecting transportation facilities from natural disasters and terrorism is an important responsibility of federal, state, and local officials and requires the full cooperation of all Bay Area transportation agencies. Once an event has occurred, it is equally important to identify how our transportation system will be repaired where needed and how it will be utilized to transport people and goods between urban centers to the outer ring, and vice versa. In order to maintain a high level of preparedness for all risks, it will be necessary to address both pre-event prevention, protection, and detection, as well as post-event emergency response, recovery, and reconstruction. Strategic financial planning is also necessary to ensure that there will be adequate resources available to address transportation security and other emergencies when needed. Cutting federal red tape will also be necessary to ensure timely reimbursement of funds used to repair damaged transportation infrastructure.</u>	<ul style="list-style-type: none"> • Consideration of SECURITY as a standalone goal is consistent with SAFETEA’s new Security planning factor. • SECURITY is considered here as pre-event prevention, protection, and detection, and post-event emergency response, recovery, and reconstruction.
Objectives	N/A	<ul style="list-style-type: none"> • <u>Timely and coordinated response to any regional emergency, through advanced planning and preparation</u> • <u>Support federal legislation to promote adequate security funding for airports and seaports.</u> • <u>Support federal legislation to ensure timely reimbursement of emergency funding used to repair damaged transportation infrastructure</u> 	

	<i>Transportation 2030 Plan Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revisions</i>
Examples of Current Efforts	N/A	<p><u>Transportation security and emergency management efforts underway include: (1) Trans Response Plan – MTC and other Bay Area transportation agencies continue to conduct emergency response exercises and training for earthquakes and terrorist attacks. (2) Regional Transportation Emergency Management Plan – This plan focuses on restoring basic mobility for the general public following a major disaster, and includes plans for three specific disaster scenarios. A separate planning effort focuses on transportation of emergency aid workers, evacuees, and supplies. (3) Regional Transit Security Strategy – MTC, the California Office of Homeland Security, and the major transit operators have convened the Regional Transit Security Working Group to foster security enhancements to the region’s transit system.</u></p>	
Key Measures of Progress	N/A	<ul style="list-style-type: none"> • Progress in completing bridge seismic retrofit program • <u>Conduct regional emergency exercises</u> • <u>Number of high-priority transit security projects completed each year</u> 	<ul style="list-style-type: none"> • Although MTC has no authority over when and with whom individual transit operators conduct emergency exercises with first responders, it is of regional interest that exercises are being conducted regularly so that each party is conditioned to the varied and unique functional and physical environments they may encounter in a real emergency situation.

ECONOMY:

Reliability: A Reliable Commute

	<i>Transportation 2030 Plan Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revisions</i>
Purpose	<p>Every day people make choices about the easiest way to make trips to their jobs, shopping, school, or recreation. As every traveler knows, certain corridors are heavily congested as too many vehicles try to get to too many places at the same time. Future regional growth will result in continued traffic problems throughout the Bay Area and in most of today’s chronically congested corridors. However, travelers will benefit by having an expanded range of choices for making trips based on their personal requirements for travel time, cost, convenience, and reliability.</p> <p>Many of the building blocks for an effective multimodal regional transportation system are already in place. Over the years, extensive new transit, carpool, and bike facilities have been created to provide new choices to travelers. In addition to these expanded choices, traffic management and operations strategies, such as incident management and real time information, and increased use of new technologies, are the key to reducing the impact traffic congestion has on people’s lives and businesses.</p> <p>The public also perceives the need to fine-tune the system at key locations, where people connect between modes. Good connections require a range of strategies from removing physical barriers, to better information, to having more services to connect to.</p> <p>Finally, whether people make trips by bike, transit, or car, they desire a certain amount of predictability in terms of how long their trip will take. The manufacturing and freight shipping industries also depend heavily on the delivery of products within specified time windows.</p>	<p>Every day people make choices about the easiest way to make trips to their jobs, shopping, school, or recreation. As every traveler knows, certain corridors are heavily congested as too many vehicles try to get to too many places at the same time. Future regional growth will result in continued traffic problems throughout the Bay Area and in most of today’s chronically congested corridors. However, travelers will benefit by having an expanded range of choices for making trips based on their personal requirements for travel time, cost, convenience, and reliability.</p> <p>Many of the building blocks for an effective multimodal regional transportation system are already in place. Over the years, extensive new transit, carpool, and bike facilities have been created to provide new choices to travelers. In addition to these expanded choices, traffic management and operations strategies, such as incident management and real time information, and increased use of new technologies, are the key to reducing the impact traffic congestion has on people’s lives and businesses.</p> <p>The public also perceives the need to fine-tune the system at key locations, where people connect between modes. Good connections require a range of strategies from removing physical barriers, <u>to making it easier to pay fares</u>, to better information <u>and way-finding signage</u>, to having more services to connect to. <u>Low-cost strategies such as uniform signage will help us to make great strides towards a cohesive, seamless system.</u></p> <p>Finally, whether people make trips by bike, transit, or car, they desire a certain amount of predictability in terms of how long their trip will take. The manufacturing and freight shipping industries also depend heavily on the delivery of products within specified time windows.</p>	

