

## Meeting Agenda

### Bay Area Infrastructure Financing Authority

*Authority Members:*

*Alfredo Pedroza, Chair      Amy Worth, Vice Chair*

*Federal D. Glover, Carol Dutra-Vernaci, James P. Spering*

*Non-Voting Member: Dina El-Tawansy*

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Wednesday, November 17, 2021

9:50 AM

REMOTE

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The Bay Area Infrastructure Financing Authority is scheduled to meet on Wednesday, November 17, 2021 at 9:50 a.m., or immediately following the 9:45 a.m. BAHA meeting, in the Bay Area Metro Center (Remotely).

In light of Governor Newsom's State of Emergency declaration regarding COVID-19 and in accordance with the recently signed Assembly Bill 361 allowing remote meetings, this meeting will be accessible via webcast, teleconference, and Zoom for all participants. A Zoom panelist link for meeting participants will be sent separately to committee, commission, or board members.

The meeting webcast will be available at <https://mtc.ca.gov/whats-happening/meetings/live-webcasts>. Members of the public are encouraged to participate remotely via Zoom at the following link or phone number.

Attendee Link: <https://bayareametro.zoom.us/j/81188017106>

iPhone One-tap: US: +13462487799,,81188017106# or +14086380968,,81188017106#

Join by Telephone (for higher quality, dial a number based on your current location) US:

+1 669 900 6833 or +1 408 638 0968 or +1 346 248 7799 or

+1 253 215 8782 or +1 646 876 9923 or +1 301 715 8592 or

+1 312 626 6799 or 888 788 0099 (Toll Free) or 877 853 5247 (Toll Free)

Webinar ID: 811 8801 7106

International numbers available: <https://bayareametro.zoom.us/j/kd8MkqqDjp>

Detailed instructions on participating via Zoom are available at:

<https://mtc.ca.gov/how-provide-public-comment-board-meeting-zoom>. Committee members and members of the public participating by Zoom wishing to speak should use the "raise hand" feature or dial "\*9". In order to get the full Zoom experience, please make sure your application is up to date.

Members of the public may participate by phone or Zoom or may submit comments by email at [info@bayareametro.gov](mailto:info@bayareametro.gov) by 5:00 p.m. the day before the scheduled meeting date. Please include the committee or board meeting name in the subject line. Due to the current circumstances there may be limited opportunity to address comments during the meeting. All comments received will be submitted into the record.

## 1. Call to Order / Roll Call / Confirm Quorum

*Quorum: A quorum of this Authority shall be a majority of its regular voting members (3).*

## 2. Consent

- 2a. [21-1345](#) Minutes of the October 13, 2021 and October 27, 2021 meetings  
**Action:** Authority Approval  
**Attachments:** [2a - 21-1345 - Oct 13 BAIFA Draft Minutes.pdf](#)  
[2a - 21-1345 - Oct 27 BAIFA Draft Minutes.pdf](#)
- 2b. [21-1211](#) MTC Express Lanes Quarterly Report: Second Quarter (April - June 2021)  
**Action:** Information  
**Presenter:** Stephen Wolf  
**Attachments:** [2b - 21-1211 - MTC Express Lanes Quarterly Report Q2'2021 Summary.pdf](#)  
[2b - 21-1211 - MTC Express Lanes Quarterly Report Q2'2021 Report.pdf](#)
- 2c. [21-1499](#) BAIFA Resolution No. 25 - AB 361 Remote Meetings  
**Action:** Authority Approval  
**Attachments:** [2c - 21-1499 - BAIFA Reso-25 AB 361.pdf](#)
- 2d. [21-1575](#) Authorize General Counsel or Designee to Prepare Summaries of Proposed BAIFA Toll Facility Ordinance Amendments for Publication  
**Action:** Authority Approval  
**Presenter:** Kathleen Kane  
**Attachments:** [2d- 21-1372 - Designee For Summaries of BAIFA Toll Facility Ordinance Amenc](#)

## 3. Authority Approval

- 3a. [21-1371](#) Express Lanes Executive Steering Committee Memorandum of Understanding  
  
A Memorandum of Understanding between Bay Area Express Lanes Operators, County Transportation Authorities, BATA, Caltrans, and the California Highway Patrol formalizing the function of an Executive Steering Committee for the purpose of developing consistent policies for recommendation to policy boards and other coordination efforts.  
**Action:** Authority Approval  
**Presenter:** Stephen Wolf  
**Attachments:** [3a - 21-1371 - Express Lanes Executive Steering Committee MOU.pdf](#)  
[3a - 21-1371 - Attachment A - Presentation.pdf](#)

#### 4. Information

- 4a. [21-1014](#) I-880 Express Lanes Toll Discount Program Pilot Update
- Overview of customer research feedback and pilot concept for a means-based toll discount pilot on BAIFA's I-880 Express Lanes, including the recommended discount amount.
- Action:** Information
- Presenter:** Pierce Gould and Lysa Hale
- Attachments:** [4a - 21-1014 - I-880 Express Lanes Toll Discount Program Pilot Update.pdf](#)  
[4a - 21-1014 - Attachment A - Presentation.pdf](#)
- 4b. [21-1372](#) Proposed BAIFA Toll Facility Ordinance Amendment
- Overview of proposed changes to BAIFA's existing Toll Facility Ordinance to enable tolling pilots, reduce violation penalties and create emergency powers, as well as the public hearing and outreach process staff will follow prior to BAIFA considering it for adoption.
- Action:** Information
- Presenter:** Pierce Gould
- Attachments:** [4b - 21-1372 - BAIFA Toll Facility Ordinance Amendment.pdf](#)  
[4b - 21-1372 - Attachment A - Presentation.pdf](#)
- 4c. [21-1373](#) Future BAIFA Roles and Opportunities
- A summary of important roles the Bay Area Infrastructure Financing Authority (BAIFA) could play in State Route 37 tolling and transportation financing and a proposed approach to structuring BAIFA so it may fill those roles.
- Action:** Information
- Presenter:** Lisa Klein
- Attachments:** [4c - 21-1373 - Future BAIFA Roles and Opportunities.pdf](#)  
[4c - 21-1373 - Attachment C - Presentation.pdf](#)

#### 5. Public Comment / Other Business

#### 6. Adjournment / Next Meeting

The next meeting of the Bay Area Infrastructure Financing Authority is scheduled to be held at 9:50 a.m. remotely and by webcast on \*\*\*the third Wednesday, December 15, 2021.\*\*\* Any changes to the schedule will be duly noticed to the public.

**Public Comment:** The public is encouraged to comment on agenda items at Authority meetings by completing a request-to-speak card (available from staff) and passing it to the Authority secretary. Public comment may be limited by any of the procedures set forth in Section 3.09 of MTC's Procedures Manual (Resolution No. 1058, Revised) if, in the chair's judgment, it is necessary to maintain the orderly flow of business.

**Meeting Conduct:** If this meeting is willfully interrupted or disrupted by one or more persons rendering orderly conduct of the meeting unfeasible, the Chair may order the removal of individuals who are willfully disrupting the meeting. Such individuals may be arrested. If order cannot be restored by such removal, the members of the Authority may direct that the meeting room be cleared (except for representatives of the press or other news media not participating in the disturbance), and the session may continue.

**Record of Meeting:** Authority meetings are recorded. Copies of recordings are available at a nominal charge, or recordings may be listened to at MTC offices by appointment. Audiocasts are maintained on MTC's Web site ([mtc.ca.gov](http://mtc.ca.gov)) for public review for at least one year.

**Accessibility and Title VI:** MTC provides services/accommodations upon request to persons with disabilities and individuals who are limited-English proficient who wish to address Commission matters. For accommodations or translations assistance, please call 415.778.6757 or 415.778.6769 for TDD/TTY. We require three working days' notice to accommodate your request.

**可及性和法令第六章：** MTC 根據要求向希望來委員會討論有關事宜的殘疾人士及英語有限者提供服務/方便。需要便利設施或翻譯協助者，請致電 415.778.6757 或 415.778.6769 TDD / TTY。我們要求您在三個工作日前告知，以滿足您的要求。

**Acceso y el Título VI:** La MTC puede proveer asistencia/facilitar la comunicación a las personas discapacitadas y los individuos con conocimiento limitado del inglés quienes quieran dirigirse a la Comisión. Para solicitar asistencia, por favor llame al número 415.778.6757 o al 415.778.6769 para TDD/TTY. Requerimos que solicite asistencia con tres días hábiles de anticipación para poderle proveer asistencia.

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Attachments are sent to Authority members, key staff and others as appropriate. Copies will be available at the meeting.

All items on the agenda are subject to action and/or change by the Authority. Actions recommended by staff are subject to change by the Authority.



## Legislation Details (With Text)

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**File #:** 21-1345      **Version:** 1      **Name:**

**Type:** Minutes      **Status:** Authority Approval

**File created:** 9/30/2021      **In control:** Bay Area Infrastructure Financing Authority

**On agenda:** 11/17/2021      **Final action:**

**Title:** Minutes of the October 13, 2021 and October 27, 2021 meetings

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [2a - 21-1345 - Oct 13 BAIFA Draft Minutes.pdf](#)  
[2a - 21-1345 - Oct 27 BAIFA Draft Minutes.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Minutes of the October 13, 2021 and October 27, 2021 meetings

**Recommended Action:**

Authority Approval



Bay Area Metro Center  
375 Beale Street  
San Francisco, CA 94105

## Meeting Minutes

### Bay Area Infrastructure Financing Authority

**Authority Members:**

*Alfredo Pedroza, Chair      Amy Worth, Vice Chair*  
*Federal D. Glover, Carol Dutra-Vernaci, James P. Spering*  
*Non-Voting Member: Dina El-Tawansy*

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Wednesday, October 13, 2021

9:40 AM

REMOTE

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#### Call Remote Meeting to Order

#### 1. Roll Call / Confirm Quorum

**Present:** 4 - Vice Chair Worth, Commissioner Dutra-Vernaci, Commissioner Glover and Commissioner Spering

**Absent:** 1 - Chair Pedroza

Non-Voting Member Absent: Commissioner El-Tawansy

#### 2. Consent Calendar

**Upon the motion by Commissioner Spering and the second by Commissioner Dutra-Vernaci, the Consent Calendar was unanimously approved by the following vote:**

**Aye:** 4 - Vice Chair Worth, Commissioner Dutra-Vernaci, Commissioner Glover and Commissioner Spering

**Absent:** 1 - Chair Pedroza

**2a.**     [21-1200](#)     Minutes of the September 22, 2021 meeting

**Action:** Authority Approval

**2b.**     [21-1237](#)     Contract - Express Lanes Toll Discount Pilot Marketing and Communications Services: Polytechnic Marketing LLC (\$325,000)

**Action:** Authority Approval

**Presenter:** Lysa Hale

### 3. Information

3a. [21-1014](#) I-880 Express Lanes Toll Discount Program Pilot Update

Overview of customer research feedback and pilot concept for a means-based toll discount pilot on BAIFA's I-880 Express Lanes, including the recommended discount amount.

**Action:** Information

**Presenter:** Pierce Gould and Lysa Hale

In the interest of time, agenda item 3a was postponed to a future BAIFA meeting agenda.

### 4. Public Comment / Other Business

### 5. Adjournment / Next Meeting

The next meeting of the Bay Area Infrastructure Financing Authority is scheduled to be held at 9:45 a.m. remotely and by webcast on \*\*\*the third Wednesday, November 17, 2021.\*\*\* Any changes to the schedule will be duly noticed to the public.



