



May 21, 2019

Susan Bransen, Director
California Transportation Commission
1120 N Street MS-52
Sacramento, CA 95814
sent via email: Susan.Bransen@catc.ca.gov

Re: 2019 SHOPP Guidelines Recommendations

Dear Director Bransen:

Thank you for the opportunity to review and comment on the draft 2019 State Highway Operations and Protection Program (SHOPP) Guidelines. The undersigned organizations represent active transportation, transit, recreation, public health, and social equity organizations that have a strong interest in promoting state investment in sustainable transportation in California, especially to benefit marginalized residents with the greatest mobility needs.

We appreciate and recognize the time and effort California Transportation Commission (CTC) Staff put forth in drafting the SHOPP guidelines. We recently met with CTC Staff to discuss what can be done through the guidelines process to better align the SHOPP to our State's ambitious climate, sustainability, and equity goals. We are encouraged to hear planned changes to better capture complete streets and climate change in Section 10, SHOPP Project Preparation. While we are encouraged with the direction of conversations and draft guidelines, we recommend the 2019 SHOPP include the following:

- Providing Complete Streets and Climate Change reporting standards and consideration as a performance measure to capture and reconcile project elements in Section 10, SHOPP Preparation, with the final delivery of the project.
- Clarifying the listing of new traffic lanes in the examples of eligible projects.
- Setting specific parameters for the types, circumstances and context of why and when auxiliary, slow vehicle, and two-way left turn lanes should be eligible.

Complete Streets & Climate Change

Senate Bill 1 helped establish the need to consider and include Complete Streets and Climate Change in programmed projects. While the guidelines currently outline these items we are encouraged to hear staff considering the inclusion of this in the preparation of SHOPP projects, we believe further accountability measures through reporting are needed to help gather information needed on how these elements are being considered and maintained throughout project implementation and completion reports. These elements should further be included and required under item E. Planned performance measure(s) for each project in Section 13, Display of Project Scope, Budget, Schedule, and Performance Measure. Inclusion and tracking of these performance measures is important to ensure the efficient use of state funds to support the maintenance and operation of public roadways that best meet the needs of all road users. Inclusion of a reporting piece for Complete Streets and Climate Change is also important to remain accountable and transparent for allocation and implementation of SHOPP funds and projects.

New Traffic Lanes

Government Code Section 14526.5. (a) stipulates that “new traffic lanes” cannot be added to the State Highway System (SHS) through the programming of the SHOPP. We appreciate the statement included in the Guidelines, on page 6, to reflect this point. However, below this statement it is mentioned that funds may be used for auxiliary, slow-vehicle, and two-way left turn lanes. Previous SHOPP programming has justified these type of traffic lane improvements (e.g. auxiliary, slow-vehicle, and two-way left turn lanes) as common practice. We would like to better understand why these traffic lanes types are not considered new traffic lanes which are prohibited by SHOPP funding constraints.

In the Federal Highway Administration’s *Freeway Management and Operations Handbook*, section 5.4 on *Roadway Widening* affirms that auxiliary improvements, and other unique forms of road widening enhancements, are “traffic lanes” that are “used to balance the traffic load and maintain a more uniform level of service on the highway”. By this definition we recommend that the CTC 2019 SHOPP Guidelines set clear parameters for why and when auxiliary, slow vehicle, and two-way left turn lanes (and other types of traffic lanes like truck lanes) should be included and considered under the SHOPP, whereas other new lane improvements are prohibited. The CTC should ensure that SHOPP projects, which add traffic lanes such as auxiliary, slow vehicle, and two-way left turn lanes are not creating or responding to projects which have created or will create induced demand.¹ The CTC should investigate the causes of induced demand, including how any increased throughput, even if operational, may also increase future capacity.

¹ Handy, S. (2015). National Center for Sustainable Transportation. “Increasing Highway Capacity Unlikely to Relieve Traffic Congestion.” http://www.dot.ca.gov/newtech/researchreports/reports/2015/10-12-2015-NCST_Brief_InducedTravel_CS6_v3.pdf

