### Subject
Approval of Revised 2014 CTP Work Plan

#### Summary of Issues
To implement the revised schedule approved by the Authority at its meeting of May 20, 2015, staff has prepared a revised 2014 Countywide Transportation Plan (CTP) workplan. The Draft 2014 CTP, released in August 2014, will be revised and re-released in January 2016. The schedule for adoption of the Final CTP has been changed from March 2015 to May 2016 to allow adequate time to incorporate a proposed Transportation Expenditure Plan (TEP) into the CTP. Similarly, the schedule for the Supplemental Environmental Impact Report (SEIR) is revised to align with the CTP. Staff seeks Authority approval of the proposed revisions to the CTP work plan, including changes to the scope, schedule and budget.

#### Recommendations
Review and approve detailed CTP work plan to support the revised CTP Update schedule that was approved by the Authority at its May 20, 2015 Board meeting. Furthermore, at the direction of the PC, consider transitioning to the updated CTP Guidelines adopted by MTC in October 2014.

#### Financial Implications
To undertake and complete the revised work plan, existing consultant agreements will need to be amended to account for changes in the scope and schedule for the 2014 CTP Update and Supplemental Environmental Impact Report (SEIR). The total additional consultant cost directly associated with implementing the updated work plan is estimated at $500,000. Most of the additional funds (88.53 percent) would be drawn from federal Surface Transportation Program (STP) funding available through MTC (Org. OCP 18B). Local matching funds (11.47 percent) would come from the Measure J Program 18, Congestion Management, Transportation Planning, Facilities and Services (Org. OCP 18A).

#### Options
1. Modify work plan.

#### Attachments - New
A. Applying MTC’s 2014 CTP Guidelines

#### Changes from
The Planning Committee approved the revised 2014 CTP Work Plan and directed staff to use the new MTC guidelines, as well as provide
Background

The initial work plan for the 2014 CTP was approved by the Authority in September, 2012. That work plan looked to updating the 2009 CTP to further incorporated Senate Bill (SB) 375 and to ultimately reflect MTC’s 2013 Regional Transportation Plan (RTP), which at that time was still in the draft stages. SB 375 (2008) established new requirements to help achieve the regional greenhouse gas (GHG) targets of Assembly Bill (AB) 32, the State’s global warming legislation. Under SB 375, MTC must adopt a Sustainable Communities Strategy (SCS) as part of its RTP.

Since 2005, local jurisdictions in Contra Costa have been diligently carving out sites for housing and jobs supported by transit service to improve walkability and encourage transit ridership. Under a variety of monikers – first “Shaping Our Future” for Contra Costa, then “Focusing Our Vision” for MTC – the sites evolved into today’s so-called Priority development Areas (PDAs). This effort culminated in MTC’s adoption of the 2013 RTP, with an SCS element that has 33 PDAs in Contra Costa alone. Incorporation of MTC’s preferred SCS alternative into the Draft 2014 CTP was a major milestone, solidifying a vision where 70 percent of new growth in housing and jobs would occur in PDAs.

MTC adopted the first SCS in July 2013. The SCS defines a pattern of land uses and proposed transportation improvements that together will meet the GHG emissions reduction targets approved by the California Air Resources Board (CARB) for 2020 and 2035.

In February 2014, following MTC’s adoption of the RTP/SCS, ABAG published the final SCS land use assumptions and released a database at the census tract level. The SCS was then incorporated into the Draft 2014 CTP, which CCTA released for public review in August 2014. Final adoption of the 2014 CTP Update was scheduled to take place by the end of 2014, but later postponed until March 2015 to allow time to consider additional comments received.

At its March meeting (2015) the Authority decided to postpone adoption of the 2014 CTP to allow for additional time to respond to comments received. At that same meeting, the Authority directed staff to initiate work on a Transportation Expenditure Plan (TEP) for possible consideration by the voters of Contra Costa in November 2016. Further schedule and work plan revisions are now warranted, as outlined below, to align the 2014 CTP effort with the development of a TEP.
An Integrated Approach

The Draft 2014 CTP, issued in August 2014, combined and harmonized a variety of programs sponsored by different agencies using an assortment of funding sources, and having sometimes conflicting objectives. Integrating the CTP with the RTP introduced new challenges for Measure J projects and programs, which ideally should reflect input received from the cities and the County, while also supporting countywide and regional goals.

