

Attachment A

Guidelines for Countywide Transportation Plans

Metropolitan Transportation Commission
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I. INTRODUCTION

Countywide Transportation Plans (CTPs) are an integral part of Plan Bay Area (PBA), the San Francisco Bay Area's Regional Transportation Plan and Sustainable Communities Strategy (RTP/SCS).

The intent of this document is to provide context for coordinated transportation planning in the San Francisco Bay Area, as well as provide insight into the background and purpose of CTPs; to call attention to the inter-dependent relationship between CTPs and the PBA; to identify suggested content for inclusion into CTPs; and to outline the CTP update process.

A. Planning Context

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, including the Bay Area, to reduce greenhouse gas (GHG) emissions from cars and light trucks. The Bay Area's GHG reduction target is a 7 percent per capita reduction by 2020, and a 15 percent per capita reduction by 2035. Plan Bay Area exceeds the Bay Area's regional GHG reduction targets by achieving a 10 percent per capita reduction by 2020, and an 18 percent per capita reduction by 2035.

In addition to reducing GHG emissions, SB 375 requires that the Sustainable Communities Strategy (SCS) promote compact, mixed-use commercial and residential development, and identify how the region could house its current and projected population. To meet the goals of SB 375, and the emissions targets, Plan Bay Area establishes a focused growth strategy and directs most housing and employment growth into Priority Development Areas (PDAs), while protecting Priority Conservation Areas (PCAs). PDAs, nominated locally, include areas that are or will be walkable and bikable and close to public transit, jobs, schools, shopping, parks, recreation and other amenities. Plan Bay Area land uses are supported by a robust, multi-modal set of transportation investments that helped the Bay Area exceed regional GHG emission reduction targets ([see Appendix C](#)).

County planning agencies played a key role in the development of Plan Bay Area, as they will with its subsequent updates based in part on their local transportation planning initiatives.

B. CTP Background

In 1988, the State legislature passed Assembly Bill 3705 (Eastin), authorizing Bay Area counties to develop Countywide Transportation Plans (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 the CTPs, and, if a county chooses to prepare one, the relationships between the CTP and the RTP/SCS, and between the CTP and Congestion Management Programs (CMPs).

The law states that CTPs should be developed with participation from the cities and transit operators within the county. The law calls for CTPs to be the "primary basis" for the RTP/SCS, and states that the Metropolitan Transportation Commission (MTC) shall add proposals and

policies of regional significance to the RTP/SCS. The law also states that CTPs should consider the most recent RTP/SCS, and that MTC may use the RTP/SCS to resolve inconsistencies between different counties' CTPs.

In addition, the law directs MTC to "develop guidelines to be used in the preparation of county transportation plans." MTC produced an original set of guidelines ("Guidelines") for CTPs in 1989, after AB 3705 was passed. MTC revised the CTP Guidelines in 1995 and in 2000.

This update of the Guidelines reflects the passage of new legislation at both the State and Federal levels; specifically, SB 375, and the Moving Ahead for Progress in the 21st Century Act (MAP-21) ([see Appendix B](#)).

The intent of the CTP Guidelines is to:

- Inform the relationship between CTPs and the RTP/SCS while respecting both local needs and regional priorities;
- Assist implementation of SB 375 and MAP-21; and,
- Identify appropriate content to include in the development of CTPs.

C. Purpose & Opportunities

These Guidelines are intended to create a framework for the CTP development process, and allow a county to expand upon them based on local needs and priorities. CTPs are intended to establish a county's long-range transportation vision, goals and priorities. This long-range transportation planning context is increasingly important given the complexity of the transportation system in the Bay Area. CTPs serve as significant input to Plan Bay Area, which explicitly addresses regional priorities and funding constraints.

CTPs can be particularly effective if they:

- Establish a transportation policy context;
- Provide a focal point for integrating city, county, and regional level transportation plans;
- Prioritize transportation investments for consideration in the RTP/SCS development process; and,
- Respond to local needs and provide a basis for creativity and innovation for the county and region.

II. CTPs & THE RTP/SCS

State law created an inter-dependent relationship between CTPs and the RTP/SCS. Any CTP adopted must consider the most recently adopted RTP/SCS. In turn, adopted CTPs form the "primary basis" for the next RTP/SCS. Thus, the CTP Guidelines must be "consistent with the Commission's preparation of the RTP/SCS." These requirements ensure that any CTPs and the RTP/SCS employ a common planning framework, even though the plans differ in scope, and even though the CTPs are tailored to the specific needs of each county and to the region as a whole. The following sections outline the coordinated development process, and RTP/SCS elements that should be considered in CTPs.

