

CHAPTER 4

Vision for 2040

Goals and Policies

The Santa Cruz County Regional Transportation Plan (2040 RTP), through its goals and policies, sets forth a foundation for expanding options for residents and visitors to access their daily needs in a way that is safe, equitable, protects the environment and promotes investment in the local economy. This is advanced by designing and implementing a transportation system that serves our diverse travel needs and embraces the principle that transportation is intertwined with environmental, economic and social concerns.

As discussed in **Chapter 1**, driven by financial limitations, environmental concern, and demographic trends, the RTC voluntarily has adopted a sustainability framework for the RTP that is based on the triple bottom line definition of sustainability. The triple bottom line concept of sustainability can be seen in every aspect of the 2040 Regional Transportation Plan starting with the goals (**Figure 4.1**) and policies (**Figure 4.2**). Systematically integrating sustainable principles into the 2040 RTP allows the RTC and the public to evaluate how well the long term plan upholds and maintains progress towards generating safe, equitable, and cost-effective access to daily needs, while at the same time generating economic benefits and protecting the environment.



Why Do Policies Matter?

Success in advancing goals relies upon policies that provide direction to the public and decision makers about what course of action will be required to realize the greatest benefit by 2040. The policies established for the 2040 RTP support outcomes, rather than specific projects or modes. The policies (**Figure 4.2**) are designed to focus future investments on the best-performing strategies which generate the desired results and work within financial constraints. They are broad enough to adapt to changing conditions and take advantage of new opportunities, and are not too specific to confine investments to one project or project type.

<p>GOAL 1 Establish livable communities that improve people’s access to jobs, schools, recreation, healthy lifestyles and other regular needs in ways that improve health, reduce pollution and retain money in the local economy.</p>	<p>There is a strong relationship between achieving access, health, and economic benefits and climate and energy goals. For example, more carpool, transit and bicycle trips reduce fuel consumption, retain money in the local economy, and reduce congestion.</p>
<p>GOAL 2 Reduce transportation related fatalities and injuries for all transportation modes.</p>	<p>Safety is a desired outcome of many transportation investments and operations. Invest in projects/programs that will help to reduce pedestrian, bicyclist and motor vehicle fatalities and injuries.</p>
<p>GOAL 3 Deliver access and safety improvements cost effectively, within available revenues, equitable and responsive to the needs of all users of the transportation system and beneficially for the natural environment.</p>	<p>The manner in which access and safety outcomes referenced in Goal 1 and Goal 2 are delivered can impact cost-effectiveness, distribution of benefits amongst population groups, and ecological function.</p>

Figure 4.1 – Goals of the 2040 Regional Transportation Plan

Source: Santa Cruz County Regional Transportation Commission

Sustainability Policies	Outcomes Advanced							
	People				Prosperity		Planet	
	Access & Mobility	Health	Safety	Equity	Economic Benefit	Cost Effectiveness	Climate & Energy	Ecological Function
<p><i>Transportation System Management:</i> Implement Transportation System Management (TSM) programs and projects on major roadways across Santa Cruz County that increase the efficiency of the existing transportation system.</p>	✓				✓	✓	✓	
<p><i>Transportation Demand Management:</i> Expand demand management programs that decrease the number of vehicle miles traveled and result in mode shift.</p>	✓	✓			✓		✓	

<i>Sustainability Policies</i>	<i>Outcomes Advanced</i>							
	<i>People</i>				<i>Prosperity</i>		<i>Planet</i>	
	<i>Access & Mobility</i>	<i>Health</i>	<i>Safety</i>	<i>Equity</i>	<i>Economic Benefit</i>	<i>Cost Effectiveness</i>	<i>Climate & Energy</i>	<i>Ecological Function</i>
<i>Transportation Infrastructure:</i>								
Improve multimodal access to and within key destinations.	✓	✓	✓	✓	✓		✓	
Ensure network connectivity by closing gaps in the bicycle, pedestrian and transit networks.	✓	✓	✓		✓		✓	
Design systems to reduce the potential for conflict between bicyclists, pedestrians, and vehicles.	✓		✓	✓	✓			
<i>Land Use:</i> Support land use decisions that locate new facilities close to existing services, particularly those that service transportation disadvantaged populations.	✓			✓		✓		✓
<i>Safety:</i>								
Prioritize funding for safety projects and programs that will reduce fatal or injury collisions.			✓					
Encourage projects that improve safety for youth, vulnerable users and transportation disadvantaged.			✓	✓				
<i>Emergency Services:</i> Support projects that provide access to emergency services.	✓		✓		✓			
<i>Cost Effectiveness & System Maintenance:</i> Maintain and operate the existing transportation system cost-effectively and in a manner that adapts the current transportation system to maximize existing investments.	✓		✓			✓		
<i>Coordination:</i> Improve coordination between agencies in a manner that improves efficiencies, and reduces duplication (e.g. paratransit and transit; road repairs; signal synchronization; TDM programs).						✓		