With the Authority’s announcement that it is pursuing a TEP, still further integration is necessary. The Draft CTP identified $12.4 billion in new multimodal projects that would support the Authority’s vision and goals. The updated workplan for the CTP proposed integrating the CTP with the TEP effort. Consequently, the CTP schedule is to be adjusted to align with the Authority’s adoption of a TEP in May 2016. This 14-month postponement of the CTP would allow time to evaluate projects, set priorities, evaluate alternative investment options, and consider the environmental impact of those options as part of a consolidated CEQA review process.

Proposed Modifications to the Approach and Scope of the 2014 CTP Update

Staff proposes the following modifications to the approach and scope of the 2014 CTP Update. Some of these were already incorporated into the “Proposal for Adoption” version of the CTP that was published along with the March 2014 Planning Committee packet.

- **Financially-constrained project and program lists**: The “Proposal for Adoption” included 10- and 20-year financially constrained project and program lists as set forth in the 2013 RTP. The revised CTP would add the proposed list for the 2017 RTP, as submitted to MTC by CCTA in September 2015, and include additional projects that could be funded through new revenue sources.

- **Incorporate MTC’s Performance Targets**: The Draft 2014 CTP used the Action Plans as the basis for analyzing project performance. Each Action Plan includes a set of Multi-modal Transportation Service Objectives (MTSOs) that was applied to determine project performance. The revised Draft CTP would also bring in MTC’s Performance Targets as a link to Plan Bay Area.

- **Incorporation of the Final TEP**: While the draft CTP looked at the Comprehensive Transportation Project List (CTPL) as one project, the revised draft will develop project
priorities and evaluate alternative investment options that ultimately will be refined into a TEP.

- **Expanded Equity Analysis:** The discussion of “Communities of Concern (CoCs),” and the evaluation of project impacts on CoCs, will be expanded.

- **Additional Consideration of Climate Change:** Add explicit consideration of physical impacts on infrastructure in relation to resilience planning, the performance targets, the Action Plans and the Growth Management Program.

- **Complete Streets and Routine Accommodation:** Add explicit consideration of the Complete Streets and Routine Accommodation policies in regional, State and federal programs, and tie to Active Transportation Program and CoCs.

- **Apply MTC’s Updated CTP Guidelines:** The 2014 CTP was developed using the CTP Guidelines adopted by MTC in 2000. In October 2014, MTC updated its CTP Guidelines. The revised 2014 CTP would follow the updated Guidelines.

**Re-Circulating the SEIR**

Staff recommends re-circulating the environmental review documents for the 2014 CTP. The Draft Supplemental Environmental Impact Report (DSEIR), released in August 2014 evaluated the environmental impacts of the full CTPL. The DSEIR included the following alternatives to the CTPL “Project”: The “No Project Alternative,” the “Freeway Performance Alternative,” the “Transit Performance Alternative,” and the Greenhouse Gas Emissions Reduction Alternative.”

While the No Project Alternative focused on building only a small subset of programmed projects (ones that had environmental clearance or were already under construction), the three “Build” alternatives each focused on construction of the full $12.4 billion in projects listed in the CTPL.

The revised approach to the environmental review will be to evaluate graduated levels of investment options. These would span from the No Project to the CTPL, but would also include investment options expected for the 2017 RTP and mid-level investment options that assume additional funding becomes available—perhaps at the $7 billion level or roughly half estimated total cost of the CTPL. Furthermore, the Supplemental EIR will be changed to a “Subsequent” EIR, to capture and address the more significant changes since the last CTP EIR was adopted in 2009.

**S:\05-PC Packets\2015\06\Authority\4B12 Brdltr Revised CTP schedule and work plan.Rev2.docx**
As many as seven alternatives might be evaluated in the DSEIR, and each would have to be modeled and analyzed using the Authority’s Countywide Travel Demand Forecasting Model. Additional technical analysis would be required to estimate air quality and noise impacts.

