



# Bay Area Toll Authority Long-Range Plan

Amended December 2013





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Bay Area Toll Authority**

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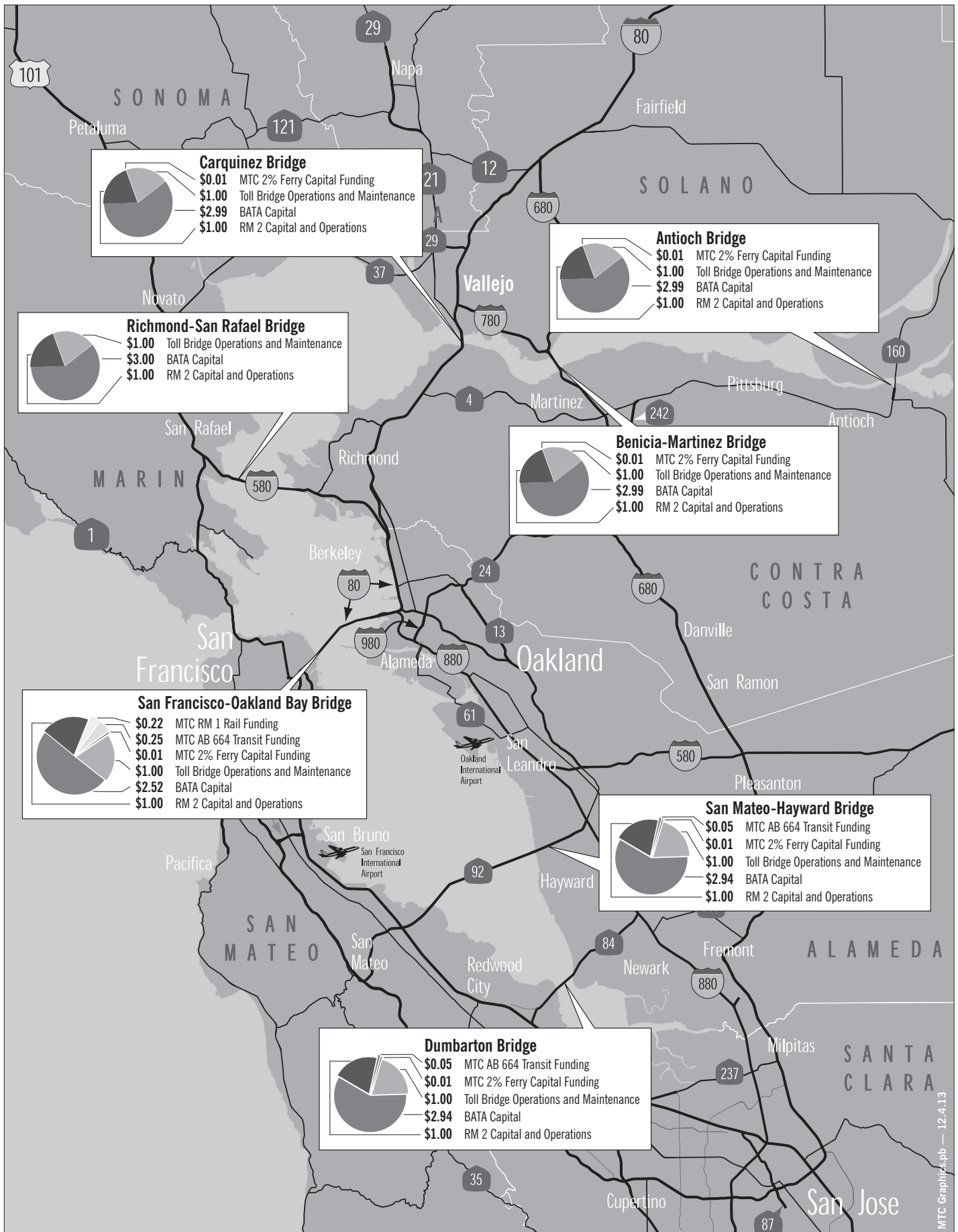
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# Map of State-Owned Toll Bridges and Breakdown of a Typical \$5 Toll



*Pursuant to California Streets and Highways Code § 30950.3 and § 30914 (9) BATA is required to prepare, adopt and from time to time revise a Long Range Plan for the completion of all projects within its jurisdiction funded from the toll revenues.*

