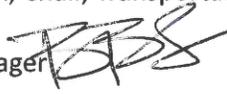


CITY OF LOS ANGELES
INTER-DEPARTMENTAL MEMORANDUM

Date: January 16, 2020

To: Honorable City Council
c/o City Clerk, Room 395
Attention: Honorable Mike Bonin, Chair, Transportation Committee

From:  Seleta J. Reynolds, General Manager 
Department of Transportation

Subject: **Draft Connect SoCal (2020 Regional Transportation Plan / Sustainable Communities Strategy)**

SUMMARY

This report recommends that the City Council authorize the Los Angeles Department of Transportation (LADOT) to submit comments on behalf of the City of Los Angeles (City) to the Southern California Association of Governments (SCAG) on the draft Connect SoCal Plan (2020 Regional Transportation Plan/Sustainable Communities Strategy).

RECOMMENDATION

1. APPROVE the comments provided in this report to be submitted on behalf of the City in response to the draft SCAG Connect SoCal Plan.
2. DIRECT LADOT to transmit comments to SCAG that are substantially consistent with those contained in this report.
3. DIRECT LADOT to work with SCAG to incorporate the comments into the Final Connect SoCal Plan and related Programmatic Environmental Impact Report (Program EIR).

BACKGROUND

Every four years, the Southern California Association of Governments prepares a Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS) for the six-county region. The draft 2020 RTP/SCS, Connect SoCal, includes planned transportation projects and demographic projections through 2045. Connect SoCal presents a strategy for investing \$638 billion into the region's transportation network over the next 25 years and a Sustainable Communities Strategy (SCS) for the six-county region.

Required by SB 375, the SCS focuses on reducing greenhouse gas (GHG) emissions from vehicles and light trucks by integrating land use and transportation planning, expanding transit, implementing transportation demand management, and leveraging new transportation technologies to reduce vehicle trips. The California Air Resources Board (CARB) set a regional GHG emissions reduction target for the SCAG region. The target addressed by the draft Connect SoCal Plan is to reduce GHG emissions eight percent below 2005 per capita emission levels by 2020, and 19 percent below 2005 per capita emissions levels by 2035. In addition to the regional target, CARB indicates a 25 percent GHG reduction is needed

by 2035 in order to meet the State's climate action goals. While SCAG anticipates the implementation of Connect SoCal will achieve both the 2020 and 2035 GHG reduction targets, the plan's Program Environmental Impact Report (Program EIR) indicates that Connect SoCal is not forecasted to achieve the reductions that CARB has determined necessary to meet the State's climate action goals. Connect SoCal's inability to meet the statewide reduction target may inhibit cities from relying on the plan. While it may be infeasible to consider a scenario that meets the more aggressive statewide target, SCAG should continue to partner with state and local agencies to pursue innovative solutions that reduce regional vehicle miles traveled (VMT) and resulting greenhouse gas emissions. These strategies may need to reach beyond traditional land use policies involving growth forecasting, and additionally consider market solutions like roadway pricing, broad scale fleet electrification, electric charging infrastructure, and new transportation technology partnerships that fundamentally alter the incentives for drive-alone trips.

SCAG could further support lowering regional VMT by leading a regional VMT reducing credit system, or 'VMT exchanges' similar to cap and trade markets. VMT exchanges could enable more sustainable outcomes throughout the six-county region by collecting off-set credits to reinvest in sub-regionally managed programs, like subsidizing transit passes for students. Metro has already demonstrated that such programs can lower the demand to drive alone. These investments could also potentially reverse the national trend of falling transit ridership. We are supportive of innovative strategies in the SCAG mitigation measures listed on page 3.17-62 to 3.17-64 of the Program EIR, and offer to be an active partner in these efforts.

SCAG recently conducted a series of workshops across the region, including in-depth graphic and narrative presentation materials. The City appreciates the outreach effort, both to the City and across the region.

Following the release of the draft Connect SoCal Plan on November 7, 2019, LADOT reviewed the draft plan and compiled the proposed comments to SCAG. The discussion included in this memo represents comments and concerns related to LADOT's goals and strategies.

DISCUSSION OF POLICY CONCERNS AND COMMENTS

Policy and Planning Framework

Since the adoption of the 2016 RTP/SCS, the City of Los Angeles adopted several plans and policies that further the legislative framework that informs the Connect SoCal. We are pleased to see SCAG acknowledge the City's Mobility Plan 2035 as a substantial advancement since the adoption of the 2016-2040 RTP/SCS. The Mobility Plan 2035 fundamentally shifted the City's priorities by adopting goals that include designing for safety first, building a world class infrastructure with a 'complete streets' planning framework, access for all Angelenos, more collaboration and informed choices, and a clean environment and health community. These goals align with the goals of SB 375 to reduce greenhouse gas emissions that are a bi-product of travel, especially drive-alone trips.