The time and effort involved to run the models and quantify the results is significant, such that the cost of re-issuing the SEIR and carrying it to adoption in May 2016 exceeds the cost of the initial SEIR effort (see cost information below).

**Proposed Revised Schedule**

The adoption schedule for the 2014 CTP is now being further revised as the Authority embarks on an effort to develop a TEP for possible consideration by the voters of Contra Costa in November 2016. As shown in Table 1 below, the date for issuing the draft would be pushed out to January 2016, and adoption of the Final CTP would take place in May 2016.

**Table 1: Proposed Revised Schedule for Adoption of the 2014 CTP Update**

<table>
<thead>
<tr>
<th>Date</th>
<th>Previous Schedule</th>
<th>Revised Schedule</th>
<th>Action</th>
</tr>
</thead>
<tbody>
<tr>
<td>August 2014</td>
<td>Re-Issue Draft CTP to incorporate additional comments received and to reflect various investment options and project priorities.</td>
<td>January 2016</td>
<td></td>
</tr>
<tr>
<td>March 2015</td>
<td>Certify Final SEIR</td>
<td>May 2016</td>
<td>• Release Draft SEIR</td>
</tr>
<tr>
<td></td>
<td>Adopt Final CTP</td>
<td></td>
<td>• Certify Final SEIR</td>
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</table>

**Additional Resources Needed to Carry Forward the Revised Approach**

Two consultants teams are working on the CTP:

1. **Dyett & Bhatia** is the prime consultant team providing ongoing planning and growth management support services to the Authority. D & B prepared the Draft CTP and the “Proposal for Adoption” CTP. The revised approach to the 2014 CTP will require amending the D & B
agreement to account for changes in scope and schedule. The existing budget for D & B would be increased by $200,000 and is presented for approval in a separate staff report.

2. Lamphier | Gregory leads the environmental consultant team. L | G prepared the draft SEIR for the 2014 CTP, and worked on preparing the Final SEIR prior to the planned March adoption. Re-issuing the Draft SEIR and extending the schedule by 14 months will require amending the L | G agreement. The existing budget for L | G would be increased by $300,000, from $250,000 to $550,000. The greater cost for re-issuing the draft reflects the higher number of alternatives (increased from four to seven) and the work involved with analyzing those alternatives. Approval of this proposed amendment is presented in a separate staff report.

The table below summarizes the changes in cost.

**Table 2: Proposed Budget Revisions for the 2014 CTP**

<table>
<thead>
<tr>
<th>Firm Name</th>
<th>Existing Budget</th>
<th>Proposed Amendment</th>
<th>Revised Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dyett &amp; Bhatia</td>
<td>$238,767</td>
<td>$200,000</td>
<td>$438,767</td>
</tr>
<tr>
<td>Lamphier</td>
<td>Gregory</td>
<td>$250,000</td>
<td>$300,000</td>
</tr>
<tr>
<td>Total</td>
<td>$488,767</td>
<td>$500,000</td>
<td>$988,767</td>
</tr>
</tbody>
</table>

Details regarding the proposed amendments are provided in separate staff reports.
Applying MTC’s 2014 CTP Guidelines

Now that the Authority has paused the 2014 CTP to reflect and incorporate a transportation expenditure plan for a potential new sales tax measure, the Planning Committee has asked staff to identify the additional work that would be required to meet MTC’s 2014 CTP Guidelines.

Background

Section 66530(c) of Title 7.1 of the California Government Code, requires MTC to prepare guidelines for the development of county transportation plans (CTPs). Title 7.1 also requires that the CTPs “be consistent with, and provide a long-range vision for, the congestion management programs” in the Bay Area and respond to the “planning factors included in Section 134 of the federal Intermodal Surface Transportation Efficiency Act of 1991.” Finally, while Title 7.1 includes five “considerations” that the CTP “may include, but are not limited to,” it only requires the identification of “recommended transportation improvements for the succeeding 10- and 20-year periods.”