## Meeting Minutes

### Bay Area Infrastructure Financing Authority

**Authority Members:**

*Alfredo Pedroza, Chair      Amy Worth, Vice Chair*  
*Federal D. Glover, Carol Dutra-Vernaci, James P. Spering*  
*Non-Voting Member: Dina El-Tawansy*

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Wednesday, October 27, 2021

10:20 AM

REMOTE (In person option available)

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#### Call Meeting to Order

#### 1. Roll Call / Confirm Quorum

**Present:** 5 - Chair Pedroza, Vice Chair Worth, Commissioner Dutra-Vernaci, Commissioner Glover and Commissioner Spering

Non-Voting Member Absent: Commissioner El-Tawansy

#### 2. Consent Calendar

Upon the motion by Commissioner Spering and the second by Commissioner Dutra-Vernaci, the Consent Calendar was unanimously approved by the following vote:

**Aye:** 5 - Chair Pedroza, Vice Chair Worth, Commissioner Dutra-Vernaci, Commissioner Glover and Commissioner Spering

2a. [21-1465](#) BAIFA Resolution No. 24 - AB 361 Remote Meetings

**Action:** Authority Approval

#### 3. Public Comment / Other Business

#### 4. Adjournment / Next Meeting

The next meeting of the Bay Area Headquarters Authority is scheduled to be held at 9:45 a.m. remotely and by webcast on \*\*\*the third Wednesday, November 17, 2021.\*\*\* Any changes to the schedule will be duly noticed to the public.

## Legislation Details (With Text)

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**File #:** 21-1211      **Version:** 1      **Name:**

**Type:** Report      **Status:** Informational

**File created:** 9/10/2021      **In control:** Bay Area Infrastructure Financing Authority

**On agenda:** 11/17/2021      **Final action:**

**Title:** MTC Express Lanes Quarterly Report: Second Quarter (April - June 2021)

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [2b - 21-1211 - MTC Express Lanes Quarterly Report Q2'2021 Summary.pdf](#)  
[2b - 21-1211 - MTC Express Lanes Quarterly Report Q2'2021 Report.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

MTC Express Lanes Quarterly Report: Second Quarter (April - June 2021)

**Presenter:**

Stephen Wolf

**Recommended Action:**

Information

**Bay Area Infrastructure Financing Authority  
(BAIFA)**

November 17, 2021

Agenda Item 2b - 21 - 1211

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**MTC Express Lanes Quarterly Report: Second Quarter (April – June 2021)**

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**Subject:**

A report on capital project delivery progress for MTC Express Lanes and operational performance of MTC's I-680 Contra Costa and I-880 express lanes.

**Background:**

MTC issues an Express Lanes Program report quarterly that summarizes major developments, project schedules and risks, and compares forecast costs with BAIFA's Express Lanes Program Expenditure Plan. The report also documents operational performance of BAIFA's open express lanes. This report is included as Attachment B.

**Express Lanes Operations:**

Project performance for BAIFA's I-680 Contra Costa Southern Segment Express Lanes and I-880 Express Lanes is highlighted in Table 1 (read *Appendices C and D* of the attached report for more detailed statistics and commentary). Because the second quarter of 2020 was heavily impacted by COVID-19, I-680 express lanes data from the second quarter of 2021 is mostly compared to the second quarter of 2019 for trend analysis without the influence of seasonality. No such comparison data exists for the I-880 Express Lanes, which opened in Fall 2020.

- I-680 Contra Costa Southern Segment Express Lanes – Usage and tolling statistics continue to reflect a slow recovery from the COVID-19 emergency and related traffic decline. While express lane usage and tolls showed growth compared to the first quarter of 2021, they remain well-below 2019 (pre-COVID) levels. Total trips decreased 16% to 1.6 million compared to the second quarter of 2019 but increased 32% from the first quarter of 2021. Toll revenue decreased 31% to \$2.0 million compared to the second quarter of 2019 but increased 100% from the first quarter of 2021. The average toll paid was \$3.10 per trip, 21% lower than the second quarter of 2019. 76% of toll-paying customers paid \$2 or less to use the express lanes while 11% paid more than \$9. A total of 11% of trips were violations with neither a FasTrak<sup>®</sup> account nor a toll tag, which is up from the pre-COVID average of 5%. Given the decrease in toll revenue, BAIFA

requested about 50% fewer enforcement hours by CHP which explains the decrease in enforcement contacts.

- I-880 Express Lanes – Total trips increased 27% from the prior quarter to 3.3 million while toll revenue increased 82% to \$8.2 million; the sharp increase in revenue was due to more paid trips and a much higher average toll paid of \$4.40 per trip. 16% of trips were violations, lower than the prior two quarters. 39% of toll-paying customers paid \$2 or less to use the express lanes while 5% paid more than \$10.

Table 1: BAIFA Express Lanes Operations Second Quarter (Q2) Calendar Year 2021 Snapshot

<b>Statistic</b>	<b>I-680 Q2 2019</b>	<b>I-680 Q2 2021</b>	<b>I-680 Change</b>	<b>I-880 Q2 2019<sup>1</sup></b>	<b>I-880 Q2 2021</b>	<b>I-880 Change</b>
Total trips	1.9m	1.6m	-16%	n/a	3.3m	n/a
Toll-free trips <sup>2</sup>	42%	38%	-4%	n/a	28%	n/a
Half-toll trips <sup>3</sup>	n/a	1%	n/a	n/a	10%	n/a
Full-toll trips	53%	51%	-2%	n/a	46%	n/a
Violation trips	5%	11%	6%	n/a	16%	n/a
CHP contacts	1,593	727	-54%	n/a	1,434	n/a
Toll revenue <sup>4</sup>	\$2.9m	\$2.0m	-31%	n/a	\$8.2m	n/a

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<sup>1</sup> I-880 did not open until October 2, 2020, so there is no Q2 2019 data.

<sup>2</sup> On I-680, HOV2 and HOV3 vehicles travel toll free; Clean Air Vehicles (CAVs) traveled toll free until October 2, 2020. On I-880, HOV-3 vehicles travel toll free.

<sup>3</sup> On I-680, CAV's were charged half-tolls starting on October 2, 2020, so there is no Q1 2020 data.

<sup>4</sup> Toll revenue excludes violation penalties.

**Express Lanes Capital Delivery:**

Project activity is highlighted below (read *Section I. Program Highlights* and *Section III. Capital Delivery* of the attached report for more detail).

- I-680 Contra Costa Northern Segment Southbound – After completing toll system testing, BAIFA successfully began tolling this 11-mile extension of the I-680 express lanes on August 20, 2021. Staff will no longer report on capital delivery for this project.
- I-80 Solano –In June, BAIFA and the Solano Transportation Authority completed revalidation of the environmental clearance approval and updated design documents. In July, BAIFA approved a contract change order with the toll system integrator to deliver and operate the toll system. As of the end of the reporting period, construction was estimated to begin at the end of 2021.

**Issues:**

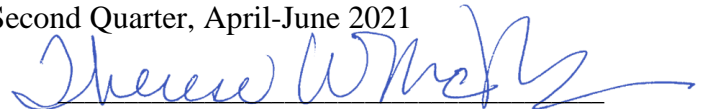
None.

**Recommendations:**

This item is provided for information only.

**Attachments:**

- MTC Express Lanes Quarterly Report: Second Quarter, April-June 2021

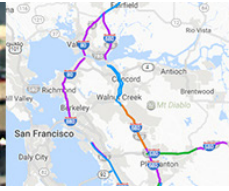
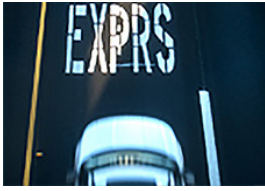


Therese W. McMillan





# BAY AREA EXPRESS LANES



## MTC Express Lanes Quarterly Report 2<sup>nd</sup> Quarter, April - June, 2021

Submitted: November 2021

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# I. PROGRAM HIGHLIGHTS

The purpose of this report is to summarize the progress of delivering Metropolitan Transportation Commission (MTC) Express Lanes. The report covers the second quarter of 2021, April 1 to June 30.

The California Transportation Commission (CTC) approved MTC's application to implement and operate its 270-mile express lane network on October 27, 2011. Soon thereafter, work began to environmentally clear the first phase of express lane conversion projects and produce a Concept of Operations describing how the Express Lanes will operate. The first of MTC's express lanes opened in October 2017 on I-680 in Contra Costa County and the second opened in October 2020 on I-880 in Alameda County. Several additional projects are at varying stages of development.

Project Development & Construction	2 <sup>nd</sup> Quarter CY2021 Highlights	Current Activities
<b>I-880 Alameda (ALA-880)</b> San Leandro to Milpitas <i>Hegenberger Road/Lewelling Boulevard to Dixon Landing Road</i>	<ul style="list-style-type: none"> <li>See Appendix D for performance highlights.</li> </ul>	<ul style="list-style-type: none"> <li>Project complete; see Appendix B for archived summary.</li> </ul>
<b>I-680 Contra Costa Southern Segment (CC-680 South)</b> Walnut Creek to San Ramon <i>Livorna Road/Rudgear Road to Alcosta Boulevard</i>	<ul style="list-style-type: none"> <li>See Appendix C for performance highlights.</li> </ul>	<ul style="list-style-type: none"> <li>Project complete; see Appendix B for archived summary.</li> </ul>
<b>I-680 Contra Costa Northern Segment Southbound (CC-680 North SB)</b> Martinez to Walnut Creek <i>Marina Vista Boulevard to Rudgear Road/SR 242</i>	<ul style="list-style-type: none"> <li>The toll system integrator completed Site Commission Testing in April 2021.</li> </ul>	<ul style="list-style-type: none"> <li>The toll system integrator completed Corridor Testing in July 2021.</li> <li>The toll system integrator began Data Transfer Testing with the FasTrak Customer Service Center in July 2021.</li> <li>The express lanes team is preparing to begin tolling on Friday, August 20th, 2021.</li> </ul>
<b>I-80 Solano (SOL-80)</b> Fairfield to Vacaville <i>Red Top Road to I-505</i>	<ul style="list-style-type: none"> <li>MTC programmed federal discretionary funds as a backstop to RM3 funds in April. MTC also approved a Letter of No Prejudice allowing STA to proceed with the project using other funds.</li> <li>The Solano Transportation Authority (STA) completed revalidation of the environmental clearance approval in June 2021.</li> <li>STA updated design documents in June 2021 to support the anticipated construction advertisement.</li> </ul>	<ul style="list-style-type: none"> <li>BAIFA and STA will draft a cooperative agreement for BAIFA to contribute funds to the overall civil construction contract.</li> <li>BAIFA is coordinating with STA and Caltrans on review and approval of system engineering documents.</li> <li>BAIFA continues to negotiate contractual terms with the toll system integrator.</li> <li>Staff continues review with AT&amp;T of the original design for fiber and network equipment at the Backhaul hubs.</li> </ul>

Project Development & Construction	2 <sup>nd</sup> Quarter CY2021 Highlights	Current Activities
<b>Program Management</b>	<ul style="list-style-type: none"> <li>Staff entered into a contract for customer engagement services for the Toll Discount Pilot on BAIFA's I-880 Express Lanes.</li> <li>Staff finalized the customer education strategy for the start of tolling on the I-680 North Southbound.</li> </ul>	<ul style="list-style-type: none"> <li>Staff will conduct focus groups and a telephone town hall with potential pilot customers, and present feedback and the draft Pilot concept to BAIFA in October 2021.</li> <li>Staff is drafting an amendment to BAIFA's Toll Ordinance to enable the Toll Discount Pilot on its I-880 Express Lanes.</li> <li>Staff will finalize the customer education strategy for the start of tolling on the I-680 North Southbound.</li> </ul>
<b>Toll System</b>	<ul style="list-style-type: none"> <li>The toll system integrator completed I-880 operational acceptance in May 2021.</li> </ul>	<ul style="list-style-type: none"> <li>The toll system integrator continues to fine-tune the toll system in preparation for I-680 North Southbound operational acceptance.</li> </ul>

## II. PROGRAM OVERVIEW

## A. Program Description

MTC and partner agencies are implementing a regional network of express lanes called Bay Area Express Lanes. Upon completion, Bay Area Express Lanes will comprise 600 miles of express lanes operated by MTC, the Valley Transportation Authority (VTA), the Alameda County Transportation Commission (Alameda CTC), the Sunol Smart Corridors Joint Powers Authority (Sunol JPA), and the San Mateo County Express Lanes Joint Powers Authority (San Mateo JPA).

