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*Memorandum*

TO: Commission

DATE: January 16, 2008

FR: Deputy Executive Director, Operations

W. I.

RE: Transportation 2035: Proposed Performance Objectives

The Planning Committee is seeking confirmation from the Commission on the performance objectives identified for the Transportation 2035 Plan.

**Planning Committee Action**

At its January 14 meeting, the Planning Committee provisionally approved a staff recommendation to include a set of ambitious performance objectives as part of the Transportation 2035 Plan. Each performance objective serves as a quantifiable measure of a policy against which progress will be evaluated and is based on current or proposed state statute, standards or policies.

Staff will periodically monitor the progress made for each performance objective as part of the State of the System Report and/or as part of each RTP update. The Commission, at its discretion and at any time, may consider changes, substitutions, or deletions of the performance objective(s) to better align with Commission policy or respond to new circumstances. For more details, see the attached January 4, 2008 staff memorandum to the Planning Committee regarding the performance objectives.

The Planning Committee recommended the following revisions/additions be made to the performance objectives shown in Attachment A of the attached memorandum:

Goal	Revised/New Performance Objectives
Maintenance & Safety	<ol style="list-style-type: none"> <li>1. Reduce bicycle and pedestrian fatalities attributed to motor vehicle collisions by 25% <b>each</b> from 2000 by 2035 <b>(revised)</b></li> <li>2. Reduce bicycle and pedestrian <b>injuries</b> attributed to motor vehicle collisions by 25% <b>each</b> from 2000 by 2035 <b>(new)</b></li> </ol>

The above revisions are consistent with the goals and objectives included in the SAFETEA-mandated Strategic Highway Safety Plan recently approved by Caltrans.

The Planning Committee seeks confirmation from the Commission on these performance objectives for the Transportation 2035 Plan. The provisional approval of the performance objectives allows staff to move forward with the project-level performance assessment work, which will be conducted from early March through mid-April. Note that staff will return to the Planning Committee in February with a follow-up recommendation for a transit maintenance performance objective. The Commission has the option to revisit and modify any performance objectives prior to the adoption of the final plan.

Ann Flemer

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## *Memorandum*

TO: Planning Committee

DATE: January 4, 2008

FR: Deputy Executive Director, Policy

W. I.

RE: Transportation 2035: Proposed Performance Objectives

### **Why Use Performance-Based Planning Approach**

Simply stated, a performance-based planning approach focuses on the measurable outcomes of potential investments and the degree to which they support stated policies. It gives us a decision-support tool to evaluate both transportation policies and investments. Performance-based planning is systematic and analytic in that it:

- expresses policy in terms of quantifiable objectives;
- relies on analytic methods to predict the impacts of different types of investments on system performance;
- sets-up an analytic framework for periodic monitoring of system performance; and
- assesses performance trends and gives us the opportunity to make adjustments in either the performance measure or the investment priority when needed.

Using performance measures to evaluate projects to be considered in a long-range transportation plan is not new to the Bay Area. SB 1492 (Statutes of 2002) requires the Commission to establish performance measurement criteria on both a project and corridor level to evaluate and prioritize all new investments for consideration in the Regional Transportation Plan (RTP). In 2003, MTC staff conducted the required performance assessment for the Transportation 2030 Plan. While the evaluation produced a variety of information that enabled comparison amongst alternative investments, the evaluation results were available after many of the key RTP investment decisions were made. To help inform the investment trade-off discussions that will begin in mid April 2008, staff proposes to conduct a project-level performance assessment that pivots off a specific set of quantitative performance objectives (refer to agenda item # 2c for more information on this process)

### **Transportation 2035 Scenario Assessment**

The Transportation 2035 Plan seeks to achieve the three principles of Economy, Environment, and Equity (also known as the Three Es). Taken as a whole, the vision for the plan is to support a prosperous and globally competitive economy, provide for a healthy and safe environment, and produce equitable opportunities for all Bay Area residents to share in the benefits of a well-

maintained, efficient, regional transportation system. To help inform policy and assess scenario investment strategies, staff developed the following performance targets for each of the Three Es:

<b>Economy</b>	<b>Target 1</b> – Reduce per-capita delay by 20 percent below today’s levels
<b>Environment</b>	<p><b>Target 2</b> – Reduce daily per-capita vehicle miles traveled (VMT) by 10 percent</p> <p><b>Target 3</b> – Reduce CO<sub>2</sub> emissions by 40 percent below 1990 levels by 2035</p> <p><b>Target 4</b> – Reduce emissions of finer particulates (PM2.5) by 10 percent and coarser particulates (PM10) by 45 percent</p>
<b>Equity</b>	<b>Target 5</b> – Decrease by 10 percent from today the combined share of household income consumed by transportation and housing costs by low and low-middle income households.

Through our analysis of the infrastructure investments and analysis of the aggressive pricing and land use policies, we were able to understand whether the targets are achievable, what it would take to reach them, and what new authority, new partnerships, and new policies may be required to help us make progress towards them. We learned a great deal about the degree to which infrastructure investments can help us reach targets, and the importance that pricing and focused land use strategies have in helping to move toward the targets. We also learned that a performance-based approach to developing our long-range plan makes good analytic and policy sense because it helps to frame a more informed policy discussion and more informed decision-making by the Commission.