A. Outreach & Regional Coordination

State Statute(s):

"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." (66531(a))

Engaging the public, in addition to the agencies noted above, early and often in the decision-making process is critical to the success of transportation plans. MTC's Public Participation Plan serves as a resource for counties to reference while developing their outreach strategies ([see Appendix C](#)). As such, MTC recommends that CTP outreach and regional coordination should:

- Implement a broad and open public participation process that includes:
 - Under-represented interests and communities, including Native American tribes; and,
 - Economic (business), environmental, and public health interests.
- Document the local public engagement process, emphasizing how the needs of minority, low-income, and other disadvantaged communities have been considered.
- Engage regional agencies while developing and adopting CTPs. Accordingly, MTC will make available, to the extent possible, its planning and analytical resources.
- Consult the Bay Area Air Quality Management District's (BAAQMD) Clean Air Plan and its respective Transportation Control Measures (TCMs) ([see Appendix C](#)).

B. CTPs as the Primary Basis for the RTP/SCS

State Statute(s):

"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." (66531(f))

CTPs can best inform the RTP/SCS if both plans use a common set of planning assumptions. As such, MTC recommends that counties partner with MTC while developing their CTPs, and that the CTP should include:

- Demographic projections consistent with those used in Plan Bay Area [RTP/SCS] ([see Section III.B](#)).
- Costs for maintenance and operations of the existing system, including the following categories ([see Section III.C](#)):
 - Transit operations and capital rehabilitation;
 - Local streets and roads (pavement and non-pavement);
 - Local bridges; and,
 - Bicycle and pedestrian facilities.
- Revenue forecasts for State (e.g., STIP) and Federal (e.g., STP & CMAQ) revenues that are consistent with those used in Plan Bay Area ([see Section III.D](#)).

C. RTP/SCS Elements That Should be Considered in CTPs

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) *2010 California Regional Transportation Plan Guidelines*. Federal Code 23CFR, Part 450.322 governs the development and content of the Metropolitan Transportation Plan [RTP/SCS] (see Appendix C).

The CTC's RTP Guidelines identify three elements for the RTP: Policy, Action and Financial. These three elements, along with a brief description, are identified below, and additional information is available within the CTC's RTP guidelines. CTPs should address these same elements in an appropriate way.

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, including:
 - Describes how these policies were developed;
 - Identifies any significant changes in policies from previous plans; and,
 - Provides the reason(s) for any changes in policies from previous plans.

Action Element

- Consists of short-, mid-, and long-term projects and programs that address transportation issues and needs;
- Includes all transportation modes;
- Identifies investment strategies, alternatives and project priorities beyond what is already programmed; and,
- The Action element is divided into two sections:
 - Discussion of preparatory activities such as identification of existing needs, assumptions, and forecasting and potential alternative actions; and,
 - Discussion of data and conclusions.

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 (see Appendix C):

- Engage in a “continuing, cooperative, and comprehensive” multimodal transportation planning process;
- Provide for the establishment and use of a performance-driven, outcome-based approach to planning and transportation decision-making; and,
- Provide for consideration and implementation of projects and programs that address the eight planning factors: (66531(b))
 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; and
 8. Emphasize the preservation of the existing transportation system.

CTPs should also account for these federal considerations.

III. CTP CONTENT

In general, CTPs should consider,

“...achieving a coordinated and balanced regional transportation system, including, but not limited to, mass transportation, highway, railroad, maritime, bicycle, pedestrian, goods movement, and aviation facilities and services. The plan shall [should] be action-oriented and pragmatic, considering both the short-term and long-term future, and shall [should] present clear, concise policy guidance...” 65080(a) (see Appendix C)

State Statute 66531(c) identifies elements for consideration in CTPs, and MTC provides recommendations of additional elements below.

A. Performance & Targets

Federal guidance, as noted above, calls for the establishment and use of a performance-driven, outcome-based approach to planning and transportation decision making.

A performance framework helps to ensure that investment decisions align with established goals and targets. As such, CTP’s should consider a performance-driven, outcome-based approach to

transportation decision making (as resources permit) emphasizing the Economy, Environment, and Equity. MTC recommends that the CTP performance framework should:

- Reflect local priorities, but also consider Plan Bay Area’s [RTP/SCS] regional targets, including SB 375’s two mandatory regional targets (see Appendix B):
 - Reduce per-capita carbon dioxide emissions from cars and light-duty trucks by 7 percent by 2020 and by 15 percent by 2035; and,
 - House by 2035, 100 percent of the region's projected 25-year growth by income level, *without displacing current low-income residents. (language in italics adopted by MTC and ABAG and not identified in SB 375)*
- Consider both project and/or investment and land use scenario analysis. MTC’s land use and travel model will be available for scenario planning analysis, if desired (see Appendix C).
- Provide a long-range vision for the CMP (Section 66531(b)).