Primary objectives for Bay Area Express Lanes include:

- Create a seamless network of HOV lanes to encourage carpools, vanpools and express buses;
- Make the best use of HOV lane capacity;
- Provide reliable travel times for solo drivers; and
- Better manage all lanes to keep traffic moving.

MTC's portion of the Bay Area Express Lanes, referred to as MTC Express Lanes, will include 270 miles of express lanes – 150 miles of converted high occupancy vehicle (HOV) lanes and 120 miles of new lanes – on I-80 in Alameda, Contra Costa and Solano Counties; I-880 in Alameda County; I-680 in Contra Costa and Solano counties; and the westbound approaches to the Bay Bridge, San Mateo Bridge and Dumbarton Bridge. In addition, MTC will operate 45 miles of new and converted lanes on US-101 in San Mateo County for the San Mateo JPA, and perform certain operations activities on the I-580 and I-680 express lanes in Alameda County for the Alameda County Transportation Commission.

Appendix A includes an overview of how express lanes operate.



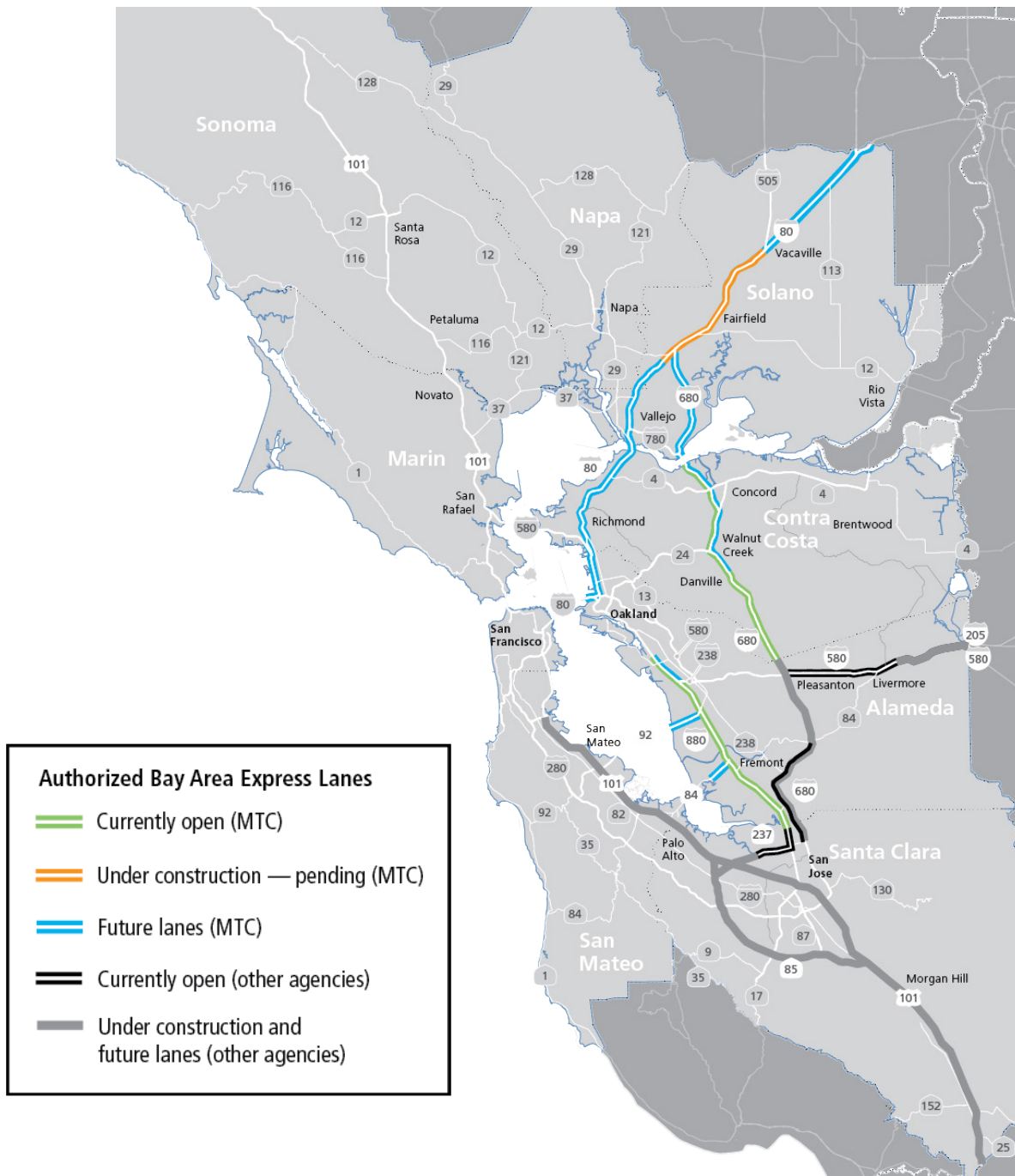
### Map of Authorized Bay Area Express Lanes Network



## B. Operating Authority

MTC and the Bay Area Toll Authority (BATA) have formed a joint powers authority to develop and operate MTC Express Lanes. The joint powers authority, known as the Bay Area Infrastructure Financing Authority (BAIFA), is composed primarily of representatives of the three counties where the express lanes are located: Alameda, Contra Costa and Solano. BAIFA is responsible for policy and operational decisions such as toll rates, project phasing and use of revenue. BAIFA will also operate the toll system on US-101 in San Mateo County under contract to San Mateo County transportation agencies, which are responsible for project delivery, operational policy and use of revenue.

The map below highlights MTC's portion of state-authorized Bay Area Express Lanes and shows where lanes will be converted from HOV lanes and where new lanes will be added.



## C. MTC Express Lane Project Funding

MTC is using existing funding to convert existing HOV lanes to express lanes and to conduct environmental studies and design on some gap closure projects, so they are “shelf-ready” should construction funding become available. This will allow MTC to open as much of its 270-mile network as quickly as possible.

The table below lists the projects that comprise MTC Express Lanes according to current funding status.

County	Route	Project	Geographical Limits	Miles	Environmental	Design	Construction
NEAR-TERM CONVERSIONS AND GAP CLOSURE OPPORTUNITY PROJECTS							
ALA	880	I-880 Alameda	Between San Leandro and Milpitas <i>Hegenberger Rd./Lewelling Blvd. to Dixon Landing Rd.</i>	51	●	●	●
					<i>Project completed 2020</i>		
CC	680	I-680 Contra Costa Southern Segment	Between Walnut Creek and San Ramon <i>Livorna Rd./Rudgear Rd. to Alcosta Blvd.</i>	23	●	●	●
					<i>Project completed 2017</i>		
CC	680	I-680 Contra Costa Northern Segment Southbound	Martinez to Walnut Creek <i>Marina Vista Blvd. to Rudgear Rd.</i>	11	●	●	●
SOL	80	I-80 Solano	Fairfield to Vacaville <i>Red Top Rd. to I-505</i>	36	●	●	●
MID-TERM CONVERSIONS AND GAP CLOSURE OPPORTUNITY PROJECTS							
ALA/ CC	80	I-80 and Westbound Approaches to the Bay Bridge	Between Crockett and Bay Bridge <i>Cummings Skyway to Bay Bridge; I-80, I-580, I-880 and West Grand approaches to Bay Bridge</i>	44	◐	○	○
ALA/ SM	84	Dumbarton Bridge Western Approach	Fremont/Newark <i>I-880 to Dumbarton Bridge</i>	3	●	○	○
ALA/ SM	92	San Mateo Bridge Westbound Approach	Hayward <i>I-880 to San Mateo Bridge</i>	3	●	○	○
CC	680	I-680 Contra Costa Northbound Express Lane Completion	Walnut Creek to Benicia <i>North Main St. to Marina Vista Blvd.</i>	9	●	○	○

### KEY



Funded



Partially Funded



Unfunded

ALA = Alameda,

CC = Contra Costa,





SM = San Mateo,

SOL = Solano




## III. CAPITAL DELIVERY

### A. Schedule

The schedule summary below reflects the “open to traffic” dates of the original “baseline” schedule, and the current completion forecast for the projects that are fully funded.

Project	Baseline Opening	Forecast Opening	Confidence Level	Detail Page
<b>I-880 Alameda (ALA-880)</b> San Leandro and Milpitas <i>Hegenberger Rd./Lewelling Blvd. to Dixon Landing Rd.</i>	Spring 2019	Fall 2020 Actual		A-7
<b>I-680 Contra Costa Southern Segment (CC-680 South)</b> Walnut Creek and San Ramon <i>Livorna Rd./Rudgear Rd. to Alcosta Blvd.</i>	Fall 2016	Fall 2017 Actual		A-5
<b>I-680 Contra Costa Northern Segment Southbound (CC-680 North SB)</b> Martinez to Walnut Creek <i>Marina Vista Blvd. to Rudgear Rd.</i>	Fall 2018	Summer 2021		12
<b>I-80 Solano (Sol-80)</b> Fairfield to Vacaville <i>Red Top Rd. to I-505</i>	End of 2021	End of 2024		14

#### KEY

-  Within schedule shown.
-  Identified potential risks that may significantly impact schedule if not mitigated. See *Section III.D Risk Management Plan* for further discussion of schedule risk.
-  Known impact to schedule, changes forthcoming.



## B. Capital Costs

The cost summary below shows: 1) the costs of each express lane [corridor or segment] including planning, design and construction of the civil infrastructure, and installation and integration of the backhaul communications and toll system, and 2) program-wide costs including planning and design, and implementation of centralized elements of the backhaul network and toll system. The total cost estimate includes the full estimated cost to complete MTC Express Lanes. The approved Expenditure Plan fully funds the first three projects listed below, the environmental and design phases for the I-80 projects in Solano County, and the environmental phase for the westbound approaches to the San Mateo and Dumbarton Bridges. MTC's Finance Section reports financial information to BAIFA about one quarter in arrears, which does not fit with the production timeline for this Quarterly Report. As a result, the expended-as-of amounts shown below represent the unaudited amount of BATA Express Lane funds expended through the previously reported quarter; percent complete amounts are reported through the previously reported quarter for consistency. The confidence level assessment reflects potential risks to each project budget; for more information, see Section III.D Risk Management Plan.

Project <sup>(1)</sup>	Total Cost Estimate <sup>(2)</sup>	Cost Estimate, Funded Phases <sup>(3)</sup>	Regional Measure 2 Funds (allocated)	Other Funding (allocated)	BAIFA Express Lane Funds <sup>(4)</sup>			Percent Complete as of 3/31/21 <sup>(5)</sup>	Confidence Level <sup>(6)</sup>
					July 2018 Amendment	Sept. 2018 Amendment	Expended as of 3/31/21		
NEAR-TERM CONVERSIONS AND GAP CLOSURE OPPORTUNITY PROJECTS									
Costs shown in millions of escalated dollars									
I-880 Alameda	139.1	139.1			135.5	139.1	125.6	99%	<div></div>
I-680 Contra Costa Southern Segment	54.0	54.0			55.6	54.0	52.5	99%	<div></div>
I-680 Contra Costa Northern Segment Southbound <sup>(7)</sup>	127.4	127.4	19.4	54.3	51.3	53.6	41.4	95%	<div></div>
I-80 Solano	282.6	282.6	14.5	250.0	19.0	18.1	12.2	20%	<div></div>
Centralized Toll System		32.4			33.6	32.4	24.4	95%	<div></div>
Program Planning, Coordination & Management	28.4	28.4			28.4	28.4	24.6	90%	<div></div>
Program Contingency	6.1	6.1			5.1	2.9			<div></div>
Capitalized Start-up O&M	16.0	16.0			16.0	16.0	4.9		<div></div>
MID-TERM CONVERSIONS AND GAP CLOSURE OPPORTUNITY PROJECTS									
I-80 Alameda/Contra Costa and Westbound approaches to the Bay Bridge (I-80, I-580, I-880, West Grand)	193.0	5.0	5.0						
Dumbarton Bridge Westbound Approach (SR-84)	9.0	0.3			0.3	0.3	0.3	5%	
San Mateo Bridge Westbound Approach (SR-92)	10.0	0.4			0.4	0.4	0.4	5%	
I-680 Contra Costa Northbound Express Lane Completion <sup>(8)</sup>	390.0	21.5	1.5	20.0				5%	
Centralized & Program Costs & Start-Up O&M - Gap Closures & Future Conversions	TBD								
TOTALS	1,280.3	713.2	40.4	324.3	345.2	345.2	286.3	88%	

<sup>(1)</sup> Other Gap Closure and Extension projects not shown: ALA-880 extension northbound from Lewelling to Hegenberger; SOL-80 gap closure from Carquinez Bridge to Red Top Road; SOL-80 extension east of I-505; SOL-680 gap closure from Benicia to Cordelia

<sup>(2)</sup> Total Cost Estimate represents current estimated cost to complete each project.