**Should We Adopt Performance Targets?**

Given the value of performance-based planning, staff asked the Commission if we should adopt performance targets for each of the plan goals. Staff proposed three policy questions related to performance targets for discussion by Commissioners, the Partnership, and the three advisory committees. The questions were:

1. Should we adopt performance targets?
2. If we do adopt targets, should we set less ambitious numerical goals?
3. Should we adopt additional targets to cover other Transportation 2035 goals?

Overall, we heard that the Commission should adopt performance targets. While there was acknowledgement that the initial five targets were incredibly ambitious, there was strong support to keep these “stretch” targets but monitor them periodically and make adjustments when needed – making them objectives rather than absolute standards. Should the Commission adopt these ambitious objectives, they would serve as numerical benchmarks to measure the region’s progress that should be regularly monitored, and they may be changed at any time to respond to changes in policy direction or circumstances. There was also support to identify additional benchmarks to cover the other goals, in particular those that address the maintenance & safety goals. Staff is therefore recommending the following new targets be considered based on input

from the Commission, partners and stakeholders:

#### Improve Maintenance

- *Maintain local road pavement condition index (PCI) of 75 or greater for local roads* – This target was recommended by the Local Streets and Roads Working Group of the Bay Area Partnership based on a level of funding that would significantly reduce a projected regional road maintenance backlog.
- *State highway distressed pavement condition lane-miles not to exceed 10% of total system* – This target is based on the 2006 10-year SHOPP program. Distressed pavement defined as “poor ride quality or structural problems”.
- *Transit Maintenance* – Staff is still developing this target in cooperation with our partner agencies and will have a recommendation for the committee to consider next month.

#### Reduce Collisions/Fatalities

- *Reduce fatalities from motor vehicles by 15 percent from today by 2035*
- *Reduce bicycle and pedestrian fatalities attributed to motor vehicle collisions by 25 percent from 2000 by 2035*- Both of these measures are based on Caltrans’ State Highway Safety Plan (SHSP), which is a SAFETEA-mandated effort. The SHSP uses a 2010 horizon year, staff assumes the same for 2035 RTP horizon year

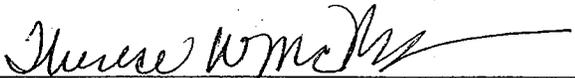
Based on the strong support for performance-based planning in general, staff proposes that the Commission adopt performance *objectives* as shown in Attachment A under the following terms:

- Performance objectives are defined as quantifiable measures of a policy against which progress will be evaluated. These objectives support the Three E principles of economy, environment, and equity and the plan goals.
- The Commission may periodically measure progress made toward the performance objectives, and because the performance objectives do not constitute legal mandates, the Commission at its discretion and at any time may consider changes, substitution or deletion of the performance objective(s) to better align with Commission policy or respond to new circumstances. The assessment of the performance objectives will occur periodically, and may be conducted as part of the region’s State of the System Report and/or as part of each RTP update (the next plan update will occur in 2013).
- Two of the emission performance objectives, carbon dioxide and fine particulate matter (CO<sub>2</sub> and PM<sub>2.5</sub>), are or will be legal requirements that must be addressed in some fashion over the RTP period. The California Global Warming Solutions Act of 2006 (AB 32) requires CARB to establish and enforce measures to reduce statewide greenhouse gases (GHGs) to 1990 levels by 2020. In addition, the US EPA will likely designate the Bay Area as non-attainment for the federal 24-hour PM<sub>2.5</sub> standard, to become effective in April 2010. State and federal agencies have yet to develop guidelines on what role the various sectors, including transportation, would have in meeting the standards. We can adjust the performance objectives as needed when necessary actions required to meet the standards become known.

- Related to the above bullet, there has been widespread interest in creating a climate protection program – ideas range from public information campaigns to legislative advocacy to improve fuel/vehicle efficiency. The Joint Policy Committee (JPC) has been charged with developing a Climate Protection Action Plan as part of this RTP effort; we look forward to working cooperatively with the other regional agencies over the next few months to develop an effective and coordinated program.
- The evaluation criteria used in the project-level performance assessment will pivot off of the performance objectives, thereby ensuring overall consistency with the Three E principles, goals and performance objectives. Furthermore, the performance assessment will help us to compare all projects quantitatively to the extent possible and practical. In some cases, it may not be possible to have an apples-to-apples comparison but we hope that the evaluation results will help to inform the policy and investment trade-off discussion as appropriate. See agenda item 2(b) for more details about the project-level performance assessment approach.
- Projects/programs in the financially constrained plan do not have to meet each and every performance objective. In conducting the project-level performance assessment, the intent is to evaluate projects and to identify and advance those high-performing, cost-effective projects for consideration in the financially constrained plan. The Commission will utilize both the evaluation results and its policy discretion to determine which projects/programs will ultimately be included in the Transportation 2035 Plan.
- Once the projects have been selected, and in conjunction with preparation of the draft Transportation 2035 Plan, staff will use the adopted performance objectives to assess the performance of the Plan as a whole. This assessment will demonstrate the total expected progress toward the objectives as a result of the recommended investments.

