

1992

CITY OF OAKLAND
Interoffice Letter

To: City Manager Attention: Henry L. Gardner Date: June 9, 1992

From: Office of Public Works

Subject: ~~ACR 107 (General)~~ Bay Bridge Rail Service Study

The purpose of this memorandum is to recommend that Council take a "seek amendment" position on ACR 107 which mandates a study of reinstating rail service on the Bay Bridge, as well as on major thoroughfares in the East Bay and West Bay.

Analysis

ACR 107 directs the Metropolitan Transportation Commission (MTC) to study re-establishing rail service on the San Francisco-Oakland Bay Bridge using the AC Transit Transbay Terminal. In addition, MTC would look at rail service on major thoroughfares in both the East and West Bay, including linkages to existing intercity and commuter rail services. The study would also analyze financial, institutional and operating components of the new rail service. Finally, funding in the amount of \$400,000 - \$450,000 for the study would come from toll revenues, and a final report submitted to the legislature by December 1, 1992.

While it is important to study rail opportunities in the East Bay, it seems appropriate that these studies be integrated with other on-going transportation planning activities. As you may know, AC Transit recently began Phase I of its Alternative Modes Study which will examine the feasibility of light rail and/or electric trolleys in seven of the district's most heavily traveled corridors. Due to funding constraints, the Bay Bridge corridor was eliminated from that study. For an additional \$50,000, AC Transit could examine the Bay Bridge Corridor in its study -- due for completion by December. Their cost represents a \$400,000 savings over what ACR 107 would mandate and should be appropriate for an initial analysis of rail service on the Bay Bridge. Rather than initiate an entirely different study for ACR 107, staff believes a consolidation of the two efforts would be the best use of our transportation planning dollars.

Staff is also very concerned about the major expenditure of resources ACR 107 requires in that a large portion of these funds would come from toll bridge operating subsidies which MTC now gives to the Oakland-Alameda Ferry.

Finally, from a regional perspective, it would be appropriate for MTC to examine the broad financial and policy implications raised in ACR 107 as a component of the 1993 update of the Regional Transportation Plan. This updated plan will be released in January, 1993.

Recommendation

Staff recommends the City Council take a "seek amendment" position on ACR 107 to require that instead of a separate ACR 107 study, that AC integrate an analysis of the Bay Bridge corridor within its Alternative Modes Study.

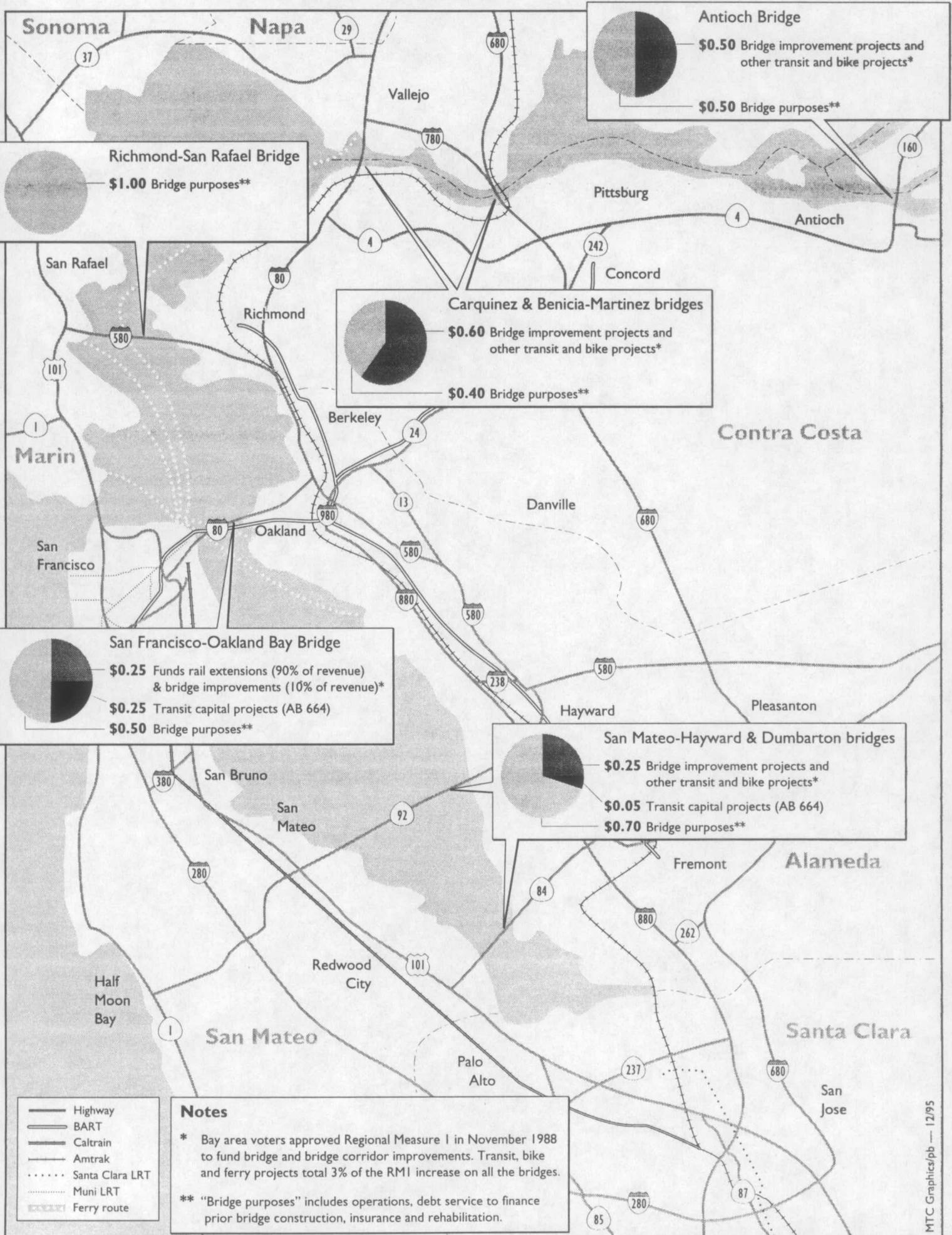


TERRY E. ROBERTS
Director of Public Works

APPROVED AND FORWARDED
TO THE CITY COUNCIL COMMITTEE ON
LEGISLATION & LONG-TERM PLANNING

Office of the City Manager

Summary of Auto Toll Expenditures



Regional Measure 1 Funding Program

In November 1988, Bay Area voters approved Regional Measure 1 and authorized a standard bridge auto toll of one dollar (\$1) for the seven state-owned Bay Area toll bridges. Prior to this vote, the toll bridges had various tolls ranging from 40 cents to \$1. The additional revenues generated by the toll increase were identified for highway, road and bridge improvements, public transit rail extensions, and other projects that reduce traffic congestion on the Bay bridges. The California Department of Transportation (Caltrans) is responsible for delivering the highway, road, and bridge improvements, and MTC is responsible for allocating funds to the public transit projects and other traffic relief programs.