<sup>(3)</sup> Cost Estimate, Funded Phases represents current estimated cost to complete phases that are funded for each project.

<sup>(4)</sup> BAIFA Express Lane Funds represent the funds that have been allocated from the BATA budget and transferred to the BAIFA budget.

<sup>(5)</sup> Percent completes shown are based on the achievement of major milestones, whether those milestones were completed using BAIFA funds or other funds. Projects that have completed milestones using other funds include I-680 Contra Costa Northern Segment Southbound and I-80 Solano.

<sup>(6)</sup> ● = Within budget, ● = identified potential risks that may significantly exceed budget if not mitigated, ● = Known impacts to budget - changes forthcoming.

<sup>(7)</sup> Cost represents the total for HOV Completion and Conversion to Express Lanes. Other funds committed to the HOV Completion portion include Measure J (\$38.7m) and STIP (\$15.6m).

<sup>(8)</sup> Represents completion of HOV lane through Walnut Creek to SR-242 and conversion of existing HOV lane north of SR-242, which were previously listed separately.

## C. Change Management

The change management process captures the changes in the program that have an impact on the approved scope, schedule and budget baselines. There were no changes recorded in the second quarter of CY2021.

## D. Risk Management Plan

MTC manages risk at both the program and contract level by identifying risks that could negatively impact the program's cost and schedule, and assigning responsibility to the person best positioned to manage each risk. Risks managed at the contract level are associated with contingency funding authorized by BAIFA for specific contracts. Risks managed at the program level would draw upon the program contingency line item in the Express Lanes Expenditure Plan. Staff regularly review the risk exposure and mitigation plans at both the contract and program level.

Chart #1 shows the median risk exposure for the program- level risks using Monte Carlo analysis. As of June 30, 2021, the risk exposure stands at \$0.3 million, significantly lower than as reported last quarter. Overall, only one risk associated with the I-880 corridor remains, which is related to a permitting delay for backhaul communications installation. Furthermore, all but one risk remains for the I-680 North corridor, regarding Caltrans cost of oversight and reimbursed work for the civil contract. This quarter, toll system testing started and will continue into the third quarter of CY2021 until just before tolling begins on August 20, 2021; the team will continue to track the remaining scheduling impacts, if any, regarding toll system installation and testing, backhaul communications issues, and the potential for adverse impacts related to COVID-19 or wildfires.

Chart #2 tracks the program's cost forecast and risk exposure as compared to the authorized program budget. Consistent with

the amendment to the Expenditure Plan that was adopted on September 26, 2018, the amount of BATA Express Lanes Funds allocated to specific express lanes projects is \$342.3 million, plus program contingency, for a total authorized budget of \$345.2 million.

The current program contingency of \$2.9 million exceeds the current risk exposure of \$0.3 million. While there are no longer any individual risks with major cost impacts, there are a few risks with minor cost impacts remaining. Staff remain diligent in managing cost and risk while seeking new funding opportunities.

The top contributors to the program-level risk exposure and the associated mitigation strategies are as follows:

### I-880 Alameda

- The only remaining risk, a delay in AT&T communication network connections, is still being tracked. Last quarter, work was slightly delayed while AT&T and BAIFA awaited the Caltrans permit required for the completion of the fiber installation. In April, Caltrans requested additional details for the permit submittal, which required revised documents that have since been submitted. Work is now estimated to be completed in the third quarter of CY2021. MTC is using wireless communications in lieu of a permanent fiber communications line.

Chart #1: Median Risk Exposure (\$M)

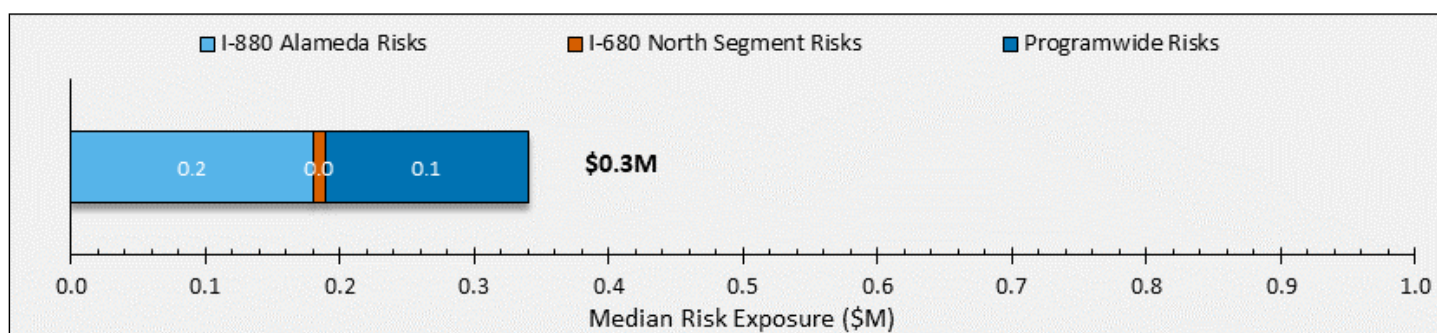


Chart #1 shows the contribution of each project's risks toward the total program risk exposure. Risk exposure is calculated using Monte Carlo simulation.

## I-680 Contra Costa Northern Segment Southbound

- In the first quarter of CY2020, BAIFA found project construction to be an essential government function based on Governor Newsom's identification of critical infrastructure sectors, allowing construction to continue in compliance with Contra Costa County public health directives. This quarter, with the remaining groundwork having been completed, the project is on schedule and continues to progress. Even with the potential for new COVID variants, it is expected that the project will continue without any significant impacts towards the completion of the I-680 corridor. As such, this risk has been retired.
- This past quarter, a handful of risks have been retired. One of the risks regarding the delivery and installation of LED panels for pricing signs has been closed out after the successful installation and subsequent panel test. In addition, two risks regarding the delayed Toll System Integrator acceptance of civil work and Toll System Integrator staffing levels have also been closed out due to the completion of the remaining civil work on the corridor.

- The only remaining risk is regarding Caltrans cost of oversight of the civil contract exceeding its allotted budget. Throughout the quarter, Caltrans' invoices have continued to shrink, and are not expected to have any significant cost or schedule impacts. The BAIFA team will continue to monitor and track this risk.

## Programwide Risks

- This quarter, a new risk has been added regarding the potential for Manual Image Review (MIR) staffing levels of the Toll System Integrator's impacting the image review rate. This has the potential to delay the I-680 North toll system implementation process due to increased trip building time, as the image review queue backs up. In May, there were two issues causing concern: high turnover on the MIR team, and a fault in the system that prevented images going to the queue. Most recently, the fault has been addressed and the MIR queue is seeing significant improvements along with hiring efforts. Cost and schedule impacts remain low for this risk, although may need to be readjusted as the start of tolling on I-680 North nears.

Chart #2: Program Cost Forecast and Risk Exposure vs. Authorized Budget (\$M)

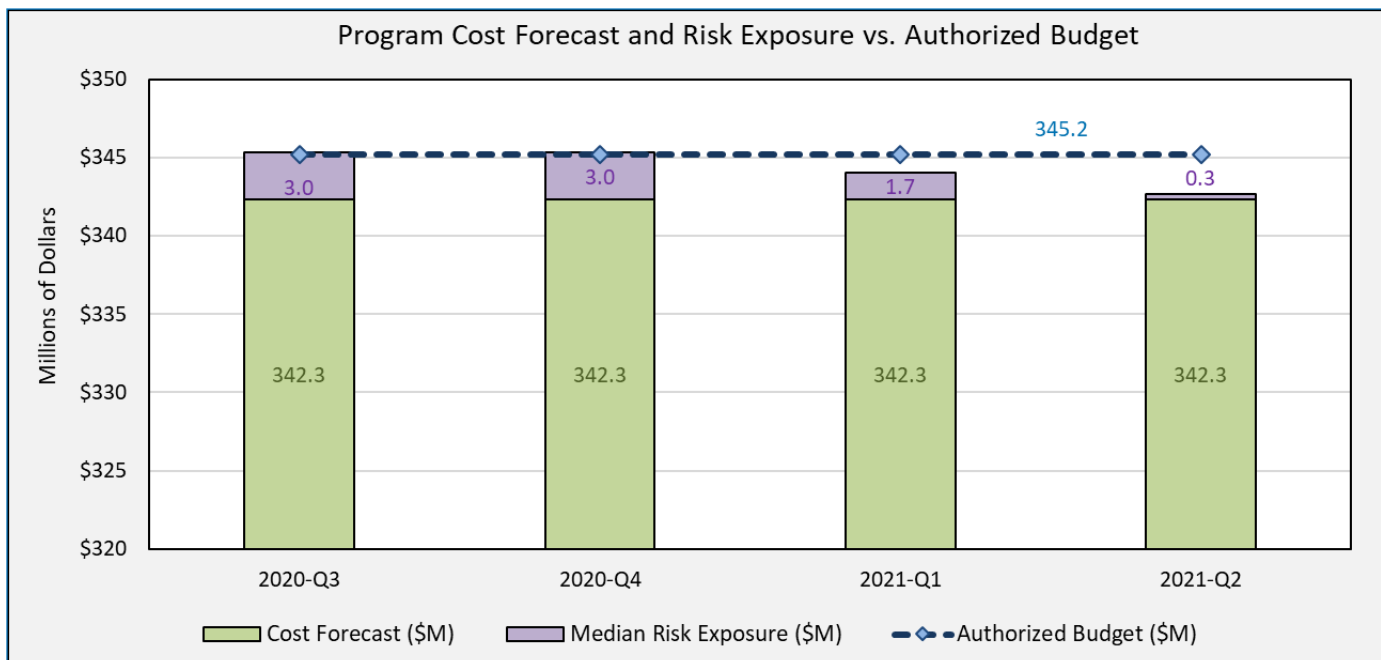


Chart #2 shows the program cost forecast and risk exposure as compared to the authorized program budget.

## E. Active Capital Project Summaries

### Centralized Functions

#### Toll System and Program Management, Planning and Regional Coordination

##### Total Estimated Cost

\$32.4 million for the Centralized Toll System  
\$28.4 million for Program Planning, Coordination and Management

##### Schedule

Centralized Toll System was ready for the opening of the I-680 Contra Costa Southern Segment on October 9, 2017.

Program Planning, Coordination and Management is ongoing through the opening of the funded projects.

##### Project Description

The Centralized Toll System includes the elements of the toll system that are needed to toll all the express lanes, as well as the backhaul communications network components, such as fiber optic cable and leased line services, that transport toll data from MTC lanes to host and toll operations data centers. Centralized toll system work includes designing and implementing the hardware and software for dynamic toll setting and trip building, integration with the FasTrak® Customer Service Center, and acquiring spare parts.

