Los Angeles County Metropolitan Transportation Authority One Gateway Plaza 3rd Floor Board Room Los Angeles, CA



Board Report

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EXECUTIVE MANAGEMENT COMMITTEE JANUARY 21, 2021

SUBJECT: TRAFFIC REDUCTION STUDY UPDATE

ACTION: RECEIVE AND FILE

RECOMMENDATION

RECEIVE AND FILE status report on Traffic Reduction Study (formerly named the Congestion Pricing Feasibility Study) update.

<u>ISSUE</u>

Staff is providing a status update on the Traffic Reduction Study (formerly named the Congestion Pricing Feasibility Study), which supports the Board's bold and transformational initiatives for "The Re -Imagining of LA County", Motions 43.1 (Butts), 43.2 (Solis, Garcetti, Dupont-Walker, Butts, Hahn), and 32.3 (Garcetti, Kuehl, Butts, Solis, Hahn).

BACKGROUND

On February 28, 2019, the Board approved strategies to pursue the Transformational Initiatives central to "The Re-Imagining of LA County," which included a Congestion Pricing Feasibility Study. This has since been renamed the Traffic Reduction Study to focus on the desired outcome of reducing traffic congestion and improving mobility. These Transformational Initiatives address the widely shared desire to greatly reduce congestion, improve mobility and air quality, improve equity, and ultimately provide a more sustainable and resilient LA County for all.

Concurrently, the Board passed Motion 32.3 to direct staff to ensure the Study fully addresses and incorporates the parameters identified in the January 2019 Motions 43.1 (Butts) and 43.2 (Solis, Garcetti, Dupont-Walker, Butts, Hahn), which include, but are not limited to, a detailed implementation timeline, cost estimates, sources of funding, and an equity strategy execution plan.

On April 25, 2019, the Board approved the issuance of Requests for Proposals to procure services from qualified firms for 1) Technical Services and 2) Communications Plan and Public Engagement Services for the Study.

On September 26, 2019, the Board approved award of contracts to WSP USA, Inc., for technical services and Guidehouse LLP for communications and public engagement services for the Study.

DISCUSSION

The Traffic Reduction Study is exploring how to reduce traffic through a two-pronged approach: 1) managing travel demand through congestion pricing, and 2) providing more high-quality transportation options. In addition, the study is intended to support:

- Environmental and economic justice, by mitigating impacts and improving outcomes for lowincome and vulnerable populations and reducing greenhouse gas emissions;
- Improving public health and safety, including supporting air quality improvements and roadway safety for users; and
- Supporting economic prosperity, including supporting businesses and goods movement, and improving access to opportunities.

Prior to the pandemic, the LA region was experiencing economic and population growth that created tremendous travel demand on our increasingly congested transportation network. While traffic during COVID-19 has declined substantially, over the longer term, it is likely that our economy and population will continue to grow and traffic will continue to get worse. Traffic congestion has many negative consequences to individuals and communities. The Traffic Reduction Study is about planning for the future. As LA County recovers from the pandemic, we aim to come back stronger with better mobility and less traffic congestion. If a pilot traffic reduction program is approved by the Metro Board in 2022, Metro and our partners would begin the anticipated multi-year process that would lead to an operational program anticipated by 2025.

Stakeholder and Public Engagement to Date

Between August - December 2020, the project team conducted the first round of stakeholder and public engagement to introduce the Study and the idea of congestion pricing, and listen to feedback:

- The project team participated in 100 meetings with individuals and groups representing local municipalities, public sector agencies, council of governments, advocacy organizations, non-profit organizations, business groups, Metro advisory groups, academia, congestion pricing experts, and other stakeholders.
- We also hosted an equity-focused conversation workshop with participants representing interests around transportation and mobility justice, disabilities and accessibility, the environment and environmental justice, gender, economic development, public health, racial justice, and faith-based interests.
- Four virtual public meetings with a telephone call-in option (3 in English, 1 in Spanish) were held between September 30 and October 6, 2020, with over 270 participants. Social media ads promoting these virtual meetings reached 84,257 people across LA County and generated 734 responses indicating interest in attending.
- Staff launched a project webpage and distributed a variety of educational and project-specific information, including blog posts on *The Source*, a frequently asked questions handout, and a project fact sheet. We worked with Professor Michael Manville, Associate Professor of Urban

Planning at UCLA and expert on congestion pricing, to produce an educational video in English and Spanish on congestion pricing. Through posting online and promoting on social media, the video has been viewed 62,832 times to-date. An ad featuring the video reached 176,840 people across LA County, with nearly 50 of them sharing it.