In June 2012, when the Authority began work on the 2014 CTP, the CTP guidelines then in force were adopted by MTC in 2000. Subsequently, MTC adopted updated guidelines in September 2014. The 2014 CTP Guidelines focus less on adding new guidelines and more on adding detail necessary to reflect changes in federal and State legislation and regulation. For example, since 2000, the State adopted SB 375 which required MTC and other MPOs to incorporate a new Sustainable Communities Strategy to their RTPs. In addition, the federal government now requires more robust public participation in setting investment priorities and supports the use of performance measures in identifying those priorities. A summary of the specific changes made is included in Table 1.

Both guidelines note that State law created an inter-dependent relationship between CTPs and the RTP/SCS. Counties must consider the most recently adopted RTP/SCS when developing their CTPs, and MTC must use the CTPs to form the “primary basis” for the next RTP/SCS. The guidelines are intended to spell out the components of the RTP/SCS that counties must consider and information that MTC needs so that the CTPs can inform the next RTP/SCS.
When the Authority began the preparation of the 2014 CTP, we intended to follow the 2000 CTP Guidelines which were those that were then current. The new 2014 guidelines that MTC adopted in September of that year explicitly exempted CTPs that were begun prior to October 1, 2014.

Implications of Applying the 2014 CTP Guidelines

OUTREACH & REGIONAL COORDINATION

The 2000 CTP Guidelines recommended that CTPs include a “public participation process to provide the broader public with an opportunity to comment”. The 2014 CTP Guidelines are more directive. To follow the 2014 CTP Guidelines, the Authority would need to:

1. Consult with under-represented communities, a broad range of economic, environmental and public health organizations, and regional agencies.

2. Document their outreach program, especially emphasizing how that program involved minority, low-income, and other disadvantaged communities.

PERFORMANCE & TARGETS

The 2000 CTP Guidelines identified the use of performance measures as “optional”. The 2014 CTP Guidelines much more strongly encourage the use of performance measures, noting that federal guidance calls for “a performance-driven, outcome-based approach to planning and transportation decision making.” MTC suggests that the CTP performance framework should:

1. Consider Plan Bay Area’s regional targets as well as local priorities,

2. Use performance measure and targets to evaluate both projects and investment and land use scenarios, and

3. Provide a long-range vision for the CMP.

Both the 2000 and 2014 guidelines allow counties to consider alternative land use scenarios, although the 2014 guidelines recommend that “CTPs should evaluate transportation system performance using the most recent Plan Bay Area [RTP/SCS]...
demographic and land use projections.” The Authority has already incorporated these projections into our planning tools.

**INVESTMENTS & PROJECT LISTS**

Consistent with State legislation, both the 2000 and 2014 guidelines require that counties identify “transportation improvements for the succeeding 10- and 20-year periods.” Both ask counties to identify a list of projects and programs within the amount of funding that MTC estimates to be available and to indicate how federal/state/local revenues are assigned for each project.

Besides asking for more detail on those lists, the 2014 guidelines ask that the CTPs:

- Include transportation investments that support the region’s adopted Sustainable Communities Strategy (SCS), and
- Address the remaining needs for maintaining and operating the transportation system, including transit, local streets, bridges, and bicycle and pedestrian facilities

**EQUITY ANALYSIS**

The 2000 CTP Guidelines did not recommend that counties evaluate the impacts of the CTPs on low-income, minority or other under-represented groups although they did encourage counties to include those groups in the CTP’s public outreach program.

The 2014 guidelines “recommends that counties conduct an equity analysis with input from the public, tailored to the specific character of the county, and with a focus on minority, low-income, and other underserved communities.” To help in this analysis, MTC will “make available Plan Bay Area’s equity analysis and U.S. Census Bureau data as a resource to the county, and will be available for technical assistance, and/or provide examples of equity analyses.”

**OTHER PLAN ELEMENTS**

The 2014 guidelines add a suggestion that the CTPs explicitly refer to countywide planning initiatives, such as corridor studies, community-based transportation plans, PDA strategies, and bicycle, pedestrian and similar modal studies, as well as a discussion of the risk or vulnerability of transportation infrastructure to climate change.