Sustainability Policies	Outcomes Advanced							
	People				Prosperity		Planet	
	Access & Mobility	Health	Safety	Equity	Economic Benefit	Cost Effectiveness	Climate & Energy	Ecological Function
<i>System Financing:</i> Support new or increased taxes and fees that reflect the cost to operate and maintain the transportation system.						✓		
<i>Equity:</i> Demonstrate that planned investments will reduce disparities in safety and access for transportation disadvantaged populations.	✓		✓	✓				
<i>Ecological Function:</i> Deliver transportation investments in a way that increases tree canopy, where appropriate, improves habitat and water quality and enhances sensitive areas.								✓
<i>Public Engagement:</i> Solicit broad public input on all aspects of regional and local transportation plans, projects and funding actions.				✓				

Figure 4.2 – Policies of the 2040 Regional Transportation Plan and Outcomes they Advance

Source: Santa Cruz County Regional Transportation Commission

Sustainable Rating System

For the 2014 RTP, the RTC utilized a rating system called the Sustainable Transportation Analysis Rating System (STARS), which provides an integrated set of performance measures to support development of a sustainable transportation plan. Developed by the North American Sustainable Transportation Council (STC), the STARS framework for integrating sustainability served as a model for the RTC to better align policies with desired community outcomes. A key component of the STARS system is identifying primary performance measures that achieve many sustainability objectives. These measures are referred to as “heavy-lifters;” and often address multiple aspects of the Triple Bottom Line. The goals, policies and targets included in the 2040 Regional Transportation Plan are based on the 2014 RTP goals, policies and targets and have only been updated where necessary based on new information. These goals and policies are consistent with state and federal transportation

Sustainable Transportation Analysis & Rating System

planning policies, guidelines and requirements including SB 375 required Sustainable Communities Strategy, Complete Streets, and the Smart Mobility Framework developed by Caltrans.

Key Considerations

GHG Emissions, Senate Bill 375 and Senate Bill 32

One of the key considerations in developing the goals, policies and targets was to address greenhouse gas emissions. The California Sustainable Communities and Climate Protection Act of 2008 (SB 375) requires each of the state's 18 metropolitan areas to reduce per capita greenhouse gas emissions from cars and light trucks. AMBAG is responsible for developing a Sustainable Communities Strategy (SCS) as part of the Metropolitan Transportation Plan that coordinates land use and transportation planning to reach the greenhouse gas (GHG) reduction target established for the tri-county region. The goals, policies and targets that were developed for the Santa Cruz County Regional Transportation Plan strive to reduce GHG emissions from transportation and are consistent with the AMBAG Sustainable Communities Strategy and the goals of Senate Bill 375.

In 2016, Senate Bill 32 was passed that requires greenhouse gas emissions statewide to be reduced to forty percent below the 1990 levels by 2030. This GHG emission reduction requirement is for all sectors. The percent reduction from transportation can come from a reduction in vehicle miles traveled as well as improvements in vehicle technology like electric and hybrid vehicles, and improvements in fuel standards that reduce the level of carbon in fuel.

GHG Emissions and California Transportation Plan

Senate Bill 391 (SB 391, 2009) requires the California Department of Transportation to prepare the California Transportation Plan to demonstrate how GHG emissions from transportation will be reduced to 1990 levels by 2020 and 80% below 1990 levels by 2050 as described in AB 32 and Executive Order S-03-05. The bill requires the plan to identify the statewide integrated transportation system needed to achieve these results and to demonstrate how the major metropolitan areas, rural areas, and state agencies can coordinate planning efforts to achieve critical statewide goals. The *2040 California Transportation Plan* was developed in 2015 and is required to be updated every 5 years. The 2040 RTP is consistent with the 2040 California Transportation Plan.

