



METROPOLITAN
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COMMISSION

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Memorandum

TO: Partnership Technical Advisory Committee

DATE: March 17, 2008

FR: Ashley Nguyen

W. I.

RE: Transportation 2035: Regional Project/Program Submittals

MTC Regional Project/Program Submittals

MTC issued an open and competitive “call for projects” for the Transportation 2035 Plan to all our partner agencies and the public in December 2007. Projects/programs will undergo a project-level performance evaluation and policy review as part of the process of deciding which projects/programs will be included in the financially constrained plan. Submittals were due to MTC on March 5, 2008.

You may recall that the Planning Committee provisionally approved “prior commitments criteria” at its December 2007 meeting for committed funding and committed projects. This included funding committed to date to the regional transit expansion program under Resolution 3434. Also, ongoing regional operations programs – TransLink®, 511, FSP/Call Box, Freeway Operations, Arterial Signal Timing, Performance Monitoring, Transit Connectivity (10-year commitment) – were designated as committed projects as part of this policy, meaning that these regional operations projects would be funded at their current scope without enhancements. The remaining regional programs – Regional Bicycle/Pedestrian Program, TLC, Clean Air, Lifeline – or new regional programs proposed by MTC or other stakeholders are not deemed committed and are subject to project evaluation and tradeoff discussions for determining the RTP financially constrained element.

With that in mind, MTC staff is proposing to submit several uncommitted regional projects/programs for consideration in the Transportation 2035 Plan. These MTC-sponsored projects/programs will be evaluated as part of the project-level performance evaluation and take part in the investment trade-off discussions together with all other projects/programs that are submitted by the Congestion Management Agencies (CMAs), Caltrans, Bay Area Air Quality Management District, and other partners and stakeholders. Thus, unlike past practice, staff is not proposing to reserve discretionary funds “off the top” to fund these regional programs.

Based on feedback from the Commission, Joint Policy Committee (JPC), our advisory committees and public outreach meetings, staff proposes the following existing and new projects/programs and funding amounts for project-level performance evaluation in the Transportation 2035 Plan. All project costs are shown in 2007 dollars; these costs will be escalated to year-of-expenditure dollars during the evaluation process. See **Attachment A** for more details.

Existing Projects/Programs – Enhancements

1. Regional Bicycle Program (\$1.3 billion)
2. Lifeline Transportation Program (\$1.6 billion)
3. Transportation for Livable Communities (\$1.5 billion)

Proposed New Projects/Programs

4. Freeway Performance Initiative (\$1.3 billion)
5. Transportation Climate Action Campaign (\$184 million for five years)
6. Regional Rail Right-Of-Way Preservation (\$435 million)

Proposed New Project Recommended by MTC Advisors

7. Means-Based Transit Fare Assistance (\$1.2 billion)

These regional projects/programs respond to one or more of the principles of improving access and mobility for seniors, the disabled, low-income, and all others; supporting focused growth; improving transportation system management; and, combating climate change. They will be evaluated alongside other candidate projects submitted by regional stakeholders for discretionary Transportation 2035 funding.

Note that the Bay Area Air Quality Management District, on behalf of the four regional agencies represented on the JPC, is submitting the Climate Action Campaign for consideration in the Transportation 2035 Plan. MTC, on behalf of the region's rail operators, is also submitting the Regional Rail Right-of-Way Project based on the recommendations from the Regional Rail Plan. Furthermore, we have incorporated some of the suggestions from the Bay Area Bicycle Coalition (see Attachment B) into the proposed Regional Bike and Climate Change Programs.

Staff will present an overview of these regional projects/programs to this Committee at your March 17 meeting.

AF: RK

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Attachment A
Regional Project/Program Submittals

Existing Programs – Enhancements

1. Regional Bicycle Program:

The Regional Bicycle and Pedestrian Program was created by the Commission in December 2003 to fund bicycle and pedestrian programs in the Bay Area by funding construction of the Regional Bicycle Network and other regionally significant pedestrian projects. In Transportation 2030, \$200 million was committed to the program over a 25-year period. MTC has programmed four years worth of Federal Congestion Management and Air Quality Mitigation (CMAQ) for a total of \$32 million from FY 2005/2006 through FY 2008/09. All remaining funding is allocated to the counties based on their population share. The CMAs administer the project selection process and recommend projects to MTC for funding.

Proposed Scope Change: For Transportation 2035, staff recommends that this program be reshaped to focus on completing the Regional Bikeway Network and the program name to be changed to “Regional Bicycle Program”. Most of the regional interests in pedestrian travel will be addressed through the TLC program and the Safe Routes to School component under the Climate Action Campaign and the current Regional Measure 2 funded Safe Routes to Transit programs.