Staff recommends that this Committee provisionally approve the proposed performance objectives as shown in Attachment A. This will allow staff to move forward with the project-level performance assessment, which will be conducted from early March through mid April 2008. The Commission will of course have the option to revisit and modify these performance objectives prior to the adoption of the final plan.

The proposed performance objectives are only a part of the overall vision policies that the Commission will be asked to approve. Staff will return to the Committee next month to seeking input on the rest of the vision policies.

  
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 Therese W. McMillan

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### Attachment A: Proposed Performance Objectives for Transportation 2035 Plan

"E" Principle	Goals	Performance Objectives	Rationale	Source
Economy	1. Maintenance & Safety	<p><u>Improve maintenance (new)</u></p> <ul style="list-style-type: none"> <li>• Maintain local road pavement condition index (PCI) of 75 or greater for local streets and roads</li> <li>• State highway distressed pavement condition lane-miles not to exceed 10% of total system</li> <li>• Transit (TBD)</li> </ul> <p><u>Reduce Collisions/Fatalities (new)</u></p> <ul style="list-style-type: none"> <li>• Reduce fatalities from motor-vehicle collisions by 15 percent from today by 2035</li> <li>• Reduce bicycle and pedestrian fatalities attributed to motor vehicle collisions by 25 percent from 2000 by 2035</li> </ul>	<p>It costs far less to keep the existing transportation infrastructure in good condition than it does to allow it to deteriorate to the point where major rehabilitation or replacement is required.</p> <p>Ensuring the safety of travelers is a top priority for all government agencies engaged in transportation, whether the trip is by car, transit, bike or walking. Bicyclists and pedestrians represent 24% of Bay Area fatalities, which is 50% higher than the national average.</p>	<p>Partnership Local Streets and Roads Working Group's Strategic Plan</p> <p>Adapted from California Strategic Highway Safety Plan (2006)</p>
	2. Reliability 3. Freight	Reduce per-capita delay by 20 percent from today by 2035	The San Francisco-Oakland area has the second worst congestion in the U.S., resulting in degradation of quality of life and economic costs.	Governor's Strategic Growth Initiative
	4. Security	No objective recommended, however, the region will continue to improve disaster and security preparedness	Transportation security is tied to the Dept. of Homeland Security's efforts; there are no clear targets for the region. Notwithstanding, interagency coordination and training must be sustained so that Bay Area transportation infrastructure can best respond when the next major earthquake occurs. Potential terrorist attacks on transportation will likely focus on transit systems.	Developed in cooperation with the Department of Homeland Security and Bay Area Transit Security Working Group

"E" Principle	Goals	Performance Objectives	Rationale	Source
Environment	5. Clean Air 6. Climate Protection	<p>Reduce daily per-capita vehicle miles traveled (VMT) by 10 percent from today by 2035</p> <p><u>Reduce Emissions</u></p> <ul style="list-style-type: none"> <li>• Reduce emissions of finer particulates (PM<sub>2.5</sub>) by 10 percent from today by 2035</li> <li>• Reduce emissions of coarse particulates (PM<sub>10</sub>) by 45 percent from today by 2035</li> <li>• Reduce carbon dioxide (CO<sub>2</sub>) emissions to 40 percent below 1990 levels by 2035</li> </ul>	<p>Pending state legislation (SB 375) in its original form called for creating aggressive targets for reducing VMT in response to global climate change (the bill now directs CARB to establish CO<sub>2</sub> targets for large metro areas)</p> <p>When inhaled, particulate matter (such as dust, tailpipe exhaust, soot and smoke) can settle deep in the lungs and pose serious health problems. Bay Area does not attain the current state PM<sub>2.5</sub> standard and is likely to be designated in 2010 as a federal non-attainment area for PM<sub>2.5</sub>. The Bay Area does not currently attain the state PM<sub>10</sub> annual or 24-hour standards. Bay Area transportation sector contributes some 50 percent of CO<sub>2</sub> emissions, and AB 32 mandates CO<sub>2</sub> reductions to 1990 levels or lower by the year 2020.</p>	<p>SB 375 (Steinberg), prior to amendment</p> <p>Reductions derived by the Bay Area Air Quality Management District based on existing PM State standards</p> <p>California Global Warming Solutions Act of 2006 and Governor's Strategic Growth Initiative (CO<sub>2</sub> only)</p>
Equity	7. Access 8. Livable Communities	<p>Decrease by 10 percent the combined share of low-income and lower-middle income residents' household income consumed by transportation and housing</p>	<p>Bay Area families with annual incomes under \$70,000 spend a combined average of 67 percent of household income on housing (45 percent) and transportation (22 percent). A national study shows that in the Bay Area, the share low-income households spend on housing and transportation combined is about 10 percent higher than the national average (due in part to the high cost of housing here).</p>	<p>Adapted from the Center for Housing Policy report <u><a href="#">A Heavy Load: The Combined Housing and Transportation Burdens of Working Families</a></u> (October 2006)</p>