Key themes and takeaways that the project team heard during the first phase of stakeholder and public engagement are summarized in Attachment B. Although the Study is in the early stages of analysis, staff has identified the anticipated timeframe (see Column 2 of Attachment B) in which more information will be available to address these topics.

Stakeholder and public input will be critical to the work of this Study and the eventual proposed traffic reduction program pilot. There will be ongoing opportunities for community members to provide input throughout the process, including additional Metro-hosted discussions; conversations with organizations, businesses and cities; and more. Engagement with low-income and vulnerable communities and organizations will continue to be prioritized to ensure equity is at the center of the proposed pilot traffic reduction program. Stakeholder and public engagement will be qualitatively and quantitatively tracked and monitored to help the project team further improve the process, including the following metrics:

- Stakeholder and public: Type of engagement activity, number of participants, number of activities, content of input provided
- Community-based organizations: Type of engagement, number of participants, content of input provided
- General public survey with results available by race, income, gender, and geography

Identifying Concepts for Analysis

Since August 2020, the project team has been engaging a broad range of stakeholders across the region in conversations about their ideas, hopes, and concerns for a potential pilot program. Staff has been working with representatives from municipalities that are interested in exploring the use of congestion pricing to manage travel demand to identify initial concepts that will be explored further through analysis and additional stakeholder and public engagement. Staff will provide an update to the Board in February 2021 on the identified concepts. Each concept consists of:

- A location that has patterns and concentrations of congestion with Travel Time Index (TTI) of 1.5 or greater. TTI is a measure of travel delay that compares congested morning and evening peak-period travel conditions to "free-flow" conditions.
- Appropriate pricing model to achieve objectives.

Identification of these concepts include the following factors:

- Ability to respond to substantial congestion;
- Traffic reduction benefits that can be easily described and communicated to the public to facilitate ease of understanding;
- Areas that would not depend on infrastructure, services, or policies outside of Metro's and our partners' purview and timeline for implementation;
- Level of complication and needed infrastructure;

- Presence of potential municipalities interested in exploring congestion pricing as a way to manage travel demand and improve mobility;
- Potential for rich transit and mobility options through already planned improvements and additional future improvements that will be identified through the Study process. Planned improvements include projects and services that will be implemented by 2025 as part of the NextGen Bus Plan, Measure M, and other municipal transit operator or jurisdictional plans; and
- Anticipating and minimizing potential spillover traffic onto parallel roadways.

Lessons learned from successful deployment of congestion pricing strategies in Europe and Asia offer the following additional guidance for consideration:

- To the greatest extent possible, use natural or human-made structures as boundaries (e.g., water bodies, hills/mountains, highways/human-made structures);
- Focus on commercial locations in which trips and travel patterns can be influenced by pricing strategies;
- Avoid bisecting neighborhoods; and
- Consideration of areas with robust transit options.

Based on the factors and guidance mentioned above, the initial concepts will be the ones that best meet the factors and guidance outlined above.

Performance Evaluation Metrics

During the forthcoming technical analysis, the model forecasts will underpin a comparison of "Build" alternatives that assume the proposed pricing concept is in place, to a "No-Build" alternative that assumes no pricing. The project team has identified a preliminary set of metrics to evaluate the concepts in terms of benefits and burdens across multiple categories, including impacts on roadway congestion, access to opportunity, community health and environment, affordability, and financial impacts. The metrics will be reported for the "No Build" and "Build" scenarios to facilitate the evaluation of change resulting from the pricing concept as well as the expected outcome. Table 1 summarizes the preliminary set of performance evaluation metrics, which will be further refined through feedback from stakeholders. The appropriate additive transportation improvements will also be identified. In addition, stakeholder and public engagement will further inform evaluation of these concepts. Through this process, we hope to be able to recommend one or more areas for implementation.