Our concern for this clarification and change is that any new traffic lanes will inevitably, directly and indirectly, add capacity to the SHS and will result in an increase in asset inventory to the California Department of Transportation, which in turn results in increased maintenance needs that will require future SHOPP investments. A scan from the most recently programmed 2018 SHOPP reveals at least 41 projects that will add new traffic lanes (see attached Appendix for full list). We note that many of these 41 projects include performance measures for operational improvements which include reducing vehicle delay—which means by definition these projects are adding capacity. We would encourage CTC Staff to do further review of previously programmed SHOPP projects to determine the number of projects with new lanes which can be directly linked to capacity-expansion itself or with other road-widening and capacity increasing projects funded through other funding streams. Our concern is the potential for SHOPP funds and projects to act as supplements to planned or ongoing larger capacity-increasing or highway-widening projects. We believe it is important to clarify the parameters by which the projects listed above should be considered to protect the integrity of the program as well as ensure that the SHOPP is efficiently addressing the various needs of maintenance on our state roadways. Setting parameters such as limits for distance and timing of SHOPP projects, which include new lanes, in relation to other highway-widening and capacity-increasing projects is imperative to ensure that SHOPP projects and funds are used efficiently and transparently. It's important that the SHOPP focus on the maintenance and rehabilitation of our existing roadways.

Thank you for your consideration of these recommendations. We look for future opportunities to work collaboratively with CTC Staff and would be happy to discuss these further in future meetings and in workshops that we will attend.

Sincerely,

Jared Sanchez, Senior Policy Advocate
California Bicycle Coalition

Esther Rivera, State Policy Manager
California Walks

Jonathan Matz, California Senior Policy Manager
Safe Routes Partnership

Ella Wise, State Policy Associate
ClimatePlan

Matthew Baker, Policy Director
Planning and Conservation League

Bryn Lindblad, Deputy Director
Climate Resolve

Cc:

Fran Inman, Chair, California Transportation Commission

Mitch Weiss, California Transportation Commission

Teri Anderson, California Transportation Commission

Laurie Berman, Director, California Department of Transportation

Kate Gordon, Director, Office of Planning and Research

Mark Tollefson, Governor's Office

Brian Annis, Secretary, California State Transportation Agency

Appendix: Projects Programmed to Add New Traffic Lanes from Adopted 2018 State Highway Operation and Protection Program (SHOPP)

Butte: Route 70. Description: Near Oroville, from Yuba County Line to south of East Gridley Road/Stimpson Road; also, in Yuba County on Route 70 from PM 25.7 to PM 25.8. Widen for two-way left-turn lane and standard shoulders. Program code: Safety improvements. Performance measure: 35 collisions reduced. Total project cost: \$44,068,000.

Butte: Route 70. Description: Near Oroville, from 0.3 mile north of Cox Lane to south of Palermo Road. Widen for two-way left-turn lane and standard shoulders, and provide a roadside clear recovery zone. Program code: Safety improvements. Performance measure: 35 collisions reduced. Total project cost: \$36,860,000.

Butte: Route 70. Description: Near Oroville, from south of Palermo Road to north of Ophir Road. Widen for two-way left-turn lane and standard shoulders, and provide a roadside clear recovery zone. Program code: Safety improvements. Performance measure: 58 collisions reduced. Total project cost: \$32,720,000.

Butte: Route 162. Description: In and near Oroville, from Foothill Boulevard to the Gold Country Casino entrance. Construct two-way left-turn lane and widen shoulders. Program code: Safety improvements. Performance measure: 50 collisions reduced. Total project cost: \$22,352,000.

Del Norte: Route 101. Description: In Klamath, from 0.2 mile south to 0.3 mile north of Ehlers Way. Extend the left turn pocket, install acceleration lane for left turns, and extend acceleration lane for right turns at the intersection of Ehlers Way and Route 101. Program code: Operational improvements. Performance measure: .2 daily vehicle hours of delay. Total project cost: \$4,235,000.

El Dorado: Route 50. Description: Near Placerville and Camino, from 0.2 mile west of Still Meadows Road to 0.4 mile east of Upper Carson Road. Install median barrier, widen shoulders, construct acceleration/deceleration lane, construct an undercrossing, and construct access to the undercrossing from local roads. Program code: Safety improvements. Performance measure: 117 collisions reduced. Total project cost: \$48,000,000.

Fresno: Route 41. Description: Near Fresno, from the northbound Ashlan Avenue onramp to the northbound Shaw Avenue off-ramp. Construct northbound auxiliary lane and add an additional lane to the Shaw Avenue off-ramp. Program code: Operational improvements. Performance measure: 163 daily vehicle hours of delay. Total project cost: \$22,957,000.