The Highway, Road and Bridge Program

The chart on page 8 summarizes the currently anticipated construction schedule and costs for the group of projects funded by Regional Measure 1 related to six Bay Area bridges: the Benicia-Martinez, Carquinez, Richmond-San Rafael, Dumbarton, San Mateo-Hayward, and San Francisco-Oakland Bay Bridge. Comments and issues related to current status are summarized below. Of note are two proposals that will require modification of the Toll Bridge element of the 1996 Proposed State Transportation Improvement Program (PSTIP), subject to approval by the California Transportation Commission (CTC). These PSTIP changes are highlighted under the Benicia-Martinez and Richmond-San Rafael discussions.

Benicia-Martinez

Regional Measure 1 funds a number of separate improvements to this bridge, the largest of which is the construction of an additional span. A supplemental Draft Environmental Impact Statement (DEIS), which includes a fiscally constrained alternative for the new span, was released in Spring 1995. The Final EIS is expected in April 1996, after additional biological and wetland studies are completed. Construction is expected to begin in mid-1998.

PSTIP/Toll Bridge Element Modification

As a result of negotiations between Caltrans, and Solano and Contra Costa County representatives, the supplemental DEIS evaluated an alternative for the new span that included structural capacity to accommodate a future rail track on the bridge. An additional \$25 million to the original Regional Measure 1 programming would be needed to fund the design/construction changes providing this rail capacity, as outlined in the supplemental DEIS. MTC supports this finding in the DEIS, and therefore supports additional programming of Regional Measure 1 funds to underwrite the scope change. MTC will be requesting with Caltrans that this additional \$25 million be included in the Toll Bridge element of the 1996 PSTIP.

Carquinez

This project involves replacement of the existing western span. Environmental studies have not yet commenced, and are subject to Caltrans' limitations on internal staff resources, and its ability to contract out pre-construction services to the private sector. This project is currently part of a major corridor study being conducted by MTC for the Interstate 80 corridor. As part of that study, MTC is evaluating alternative capacity enhancements and operational strategies that will help manage the flow of traffic over the bridge.

Richmond-San Rafael

The Regional Measure 1 funded improvements for the Richmond-San Rafael Richmond bridge are targeted to a major highway approach to the Bridge, rather than the bridge structure itself. The Richmond Parkway Bypass is currently under construction. The project consists of a 7.5 mile, 4 to 6-lane limited access urban arterial connecting Interstate 80 in Pinole to I-580 at the Richmond-San Rafael Bridge Toll plaza. The project cost for the alignment under construction costs \$170.4 million, of which \$38.5 million is Regional Measure 1 funding.

PSTIP/Toll Bridge Modification

The Richmond Bypass was originally planned to have two adjacent connections with I-580, at Castro Street and Garrard Blvd. As the project proceeded with final design and environmental analysis, several modifications were made to keep the project within the \$170.4 million dollar budget, including the deferral of the Garrard interchange and its attendant arterial approach leg. Operational studies, however, indicate major congestion at the Castro Street interchange by 2000. In addition, right-of-way (ROW) settlements for contested condemnations along the current alignment have resulted in unexpected cost increases of roughly \$5-7 million.

An additional \$18 million would permit construction of the Garrard interchange to address anticipated operational constraints, and payment of ROW settlement costs. MTC supports funding this amount with Regional Measure 1 funds, with the condition that this amount be a cap of additional Regional Measure 1 support (i.e., any further cost increases must be funded from other local sources). We would recommend the \$18 million be included in the Department's PSTIP Toll Bridge Element.

Dumbarton

This project, involving the widening of the existing 4-6 lane bridge approach to the bridge to a consistent 6-lane facility is currently undergoing preliminary engineering. Environmental work should begin in Spring 1996, followed by construction in 1998.

San Mateo-Hayward

Three distinct projects are being funded under Regional Measure 1 for the San Mateo-Hayward bridge. The widening of the West Bridge Approach from 5 to 6 lanes is currently under construction, and expected to be completed by February 1996. The other sections are farther out in the future, as described below:

Rt. 98/I-880 Interchange

This project would modify the current four cloverleaf 92/880 interchange in the City of Hayward to increase capacity, relieve congestion, and improve safety and traffic operations. Completion of required environmental studies has been delayed. Caltrans had evaluated 3 different alternatives, including a no-build option, as part of the project's DEIS. However, after reviewing the preliminary document, the City of Hayward expressed concerns with Caltrans preferred alternative and requested that release of the DEIS be delayed. The City and Caltrans have agreed to develop a mutually acceptable "conceptual alternative" for evaluation by the end of December 1995. In the meantime, the City has withheld approval of a revised Freeway Agreement that is required for Caltrans to proceed with right-of-way acquisition and construction once environmental work is completed. At this time, the DEIS is targeted to be re-released January 1996, with final environmental clearance in January 1997 and construction commencing in Fall 1999.

Bridge Trestle and East Approach Widening

This portion of the project would widen, from 4 to 6 lanes, the east end of the 92 corridor from the 92/880 interchange across the flat trestle portion of bridge to the high-rise section at the west end of the structure. A permit from the San Francisco Bay Conservation and Development Commission will be required, and necessary Coast Guard review and sign-off is expected to lengthen the environmental review process. DEIS circulation is expected in June 1996, with final environmental clearance anticipated a year later. Construction may begin February 1998, but this schedule is contingent upon the availability of Caltrans resources to complete final design.

San Francisco/Oakland Bay Bridge

Regional Measure 1 funds were programmed to construct the connector from I-880 to West Grand Ave, including a separate structure linking the Bay Bridge Toll Plaza. The 1989 Loma Prieta earthquake, and resultant collapse of the adjacent I-880 Cypress structure, accelerated this project to coordinate with the construction of a replacement freeway segment, which was largely funded with federal emergency relief funds. All major construction contracts have been awarded, and overall construction is expected to be completed by Summer 1997.