Potential Outcome	Indicator	Metric
Mobility	Roadway congestion	Change in throughput Time period Highway segments
		Change in average speed Time period Highway segments
		Change in speed index [ratio of congested to free-flow speed] Time period Highway segments

Table 1. Preliminary Quantitative Performance Evaluation Metrics

		Change in automobile mode share Time period Representative origin-destinations						
		Change in travel time Time period Representative origin- destinations Highway segments Mode (auto, transit, active transportation)						
		Change in travel time index [ratio of congested travel time to free- flow travel time] Time period Representative origin- destinations Highway segments Mode (auto, transit, active transportation)						
Access to opportunity	Travel time	Improvement in travel times to key destinations Time period Representative origin-destinations Mode (auto, transit, active transportation) 						
	Job accessibility	Number of jobs accessible within 30 minutes of travel time Mode (auto, transit, active transportation)						
	Diversion	Reduction in diverted trips through Equity Focus Community areas Alternative routes 						
	Transit ridership	Change in transit ridership (boardings) Route or line 						
	Transit mode share	Change in transit mode share Representative groups of origins and destinations 						
Community health and environment	Active transportation	Increase in trips via active transportation (bike and walk trips) ■ Representative groups of origins and destinations						
	Smart growth	Change in Vehicle Miles Traveled (SB-743 implementation)						
	Climate change	Reduction in CO2 gas emissions per capita						
	Air quality	Reduction in pollutants in Equity Focus Community Areas (CO, NOX, PM10, SOX, & VOC)						
Affordability	Household budget burden	Household budget spent on transportation Household income 						
Financial impacts	Financial	Gross revenue						
	Operations and maintenance	Planning-level cost estimates Capital costs (infrastructure and equipment) Tolling operation costs 						
	Net revenue	Net revenues for transportation improvements and re-investment into communities served/affected						

FINANCIAL IMPACT

Funding for the Traffic Reduction Study is included in the FY21 budget. As these are multi-year contracts, the project manager and Chief Innovation Officer will be responsible for budgeting these costs in future years.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The Traffic Reduction Study supports the Metro Vision 2028 Strategic Plan Goal #1, Initiative 1.3 to test and implement pricing strategies to reduce traffic congestion.

NEXT STEPS

Staff will continue to engage stakeholders and the public to seek feedback. We will provide an update to the Board in February 2021 on the initial concepts that will be further analyzed.

By summer of 2021, we anticipate bringing forward a recommended pilot concept for consideration by the Metro Board. This would be followed by the development of an implementation plan with input from the public. In Spring of 2022, a pilot concept and implementation plan will be brought to the Metro Board for approval. If the Board decides to proceed with implementation of a pilot program, there are still additional steps necessary. Getting to an actual operational pilot program will require federal and state approval, system design, and deployment, with a pilot program launch anticipated by 2025. Throughout that additional process, Metro and our partners will work together and with a broader set of stakeholders to further refine the pilot to ensure it responds to the evolving traffic and mobility challenges.

Staff will conduct ongoing dialogue with the Board at key milestones during the project development process. Key project milestones include, but are not limited to, the following:

- Second phase of stakeholder and public engagement
- Equity assessment and equity policy recommendations
- Summary of performance evaluation of concepts
- Recommendation of preferred pilot concept
- Proposed transportation improvements
- Summary of technology requirements
- Summary of findings for legislative and institutional requirements for implementing a pilot program
- Development of investment and financial plan
- Development of implementation plan

At the completion of the Study, the following milestones will require Board authorization to proceed:

- Go/No Go decision to implement pilot traffic reduction program
- Award a separate contract for system engineering for pilot program
- Exercise the Option on Contract No. PS62791000 for the Traffic Reduction Study Communications and Public Engagement Services contract.

