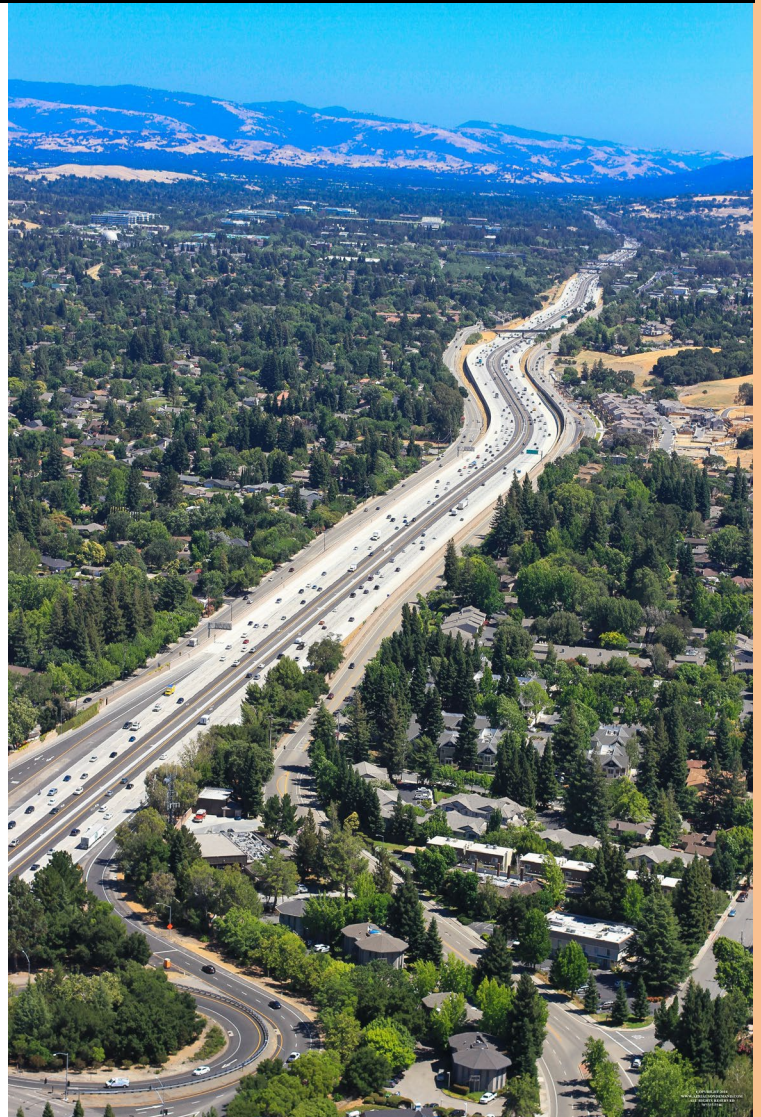


CTP2050

# Overall Work Program



PLANNING SECTION

CCTA

May 31, 2023

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# CTP2050

## Overall Work Program

May 31, 2023

### **Introduction**

The 2024 CTP Update (referred to herein as “CTP2050”) is intended to serve as the 25-year blueprint for improving transportation, reducing congestion, improving mobility, supporting a robust economy, and improving quality of life throughout Contra Costa. There have been significant changes since the adoption of the last CTP in 2017, and CTP2050, which focuses on a 2050 horizon year, provides an opportunity to address those changes, refine our objectives, and create a pathway for advancing the organization and planning for tomorrow’s transportation with the new CCTA 4.0.

This Overall Work Program (OWP) sets out a step-by-step process for preparing CTP2050 – from initiation to final adoption by CCTA – now scheduled for Spring 2005. Before the work begins, CCTA will develop a public outreach plan so that the voices of the residents and voters of Contra Costa are heard throughout the CTP2050 development process. In addition, CCTA has created a group of key stakeholders and interested non-governmental organizations (NGOs) that will provide input throughout the process.

As this OWP proceeds, adjustments and modifications will be made as needed to fully respond to the public and stakeholder input received. Adjustments that result in changes to the OWP approach and schedule will be incorporated as work on CTP2050

proceeds. To keep *CTP2050* on track for completion in 2025, CCTA staff will update this OWP quarterly to reflect changes that the CCTA Board and staff deemed necessary to accurately plan for the work ahead.

#### **CTP2050 IN THE CONTEXT OF MEASURE J**

When they approved Measure J in November 2004, the voters of Contra Costa reaffirmed the importance of the collaborative process of transportation planning and growth management first established by Measure C in 1988. This process, outlined in the Measure J Expenditure Plan and its Growth Management Program (GMP), requires local jurisdictions to collaborate in an ongoing, multijurisdictional planning process. Working through their Regional Transportation Planning Committees (RTPCs), each local jurisdiction must participate in a consensus-based process to create Action Plans for Routes of Regional Significance. These plans identify performance objectives for the regional transportation network and actions for achieving them as well as a process for managing the impacts of growth in their subarea.

The GMP also requires local jurisdictions to help the Authority develop its Countywide Comprehensive Transportation Plan (CTP). The CTP outlines the Authority's vision, goals, and long-range strategy for achieving its mission — to deliver a comprehensive transportation system that enhances mobility and accessibility, while promoting a healthy environment and strong economy. Key to the success of the CTP is its reliance on the objectives and actions established in the cooperatively developed Action Plans. The result of this challenging effort is a program of strategies and actions to develop and maintain a balanced, safe, and efficient transportation system for decades to come.

This OWP outlines how we propose to update the CTP to respond to the challenges we face in creating this balanced transportation system. *CTP2050*, with its new focus on a 2050 horizon year, will give us all an opportunity to address changes in forecast growth, expected technological innovations, variations in revenue streams, and the long-term ramifications of COVID-19 on work commuter patterns. Those and other changes in our transportation future will receive full consideration as we refine our objectives and create a blueprint for the future.

## STATE AND REGIONAL CONTEXT OF THE CTP UPDATE

Changes in State legislation and regional planning affect how we plan for and fund the operation, maintenance, and improvement of the transportation system. The update of the CTP will need to respond to these changes, as summarized below:

- SB 375 and AB 32, the State's greenhouse gas (GHG) reduction legislation, require the State, regional transportation agencies, and localities to reduce GHG emissions to 1990 levels by the year 2020. While CCTA was not directly subject to the legislation, MTC responded to and met the requirement through development of a Sustainable Communities Strategy, which designated Transit Priority Projects (TPPs) that would result in increased density around transit centers, and improved transit service in close proximity to housing and jobs.
- Governor's Executive Order B-16-2012 requires an 80 percent reduction in GHG emissions from transportation by 2050. This level of reduction will require a significant change to the vehicle fleet, replacing gasoline-powered cars with hybrids, electric, and hydrogen fueled vehicles.
- AB 1358, the Complete Streets Act of 2008, requires jurisdictions to adopt a circulation element that accommodates all users, including bicyclists, children, persons with disabilities, motorists, movers of commercial goods, pedestrians, public transportation, and seniors. MTC's current policies require localities to adopt a Complete Streets resolution or update their Circulation Element to reflect AB 1358 to receive certain regional funds.
- Plan Bay Area 2050 (*PBA2050*) is the moniker for MTC's most recently adopted Regional Transportation Plan (RTP) update published in July 2022. As required by SB 375, *PBA2050* includes a Sustainable Communities Strategy (SCS) – a recommended pattern of land use development. The combined RTP/SCS must reduce regional GHG emissions from cars and light trucks to hit State-mandated targets for the year 2035. *PBA2050* also directs a portion of transportation investments towards locally-identified place types called Priority Development Areas (PDAs), where land use and transit service can coalesce to reduce GHG emissions from transportation sources and help achieve statewide reduction goals. MTC is beginning to develop the *PBA2050+*.

- In Spring 2023, MTC initiated PBA2050+. The “plus” indicates that this is an interim four-year update. The update is relatively minor considering that it maintains the same demographic forecasts as PBA2050 and holds the horizon year of 2050 constant. MTC proposes to publish PBA2050+ in 2026. The next major PBA update is expected to commence in 2026 and be adopted in 2029.
- Following the passage of SB 375 a number of bills followed with a focus on streamlining the CEQA process for Transportation Priority Areas (TPA) and associated projects that would create new housing near transit. Reducing the environmental regulatory burden on transit-oriented projects was established in SB 226 (2011), which identified eligibility for projects that could move forward without reduced CEQA requirements. SB 743 went a step further, to exempt certain projects from CEQA provided those projects are located in TPAs and are consistent with a specific plan for which an EIR was certified.
- The most recently completed Regional Housing Needs Allocation (RHNA) Plan for 2023-31 cycle, dated December, 2021, shall be incorporated into *CTP2050* through the alignment of housing forecasts with *PBA2050*. The region-wide push to improve housing stock resulted in changes to land use patterns that would result in the conversion of existing retail and office spaces to multi-family housing. Through its comprehensive Land Use Information System (LUIS) database, CCTA will track the new desired land use pattern of the latest RHNA, which is significantly different from past plans.