Regional Measure 1 Bridge Projects

Project Description	Begin Construction	End Construction	Total Costs (1995 \$) (a)
Benicia-Martinez			
Construct Warehouse	9/00	8/01	780,000
Construct I-680/780 Interchange and North Approach	6/98	1/00	63,200,000
Construct Marina Vista Interchange and South Approach	6/98	9/00	61,900,000
Construct Toll Plaza and Administration Building	6/98	11/98	11,120,000
Construct New Bridge Including Bike Lane	6/98	9/00	149,400,000 (b)
Carquinez			
Replacement of Existing Western Span	11/01	3/04	294,000,000
Richmond-San Rafael			
North Richmond Bypass	3/93	9/96	38,510,000 (c)
Dumbarton			
Construct West Connection Approach	6/98	1/00	29,660,000
San Mateo-Hayward			
Widen West Bridge Approach	8/94	11/95	8,380,000
Reconstruct Route 92/880 Interchange	9/99	11/02	88,500,000
Widen Trestle and East Approach	5/98	10/02	186,500,000
San Francisco-Oakland Bay			
Construct West Grand Avenue Connector	4/95	5/97	59,000,000

(a) Includes construction, right of way and Caltrans project support costs.

(b) Does not include MTC's recommendation for PSTIP modification to add \$25 million.

(c) Does not include MTC's recommendation for PSTIP modification to add \$18 million.

Source: California Department of Transportation, District 04

Transit Program

One of the major goals of Regional Measure 1 was to provide funding for transit improvements in the bridge corridors. Improvements include rail extensions and upgrades and other projects designed to reduce congestion on the bridges. Funds are transferred from Caltrans' toll bridge accounts to MTC, and MTC then programs the funds to project sponsors. Transit improvements are funded from two sources created by Regional Measure 1:

1. *Rail Extension Reserve:* At least 90 percent of the 25-cent toll increase on the Bay Bridge authorized by Regional Measure 1 is to be used for rail transit improvements. The Rail Extension Reserve funds are spent in accordance with a formula whereby 70 percent of the funds are allocated for East Bay rail improvements and the remaining 30 percent for West Bay rail improvements. These funds are referred to as the "rail extension reserve funds."
2. *The 3 Percent Fund:* Up to 3 percent of the toll increase on both the Southern Bridge Group and the Northern Bridge Group is designated for projects that reduce bridge congestion.

As shown in historical detail in Appendix B, the rail extension reserve provides funding to the San Francisco Bay Area Rapid Transit District's (BART's) East Bay extensions to Dublin and West Pittsburg, and future years' reserve funds are programmed by MTC to help complete these East Bay extensions. West Bay rail reserve funds have funded improvements for San Francisco Muni's light-rail transit system, and in this and future years also will help fund the BART extension to San Francisco International Airport.

MTC has programmed the 3 percent funds for a diverse set of projects since 1988. In recent years, and largely as an outgrowth of the 1989 Loma Prieta earthquake, the 3 percent funds have been used to support ferry operations, which relieve bridge congestion on both the northern and southern bridges. The ferry operations were put into place immediately after the earthquake and have enjoyed loyal patronage since that time.

MTC 1995-96 Proposed Funding Program

As noted previously, MTC directly allocates three toll revenue fund sources:

- A - Net Revenues
- B - Regional Measure 1 - Rail Extension Reserves
- C - Regional Measure 1 - 3 Percent Reserve Funds

Details on MTC's 1995-96 proposed funding program are provided below and in Appendix A.

A. Proposed Net Revenues (AB 664 Funds) Allocations

Alameda-Contra Costa Transit District (AC Transit) - \$2,723,230

MTC proposes to match \$10.5 million of federal funds for the replacement of 44 AC Transit buses. This project is part of MTC's continuing effort to replace buses in our region at the end of their useful life. The proposed matching funds would also provide for the retrofitting of AC Transit's buses with automated public address systems in compliance with the Americans With Disabilities Act.

Bay Area Rapid Transit District (BART) - \$4,000,000

In continuing MTC's efforts to address BART's capital rehabilitation needs, MTC proposes to provide funds to match federal Section 3 Fixed Guideway funds to rehabilitate BART's rail cars. MTC's commitment to this endeavor is included in the BART Capital Rehabilitation Program Financial Plan adopted as part of MTC Resolution No. 2672. This amount is subject to change according to BART's cash flow needs.

Central Contra Costa Transit Authority (CCCTA) - \$571,640

These funds represent the local match for \$3.5 million of federal funds. The combination of federal and local funds will be used to replace 10 standard buses.

Western Contra Costa County Transit Authority (WestCAT) - \$121,393

MTC proposes to match \$500,000 million in federal funds for the replacement of four WestCAT buses.

San Francisco Municipal Railway (Muni) - \$4,177,084

These funds provide the San Francisco Municipal Railway with the local match for federal and state grants. The \$4.2 million recommended will be used for the following purposes: the continuation of Muni's electric trolley coach fleet replacement program, the rail replacement program, and the replacement of deteriorated sections of overhead trolley wires.

B. Rail Extension Fund Allocations

In accordance with MTC Resolution No. 2004 (see Appendix C for full text), MTC allocates rail extension reserves to rail transit capital extension and improvement projects. The first priority for these funds is MTC's Resolution No. 1876 New Rail Starts Program.

In FY 1995-96, we propose to allocate the West Bay rail extension reserves to BART as follows:

BART: Extensions to San Francisco International Airport -
Preliminary Engineering - \$1,000,000

Consistent with MTC Resolution 2322, MTC allocates \$7,500,000 annually to BART from FY 1992 through FY 2005 to construct East Bay extensions. In 1995-1996, we propose to allocate the East Bay rail extension funds to these two projects:

BART: Extensions to Bay Point (previously West Pittsburg) - \$2,790,000

BART: Extensions to Dublin/Pleasanton - \$4,710,000

C. 3 Percent Reserve Allocations

City of Alameda: Alameda/Oakland Ferry Operations - \$459,920

Ridership on this ferry service has increased each year the service has been in operation. Overall ridership for the FY 1994-95 year was up 23 percent against FY 1993-94. The FY 1994-95 farebox recovery ratio for the service was 48 percent. The new Alameda/Oakland ferry vessel, "Bay Breeze," purchased in 1994, is primarily responsible for the large patronage gains. This new vessel will greatly enhance the ferry system and has reduced the operating subsidy by eliminating vessel lease costs. In 1995, weekday service increased from 10 round-trips to 12 round-trips per day, and weekend service during the peak season will increase from five round-trips to six round-trips per day. In addition to this service, new service to Angel Island will be available in 1996. The city and the Port of Oakland will contribute \$127,000 of local funds to fund ferry operations.