## **Introduction**

When first adopted in 1998, BATA's Long-Range Plan focused on the completion of the 1988 voter-approved Regional Measure 1 (RM 1) Program that funded major rehabilitation and congestion-relief projects on the Bay Area's bridges. The Plan has since been amended to incorporate additional BATA responsibilities for the Toll Bridge Seismic Retrofit Program (SRP) and the toll-funded projects designated in the voter-approved Regional Measure 2. Now in 2013, the Plan is being amended to recognize the completion of the RM 1 and SRP programs and new BATA commitments to the Regional Express Lanes Network (ELN) and Transit Core Capacity Program (CORE).

### **Toll Bridge Seismic Retrofit Program (SRP) At A Glance**

The Toll Bridge Seismic Retrofit Program provides \$9.1 billion in funding for the seismic retrofit of five of the seven state-owned toll bridges in the Bay Area and for two former toll bridges in Southern California. To date, Caltrans has completed the retrofit of the San Mateo-Hayward, Carquinez, Benicia-Martinez, Richmond-San Rafael, Dumbarton and Antioch bridges in the Bay Area. The San Francisco-Oakland Bay Bridge achieved seismic safety with the opening of the new east span to traffic on September 2, 2013. Work continues on the east span project, including the dismantling of the old bridge.

### **Regional Measure 1 (RM 1) At A Glance**

Regional Measure 1 provided \$2.3 billion in funding for a number of major toll bridge congestion relief projects around the Bay Area. These include the widening of the San Mateo-Hayward Bridge, which opened in 2002, construction of the new Alfred Zampa Memorial (southbound Carquinez) Bridge, which opened in 2003, and the new Congressman George Miller (northbound Benicia-Martinez) Bridge, which opened in 2006. The RM1 program was completed with the opening of a new Interstate 880/State Route 92 Interchange in 2011.

### **Regional Measure 2 (RM 2) At A Glance**

Regional Measure 2 provides approximately \$1.5 billion in funding for 36 capital improvement projects in the bridge corridors, plus up to \$1.6 billion in operating funds for 14 transit routes and projects. The transit operating funding is capped at 38 percent of annual RM 2 revenue or roughly \$45 million annually.

### **Key Differences Between RM 1 and RM 2**

Whereas RM 1 made a commitment to the voters to fully fund and deliver a specific set of improvements in the bridge corridors, RM 2 provides a cap on the amount of funding to be provided to each project in the expenditure plan. This is similar to the model used by "self-help counties" in their sales tax expenditure plans. As a result, RM 2 money in some instances provides only a down payment on a project, leaving it up to the project sponsors to secure the remaining funds necessary to fully fund the project. It is the project sponsors who ultimately are responsible for the full funding and delivery of a

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## **Introduction**

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given project. BATA's charge is to ensure that every RM 2 allocation is spent on a project that will eventually deliver a tangible benefit to the traveling public.

### **Toll Bridge Rehabilitation (Rehab) At A Glance**

Toll Bridge Rehabilitation provides approximately \$60 million a year to fund the up-keep and rehabilitation of the toll bridges, toll facilities, and tolling equipment. The funds are used to keep all structures and systems in a state of good repair.

### **Transit Core Capacity Challenge (CORE) At A Glance**

The Metropolitan Transportation Commission's (MTC) Core Capacity Challenge Grant program is focused on AC Transit, BART, and SFMTA – regional transbay systems that carry 80% of the region's overall transit riders as well as more than three-quarters of the low-income and minority passengers. BATA is contributing \$250 million towards this multi-billion program that will help the region achieve an optimal state of repair for the region's transportation network.

### **Regional Express Lane Network (ELN) At A Glance**

BATA, MTC and its partner agencies are currently developing an express lane network offering toll-free travel for carpools, vanpools, motorcycles, buses and eligible hybrid vehicles, while also giving solo drivers the option to pay to use the lane to avoid congestion. BATA is providing \$325 million in funding for the network that upon completion in 2035 will cover 550 miles including approaches to the BATA toll bridges.