	Transportation 2030 Plan Goal	Proposed Revisions	Reason for Revisions
Objectives	<ul style="list-style-type: none"> • Provide travel options that are responsive to individual preferences for time, cost, convenience, and trip reliability. • Increase the number of on-time trips • Improve connections between transit systems and between freeway segments • Improve information on travel conditions and options • Make cost-effective use of new technologies to support objectives 	<ul style="list-style-type: none"> • Provide travel options that are responsive to individual preferences for time, cost, convenience, and trip reliability. • Reduce delay experienced by travelers, thus increasing the number of on-time trips • Improve connections between transit systems and between freeway segments • Improve information on travel conditions and options • Make cost-effective use of new technologies to support objectives 	
Examples of Current Efforts	<p>Regional customer service programs such as the 511 traveler information system, FasTrak electronic system, freeway call boxes and roving tow truck patrols make the existing transportation system more reliable for travelers. Caltrans' Traffic Operations System (ramp metering, message signs, incident detection), as well as signal coordination and retiming help traffic flow more smoothly. Carpool lanes along with the newly proposed network of high occupancy/toll (HOT) lanes and the Resolution 3434 Regional Transit Expansion Program will provide reliable travel alternatives in the most congested travel corridors. And funding for the Regional Bicycle Network will add reliable travel alternatives for shorter trips.</p>	<p>Regional customer service programs such as the 511 traveler information system, FasTrak electronic system, freeway call boxes and roving tow truck patrols make the existing transportation system more reliable for travelers. Caltrans' Traffic Operations System (ramp metering, message signs, incident detection), as well as signal coordination and retiming help traffic and local bus service flow more smoothly. Closing gaps in the carpool lanes system, along with the implementation of the newly proposed network of high occupancy/toll (HOT) lanes, the Resolution 3434 Regional Transit Expansion Program, and real-time transit information will provide reliable travel alternatives in the most congested travel corridors. Funding for the Regional Bicycle Network will add reliable travel alternatives for shorter trips.</p>	
Key Measures of Progress	<ul style="list-style-type: none"> • Capacity added to the metropolitan transportation system • Levels of service in congested corridors • Progress with freeway ramp meters and traffic signal retiming • On time transit performance • Effectiveness of incident management strategies • New transit connectivity projects • Progress in improving traveler information 	<ul style="list-style-type: none"> • Progress in completing the regional HOV/HOT network • Progress in implementing Regional Measure 2 and Resolution 3434 transit expansion projects • Levels of service and delay in congested corridors • Progress with implementing freeway ramp metering and traffic signal retiming • Progress in using technology to coordinate schedules, and report on on-time transit performance • Effectiveness of freeway incident management strategies • Progress in improving traveler information such as providing real-time transit information, personalized 511 services, and increased public awareness of the 511 traveler system 	<ul style="list-style-type: none"> • Remove reference to the MTS • Add references to HOV network and RM2 and Resolution 3434 transit projects • Transit connectivity is more about access to transit services rather than the reliability of those services – move to ACCESS goal

EQUITY:

Equity: Access to Mobility

	<i>Transportation 2030 Plan Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revisions</i>
Purpose	MTC must consider the needs of all travelers in order to determine equitable distribution of mobility benefits. Certain segments of the population have fewer mobility options and therefore require special attention in transportation planning: households without a car, school children, older adults, and the disabled. Removing existing barriers to mobility for older adults, the disabled, low-income persons, and school children is a shared responsibility among many organizations, including transportation and social service agencies. While not the only solution to the mobility needs of these individuals, transit will play a key role in many of the desired trips. The cost of transportation can also be a barrier to travel to work, school, medical services, or basic shopping.	MTC must consider the needs of all travelers in order to determine equitable distribution of mobility benefits. Certain segments of the population have fewer mobility options and therefore require special attention in transportation planning: households without a car, school children, older adults, and <u>persons with disabilities. As the Bay Area’s aging population grows and the physical challenges associated with aging increases, more attention needs to be focused on where older adults and persons with disabilities live and how they travel.</u> Removing existing barriers to mobility— <u>physical, informational, and/or financial</u> —for older adults, the disabled, low-income persons, and school children is a shared responsibility <u>between the individual rider and</u> many organizations, including transportation and social service agencies. While not the only solution to the mobility needs of these individuals, transit will play a key role in many of the desired trips. <u>In addition to fixed route transit and paratransit services, other viable transportation options may include, but not limited to, shuttles, accessible taxis, carsharing, auto and bicycle loans, and safety equipment to meet multi-faceted mobility needs.</u> The cost of transportation can also be a barrier to travel to work, school, medical services, or basic shopping.	
Objectives	<ul style="list-style-type: none"> Identify barriers, such as gaps in service, affordability, and safety Improve delivery of services by coordinating with a range of agencies Secure adequate resources to respond to lifeline mobility needs 	<ul style="list-style-type: none"> Identify barriers, such as gaps in service, affordability, safety, <u>schedule coordination, language, and connectivity</u> Improve delivery of services by coordinating with a range of public <u>and private service providers</u> <u>Secure adequate resources to respond to needs identified in the Coordinated Public Transit-Human Services Plan</u> 	<p>Note: Auto loans, if arranged with MTC assistance, are for licensed drivers and loans are made for cars on which insurance is secured.</p> <ul style="list-style-type: none"> Added reference to connectivity (physical and informational accessibility, such as wayfinding signage).