City of Vallejo: BARTLink Bus Service Operations - \$664,512

The 3 percent reserves will provide partial funding to support the continued operation of the city of Vallejo's BARTLink Route 80 bus service between Vallejo (Solano County) and the El Cerrito del Norte BART station in Contra Costa County. Route 80 service is provided on 10-minute headways during the morning and evening peaks, and on 30-minute headways midday. Approximately 1,800 person-trips per day are provided between the two counties by BARTLink service. Vallejo Transit staff estimate that 1,045 daily auto trips are removed from the Carquinez Bridge as a result of the BARTLink service. The FY 1995-96 farebox recovery ratio for this service is expected to continue to be approximately 55 percent.

City of Benicia: Benicia Transit Operations - \$145,000

The city of Benicia's request is for partial funding of its operating budget for Benicia Transit, of which 50 percent of all trips are to and from Benicia and other locations in southern Solano County to the Pleasant Hill BART station in Contra Costa County. The city estimates that 600 vehicle trips are removed daily from the Benicia-Martinez Bridge as a result of this service. Benicia is currently in the process of preparing a five-year operating and financial plan including contingency measures to accommodate future budget shortfalls and to streamline service. It is anticipated that this plan will be completed by January 1996.

City of Oakland: Downtown Oakland Broadway Shuttle - \$69,473

The City of Oakland is planning to operate a Downtown Oakland Broadway Shuttle service that would serve Oakland's central business district from Jack London Square north to Grand Avenue with a small loop to the Caltrans/Crowley buildings and Kaiser Center. Service will be provided free of charge and will operate weekdays between 11 a.m. and 2 p.m. every six to 10 minutes. The proposed project was developed by the city in conjunction with the major employers in the downtown Oakland area. The private partners have made a commitment to contribute \$100,000 to the project, while the Oakland Redevelopment Agency has pledged in excess of \$200,000. The 3 percent bridge toll revenues will be used by the city of Oakland to acquire five clean fuel buses to begin this service in FY 1995-96.

Association of Bay Area Governments (ABAG): Regional Bicycle Trail Planning - \$140,000

This project seeks to provide trail access across all seven toll bridges. The San Francisco Bay Trail Project is administered by ABAG and works to facilitate the planning and implementation of the San Francisco Bay Trail, a planned 400-mile bicycle and pedestrian pathway along San Francisco and San Pablo bay's shoreline.

The major accomplishments of this project during FY 1994-95 include: developed 8 miles of new Bay Trail segments; 8.5 miles of new trail segments funded or included in other jurisdictions' construction plans; posted signs for an additional 11 miles in Alameda and Contra Costa counties and 2.2 miles in Solano County; participated in an effort to include a bicycle path on Emeryville's railroad overpass project currently under construction that will provide access from the Bay Trail to the MacArthur BART station; installed new bike lanes on Union City Boulevard south of Hesperian Boulevard furthering connection leading to the San Mateo Bridge; enhanced the route to the Dumbarton Bridge; and continued work with Caltrans to devise ways to include bicycle access into planned improvements on the San Mateo and Carquinez Bridges.

Seismic Retrofit Funding

The Imperative for Seismic Safety

Following the 1989 Loma Prieta temblor, legislation was passed to make seismic safety a top transportation priority in the state. In the wake of the devastating Northridge earthquake of 1994, the issue of retrofitting the state's bridges and highways for earthquake safety again leapt to the top of the state's transportation agenda. While everyone agrees that making California's transportation infrastructure earthquake safe is of critical importance, the Metropolitan Transportation Commission opposes plans to divert voter-approved local funds to retrofit state-owned toll bridges in the San Francisco Bay Area, while using gas tax monies in the State Highway Account to finance seismic work elsewhere in the state.

Again in 1995, we worked successfully with our Bay Area legislators on this very important issue. As part of the FY 1995-96 budget, bridge toll funds are limited to 20 percent, or \$11.2 million, whichever is less, of this year's \$56 million retrofit project for the San Francisco-Oakland Bay Bridge.

Effects on Regional Measure 1 Projects

It could take at least six years' worth of tolls from the region's state-owned bridges, after bridge operating expenses and bond repayments are deducted, to pay for seismic safety work on these same spans (assuming estimated seismic retrofit costs of \$575 million). Further, while construction costs rise with inflation, bridge tolls do not. Construction schedules will often slip, and costs could soar by an extra \$270 million for Regional Measure 1 projects if bridge toll funds are diverted to seismic retrofit work. Thus, voter-approved Regional Measure 1 projects could be delayed by at least six years — possibly a decade or longer — as a result of the toll diversion and associated project cost increases.

An Equitable, Statewide Approach to Funding Seismic Retrofit

The seven state-owned bridges in the Bay Area are part of a statewide network of some 900 state-owned highway spans that have been targeted for seismic upgrades. The Metropolitan Transportation Commission supports a comprehensive, statewide approach to funding seismic upgrade work on all state-owned transportation facilities. MTC advocates that the costs of making *all* state-owned transportation facilities, including Bay Area toll bridges, earthquake safe be paid directly from statewide funding sources.

SB 146 (Maddy) \$2.0 Billion Seismic Retrofit Bond Act of 1996

Consistent with our efforts to seek a long-term solution to the toll bridge seismic retrofit issue, MTC supported SB 146 (Maddy), the \$2.0 billion Seismic Retrofit Bond Act of 1996. SB 146, passed by the Legislature and signed by the governor as part of the FY 1995-96 state budget agreement, authorizes the placement upon the March 26, 1996 primary election ballot of a \$2 billion general obligation bond measure to finance the seismic retrofit of state highways and bridges, including \$650 million to retrofit the state-owned toll bridges. This measure allows for the reimbursement of state highway funds and toll revenues previously allocated to retrofit toll bridges.