ATTACHMENTS

Attachment A - Informational resources

Attachment B - Summary of Key Themes and Takeaways from Phase 1 Stakeholder and public engagement

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Project Website	https://www.metro.net/projects/trafficreduction/
Broject	 http://modia.motro.pot/2020/TBS_Eact_Shoot_Summar_2020.pdf
Ficject	Inttp://media.metro.net/2020/TRS-Fact-Sneet-Summer-2020.pdf Drojost Fact Chast (Snapich)
Freesenths	<u>Project Fact Sheet (Spanish)</u>
Frequently	Frequently Asked Questions
Askeu	 Frequently Asked Questions – Spanish Version
Questions	
The Source	"Why are we pursuing a Traffic Reduction Study" 2020-09-16
Posts	<u>"Metro to hold four virtual public meetings to provide details on Traffic </u>
	Reduction Study" 2020-09-28
Examples of social media posts and advertisements	 A Metro @ metrolosangeles - Sep 17 Why are we pursuing a Traffic Reduction Study? Into:Ia/OP650BI14/ Image: Sep 17 Image: Sep 18 Image: Sep 18

Attachment A: Traffic Reduction Study – Informational resources





What We Heard: Key Themes and Takeaways	Anticipated Timeline When This Will Be Addressed in The
	Study
Equity:	Prioritize equity in process and outcome throughout study.
 Affordability for Low-Income Individuals: Concerns that low-income people are unable to afford the fee Low-paying jobs like service work have shifts during off-peak times when transit is not frequent enough 	 Identify who is impacted and how. (Winter 2020 – Spring 2021) Establish best outcomes and determine how to measure progress toward them. (Summer 2020 – Spring 2021) Measure potential benefits and burdens. (Summer 2020 – Fall 2021)
• Occupations that require driving: Concerns about occupations that require driving (e.g., gardener, TNC driver, plumbers, domestic workers, day laborers, parents and childcare, home health care workers)	 Develop strategies to address burdens and increase benefits, such as subsidies and reinvestment of net revenues. (Summer 2020 – Winter 2022) Initial range of fee structure (Fall 2021) Revised fee structure (Winter 2022)
• Accessibility: Concerns about accessibility for people with disabilities and for seniors	 Develop proposed transportation improvements. (Spring – Fall 2021)
 Structural Inequities: Communities that have experienced historic disinvestment should not bear the burden of additional cost Given the history of law enforcement and incarceration, certain types of enforcement may be unappealing to certain groups 	 Circulate and refine pilot concept. (Summer 2021 – Early 2022)
 Access to high quality transportation options Concerns about lack of access to high-quality alternatives to driving, including lack of transit service or quality, no safe walking and bicycling options 	

Attachment B: Summary of Key Themes and Takeaways from Phase 1 Stakeholder/Public Engagement

•	Suggestions for ways to address inequities:	
	 Exemptions, discounts, subsidies, rebates 	
	 Exemptions need to be determined very carefully, 	
	otherwise risking deteriorating quality of system if too	
	many groups are exempt	
	 Give people money as discount 	
	 Look at potential integration with existing programs like 	
	SNAP or California LifeLine program	
	 Tiered pricing based on income 	
	 Have strong outreach program to ensure people are 	
	aware of these	
	 Minimize burdens for eligibility 	
٠	Technology/digital divide	
	\circ Consider who has access to high quality internet, can	
	manage using transponders and other technology	
	• Consider language barriers during both study phase and	
	any pilot phase of program	
•	Housing affordability	
	• Concerns that shortage of affordable housing can result	
	In displacement and supercommuting	
	• Concerns that supercommuters who drive far distances	
	to get to work may be unfairly penalized	
St	takeholder and Public Engagement	• 1-on-1 and small group discussions (throughout study)
•	COVID-19 and social distancing creates barriers to engagement.	Equity focused conversations (Winter, Spring Summer)
•	Digital divide will require more than just virtual meetings	2021)
•	Provide telephone options for public meetings	• Online open houses with telephone call-in option (Winter
•	Need to educate public on concept of congestion pricing and	2021, and other periodic touchpoints)
	how it works	Community-Based Organization partnerships (Winter
•	Capture the imagination and stoke interest	2021 – Spring 2022)