### **How Does the BATA Long-Range Plan Fit Into Other MTC Planning Efforts?**

As the Bay Area's regional transportation planning agency, MTC is required to adopt a 25-year financially constrained plan that details exactly how the region will spend its anticipated funding. The current plan, known as the One Bay Area plan, was adopted by the Commission in 2013 and details a comprehensive investment program intended to promote safety, reliability, access, livable communities, clean air and efficient freight travel. The projects and funding reported in the BATA Long-Range Plan have been incorporated into the Plan Bay Area's financial assumptions, and are consistent with the Plan's transportation goals and air quality requirements. Many of these toll-funded projects, especially in the RM 1 and SRP programs, have been included in the Bay Area's previous long-range transportation plans, and the passage of RM 2 simply provided additional revenue to fund them.

### **Funding the Toll Bridge Programs**

To fund the programs in the BATA Long Range Plan, BATA has adopted a multi-billion dollar plan of finance. The plan calls for a combination of carefully structured bond financings as well as pay-as-you-go toll funding to complete the programs. Since issuing its first series of bonds in 2001, BATA has been able to maintain high marks for credit-worthiness from the three major national bond-rating services, with ratings equivalent to the strongest transportation agencies in the country.



# Toll Bridge Seismic Retrofit Program

The fundamental purpose of the \$9.0 billion Toll Bridge Seismic Retrofit Program (SRP) is to protect public safety by strengthening or replacing seismically deficient toll bridge structures. Retrofit was required on all seven of the region's state-owned toll bridges. With the opening of the new east span of the San Francisco-Oakland Bay Bridge, all seven bridges have achieved seismic safety

As of December 2013, work remains to dismantle the old east span and to complete final vehicular and bicycle/pedestrian connections in Oakland and Yerba Buena Island for the new span.



# Toll Bridge Seismic Retrofit Program

Project Number	Bridge	Seismic Retrofit Strategy	Status	Seismic Safety Completion Date	Current Seismic Budget Dec. 2013 (\$ in millions)
<b>1</b>	San Francisco-Oakland Bay Bridge (East Span)	Lifeline Structure, minor to moderate damage expected, reopening to traffic quickly — replace entire structure	Opened	September 2013	<b>\$6,293.2</b>
<b>2</b>	San Francisco-Oakland Bay Bridge (West Approach)	Lifeline Structure, minor to moderate damage expected, reopening to traffic quickly — strengthen or replace structural elements, add isolation and damping features	Completed	April 2009	<b>\$ 469.7</b>
<b>3</b>	San Francisco-Oakland Bay Bridge (West Span)	Lifeline Structure, minor to moderate damage expected, reopening to traffic quickly — strengthen or replace structural elements, add isolation and damping features	Completed	June 2004	<b>\$ 305.3</b>
<b>4</b>	Richmond-San Rafael	Avoid catastrophic failure — strengthen or replace structural elements, add isolation and damping features	Completed	October 2005	<b>\$ 816.5</b>
<b>5</b>	Benicia-Martinez (Existing Span)	Lifeline Structure, minor to moderate damage expected, reopening to traffic quickly — strengthen or replace structural elements, add isolation and damping features	Completed	August 2002	<b>\$ 177.8</b>
<b>6</b>	Carquinez (Existing Span)	Moderate to major damage expected — strengthen or replace structural elements, add isolation and damping features	Completed	January 2002	<b>\$ 114.2</b>
<b>7</b>	San Mateo-Hayward	Moderate to major damage expected — strengthen or replace structural elements, add isolation and damping features	Completed	June 2000	<b>\$ 163.4</b>
<b>8</b>	Antioch	Avoid catastrophic failure — strengthen or replace structural elements, add isolation and damping features	Completed	April 2012	<b>\$ 82.0</b>
<b>9</b>	Dumbarton	Moderate to major damage expected — strengthen or replace structural elements, add isolation and damping features	Completed	January 2013	<b>\$ 148.7</b>
<b>Subtotal</b>					<b>\$8,583.2</b>
	Southern California Toll Bridges				<b>\$ 162.0</b>
	Miscellaneous Program Costs				<b>\$ 30.0</b>
	Program Contingency				<b>\$ 189.1</b>
<b>Total</b>					<b>\$ 8,952.0</b>

# Regional Measure 1 Toll Bridge Capital Improvement Program

Approved by Bay Area voters in November 1988, the Regional Measure 1 Toll Bridge Capital Improvement Program (RM1) is a multi-billion dollar toll bridge expansion and enhancement program involving six of the Bay Area's seven state-owned toll bridges. The program is funded from toll revenues generated by raising the auto toll to a uniform \$1 in 1988 on all seven of the region's toll bridges.