Electronic Toll Collection

Overview

Caltrans proposes to institute electronic toll collection (ETC) on all seven state-owned toll bridges in the Bay Area. The Golden Gate Bridge is expected to participate, following completion of the 18 month testing period. Electronic toll collection equipment will be installed on the seven Bay Area bridges in three phases.

Phase I: Carquinez Bridge (on-site prototype testing)
Completion Date - *Winter 1995*

Phase II: Benicia-Martinez Bridge, Antioch Bridge, Richmond-San Rafael Bridge, and San Francisco-Oakland Bay Bridge (installation)
Completion Date - *Winter 1996*

Phase III: San Mateo-Hayward Bridge, Dumbarton Bridge (installation)
Completion Date - *Spring 1997*

How It Will Work

In conjunction with a marketing program, Caltrans intends to issue over 200,000 "transponders" — the device that is attached to a car's windshield — by 1997. These devices will allow customers to "pre-pay" a given amount of toll tickets at one time and place them into their account. The account will then be debited each time the car passes through an ETC toll gate. When the account is depleted, the transponder can be "recharged" with additional toll tickets. Payment could be by credit card or other methods.

ETC will be implemented by using dedicated lanes at each bridge toll plaza that are equipped with infrared readers; violations will be enforced with cameras that capture an image of the violator's license plate.

Benefits

For bridge users, the primary benefit will be that stopping at the toll gates will become unnecessary. Buying and keeping toll ticket books, or scrambling for toll money will become a memory. Time savings as a result of this added convenience will be significant at off peak times. During peak times, the limited throughput capacity will limit time savings for the average user. Other benefits include reduced congestion and reduced auto emissions.

As for many large projects, the benefits are greater than just the added convenience for the user. Caltrans will achieve reduced operating costs through automation, and in preparation for this change, is restructuring and updating much of its accounting systems.

ETC Toll Rate

At the request of Caltrans, MTC is requesting the California Transportation Commission to set the ETC toll at the current discount toll rate (85 cents) until ETC has been fully operational on all bridges for at least a year. After that time, the discount toll would be discontinued.

Bay Bridge Congestion Pricing Demonstration Program

The Sponsors and the Project

The Bay Area Congestion Pricing Task Force, a coalition of government, business, environmental and public interest organizations, was awarded a federal grant in August 1993 to develop a "congestion pricing" demonstration program for the San Francisco-Oakland Bay Bridge. Congestion pricing would involve varying the toll for vehicles crossing the bridge based on the time of travel — similar to the demand-based pricing structures commonly used in the private sector to set prices for telephone use, air fares and movie theater tickets. For the Bay Bridge, the idea is to reduce traffic congestion by encouraging some solo drivers either to travel at a different time or by a different mode, such as carpooling or transit.

The Task Force proposes to implement a Bay Bridge demonstration program under which non-carpool autos would pay a higher westbound toll during the congested peak periods in the morning and afternoon and a lower toll — possibly lower than the current \$1 — at other weekday times. Carpools and vanpools of three or more occupants would continue to travel across the bridge free. Low income motorists would be eligible for a "lifeline" discount similar to PG&E's program for utility customers, which would exempt them from the higher peak toll.

The Benefits

The Task Force estimates that a \$3 peak period toll would result in a 40 percent reduction in morning delay and a 47 percent reduction in afternoon delay at the Bay Bridge toll plaza. A peak toll also would improve traffic flow on adjacent facilities, such as Interstate 80 north of the toll plaza, Interstate 880 to the south, and U.S. 101 in the West Bay. A typical morning westbound bridge user would realize an estimated time savings of almost a full work week per year. By contrast, Bay Bridge congestion will double by 2010 if present trends continue, according to Metropolitan Transportation Commission projections.

Any revenues raised from the higher peak period bridge tolls could be used to expand options to driving alone, such as upgrading transit and ridesharing services in the Bay Bridge corridor. And, by reducing congestion and improving mobility alternatives, the program also would yield air quality and energy conservation benefits.

Poll Data Looks Promising

The recently released 1995 Bay Area Poll, commissioned by the Bay Area Council — a business-sponsored public policy group — shows that transportation is the number two concern facing Bay Area residents, following the problem perceived as most important, crime. The poll also revealed that a peak period toll increase on the Bay Bridge was favored by 59 percent of the respondents, when the question was posed as follows: "Bay Area leaders are considering increasing the toll on Bay Bridge by \$3 during the peak commute hours to discourage driving and reduce traffic congestion. Car pools and vans would still be able to cross free. The additional money raised would be spent to improve public transit and other alternatives to driving alone across the Bay during rush hour. Do you favor or oppose?"

Status

Implementing congestion pricing on the Bay Bridge requires authorization from the California Legislature. The Task Force hopes to seek authorization of a Bay Bridge demonstration project in the 1996 or 1997 legislative sessions.

Appendix A

Proposed Allocations for FY 1995-96

**Proposed Allocation Of
Toll Bridge Net Revenues
For FY 1995-96 Transit Capital Projects**

Applicant	Project	Net Revenues	Total Cost
AC Transit	Replacement Buses	\$2,515,216	\$12,991,924
	ADA Bus Speaker System	\$208,014	\$1,040,069
AC Transit Total		\$2,723,230	\$14,031,993
BART	A & B Car Rehab	\$4,000,000	\$57,246,301
BART Total		\$4,000,000	\$57,246,301
MUNI	Trolley Bus Replacement/Rehabilitation	\$1,875,000	\$18,750,000
	Rail Replacement	\$2,078,988	\$10,394,938
	Trolley Overhead Reconstruction	\$223,096	\$4,919,438
MUNI Total		\$4,177,084	\$34,064,375
CCCTA	Replacement Buses	\$571,640	\$2,952,710
CCCTA Total		\$571,640	\$2,952,710
WestCat	Replacement Buses	\$121,393	\$606,965
WestCat Total		\$121,393	\$606,965
FY 1995-96 Total Allocations		\$11,593,347	

**Toll Bridge 3% Reserve Allocation
For FY 1995-96**

Applicant	Project	3% Reserve
Northern Bridge Group		
City of Vallejo	BARTLink Bus Operations	\$664,512
City of Benicia	Benicia Transit Operations	\$145,000
ABAG	Bay Trails (N)	\$9,234
Northern Bridge Group Total		\$818,746
Southern Bridge Group		
City of Alameda	Alameda/Oakland Ferry Ops.	\$459,920
City of Oakland	Downtown Oakland Shuttle - Alternative Fuel Bus Purchase	\$69,473
ABAG	Bay Trails (S)	\$130,766
Southern Bridge Group Total		\$660,159
FY 1995-96 Regional Total		\$1,478,905