Humboldt: Route 101. Description: In Arcata, from north of Route 299/Route 101 Connector to 0.2 mile south of Guintoli Lane Overcrossing. Construct auxiliary lane to improve merging movements. Program code: Operational improvements. Performance measure: 36 daily vehicle hours of delay. Total project cost: \$8,086,000.

Humboldt: Route 101. Description: In Eureka, on 4th Street from Broadway to Y Street. Restripe to add traffic and bicycle lanes, construct pedestrian bulb-outs and Americans with Disabilities Act (ADA) ramps, and install or modify signals. Program code: Safety improvements. Performance measure: 503 collisions reduced. Total project cost: \$10,016,000.

Inyo: Route 168. Description: In and near Bishop, from west of Meadow Lane to east of Pioneer Lane. Construct a two-way left turn lane. Program code: Collision severity reduction. Performance measure: 10 collisions reduced. Total project cost: \$2,704,000.

Kern: Route 202. Description: Near Tehachapi, from 0.2 mile west to 0.2 mile east of Cummings Valley Road East. Construct a left turn lane from southbound Route 202 to Cummings Valley Road East. Program code: Collision severity reduction. Performance measure: 39 Collisions reduced. Total project cost: \$5,044,000.

Lake: Route 29. Description: Near Lower Lake, at various locations. Widen for truck climbing lanes and shoulders. Program code: Safety improvements. Performance measure: 45 Collisions reduced. Total project cost: \$10,777,000.

Los Angeles: Route 5. Description: In and near the city of Los Angeles, from Ditman Avenue southbound off-ramp to Route 134; also on Route 2 (PM R18.7) and Route 101 (PM 11.8). Multi-objective Asset Management project that includes widening and extending deceleration length on the Indiana Street/Calzona Street southbound off-ramp. Program code: Multiple objective. Performance measure: 101 locations. Total project cost: \$24,649,000.

Los Angeles: Route 605. Description: In the cities of Irwindale and Baldwin Park, from Route 10 Interchange to the end of the freeway at Route 210. Grind mainline pavement and replace damaged slabs with Jointed Plain Concrete Pavement (JPCP) rapid strength concrete and/or Individual Precast Slab Replacement (IPSR), cold plane and overlay median, shoulders, ramps with Hot Mix Asphalt (HMA), construct additional lane on southbound Arrow Highway off-ramp/modify signal, install and upgrade guardrail. Program code: Pavement rehabilitation. Performance measure: 39.5 lane miles. Total project cost: \$33,742,000.

Los Angeles: Route 110. Description: In Pasadena and South Pasadena, at the Fair Oaks Avenue northbound off-ramp. Widen ramp from two lanes to four lanes. The city of South Pasadena will Advertise, Award, and Administer (AAA) the project construction contract. Program code: Operational improvements. Performance measure: 64 daily vehicle hours of delay. Total project cost: \$3,773,000.

Los Angeles: Route 405. Description: In the city of Sherman Oaks, at southbound onramp from Ventura Boulevard. Widen the onramp to two lanes plus a High Occupancy Vehicle (HOV) lane. Program code: Operational improvements. Performance measure: 12.5 daily vehicle hours of delay. Total project cost: \$7,336,000.

Napa: Route 121. Description: Near Napa, at Huichica Creek (PM 0.75). Roadway widening. Program code: Safety improvements. Performance measure: 0 collisions reduced. Total project cost: \$20,469,000.

Orange: Route 55. Description: In the cities of Santa Ana and Tustin, from Dyer Road onramp to Edinger Avenue off-ramp. Construct northbound auxiliary lane. Program code: Operational improvements. Performance measure: 1,153 daily vehicle hours of delay. Total project cost: \$46,800,000.

Orange: Route 133. Description: In Irvine, from southbound 5/SB 133 Connector to southbound 133/NB 405 Connector. Construct a new auxiliary lane to improve traffic flow. Program code: Operational improvements. Performance measure: 271 daily vehicle hours of delay. Total project cost: \$25,102,000.

Orange: Route 133. Description: In Laguna Beach, at and north of Canyon Acres Drive. Extend the northbound lane reduction transition. Program code: Safety improvements. Performance measure: 34 collisions reduced. Total project cost: \$3,764,000.

Orange: Route 133. Description: In Laguna Beach, from 1,700 feet south to 1,300 feet north of El Toro Road. Extend lanes in both directions. Program code: Safety improvements. Performance measure: 65 collisions reduced. Total project cost: \$12,956,000.