RM 1 has delivered many projects used daily by Bay Area drivers. Since 1998, BATA and Caltrans have delivered the new Al Zampa Memorial (Carquinez) Bridge, a widened San Mateo-Hayward Bridge, and new Benicia-Martinez Bridge. The last and final RM1 project completed was the reconstructed Interstate 880/State Route 92 Interchange that opened to traffic in 2011.

As of December 2013, the RM1 program is complete.

# Regional Measure 1 Toll Bridge Capital Improvement Program

Project Number	Project	Description	Status	Open to Traffic/ Completion Date	Current Approved Budget (\$ in millions)
<b>1</b>	New Benicia-Martinez Bridge	The project constructed a new bridge parallel and east of the existing bridge that will carry five northbound lanes with shoulders. The project also reconstructed the north and south interchanges and provide a new toll plaza. The existing bridge was reconstructed to carry four lanes of southbound traffic with a bi-directional pedestrian/bicycle lane.	Completed	December 2007	<b>\$1,263.0</b>
<b>2</b>	Interstate 880/State Route 92 Interchange Reconstruction	The project reconstructed the existing cloverleaf interchange with direct freeway-to-freeway connectors.	Completed	June 2011	<b>\$ 133.8</b>
<b>4</b>	New Al Zampa Memorial (Carquinez) Bridge	The project constructed a new bridge parallel to and west of the existing bridges to replace the 1927 Carquinez Bridge. The new suspension bridge carries three mixed-flow lanes and one high-occupancy-vehicle lane, plus a bidirectional pedestrian/bicycle lane.	Completed	November 2003	<b>\$ 528.2</b>
<b>5</b>	San Mateo-Hayward Bridge Widening	The project widened the existing low-rise trestle portion of the bridge from four to six lanes to match the existing high-rise span. The project also widened the east approach to the bridge and expanded the existing toll plaza.	Completed	February 2003	<b>\$ 217.8</b>
<b>6</b>	Richmond Parkway Construction	The project constructed a new eastern approach expressway from Interstate 80 near Pinole to the Richmond-San Rafael Bridge.	Completed	May 2001	<b>\$ 5.9</b>
<b>7</b>	Bayfront Expressway (State Route 84) Widening	The project widened the existing west approach to the Dumbarton Bridge from four to six lanes and improved various intersections between the bridge and US 101.	Completed	January 2004	<b>\$ 39.9</b>
<b>8</b>	Richmond-San Rafael Bridge Trestle and Deck Joint Rehabilitation	The project replaced the western low-rise concrete trestle portion of the bridge and repaired numerous deck joints along the steel cantilevered truss portion of the bridge.	Completed	August 2005	<b>\$ 102.1</b>
<b>9</b>	Richmond-San Rafael Bridge Deck Resurfacing	The project resurfaced the existing concrete deck with a polyester concrete overlay.	Completed	November 2006	<b>\$ 25.0</b>
				<b>Total</b>	<b>\$2,315.7</b>

# Regional Measure 2

In 2004, Bay Area Voters passed Regional Measure 2 (RM 2), which raised tolls by \$1 for all vehicles crossing the region's state-owned toll bridges in order to raise some \$125 million annually for a program of roadway and transit projects approved by the California Legislature in Senate Bill 916 (Chapter 715, Statutes of 2004). SB 916 established the Regional Traffic Relief Plan, which is designed to reduce congestion and improve travel options in the bridge corridors and their approaches. The projects adopted in this long-range plan are consistent with Streets and Highways Code Section 30914. As the financial manager for the RM 2 revenues, BATA is responsible for the preparation of financial plans, the issuance of debt financing and dispersal of funds to project sponsors. MTC is the program and project coordinator, with duties that include reviewing project application, programming and allocating funds to specific projects, and monitoring project delivery.

## Capital Program

The Regional Traffic Relief Plan provides \$1.5 billion to 36 capital projects. These projects are in various stages of completion ranging from initiating the environmental clearance process to construction of facilities. MTC began allocating RM 2 funds to projects in the capital program in July 2004.

