

Subject	Update on Action Plan Status and Discussion of Technical Issues
Summary of Issues	Each Regional Transportation Planning Committee is in the process of releasing its Draft Action Plans for Routes of Regional Significance for circulation and comment. The Action Plans set performance objectives for the freeways and major arterials in Contra Costa, and are required under Measure J as part of the Growth Management Program.
Recommendations	Receive staff’s report regarding the Draft Action Plan status; discuss the technical issue of MTSO evaluation.
Financial Implications	Funding for the Action Plans and the supporting travel model work is funded through the Measure C Transportation Planning and Growth Management funding category. Budget for modeling work has already been approved through previous actions by the Authority.
Options	See discussion below.
Attachments	A. Current status of Action Plan MTSOs and Actions
Changes from Committee	

Background

As part of the development of the 2008 *Countywide Comprehensive Transportation Plan (CTP)*, the RTPCs are updating their Action Plans for Routes of Regional Significance. The Action Plans are a fundamental component to the cooperative, multi-jurisdictional planning process called for by both the Measure C and J Growth Management Program. The Action Plans also provide the basis for developing the Authority’s CTP.

Each Action Plan must identify a network of Regional Routes and contain:

- Multi-modal Transportation Service Objectives (MTSOs) that use a quantifiable measure of effectiveness and include a target date for attaining the objective.
- A set of actions that local jurisdictions will take to achieve the MTSOs.
- A process for monitoring and reviewing proposed new developments, and
- A schedule for the Regional Committee and the Authority to review progress in attaining MTSO and as needed revision of Action Plans.

The initial Action Plans were developed and adopted in the first half of the 1990s and were “knitted together” to create the 1995 CTP. More recently, the Action Plans were updated in 2000 and incorporated into the 2000 CTP. The 2000 updates, however, were more focused and less comprehensive than the current effort. For the 2008 updates, the RTPCs are reviewing in detail the goals, objectives, actions and processes in the adopted Action Plans and making substantial changes throughout their documents.

Besides needing to update project and program status, this comprehensive update of the Action Plans is triggered by the imminent beginning of Measure J. The Action Plan requirement was first established in the early 1990s as part of the Implementation Documents for the Measure C GMP. Measure J continued the GMP but made a number of changes to the GMP, several of which affect the Action Plans. First, Measure J explicitly requires the RTPCs to “identify Routes of Regional Significance, and establish Multimodal Transportation Service Objectives for those routes and action for achieving those objectives.” Second, it renamed the objectives from “Traffic Service Objectives” to “Multimodal Transportation Service Objectives” (MTSOs), reflecting a shift in emphasis since 1988 when Measure C was passed. Finally, Measure C explicitly kept the requirement that jurisdictions analyze General Plan amendments and development projects that exceed certain thresholds for “their effects on the regional transportation, including on Action Plan objectives.”

The RTPCs and their consultants have made good progress on updating and refining the Action Plans, including work to make them consistent with Measure J. All RTPCs but one have either already or will soon release the draft documents for review. The following table outlines the status of the Action Plan updates. As the draft Action Plans circulate, Authority staff will review the drafts for consistency with the Implementation Guide to identify any missing components or flag potential conflicts between subareas.

Schedule for Release of Draft Action Plans

<i>RTPC</i>	<i>Release Date</i>	<i>Comment</i>
West County (WCCTAC)	February 29, 2008	Draft Released (copies available at ccta.net)
Central County (TRANSPAC)	TBD	The TAC continues to review and discuss development of new MTSOs
East County (TRANSPLAN)	April 11, 2008	TRANSPLAN held an action plan workshop on February 25. A TAC meeting is scheduled for March 18, 2008.
Tri-Valley (TVTC)	February 25, 2008	Draft released (copies available at ccta.net)
Lamorinda (LPMC)	March 13, 2008	LPMC gave provisional approval to release the Draft, subject to the TAC revising the language for circulation and review of proposed development projects.

Attachment A summarizes the MTSOs and actions proposed in the draft plans.

Summary of MTSO Analysis

Initial traffic modeling conducted on the draft Action Plans indicates that even with full implementation of the proposed actions, some of the MTSOs may not be achievable by 2030. This alone does not trigger any GMP (growth management program) compliance issues for local jurisdictions. It does however raise the bigger, more philosophical question: Why adopt objectives that in the long run we cannot achieve?

Ideally, the combination of the Action Plans with local, regional, and state improvements should result in achievement of the MTSOs.