Program management, planning and regional coordination tasks include managing the expenditure plan, cost, schedule and risk; updating express lane business rules and the toll ordinance; conducting customer education and outreach; maintaining the Regional Operations Center and developing operating procedures; planning for future express lanes; and coordinating with partner agencies to offer a seamless experience for drivers.

##### Program Management Highlights and Progress

- Staff entered into a contract for customer engagement services and developed focus group and telephone town hall discussion guides for the Toll Discount Pilot on BAIFA's I-880 Express Lanes.
- Staff finalized the customer education strategy for the start of tolling on the I-680 North Southbound.
- Staff developed strategies to message the need for toll tags on express lanes.

##### Current Program Management Activities

- Staff will conduct focus groups and a telephone town hall with potential pilot customers in July 2021 and apply feedback to the draft Toll Discount Pilot concept.
- Staff will present customer engagement feedback and the draft Pilot concept to BAIFA in October 2021.
- Staff is drafting an amendment to BAIFA's Toll Ordinance to enable the Toll Discount Pilot on its I-880 Express Lanes.

## Toll System Highlights and Progress

- The toll system integrator contract was awarded in June 2014.
- Buildout of the Regional Operations Center was finished in March 2017.
- The toll system went live to the public on October 9, 2017.
- In December 2018, the toll system integrator contract was extended to June 2023 to include the I-680 Northern Segment. The change removed the I-80 Solano express lanes from the contract. It will be added back when construction funding is secured.
- The I-680 Southern Segment Operations Test concluded in April 2019. Operations testing is a system acceptance test. The Operations & Maintenance (O&M) phase, which includes a one-year warranty period, began in May 2019.
- The toll system integrator went live with lane-side equipment software to finalize the 6C enhancements. The system began tolling 6C tags on October 8, 2019.
- In March 2020, the express lane Host system began sharing toll rate information with MTC's 511 Traveler Information System.
- In June 2020, the toll system integrator began manual image review for low-confidence license plate images to improve trip building.
- In July 2020, the toll system integrator launched the trip building software upgrade to improve system efficiencies and the lane-transaction filter to allow for I-880 testing in the live Host system.
- The toll system integrator completed I-880 operational acceptance in May 2021.

## Current Toll System Activities

- The toll system integrator continues to fine-tune the toll system in preparation for I-680 North Southbound operational acceptance which will happen in fall 2021.



Close-up of toll system equipment under sign (enforcement beacons, reader antennae and laser trigger)

*Photos courtesy of Noah Berger*



Overhead hours of operation sign and toll system equipment on the I-680 Express Lanes



Overhead pricing sign on the I-680 Express Lanes



# I-680 Northern Segment Southbound (CC-680 North SB)

## Martinez to Walnut Creek

### Benicia Bridge to Rudgear Road

#### Total Cost Estimate

\$127.4 million (\$53.6 million to be funded by BAIFA)

#### Scheduled Open Date

Summer 2021

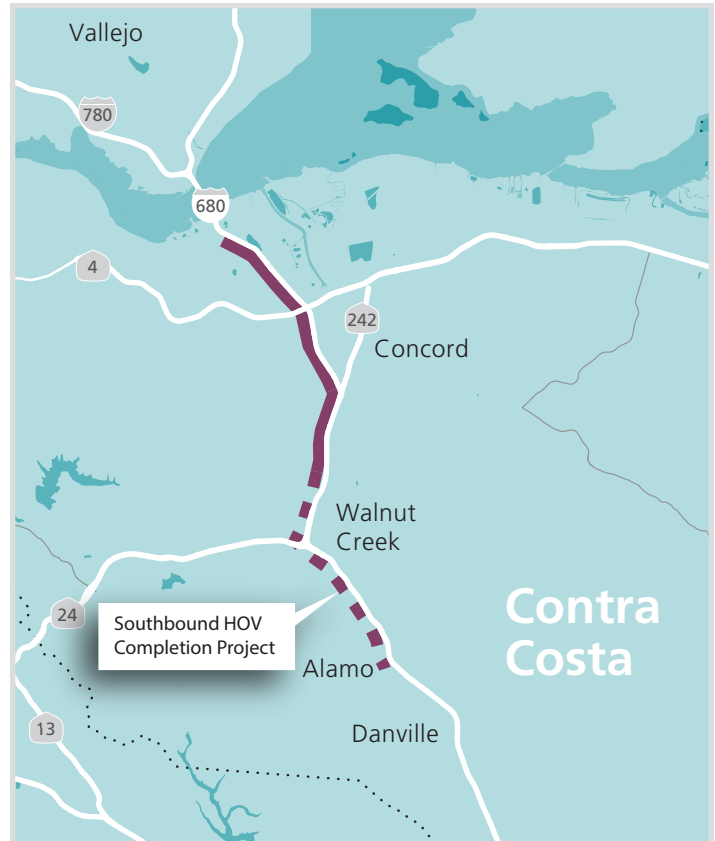
#### Project Description

The project will convert 11 miles of the existing HOV lane on southbound I-680 from just south of Marina Vista Avenue in Martinez to North Main Street in Walnut Creek into an express lane. It also includes express lane elements for the I-680 Southbound HOV Completion Project. Once complete, I-680 will have a continuous southbound express lane from Martinez to the Alameda County line.

Civil construction will be delivered by the Contra Costa Transportation Authority (CCTA). MTC will install toll and communications equipment and will operate the express lanes.

#### Project Highlights and Progress

- Caltrans signed the environmental document in December 2016 and approved the Project Report in August 2017. Caltrans completed a revalidation in September 2017.
- A contract to remove trees along southbound I-680 in Walnut Creek between South Main Street and Livorna Road was awarded in October 2017, and work was completed in December 2017.
- All utility relocations were completed as of August 2018.
- Construction started October 1, 2018, and a ground-breaking event was held October 3, 2018.
- In December 2018, the toll system integrator contract was extended to June 2023 to include I-680 North SB.
- In May 2019, the backhaul contractor successfully rerouted the backhaul fiber between SR-24 and Livorna Road in Walnut Creek to allow for lane widening, and the toll system integrator participated in switching the live toll equipment from the old to the new fiber.
- In June 2019, CCTA and Caltrans executed an amendment to incorporate Caltrans oversight of landscape work and the first year of plant establishment into their cooperative agreement.
- In September 2019, BAIFA and Caltrans executed a cooperative agreement for Caltrans to review and approve the toll system design package, issue an encroachment permit and review site installation (as needed).
- Caltrans concurred with the replacement planting design in February 2020.
- Caltrans issued the encroachment permit for toll system installation in April 2020.
- In the second quarter of CY2020, the project team developed a strategy to open the new lane capacity between North Main Street and Rudgear Road as an HOV 2+ lane prior to tolling.

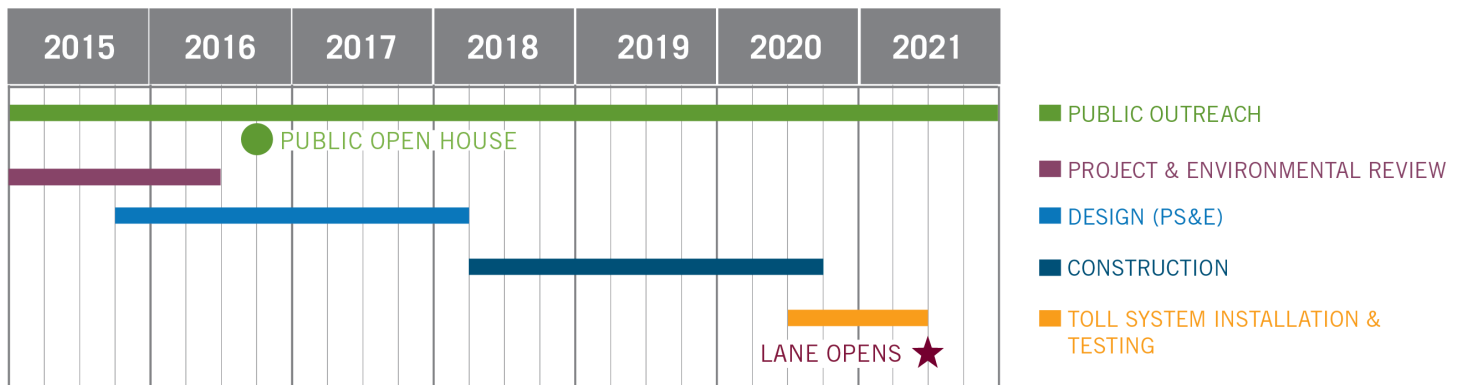


- The civil contractor completed highway widening activities in August and the new southbound lane capacity opened to HOV 2+ traffic on August 24, 2020.
- Civil construction was substantially complete for all stages of contract work as of December 2020.
- The toll system integrator completed Site Commission Testing on I-680 North Southbound in April 2021.

### Current Project Activities

- The toll system integrator began Corridor Testing in June 2021 and will complete it in July 2021.
- The toll system integrator will begin Data Transfer Testing with the FasTrak Customer Service Center in July 2021.
- The express lanes team is preparing to begin tolling on Friday, August 20th, 2021, including but not limited to: removal of temporary construction overlays, installation of permanent new zone destination overlays, deployment of operational lane modes for new zones, implementation of dynamic pricing parameters for the toll system algorithm and public outreach.

### Project Schedule by Phase



### Project Cost

Total Cost Estimate <sup>(1)</sup>	Cost Estimate, Funded Phases <sup>(2)</sup>	Regional Measure 2 Funds (allocated)	Other Funding (allocated)	BAIFA Express Lane Funds <sup>(3)</sup>			Percent Complete <sup>(4)</sup> as of 3/31/21 <sup>(4)</sup>
				July 2018 Amendment	Sept. 2018 Amendment	Expended as of 3/31/21	
127.4	127.4	19.4	54.3	51.3	53.6	41.4	95%

Costs shown in millions of escalated dollars.

The cost estimate for this project includes planning, design, construction, utilities, backhaul communications and toll system integration.

<sup>(1)</sup> Total Cost Estimate represents current estimated cost to complete each project.

<sup>(2)</sup> Cost Estimate, Funded Phases represents current estimated cost to complete phases that are funded for each project.

<sup>(3)</sup> BAIFA Express Lane Funds represent the funds that have been allocated from the BAIFA budget.

<sup>(4)</sup> Percent complete shown is based on the achievement of major milestones whether those milestones were completed using BAIFA funds or other funds.

# I-80 Solano (SOL-80)

## Fairfield to Vacaville

### Red Top Road to I-505

#### Total Cost Estimate

\$282.6 million

#### Scheduled Open Date

End of 2024

#### Project Description

This project will convert the existing eastbound and westbound HOV lanes to express lanes between Red Top Road and Air Base Parkway in Fairfield. Conversion work includes striping lanes and installing sign gantries, signs, FasTrak® toll tag readers and traffic-monitoring video cameras.