Orange: Route 405. Description: In Irvine, from Route 133 to Sand Canyon Avenue; also from Sand Canyon Avenue to University Drive/Jeffery Road. Construct southbound auxiliary lanes. Program code: Operational improvements. Performance measure: 1,003 daily vehicle hours of delay. Total project cost: \$8,200,000.

Orange: Route 73. Description: In Newport Beach, on the Route 73 southbound off-ramp to MacArthur Boulevard. Widen ramp, install traffic signal and guardrail. Program code: Safety improvements. Performance measure: 82 collisions reduced. Total project cost: \$11,396,000.

Riverside: Route 74. Description: Near Lake Elsinore, from the Orange County line to Monte Vista Street. Widen for standard lane widths and shoulders and construct ground-in rumble strips. Program code: Safety improvements. Performance measure: 298 collisions reduced. Total project cost: \$65,149,000.

Riverside: Route 10. Description: In and near Coachella, from 0.5 mile east of Coachella Canal to Hazy Gulch Bridge. Cold plane pavement and overlay with Portland Cement Concrete (PCC).

Construct eastbound truck climbing lane. A one-lane temporary detour will be constructed in the median for traffic handling. Program code: Roadway rehabilitation. Performance measure: 52.4 lane miles. Total (authorized) project cost: \$22,900,000.

Sacramento: Route 50. Description: In the city of Sacramento, at Hornet Drive eastbound off-ramp. Widen ramp, add signal and right-turn lane. Program code: Operational improvements. Performance measure: 2,740 daily vehicle hours of delay. Total project cost: \$2,720,000.

Sacramento: Route 50. Description: In the city of Sacramento, from 65th Street to east of Howe Avenue. Construct westbound auxiliary lane. Program code: Operational improvements. Performance measure: 88 daily vehicle hours of delay. Total project cost: \$3,930,000.

Sacramento: Route 50. Description: In and near Rancho Cordova, from Bradshaw Road to Mather Field Road. Operational improvements that construct auxiliary lanes in both westbound and eastbound directions. Program code: Operational improvements. Performance measure: 450 daily vehicle hours of delay. Total project cost: \$9,498,000.

Sacramento: Route 51. Description: In the city of Sacramento at the American River Bridge No.24-0003 from north of B Street Underpass to north of Exposition Boulevard Overcrossing. Widen and replace bridge deck. Program code: Bridge rehabilitation. Performance measure: 1 bridge. Total (authorized) project cost: \$18,940,000.

Sacramento: Route 80. Description: In Citrus Heights, from east of Elkhorn Boulevard/Greenback Lane to west of Riverside Avenue. Upgrade weigh-in-motion (WIM) station and widen the westbound auxiliary lane to the Antelope Truck Scales. Program code: Weigh stations. Performance measure: 1 location. Total project cost: \$5,540,000.

San Bernardino: Route 60. Description: In Ontario, from Haven Avenue to Milliken Avenue/Hamner Avenue. Construct auxiliary lane and widen connector and ramps. Program code: Operational improvements. Performance measure: 1,823 daily vehicle hours of delay. Total project cost: \$35,662,000.

San Bernardino: Route 215. Description: In the city of San Bernardino, from 0.2 mile south of Orange Show Road/ Auto Center Drive to 0.2 mile north of Inland Center Drive. Lane reconfiguration and pavement widening. Program code: Safety improvements. Performance measure: 123 collisions reduced. Total project cost: \$11,119,000.

San Diego: Route 5. Description: In the city of San Diego, from north of La Jolla Village Drive to south of Genesee Avenue, on southbound. Construct a 0.5 mile auxiliary lane. Program code: Operational improvements. Performance measure: 1,271 daily vehicle hours of delay. Total project cost: \$6,750,000.

San Diego: Route 5. Description: In Carlsbad, from Palomar Airport Road to Cannon Road. Construct auxiliary lane in southbound direction for operational efficiency. Program code: Operational improvements. Performance measure: 77 daily vehicle hours of delay. Total project cost: \$8,026,000.

San Joaquin: Route 99. Description: In Lodi, from south of Route 12 (Victor Road) to south of Turner Road. Realign northbound onramp, increase bridge vertical clearance and construct auxiliary lane. Program code: Operational improvements. Performance measure: 158 daily vehicle hours of delay. Total project cost: \$15,803,000.