	Transportation 2030 Plan Goal	Proposed Revisions	Reason for Revisions
Examples of Current Efforts	<p>Identification of a Lifeline Transportation Network; Low Income Flexible Transportation (LIFT) investment program; ADA and paratransit funding; Transportation for Livable Communities (TLC) and Housing Incentive Program (HIP) projects in disadvantaged communities; various planning studies such as the Older Adults Transportation Study; Transportation Affordability Study; Community-Based Transportation Plans; social equity analysis for Transportation 2030.</p>	<p><u>Ongoing programs to address access and mobility include: (1) Coordinated Public Transit-Human Services Transportation Plan – MTC, in partnership with our transportation and human services partners, has led the effort to assess the needs of individuals with disabilities, older adults, and people with limited incomes. The Plan identifies strategies for meeting those needs, and prioritizes transportation services for funding and implementation. (2) Community-Based Transportation Plans (CBTPs) – MTC is continuing work on preparing new plans as well as prioritizing funding for disadvantaged communities in the Transportation for Livable Communities (TLC) and Housing Incentive Program (HIP). (3) Lifeline Transportation Program – MTC will continue to fund projects emerging from CBTPs, county welfare to work transportation plans, and other community-driven planning process. (4) Transit Passenger Demographic Survey – MTC has conducted a survey of 22 Bay Area transit operators to gauge customers’ trip patterns, trip frequency, access to automobiles, race, and income. (5) Signage and Information – MTC is also funding improvements in wayfinding signage and in-station information at regional transit hubs based on findings from the Transit Connectivity Plan.</u></p>	<ul style="list-style-type: none"> • Added reference to the Coordinated Public Transit-Human Services Plan, which is required by SAFETEA • Added reference to the recently completed Transit Passenger Demographic Survey
Key Measures of Progress	<ul style="list-style-type: none"> • Amount of Lifeline transportation service provided • Progress in implementing transportation programs for older adults • Progress in completing community-based Plans • MTC and Transit Operator Title VI reports 	<ul style="list-style-type: none"> • <u>Progress in delivering quality projects/programs from the Lifeline Transportation Program</u> • <u>Number of Community-Based Transportation Plans completed</u> • <u>Progress in implementing strategies from the Coordinated Public Transit-Human Services Plan</u> • <u>Progress in implementing improvements in wayfinding signage and in-station information at regional transit hubs as identified in MTC’s Transit Connectivity Plan</u> 	<ul style="list-style-type: none"> • Deleted Title VI measure since MTC and transit operators, as Federal grantees, are legally required to prepare Title VI reports. MTC has in place a discrimination complaint process to address customer complaints. • The Coordinated Public Transit-Human Services Plan addresses needs of low-income, older adults and disabled populations.

EQUITY:

Livable Communities: A Region of Vibrant Neighborhoods

	<i>Transportation 2030 Plan Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revisions</i>
Purpose	<p>It is widely recognized that, over the long term, transportation and land-use decisions will impact regional travel patterns as well as mobility within communities related to opportunities for biking, walking, or using transit. The Bay Area’s Smart Growth Vision recommends that future development take place around major transit lines or in other infill locations within the urban core to increase regional housing stock and improve transportation options. There appears to be early consensus that, from the regional level, the most effective approach for achieving these desirable land-use patterns is through incentives to local government. In addition, smaller scale projects funded through MTC’s Transportation for Livable Communities and Housing Incentive programs (TLC/HIP) will continue to play a role in helping communities create vibrant neighborhoods while providing expanding travel options within these communities.</p>	<p><u>Transportation and land-use decisions will impact regional travel patterns and ultimately mobility within and between communities related to opportunities for biking, walking, or taking transit. The Bay Area took the first bold step in 2002 by adopting the Smart Growth Vision wherein new development would be concentrated in compact forms, in existing communities, in areas accessible to transit and in places that are close to services and employment opportunities. The latest multi-agency FOCUS effort strives to further advance these smart growth objectives by engaging locals to identify priority development areas (PDAs) and priority conservation areas regionwide.</u></p> <p><u>As the region continues to grow, it is prudent to support a more focused growth pattern through infill, higher intensity, transit-oriented, and/or mixed use developments. Such land-uses can provide significant benefits by encouraging shorter commute trips, more walking and bicycling, and a less auto-oriented lifestyle. Local governments will need regulatory change, financial support and incentives from the federal, state and the region levels to implement these desired land-uses.</u></p>	<ul style="list-style-type: none"> • SAFETEA requires RTPs to “promote consistency between transportation improvements and State and local planned growth and economic development patterns.” • Introduces the multi-agency FOCUS effort.