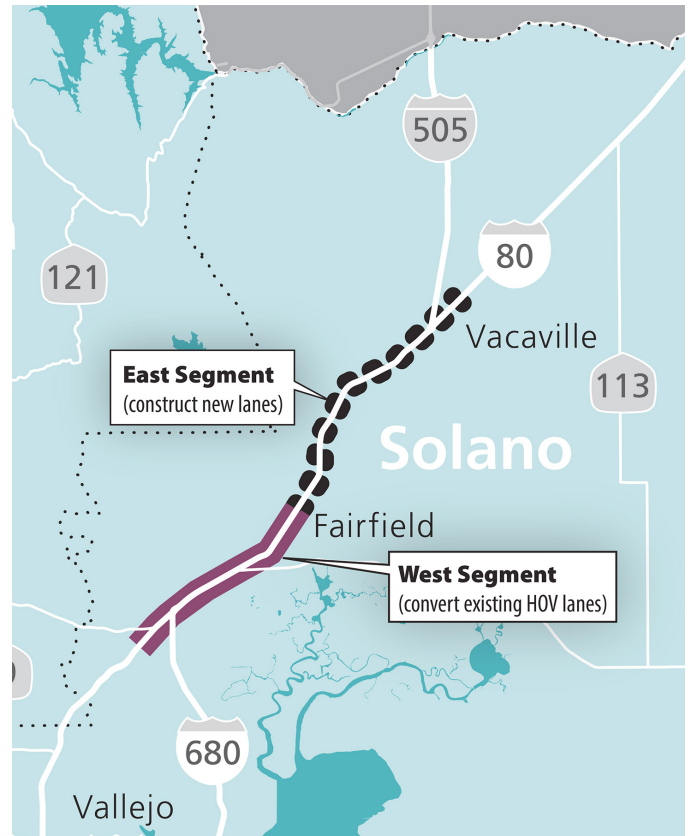
The project will also construct new eastbound and westbound lanes between Air Base Parkway and I-505 in Vacaville. In this section, the highway will be widened along with the installation of express lane striping, signage and equipment. The project will result in 36 miles of express lanes on I-80 in Solano County.

The Solano Transportation Authority (STA) is the lead agency for environmental clearance and civil design.

Caltrans will advertise and award the construction contract, and a blended Caltrans/STA team will administer construction. MTC will install toll and communications equipment and will operate the express lanes.

#### Project Highlights and Progress

- A public open house was held in August 2015.
- The preliminary engineering report and environmental document were completed in December 2015.
- The final design document was approved by Caltrans in March 2018.
- The project reached the Ready-to-List milestone in April 2018.
- The California Transportation Commission awarded \$123 million of Senate Bill 1 competitive funds to the project in November 2020. The project funding plan is now complete, subject to the availability of \$85 million of Regional Measure 3 Express Lane Program funds pending litigation.



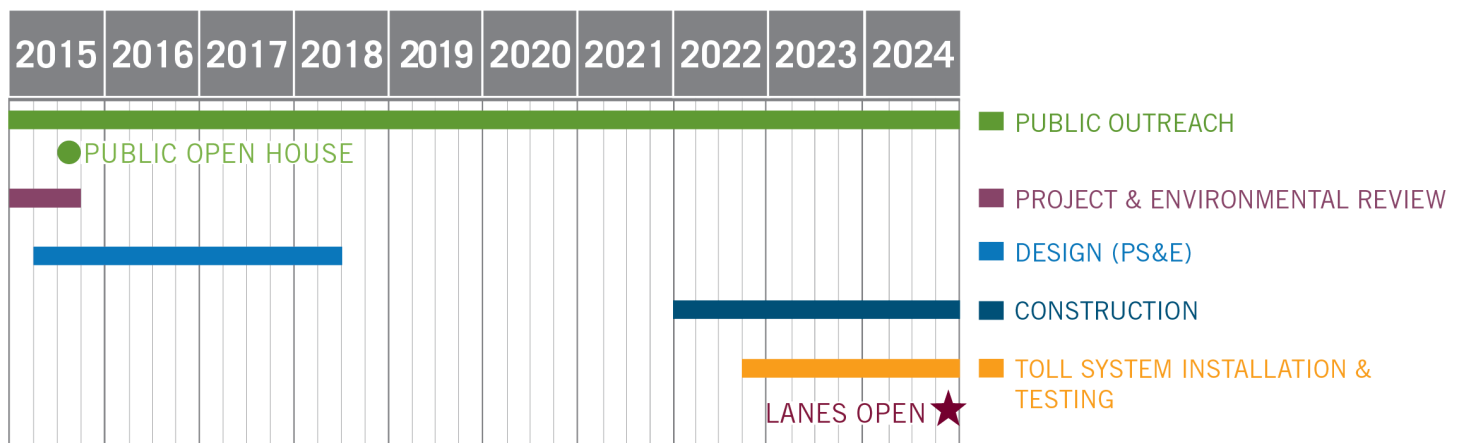
- MTC programmed federal discretionary funds as a backstop to RM3 funds in April. MTC also approved a Letter of No Prejudice allowing STA to proceed with the project using other funds.
- The STA completed revalidation of the environmental clearance approval in June 2021 to support the anticipated construction advertisement.
- STA updated design documents in June 2021 to reflect current standards for design elements and specifications for the toll collection system to support the anticipated construction advertisement.



## Current Project Activities

- BAIFA and STA will draft a cooperative agreement, which will serve as a mechanism for BAIFA to contribute funds to the overall civil construction contract.
- BAIFA is coordinating with STA and Caltrans on the review and approval of system engineering documents for the project.
- BAIFA continues to negotiate contractual terms with the toll system integrator for design, implementation, and operations & maintenance, and will take a change order to BAIFA for approval in July 2021.
- Staff continues review with AT&T of the original design for fiber and network equipment at the Backhaul hubs in Fairfield and Vacaville.

## Project Schedule by Phase



## Project Cost

Total Cost Estimate <sup>(1)</sup>	Cost Estimate, Funded Phases <sup>(2)</sup>	Regional Measure 2 Funds (allocated)	Other Funding (allocated)	BAIFA Express Lane Funds <sup>(3)</sup>			Percent Complete as of 3/31/21 <sup>(4)</sup>
				July 2018 Amendment	Sept. 2018 Amendment	Expended as of 3/31/21	
282.6	282.6	14.5	250.0	19.0	18.1	12.2	20%

Costs shown in millions of escalated dollars.

The cost estimate for this project includes planning, design, construction, utilities, backhaul communications and toll system integration.

<sup>(1)</sup> Total Cost Estimate represents current estimated cost to complete each project.

<sup>(2)</sup> Cost Estimate, Funded Phases represents current estimated cost to complete phases that are funded for each project.

<sup>(3)</sup> BAIFA Express Lane Funds represent the funds that have been allocated from the BAIFA budget.

<sup>(4)</sup> Percent complete shown is based on the achievement of major milestones whether those milestones were completed using BAIFA funds or other funds.

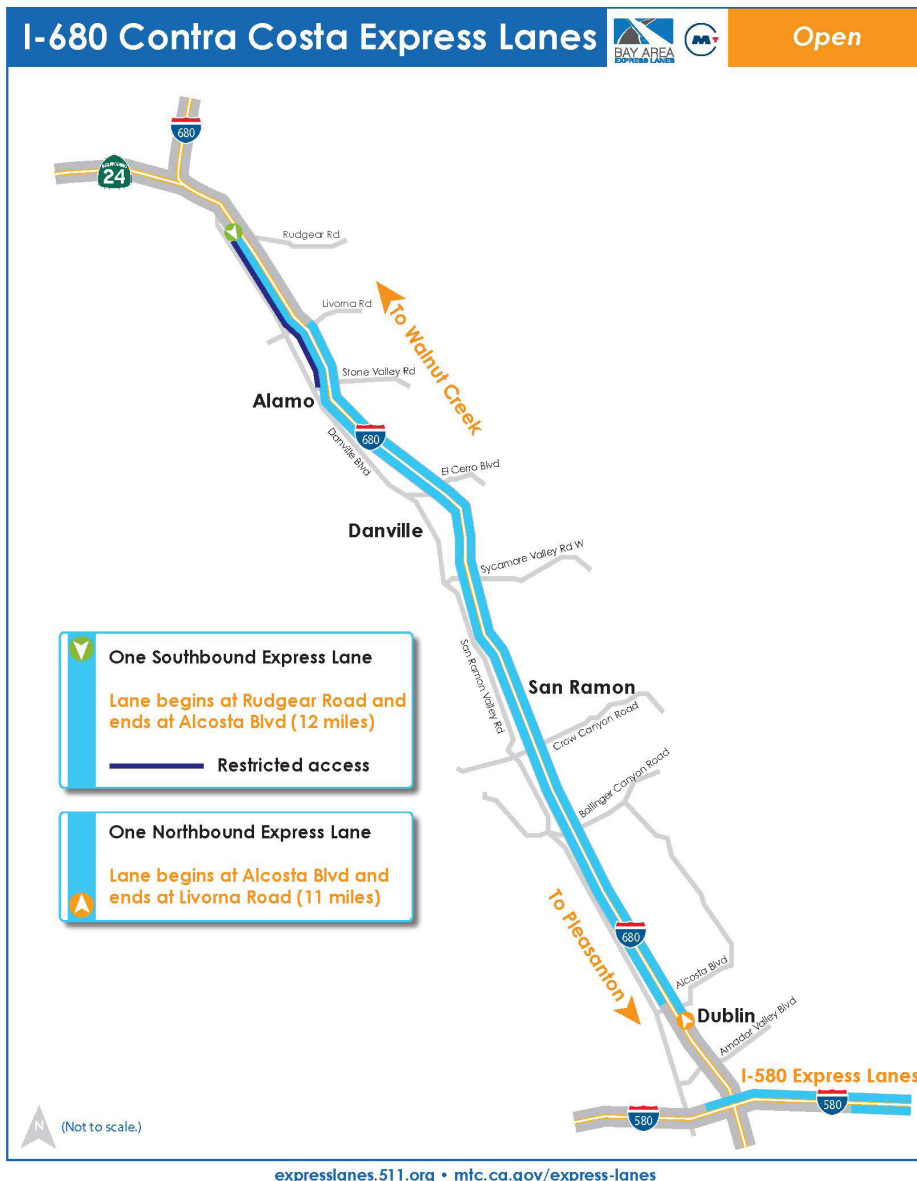
## IV. OPERATIONS

### I-680 Contra Costa Express Lanes

The I-680 Contra Costa Express Lanes opened October 9, 2017. The lanes run 11 miles northbound from Alcosta Boulevard to Livorna Road and 12 miles southbound from Rudgear Road to Alcosta Boulevard. Regional Operations Center staff monitor equipment and lane performance, make toll rate adjustments, and coordinate with the California Highway Patrol (CHP) and Caltrans on incident management. The FasTrak® Customer Service Center issues toll tags, handles toll invoicing and collections, and provides customer service. Toll tag and vehicle occupancy requirements are enforced automatically by the

toll system and manually by the CHP under contract to BAIFA. A 'backhaul' fiber network and supplemental leased-line services offer fast and secure transfer of tolling data. Roadway maintenance is also funded by the express lanes. Program and contractor staff perform public outreach and education, track and report on program performance and analyze traffic, and support operations in other ways as needed. Operating revenue and expenses are reported quarterly to BAIFA.

See **Appendix C** for a summary of this quarter's express lanes performance.