4.B.12-9
TABLE 1

Summary of Changes to CTP Guidelines

As compared to the 2000 adopted version – taken from September 5, 2014 memorandum from Deputy Executive Director, Policy, to MTC Planning Committee

<table>
<thead>
<tr>
<th>New Content</th>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outreach &amp; Regional Coordination</td>
<td>Section II.A.</td>
<td>Page3</td>
</tr>
<tr>
<td>Document the local public engagement process, emphasizing how the needs of minority, low-income, and other disadvantaged communities have been considered. Outreach to under-represented interests, including Native American tribes, and economic, environmental and public health interests is encouraged. The guidelines reference the Plan Bay Area Public Participation Plan and it is listed as a reference in Attachment C of the Guidelines.</td>
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<table>
<thead>
<tr>
<th>Performance &amp; Targets</th>
<th>Section III.A.</th>
<th>Pages 5–6</th>
</tr>
</thead>
<tbody>
<tr>
<td>Performance-driven, outcome-based approach to transportation decision making (as resources permit) emphasizing the Economy, Environment, and Equity. The performance framework:</td>
<td></td>
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<tr>
<td>a) Should reflect local priorities, but also consider regional targets, including the region’s two mandatory targets for per capita carbon dioxide emissions and to house all growth without displacing current low-income residents. (Language in italics adopted by MTC and ABAG and not identified in SB375)</td>
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<tr>
<td>b) Could include both project and/or investment and land use scenario analysis. The guidelines reference the Plan Bay Area Performance targets which are listed as a reference in Attachment B of the guidelines and the Performance Assessment Report is listed in Attachment C.</td>
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<table>
<thead>
<tr>
<th>Investments &amp; Project Lists</th>
<th>Section III.C.</th>
<th>Pages 6–7</th>
</tr>
</thead>
<tbody>
<tr>
<td>CTPs provide a basis for transportation improvements and programs considered in PBA. As such, CTPs should include:</td>
<td></td>
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</tr>
<tr>
<td>a) Identification of short-, medium-, and long-term improvements and programs;</td>
<td></td>
<td></td>
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<tr>
<td>b) Both a financially constrained project list and a ‘vision’ project list:</td>
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<tr>
<td>i) indicate the cost of projects in year-of-expenditure dollars, using inflation factors from Plan Bay Area; and,</td>
<td></td>
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<tr>
<td>ii) MTC will provide, as a resource, access to the RTP project database.</td>
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<tr>
<td>c) Discussion of relevant regional programs.</td>
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<tr>
<td>d) Transportation investments that support the forecasted land use in Plan Bay Area, with an emphasis on the Priority Development Areas. The planning processes of Caltrans, transit agencies, and other regional agencies will also provide a basis for transportation improvements and programs considered in the RTP.</td>
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</table>
### Equity Analysis

Conduct an equity analysis with input from the public, tailored to the specific character of the county, and with a focus on minority, low-income, and other disadvantaged communities.

The guidelines reference the Plan Bay Area Equity Analysis and it is listed as a reference in Attachment C of the Guidelines.

### Other Plan Elements

Include a discussion of:

a) Local/modal studies conducted by the County(s) or Transit Agencies;

b) Corridor studies and relevant recommendations;

c) Community Based Transportation Plans (CBTPs);

d) PDA Investment & Growth Strategies;

e) Active Transportation Plans, Complete Streets and Safe Routes to School efforts; and,

f) Climate change impacts to transportation infrastructure.

### Update Schedule & Effective Date

CTPs should have regular updates (every 4 years), within 18-30 months before/after adoption of the RTP/SCS.

CTP Guidelines should be updated every 4 years following PBA adoption.

CTP Guidelines are proposed to go into effect for CTPs initiated after October 1, 2014, consistent with federal and state rulemaking processes.

### Update Content

1) References to State and Federal law have been updated to reflect current law (e.g., SB 375 and MAP-21).

2) References were updated to reflect the 2010 Clean Air Plan.

### Removed Content

1) The guidelines will no longer refer to corridor planning explicitly.

2) There will no longer be a reference to the Metropolitan Transportation System.

3) References to committees or programs that no longer exist have been removed.

4) There will no longer be a reference to the expectation CTPs conduct an environmental analysis though they are still able to do so. CTPs do not need to reference MTC’s environmental analysis.