#### **MTC CTP GUIDELINES**

MTC is required to provide guidance on the development of CTPs to ensure that a consistent planning framework is used to inform policy and investment decisions. MTC’s most recent guidance was adopted by the Commission in November 2022 and amended in March 2023 to include transit priority and recovery policies and actions related to COVID.



MTC uses the CTP Guidelines to encourage cooperation and consistency in the CTA's approach to countywide planning.<sup>1</sup> The purpose of the Guidelines is to encourage CTAs to base their CTPs on MTC's most recently adopted RTP/SCS, and for the completed CTPs to feed into the forthcoming RTP/SCS. This approach improves the consistency of demographic assumptions, computer modeling, financing, projects and programs between the RTP/SCS and the individually-generated CTPs from each of the nine Bay Area counties. By following the Guidelines, which are advisory in nature, a number of benefits are realized. Most importantly, the Guidelines allow for an apples-to-apples comparison of various transportation strategies from different counties, and avoids inconsistencies (both demographic and financial) that could significantly change the forecasted outcomes. Consequently, in accordance with the Guidelines, CTP2050 will be based on PBA2050, and will inform the development of future PBA updates .

The full MTC Guidelines are shown in Appendix B. A summary is shown below:

- a. Outreach: Conduct and outreach and engagement effort similar to MTC's
- b. Regional Coordination: Engage with MTC/ABAG staff on CTP scope, schedule, milestones, adoption.
- c. Planning assumptions (land use forecast) should be consistent with PBA 20250.
- d. Performance Framework: Establish a performance framework that is consistent with CMP, includes mandatory GHG and housing targets, identifies metrics including VMT and equity measures to evaluate multimodal performance. The performance framework should address transit speed and reliability targets that will support recovery of transit ridership to pre-COVID levels.
- e. Strategies: Incorporate strategies found in PBA2050, and document cases where these strategies were not included in the CTP. Prioritize strategies that:
  - i. Improve transit speed and reliability;
  - ii. Support development of MTC's regional growth framework;
  - iii. Advance equity;

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<sup>1</sup>Note: In 2015 the Congestion Management Agencies (CMA) of the Bay Area elected to change names to Countywide Transportation Agency (CTA) to respond to SB 743 and the focus on Vehicle Miles Travelled rather than congestion (Level of Service).

- iv. Support resilience to climate change;
- v. Align with federal, state, and regional funding program objectives and eligibility requirements.
- f. Transportation Project List: Develop a financially *unconstrained* list of projects in year-of-expenditure dollars. Differentiate between projects and programs that enhance capacity and those that do not. Invest in projects that advance equity and improve mobility options for historically disadvantaged populations.
- g. Forecast and Report System Changes: Summarize changes in lane miles, transit vehicle miles, and active transportation system miles as a result of implementing the CTP. Forecast outcomes of implementation on VMT. Report out on modeling consistency.
- h. Investment and Growth Strategy: Explain how investments are consistent with and supportive of PDAs and other placetypes identified in MTC Res. No. 4503 (TOC Policy requirements).
- i. Prioritization and Near-Term Implementation Actions: Prioritize investments for implementation within 10 years of CTP adoption (by 2034). Prepare a 10-year implementation plan for advocacy, legislative initiatives required to implement the plan. Screen/bundle projects to align with regional objectives for climate, health, and equity.
- j. Updates: Update every 8 years before major PBA update. Complete by 2026 to inform the next major PBA Update.

CCTA is well positioned to adhere to MTC's guidelines, which to a large extent tie back to the 1991 Congestion Management Program legislation allowing counties in California to designate a Congestion Management Agency (CMA) responsible for managing the transportation system at a countywide level. Historically, CCTA has always had a head start in complying with the Guidelines. Our innovative GMP was instrumental in positioning the CCTA to become the CMA for Contra Costa; the development of the Action Plans, and maintaining a countywide model and databases, altogether helped contribute toward meeting not only the intent, but the letter of the Guideline requirements.

Table 1 below explains our approach toward fulfilling the MTC Guidelines.

TABLE 1: MTC CTP GUIDELINES

	MTC CTP REQUIREMENT	MEASURE J/CMP REQUIREMENT	APPROACH	ACTION	COMMENTS	REQUIREMENTS MET?
a.	<u>Outreach</u> : Conduct and outreach and engagement effort similar to MTC's.	Conduct public outreach for the Action Plans and CTP.	Prepare a public outreach plan for the CTP for review by the CCTA Board and MTC staff. Implement the CTP outreach plan during plan development through to adoption.	Consultant to prepare engagement plan for the CTP.	A significant public outreach effort was conducted during 2022 for the Action Plan Updates. A comprehensive Outreach Plan shall be developed and implemented for the CTP.	Yes.
b.	<u>Regional Coordination</u> : Engage with MTC/ABAG staff on CTP scope, schedule, milestones, adoption.	N/A	CCTA staff will share this OWP with MTC staff.	Forward draft CTP OWP to MTC staff for review and comment prior to CCTA Board adoption.	Staff will review MTC comments on the OWP and incorporate as appropriate prior to CCTA Board adoption.	Yes.
c.	<u>Planning Assumptions</u> (land use forecast) should be consistent with PBA 2050.	Maintain a Countywide Travel Demand Forecasting Model (the Countywide Model), and a land use database consistent with MTC/ABAG's model and data.	Adjust the CCTA's Countywide Model land use database to conform with CMP modeling requirements for consistency with PBA 2050. Conduct a local review.	This process was essentially completed during the Action Plan Updates. In consultation with MTC, CCTA staff will further study and evaluate issues with the PBA 2050 forecast as noted in the comments.	Some of the PBA 2050 forecasts show negative growth in subareas that had positive growth in PBA 2040. For example, PBA 2050 shows negative employment growth in the Tri-Valley by 2050.	Yes.
d.	<u>Performance Framework</u> : Establish a performance framework that is consistent with CMP, includes mandatory GHG and housing targets, identifies metrics including VMT and equity measures to evaluate multimodal performance.	The Performance Framework is met through the Action Plans, which include RTOs. The CTP will include VMT metrics at the Countywide and subregional level. Housing targets are covered in the planning assumptions, which assume a 2050 housing forecasts that covers the next several RHNA cycles.	Carry the Action Plan RTOs forward into the Countywide Plan. Use countywide RTOs where appropriate.	Apply the Action Plans to develop a performance framework for the CTP that is consistent with MTC requirements.	During development of the Performance Framework, CCTA staff should confer MTC staff on proposed approach.	Yes.
e.	<u>Strategies</u> : Incorporate PBA 2050 strategies, TCMs, local priorities and initiatives, PDAs, TOC policy, equity, resilience, and align strategies with federal, state, and regional funding program objectives.	>As the CMA for Contra Costa, CCTA develops this through the CMP. >The Updated Action Plans include RTOs for equity, safety, environment, and technology.	Link Action Plans to specific MTC strategies.	Develop a condensed matrix of actions, programs, and measures from the Action Plans, linking them to MTC strategies.	Include matrix in the CTP.	Yes.
f.	<u>Transportation Project List</u> : Develop a financially unconstrained list of projects in year of expenditure dollars. Differentiate between projects and programs that enhance capacity and those that do not. Advance equity.	>Measure J includes the requirement for the CTP, which historically has included the CTPL, which is financially unconstrained. >For the next expenditure plan, CCTA will develop a new TEP for analysis in the CTP. The TEP is financially constrained based upon future sales tax revenue and available leveraging. >As the CMA for Contra Costa, the CCTA is required to maintain a seven-year CIP for the CMP. The CIP is partially constrained financially.	>Develop and maintain the CTPL, which is financially unconstrained, and included in Volume 3 of the CTP. >Develop and maintain the financially constrained seven-year CIP for the CMP in year-of-expenditure dollars. >Develop alternative expenditure plans for the reauthorization of Measure J.	>Update CTPL project descriptions, project costs, and funding availability. >Develop TEP Alternatives	Timing of the CTPL update is linked to the CMP update. Work on TEP alternatives should advance using the existing CTPL, last updated in 2021.	Yes.