National Transportation Performance Measures

In 2012, the national transportation reauthorization bill, Moving Ahead for Progress in the 21st Century (MAP-21) was signed into law. MAP-21 required the Federal Highway Administration (FHWA) to establish transportation performance measures that make progress toward the following national goals:

- Safety—to achieve a significant reduction in traffic fatalities and serious injuries on all public roads.
- Infrastructure condition—to maintain the highway infrastructure asset system in a state of good repair.
- Congestion reduction—to achieve a significant reduction in congestion on the National Highway System (NHS).

- System reliability—to improve the efficiency of the surface transportation system.
- Freight movement and economic vitality—to improve the national freight network, strengthen the ability of rural communities to access national and international trade markets, and support regional economic development.
- Environmental sustainability—to enhance the performance of the transportation system while protecting and enhancing the natural environment.
- Reduced project delivery delays—to reduce project costs, promote jobs and the economy, and expedite the movement of people and goods by accelerating project completion through eliminating delays in the project development and delivery process, including reducing regulatory burdens and improving agencies' work practices.

MAP-21 also required each State and Metropolitan Planning Organizations to set performance targets for these measures. The FAST Act, the successor federal act, continues MAP-21's performance management approach, within which States invest resources in projects that collectively will make progress toward national goals. The goals, policies, targets and project list established for the 2040 RTP are consistent with the national performance measures.

The safety target was the first performance measure to go into effect. Caltrans, in cooperation with the Office of Traffic Safety, has adopted 5 safety targets for the 2018 calendar year to monitor the number and rate of fatalities and injuries including separate targets for non-motorized travel. MPOs can decide to either use the same safety targets as the state or establish their own. Targets are established annually. Additional performance measure targets that the State will be required to meet will be established in the near future.

The FAST Act requires that if the State has failed to meet (or to make significant progress toward meeting) its performance targets, the State must describe in its next performance report to FHWA the actions it will take to achieve these targets. State DOTs and MPOs will be expected to use the information and data generated as a result of the performance management regulations to inform their transportation planning and programming decisions.

Complete Streets



Another key policy consideration in the 2040 Regional Transportation Plan is planning for complete streets. The California Complete Streets Act of 2008 requires cities and counties to identify how the needs

of all users of the transportation system will be accommodated in the circulation element of their general plan. This includes pedestrians, transit riders, bicyclists, and motorists, regardless of ages and abilities. With the goal of creating roadways that safely and comfortably provide for all users, creating a network of complete streets will make progress towards every one of the 2040 Regional Transportation Plan goals. Complete Streets are equitable, healthy, cost-effective, good for environment, and improve access to goods and services. The RTC, in collaboration with AMBAG, TAMC, and SBCOG, published a [Monterey Bay Area Complete Streets Guidebook](#) in 2013. The guidebook provides resources to local jurisdictions for developing streets in the Monterey Bay Area that meet the needs of all users, including non-drivers of all ages and abilities, and help reduce greenhouse gas emissions by encouraging bicycle, pedestrian and transit usage. Items from the checklist that is included in the guidebook are integrated into RTC grant applications as a means to assist local agencies in integrating complete streets components into projects.

Threading complete streets throughout the goals and policies creates a shift in planning primarily for cars to increasing focus on the movement of people using all modes. One way of looking at it is: if people are the lifeblood of a community, then streets are its veins and arteries. From the complete streets perspective, streets not only serve the traditional role of connecting people to important destinations quickly, but they can serve as destination themselves, as places to walk with friends, ride a bicycle, view public art or enjoy social interactions.

Health and Assembly Bill 441

Health and health equity concerns have also been incorporated into the goals, policies and targets of the 2040 Regional Transportation Plan. Assembly Bill 441, championed by local Assemblyman Bill Monning and signed by Governor Brown in September 2012, acknowledges that California and the nation are facing unprecedented levels of chronic disease, which now accounts for approximately 73 percent of all deaths in California¹ and 75 percent of all United States health care expenditures². The health of California's population is largely determined by the environments in which people live. These environments, including the transportation infrastructure, shape the choices that people make every day. Assembly Bill 441 requires the California Transportation Commission (CTC) to promote health and health equity as part of the Regional Transportation Plan guidelines. In the 2017 revision of the RTP guidelines, the CTC provided a summary of the policies, practices, or projects that have been employed by metropolitan planning organizations that promote health and health equity.