**Toll Bridge Rail Extension Reserve Allocation
For FY 1995-96**

Applicant	Project	Rail Extension Reserve
BART	BART East Bay Extensions	\$7,500,000
BART	BART SFO Extension - P/E	\$1,000,000
FY 1995-96 Regional Total **		\$8,500,000

** Programmed as of 11/1/95

Appendix B

Historic Allocations and Fund Balances

MTC TOLL BRIDGES NET REVENUES

TOLL BRIDGE NET REVENUES (AB 664)	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Actual FY 1994-95	Estimate * FY 1995-96	TOTAL FY92 - FY96
Receipts	\$11,715,325	\$11,663,722	\$11,921,297	\$14,349,485	\$12,049,290	\$61,699,119
Interest	\$1,153,999	\$967,610	\$982,708	\$1,779,422	\$1,243,247	\$6,126,986
Prior Year Carryover	\$2,062,490	\$5,459,782	\$9,894,755	\$12,561,884	\$10,899,928	
Total Available for Allocation	\$14,931,814	\$18,091,114	\$22,798,760	\$28,690,791	\$24,192,465	\$67,826,105

ACTUAL/PROPOSED ALLOCATIONS	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Actual FY 1994-95	Estimate ** FY 1995-96	TOTAL FY92 - FY96
AC Transit	\$3,321,656	\$0	\$0	\$11,472,430	\$9,648,115	\$24,442,201
BART (Capital) (Rail Ext.)		\$3,467,332	\$2,016,327	\$691,956	\$5,878,046	\$8,586,329 \$3,467,332
CalTrain						\$0
CCCTA	\$453,500		\$2,075,887	\$77,892	\$1,224,543	\$3,831,822
LAVTA					\$408,309	\$408,309
MUNI	\$4,045,527	\$4,682,792	\$6,128,118	\$4,447,100	\$4,177,084	\$23,480,621
WestCat				\$26,946	\$121,393	\$148,339
Vallejo Transit				\$1,014,809		\$1,014,809
Ferry Operations						\$0
SamTrans	\$1,650,000					\$1,650,000
Other/Admin.	\$1,349	\$46,235	\$16,544	\$59,730	\$40,836	\$164,694
Total Allocation	\$9,472,032	\$8,196,359	\$10,236,876	\$17,790,863	\$21,498,326	\$67,194,456
ENDING BALANCE	\$5,459,782	\$9,894,755	\$12,561,884	\$10,899,928	\$2,694,139	

Notes:

* Interest estimates in FY 1995-96 are based on a calculated average of interest receipts from the prior three years.

** Estimated allocations in FY 1995-96 include allocations to projects programmed in FY 1995-96 and in prior years.

**MTC RAIL EXTENSION RESERVE
TOLL BRIDGE REVENUES RECEIPTS AND ALLOCATION HISTORY**

Line No.	MTC RAIL EXTENSION RESERVES (90%)	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Actual FY 1994-95	Estimate * FY 1995-96	TOTAL FY92 - FY96
1)	Receipts (+)	\$9,210,760	\$9,205,062	\$9,462,972	\$9,540,812	\$9,636,917	\$47,056,523
2)	Interest (+)	\$2,243,849	\$1,417,833	\$1,402,312	\$1,891,210	\$1,570,452	\$8,525,655
3)	Admin. Costs (-)	(\$14,747)	(\$53,280)	(\$27,165)	(\$32,289)	(\$37,578)	(\$165,059)
4)	Total Available for Alloc.	\$11,439,862	\$10,569,615	\$10,838,119	\$11,399,733	\$11,169,791	\$55,417,119

East Bay Rail Extension Reserves		FY 1991-92	FY 1992-93	FY 1993-94	FY 1994-95	FY 1995-96	TOTAL FY92 - FY96
Reserves:							
5)	East Bay Share (70% of line #4)	\$8,007,903	\$7,398,731	\$7,586,683	\$7,979,813	\$7,818,853	\$38,791,984
6)	East Bay Prior Year Carryover	\$9,681,447	\$17,689,350	\$10,088,081	\$10,174,764	\$10,654,577	
7)	Avail. for Allocation (line5+line6)	\$17,689,350	\$25,088,081	\$17,674,764	\$18,154,577	\$18,473,430	
Allocations:							
8)	BART East Bay Extensions	\$0	\$15,000,000	\$7,500,000	\$7,500,000	\$7,500,000	\$37,500,000
9)	Total Allocated	\$0	\$15,000,000	\$7,500,000	\$7,500,000	\$7,500,000	\$37,500,000
10)	ENDING BALANCE (line7-line 9)	\$17,689,350	\$10,088,081	\$10,174,764	\$10,654,577	\$10,973,430	

West Bay Rail Extension Reserves		FY 1991-92	FY 1992-93	FY 1993-94	FY 1994-95	FY 1995-96	TOTAL
Reserves:							
11)	West Bay Share (30% of line #4)	\$3,431,959	\$3,170,885	\$3,251,436	\$3,419,920	\$3,350,937	\$16,625,136
12)	West Bay Prior Year Carryover	\$3,013,194	\$546,253	\$1,717,138	\$1,602,605	\$757,525	
13)	Avail. for Allocation (line11+line12)	\$6,445,153	\$3,717,138	\$4,968,573	\$5,022,525	\$4,108,462	
Allocations:							
14)	LRV Purchase	\$0	\$0	\$0	\$0	\$0	\$3,792,854
15)	MUNI Metro Turnback	\$5,898,900	\$2,000,000	\$0	\$0	\$0	\$7,898,900
16)	F-Embarcadero Extension	\$0	\$0	\$3,365,968	\$4,015,000	\$0	\$7,380,968
17)	Caltrain Downtown Extension PE	\$0	\$0	\$0	\$250,000	\$0	\$250,000
18)	BART SFO Extension PE	\$0	\$0	\$0	\$0	\$1,000,000	\$1,000,000
18)	Total Allocated	\$5,898,900	\$2,000,000	\$3,365,968	\$4,265,000	\$1,000,000	\$16,529,868
19)	Ending Balance (line13-line18)	\$546,253	\$1,717,138	\$1,602,605	\$757,525	\$3,108,462	

20)	Total Annual Rail Extension Reserves Allocation (line9+line10)	\$5,898,900	\$17,000,000	\$10,065,988	\$11,765,000	\$8,500,000	\$54,029,868
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21)	Total Annual Ending Balance (line10+line19)	\$18,235,603	\$11,805,219	\$11,777,369	\$11,412,102	\$14,081,892	
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Notes:

* FY 1995-96 interest and administrative cost estimates are calculated based on the average of past three years' interest receipts and administrative costs.