 Help people imagine a post-COVID future when a program like this would be in place, several years from now Consider social psychology and change management Avoid any top-down approach to determining the details of this study. Engage a wide variety of stakeholders and partners. Continuously provide info about study. Don't go dark. 	 Articles, blogs, videos, educational materials (throughout Study) Media and social media engagement (throughout Study) Develop and administer public survey (Winter 2020 – Spring 2021) Report back
 Quality of Public Transit & Alternative Options How will Metro define "high quality" in this study The quality of public transportation and alternatives offered matters in order for pricing to be acceptable This also entails quality of public transit across all other LA County transportation agencies, so coordination on bus schedules, bus stops, and bus lanes needs to happen What will the performance metrics be for high-quality transportation options? People drive because there are no good alternatives – not safe to bike, not safe to walk, transit does not take you where you need to go. Don't make adding high-quality transit a barrier to implementing pricing—it can be used as a reason to say "don't do pricing" Pricing can make current transit experience, such as riding a bus, a much better experience without any additional expenditures Additional Alternatives Should Consider Entire Trip Consideration of alternative options should include the entire trip, such as wait times at transit stops with poor sun protection and amenities 	 Develop and refine performance metrics (Winter 2020 – Spring 2021) Develop proposed transportation improvements. (Spring – Fall 2021) High quality transportation options are anticipated to be implemented before any congestion pricing fee, if the pilot program proceeds. This step is beyond the timeline of this study, which is subject to approval by the Metro Board. A pilot program will also need approval from state and federal regulators. Implementation Plan (Spring 2022) Other related Metro Initiatives/Programs: Close collaboration across Metro's services/programs/initiatives NextGen Bus Plan implementation and Better Bus Initiative in the pilot area Implementation of projects in Measures R and M in the pilot area Customer Experience Plan implementation Travel Rewards Research Pilot, including telecommuting Fareless System Initiative Homeless Initiative

 Understand how travel patterns will actually change with pricing in order to better understand what kinds of transit alternatives and improvements are needed 	
 Metro's Ability to Add Service Is Metro prepared to add additional service to account for new transit riders? Lack of confidence/trust that Metro can provide high-quality alternatives before pricing is in effect Other Factors That Need to Be Considered Addressing homelessness on the system 	
 Street quality and road repair Traffic signalization Impact of telecommuting on transportation system Helping companies meet transportation demand management (TDM) requirements 	
 Timing of Introducing High Quality Options Matters High-quality options should be in place before pricing begins Cost of Transit Alternatives Cost of transit fares should be considered 	
 Desire for free and frequent bus service 	
 Revenues: Programmatic How much revenue will be generated? How will revenues be used? How will Metro ensure transparency that revenues are reinvested in communities affected by pilot program? 	 Cost and revenue estimates (Spring – Summer 2021) Financial Plan (Summer – Fall 2021) Implementation Plan (Fall 2021 – Spring 2022) See above regarding "Quality of Public Transit and Alternative Options in Place of Driving" Monitoring and progress report on pilot program. If a pilot program is approved by the Metro Board and state and

•	Sug	gested uses	federal regulators, this will be part of the future phase of
	0	Investment in high demand transit lines and corridors	the project.
	0	Improving or creating dedicated bus lanes	
	0	Investment in protected bike lanes	
	0	Investment in transit agencies and routes that serve pilot	
		program	
	0	Investments in street quality and road repair	
	0	Potential to fund electric vehicle charging infrastructure	
	0	Explore how revenues can be used for non-transportation-	
		related improvements, such as affordable housing,	
		homelessness, child care, grocery stores in food deserts	
	0	Applied towards advocates trying to promote safer roadway	
		infrastructure in communities	
•	Con		
	0	Ensure people understand how revenues will be used	
	0	Lommunicate that payers will also benefit	
Ec	onon	nic impacts	Performance evaluation of concepts (Winter – Spring
•	Can	not discount the role of goods movement, ports, trucking	2021)
	indu	istry, and businesses and the wealth/competition they	 Traffic Impact Analysis (Winter – Spring 2021)
	brir	ig to LA region	 Develop proposed transportation improvements. (Spring –
•	Any	program should support economic development, growth,	Fall 2021)
	and	competitiveness of pilot area and not threaten it	• Financial Plan (Summer – Fall 2021)
•	Tele	ecommuting may be at odds with business improvement	• Implementation Plan (Spring 2022)
	dist	ricts that are supported by commerce/activity from office	Re-investment of net revenues back into communities
	wor	kers	served/affected
			• High-quality transportation options are anticipated to be
			implemented before any congestion pricing fee, if the pilot
			program proceeds. This step is beyond the timeline of this
			study, which is subject to approval by the Metro Board. A
			pilot program will also need approval from state and
			federal regulators.