San Joaquin: Route 26. Description: Near Linden, from 0.3 mile east of Fine Road to 0.1 mile west of Podesta Lane. Widen travel lanes and shoulders to improve the existing conditions for Surface Transportation Assistance Act (STAA) trucks. Program code: Operational improvements. Performance measure: 34 daily vehicle hours of delay. Total project cost: \$3,125,000.

Santa Clara: Route 237. Description: In San Jose, in the eastbound direction from North First Street to Zanker Road. Construct auxiliary lane. Program code: Operational improvements. Performance measure: 521 daily vehicle hours of delay. Total project cost: \$15,175,000.

Santa Clara: Route 237. Description: In San Jose, in the westbound direction from North First Street to Zanker Road. Construct auxiliary lane. Program code: Operational improvements. Performance measure: 332 daily vehicle hours of delay. Total project cost: \$79,073,000.

Stanislaus: Route 99. Description: Near Ceres and Modesto, in the northbound direction from Hatch Road onramp to S. 9th Street off-ramp. Construct auxiliary lane. Program code: Operational improvements. Performance measure: 110 daily vehicle hours of delay. Total project cost: \$8,699,000.

Yolo: Route 16. Description: Near Cadenasso, from 0.4 mile west of County Road 79 to 0.4 mile east of County Road 79; also from Esparto to 0.2 mile west of Route 505. Shoulder widening, curve correction, left-turn channelization, signalization and two-way left-turn lanes. Program code: Safety improvements. Performance measure: 330 collisions reduced. Total project cost: \$37,299,000.

Yolo: Route 80. Description: In and near West Sacramento, from east of Mace Boulevard to Sacramento River Bridge; also on Route 50, from Route 80 to Jefferson Boulevard Overcrossing (PM 0.0/2.5). Rehabilitate pavement by placing Continuous Reinforced Concrete, rehabilitate bridge decks, median widening at three locations, upgrade bridge railings, and construct an auxiliary lane. Program code: Roadway rehabilitation. Performance measure: Lanes miles. Total (authorized) project cost: \$10,337,000.



Metro

Los Angeles County
Metropolitan Transportation Authority

One Gateway Plaza
Los Angeles, CA 90012-2952

213.922.2000 Tel
metro.net

June 7, 2019

Ms. Susan Bransen
Executive Director
California Transportation Commission
1120 N Street, MS-52
Sacramento, CA 95814

RE: Comments on the Draft 2020 SHOPP Guidelines

Dear Ms. Bransen:

The Los Angeles County Metropolitan Transportation Authority (Metro) appreciates the California Transportation Commission's (CTC) efforts to develop the 2020 State Highway Operation and Protection Program (SHOPP) Guidelines. The passage of the Road Repair and Accountability Act (SB 1) presents the CTC, Caltrans, and regional transportation partners with the opportunity to begin addressing the \$139 billion backlog in deferred maintenance on the state highway system and local streets and roads. Additionally, SB 1 mandates greater accountability and transparency around decision-making and project delivery. The proposed 2020 SHOPP Guidelines make great strides towards achieving these goals.

Consistent with the intent to drive effective project delivery and to enhance transparency and accountability, we suggest creating a more structured and ongoing engagement between Caltrans and the Regional Transportation Planning Agencies (RTPAs) in the processes that develop the SHOPP.

Currently, the proposed Guidelines suggest on-going coordination with the RTPAs on the identification of candidate SHOPP projects. However, eligible SHOPP projects are "pipelined" through the State Highway System Management Plan (SHSMP) and have already been carried through Caltrans' project initiation process. As such, the candidate project selection process begins well outside the SHOPP development timeframe. Additionally, the Guidelines state that Caltrans will share the initial draft of the SHOPP with RTPAs in early December, just prior to the SHOPP January 31 submittal deadline to the CTC. This narrow schedule hinders RTPAs from providing necessary feedback to Caltrans for timely incorporation into their proposed SHOPP prior to the program submittal deadline.

In order to ensure meaningful collaboration between Caltrans and the regions, a more formalized engagement and coordination strategy with the RTPAs is needed at the project initiation phase, during the drafting of the SHSMP, and through the SHOPP development process. Through this enhanced partnership, the CTC, Caltrans, and the regions will be better poised to implement and execute the much needed improvements for the state highway system.

Thank you for your consideration. We look forward to continuing and strengthening our partnership with the Commission and Caltrans.

Sincerely,



Laurie Lombardi
Interim Chief Planning Officer