	<b>MTC CTP REQUIREMENT</b>	<b>MEASURE J/CMP REQUIREMENT</b>	<b>APPROACH</b>	<b>ACTION</b>	<b>COMMENTS</b>	<b>REQUIREMENTS MET?</b>
g.	<b>Forecast and Report System Changes:</b> Summarize changes in lane miles, transit vehicle miles, and active transportation system miles as a result of implementing the CTP. Forecast outcomes of implementation on VMT. Report out on modeling consistency.	Maintain a Countywide Travel Demand Forecasting Model (the Countywide Model), and a land use database consistent with MTC/ABAG's model and data.	Apply the Countywide Model to report system changes. Review CTPL to estimate changes in lane miles. The CTP EIR will estimate VMT outcomes for Build/No-Build and for TEP Alternatives.	Report system changes to the extent feasible using updated Countywide Model.	Data for Transit Vehicle miles and ATS miles not available.	Partially.
h.	<b>Investment and Growth Strategy (IGS):</b> Explain how investments are consistent with and supportive of PDAs, TRAs, HRAs, RHNA, job centers, and MTC Res. No. 4530 (TOC Policy requirements).*	The IGS requirement is unique to the MTC CTP Guidelines and policy requirements. It is not required by Measure C/J or the CMP.	CCTA updated the IGS in 2022 to address how investments are consistent with and supportive of the PDAs. Additional updates will be necessary to include other types of areas, such as TRAs and HRAs, as identified by MTC. Further updates to the IGS will commence following completion of CTP2050.	Additional updates to the IGS are not recommended at this time. CCTA staff will consult with MTC on the timing and scope of the next IGS update.	Subject to consultation with MTC, completion of the next IGS update is tentatively scheduled to begin in 2026 to inform MTC's next major update to Plan Bay Area, which is scheduled to commence in 2026 and be adopted in 2029.	Yes.
i.	<b>Prioritization and Near-Term Implementation Actions:</b> Prioritize investments for implementation within 10 years of CTP adoption (by 2034). Prepare a 10-year implementation plan for advocacy, legislative initiatives required to implement the plan. Screen/bundle projects to align with regional objectives for climate, health, and equity.	The Measure J Action Plans provide a list of actions for near-term implementation.	Look to the Action Plans for developing near-term implementation actions. The development of TEP alternatives addresses the projects and programs prioritization requirement.	Condense the Action Plans into a concise list of implementation actions for inclusion in the CTP.	For the CTP, use broader actions and policies that have an impact countywide.	Yes.
j.	<b>Updates:</b> Update every 8 years before major PBA update. Complete by 2026 to inform the next major PBA Update.	CCTA updates the CTP every four to five years.	Perform CTP Updates.	Perform CTP Updates.	Consider less frequent CTP Updates.	Yes.

\* PDA - Priority Development Area; TRA - Transit-Rich Area; HRA-High Resource Area; TOC - Transit Oriented Community.

## **Committee Structure of Carrying out the Proposed CTP Workplan**

In addition to input from the general public, six different committees will be involved CTP developments. As shown in the diagram below, the committee structure for the CTP would include the CCTA Planning Committee, three committees for local staff review, and two for stakeholder involvement. Local staff review would occur through the CTP Task Force, the Technical Coordinating Committee (TCC), and the RTPCs.

### **PLANNING COMMITTEE**

CCTA staff proposes to work primarily through the Planning Committee (PC), which is a standing legislative committee to the CCTA Board and subject to the Brown Act. The Planning Committee members may decide to delegate certain policy matters to an Ad-Hoc committee that would consist of two members of the Planning Committee. The Ad-Hoc would meet on an as-needed basis and would report back to the PC.

### **CTP TASK FORCE**

The CTP Task Force would serve as the primary group for reviewing progress and draft deliverables for the CTP. The Task Force would consist of the following members:

- Four RTPC Managers (One each from WCCTAC, TRANSPAC, TRANSPLAN, and SWAT).
- One Planner or Engineer from each RTPC.
- Representatives (one each) from BART, and one representative covering AC Transit, Tri-Delta, and WestCAT.
- One staff representative from MTC.

From time to time, at key milestones, staff will provide updates to TCC and the RTPCs, and upon request will be available to make presentations on specific topics of interest.

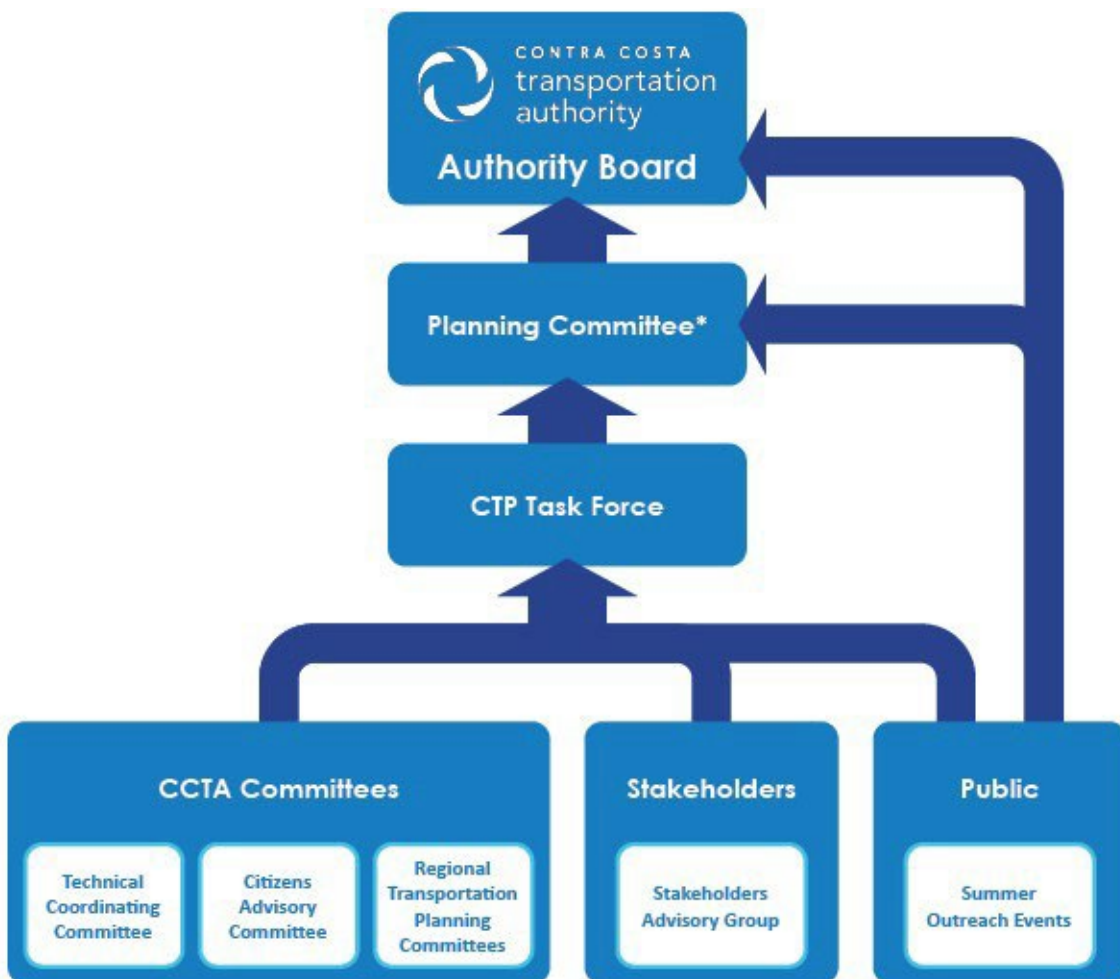
Stakeholder involvement will involve two committees: 1) the CCTA Citizens Advisory Committee, and 2) a Stakeholder Advisory Group.

### CITIZENS ADVISORY COMMITTEE

The CCTA CAC is a standing legislative committee to the Board consisting of 20 public citizens each appointed by the 20 local jurisdictions in Contra Costa, plus three “at large” members appointed by community-based stakeholder organizations and subsequently appointed to the CAC by CCTA. Staff would report out to the CAC at key milestones throughout the CTP development process.

### STAKEHOLDER ADVISORY GROUP

The Stakeholder Advisory Group is comprised of a wide range of representatives from community-based stakeholder organizations. For information on the membership of this group, please visit [www.ccta.net](http://www.ccta.net) for current information.



\* The Planning Committee may delegate certain policy matters to an Ad-Hoc committee consisting of two members of the Planning Committee.

## **Developing CTP2050 – A Three-Phased Approach**

CCTA staff and consultants propose to develop CTP 2050 using the following three-phased approach:

- Phase 1: Project Initiation, Background, and Visioning
- Phase 2: Draft Project Components
- Phase 3: Draft CTP Update and Adoption