	Transportation 2030 Plan Goal	Proposed Revisions	Reason for Revisions
Objectives	<ul style="list-style-type: none"> • Create incentives to encourage transit-oriented development around regional transit systems and mixed-use development elsewhere • Create new and safer ways to get around within communities by fostering walking and biking and connecting communities to transit • Partner with local communities in developing transportation approaches that enhance community vitality for neighborhoods and retail centers 	<ul style="list-style-type: none"> • <u>Create incentives to encourage infill, mixed use, and transit-oriented developments around transit corridors and hubs, downtowns, and major activity centers based upon regional density targets set for urban, suburban, & rural communities</u> • <u>Create incentives to support FOCUS priority development areas that accept higher levels of housing growth</u> • Create new and safer ways to get around <u>and between</u> communities by walking, biking, and taking transit • Partner with local communities in developing <u>creative</u> transportation approaches that enhance community vitality for neighborhoods and retail centers 	<ul style="list-style-type: none"> • Emphasize the benefits of retrofitting existing development as well as forward planning of transit-oriented development assisted by public funds.
Examples of Current Efforts	<p>Participation in regional Smart Growth initiative, expanded funding for TLC/HIP, Resolution 3434 regional transit expansion policies for supportive land use plans around new transit lines; Transportation Planning and Land Use Solutions (T-PLUS) – partnering with CMAs to help inform local land-use decisions</p>	<p><u>The multi-agency FOCUS initiative is the latest regional effort to solidify the transportation-land-use connection and to improve the coordination between planned transportation investments and locally planned growth. Other regional programs that help to link transportation investment and supportive land use development include: MTC’s Transit-Oriented Development policy ensures that Resolution 3434 transit expansion investments proceed only if station area plans and existing development exceed corridor threshold limits for housing. Smaller scale projects funded through MTC’s Transportation for Livable Communities and Housing Incentive programs (TLC/HIP), Station Area Planning Grants, and Transportation Planning and Land Use Solutions (T-PLUS) continue to support the development and revitalization of livable communities.</u></p>	
Key Measures of Progress	<ul style="list-style-type: none"> • Number of TLC projects completed • Number of new Transit Oriented Development projects assisted with HIP • Number of new mixed use development projects assisted with HIP • Annual results of T-PLUS program 	<ul style="list-style-type: none"> • <u>Number of regional and county TLC capital projects funded and completed</u> • <u>Number of new housing projects assisted with regional HIP</u> • <u>Progress in implementing MTC’s Transit-Oriented Development Policy as applied to Resolution 3434 projects</u> • <u>Progress in implementing FOCUS priority development areas and priority conservation areas</u> • <u>Percent of all residents in the region within 5-minute walk to 10-minute or better frequency of transit service</u> • <u>Number of projects funded under Regional Bike/Pedestrian Program</u> 	<ul style="list-style-type: none"> • Focus on the delivery of TLC regional and county capital projects. • Focus on MTC’s HIP since only two CMAs have a county HIP program • Measures progress in implementing the Resolution 3434 TOD Policy and FOCUS

ENVIRONMENT:

Clean Air: Clearing the Skies

	<i>Transportation 2030 Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revision</i>
Purpose	The federal and state governments have set standards to maintain healthy air. Over the last two decades, state and regional air quality agencies have achieved major reductions in chemicals that help form smog, and the Bay Area now meets the federal one-hour ozone standard. While most reductions from motor vehicles come from strict state controls on vehicle engines and fuels, certain types of transportation investments can help reduce the number of vehicle trips and lower emissions through more efficient traffic flows on freeways and local streets. Maintaining good air quality will require increased emphasis on efforts to control emissions on specific days when ozone could reach unhealthy levels. New challenges will include tackling the reduction of small particulate matter from vehicles (an emerging health concern), and further collaboration with the Central Valley on reducing transport of pollution from Bay Area sources.	<u>Air quality planning in the Bay Area is designed to have the region attain and maintain standards for healthy air set by the federal and state government. Over the last two decades, state and regional air quality agencies have made steady progress in reducing ozone precursors (smog) and carbon monoxide emissions from all sources, but new, more stringent standards for ozone and fine particulate matter will pose new challenges. Long-term trends show a continued decline in emissions of both ozone precursors and carbon monoxide emissions from cars and trucks, primarily as a result of strict state emission requirements for new cars. While new federal controls on commercial trucks will reduce emissions from these engines, additional motor vehicle and freight travel will lead to increased levels of particulates overall. The public health impacts of localized particulate matter emissions for communities located near port/railroad activities and truck corridors must be mitigated. Transportation investments can contribute to improving air quality in a number of ways, from providing alternatives to automobile travel, to improving traffic flows on freeways and local streets, to funding emission control technologies to clean up diesel exhaust from older transit and commercial vehicles.</u>	<ul style="list-style-type: none"> • More information on long-term trends; identify new air quality standards as potential challenge; delete discussion of episodic controls, since this has not been worked on lately, except for Spare the Air/Free Transit Campaign.
Objectives	<ul style="list-style-type: none"> • Achieve additional reductions in motor vehicle emissions through effective transportation control measures • Working with the Bay Area Air Quality Management District, develop new episodic control strategies for predicted high-ozone days • Help reduce particulate matter from buses and other heavy duty vehicles • Promote non-motorized travel to reduce auto trips 	<ul style="list-style-type: none"> • <u>Reduce regional emissions from motor vehicles by supporting public transit, carpooling, and bike/walk modes</u> • <u>Reduce regional emissions by enforcing speed limits on local streets and Bay Area freeways</u> • <u>Reduce long-term emissions from motor vehicles by facilitating focused land-use planning that strategically locates jobs, housing, health care, and essential services near each other</u> • <u>Reduce particulate matter from buses and other heavy duty vehicles through investments in retrofit technology and cleaner engines</u> 	
Examples of Current Efforts	Ongoing implementation of various state and federal transportation control measures; funding for emission control devices on urban buses to lower ozone precursors and particulate matter.	<u>Ongoing implementation of various state and federal transportation control measures; assessment of outdoor toxic contaminants through the BAAQMD's Community Risk Evaluation (CARE) program; installation of retrofit kits on older diesel powered buses and garbage trucks to reduce particulate matter; and funding for free transit on predicted high ozone days.</u>	