Since the adoption of the Mobility Plan 2035, the City continues to put the plan into action with meaningful results. In advancing the safety first goal, LADOT released the *Vision Zero Action Plan*¹ which aims to eliminate traffic-related deaths by 2025.

¹ [Vision Zero Action Plan](#), January 2017.

LADOT's Strategic Plan *Great Streets for Los Angeles*² released in January 2018 describes the department's vision to provide access to safe and affordable transportation choices that treat everyone with dignity and support vibrant inclusive communities. This Strategic Plan includes actionable strategies that advance the department's priorities through 2020.

Transportation technologies have changed rapidly within the past five years. LADOT released a transportation technology strategy titled, *Urban Mobility in a Digital Age*³ in August 2016, which focuses on building a solid data foundation, leveraging technology and design for a better customer experience, creating partnerships for more complementary shared services and prepare for an automated future. In November 2019, LADOT released the Technology Action Plan that outlines the visions defined in the *Urban Mobility in a Digital Age*. This action plan provides guidance for LADOT to clearly communicate physical and virtual platforms that maximize equity and livability.

Lastly, Mayor Eric Garcetti released *LA's Green New Deal*⁴ in April 2019, which sets aggressive goals for the City's sustainable future, tackles the climate emergency with accelerated targets to reduce greenhouse gas emissions, strengthens our economy and middle class, and sets the City on course to be carbon neutral by 2050.

We would like to underscore the strong commitments the City has made to advance innovative and sustainable transportation strategies that have the potential to transform the historical reliance on the personal automobile. In the creation of the Final Connect SoCal Plan, we invite SCAG to draw from the vast array of transformative strategies that can increase the share of sustainable trips, especially those that scale at the regional level.

Transportation System Project List

The RTP includes an extensive project list. As stated in the Project List appendix, the list is divided into three primary sections, as follows: 1) The Federal Transportation Improvement Program (FTIP), which forms the foundation of the RTP project investment strategy and represents the first six years of already committed funding; 2) the Financially Constrained list of projects not included in the FTIP but which have "reasonably available" funding; and 3) Strategic Plan projects representing an unconstrained list of potential projects that the region would pursue given additional funding and commitment.

LADOT closely reviewed the three Transportation Project lists. The City's requested revisions are categorized under the three RTP project list categories:

- *FTIP*: A small number of projects that were removed in a recent FTIP amendment remain on this draft list. This list should be updated to reflect the most recent FTIP amendment;
- *Financially-Constrained RTP*: SCAG should work with the City to ensure all eligible projects and programs are captured in the final list. There are some projects that have identified funding, under construction or being implemented that are omitted that should be included; and

² [Great Streets for Los Angeles](#), January 2018.

³ [Urban Mobility in a Digital Age](#), August 2016.

⁴ [L.A.'s Green New Deal](#), April 2019.

- *Strategic Projects:* Some projects on this list were identified from adopted Community Plans and include projects related to decreasing automobile delay and improving the outdated Level of Service (LOS) metric. The City is re-evaluating whether these projects are compatible with the policy goals of SB 743. Several Community Plans are anticipated to be updated over the next few years and City staff may work with SCAG to ensure this projects on this list are compatible with current City policy goals.

Following the review of the Transportation Conformity Analysis Technical Report, Table 63 should reflect any changes made to the FTIP Project List included in the Project List Technical Report.

LADOT recently initiated the Mobility Investment Program (MIP), which represents the department's data-driven effort to capture and plan for mobility investments that advance the City's values and vision for transportation. The MIP institutes project-delivery best practices to identify funding opportunities early in project development, enhance project engagement and evaluation protocols, pursue formalized interagency collaboration, and establish short- and long-term capital improvement plans. As a comprehensive, map-based inventory of both funded and unfunded projects, LADOT will utilize the MIP to develop short-term (five year) and long-term (20 year) plans to serve as the Department's infrastructure playbook that will prioritize the City's mobility investments. In coordination with the RTP project lists, the MIP will be cross-referenced to ensure the projects within the City are included on the appropriate RTP project lists and reflect a similar level of priority and implementation timeframe identified by the City.

We suggest that the SCAG staff responsible for compiling the Transportation System Project List meet with LADOT Planning and Policy staff prior to adoption of the Final Connect SoCal Plan to ensure project information is up to date. Should the RTP Project Lists be updated to address any of the comments mentioned above, LADOT requests SCAG closely coordinate with City staff on the revisions.