To further analyze the MTSOs, Authority staff has outlined five options for proceeding with computer modeling of the Action Plans:

- 1. Adopt the Proposed MTSOs without Further Analysis or Modification:** The RTPCs have the option to adopt the MTSOs without further analysis or modification. If future Authority monitoring shows that MTSO is exceeded, then the RTPCs would need to revisit their Action Plans to make further adjustments. As mentioned above, exceedance of an MTSO by itself does not result in a finding of non-compliance with the GMP. Adoption of the proposed MTSOs could, however, create issues in the future when a jurisdiction proposes a general plan amendment that adversely affects ability to meet the MTSOs. According to the analysis conducted to date, some of the MTSOs are already exceeded under existing adopted General Plans. Therefore, new General Plan Amendments that generate additional trips could further exacerbate the MTSO deficiency.
- 2. Water Down the MTSOs:** The RTPCs have the option to lower the MTSOs “bar” to the point where they are achievable. Since the MTSOs are a flexible performance measure determined by the RTPCs, there is nothing that precludes choosing a lower, more easily achieved measure. In the case of Route 4 East, for example, TRANSPLAN could raise the Delay Index (DI) from 2.5 to 3.0. On other routes, however, the MTSO have to be increased to levels that maybe unacceptable. On Kirker Pass Road, for example, the DI is estimated at 7.0 in 2030, which is clearly an unacceptable level of performance.
- 3. Strengthen the Actions:** Many of the Draft Action Plans will essentially reflect implementation of capital projects in accordance with local, regional, and state/federal funding availability. The RTPCs could strengthen their proposed actions and strategies to further increase the supply, reduce the demand, and improve the efficiency of the transportation system.
- 4. Use Actions and Measures Proposed in Other Subareas of the County:** To date the Action Plan consultants have modeled each action plan individually, without incorporating the assumptions from the adjoining RTPC’s. Modeling all of the Action Plans together could improve the MTSO results for 2030 because some of the proposed actions in one Action Plan may improve performance in an adjacent subarea. For example, the Tri-Valley Action Plan includes a gateway constraint policy that limits traffic flows on I-580 and Vasco Road. Incorporating this constraint could reduce the forecast traffic entering and leaving East County during the peak hour, therefore improving expected system performance.

5. **Assume Implementation of New Technologies:** By 2030, undoubtedly new technologies will be available that may improve system performance. Although tele-work (the technique formerly called tele-commuting) tripled between the 1990 and 2000 Census, the model still assumes that it remains at the 2000 level through 2030. It is highly likely, however, that tele-commuting will more than triple again in the next 10 years. Similarly, MTC's Freeway Performance Initiative (FPI) promises to improve the flow of our existing freeways through deployment of Intelligent Transportation Systems (ITS) such as adaptive ramp metering and variable speed limit controls, and ultimately navigating its own way through traffic. Finally, the automobile itself will evolve to become ever smarter, knowing when the system is congested, advising the driver on how to proceed under congested conditions, and more still – navigating its own way through congestion. These technologies may be incorporated into the Countywide Model and evaluated to determine whether they help to achieve the MTSOs by 2030.

Authority staff recommends proceeding with above Options 4 and 5, then reporting back to the RTPCs. First, CCTA would direct the consultant to perform a Countywide model run that reflects all of the Action Plans. Next, staff would instruct the consultant to make specific adjustments to the Countywide Model to reflect improved freeway performance and possible increased tele-work participation. These actions combined could result in achievement of the proposed MTSOs. If not, further analysis and review will be necessary. The precise approach for modeling technological innovations is subject to further discussion as outlined below.

Reflecting the Combined Actions and Measures Proposed by each of the Subareas

Each regional committee has developed its Action Plan to address the supply, demand, and efficiency of the transportation system. Up to now, however the modeling analysis has only looked at each subareas action plan individually.

By modeling all of the subareas together, the combined effect of the Action Plans could improve ability to meet the MTSOs. For example, modeling the gateway constraints established in the Tri-Valley and proposed in Lamorinda could lead to achievement of MTSOs in SWAT area. Modeling the I-80 ICM Project in West County could result in less diversion on the San Pablo Dam Road corridor, thereby improving ability to meet the MTSOs in Lamorinda. These combined actions could affect the Central and East subareas as well.

Staff recommends a countywide model run, including all of the measures proposed in the draft plans.

Implementation of New Technologies

Regionwide Implementation of FPI:

MTC is currently developing the Freeway Performance Initiative program, which looks at implementation of projects similar to the I-80 ICM on all of the region's freeways. MTC estimates that the FPI would result in a gross increase in freeway capacity of 8 percent.¹ This is due to the increase in per-lane capacity that reflects deployment of operations and management strategies such as traffic operations systems (TOS), ramp metering, and arterial signal coordination through the system.

Staff recommends modeling an 8 percent gross increase in the capacity of freeways regionwide, to reflect implementation of the FPI.

Modeling Increased Tele-work Participation:

For Contra Costa County, the 1980 Census indicated that 1.9% of workers did not need to leave their homes to perform their job. In 1990, the Census figure rose to 3.4% of workers. For Census 2000, the percentage more than doubled from 1980 levels to 4.3% of workers.² According to a more recent survey of Bay Area households, the percentage working from home inched up to 5 percent in 2006, and showed Marin County, 9.5 percent of workers tele-commuting.³ The inference of this data is that tele-work arrangements are on the rise. If we assume that the percentage of workers who tele-work continues to rise, it would be reasonable to assume that by 2030 the percentage will have doubled again to nearly 10%.

Staff proposes to model the system in 2030 assuming a 10 percent tele-work participation rate.