	Transportation 2030 Goal	Proposed Revisions	Reason for Revision
<p>Key Measures of Progress</p>	<ul style="list-style-type: none"> • Periodic analysis of consistency between the Transportation 2030 Plan and Transportation Improvement Program (TIP) and the federal air quality plan (also known as transportation “conformity”). • Progress is retrofitting urban buses with new emission controls • Development of new episodic controls on Spare the Air days • Progress in funding bicycle and pedestrian projects 	<p><u>Many transportation investments in the Plan will have both mobility and air quality benefits. Several measures of progress would include:</u></p> <ul style="list-style-type: none"> • <u>Implementation status of federal and state Transportation Control Measures</u> • <u>Periodic updates of motor vehicle emission inventories as part of federal and state planning processes</u> • <u>Periodic assessments of the conformity of the Bay Area Transportation Improvement Program and Regional Transportation Plan with the transportation emission “budgets” in the federal air quality plan (or “SIP”)</u> 	<ul style="list-style-type: none"> • New control strategies implemented at state and regional level will be needed to address criteria pollutants

ENVIRONMENT:

Climate Protection: Reducing Greenhouse Gas Emissions

	<i>Transportation 2030 Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revision</i>
Purpose	N/A – this is a new goal	<p><u>The continued warming of the earth’s atmosphere will have numerous implications for the State and Bay Area, from health and environmental issues to impacts on the Bay Area’s transportation infrastructure with rising sea levels. While climate protection is a global issue that requires global solutions, the Bay Area can be a model for California, the nation, and the world. Transportation is nearly completely reliant on petroleum for fuel, thus the amount of regional travel and the efficiency of the vehicles used to transport people and goods will be a major determinant of the amount of greenhouse gases (GHGs) produced by Bay Area travel activity. At the same time, critical elements of the transportation infrastructure (highway, rail, and airports) could face flooding as sea levels continue to rise. The state is committed to reduce its GHG emissions to 2000 levels by 2010, to 1990 levels by 2020, and 80 percent below 1990 levels by 2050.</u></p> <p><u>While there are multiple avenues for reducing GHGs from transportation, existing resources are scarce and there is a need to identify the most productive approaches to reducing GHG emissions. The same applies to the projects that will be necessary to protect the region’s transportation infrastructure.</u></p>	<ul style="list-style-type: none"> • New goal to reflect state goal of reducing GHGs as well as significant public attention on climate change issue
Objectives	N/A	<ul style="list-style-type: none"> • <u>Identify the amount of future GHGs from Bay Area transportation sources</u> • <u>Identify emission reduction strategies and new funding sources for climate protection</u> • <u>Identify strategies to protect Bay Area transportation infrastructure and new funding sources for adaptation</u> • <u>Invest in transit improvements that have net positive impacts on GHGs</u> 	

Transportation 2035 Three E Principles & Goals

Draft: 4/09/07, Revised 6/29/07

Attachment A

	<i>Transportation 2030 Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revision</i>
Examples of Current Efforts	N/A	<p><u>Many regional programs that improve transportation and air quality will also have direct GHG reduction benefits:</u></p> <ul style="list-style-type: none"> • <u>Ongoing analysis of potential transportation strategies for reducing GHGs that can be implemented by MTC</u> • <u>Participation in Joint Policy Committee process that will identify cooperative climate protection efforts that can be implemented by MTC, ABAG, the Air District and BCDC.</u> 	•
Key Measures of Progress	N/A	<ul style="list-style-type: none"> • <u>Air District GHG Emission Inventory which shows trends in GHGs from transportation as well as all other Bay Area sources</u> • <u>Progress in reaching 1990 greenhouse gas emission levels</u> 	•

ECONOMY:

Efficient Freight Travel: Moving Goods to Market

	<i>Transportation 2030 Goal</i>	<i>Proposed Revisions</i>	<i>Reason for Revision</i>
Purpose	Expected increases in population and a resurgent economy will contribute to increased truck movement throughout the region, especially near the Bay Area’s major airports and seaports. Innovation in intermodalism has transformed the movement of freight, creating efficient connections between carriers, but ultimately the region’s major freight corridors will need further expansion. Both congestion on key freight routes and the reliability of trip times have become major concerns for those who move freight within, into and out of the Bay Area. The increasing cost of moving freight in the region could contribute to a higher cost of living, while impediments in shipping freight could lead some industries to relocate.	Expected increases in population, <u>growing international trade with the Pacific Rim</u> , and a resurgent economy will contribute to increased truck <u>and rail freight</u> movement throughout the region, especially near the Bay Area’s major airports and seaports. Innovation in intermodalism has transformed the movement of freight, creating efficient connections between carriers, but ultimately the region’s major freight corridors, <u>particularly for rail freight</u> , will need further expansion. Both congestion on key freight routes and the reliability of trip times have become major concerns for those who move freight within, into and out of the Bay Area. <u>Furthermore, the environmental impacts of moving freight on local communities must also be considered, and to the extent feasible and cost-effective, mitigated, including air pollution, noise, local traffic congestion, and neighborhood access and safety.</u> The increasing cost of moving freight in the region could contribute to a higher cost of living, while impediments in shipping freight could lead some industries to relocate. <u>The needs of the goods movement industry should be better integrated into local land use and development decisions.</u>	<ul style="list-style-type: none"> Acknowledge local concerns regarding goods movement, in particular air quality/emissions related impacts and the need to address these as part of a comprehensive goods movement strategy.
Objectives	<ul style="list-style-type: none"> Identify key improvements in the surface transportation system where public investment can help the freight industry; Identify long term capacity issues associated with cargo movement through airports and seaports Collaborate with the private sector to best leverage both public and private financial resources to improve freight-related infrastructure. 	<ul style="list-style-type: none"> <u>Identify key freight improvements and potential funding sources, including private sector, state, and potential federal funding;</u> <u>Identify long term capacity issues associated with cargo movement through airports and seaports</u> <u>Collaborate with the private sector to best leverage both public and private financial resources to improve freight-related infrastructure.</u> <u>Encourage progress in implementing ITS and operational solutions to improve goods movement</u> <u>Preserve rail rights-of-ways for future passenger rail service and for separating freight and rail passenger service conflicts as part of the Regional Rail Plan</u> 	Note: An alliance of multiple agencies, including the passenger rail operators and the State, will be needed to effectively negotiate to share or acquire privately-owned rights-of-way.