In the Regional Bicycle Plan Update 2008, the cost to complete the Regional Bikeway Network (RBN) is estimated at \$1.3 billion (2007 dollars). While we estimate that \$700 million is available from other MTC administered programs, county sales tax measures and other regional, state or countywide agencies based on past funding allocation practices, it is unclear how much would be spent on the regional bike network. For this reason, we propose the RBN be evaluated at its full estimated cost over 25 years.

Total Requested Funding: \$1.3 billion over 25 years (2007\$)

2. Lifeline Transportation Program:

The Lifeline Program is designed to fund projects that improve mobility for the region's low-income residents, such as fixed-route transit, demand response service, auto loan and carsharing programs, bus stop improvements (shelters, seating, lighting), improvements to transportation information and pedestrian infrastructure improvements. The program was formally established through Transportation 2030 to fund projects emerging from MTC's Community-based Transportation Planning (CBTP) program, as well as county welfare-to-work transportation plans and other locally-based planning efforts focusing on low-income communities. At that time, the Commission dedicated \$216 million to the Lifeline Program, consisting of JARC and Proposition 42 (STA) funds. Funding for the program was to be available beginning in FY 2008/09.

To jump-start the program, in 2005, MTC established an "interim" Lifeline Program, and allocated \$18.2 million in JARC, STA and CMAQ funds for this purpose.

Program Administration: For the interim Lifeline Program, since CMAs lead the CBTP process in each county, MTC recommended that the CMAs administer the Lifeline Program at the county level. Funds were allocated to each county based on each county's share of poverty population. MTC is currently evaluating the administration of the Lifeline Program to identify any changes before moving forward with subsequent funding cycles.

Funding Sources: Since the Commission dedicated \$216 million to Lifeline through Transportation 2030, the program has experienced an influx of funding through Proposition 1B and the STA program. Thus, future Lifeline funding cycles will consist of STA, Prop 1B and JARC. Under current polices, revenue estimates for the Lifeline Program over the next ten years are \$294 million (assumes 10-years of STA revenue under current formula and continuation of JARC funding).

Mobility Management: The Lifeline Program Evaluation recommends pursuing mobility management strategies throughout the region, which is consistent with the recommendations emerging from MTC's Coordinated Public Transit-Human Services Transportation Plan and supported by MTC's Elderly and Disabled Advisory Committee (EDAC). Mobility management is a centralized system for a community that provides information about transportation options, and coordinates responses to requests for transportation services, particularly for low-income, elderly and disabled populations. By serving as a clearinghouse for information on transportation options, mobility managers can facilitate the most cost-effective solution or service for the traveler. A portion of Lifeline funding should be directed towards planning and establishing mobility management services in each county.

Total Program Cost: \$1.9 billion over 10 years (this is the estimated cost to implement solutions identified in community-based transportation plans in 44 communities of concern over a 10-year period). After 10 years, community-based plans should be updated, including costs to implement solutions.

Total Requested Funding: \$1.6 billion over 10 years (this accounts for the STA, Proposition 1B, and JARC funds already committed to the program over the next 10 years).

3. Transportation for Livable Communities

For the past ten years, the Transportation for Livable Communities program has been one of region's primary tools for fostering smart growth and community revitalization. MTC and its partner regional agencies define smart growth as "development that revitalizes central cities and older suburbs, supports and enhances public transit, promotes walking and bicycling, and preserves open spaces and agricultural lands". Further, the regional agencies have collaborated to support smart growth through FOCUS and the Joint Policy Committee.

Proposed Scope & Funding Changes

Staff is currently evaluating the TLC/HIP program and will present proposed program scope changes at your April 2008 meeting that may include combining the TLC planning program with the Station Area Plan program, developing new TLC elements to fund smart growth/TOD, increasing TLC grant size and restructuring the HIP program.

Staff proposes to evaluate funding levels for TLC to better reflect the need for this program. During the FOCUS Priority Development Area application process, jurisdictions identified \$2 billion in TLC eligible projects (\$80 million annually for 25 years). Furthermore, the last \$16 million call for Regional TLC funds was significantly over-subscribed and received \$115 million in requests. Accordingly, we propose to evaluate a TLC program that would be double its current size, with roughly 60% of the larger program reserved for PDAs.