### Rules of the Road

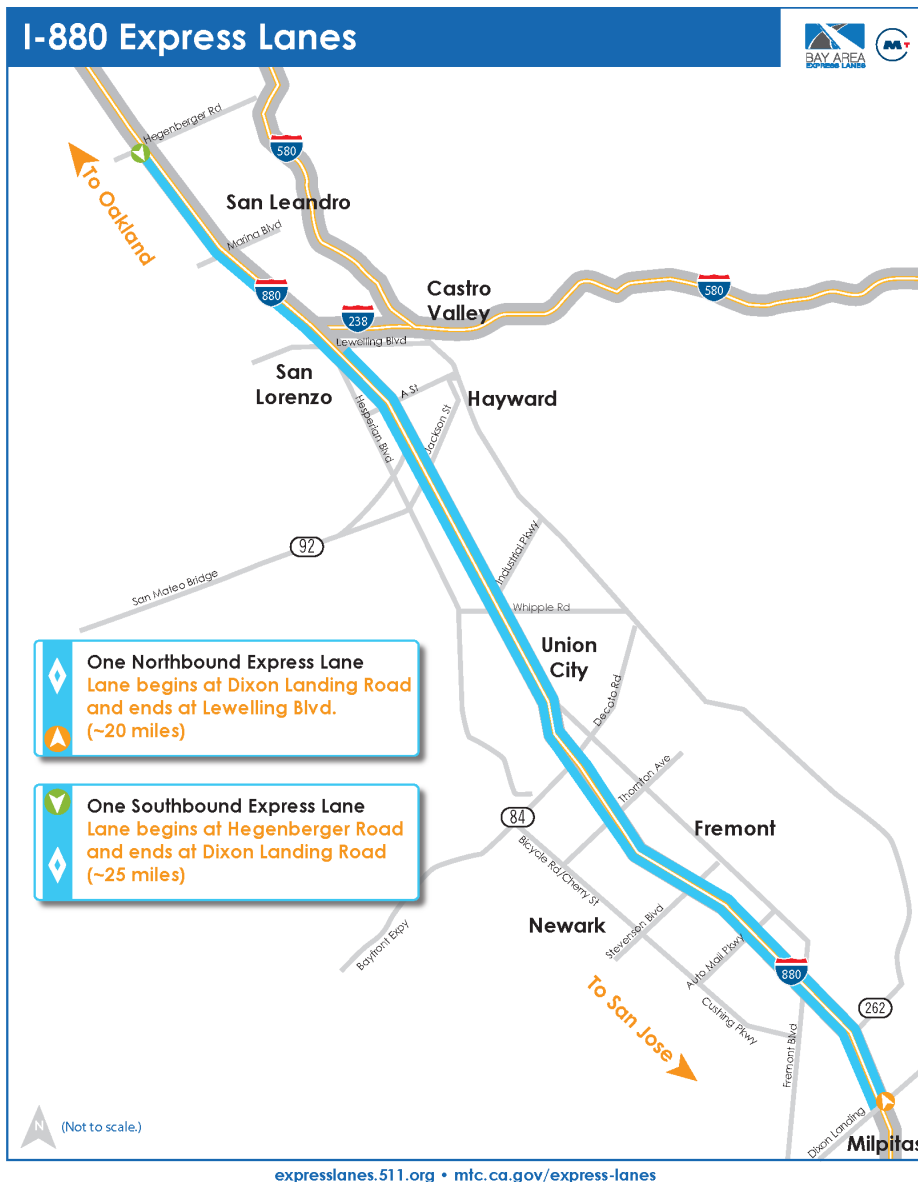
- Hours are Monday through Friday, 5 a.m. – 8 p.m.
- Tolls change based on traffic congestion; there is no maximum toll
- All vehicles in the express lane must use a FasTrak® or FasTrak Flex® toll tag
- Carpools of 2 or more people, eligible clean air vehicles, motorcycles and transit buses travel toll-free with a properly set FasTrak Flex® toll tag
- Learn more at [expresslanes.511.org](http://expresslanes.511.org)

## I-880 Alameda Express Lanes

The I-880 Alameda Express Lanes opened October 2, 2020. The lanes run 20 miles northbound from Dixon Landing Road to Lewelling Boulevard and 25 miles southbound from Hegenberger Road to Dixon Landing Road. Regional Operations Center staff monitor equipment and lane performance, make toll rate adjustments, and coordinate with the California Highway Patrol (CHP) and Caltrans on incident management. The FasTrak® Customer Service Center issues toll tags, handles toll invoicing and collections, and provides customer service. Toll tag and vehicle occupancy requirements are enforced automatically

by the toll system and manually by the CHP under contract to BAIFA. A 'backhaul' fiber network and supplemental leased-line services offer fast and secure transfer of tolling data. Roadway maintenance is also funded by the express lanes. Program and contractor staff perform public outreach and education, track and report on program performance and analyze traffic, and support operations in other ways as needed. Operating revenue and expenses are reported quarterly to BAIFA.

See **Appendix D** for a summary of this quarter's express lanes performance.



### Rules of the Road

- Hours are Monday through Friday, 5 a.m. – 8 p.m.
- Tolls change based on traffic congestion; there is no maximum toll
- All vehicles in the express lane must use a FasTrak® or FasTrak Flex® toll tag
- Carpools of 3 or more people, motorcycles and transit buses travel toll-free with a properly set FasTrak Flex toll tag
- 2-person carpools and eligible clean air vehicles (CAVs) pay a half-price toll with a properly set FasTrak Flex or FasTrak CAV toll tag, respectively
- Learn more at [expresslanes.511.org](https://expresslanes.511.org)

# APPENDICES

# APPENDIX A

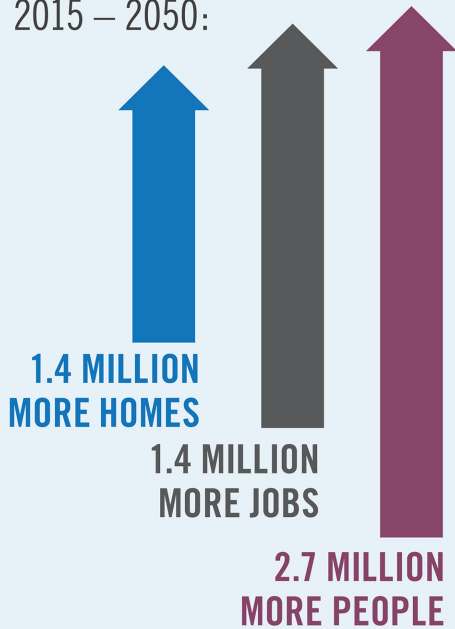
## Express Lanes Overview

### 1. Why Express Lanes?

The Bay Area lacks the necessary transportation funding and land to build enough transportation capacity to keep up with regional growth. Bay Area Express Lanes aim to 1) manage congestion and bring reliability to the traveling public, 2) increase person throughput by creating a seamless express lanes network that incentivizes the use of public transit, vanpools and carpools, and 3) minimize greenhouse

gas emissions. To meet these goals, Bay Area Express Lanes maximize use of our highways by A) filling any empty space in existing HOV lanes, B) improving operations in existing HOV lanes through better carpool enforcement and strategies to prevent lane slowdowns, and C) filling gaps in the HOV lane system to encourage more public transit and carpooling.

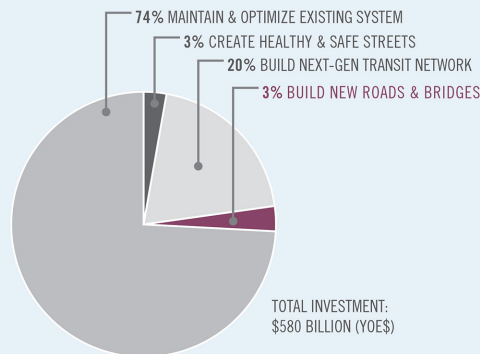
#### REGIONAL GROWTH 2015 – 2050:



Data Source: Plan Bay Area 2050 (2021).

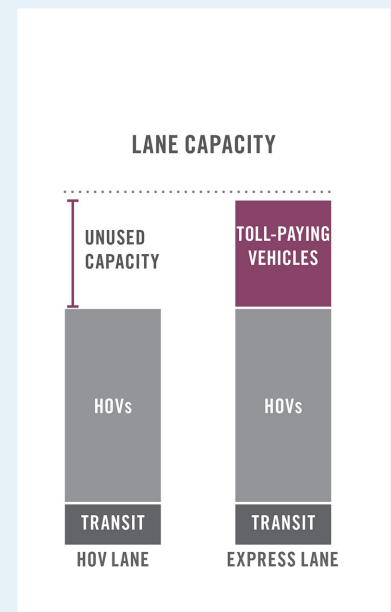
#### REGIONAL INVESTMENT BY 2050:

ONLY 3% OF THE REGION'S  
TRANSPORTATION DOLLARS WILL  
BE USED TO BUILD NEW ROADS AND  
BRIDGES, INCLUDING EXPRESS LANES.



Data Source: Plan Bay Area 2050 (2021).

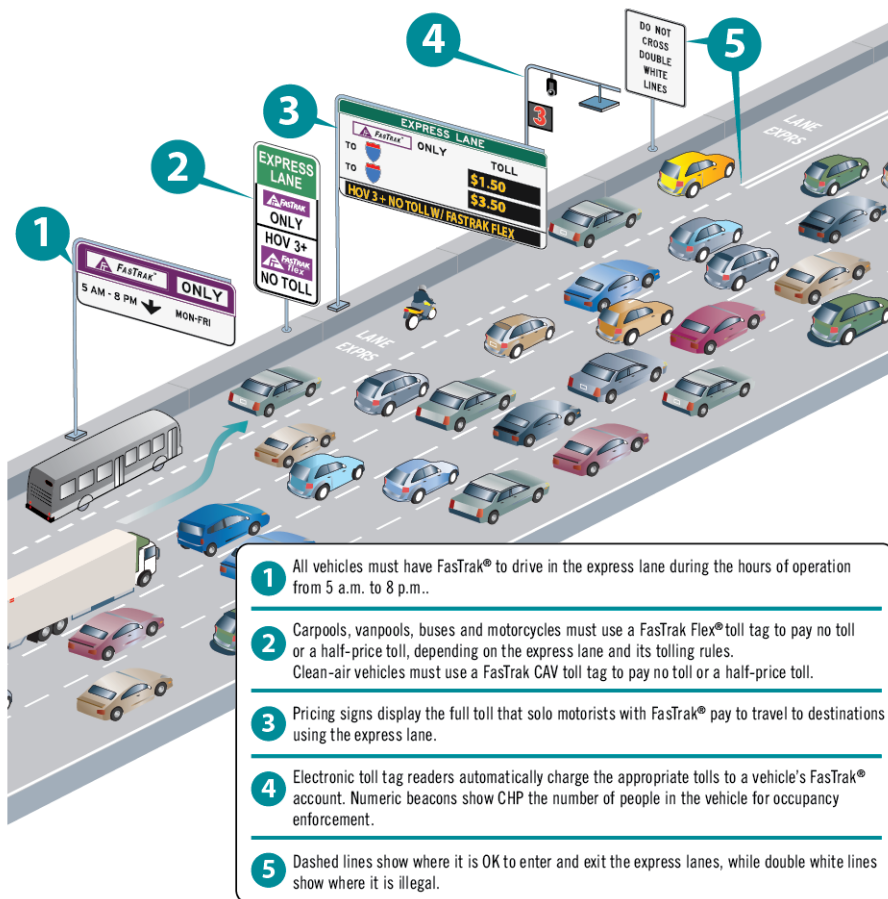
#### HOW EXPRESS LANES HELP:



## 2. How Express Lanes Work

MTC Express Lanes give everyone with FasTrak® the option for a more reliable and faster trip than regular highway lanes. Overhead electronic pricing signs display toll rates, which may change every few minutes with traffic. Tolls are collected electronically, the same as on Bay Area toll bridges.

Solo motorists pay tolls with either a standard FasTrak® toll tag or a FasTrak Flex® toll tag set to “1” person. Carpools, vanpools and buses must use a FasTrak Flex® toll tag set to “2” or “3+” people to pay no toll or a half-price toll, depending on the express lane and its tolling rules. Motorcycles must use a FasTrak Flex toll tag set to “3+” people to pay no toll. Qualifying clean air vehicles (CAVs) must use a FasTrak CAV toll tag set to the number of people in the vehicle to pay no toll or a half-price toll. Drivers should always set the switch before driving.



The figure to the left explains how to use Bay Area Express Lanes. MTC Express Lanes will be “open” access to the extent possible, meaning drivers will enter and exit the express lanes similar to how they enter and exit HOV lanes today. Areas prone to weaving or other safety concerns may have access restrictions to control entry and exit at these locations. Signage and lane striping will identify these entry and exit locations. Limiting access is a way to improve travel speeds in express lanes.