MTC 3% TOLL REVENUE RESERVE

MTC 3% TOLL REVENUE RESERVE	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Actual FY 1994-95	Estimate FY 1995-96	TOTAL FY92 - FY96
Revenue						
North Bridge Group	\$676,337	\$703,257	\$716,630	\$726,564	\$818,746	\$3,641,535
South Bridge Group	\$552,510	\$559,161	\$570,822	\$574,346	\$600,159	\$2,856,998
Expenses						
North Bridge Group	\$50,952	\$9,322	\$7,003	\$23,678	\$13,334	\$104,289
South Bridge Group	\$24,924	\$24,717	\$16,545	\$19,944	\$20,402	\$106,532
Net						
North Bridge Group	\$398,781	\$220,427	(\$129,975)	(\$55,736)	(\$65,864)	
South Bridge Group	\$124,529	\$295,717	\$144,253	\$11,992	\$10,406	
Other						
North Bridge Group	\$2,259	\$13,404	\$1,619	\$6,884	\$6,674	\$30,840
South Bridge Group	\$1,223	\$14,382	\$1,795	\$5,975	\$6,892	\$30,267
Total						
North Bridge Group	\$1,123,811	\$919,602	\$592,039	\$687,622	\$759,542	\$4,082,616
South Bridge Group	\$700,740	\$865,213	\$729,825	\$600,307	\$624,075	\$3,520,160

ALLOCATIONS North Bridge Group	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Actual FY 1994-95	Actual FY 1995-96	TOTAL FY92 - FY96
ABAG		\$48,000	\$56,000	\$50,000	\$9,234	\$183,234
Contra Costa County						\$0
Solano Trans. Auth.	\$22,000					\$22,000
City of Benicia	\$50,952	\$169,600		\$166,058	\$145,000	\$531,610
City of Napa		\$75,000	\$70,000			\$145,000
City of Vallejo	\$830,432	\$756,977	\$521,775	\$537,428	\$664,512	\$4,442,662

ALLOCATIONS South Bridge Group	Actual FY 1991-92	Actual FY 1992-93	Actual FY 1993-94	Actual FY 1994-95	Actual FY 1995-96	TOTAL
ABAG	\$50,000	\$72,000	\$84,000	\$90,000	\$130,766	\$506,766
AC Transit	\$156,523					\$406,523
Contra Costa County			\$24,873			\$24,873
City of Hayward						\$35,000
Port of San Francisco						\$84,000
City of Alameda	\$173,500	\$648,960	\$608,960	\$429,901	\$459,920	\$2,371,241
City of Emeryville				\$50,000		\$50,000
City of Martinez				\$20,000		\$20,000
City of Oakland					\$69,473	\$69,473
MTC (Rides)						\$250,000
MTC (Studies)						\$447,383

Total Allocation	\$1,308,407	\$1,770,537	\$1,365,608	\$1,343,387	\$1,478,905	\$9,614,765
North Bridge Group	\$903,384	\$1,049,577	\$647,775	\$753,486	\$818,746	\$5,324,506
South Bridge Group	\$405,023	\$720,960	\$717,833	\$589,901	\$660,159	\$4,290,259

Ending Balance						
North Bridge Group	\$220,427	(\$129,975)	(\$55,736)	(\$65,864)	(\$59,204)	
South Bridge Group	\$295,717	\$144,253	\$11,992	\$10,406	(\$36,084)	

Appendix C

MTC Bridge Toll Allocation Policy

Date: April 26, 1989
W.I.: 1001.40.01
W.A.: 0573r
Referred By: WPPRC
Revised: 7/31/91-C

ABSTRACT

Resolution No. 2004, Revised

Adoption of MTC Bridge Toll Revenue Allocation Policy.

This resolution was revised on July 31, 1991 to make assumptions and policies governing East Bay Rail Extension Reserve funds consistent with MTC Resolution No. 1876, Revised.

Further discussions of these allocations are contained in the MTC "Staff Evaluation" dated April 6, 1989 and MTC "Executive Director Memorandum" dated July 11, 1991.

Date: April 26, 1989
W.I.: 1001.40.01
W.A.: 0573r
Referred By: WPPRC

Re: Bridge Toll Revenue Allocation Policy.

METROPOLITAN TRANSPORTATION COMMISSION
RESOLUTION NO. 2004

WHEREAS, the Metropolitan Transportation Commission (MTC) is the regional transportation planning agency for the San Francisco Bay Area pursuant to Government Code § 66500 et seq.; and

WHEREAS, since 1977, MTC has allocated net toll revenues, pursuant to Government Code §§ 30892 and 30893, for eligible transit capital improvements and ferry operations; and

WHEREAS, with the toll increase authorized by Regional Measure I, approved by the voters on November 8, 1989 (hereinafter "Regional Measure I"), not less than ninety percent of the revenues from the toll increase on Class I vehicles on the San Francisco/Oakland Bay Bridge shall be allocated by MTC pursuant to Government Code § 30919 for rail transit extension and improvement projects which reduce vehicular traffic congestion on that bridge; and

WHEREAS, 3% of the revenues from the Regional Measure I toll increase collected on all the state-owned bridges in the region may be allocated by MTC pursuant to Government Code §§ 30913 and 30914, for certain projects which are designed to reduce vehicular traffic congestion on these bridges; and

WHEREAS, MTC wants to establish a bridge toll revenue allocation policy to guide its review of applications for the allocation of bridge toll revenues; now, therefore, be it

RESOLVED, that MTC adopts the bridge toll revenue allocation policy as set forth in Attachment A, attached hereto and incorporated herein as though set forth at length.