The table below shows the current and proposed funding levels for TLC:

TLC Program	Current Annual (millions)	Proposed Annual (millions)
TLC for Priority Development Areas	\$9.0	\$37.5
TLC – no geographic focus	\$9.0	\$20.0
Housing Incentive Program	\$9.0	Zero
TLC Planning	\$0.4	Zero
Station Area Planning	\$2.8 million in FY06 pilot cycle	\$4.5 million/yr prior commitment from FY08-FY12
Technical Assistance, Research and Evaluation	N/A	\$2.5

Total Program Cost: \$1.5 billion over 25 years (increase from \$27 million to \$60 million)

Total Requested Funding: \$1.5 billion over 25 years

Proposed New Programs

4. Freeway Performance Initiative (FPI)

The Freeway Performance Initiative (FPI) aims to maximize the efficiency and improve the management and reliability of the existing freeway infrastructure, while limiting traditional expansion of the system to only the most essential locations. The Transportation 2035 vision process assessed a scenario that focused on the system management elements of the FPI, and established that the FPI is the most cost-effective means to deal with traffic congestion in the region. The FPI also appears to have widespread support by Caltrans, the Bay Area CMAs and many of our commissioners. The initiative is comprised of the following key elements:

- ❑ **Traffic Operations System (TOS) infrastructure:** Full deployment of monitoring and surveillance systems and implementation of ramp metering on the region's entire freeway network to improve efficiency and maximize use of the freeway system's available capacity; **\$600 million** (capital costs only).
- ❑ **TOS maintenance and replacement:** The benefits of the FPI are predicated on a fully functioning system, which will require consistent maintenance and periodic replacement of infrastructure. It is proposed to evaluate the use of regional funds to leverage increased investment in maintenance/replacement by state and local agencies; **\$25 million per year.**
- ❑ **Arterial coordination and management:** Maximizing efficiency of the freeway system requires coordination with and optimization of major parallel arterials; **\$1.2 million per year.**
- ❑ **Performance monitoring** to maintain and grow data sets to monitor progress toward the Transportation 2035 performance objectives; **\$0.3 million per year.**

Total Program Cost: \$1.3 billion over 25 years

Total Requested Funding: \$1.3 billion over 25 years

5. **Transportation Climate Action Campaign**

The four regional agencies—MTC, BAAQMD, BCDC and ABAG—will sponsor a five-year Transportation Climate Action Campaign to reduce emissions of greenhouse gases (and criteria pollutants) from on-road vehicles: cars, trucks, and buses. This campaign will be closely linked with state and regional climate campaigns already in place—Flex Your Power, PG&E and others—to create an integrated Bay Area approach that targets all sectors of the economy and community, including residential, commercial, industrial and transportation.

Outreach Campaign - 5-Year Cost: \$25 million (\$5 million per year)

The outreach campaign will educate Bay Area residents about how they can reduce emissions of greenhouse gases (and criteria air pollutants) on an everyday basis. The campaign will encourage public and private organizations across the region to design and implement their own local activities—events, projects, incentives, competitions, etc. The campaign will feature multiple outreach messages directly linked to action programs, incentives, projects, policies and advocacy focused on two complementary themes:

- Smart Driving/Vehicles - actions to reduce emissions of greenhouse gases on a per-mile basis via driving behaviors and vehicle improvements, and
- Smart Traveling - actions to reduce emissions of greenhouse gases by promoting alternatives to driving: e.g., transit, biking, walking, carpooling and telework

Climate Grant Program - 5-Year Cost: \$25 million (\$5 million per year)

The Grant Program will fund major demonstration projects to test the most innovative strategies to promote smart driving and smart traveling. Projects could be submitted by cities and counties, CMAs, transit agencies, business groups, environmental organizations, NGOs and others. Grants would be awarded on a competitive basis. A grant program provides a great opportunity to learn over the next five years which strategies can provide the greatest impact on GHG emissions at the local and regional level. Examples of potential projects include: projects to increase use of low-GHG alternative fuels, low-GHG vehicle and tire incentive programs, car-sharing expansion, demonstration projects on HOT lanes, parking policy and pricing projects, etc.

Regional Safe Routes to Schools - 5-Year Cost: \$50 million (\$10 million per year) Safe Routes to Schools programs in the Bay Area currently compete for limited grant funding available from federal and state programs. The demand for grants from schools wishing to participate in the program far outstrips the funding available by at least 3 to 1. This proposal would provide additional funding to expand the successful *Safe Routes to Schools* programs in Marin and Alameda counties to other counties throughout the region to reduce driving to school, increase walking, reduce emissions, improve safety around schools, encourage livable communities, educate students, etc.