Transportation 2035 Three E Principles & Goals

Draft: 4/09/07, Revised 6/29/07

Attachment A

	Transportation 2030 Goal	Proposed Revisions	Reason for Revision
Examples of Current Efforts	Regional Freight Initiative-- to identify future freight improvement projects in the region and issues related to zoning protection for freight activities; advocacy related to new transportation reauthorization bill (SAFETEA)	<p><u>MTC's Goods Movement/ Land Use Study seeks to further the region's understanding of goods movement/land use issues and the implications of land use decisions for the transportation network, the environment and the overall quality of life and cost of living in the region. Such understanding can build interest and constituencies and provide the rationale for a regional land use strategy in support of a more efficient goods movement system.</u></p> <p><u>MTC is also working with surrounding regions (San Joaquin, Sacramento and Stanislaus) to evaluate the short and long-term infrastructure needs along the two major trade corridors serving the Bay Area. This collaboration is critical because trade relies on multi-region corridors to serve both inter-regional and international goods movement.</u></p>	
Key Measures of Progress	<ul style="list-style-type: none"> • Identification of key freight projects and associated funding • Development of a regional truck network on local arterials • Inclusion of a regional air cargo plan element in the next Regional Airport System Planning Analysis 	<ul style="list-style-type: none"> • Identification of key freight projects and associated funding <u>including private sector funding</u> • Inclusion of a regional air cargo plan element in the next Regional Airport System Planning Analysis • <u>Progress in implementing priority freight projects</u> • <u>Progress in implementing new ITS or operational programs to improve efficiency of goods movement and/or environmental impact of goods movement</u> • <u>Progress in improving on-time performance for intercity rail passenger services due to rail freight conflicts</u> 	

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Memorandum

TO: Joint Policy Committee

DATE: July 12, 2007

FR: Lisa Klein

W. I.

RE: Transportation 2035 Vision & Performance Targets

At your May meeting, staff described a performance-based approach for developing the Transportation 2035 vision. Staff has reviewed this approach with MTC's advisors, partner agencies and the public during the past few months. At MTC's July 13, 2007 Planning Committee meeting, staff requested the Committee's approval to proceed with our visioning and scenario performance assessment effort. Staff will report on the latest planning activities at your committee meeting.

Fork in the Road

The Bay Area transportation network is a fortune inherited from previous generations. A shared vision of the region's future ought to center not just on what's past and present but what's possible, too. Before us now is a deciding moment when we must choose how our region grows and how our transportation network supports this growth. Our fundamental challenges will in many ways continue to center around how to keep our roads and transit systems in good repair, how to squeeze more efficiency out of our existing transportation system, and how to build the most cost-effective new infrastructure where needed. But on the horizon are new challenges to meet and new questions that must be answered:

- How might the region demonstrate compliance with existing and proposed state mandates;
- How should we provide infrastructure to support communities primed for higher housing growth;
- How should we reduce greenhouse gas emissions from transportation sources;
- How should we harness the marketplace and technology to deal with congestion, and;
- How do we make policy and investment choices that yield equitable benefits to all residents?

Scenario Performance Assessment

MTC staff proposes to explore these questions through a scenario performance assessment (see Attachment A). We will begin by defining ambitious performance targets for each of the three E's – economy, environment, and equity – taking our lead from state plans and legislation where possible. These targets are not the sole objectives we seek to achieve in a comprehensive long range plan. They do, however, provide guideposts that allow us to test—through models and other analytical tools—what it might take to shape and achieve a different transportation environment 25 years in the future. Our next step will be to assess what it takes to reach those targets, first through analysis of scenarios for expanding and enhancing the transportation system, and second, through sensitivity tests of land use and pricing policies. In the end, the effort will help us understand whether the targets are achievable; what it would take to reach them; and what new authority or new partnerships may be required.

Staff's recommended approach is generally consistent with that presented to the Committee in June. Attachment B summarizes comments collected through discussions with MTC advisory committees, Partnership Board, Joint Policy Committee and the public, through "early dialogue" workshops; some of the comments are reflected in refinements to the scenario performance assessment, and some will be addressed through other avenues during the Transportation 2035 update, as summarized in Attachment B.