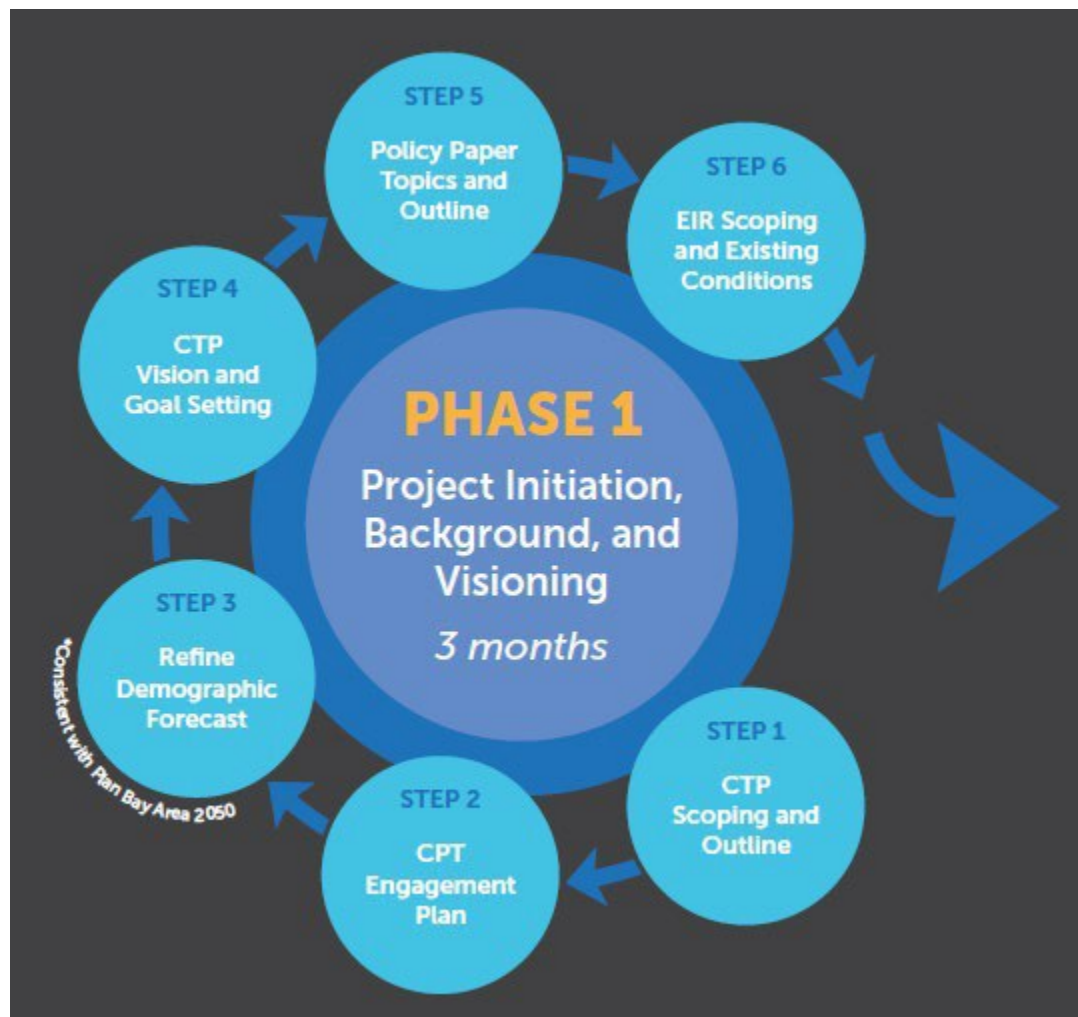
### **PHASE 1 – PROJECT INITIATION, BACKGROUND AND VISIONING**

The first phase of *CTP2050* involves scoping out the Plan and creating a preliminary outline for the Plan contents. We will set up the public engagement plan, refine the demographic forecasts, craft a new vision, and examine key policy issues by developing focused white papers on key topics that affect our transportation future.

This first phase will also involve positioning CTP2050 for compliance with CEQA requirements. Presently, we anticipate that CCTA will need to conduct a programmatic environmental review for the Plan. To accomplish this, Phase 1 includes scoping out the EIR, defining “the Project,” and beginning work on the Existing Conditions report in accordance with CEQA. These initial steps lay the groundwork for preparing a Draft EIR in parallel with the draft Plan.

## Public Outreach

The Authority will perform countywide public outreach beginning in June 2023 through October 2023. The staff and consultant team will work on explaining *CTP2050* and listening to the public to help update CTP goals and identify new projects. The outreach process may include jurisdiction sponsored events, focus groups, surveys, stakeholder interviews, and various public workshops.



The Draft Action Plans, which were developed at a sub-regional level, were approved by the respective RTPC Boards, and forwarded to the Authority Board in April 2023 for acceptance and considerations to be incorporated in the *CTP2050*. Authority staff will work with the consultant team and the RTPCs to determine how to orchestrate the CTP public outreach efforts to complement the outreach that was completed for the Action Plans.



### **Vision, Goals, and Strategies**

The CTP lays out the Authority's vision for Contra Costa's future, the goals, and strategies for achieving that vision, and future transportation priorities. CTP2050 provides an opportunity to re-evaluate the vision and goals to adjust to a changing transportation landscape. These changes include population growth, new housing, jobs relocations, completed projects, new legislation, impacts of the pandemic, and last but certainly not least, the latest technologies, such as autonomous vehicles and even flying cars, which hold promise to transform our transportation future.

To re-evaluate the CTP's vision and goals, CCTA staff and consultants will consider a number of factors, including, but not limited to: 1) The previous vision and goals adopted in the 2017 CTP; 2) the vision and goals of the last TEP (2020); 3) new elements to consider that will support the transition to CCTA 4.0.

Establishment of the new CTP2050 vision and goals will be led by Authority staff with support from consultants and will consider issues at both the countywide and sub-regional level through a committee structure that is tailored to listening to and hearing the concerns and needs of the traveling public.

Once the new vision is established, we will review and update the CTP goals. These goals were significantly revised for the 2017 CTP to make them more succinct, to align them with regional and state initiatives, to provide flexibility in implementation, and to transition from big projects toward efficiency and intelligent transportation systems (ITS). The goals for *CTP2050* should also lay the groundwork for transitioning to CCTA 4.0.

### **Demographic Forecast**

Forecasts for the number of people, houses, and jobs in Contra Costa are dictated by MTC and ABAG. Two regional guidelines are in effect: First, MTC's CTP Guidelines specify that each county's CTP should use forecasts that are consistent with the most recently adopted RTP (PBA 2050). Second, MTC has adopted CMP Guidelines that include more stringent requirements for percentage variations and adherence to county and regional totals.

Adhering to these guidelines requires that the CTP use a horizon year of 2050. Anything beyond 2050 is not available from MTC, and moving the horizon year closer (to say, 2040) is inadvisable as that could be viewed as a variance from the MTC guidance. CCTA does have some flexibility in selecting specific years for the Base Year and the Interim Years.

- a. Base Year: What year will serve as the baseline for the CTP? Pre-COVID? Post COVID? MTC uses 2015 (pre-COVID). Other years may be considered, such as 2018.
- b. Interim Years: Sometimes, interim years are useful to study, especially in high-growth areas. 2030, and 2040 are possible interim years.
- c. Horizon Year: The latest MTC forecast goes out to 2050. Longer-range forecasts (beyond 2050) are not available from MTC.

### **Policy Papers**

Many options lie ahead in terms of policy decisions and preferred strategies. For example, development of the TEP requires agreement on a financial framework that determines the amount of revenue available for transportation improvements. Estimating future revenues requires assumptions for how long the new sales tax shall remain in place, and whether it will overlap the existing Measure J, or simply extend out from 2034?

Another major policy issue involves the Measure J GMP. Should the CCTA revise the GMP to more closely align with new transportation imperatives? Re-writing the GMP is a major task in itself that could take many months and possibly years to accomplish.

To frame these issues for discussion, Authority staff will prepare a series of policy papers:

1. Public Transit: This policy paper will provide an overview of existing services, including BART, rail, ferry service, bus transit, and paratransit. Address first/last mile connection issues, corridor-wide safety improvements, and post-COVID transit recovery strategies.
2. Active Transportation: An overview of bicycle and pedestrian modes of travel, micromobility, options for increasing mode share and improving safety.
3. Roadways and Vehicles: A review of proposed freeway improvements, multiple use of streets, operations, maintenance, congestion and delay, curb management, and parking.

4. Climate Change and Sustainability/Resilience: A study of strategies for reducing GHG emissions and vehicle miles travelled.
5. Innovation and Technology: Evaluation of strategies for improved signal interconnection, accelerated deployment of electric vehicles, CAVs, Maas, and zero-emission vertical take-off and landing vehicles.
6. Growth Management, Housing and Land Use: Discuss options for addressing the Urban Limit Line expiration (2026), realigning the GMP with SB 743 to focus on VMT impacts of new development, possible roles for CCTA on encouraging housing production, and streamlining project delivery.
7. Safety: Review historical safety data for fatalities, injuries, and property damage in Contra Costa. Address strategies for achieving “vision zero”. Review current evacuation plans and improvement strategies.
8. Equity: This paper will study transportation services in Equity Priority Communities (EPCs) and present strategies for improving services for these communities.
9. Additional Topic if Needed: This is a placeholder for an additional policy paper if necessary, which may include Corridor, Priority Development Areas (PDAs), Data and Modeling.

## **PHASE 2 – DRAFT PROJECT COMPONENTS**

The second phase of *CTP2050* creates the essential building blocks for establishing a comprehensive countywide transportation plan for Contra Costa. This phase will require updating the CCTA’s Comprehensive Transportation Project List, which is financially unconstrained and includes visionary projects that could not be included in *PBA2050* due to funding limitations.