Regional Safe Routes to Transit - 5-Year Cost: \$25 million (\$5 million per year)

The existing Safe Routes to Transit (SR2T) program encourages walking and biking to transit, and offers grant funding for infrastructure to remove barriers that impede access to transit. The existing SR2T program, funded via the Regional Measure 2 bridge toll increase in 2004, is scheduled to sunset after the final 2013 funding cycle. The demand for funding for SR2T outstrips the resources available. This proposal would provide additional funds to address the current shortfall in funding.

Transit Priority Program- 5-Year Cost: \$50 million (\$10 million per year)

This program will support the implementation of transit priority measures to maintain and improve the speed and on-time reliability of bus transit. The program will emphasize cost-effective and affordable measures to improve bus operation and service quality, including dedicated bus lanes, bus bulbs, accessible transit shelters, wheelchair landing pads, and signal priority. Faster and more reliable bus service will reduce GHG emissions by boosting transit ridership and reducing car travel. (The estimated need of transit priority measures is over \$350 million based on transit priority projects submitted by operators such as Muni and AC Transit.) Note: this transit priority program will be coordinated with MTC's regional signal timing program to ensure that air quality and travel time benefits are optimized.

Regional Telework Pilot Project - 5-Year Cost: \$2 million

The regional agencies will design and implement a public/private pilot project to demonstrate that telework and teleconferencing can be a major part of the Bay Area work environment. The agencies would work directly with Bay Area Council, Silicon Valley Leadership Group and other business organizations to create and operate the pilot project. The project would be based on successful regional telework projects in Washington D.C., Denver, and other metro areas. The regional agencies would coordinate employer outreach. Telework consultants would provide training, technical assistance, materials and other key pieces of the project.

Consumer Incentive Program - 5-Year Cost: \$5 million—will be supplemented by private \$\$)

This program will complement the outreach campaign by partnering with the private sector to offer consumer incentives that will induce individuals to drive smart, maintain vehicles, eliminate trips, etc. Examples would include discounts on low rolling resistance tires, “light-up” tire pressure caps and coupons for car-sharing trials. Incentives will be designed, funded, produced and distributed in partnership with the network of CMAs, cities and counties, employers, retailers, faith-based groups, and others.

Plug-in Hybrid Electric Vehicles (PHEVs) 5-Year Cost: \$2 million

The regional agencies will perform outreach to promote the production and use of plug-in hybrid electric vehicles. Activities may include conducting PHEV demonstrations, speaking engagements, attending community events, and working with elected officials, community leaders and the general public to accelerate production and use of PHEVs in the region.

Advocacy: In addition to the activities described above, the regional agencies will also advocate for measures to promote more fuel-efficient vehicles and other means to reduce greenhouse gases from motor vehicles, such as: lower freeway speed limit (initially all 70 to 65 mph) and increase speed limit enforcement; incentives for new car purchases of low-GHG vehicles; support California’s stronger vehicle GHG standards; promote production and use of plug-in hybrid electric vehicles; expanded Smog Check program to include items that could reduce fuel use; augment driver education and training to include saving fuel and reducing GHGs; etc.

Total Program Cost: \$184 million over 5 years

Total Requested Funding: \$184 million over 5 years

6. Regional Rail Right-Of-Way Preservation

The Metropolitan Transportation Commission, the Peninsula Corridor Joint Powers Board (Caltrain), the Bay Area Rapid Transit District (BART), and the California High-Speed Rail Authority (CHSRA) joined efforts starting in 2005 to prepare the Regional Rail Plan, which was funded through Regional Measure 2. This plan represents a long-range vision for improving the passenger rail system we have in place and expanding its reaches to serve future Bay Area travel demand. The Commission adopted the Regional Rail Plan in September 2007.

A key recommendation from the Regional Rail Plan is to move ahead with specific right-of-way acquisition or preservation actions in order to implement key rail corridor and service improvements envisioned in the plan. Rail corridors slated for improvements, preservation, and/or purchase include segments in the Niles Subdivision, Oakland Subdivision, Fresno Subdivision, and North Bay Corridor.

The recommended Regional Rail corridor improvements will be located in varying terrain and across publicly- and privately-owned lands and facilities with different intensities of existing land use. Different combinations of these variables, in concert with dynamic real estate markets, can make the preservation of land areas along the corridor challenging. While some areas may be simply acquired, other sections along the corridor may need multiple strategies to ensure preservation.

A viable right of way strategy will include at least the following elements:

- Integration with goods movements requirements;
- Consistency with current and planned passenger services;
- Full consideration of multiple use of transportation corridors for compatible uses such as communication facilities, pipelines, as well as pedestrian and bicycle facilities;
- A consensus on the priorities to support planned transportation improvements; and
- A dedicated funding source to enable orderly and productive negotiations with property owners, particularly the freight railroads.

