

# RTP 2040

## Chapter 2: Overall Policy Approach, Framework and Performance Measures



This chapter sets the Regional Transportation Plan's goals, policies, policy framework and performance measures, reflecting changing priorities and practices at the local, regional, state, and federal levels.

## Chapter 2 Overall Policy Approach, Framework and Performance Measures

### OVERALL POLICY APPROACH

There are several federal, state, regional and local goals and requirements that govern the San Benito Regional Transportation Plan.

The San Benito local goals and recommendations evolved through an open and collaborative planning process from transportation partners, stakeholders, advocacy groups, and the public. The set of local policy goals, illustrated in Figure 3-1, are responsive to the needs of the community and the region's transportation system. These policy goals are crafted to guide policymakers in their comprehensive and day-to-day decision making about transportation.

At the State level, Caltrans established several goals as part of their 2040 California Transportation Plan (CTP). The CTP defines goals, policies, and strategies to achieve a vision and recommended performance measures for assessing the effectiveness of the statewide transportation system. It provides a strong framework to help guide transportation decisions and investments that support a sustainable and integrated multimodal transportation system. The State's goals integrate a wide-range of local, regional, State and federal transportation plans and programs, and strategic guidance from transportation partners, local agencies, stakeholders, advocacy groups, and the public with the purpose of guiding future transportation decisions and investments in the twenty-first century.

The Regional Transportation Plan also considers Federal Planning Factors, which are issued by Congress and emphasize planning from a national perspective.

The local, State and federal goals are further described below.



Figure 3-1 Regional Transportation Plan Goals

## LOCAL TRANSPORTATION GOALS AND STRATEGIES

The San Benito County Regional Transportation Plan calls for a safe, sustainable, multimodal transportation system that provides reliable and efficient mobility and accessibility for people, goods and services. While the Plan focuses on San Benito County, it is important to consider the transportation network as it operates regionally, while also meeting state and national goals. Throughout the Monterey Bay area, the Regional Transportation Plan goals aligned closely with those of the Association of Monterey Bay Area Governments (AMBAG).

The following section is structured around both short-term and long-term strategies and actions for meeting the overall goals, while supporting development of healthy communities, preserving the environment, ensuring the equitable distribution of investments and enhancing the county's economy.

### GOAL NO. 1: ACCESS AND MOBILITY

Successful transportation planning efforts must be committed to the belief that all residents and visitors of San Benito County are able to access basic needs conveniently, safely, and affordably. This includes the need to get to school, work, health care, shopping and recreation. This long-range transportation plan provides for this accessibility by investing in transportation options across all types, including highways, local streets and roads, public transit, bicycle and pedestrians facilities.

#### ***Policy Objective:***

*Provide convenient, accessible, and reliable travel options while maximizing productivity for all people and goods in the region.*

#### ***Short Range Strategies:***

1. Improve safe, attractive and affordable access to work, school and other key destinations by walking, bicycling and transit.
2. Improve regional transportation system efficiency by pursuing traditional and non-traditional funding sources.
3. Continue operations of the transit system to improve mobility and access to other transit connections.
4. Facilitate transit-oriented development to maximize existing transit.

#### ***Long Range Strategies:***

1. Improve travel time reliability and speed consistency for transit, car/vanpool and freight trips between key origins and destinations.
2. Improve the quality of walk, bicycle, car and transit trips as new development is planned and implemented.

## GOAL NO. 2: ECONOMIC VITALITY

A well-planned transportation system can enhance the economic well-being across the region. Investments in transportation have a direct impact on retail spending and job growth. In addition to job growth, efficient freight transportation attracts new business and lowers the inventory costs for goods and services. The transportation system supports a regional, state, and national freight industry that relies on efficient movement of goods,

### ***Policy Objective:***

*Raise the region's standard of living by enhancing the performance of the transportation system.*

### ***Short Range Strategies:***

1. Support Surface Transportation Assistance Act (STAA) truck routes helps provide adequate access, limited service interruptions, and congestion alleviation that bolster State and local economies.
2. Utilize Transportation System Management strategies such as Intelligent Transportation System technologies. These measures include signal synchronization. Strategic application of Intelligent Transportation System technology on our transportation system can increase system productivity.
3. Improve Freight Access to Key Strategic Economic Centers.