Phase 2 also involves developing corridor plans for key multi-modal transportation thoroughfares that traverse through and connect the RTPCs. By focusing on individual corridors while developing a comprehensive project list, we can begin to evaluate the performance of various project components to determine the cost effectiveness of proposed major projects. The performance evaluation will use the RTOs established in

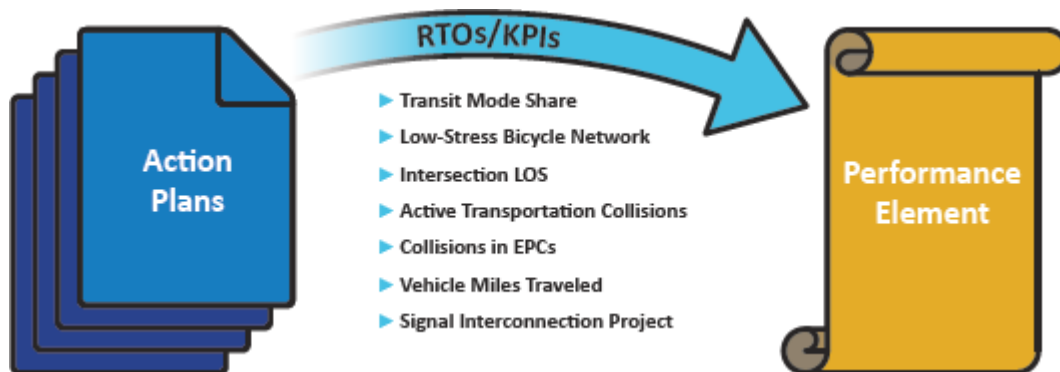


the Action Plans plus other more global metrics, such as impacts on GHG and VMT, to evaluate the corridors.

#### **Action Plan Updates Serve as the Performance Framework**

As with the CTP, the Action Plan requirement has its basis in Measure C (1988). The Action Plan requirement reflects the understanding that no one jurisdiction can solve the

problems of roads that serve both local and regional traffic. Measure J requires the Action Plans to establish performance objectives for each Regional Route and actions to achieve them. It also requires these plans to establish a process for environmental consultation, and a schedule and procedure for review of certain development projects. For the CTP2050, the Action Plan performance objectives were expanded to apply not only to Regional Routes, but also to pedestrian trails and transit routes of regional significance. In the most recent update to the Action Plans, the performance objectives are called Regional Transportation Objectives (RTOs) to emphasize the shift away from “service levels” on highways.



The Action Plan updates, which were completed during 2022 and presented to the Board in April 2023, gave an opportunity to review conditions and affirm or update the RTOs to better match local conditions and the actions identified to achieve them. RTOs do not need to be “one size fits all” nor do they need to focus solely on levels of service for vehicles. The RTOs are meant to reflect what kind of performance the subregions hope to achieve on the Regional Routes: Is person throughput key or is reliability more important? Is improving pedestrian safety and connectivity key or is transit time and reliability? Should the RTOs differ in different segments of the Regional Routes to reflect the surrounding land use context?

The use of a broader range of performance measures is receiving greater emphasis from the federal, State, and regional transportation agencies. (MTC, for example, is using economic and environmental measures as well as more traditional transportation measures in its current SCS/RTP process.) In that regard, for the 2022 Action Plan updates, the RTOs were expanded to include safety, environment, and equity.

The Action Plans may take a different perspective on issues of concern, such as a greater emphasis on alternative modes of travel and their needs rather than a roadway focus. The Action Plans and RTOs must also respond to the Complete Streets Act, PBA2050, the emphasis on accommodating greater growth within PDAs and TPAs, and the RHNA.

The Action Plans are not “financially constrained”, which allows the RTPCs to consider projects that currently do not have adequate funding for construction. CTP2050 will be used to help set Contra Costa’s priorities for a financially constrained list of projects and programs. These priorities will feed into the next RTP and also guide development of an Expenditure Plan for the reauthorization of Measure J.

A consultant team led by Placeworks assisted the RTPCs with the Action Plan updates.

#### **Update Countywide Model**

The CCTA maintains a countywide travel demand forecasting computer model that serves as our “crystal ball” for seeing travel patterns that will occur 20-to-30 years into the future. The Countywide Model was recently updated to incorporate the land use projections developed by MTC/ABAG for PBA2050. The model was applied during development of the Action Plans to assess RTOs and evaluate alternative transportation strategies.

The model is ready for use on CTP2050 and will be an essential tool for assessing the environmental impacts of the Plan through CEQA. Only a few minor “tune-ups” are needed before proceeding: One is to check the land use base year to make sure that it is consistently applied and conforms to MTC’s base year demographics; a second adjustment is to update the model network for the base year and review the network assumptions for the forecast years to ensure consistency with PBA2050.

#### **Transportation Project List**

Historically, the CCTA has maintained a financially unconstrained list of projects that local jurisdictions and public agencies hope to implement in the coming decades. The list is extensive, with over 1,200 projects totaling \$12 billion in construction value.

As the CMA for Contra Costa, CCTA has the responsibility to maintain and regularly update the CTPL. This update involves several things. First, projects that were on the list any that have been completed need to show a status change to “completed” and moved off the list. Similarly, new projects that have arisen through the Action Plans or other studies and initiatives need to be added, to show the descriptions and cost estimates. Most of the work in updating the CTPL lies in going through all of the projects that are still in the planning and engineering phase to update the cost and status of each project.

The CTPL update is included as a key element to this work plan. The financially constrained TEP alternatives will draw from this master project list to form the basis for the next sales tax renewal. As such, it is important that the CTPL project descriptions, costs, funding, and status are reliably and accurately portrayed.

### **Financial Element**

As with previous expenditure plan funding measures, CCTA needs to establish the principles and assumptions that will guide the financial forecast for the next measure. CCTA shall establish revenue estimates for a new sales tax measure based upon an assumption of the sales tax percentage, and the number of years that the sales tax will remain in place.

The initial Measure C, approved in 1988 by a simple majority, assumed a one-half percent tax for 20 years. In the early 1990’s, the *Rider Decision* changed California statutes, defining self-help County tax measures as a special tax that requires a two-thirds majority of voters for approval. The second measure (J), extended the half-cent tax by 25 years, from 2009 to 2034 and was passed by a supermajority of 70.4 percent. In 2016, Measure X assumed an additional half-cent through 2034, and a one-percent extension through 2056. That measure failed by a very close margin. In 2020, a fourth measure, called Measure J, had similar financing assumptions to Measure X, but failed to garner a supermajority of the vote.

CTP2050 will establish a revenue estimate for the next measure based on a number of decisions that will take place during Spring of 2023 through a process of outreach to the public and consultation with stakeholders. Once the measure is defined, CCTA staff and consultants will expand the financial element of the CTP to include all future local, regional, state, and federal funding to determine the full capacity for funding capital

projects and operational programs. This estimate could be on the order of \$4 to \$5 billion, depending on the assumptions made.

### **Investment and Growth Strategy**

Preparation and adoption of an Investment and Growth Strategy (IGS) (formerly the PDA Investment and Growth Strategy) by each CMA in the Bay Area is required by MTC in the CTP Guidelines and in Resolution 4250, which outlined the project selection policies and project programming for the third round of the One Bay Area Grant program (OBAG 3) .

The first IGS was adopted by CCTA in 2013. It established the objectives and actions to give priority to projects that support planned development in PDAs. The IGS was updated in 2017 for OBAG 2. CCTA completed a second IGS update in 2021 and submitted it to MTC on March 17, 2022. This latest version of the IGS should be adequate. CCTA will undertake another update if requested by MTC.

This update to the IGS has a broader reach, addressing not only PDAs, but also encouraging and supporting projects that support the development of designated Transportation Priority Areas (TPA), Equity Priority Communities (EPC), and Production Priority Areas (PPA) as identified by MTC in PBA2050. Most of these areas were adversely affected by COVID as seen in the dramatic drop in transit ridership. In response, MTC is requiring that the Countywide Transportation Agencies (CTA) prepare a third IGS update that includes strategies for returning to pre-COVID transit ridership levels.

### **Developing a Comprehensive List of Projects**

Essential to developing an up-to-date and accurate plan will be an up-to-date and accurate list of projects and programs. To develop both *CTP2050* and the 2023 Congestion Management Program (CMP) — as well as many other planning efforts — we will need local agency help in updating the CTPL. The CTPL is the “master” project list. It is built on the Action Plans and local agency capital improvement programs and is used to develop the CMP, the STIP, Plan Bay Area and other plans. Unlike the project list for the RTP, which must assume the limitations of expected funding, the CTPL is financially unconstrained.



### **PHASE 3 – DRAFT CTP UPDATE AND ADOPTION**

The third and final phase for *CTP2050* is publication of the draft CTP and EIR. Based upon the outline developed in Phase 1 and applying the various CTP elements established in Phase 2, staff and consultants will prepare the Draft *CTP2050* for public review. Prior to publication, each chapter of the CTP will be reviewed by the CTP Task Force. This level of review will ensure consistency with the Action Plans by gaining the RTPC perspective on proposed CTP policies and initiatives drawn from the Action Plans.