Building on the recommendations from the Regional Rail Plan, Caltrain will lead a “Regional Rail Right-of-Way Project” to seek a coordinated, regional strategy to secure needed rail rights-of-way in support of current and anticipated passenger and freight rail requirements. This effort will bring together public agencies with a stake in the regional rail system to inventory and prioritize needed rights-of-way and refine the recommendations from the Regional Rail Plan and to develop refined costs and financial feasibility analysis. The project is slated for completion by early 2009.

Total Project Cost: \$435 million

Total Requested Funding: \$435 million

7. Means-Based Transit Fare Assistance

The cost of transit has been cited as a transportation barrier for low-income families and individuals throughout the region, as illustrated in completed community-based transportation plans, countywide welfare to work transportation plans, and the recently-completed Coordinated Public Transit-Human Services Transportation Plan.

In addition, the results of the transit demographic survey completed in 2007 show that nearly half (49%) of the region's transit riders earn below \$50,000.

A regional means-based fare assistance program would provide a transit subsidy (amount to be determined) to a subset of the region's low-income population, based on household income.

Program Administration: How a regional means-based fare assistance program would be administered is yet to be determined. Currently, Muni has a \$35 Lifeline Pass, a \$10 discount from its \$45 Adult Fast Pass, which is administered by the county Human Services Agency (HSA) based on an individual's income. An on-line screening tool (through the HSA website) allows individuals to answer several questions to determine preliminary eligibility for the pass. Based on their responses, potential applicants are directed to HSA locations where Lifeline Passes can be purchased, instructing them to bring \$35 and proof of income (i.e. Working Families Credit (WFC) check stub, eligibility in another means-based program (e.g. AT&T Lifeline discount program).

Eligibility thresholds for a regional pass would need to be determined, and appropriate administering agency(ies) would need to be identified.

TransLink® may be one possibility for administration across the multiple transit providers and social service agencies in our region.

Funding Sources: How a means-based regional fare program would be financed is yet to be determined. A significant portion of revenue to fund a means-based fare discount could be generated by restructuring existing fare subsidies to focus on income as the basis of the subsidy. Numerous Bay Area transit operators provide fare discounts in excess of the minimum required by federal law for elderly and disabled passengers. Also note that funding sources currently available to MTC do not permit fare subsidies as an eligible expense. Either changes to existing statute or a new, flexible source of funding would be required.

Total Program Cost: \$1.2 billion over 25 years (\$45 million/year for a 50% fare subsidy for riders making less than \$15,000 per year).

Total Requested Funding: \$1.2 billion over 25 years

From: Sabrina Merlo <sabrina@bayareabikes.org>
To: Steve Heminger <sheminger@mtc.ca.gov>
Date: 3/5/2008 6:05:02 AM

March 5, 2008

Steve Heminger
Executive Director
Metropolitan Transportation Commission
Via Email

Dear Mr. Heminger:

In response to the Metropolitan Transportation Commission's T2035 Call for Projects, and per Ms. Nguyen's direction, the Bay Area Bicycle Coalition hereby submits its program requests for the 2009 Regional Transportation Plan:

1. Expand the Regional Bicycle and Pedestrian Account budget to \$1 billion over 25 years (\$40 million/year) to accelerate build-out of the Regional Bicycle Network and pedestrian projects.
2. Extend the life of the very successful Safe Routes to Transit program with continued and increased investment by adding an additional \$250 million over 25 years (an additional \$10 million/year).
3. Create a regional Safe Routes to School program funded at \$250 million over 25 years (\$10 million/year).
4. Create a \$500 million Bay Area Bridge Access Program to provide pedestrian and bicycle access on major state bridges such as the West Span of the Bay Bridge and the Richmond-San Rafael Bridge.

BABC fully supports MTC's decision to define a T2035 "vision" based upon protecting our climate, improving safety, improving air quality, and reducing vehicle miles of travel (VMT) and traffic congestion.

If T2035 is to achieve these vital goals and make progress towards its new performance measures (particularly the Safety target), we submit that the region must greatly increase its investment in bicycling and walking. These active transportation modes are critical to creating a healthy and vibrant region: they are the only truly zero-emission, carbon-free modes of travel, and they are also the most affordable means of transportation.

The Commission has articulated a bold vision. It can only be achieved by bold action. On behalf of 11,000+ bicycle coalition members throughout the Bay Area, BABC urges the Commission to incorporate our recommendations as expressed in our attached T2035 Platform for Active Transportation.

Thank you for your consideration.

Sincerely,
Sabrina Merlo

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Sabrina Merlo
Regional Advocacy Director

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