Staff recommends the following performance targets for the scenario assessment:

- **Economy: Congestion** – In poll after poll, traffic congestion is the top concern of Bay Area residents. The Bay Area has the second worst congestion in the nation and commuters spend an average of 72 hours a year in traffic. Yet past plans show little progress in taming congestion.
Target: Reduce person hours of delay by 20 percent below today's levels by 2035
Source: Governor's Strategic Growth Initiative
- **Environment: Carbon Dioxide (CO₂) and Particulate Matter (PM) Emissions** – The transportation sector contributes 40 to 50 percent of greenhouse gas emissions in the Bay Area and will be critical for achieving reductions required by state law. Particulate matter emissions are demonstrated to pose a serious health risk. In addition, the Bay Area will likely be designated a federal non-attainment area for PM-2.5 in the coming months.
*Target: Reduce CO₂ emissions by 40 percent below 1990 levels by 2035**
*Reduce PM-2.5 emissions by 10 percent below today's levels by 2035**
Source: California Global Warming Solutions Act of 2006 and Governor's Strategic Growth Initiative (CO₂ only)
- **Environment: Vehicle Miles Traveled (VMT)** – There is a strong correlation between VMT and harmful vehicle emissions, including carbon dioxide and particulate matter.
Target: Reduce VMT per capita by 10 percent compared to today by 2035
Source: SB 375 (Steinberg), prior to amendment
- **Equity: Access, Public Health, and Cost** – Recent discussions highlight equity as a crosscutting concern underlying all the RTP goals. Three areas arise as especially pressing: access to opportunities, exposure to transportation-related health risks, and transportation cost. A number of stakeholders expressed the need to consider equity for youth and elderly populations as well as minority and low-income populations, which have been the focus of MTC's past equity analyses. Because we cannot take the lead from existing state plans and policies, MTC staff will continue to work with partners and the public to define appropriate targets reflecting these considerations.

To understand how transportation system expansion and enhancements contribute toward the targets, staff proposes starting with three modally based investment scenarios. Because this is a visioning effort, the scenarios should be distinct enough to reveal differences in performance and should not be constrained to expected revenues. The recommended scenarios are:

- **Freeway Performance:** operational strategies such as ramp metering and limited capacity expansion such as HOV lanes as defined through MTC's Freeway Performance Initiative.
- **High-Occupancy/Toll (HOT) Lanes/Express & Local Bus Service:** based on the Regional HOT Lanes Study with complementary express and local bus enhancements.
- **Rail & Ferry:** based on the Regional Measure 2-mandated Regional Rail Plan and the Water Transit Authority's Ferry Implementation and Operations Plan.

Past analyses suggest infrastructure expansion alone will not be enough to meet the ambitious performance targets. Therefore, staff will conduct land use and pricing sensitivity analyses on the investment scenarios to see how demand-based strategies might help us reach the targets. The land use strategy, developed in conjunction with ABAG, will feature focused residential growth beyond ABAG's adopted Projections 2007. The pricing sensitivity test could include congestion pricing, higher gas prices, parking charges or transit fare discounts.

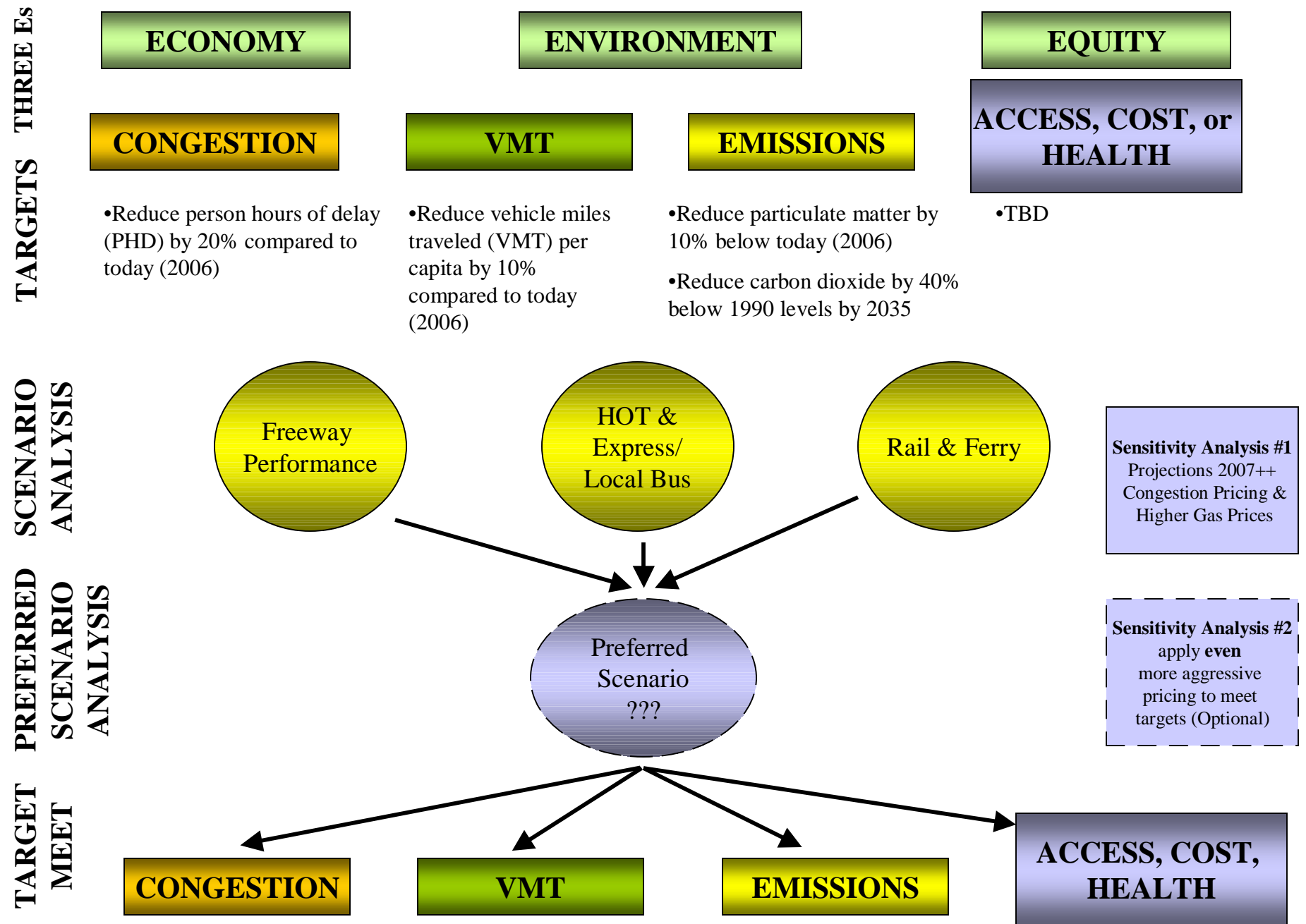
* Staff will continue to work with Air District staff to determine the appropriate measurements and numeric targets.