Detential has ofita	 Other related Metro Initiatives/Programs: Close collaboration across Metro's services/programs/initiatives Goods Movement Strategic Plan Implementation of projects in Measures R and M in the pilot area COVID-19 Recovery Task Force Final Recommendations
 Potential benefits: Time savings Increased reliability of travel time Increased reliability of transit travel time Increased productivity Increased flexibility Reductions of GHG that help achieve climate action plan Reduced congestion and gridlock Investment of net revenues Less stress Improved air quality for those living near busy roads 	 Traffic Impact Analysis (Winter - Spring 2021) Equity Assessment (Summer 2020 - Summer 2021) Performance evaluation of concepts (Winter - Spring 2021) Cost and revenue estimates (Spring - Summer 2021) Financial Plan (Summer - Fall 2021) Implementation Plan (Fall 2021 - Spring 2022)
 Traffic Impacts Concerns about traffic spillover and divergence Increased speeding on roadways may pose danger for people bicycling and walking and other safety issues 	 Traffic Impact Analysis (Winter – Spring 2021) Develop proposed transportation improvements. (Spring - Fall 2021) See above regarding "Quality of Public Transit and Alternative Options in Place of Driving"



January 2021

We're studying ways to reduce traffic.

TRAFFIC REDUCTION STUDY



Traffic Reduction Pilot Program Framework

Goals of a pilot program



- Reduce traffic through congestion pricing, and
- Provide more high-quality options for getting around

We're striving for these additional positive outcomes:



Improve public health and safety



Support environmental and economic justice Improve the economy

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Re-invest net revenues in communities served/affected



Key themes that we heard:

- Equity
- Stakeholder and public engagement
- Quality of public transit and alternative options in place of driving
- Potential benefits
- Revenues and reinvestments
- Economic impacts
- Traffic impacts
- And more...



Equity will inform the development and analysis of concepts.

- **1.** Identify who could be impacted and how.
- **2. Establish** desired outcomes and determine how to measure progress toward them.
- **3.** Measure potential benefits and burdens.
- **4. Develop** strategies to address burdens and increase benefits, such as subsidies and reinvestment of net revenues.
- 5. Develop proposed transportation improvements.
- **6. Circulate** and refine pilot concept.



Identify concepts for analysis

- Ability to respond to substantial congestion
- Traffic reduction benefits easily described
- Potential interested jurisdictions
- Potential for rich transit and mobility options before pilot implementation
- Potential to anticipate and minimize spillover traffic
- To the greatest extent possible, use natural or human-made structures as boundaries
- Focus on commercial locations
- Avoid bisecting neighborhoods



Measuring Concept Benefits & Burdens

Potential Performance Categories

- Impact on Roadway Congestion
- Access to Opportunity
- Community Health & Environment
- Affordability
- Financial Impacts



Anticipated Schedule



TRAFFIC REDUCTION STUDY								TRAFFIC REDUCTION PILOT PROGRAM					
2019	$\boldsymbol{\Sigma}$	2020	>	2021	\rangle	2022	$\boldsymbol{\Sigma}$	2023	Σ	2024	>	2025	
Fall Start of Traffic Reduction Study	Sum Stak publ enga liste	mer – Fall eholder and lic agement and ning	Win Intra cond Tech itera cond Ider cond redu prog Met on p cond Sum 2022 Dev imp	nter oduction of ear cepts nter – Fall nnical analysis atively refine cepts nmer ntify location ar cept for traffic uction pilot gram ro Board decis oreferred pilot cept nmer – Winter 2 elop lementation pl	rly to nd ion	Winter Develop implementation plan for traffic reduction pilot program continued Spring Metro Board decision on implementation plan	Ei cl TI p • Sł d	nvironmental learance RS pilot project rogramming Federal and state approval tart final system esign Preliminary engineering Systems engineering process Final pricing system and transit operations design		Start integration and system deployment • Road and transit improvements • Pricing system and electronics • Project marketing • Back office systems		Pilot program opening	
			pilot program		11			*Initiation of Tr contingent upo	affio n Mo	c Reduction Pilot Pr etro Board approva	og al t	ram stage is o proceed	