B. Demographic & Land Use Projections

State Statute(s):

“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.” (Section 66531(c)(3))

CTPs can best inform the RTP/SCS if both plans use a common set of planning assumptions, including demographic and land use projections. MTC recommends that CTPs should evaluate transportation system performance using the most recent Plan Bay Area [RTP/SCS] demographic and land use projections (see Appendix C). Alternative land use scenarios may be of interest to local policy makers, and are encouraged for analysis.

C. Investments & Project Lists

State Statute(s):

“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].” (Section 66531(c)(1))

“The county transportation plan shall include recommended transportation improvements for the succeeding 10- and 20-year periods.” (Section 66531(e))

CTPs provide a basis for transportation investments considered in the RTP/SCS. As such, MTC recommends that CTP investment and project lists assess and consider all modes including, but not limited to, mass transportation, street, highway, railroad, maritime, bicycle, pedestrian, goods movement, and aviation facilities and services, and should include:

- Descriptions of all proposed, near-, mid-, and long-term, improvements and programs, including descriptions of MTC’s regional programs and studies relevant in the county. Details for MTC’s regional programs and studies are available from MTC.
- Both a financially constrained list and a vision project list. Project lists should:

- Include cost estimates in year-of-expenditure dollars using inflation factors from Plan Bay Area [RTP/SCS];
- Indicate how local, regional, state, and federal revenues are assigned for each project, whenever feasible;
- Document differences from Plan Bay Area assumptions; and,
- MTC's RTP/SCS project database will be available to the counties, and they are encouraged to use it.
- Transportation investments that, when integrated with Plan Bay Area's forecasted land use, including PDAs and PCAs, support the region's adopted Sustainable Communities Strategy (SCS) (65080(b)(2)(B)(vii)), apart from exemptions noted in state law (65080(b)(2)(K) (see Appendix C).
- Remaining needs for maintaining and operating the transportation system, including:
 - Transit operations and capital rehabilitation;
 - Local streets and roads (pavement and non-pavement);
 - Local bridges; and,
 - Bicycle and pedestrian facilities.
- Caltrans, transit agencies, and other regional agencies' planning processes also provide a basis for transportation investments considered in the RTP/SCS.

D. Revenue Forecasts & Financial Considerations

State Statute(s):

"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." (66531(c)(5))

Revenue forecasts are important to defining realistic funding opportunities to implement the CTP. As such, CTPs can best inform the RTP/SCS if both plans use a common set of assumptions. MTC recommends that CTPs revenue forecasts and financial considerations should:

- Consider the most recent MTC forecasts for future regional, state, and federal revenues, and include forecasts of local revenues, such as those from existing sales tax expenditure programs and/or local fee programs. Revenue projections should:
 - Include revenue projections in year-of-expenditure dollars using inflation factors from Plan Bay Area [RTP/SCS];
 - Indicate how local, regional, state, and federal revenues are assigned for each project, whenever feasible; and,
 - Document differences from Plan Bay Area assumptions.
- Include discussion of any new revenue source and/or strategy to fund projects and programs within the county, including the source, amount of revenue, and the strategy to ensure its availability.

E. Equity Analysis

MTC 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. As such, 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. MTC's equity analysis, including county-level results, is listed for reference (see [Appendix C](#)).

F. Other Plan Elements

Counties are involved in and are leading a wide range of planning initiatives. MTC suggests that CTPs should reference and include a discussion of:

- Countywide planning initiatives, including:
 - Local/modal studies conducted by the county(s) or transit agency(s);
 - Corridor studies and relevant recommendations;
 - Community Based Transportation Plans (CBTPs);
 - Priority Development Area (PDA) Investment and Growth Strategies;
 - Active Transportation Plans, Complete Streets and Safe Routes to School efforts; and,
 - Regional and/or sub-regional transportation studies.
- Transportation infrastructure's risk and/or vulnerability to climate change (e.g., sea level rise).

IV. CTP UPDATES

State Statute(s):

"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." (Section 66531(a))

"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." (Section 66531(c))

In order to promote the iterative relationship between CTPs and the RTP/SCS, MTC recommends that CTPs be regularly updated and adopted within 18-30 months (before or after) of adoption of the RTP/SCS. As such, MTC recommends that the CTP Guidelines should be updated following RTP/SCS adoption.