Phase 3 also covers the preparation and release of the Draft EIR. The proposed schedule assumes that the timeline for public review of draft *CTP2050* will coincide as closely as possible with the CEQA-required 45-day public review of the Draft CTP EIR. During public review, CCTA will hold a public hearing to receive comments on both the Plan and the EIR. Following the close of the public review period, CCTA staff and consultants will prepare the response to comments and incorporate comments into the final CTP as appropriate.

The CCTA Board is scheduled to adopt the final EIR and CTP in Spring of 2025. Following this step, the RTPCs will re-visit the Action Plans and adopt them as final. Because the Action Plans are subject to CEQA review, final adoption by the RTPCs must occur after the CCTA Board has approved the Final CTP EIR.

Publication of the final CTP and EIR will be done virtually through the CCTA web page. Printed copies will be available in limited quantities for review at the CCTA offices and in public libraries of Contra Costa.



## **Overall Schedule**

The development of the *CTP2050* was initiated in Spring 2023 and it is anticipated that the overall process, which includes the three phases outlined above, will be completed approximately in 2025 with final adoption by the Authority Board in Spring 2025.

## **APPENDIX A – ADDITIONAL CTP-RELATED CCTA ACTIVITIES**

### **THE 2023 CMP UPDATE**

As a congestion management agency, the Authority must prepare and update its CMP, which includes a seven-year capital program of projects to maintain or improve the performance of the system or mitigate the regional impacts of land use projects. The State Transportation Improvement Program (STIP) is the five-year plan adopted by the California Transportation Commission (CTC) to allocate funds for state highway improvements, intercity rail, and regional highway and transit improvements. Both the CMP and STIP project lists must be updated every two years. The current CMP is from 2021; the current STIP was updated in 2022 but an updated project list must be submitted to the CTC in 2025.

Given the interrelated nature of these project lists, it is most efficient to ask for all projects at once. The CMP and CTP have compiled project lists through the Authority's web based CTPL. This tool again has the potential for helping with setting priorities efficiently for the next CTP and RTP and serves as a resource in discussing a possible Measure J renewal/extension.

Due to passage of SB 743, the GMP has implemented the new vehicle miles traveled (VMT) metric as required for analyzing the impacts of development on the transportation system, while the CMP process still requires use of the "retired" LOS metric. Currently the State has not indicated whether it will attempt to unify these disparate policies in the two legislative requirements.

For the purposes of *CTP2050*, CCTA staff proposes to focus primarily on VMT. This would include the travel analysis for the CTP EIR, which is required under CEQA to assess VMT rather than LOS. While LOS requirements still exist in the Action Plans, the application of LOS standards will be limited to local projects, while corridor and systemwide impacts will be evaluated using VMT.

### **CYCLE 3 FEDERAL FUNDING**

As part of the RTP update process, MTC called on transportation agencies in the region's counties to provide requests for "Cycle 3" federal funding. The following MTC programs will be funded through this method:

- OBAG program (\$45.2 million) – call for projects completed;
- Safe Routes to School program (\$3.3 million) – call for projects completed;
- PDA/TPA Planning Grant Program (amount TBD) – call for project following adoption of 2023 Update to the Investment and Growth Strategy<sup>2</sup>.

### **2023 STRATEGIC PLAN FOR MEASURE J**

The current Strategic Plan was completed in 2023 and the Plan will be updated again in 2025. The update will reassess long-range estimates of sales tax revenues under Measure J, make adjustments to its guiding policies, and make financial commitments to individual projects. This program of projects is the basis for evaluating requests for fund appropriations, which may not exceed those listed in the program. Measure J funds are limited so project proponents are expected to apply for all available funds from other sources to maximize the "leveraging" of Measure funds.

Work on the next Strategic Plan will likely begin in early 2025, after adoption of CTP2050. Measure J project funds are about 92 percent expended, so there is little capacity to add new projects.

### **2024 STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP)**

The State Transportation Improvement Program (STIP) is the biennial five-year plan adopted by the Commission for future allocations of certain state transportation funds for state highway improvements, intercity rail, and regional highway and transit improvements. It parallels the federal Transportation Improvement Program, or TIP, which programs federal transportation funds.

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The 2024 STIP recommendations will go to CCTA in the Fall of 2023. The CTC will adopt the 2024 STIP in April 2024. The fund estimate for the 2024 STIP will be available in August 2023. Staff anticipates that less than \$11m in funding will become available.

**APPENDIX B: MTC RESOLUTION 4550 - GUIDELINES FOR  
COUNTYWIDE TRANSPORTATION PLANS**

Date: November 16, 2022  
W.I.: 1121  
Referred by: PLNG

Attachment A  
Resolution No. 4550  
Page 1 of 14

# Guidelines for Countywide Transportation Plans



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The intent of these guidelines is to provide context for coordinated transportation and land use planning in the San Francisco Bay Area by developing a common planning framework between Countywide Transportation Plans (CTP) and the San Francisco Bay Area's Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS, herein referred to as "Plan Bay Area"), reflective of state and regional climate and equity goals. As such, these guidelines are intended to guide the development of the next round of CTPs, which are expected to inform the development of the next major update of Plan Bay Area, expected to begin in 2026 and be adopted in 2029.

## **A | PLANNING CONTEXT**

### **CTP Background**

In 1988, the State legislature passed Assembly Bill 3705 (Eastin), authorizing Bay Area counties to develop CTPs on a voluntary basis. The provisions in AB 3705 are codified in Section 66531 (see Appendix A) of the California Government Code and were modified by the passage of AB 1619 (Lee) (Statutes of 1994, Chapter 25). Among other things, the law suggests content to be included in CTPs and clarifies relationships between the CTP and the RTP, and between the CTP and Congestion Management Programs (CMPs).

Importantly, the state law established an inter-dependent relationship between CTPs and the RTP and provided a pathway for regionally significant local policies and priorities to be included into the RTP if the CTP was prepared in a consistent manner as the Commission's preparation of the RTP (see Appendix B). The statute promoted compatibility between CTPs and the RTP through a common planning framework, even though the plans may differ in scope.

CTPs and MTC's guidelines have evolved since the passage of AB 3705. The Bay Area's County Transportation Agencies have prepared and updated CTPs to build consensus toward countywide transportation visions, guide long-term decision-making, reflect local policies and priorities, and inform transportation funding decisions. CTPs continue to be a primary input into the preparation of Plan Bay Area. Accordingly, MTC's guidelines are intended to establish a common framework for CTPs that encourages compatibility of the plans with Plan Bay Area.

### **Plan Bay Area**

On October 21, 2021, the Metropolitan Transportation Commission (MTC) and the Executive Board of the Association of Bay Area Governments (ABAG) jointly adopted the third iteration of Plan Bay Area, *Plan Bay Area 2050*. Plan Bay Area 2050 connects the elements of housing, the economy, transportation, and the environment through 35 strategies that aim to make the Bay Area more equitable for all residents and more resilient in the face of unexpected challenges. In the short-term, the Plan's implementation plan identifies more than 80 specific actions for MTC, ABAG, and partner organizations to take over the next five years to make headway on each of the 35 strategies and achieving Plan Bay Area goals and objectives.

Plan Bay Area grew out of the Sustainable Communities and Climate Protection Act (Sustainable Communities Act, SB 375, Chapter 728, Statutes of 2008), which requires each of the state's 18 metropolitan areas to identify transportation and land use strategies to reduce per capita greenhouse gas (GHG) emissions from cars and light trucks. Pursuant to SB 375, the California Air Resources Board

(CARB) sets regional targets for GHG emissions reductions. These emissions reduction targets are the state's primary mechanism to achieve statewide GHG emissions reduction goals for cars and light trucks. In 2010, the Bay Area's reduction targets were set at 7 percent per capita by 2020 and 15 percent per capita by 2035, with both targets compared to 2005 emissions levels. In 2018, CARB updated the regional emissions reduction targets in order to make significant progress in achieving the state's 2030 emissions target. The Bay Area's current GHG emissions reduction targets are 10 percent per capita by 2020 and 19 percent per capita by 2035<sup>1</sup>. CARB is tasked with monitoring statewide progress toward meeting regional emissions reduction targets every four years (2018, 2022<sup>2</sup>, etc.) and updating the regional emissions reduction targets every eight years (2018, 2018, etc.) to ensure the state is on course to achieve climate goals.

### **State Goals**

Since SB 375 was enacted in 2008, state policy has continued to emphasize accelerated achievement of GHG emissions reduction goals. The CARB scoping plans (2017 and 2022<sup>3</sup>) contain statewide strategies to meet GHG emissions reduction targets and reach carbon neutrality. The scoping plans emphasize the state's need to significantly reduce vehicle miles traveled (VMT) and increase walking, biking, and transit usage.

More recently, the state has also identified equity as an equally important goal in its transportation planning and funding policies. CAPTI, the state's Climate Action Plan for Transportation Infrastructure (March 2021), supports the California Transportation Plan by creating a framework for aligning the state's transportation investments with its climate, health, and social equity goals. CAPTI also recognizes the need to reduce VMT and increase walking, biking, and transit usage. As a result, transportation projects and policies that reduce VMT are expected to receive higher priority and be more competitive for state funding programs than projects that increase VMT moving forward.