SB 743 Implementation

In 2013, the State of California signed SB 743 into law, which requires a shift in the way cities measure environmental impacts. State guidelines require all cities to update their transportation impact analysis metrics from level of service (LOS) to vehicle miles traveled (VMT) before July 1, 2020. In July 2019, the City of Los Angeles adopted new CEQA Transportation thresholds, accompanied by updated Transportation Assessment Guidelines, to comply with SB 743.

The City acknowledges SCAG's efforts noted in the Connect SoCal plan to support and assist in the implementation of SB 743 throughout the region. One notable effort was the assistance provided through the Sustainability Planning Grants, of which several jurisdictions took advantage of including the City of Los Angeles. LADOT encourages SCAG to continue taking a leadership role in providing technical assistance to cities beyond the State's deadline to comply.

SCAG's in-house data and transportation modeling expertise could be leveraged to provide hands-on assistance to the jurisdictions within the SCAG region that may not have the staff resources or funding to appropriately respond to the State mandate. SCAG's leadership could narrow the gap in staff capacity and available funding by developing sub-regional sketch planning tools and recommending uniform

thresholds to be considered for each sub-area Council of Governments (COG). SCAG should continue to help develop VMT exchanges by providing more technical capacity and regional forums with a goal to better serve areas of the region with fewer mitigation options. Continued research on these topics will allow for more efficient implementation of SB 743 across jurisdictional lines in order to achieve the intended outcomes of the legislation: promote reductions in greenhouse gas emissions, develop multimodal transportation networks, and diversify land uses.

Emerging Transportation Technology

Transportation technology has evolved rapidly over the last five years. Micro-mobility and on-demand transportation services, including Transportation Network Companies (TNCs) and dockless devices have dramatically changed how people travel within the City of Los Angeles and the SCAG region. The draft Connect SoCal plan's Emerging Technology Technical Report initiates a discussion on how these technologies impact travel behavior regionwide.

Connect SoCal alludes to the possibility of emerging technologies disrupting the transportation system and increasing VMT. We encourage SCAG to take a more proactive approach to integrating new transportation technologies in a way that promotes sustainable travel choices and meets the region's greenhouse gas emission reduction goals. LADOT's strategy for regulating, monitoring, and evaluating emerging transportation technologies is outlined in *Urban Mobility in a Digital Age*. The groundwork by which LADOT will implement this plan and regulate emerging technologies can be found in LADOT's Technology Action Plan (TAP).⁵ LADOT recommends SCAG provide guidance in Connect SoCal to help cities throughout the region effectively manage new innovations operating in public spaces and neighborhoods.

Cities host a suite of operational and regulatory services that include moving people to safety during emergencies, sometimes shutting down streets, providing safe passage to those wishing to gather and demonstrate, and managing and pricing the curb to regulate parking and deliveries. New technology enabled modes require technological tools to enforce regulations, streamline customer service, and empower private companies to provide service equitably and responsibly. SCAG should consider both the needs and the opportunities of government agencies within their jurisdiction to leverage the technological advancement that brings both challenges and opportunities. In September 2019, LADOT deployed the Mobility Data Specification (MDS) to regulate dockless mobility. We urge SCAG to consider advancing the role of MDS and other digital regulatory tools to better plan for evolution in the transportation technology landscape.

Lastly, public transit use has declined over the past few years both throughout the SCAG region and nationwide. As the regional Metropolitan Planning Organization, SCAG plays a unique leadership role in policies and programs that support public transit use and sustainable transportation modes.

Transportation Model Review

As SCAG updates and makes changes to the transportation model, LADOT urges SCAG to work closely with City staff to ensure those changes are consistent with existing datasets and forecasts. LADOT uses SCAG's transportation model as the foundation for the City's transportation model. Transparency in the

⁵ [Technology Action Plan](#), November 2019.

development of the model, baseline model assumptions, and framework are valued and critical components of the update process.

Conclusion

The draft Connect SoCal Plan and Program EIR provide a long-range vision that aims to balance future regional mobility and housing needs with economic, environmental, and public health goals. The plan represents a six-county effort to meet both State and Federal requirements and GHG reduction targets. If approved, the comments in this report will be submitted to SCAG by LADOT on behalf of the City of Los Angeles.

FINANCIAL IMPACT

This report contains comments regarding proposed policies and projects included in the draft Connect SoCal Plan (2020 RTP/SCS) and related Program EIR. The comments to be transmitted to SCAG will not impact the City's General Fund.

SJR:pl