## Transit Operations

The Regional Traffic Relief Plan dedicates up to \$1.6 billion in operating funds to 14 projects. Annually up to 38 percent of the total annual RM 2 revenues (approximately \$48 million per year) is provided for operations of commuter rail, express and enhanced bus, and ferry services. Beginning in fiscal year 2004–05, allocations of operating funds were made available on an annual basis.

## RM 2 Regional Traffic Relief Plan: List of Capital Projects

Project Number	Description	RM 2 Funding (Dec. 2013)
<b>1</b>	BART/Muni Connection at Downtown San Francisco Stations	\$ 3,000,000
<b>2</b>	San Francisco Municipal Railway (Muni) Metro East Third Street	\$ 30,000,000
<b>3</b>	Muni Waterfront Historic Street Car Expansion	\$ 10,000,000
<b>4</b>	Dumbarton Rail Bridge New Commuter Service	\$ 44,000,000
<b>5</b>	Vallejo Intermodal Station	\$ 28,000,000
<b>6</b>	Solano County Express Bus Intermodal Facilities	\$ 20,000,000
<b>7</b>	Solano County Corridor Improvements near the Interstate 80/Interstate 680 Interchange	\$100,000,000
<b>8</b>	Interstate 80 Eastbound High-Occupancy-Vehicle (HOV) Lane Extension at Carquinez Bridge	\$ 37,174,544
<b>9</b>	Richmond Parkway Park-and-Ride Facility	\$ 16,000,000
<b>10</b>	Sonoma-Marin Area Rail Transit District (SMART) Extension to Ferry Service at Larkspur Landing or San Quentin	\$ 36,500,000
<b>11</b>	U.S. 101 Greenbrae Interchange/Larkspur Ferry Access Improvements	\$ 63,500,000
<b>12</b>	Interstate 680 HOV Lane Improvement	\$ 15,000,000
<b>13</b>	Commuter Rail Extension to East Contra Costa County (e-BART)	\$ 96,000,000
<b>14</b>	Amtrak "Capitol Corridor" Improvements in Interstate 80/Interstate 680 Corridor	\$ 25,000,000
<b>15</b>	Central Contra Costa BART Crossover Track	\$ 25,000,000
<b>16</b>	Completion of new Benicia-Martinez Bridge	\$ 50,000,000
<b>17</b>	Regional Express Bus North	\$ 20,000,000
<b>18</b>	TransLink® Transit Fare Smart Card Integration	\$ 22,000,000
<b>19</b>	Real-Time Transit Information	\$ 20,000,000

## RM 2 Regional Traffic Relief Plan: List of Capital Projects (continued)

Project Number	Description	RM 2 Funding (Dec. 2013)
20	Safe Routes to Transit (Pedestrian and Bicycle Access)	\$ 22,500,000
21	BART Tube Seismic Strengthening	\$ 33,801,000
22	New Transbay Terminal/Downtown Caltrain Extension in San Francisco	\$150,000,000
23	BART Oakland Airport Connector	\$115,199,000
24	Alameda-Contra Costa Transit District (AC Transit) Rapid Bus	\$ 65,000,000
25	Regional Ferry System Expansion: Alameda/Oakland/Harbor Bay	\$ 12,000,000
26	Regional Ferry System Expansion: Berkeley/Albany	\$ 12,000,000
27	Regional Ferry System Expansion: South San Francisco	\$ 12,000,000
28	San Francisco Downtown Ferry Terminal Environmental Review and Spare Vessels	\$ 48,000,000
29	Regional Express Bus South	\$ 22,000,000
30	Interstate 880 North Safety Improvements	\$ 10,000,000
31	BART Extension to Warm Springs	\$186,000,000
32	Interstate 580 Rapid Transit Corridor Improvements	\$ 65,000,000
33	Regional Rail Master Plan	\$ 6,500,000
34	Integrated Transit Fare Program to Develop Zonal Monthly Pass	\$ 1,500,000
35	Promotion of Commuter Benefits for Transit Users	\$ 5,000,000
36	Caldecott Tunnel Fourth Bore	\$ 50,500,000
37	BART Transit Capital Rehabilitation	\$ 24,000,000
38	38 Regional Express Lane Network	\$ 4,825,455
39	Major Interchange Modifications in the Vicinity of I-80 and San Pablo Dam Road	\$ 8,000,000