METROPOLITAN TRANSPORTATION COMMISSION


Rod Diridon, Chairperson

The above resolution was entered into by the Metropolitan Transportation Commission at a regular meeting of the Commission held in Santa Rosa, California on April 26, 1989.

Date: April 26, 1989
W.I.: 1001.40.01
W.A.: 0573r
Referred By: WPPRC
Revised: 7/31/91-C

Attachment A
Resolution No. 2004
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BRIDGE TOLL REVENUE ALLOCATION POLICY STATEMENT

Definitions

1. "Net Toll Revenues" refers to those revenues collected from the July 1, 1977 toll increase imposed on the Bay, Dumbarton, and San Mateo Bridges by Assembly Bill 664, codified at Streets and Highways Code §§ 30880 et seq. These revenues must be allocated by MTC to capital projects which further the development of public transportation systems in the vicinity of toll bridges. In practice, revenues are collected from a 20 cent commute ticket toll on all three bridges, a 25 cent Class I toll on the Bay Bridge, and a 5 cent Class I toll on the Dumbarton and San Mateo Bridges.
2. "MTC Rail Extension Reserve" is composed of not less than 90% of the revenues from the Class I toll increase on the Bay Bridge, as authorized by Regional Measure 1 and Streets and Highways Code § 30910 et seq. Pursuant to Streets and Highways Code § 30919, MTC must allocate these funds exclusively for rail transit capital extension and improvement projects designed to reduce vehicular traffic congestion on the Bay Bridge.
3. "East Bay Rail Extension Reserve" consists of 70% of the MTC Rail Extension Reserve. These revenues are to be allocated to rail extension and improvement projects in Alameda and Contra Costa Counties. These projects include, but are not limited to, the BART extensions planned for the Concord-Antioch, Fremont-San Jose, and Bayfair-Livermore rail transit corridors.
4. "West Bay Rail Extension Reserve" consists of 30% of the MTC Rail Extension Reserve. These revenues are to be allocated to rail extension and improvement projects in San Francisco, San Mateo, and Santa Clara Counties. No specific projects are mentioned in the legislation.
5. "Northern Bridge Group 3% Reserve" is funded by 3% of the SB 45 toll increase revenues raised on the Antioch, Benicia/Martinez, Carquinez, and Richmond-San Rafael Bridges. These revenues must be allocated by MTC for projects, other than those included elsewhere in SB 45, which reduce vehicular traffic congestion on any bridges in this group.
6. "Southern Bridge Group 3% Reserve" is funded by 3% of the SB 45 toll increase revenues raised on the Bay, Dumbarton, and San Mateo Bridges. These revenues must be allocated by MTC for projects, other than those included elsewhere in SB 45, which reduce vehicular traffic congestion on any of the bridges in this group.

Date: April 26, 1989
W.I.: 1001.40.01
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Attachment A
Resolution No. 2004
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7. "Resolution No. 1876" refers to the region's adopted New Rail Transit Starts and Extensions Program. This program includes:
- * Projects underway or with approved grants such as the Guadalupe LRT, MUNI Metro J-Line, MUNI Metro Turnaround, and the CalTrain San Jose Terminal.
 - * Acquisition of Right-of-Way including the existing Southern Pacific R-O-W for CalTrain.
 - * Support for planning and project development of a specified list of rail extension projects.
 - * A detailed understanding regarding the San Mateo Buy-in, CalTrain and BART extension projects.
 - * Such amendments as may be adopted by the Commission from time to time.

Assumptions

1. Net Toll Revenues raise roughly \$12 million annually. Eligible projects include those capital priorities projects which are sponsored by operators providing either transbay service or feeder functions to transbay service. Also eligible are BART extension projects for which Net Toll Revenues are programmed in Resolution No. 1876.
2. The 70/30 ratio which MTC has employed to apportion Net Toll Revenues between East and West Bay transit operators is based on the home origin of transbay commute trips. When Caltrans updates its study of trip origins, the results will be incorporated into a new apportionment ratio.
3. Since local match needs are tied to the receipts of federal and state capital grants, they will continue to arise in a discontinuous manner. In some years matching needs may fall short of the annual apportionment of Net Toll Revenues, while in other years needs may exceed it.
4. Revenue projections demonstrate that MTC has sufficient Net Toll Revenues to meet the \$24 million (1987 \$) commitment it made to the Resolution No. 1876 extensions.
5. After funding the local match on qualifying capital priorities projects and meeting the \$24 million Res. 1876 commitment, an unprogrammed fund balance in the Net Toll Revenues Account will begin to accumulate for East Bay operators.
6. The East Bay Rail Extension Reserve will collect roughly \$7 million annually.
7. The West Bay Rail Extension Reserve will collect roughly \$3 million annually.

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Objectives

1. Maintain MTC's flexibility in allocations by avoiding rigid apportionment formulas.
2. Maximize the use of Net Toll Revenues for meeting the local match required for transit capital priorities projects.
3. Sustain commitments made regarding allocations of new revenues.
4. Secure the financial integrity of the Resolution No. 1876 New Rail Transit Starts and Extensions Program.

Policies

1. Continue the existing 70/30 apportionment ratio for Net Toll Revenues, with the modification that the ratio be maintained as a five year rolling average.
2. The first priority for Net Toll Revenues is to match capital priorities and to maintain the \$24 million commitment to Resolution No. 1876.
3. Net Toll Revenue Account fund balances remaining after funding capital priorities matching needs will be used for funding capital priorities projects not supported by existing federal and state programs, any shortfall to MTC's commitment of regional toll revenues to the Resolution 1876 Agreement, and any other projects consistent with the Net Toll Revenues' enabling legislation.
4. To the extent feasible and required, maintain MTC's commitment to Resolution No. 1876 projects from the East Bay Rail Extension Reserve. Funds may be allocated on either a pay-as-you-go basis or towards debt service from revenue bonds.
5. The first priority for the West Bay Rail Extension Reserve is for Resolution 1876 projects, if additional funds are available they will be used to meet the capital needs associated with rail extensions and improvements included in MTC's transit capital priorities program.
6. Commit the 3% revenues from the Northern and Southern Bridge Groups to projects including, but not limited to, ferry and bicycle projects which will relieve congestion on the bridges. MTC will establish a process which evaluates the cost-effectiveness of projects eligible for allocation of these revenues. MTC will also seek legislation authorizing the use of these funds for ferry operations.

Box 2, Folder 1

Item 1

ACCNO_000012