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: Plan Bay Area Performance Targets

Plan Bay Area is based on 10 performance targets against which we can measure and evaluate various land use scenarios and transportation investments and policies. Some of these targets were made by law, while others were added through consultation with experts, stakeholders and the public.

The first two targets are required by Senate Bill 375, "The California Sustainable Communities and Climate Protection Act of 2008" (Steinberg), and address the respective goals of climate protection and adequate housing:

- (1) Reduce per-capita carbon dioxide emissions from cars and light-duty trucks by 7 percent by 2020 and by 15 percent by 2035.
- (2) House by 2035, 100 percent of the region's projected 25-year growth by income level, *without displacing current low-income residents. (language in italics adopted by MTC and ABAG and not identified in SB 375)*

The remaining eight targets reflect voluntary goals in the following categories:

Healthy and Safe Communities

- (3) Reduce premature deaths from exposure to particulate emissions:
 - (a) Reduce premature deaths from exposure to fine particulates (PM 2.5) by 10 percent;
 - (b) Reduce coarse particulate emissions (PM 10) by 30 percent; and,
 - (c) Achieve greater reductions in highly impacted areas.
- (4) Reduce by 50 percent the number of injuries and fatalities from all collisions (including bike and pedestrian).
- (5) Increase the average daily time walking or biking per person for transportation by 60 percent (for an average of 15 minutes per person per day).

Open Space and Agricultural Preservation

- (6) Direct all non-agricultural development within the urban footprint (existing urban development and urban growth boundaries).

Equitable Access

- (7) Decrease by 10 percent the share of low-income and lower-middle income residents' household income consumed by transportation and housing.

Economic Vitality

- (8) Increase gross regional product (GRP) by 90 percent – an average annual growth rate of approximately 2 percent (in current dollars).

Transportation System Effectiveness

- (9) Increase non-auto mode share by 10 percent and decrease automobile vehicle miles traveled per capita by 10 percent.
- (10) Maintain the transportation system in a state of good repair:
 - (a) Increase local road pavement condition index (PCI) to 75 or better;
 - (b) Decrease distressed lane-miles of state highways to less than 10 percent of total lane-miles; and,
 - (c) Reduce average transit asset age to 50 percent of useful life.

Appendix C: Additional Links and Resources

I. Regional

A. Plan Bay Area (RTP/SCS)

- <http://onebayarea.org/plan-bay-area/final-plan-bay-area.html>

1. Public Participation Plan

- http://www.mtc.ca.gov/get_involved/ppp/Final_PPP_Dec_3_2010.pdf
Section III, Public Participation Techniques

2. Performance Assessment Report

- http://onebayarea.org/pdf/final_supplemental_reports/FINAL_PBA_Performance_Assessment_Report.pdf
Section II, Purpose of Performance Assessment
Section III, Identification of Performance Targets

3. Forecast of Jobs, Population and Housing

- http://onebayarea.org/pdf/final_supplemental_reports/FINAL_PBA_Performance_Assessment_Report.pdf

4. Equity Analysis Report

- http://onebayarea.org/pdf/final_supplemental_reports/FINAL_PBA_Equity_Analysis_Report.pdf
Chapter 1, Introduction

B. Clean Air Plan

- <http://www.baaqmd.gov/Divisions/Planning-and-Research/Plans/Clean-Air-Plans.aspx>
- <http://www.baaqmd.gov/Divisions/Planning-and-Research/Plans/Clean-Air-Plan-Update.aspx>

II. State

A. State Code 66531: County Transportation Plans

- http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNumber=66531

B. State Code 65089: Congestion Management

- http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNumber=65089

C. Senate Bill 375: Sustainable Communities Strategy

- http://www.leginfo.ca.gov/pub/07-08/bill/sen/sb_0351-0400/sb_375_bill_20080930_chaptered.pdf

D. California Regional Transportation Plan Guidelines

- <http://www.dot.ca.gov/hq/tpp/offices/orip/rtp/>

III. Federal

A. MAP-21

- <http://www.fhwa.dot.gov/map21/>

B. 23CFR, Part 450

- <http://www.fhwa.dot.gov/legsregs/directives/cfr23toc.htm>
 - 450.300: Purpose
 - 450.306: Scope of the Metropolitan Transportation Planning Process
 - 450.316: Interested Parties, Participation, and Consultation
 - 450.322: Development and Content of the Metropolitan Transportation Plan