**TOTAL Capital Funds** \$ 1.515 billion



## RM 2 Regional Traffic Relief Plan: List of Operational Projects

Project Number	Description	Annual RM2 Funding
<b>1</b>	Golden Gate Express Bus Service over the Richmond Bridge (Route 40)	\$ 2,100,000
<b>2</b>	Napa Vine Service to Vallejo Intermodal Terminal	\$ 390,000
<b>3</b>	Regional Express Bus North Pool	\$ 3,400,000
<b>4</b>	Regional Express Bus South Pool	\$ 6,500,000
<b>5</b>	Dumbarton Bus	\$ 5,500,000
<b>6</b>	Water Transit Authority, Alameda/Oakland/Harbor Bay	\$ 6,400,000
<b>7</b>	Water Transit Authority, Berkeley/Albany	\$ 3,200,000
<b>8</b>	Water Transit Authority, South San Francisco	\$ 3,000,000
<b>9</b>	Vallejo Ferry	\$ 2,700,000
<b>10</b>	Owl Bus Service on BART Corridor	\$ 1,800,000
<b>11</b>	Muni Metro East (Phase 1 - IOS)	\$ 2,500,000
<b>12</b>	AC Transit Enhanced Bus Service: International Blvd and Telegraph Avenue	\$ 3,000,000
<b>13</b>	Clipper® (\$20 million for start-up operations)	—
<b>14</b>	WTA System	\$ 3,000,000
<b>Total Operating Funds</b>		<b>\$43,490,000</b>

# Toll Bridge Rehabilitation Plan

BATA annually adopts a revised 10-Year Toll Bridge Rehabilitation Plan for the state-owned bridges that provides for on-going funds to maintain the structural integrity of the bridges and approaches, secure and update bridge facilities, and upgrade the revenue collection system for the bridges. BATA and Caltrans work closely to identify critical needs to prioritize funding and delivery.

The Rehabilitation Plan totals approximately \$600 million over a 10-year period and includes rehabilitation and operational improvements of toll bridges, approaches and facilities and the maintenance and replacement of tolling equipment.

# Transit Core Capacity Challenge

MTC's Core Capacity Challenge Grant (CORE) program is focused on AC Transit, BART, and SFMTA – the Bay Area's three largest transit operators, responsible for transbay systems that carry over 80% of the region's overall transit riders as well as more than three-quarters of the low-income and minority passengers. The program complements other prior funding commitments by MTC in the region. By leveraging regional discretionary funds and local contributions, including BATA funds and proposed Cap and Trade Revenue, MTC can accelerate and solidify funding for fleet replacement projects and provide new funding for key enhancement projects.

Towards this multi-billion program, BATA is contributing \$250 million in available toll funds that will help the region achieve an optimal state of repair for the region's transportation network.

## Project Sponsor

Metropolitan Transportation Commission

## Current Approved Budget

\$250.0 million



# Regional Express Lane Network

Express lanes offer toll-free travel for carpools and buses, while also giving solo drivers the option to pay to use the lane to avoid congestion. Upon completion, the network would cover 550 miles including the approaches to the BATA toll bridges.

BATA and Metropolitan Transportation Commission (MTC) have formed a joint exercise of powers authority, called the Bay Area Infrastructure Financing Authority (BAIFA) which is responsible for planning, developing and funding a Regional Express Lane Network along with its partners. BATA is providing \$325 million in funding toward Tier 1 and Tier 2 projects in Alameda, Contra Costa and Solano counties, including previously authorized lanes, in the Current Project Plan shown below.





## **Project Sponsor**

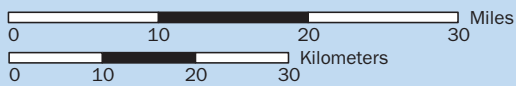
Bay Area Infrastructure Financing Authority

## **Current Approved Budget**

\$325.0 million

# Express Lane Network: Current Project Plan

-  Currently open
-  Tier 1
-  Tier 2
-  Previously Authorized Lanes in Santa Clara and Alameda Counties



Current Project Plan  
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