Social Equity and Environmental Justice

The inclusion of the entire range of community interests in the development of the RTP is a key element in the process and is required by both federal and state law. Providing more transportation and mobility choices such as increased transit, bicycle, and pedestrian facilities, increases opportunities for all segments of the population at all income levels. Each region is required by federal regulation and state law to plan for and implement transportation system improvements that will benefit all residents. Title VI of the federal Civil Rights Act of 1964, Section 11135 of the California Government Code, and Executive Order 12898 on Environmental Justice require planning agencies to be sensitive to how all residents, particularly low-income communities and communities of color, may be impacted by possible



transportation and land use changes identified in the RTP. Existing federal regulations require the RTC to ensure that any planned regional transportation improvements do not have a disproportionate adverse impact on low income or other under-represented groups, and that minority and low-income populations receive equal benefits, on an equally timely basis, as other populations. Caltrans, as part of the statewide transportation plan, includes a policy to “Integrate health and social equity in transportation planning and decision making.” Social equity factors considered in development of the 2040 RTP include transportation affordability and access to transportation. The 2040 RTP has been developed to address the transportation needs of the entire community, and attempts to ensure that no one community bears more of the benefits or burdens of transportation investments than any other. RTP sustainability policies and targets include specific measures focused on the needs of people who are “transportation disadvantaged” due to income, age, race, disability or of limited English proficiency. In accordance with Title 23 CFR Part 450.316(a)(1)(vii) the RTC has worked with the Association of Monterey Bay Area Governments (AMBAG) to develop a public participation plan which describes explicit procedures, strategies and desired outcomes for seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services.

Targets

The Santa Cruz County Regional Transportation Plan identified measurable outcomes, called targets for the first time in the 2014 RTP. Voluntarily establishing targets, each linked to a sustainability goal, utilizes performance-based planning to inform investment priorities to create the desired future. Striving to reach specific and measurable outcomes is consistent with the STARS recommended approach of backcasting. Backcasting allows communities to collectively focus on what they want to see happen, then select, evaluate and implement projects and programs that move the community toward these agreed upon outcomes.



The targets have been updated for the 2040 RTP and are shown in **Figure 4.3**. The adopted targets are intended to be aggressive, but reasonably obtainable. Unlike more broadly scoped community plans, the adopted targets focus on areas that transportation policies can affect. The targets reflect community input received (**Appendix A**). They were carefully crafted to be consistent with state and federal goals, and to work with available data and travel demand model outputs.

The adopted goals, policies and targets were used to prioritize projects for funding in the transportation investment program portion of the 2040 RTP. Incorporating targets into the goals and policies enables the Regional Transportation Commission to assess how well the long range plan will perform over time. Details on monitoring performance of the transportation system in advancing the targets are discussed in **Chapter 7 – System Performance**. The complete list of goals, policies and targets for the 2040 RTP can be found in **Appendix C**.

Sustainability Targets		Outcomes Advanced							
		People				Prosperity		Planet	
		Access & Mobility	Health	Safety	Equity	Economic Benefit	Cost Effectiveness	Climate & Energy	Ecological Function
<p>GOAL 1: Establish livable communities that improve people's access to jobs, schools, recreation, healthy lifestyles and other regular needs in ways that improve health, reduce pollution and retain money in the local economy.</p>	<p>TARGET 1A: Increase the percentage of people that can travel to key destinations within 30-minute walk, bike or transit trip by 20 percent by 2020 and 47 percent by 2040</p>	✓	✓	✓	✓	✓	✓	✓	
	<p>TARGET 1Bi: Reduce per capita fuel consumption and greenhouse gas emissions by 1 percent by 2020, 5 percent by 2035, and 6 percent by 2040 through a reduction in vehicle miles traveled and improved speed consistency.</p>		✓			✓		✓	
	<p>TARGET 1Bii: Reduce total greenhouse gas emissions from transportation by 1 percent by 2020 and 60 percent by 2040 through electric vehicle use, other emerging technologies, reduction in vehicle miles traveled and improved speed consistency.</p>		✓			✓		✓	
	<p>TARGET 1C: Reinvest in the local economy \$5 million/year by 2020 and \$12 million/year by 2040 from savings resulting from lower fuel consumption due to a reduction in vehicle miles traveled</p>	✓				✓	✓	✓	
	<p>TARGET 1Di: Improve travel time reliability for vehicle trips</p>	✓				✓		✓	