### ***Long Range Strategies:***

1. Improve regional accessibility for freight and reduce truck hours of delay.
2. Promote safe and efficient strategies to improve the movement of goods by air, rail, and truck.
3. Support transportation improvements that improve economic competitiveness and/or revitalization of commercial corridors and strategic economic centers.

### GOAL NO. 3: ENVIRONMENT

A successful Regional Transportation Plan allows all residents to enjoy a better quality of life, including the ability to lead a healthy lifestyle and enjoy clean air and water and ample opportunities for recreation and physical activity. It also focuses on the need to protect the natural resources and wealth of prime agricultural lands. In addition, transportation planning can have an effect on air quality. The Council of Governments is tasked with considering transportation alternatives that improve air quality and reduce greenhouse gas emissions from cars and light trucks.

***Policy Objective:***

*Promote environmental sustainability and protect the natural environment.*

***Short Range Strategies:***

1. Avoid or minimize impacts to local, state and federally defined sensitive areas.
2. Encourage efficient development patterns that maintain agricultural viability and natural resources.
3. Enhance the connection between land use and transportation choices.

***Long Range Strategies:***

1. Assist the Association of Monterey Bay Area Governments in reducing greenhouse gas emissions consistent with regional targets.

## GOAL 4: HEALTHY COMMUNITIES

The American Public Health Association notes that transportation has a direct link to the following public health factors:

- Levels of Physical Activity;
- Safety and Injury Prevention;
- Air Quality;
- Health of vulnerable populations, including children, the elderly, and lower income populations; and
- Mental Health

### ***Policy Objective:***

*Protect the health of our residents; foster efficient development patterns that optimize travel, housing, and employment choices and encourage active transportation.*

Additionally, there is an opportunity to control health care costs by investing in sidewalks, bicycle lanes and transit stop improvements, which provide for active lifestyles. In San Benito County, there have been several initiatives that created opportunity for stewards of public health to partner with the Council of Governments to ensure that transportation decisions adequately address public health. These include partnerships with the Safe Kids Coalition of San Benito County. The goal of the Coalition is to prevent childhood injuries through the collaborative efforts of community agencies to provide education and public awareness of the leading causes of injuries. Such agencies include the CHP, City of Hollister, Council of San Benito County Governments, County of San Benito Health & Human Services Agency, First Five San Benito County, San Benito County Public Health Department, and the Youth Alliance.

### ***Short Range Strategies:***

1. Improve health by increasing percentage of trips made by healthy transportation options (bicycle, pedestrian and transit trips).
2. Attend health-related meetings to ensure collaboration between transportation and health goals.
3. Encourage Complete Streets planning implementation by all local jurisdictions.

### ***Long Range Strategies:***

1. Promote bicycle and pedestrian activities to generate long term healthy habits for school age children.
2. Promote Context Sensitive Solutions, which are aimed at ensuring that transportation projects are designed to improve the quality of life, including health, for all who have a stake in the system. Context sensitivity provides the framework, tools and data to plan and build livable communities.

## GOAL 5: SOCIAL EQUITY

It is important that transportation investments reflect the needs of all residents in the region, and not disproportionately favor any one segment of the community. A responsive Regional Transportation Plan will spread resources throughout the region, making investments in diverse geographic regions and to benefit diverse populations. Over the past years, there has been a greater focus throughout California to ensure that projects and planning efforts consider socioeconomic factors including income, education and occupation.

***Policy Objective:***

*Provide an equitable level of transportation services to all segments of the population.*

In San Benito County, 10.8 percent of the population lives below the poverty line.<sup>1</sup> Available mapping of San Benito County income distribution shows several disadvantaged segments of the community. In addition, heavy commute population out of the county masks the reality of income disparity.

***Short Range Strategies:***

1. Demonstrate that planned investments reduce or eliminate disparities in access & mobility, economic benefit, and safety & health objectives between transportation-disadvantaged and non-transportation disadvantaged populations.
2. Use a variety of methods to engage the public, encouraging representation from diverse income and ethnic backgrounds.