The results of the scenario performance assessment would be presented at the joint ABAG/MTC Fall Forum on FOCUS and Transportation 2035 Vision, which will take place on October 26, 2007 at the Oakland Marriott. Based on the comments received from the Fall Forum, staff intends to return to the Committee in November to outline the next steps in the visioning effort. One possible next step could be to conduct further analysis of a hybrid investment scenario. But this will depend on how far we get in answering the questions: Are the targets are achievable? What does it take to reach them? What new authority or new partnerships may be required? Our ultimate goal is to define a draft Transportation 2035 Vision in December 2007, and begin the financial discussions in early 2008.

Next Steps/Recommendation

Following the Committee's approval to proceed with the visioning and scenario performance assessment, staff intends to report back to the Planning Committee and JPC on our progress with this assessment over the next few months, leading to the unveiling of the results at the October 26, 2007 ABAG/MTC Fall Forum.

Attachment A: Transportation 2035 Plan Scenario Performance Assessment for Strategic Expansion



Attachment B

Summary of Comments on Scenario Performance Assessment

General

- Strong support in many quarters for the overall approach, which highlights key performance targets and allows us to step back initially from the limitations of financial constraint.
- The scenario assessment fails to address some RTP goals, particularly maintenance and safety.
Response: The scenario assessment is intended to highlight performance improvements through strategic expansion and demand-side policies, at least in part, because the framework of financial constraint has until now limited consideration of approaches with measurable performance improvements. Maintenance and safety remain critical considerations that will come into play in developing the financially constrained plan. The Partnership is already in the process of updating full system maintenance and rehabilitation needs to inform this discussion.

Targets

- The targets are too ambitious and may not be achievable.
Response: Most of the targets are from state plans or legislation. California has taken a leadership role with respect to setting standards for reductions in VMT and congestion. Yet the practical impacts of proposed standards are largely untested. This effort is intended to assess whether the targets are achievable, what it would take to get there, and whether additional legislative authority or partnerships are required.
- Equity. Affordability and health impacts are important considerations. Youth and the elderly are transit dependent populations that may not overlap with low-income and minority populations. Equity measures should go beyond communities of concern, as many low-income households are not located in communities of concern.
Response: Staff is assuming various equity targets addressing access, affordability, and health. Where feasible, staff will apply these measures with respect to age as well as for low-income and minority populations. It is possible to compute some measures by income level instead of by communities of concern; however, this approach has some technical limitations. In light of all these considerations, staff will continue to work with the Partnership and MTC advisory committees to identify appropriate measures and targets
- Add transit mode share or ridership targets under Economy
Response: Staff recommends focusing on targets that, for the most part, inform existing or proposed state policies or legislation. For ease of understanding, staff recommends staying with one target under economy. Changes and transit ridership are implicit in progress toward the VMT target and will be available as supporting information.

Investment Scenarios and Sensitivity Analyses

- Alternative scenarios proposed: multi-modal scenarios; scenario designed to maximize VMT and emissions reduction; transit optimized scenario featuring rail and bus; HOT lanes and express bus should be grouped with freeway operations; local transit should be its own scenario.
Response: For the initial work, the scenarios need to be different enough to highlight key investment choices. Due to the nature of the regional travel model, staff believes it makes the most sense to handle local and express bus service enhancements together; this is a good

compliment to the HOT network as a key objective is to complete the network to serve express buses. Once we see the results, we may wish to analyze one or more hybrids, which could be designed to optimize transit or a particular target. However, if the investment scenarios fail to make a marked difference, we may wish to spend more time on demand side policies.

- Important to address impact of pricing on low-income travelers.

Response: Staff proposes to address affordability under the Equity target. Measures reflecting full private and public cost are under consideration.

- Land use and pricing analyses should be more than sensitivity analyses. Pricing especially should be the subject of a full-blown study.

Response: MTC and Caltrans are currently undertaking the Regional HOT Lanes Network Study that gives serious consideration to an approach to pricing based on choice. The political climate typically has been resistant to more widespread pricing approaches. This may be changing with new mandates such as those embodied in AB 32. The proposed sensitivity tests provide a way to test the waters. In addition, San Francisco is proceeding now with the Mobility, Access and Pricing study, which will consider a broader congestion pricing approach beyond traditional road pricing mechanisms. If results of these efforts are promising, MTC could undertake a more detailed study of regional pricing as a follow-on to Transportation 2035.