Sustainability Targets		Outcomes Advanced							
		People				Prosperity			Planet
		Access & Mobility	Health	Safety	Equity	Economic Benefit	Cost Effectiveness	Climate & Energy	Ecological Function
cont. GOAL 1: Establish livable communities that improve people's access to jobs, schools, recreation, healthy lifestyles and other regular needs in ways that improve health, reduce pollution and retain money in the local economy.	TARGET 1Dii: Improve multimodal network quality for walk and bicycle trips to and within key destinations	✓	✓	✓	✓	✓	✓	✓	
	TARGET 1E: Decrease single occupancy mode share by 4 percent by 2020 and 9 percent by 2040	✓	✓	✓	✓	✓	✓	✓	
	TARGET 1F: Increase the number of active transportation trips by 5 percent of total trips by 2020 and by 18% of total trips by 2040	✓	✓	✓	✓	✓	✓	✓	
GOAL 2: Reduce transportation related fatalities and injuries for all modes.	TARGET 2A: Reduce injury and fatal collisions by mode by 20 percent by 2020 and by 60 percent by 2040		✓	✓	✓	✓			
	TARGET 2B: Reduce total number of high collision locations		✓	✓	✓	✓			
GOAL 3: Deliver access and safety improvements cost effectively, within available revenues, equitably and responsibly to the needs of all users of the transportation system and beneficially for the natural environment.	TARGET 3A: Increase the average local road pavement index to 57 by 2020 and 72 by 2040			✓		✓	✓		
	TARGET 3B: Reduce number of transportation facilities in "distressed" condition by 3 percent by 2020 and 5 percent by 2040			✓		✓	✓		

Sustainability Targets	Outcomes Advanced							
	People				Prosperity			Planet
	Access & Mobility	Health	Safety	Equity	Economic Benefit	Cost Effectiveness	Climate & Energy	Ecological Function
<p>cont. GOAL 3: Deliver access and safety improvements cost effectively, within available revenues, equitably and responsibly to the needs of all users of the transportation system and beneficially for the natural environment.</p>	✓	✓	✓	✓	✓		✓	
<p>TARGET 3C: Reduce travel times and increase travel options for people who are transportation disadvantaged due to income, age, race, disability or limited English proficiency by increasing the percentage that are within a 30-minute walk, bike or transit trip to key destinations by 20% by 2020 and 47% by 2040</p>								
<p>TARGET 3D: Ensure transportation services (and impacts) are equitably distributed to all segments of the population</p>	✓	✓	✓	✓	✓	✓		
<p>TARGET 3E: Maximize participation from diverse members of the public in RTC planning and project implementation activities</p>				✓				

Figure 4.3 – 2040 Regional Transportation Plan Performance Targets and Relationship to Triple Bottom Line

Source: Santa Cruz County Regional Transportation Commission

Notes for Chapter 4

- ¹ “The Burden of Chronic Disease and Injury – California, 2013,” California Department of Public Health (2013), <http://www.cdph.ca.gov/programs/Documents/BurdenReportOnline%2004-04-13.pdf>.
- ² “Chronic Disease Prevention and Health Promotion,” Centers for Disease Control and Prevention, accessed December 2013, <http://www.cdc.gov/chronicdisease>.
- ³ Transportation disadvantaged households are defined as non-white, low-income, or poverty. Transportation disadvantaged communities are defined as census tracts where greater than 65% of the total population is non-white; census tracts where greater than 65% of households are low income or census tracts where greater than 20% of households are in poverty. These definitions were determined by AMBAG for the Monterey Bay region in the 2035 Metropolitan Transportation Plan- Sustainable Communities Strategy. Transportation disadvantaged communities are also defined using the Assembly Bill 1550 definition for census tracts that are at or below the threshold designated as low income by the California Department of Housing and Community Development’s income limits.