Next Steps

Per the TCC's direction, CCTA staff would work with the Action Plan modeling consultant to proceed with model runs that reflect implementation of the Action Plans, plus technological innovations. The results would be distributed to the RTPC-TACs for further review and discussion.

¹ Metropolitan Transportation Commission, Transportation 2035 "Change in Motion: Travel Forecasts for the San Francisco Bay Area 2009 Regional Transportation Plan Vision 2035 Analysis, Data Summary," November 2007, p. 8.

² US Census (1980, 1990, 2000) Transportation Planning Package

³ 2006 American Community Survey, Journey-to-Work Characteristics

**Table 1: Area-Wide Goals and MTSOs in Draft Action Plans
March 3, 2008**

Central County	East County	West County	Tri-Valley	Lamorinda
Major Goals				
Support land use changes that reduce the increase of overall traffic demand.	Implement Regional Highway Transportation Facility Improvements.	Review each jurisdiction's General Plan amendments and air quality requirements to ensure that they address growth management issues.	Integrate transportation planning with planning for air quality, community character and other environmental factors.	Preserve and enhance the semi-rural character of the community.
Increase HOV lane usage to maximize person throughput.	Continue Growth Mitigation and Monitoring Program.	Maintain transit system quality and encourage continued use of alternative transportation modes.	Support corridor management programs to make the most efficient, effective and safe use of existing facilities and services.	Pursue actions to meet or sustain service objectives that will reduce reliance on single-occupant automobile travel.
Manage freeway flow and arterial traffic flow to maximize person throughput.	Maintain East County Sub regional Impact Fee.	Continue planning and funding of bicycle and pedestrian routes.	Support incident management programs to maintain mobility when accidents or breakdowns occur on major transportation facilities.	Support actions that help achieve environmental goals, through participation in countywide, regional, and statewide transportation improvement plans.
Support increased transit productivity to enhance an efficient/effective network.	Make Spot Traffic Engineering Improvements.	Improve emergency access to and along freeways and major arterials.	Consider both the need for vehicular mobility and congestion reduction, and such livability concepts as walkability, bicycle access and community character.	Avoid the addition of roadway capacity for single-occupant vehicles.
Increase participation in the 511 Program.	Plan Freeway and Arterial Traffic Operations Improvements.	Implement ferry service to the cities of Hercules and Richmond.	Maintain and actively pursue expanded transit, ridesharing and non-motorized mode options and trip reduction programs to increase accessibility, to increase the transit share of travel in the Tri-Valley and to increase average vehicle occupancy.	Enhance mobility by providing alternative travel options.
Encourage commuters to make local trips or trips linked to transit by walking, bicycling and carpooling instead of driving alone.	Explore Rail Transit Operations.	Create a Measure J sales tax expenditure plan.	Manage school-related traffic to enhance safety and reduce peak period traffic impacts.	Actions should not lead to an increase in the use of BART parking in Lamorinda by people driving into the area from outside communities.
	Expand Park-and-Ride Lots.	Plan for increased need in senior and disabled mobility.	Classify Routes of Regional Significance as either interregional or intraregional in order to recognize the different trip types served on each Route.	Pursue actions to improve safety of travelers by all modes.
	Offer Transportation Demand Management Programs.	Plan for increased Transit Oriented Development.	Maintain established MTSOs on routes of regional significance.	Coordinate local land use planning and regional transportation planning.
	Plan Intermodal Transit Centers.	Plan and implement youth advisory internships.	Maintain established capacity constraints to limit interregional traffic at Tri-Valley gateways on I-580, I-680, Crow Canyon Road, and Vasco Road.	Encourage through-trips and interregional travel to stay on freeways and discourage diversion of these trips to arterial streets as a mechanism for ensuring intraregional mobility.
	Transportation Funding.	Study West County goods movement.	Encourage through-trips and interregional travel to stay on interregional routes and discourage diversion of these trips to intraregional routes as a mechanism for ensuring intraregional mobility.	Maintain capacity constraints at selected gateways with the intent of preserving and improving mobility on regional routes within Lamorinda.
	Encourage Walking and Bicycling Transportation.	Maintain and enhance roadway network.	Support arterial traffic management strategies that address hotspots at critical intersections and approaches.	Efficiency improvements , especially those that help side street traffic and buses, are important.
	Expand Bus Transit Service.		Respect past regional commitments in the prioritization of funding of projects.	Increase the transit ridership within Lamorinda by at least 10 percent by 2018.
	Pursue A Jobs-Housing Balance in East County.		Work cooperatively with regional transportation partners to maximize funding opportunities.	13. Increase the average vehicle occupancy on Camino Pablo/San Pablo Dam Road and on Pleasant Hill Road/Taylor Boulevard to at least 1.3 during the peak commute hours by 2018.
	Encourage Adequate Maintenance of the Transportation System.			
Area-Wide MTSOs				
To come	None	Maintain levels of transit satisfaction. Maintain 2006 pavement quality levels. Maintain a drive alone rate during peak periods of less than 75 percent system-wide. Increase West County transit ridership by 10% between year 2007 and 2012. Increase bicycle and pedestrian mode splits to 3% for commute trips by 2012.	None	None

Maintain 2007 transit bus on-time performance.