***Long Range Strategies:***

1. Demonstrate that transportation-disadvantaged communities do not experience disproportionate impacts from transportation construction or operations.

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<sup>1</sup> 2011-2015 American Community Survey 5-Year Estimates

## GOAL 6: SYSTEM PRESERVATION AND SAFETY

San Benito County is also home to 59,414 (U.S. Census 2016 Population Estimate) people using these facilities daily, needing them to be in a safe, navigable, and well-maintained condition. Historic funding shortfalls continue to hinder the region’s ability to preserve the pavement condition of local roads. However, by prioritizing this goal, this Regional Transportation Plan highlights the importance of system preservation. Overall, San Benito is committed to planning for a transportation system that will enhance the lives of its residents and visitors, while preserving the rich and varied resources available.

***Policy Objective:***

*Preserve and ensure a sustainable and safe regional transportation system.*

### Short Range Strategies

1. Prioritize rehabilitation, enhancements, and maintenance of the existing transportation system.
2. Support the continued maintenance and preservation of the existing transportation. Maintain streets and roads in a condition rated good or higher according to the Pavement Management Index.
3. Decrease fatalities and injuries for all travel modes.
4. Improve transit options linking residents to employment centers within and out of the county.

### Long Range Strategies

1. Facilitate projects that reduce the number of and severity of traffic incidents
2. Increase the average local road pavement condition index.
3. Encourage and support projects that increase safety and security.
4. Encourage system efficiency with transportation improvements that facilitate an improved jobs/housing balance.

In order to achieve its goals, the Council of Governments has identified a series of performance measures, discussed in the following section, which are used to capture how well the transportation system performs.



## PERFORMANCE MEASURES

In meeting the intended goals of the San Benito Regional Transportation Plan, the Council of Governments has identified performance measures that demonstrate the effectiveness of the system of transportation improvement projects, Figure 3-2.

Goal	Policy Objective	Performance Measures
Access and Mobility	Provide convenient, accessible, and reliable travel options while maximizing productivity for all people and goods in the region	Work trips within 30 minutes by mode (percent)
		Commute travel time (minutes)
Economic Vitality	Raise the region’s standard of living by enhancing the performance of the transportation system	Jobs near high quality transit (percent)
		Daily truck delay (hours)
Environment	Promote environmental sustainability and protect the natural environment	Projected greenhouse gas emissions (tons)
		Open space consumed (acres)
		Farmland converted (acres)
Healthy Communities	Protect the health of our residents; foster efficient development patterns that optimize travel, housing, and employment choices and encourage active transportation	Harmful airborne pollutants – all vehicles (tons/day)
		Bicycle, pedestrian, and transit mode share (percent)
Social Equity	Provide an equitable level of transportation services to all segments of the population	Distribution of investments for low income and minority populations (percent)
		Access to transit within ½ mile of a transit stop for low income and minority populations (percent)
System Preservation and Safety	Preserve and ensure a sustainable and safe regional transportation system	Number of fatalities and injuries (per capita)
		Peak period congested vehicle miles of travel (miles)
		Maintain the transportation system (percent of funding)

Figure 3-2 San Benito County Performance Measures

Performance-based planning is the application of performance management within the planning process is intended to help the federal government, states and regional agencies achieve desired outcomes for the multimodal transportation system. The benefits of well-designed and appropriately used performance measures are transparency about the benefits of the Regional Transportation Plan, not only for transportation system performance, but also for other regionally important priorities such as improved public health, housing affordability, farmland conservation, habitat preservation, and cost-effective infrastructure investment. As the performance-based approach is implemented at the federal and State levels, performance measures will continue to develop over the years to come. Regional Transportation Planning Agencies, such as the Council of Governments, are encouraged to collaborate with Caltrans to integrate the goals, objectives, performance measures, and targets into their Regional Transportation Plans.