Across these recent state activities, the state has recognized the need to (1) pivot from investing in auto-oriented projects that increase VMT to those that enhance active and shared mobility options; (2) better manage the existing transportation system through managed lane networks, pricing mechanisms, and seamless transit enhancements; (3) leverage new mobility options such as autonomous vehicles and shared micromobility; and (4) improve the alignment of local and regional land use and housing planning.

### **Reflecting Local, Regional, and State Goals and Policy**

Advancing a common CTP planning framework contributes to an effective regional planning process. Documenting how investments implement county and regional priorities helps to illustrate how the region is achieving its climate, equity, and land use goals. Understanding county and local priorities ensures that they are considered for inclusion and integrated with the regional plan.

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1 <https://ww2.arb.ca.gov/our-work/programs/sustainable-communities-program/regional-plan-targets>

2 The Draft 2022 Progress Report was released in June 2022, and is expected to be finalized sometime in 2022.

3 The Draft 2022 Scoping Plan was released in May 2022, and is expected to be finalized sometime in 2022.

## **B | CTP RECOMMENDATIONS**

The intent of the recommendations in the following section, as well as the RTP/SCS elements described in Appendix B, is to strengthen compatibility between CTPs and Plan Bay Area through a common planning framework, even though the plans may differ in scope. Accordingly, the Bay Area's County Transportation Agencies should include the following recommendations, to the extent practical, in their respective CTP:

### **1. Outreach and Engagement**

- Implement a public outreach and engagement effort in a manner consistent with MTC's Public Participation Plan (<https://mtc.ca.gov/about-mtc/public-participation/public-participation-plan>).
- Follow current best practices related to virtual and in-person public participation, outreach, and engagement, see the Best Practices for Equitable Engagement primer for examples (<https://abag.ca.gov/technical-assistance/best-practices-equitable-engagement>).
- Lower participation barriers for hard-to-reach populations, Limited English Proficient (LEP) speakers, people with disabilities, and those who historically have been excluded from weighing in on public decision-making processes.
- Document the outreach process, including efforts to lower participation barriers, see the Plan Bay Area 2050 Public Engagement Report for example documentation ([https://www.planbayarea.org/sites/default/files/documents/Plan\\_Bay\\_Area\\_2050\\_Public\\_Engagement\\_Report\\_October\\_2021.pdf](https://www.planbayarea.org/sites/default/files/documents/Plan_Bay_Area_2050_Public_Engagement_Report_October_2021.pdf)).

### **2. Regional Coordination**

- Engage with MTC/ABAG staff during the project scoping phase and include an MTC/ABAG representative on relevant technical advisory committees and/or working groups.
- Notify MTC/ABAG of project milestones, including comment period(s) for the draft CTP and adoption of final CTP.

### **3. Planning Assumptions**

- Use planning assumptions consistent with the latest adopted Plan Bay Area (see Appendix C). Planning assumptions are inclusive of the projected population, household, and job growth in the Regional Growth Forecast; the growth geographies in the Regional Growth Framework; and the anticipated regional, state, and federal revenues in the Transportation Revenue Forecast.
- Document differences with Plan Bay Area's planning assumptions, including any new transportation revenue sources and/or strategies to fund investments within the county. Discuss sources of potential new revenues, the forecasted amount of potential new revenues, and near-term actions to ensure their availability.
- Select planning horizons that cover a 25 to 30-year period.

### **4. Performance Framework**

- Establish a performance framework to demonstrate how CTP investment decisions support multimodal transportation and land use goals and objectives.
- Establish transportation and land use goals and objectives that reflect local priorities, but also consider Plan Bay Area's overall vision, goals, and cross-cutting issues (see Appendix C),

including the region's two mandatory targets to (1) reduce GHG emissions from cars and light trucks, and (2) house the region's projected population growth at all income levels.

- Identify quantifiable metrics—including *VMT and equity measures*—to evaluate multimodal system performance of CTP implementation.
- Establish a performance framework that is consistent with applicable multimodal performance elements of Congestion Management Programs (CMP) and provides a long-range vision for the CMP, if prepared for the county.

## 5. Strategies (i.e., Investments and Policies)

- Incorporate, to the extent practical, Plan Bay Area's transportation strategies—*defined as a set of multimodal transportation investments (projects and/or programs) or transportation policies* (see Appendix C)—and document and explain how CTP investments and policies are consistent with and supportive of their implementation. Similarly, document the basis for the exclusion of any Plan Bay Area transportation strategies.
- Incorporate, to the extent practical, the Bay Area Air Quality Management District's (BAAQMD) Clean Air Plan and its respective Transportation Control Measures (TCM) (<https://www.baaqmd.gov/plans-and-climate/air-quality-plans/current-plans>).
- Reflect local priority strategies, especially those established through other local planning initiatives, including, but not limited to:
  - Active Transportation Plans, Complete Streets and Safe Routes to School efforts; or,
  - Community Based Transportation Plans (CBTP);
  - Corridor studies, including Comprehensive Multimodal Corridor Plans (CMCP);
  - Local/modal studies conducted by the county(s) or transit agency(s);
  - Regional and/or sub-regional transportation studies; and,
  - Specific Plans for Priority Development Areas (PDA);
- Prioritize strategies that support and encourage development in the regional growth framework (growth geographies), particularly in PDAs and locations subject to the regional Transit-Oriented Communities (TOC) Policy (MTC Res. No. 4530).
- Prioritize strategies that advance equity, especially those that affect historically and systemically marginalized, underserved and excluded groups, including people with low incomes, people with disabilities, and communities of color.
- Prioritize strategies that are resilient to future uncertainties, including strategies that address effects of climate change (e.g., sea level rise and intensified drought and wildfires).
- Evaluate strategy alignment with federal, state, and regional funding program objectives and eligibility requirements.

## 6. Transportation Project List

- Coordinate with cities and transit operators within the county to prepare a list of transportation investments (projects and programs).
- Incorporate both funded and unfunded investments and include relevant project and program details, including design concept and scope, system capacity impacts (i.e., new lane miles), cost, funding, and schedule.
- Escalate cost estimates into year-of-expenditure dollars and document inflation rate assumptions.

- Differentiate between projects and programs that increase transportation system capacity and those that do not. Projects and programs that do not increase system capacity may be bundled into group listings or programmatic investments.
- Advance equity through investments and policies that improve mobility options for residents of Equity Priority Communities (EPC) and other historically disadvantaged populations, such as by advancing priorities included in CBTPs.

## **7. Forecast and Report System Changes**

- Forecast and report outcomes of implementing the investments and policies in the CTP, including, but not limited to changes in passenger car VMT compared to a performance baseline (i.e., model base year, current conditions, or Plan Bay Area forecast). Report VMT for both the performance baseline and for the CTP.
- Represent CTP investments and policies, to the extent possible, in the county or regional travel demand model to forecast multimodal system performance.
- Prepare consistency documentation in regard to the county's Model Development – Base Year(s) and Model Development – Forecast Year(s) processes described in the *MTC Guidance for Model Consistency, Collaboration, and Transparency* guidance (see Appendix C). Indicate if county model is consistent with established statement of Modeling Consistency for CMPs or provide documentation to explain how and why modeling assumptions, settings, versions, inputs, and forecasts differ from those discussed during Model Development – Base Year(s) and Model Development – Forecast Year(s) processes.
- Summarize and report, to the extent practical, the estimated change in street and highway lane miles, transit vehicle miles, and active transportation systems miles, from implementing the investments and policies in the CTP.

## **8. Investment and Growth Strategy**

Document and explain how investments and policies are consistent with and supportive of implementation of the regional growth framework and other regional policies, including:

- PDAs, Transit-Rich Areas (TRAs), and High-Resource Areas (HRAs) forecasted to take on significant housing growth in Plan Bay Area (total number of units), including Regional Housing Needs Assessment (RHNA) allocations, as well as housing production, especially those PDAs, TRAs, or HRAs that are delivering large numbers of very low-, low-, and moderate-income housing units;
- Dense job centers in proximity to transit and housing (both current levels and those included in Plan Bay Area) especially those which are supported by reduced parking requirements and transportation demand management programs; and,
- Regional TOC Policy requirements (MTC Res. No. 4530), particularly the TOC Policy requirements for parking management and transit station access and circulation.

## **9. Prioritization and Near-term Implementation Actions**

- Prioritize a set of investments and policies that can reasonably be implemented within a 10-year period post CTP adoption, with an emphasis on investments and policies that respond to local needs, achieve locally identified performance goals and objectives, and advance regional and state objectives (e.g., reduce GHG emissions and reduce VMT).

- Prepare an implementation plan to identify near-term actions necessary to implement the 10-year priority investments of the CTP. Near-term actions may include advocacy and legislation; new, existing, or restructured initiatives; and planning or research.
- Screen unfunded priority investments for alignment with federal, state, and regional funding program objectives and eligibility requirements. Consider bundling projects or programs into investment packages to ensure alignment with the state's climate, health, and social equity goals.

## **10. Updates**

- CTPs should be updated at least every 8 years before the adoption of major updates to Plan Bay Area. The adoption of the next major update to Plan Bay Area is expected to commence in 2026 and be adopted in 2029. For this update, CTPs should be completed by 2026 in order to inform the next major update to Plan Bay Area.

## **APPENDIX A | STATE CODE 66531: COUNTY TRANSPORTATION PLANS**

- (a) Each county within the jurisdiction of the commission, together with the cities and transit operators within the county, may, every two years, develop and update a transportation plan for the county and the cities within the county. The county transportation plan shall be submitted to the commission by the agency that has been designated as the agency responsible for developing, adopting and updating the county's congestion management program pursuant to Section 65089 [CMPs], unless, not later than January 1, 1995, another public agency is designated by resolutions adopted by the county board of supervisors and the city councils of a majority of the cities representing a majority of the population in the incorporated area of the county. Nothing in this section requires additional action by the cities and county, if a joint powers agreement delegates the responsibility for the county transportation plan to the agency responsible for developing, adopting, and updating the county's congestion management program pursuant to Section 65089 [CMPs].
- (b) The county transportation plans shall be consistent with, and provide a long-range vision for, the congestion management programs in the San Francisco Bay area prepared pursuant to Section 65089 [CMPs]. The county transportation plans shall also be responsive to the planning factors included in Section 134 of the federal Intermodal Surface Transportation Efficiency Act of 1991 (Public Law 102-240).
- (c) The commission, in consultation with local agencies, shall develop guidelines to be used in the preparation of county transportation plans. These guidelines shall be consistent with the commission's preparation of the regional transportation plan pursuant to Section 65081. These plans shall include recommendations for investment necessary to mitigate the impact of congestion caused by an airport that is owned by the county, or city and county, and located in another county. The plans may include, but are not limited to, the following:
  - (1) Recommendations for investments necessary to sustain the effectiveness and efficiency of the county portion of the metropolitan transportation system, as defined cooperatively by the commission and the agency designated pursuant to Section 65089 [CMPs].
  - (2) Consideration of transportation system and demand management strategies which reinforce the requirements contained in Section 65089 [CMPs].
  - (3) Consideration of transportation impacts associated with land use designations embodied in the general plans of the county and cities within the county and projections of economic and population growth available from the Association of Bay Area Governments.
  - (4) Consideration of strategies that conserve existing transportation system capacity, such as pricing policies or long-term land use and transportation integration policies jointly developed by the commission and the agencies designated pursuant to Section 65089 [CMPs].
  - (5) Consideration of expected transportation revenues as estimated by the commission, the impact of these estimated revenues on investment recommendations, and options for enhanced transportation revenues.
- (d) The commission shall adopt revised guidelines not later than January 1, 1995.
- (e) The county transportation plan shall include recommended transportation improvements for the succeeding 10- and 20-year periods.
- (f) The county transportation plans shall be the primary basis for the commission's regional transportation plan and shall be considered in the preparation of the regional transportation



improvement program. To provide regional consistency, the county transportation plans shall consider the most recent regional transportation plan adopted by the commission. Where the counties' transportation plans conflict, the commission may resolve the differences as part of the regional transportation plan. The commission shall add proposals and policies of regional significance to the regional transportation plan.

- (g) With the consent of the commission, a county may have the commission prepare its county transportation plan.
- (h) The counties, together with the commission, shall jointly develop a funding strategy for the preparation of each county's transportation plan.

## **APPENDIX B | STATE AND FEDERAL REQUIREMENTS FOR RTP/SCS ELEMENTS**

State and federal laws govern the development and content of MTC's RTP/SCS. California law relating to the development of the RTP/SCS is contained in Government Code Section 65080 and discussed in detail in the California Transportation Commission's (CTC) *2017 Regional Transportation Plan Guidelines for Metropolitan Planning Organizations*. Federal Code 23CFR, Part 450.324 governs the development and content of the Metropolitan Transportation Plan [RTP/SCS].

The CTC's RTP Guidelines identify four components: (1) policy element, (2) sustainable communities strategy (SCS), (3) action element, and (4) financial element. These four elements, along with a brief description, are identified below, and additional information is available within the CTC's RTP guidelines.

### **Policy Element**

- Describes the transportation issues in the region;
- Identifies and quantifies regional needs expressed within both short- and long-range planning horizons (Government Code Section 65080 (b)(1));
- Maintains internal consistency with the Financial Element and fund estimates; and,
- The Policy Element should clearly convey transportation policies and supportive strategies and related land use forecast assumptions, including:
  - Describe how these policies were developed;
  - Identify any significant changes in policies from previous plans; and,
  - Provide the reason(s) for any changes in policies from previous plans.

### **Sustainable Communities Strategy**

- (i) identify the general location of uses, residential densities, and building intensities within the region,
- (ii) identify areas within the region sufficient to house all the population of the region, including all economic segments of the population, over the course of the planning period of the regional transportation plan taking into account net migration into the region, population growth, household formation and employment growth,
- (iii) identify areas within the region sufficient to house an eight-year projection of the regional housing need for the region pursuant to Section 65584,
- (iv) identify a transportation network to service the transportation needs of the region,
- (v) gather and consider the best practically available scientific information regarding resource areas and farmland in the region as defined in subdivisions (a) and (b) of Section 65080.01,
- (vi) consider the state housing goals specified in Sections 65580 and 65581,
- (vii) set forth a forecasted development pattern for the region, which, when integrated with the transportation network, and other transportation measures and policies, will reduce the greenhouse gas emissions from automobiles and light trucks to achieve, if there is a feasible way to do so, the greenhouse gas emission reduction targets approved by the state board, and
- (viii) allow the regional transportation plan to comply with Section 176 of the federal Clean Air Act (42 U.S.C. Sec. 7506).

### **Action Element**

- Describes the programs and actions necessary to implement the RTP, including the SCS, and assigns implementation responsibilities
- Consists of short and long-term activities that address regional transportation issues and needs;
- Includes all transportation modes (highways, local streets and roads, mass transportation, rail, maritime, bicycle, pedestrian and aviation facilities and services);
- Identifies investment strategies, alternatives, and project priorities beyond what is already programmed; and
- Provides clear direction about the roles and responsibilities of the MPO and other agencies to follow through on the RTP's policies and projects.

### **Financial Element**

- Identifies current and anticipated revenue sources and financing techniques available to fund the investments described in the Action Element;
- Defines realistic financing constraints and opportunities; and,
- The Financial Element is composed of six major components;
  1. Summary of costs to operate and maintain the current transportation system;
  2. Estimate of costs and revenues to implement the projects identified in the Action Element;
  3. Inventory of existing and potential transportation funding sources;
  4. List of candidate projects if funding becomes available;
  5. Potential funding shortfalls; and,
  6. Identification of alternative policy directions that affect the funding of projects.

In addition to state guidelines, the RTP/SCS is also developed in accordance with federal metropolitan transportation planning guidance, which provide for the following considerations:

- Carry out a continuing, cooperative, and comprehensive performance-based multimodal transportation planning process, including the development of a metropolitan transportation plan and a TIP, that encourages and promotes the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight (including accessible pedestrian walkways, bicycle transportation facilities, and intermodal facilities that support intercity transportation, including intercity buses and intercity bus facilities and commuter vanpool providers) fosters economic growth and development, and takes into consideration resiliency needs, while minimizing transportation-related fuel consumption and air pollution
- Provide for consideration and implementation of projects, strategies, and services that will address the following factors:
  1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
  2. Increase the safety of the transportation system for motorized and non-motorized users;
  3. Increase the security of the transportation system for motorized and non-motorized users;
  4. Increase accessibility and mobility of people and freight;
  5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;

6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation;
8. Emphasize the preservation of the existing transportation system;
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and
10. Enhance travel and tourism.

## **APPENDIX C | ADDITIONAL LINKS AND RESOURCES**

### **Final Plan Bay Area 2050 and Supplemental Reports**

<https://www.planbayarea.org/finalplan2050>

### **Regional Growth Forecast/Pattern**

[Growth Pattern](#)

### **Growth Geographies**

[Growth Geographies Handout](#)

### **Transportation Revenue Forecast**

[Technical Assumptions Report](#) > Chapter 2 | Technical Assumptions for the Transportation Element > Transportation Revenue Forecast

### **Guiding Principles and Vision for Plan Bay Area**

[Chapter 1: Introduction and Growth Geographies](#) > Guiding Principles and Vision for Plan Bay Area 2050 > Page 8

### **Plan Bay Area 2050 Strategies**

Final Blueprint Compendium > [Strategies](#) (Dec. 2020)

### **Transportation Strategies**

[Chapter 4: Transportation](#)

### **MTC Guidance for Model Consistency, Collaboration, and Transparency**

<https://github.com/BayAreaMetro/modeling-website/wiki/Model-Consistency%2C-Collaboration%2C-and-Transparency>

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