The passing of the federal authorization bill Moving Ahead for Progress in the 21st Century Act (MAP-21) of 2012 included provisions to create a streamlined, performance-based, and multimodal surface transportation. As MAP-21 sunset in 2015, the Fixing America's Surface Transportation (FAST) Act authorization bill became law and continued many of the same provisions. For this reason, State Departments of Transportation, such as Caltrans, will be required to report transportation system performance measures to the Federal Highway Administration (FHWA). One such set of performance measures, known as Performance Management 1, relates to safety include five-year rolling averages for:

1. Number of Fatalities;
2. Rate of Fatalities per 100 Million Vehicle Miles Traveled (VMT);
3. Number of Serious Injuries;
4. Rate of Serious Injuries per 100 Million VMT; and
5. Number of Non-Motorized Fatalities and Non-Motorized Serious Injuries.

Other sets of performance measures due to FHWA include:

- Performance Management 2
  - Bridge - Percent of National Highway System bridges classified as in Good condition; percent of National Highway System bridges classified as in Poor condition
  - Pavement - Percent of Interstate pavements in Good condition; percent of Interstate pavements in Poor conditions; percent of non-Interstate National Highway System pavements in Good condition; percent of non-Interstate National Highway System pavements in Poor condition
- Performance Management 3
  - System Performance - Percent of person-miles traveled on the Interstate that are reliable; percent of person-miles traveled on the non-Interstate National Highway System that are reliable
  - Freight Movement - Truck Travel Time Reliability (TTTR) Index
  - Congestion Mitigation and Air Quality Improvement - annual hours of Peak Hour Excessive Delay (PHED) per capita; percent of non-Single Occupancy Vehicle (SOV) travel; total emissions reduction

Although the Council of Governments will not be required to report directly to Federal highway Administration (FHWA), the agency will coordinate with Caltrans and AMBAG as guidance for performance measure reporting is being developed and regarding any data requested for San Benito County.

For example, the Council of Governments will be partnering with AMBAG on a pilot project to develop a Transportation Performance Measures (TPM) Framework to determine best practices for rural RTPAs, such as the Council of Governments, to regularly monitor the performance of their transportation networks. This proposed TPM framework will be built upon the report “California Rural Counties Task Force Performance Monitoring Indicators for Rural and Small Urban Transportation Planning,” developed for California Rural Counties Task Force. TPM measures framework will include but not limited to, motorized and non-motorized safety performance, condition for highways, bridges, transit assets (State of Good Repair), and National Highway System (NHS) performance. NHS performance will include: person-miles traveled, total emission reductions, travel time reliability and traffic congestion.

## STATE PLANNING GOALS

The State of California participates in several statewide planning efforts related to transportation.

The California Transportation Plan (CTP 2040) is a state-level transportation plan that combines statewide transportation goals with regional transportation and land use plans to produce a unified multimodal strategy. The California Transportation Plan defines performance-based goals, policies, and strategies to achieve a collective vision and recommendations for California’s future, statewide, integrated, multimodal transportation system over the next 25 years.



Figure 3-3 Goals California Transportation Plan  
Source: 2040 California Transportation Plan

The CTP defines performance-based goals, policies, and strategies to achieve our collective vision for California’s future statewide, integrated, multimodal transportation system, Figure 3-3. The CTP is prepared in response to federal and state requirements and is updated every five years.

These statewide modal plans help regions develop a framework for long-range transportation planning locally.

## FEDERAL TRANSPORTATION PLANNING FACTORS

The Federal Planning Factors are issued by Congress and emphasize planning factors from a national perspective and are revised or reinstated with each new reauthorization bill. These federal regulations incorporating both MAP-21/FAST changes were updated by the Federal Highway Administration and Federal Transit Administration. The ten Federal Planning Factors requirements are summarized below.

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 of motorized and non-motorized users.
4. Increase the accessibility and mobility of people and for 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, people and freight.
7. Promote efficient system management and operations.
8. Emphasize the preservation of the existing transportation system.
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate storm water impacts of surface transportation.
10. Enhance travel and tourism.

## CONSISTENCY WITH OTHER PLANNING DOCUMENTS

The Council of San Benito County Governments referenced some of the following federal, state and local prepared transportation planning documents to establish the Regional Transportation Plan framework. Regional Transportation Plan consistency with these documents can be described as a balance and reconciliation between different policies, programs, and plans. This uniformity will ensure that no conflicts would impact future transportation projects.