### 3. System Technology and Elements

MTC Express Lanes are implemented by overlaying communications equipment on new and existing freeway infrastructure. Express lanes implementation requires four discrete elements that are integrated through design, construction and operations, including:

#### Civil Infrastructure (Highway Modifications)

For lane conversions, the civil infrastructure consists of sign structures, sign panels, lane striping, and conduit work for power and communications. For gap closure and extension projects, the civil infrastructure includes highway widening to add lanes as well as the signage and communications equipment required for conversions.

The civil contractor will put in place the foundations and structures upon which the toll systems contractor will install the toll equipment. In addition, the civil contractor will construct the infrastructure necessary to provide power and communications to the toll system.

#### Toll System

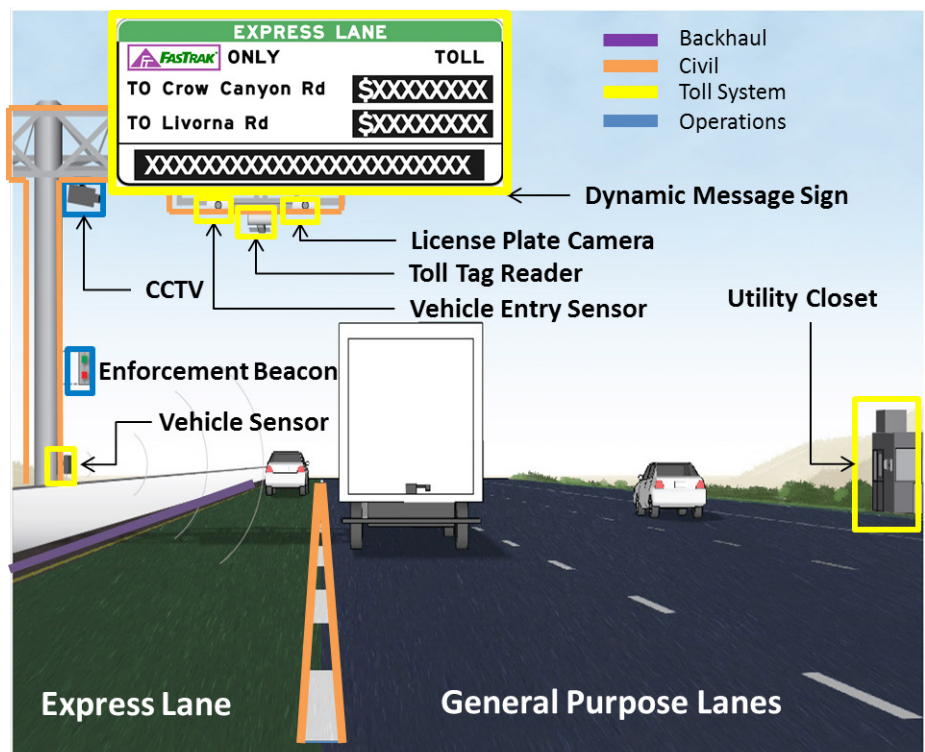
The toll system consists of two components, the in-lane system and the back-end “host” system. The lane system consists of all the equipment on the highway needed to operate the toll system including toll tag readers, cameras and vehicle detection. The host system serves as the brain of the toll system, which collects and processes all the data from the highway and sends it to the regional customer service center for billing.

#### Backhaul Communications Network

The backhaul network is the communication line along which data collected in the lanes is sent to the toll host system, operations center and regional customer service center. The backhaul contractor will install new conduit and communications fiber as well as utilize existing Caltrans, BART and other infrastructure to build the network. The backhaul network is being designed with the expectation that it will become part of a broader regional communications network.

#### Operations

The operations element consists of everything that is needed to successfully operate the express lanes including: an operations center, the regional customer service center, enforcement, public outreach, performance monitoring and ongoing maintenance. An express lanes Regional Operations Center has been established in the Bay Area Metrocenter building in San Francisco where operators actively monitor the condition of the lanes and coordinate with Caltrans and the California Highway Patrol to ensure that the lanes operate efficiently.



For illustrative purposes only

## APPENDIX B

### Completed Capital Project Summaries

#### I-680 Contra Costa Southern Segment (CC-680 South)

##### Walnut Creek to San Ramon

##### Livorna Road/Rudgear Road to Alcosta Boulevard

##### Total Program Estimate

\$55.6 million

##### Open Date

Fall 2017

##### Project Description

The project converts existing HOV lanes to express lanes on I-680 from Rudgear Road to Alcosta Boulevard in the southbound direction and from Alcosta Boulevard to Livorna Road in the northbound direction. It will result in 23 express lane miles through San Ramon, Danville, Alamo and southern Walnut Creek. No widening or additional lanes will be added to the freeway.

This conversion project includes striping lanes and installing sign gantries, signs, FasTrak® toll tag readers, and traffic monitoring video cameras. In addition, the project installs equipment and observation areas to help the California Highway Patrol enforce proper use of the lanes.

##### Project Highlights and Progress

- Public open house was held in March 2014.
- Preliminary engineering report and environmental document were completed in August 2014.
- Final design for both the backhaul communication network and the toll system were completed in December 2015.
- Final roadway design was completed in April 2015. Civil construction was completed in May 2017.
- Backhaul contractor completed installation of 26 miles of fiber optic cable in June 2017.
- Corridor Testing was completed in August 2017.
- Toll system equipment and software was finalized and tested in September 2017.
- Backhaul operations and maintenance started in October 2017.
- The toll system went live to the public on October 9, 2017.





## Current Project Activities

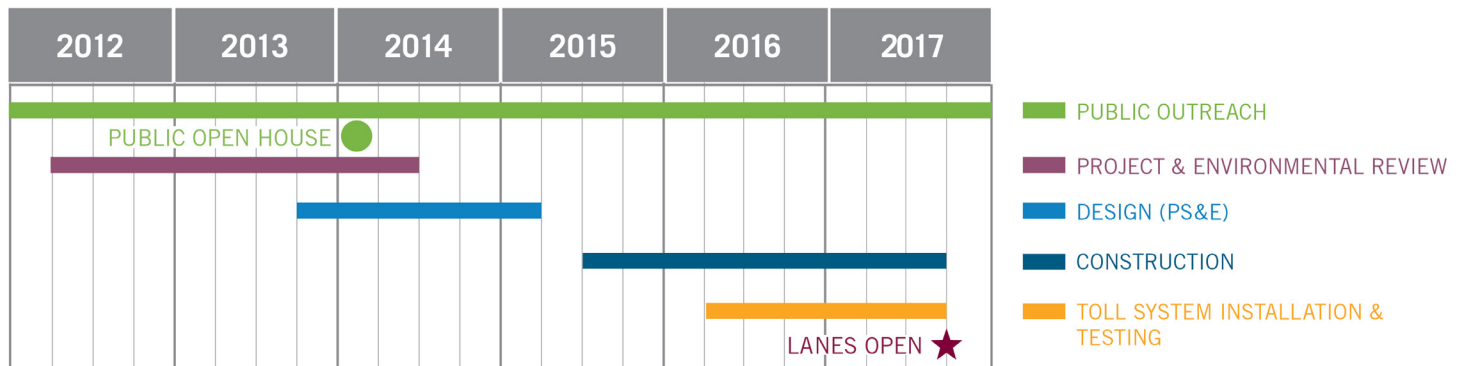
- The integrator is fine tuning field equipment and addressing punch list items in preparation for Operations Testing in summer of 2018. This test verifies the toll system meets all specifications and leads to the maintenance phase of operations.
- The Backhaul contractor completed project 'as-built' documentation and is performing ongoing operations of the communications network.
- Beginning in this Quarterly Report, since civil construction is complete and the express lanes are open, this capital project will be archived in Appendix B and no further updates will be made to the project summary.

I-680 Contra Costa Express Lanes regulatory sign.

Photos courtesy of Noah Berger.



## Project Schedule by Phase



## Project Cost

Program Estimate <sup>(1)</sup>	Cost Forecast <sup>(2)</sup>	Regional Measure 2 Funds (allocated)	BAIFA Express Lane Funds <sup>(3)</sup>			Physical % Complete <sup>(4)</sup>
			Dec. 2015 Amendment	June 2017 Amendment	Expended through 3/31/18	
55.6	55.6		55.6	55.6	49.7	98%

The program estimate for this project includes planning, design, construction, utilities, backhaul communications and toll system integration.

Costs shown in millions of escalated dollars.

<sup>(1)</sup> Program estimate represents current estimated cost to complete each project.

<sup>(2)</sup> Cost forecast represents current estimated cost to complete phases that are funded for each project.

<sup>(3)</sup> BAIFA Express Lane Funds represent the funds that have been allocated from the BAIFA budget.

<sup>(4)</sup> Physical percent complete shown is based on the achievement of major milestones whether those milestones were completed using BAIFA funds or other funds.

## I-880 Alameda (ALA-880)

### Oakland to Milpitas

#### Hegenberger Road/Lewelling Boulevard to Dixon Landing Road

#### Total Cost Estimate

\$139.1 million

#### Scheduled Open Date

Fall 2020

#### Project Description

The project converts the existing I-880 HOV lanes that run from Hegenberger Road to Dixon Landing Road in the southbound direction and from Dixon Landing Road to Lewelling Boulevard in the northbound direction to express lanes.

The conversion involves lane striping and installing sign structures, signs, FasTrak<sup>®</sup> toll tag readers, traffic monitoring video cameras, lighting, a data communications network and California Highway Patrol observation areas. The highway is also being widened in three locations to accommodate merge lanes into and out of the express lanes. It will result in 51 express lane miles between Oakland and Milpitas.

The express lanes conversion project was coordinated with a median barrier reconstruction project and a pavement resurfacing project, both led by Caltrans. The median barrier reconstruction project installed foundations and other infrastructure required for the express lanes for a large portion of the corridor.



#### Project Highlights and Progress

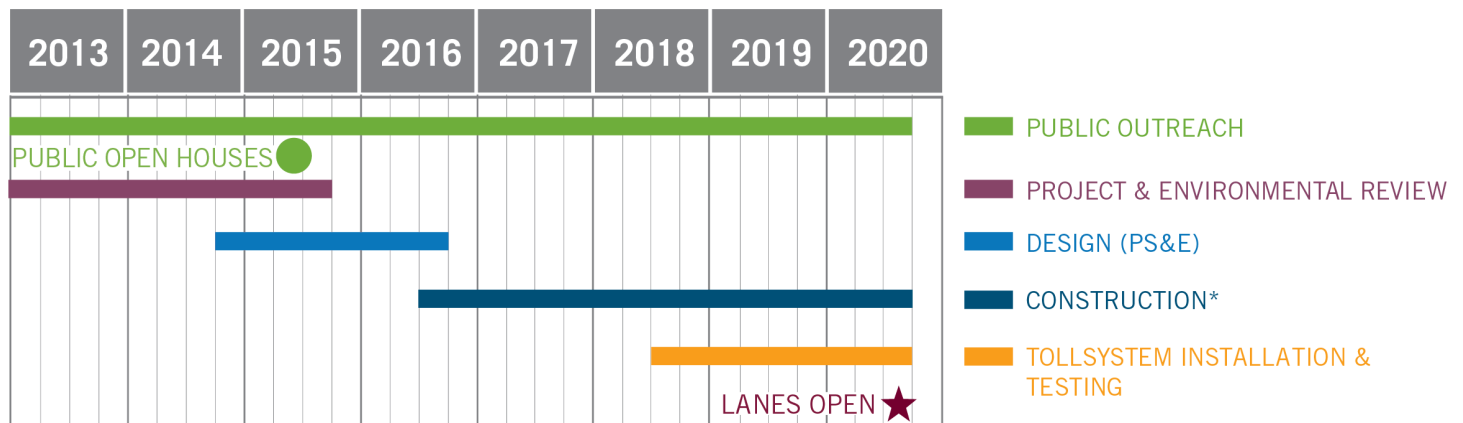
- Public open houses were held in March 2015.
- Preliminary engineering report and environmental document were completed in October 2016.
- The express lanes civil contractor began construction in September 2017.
- Caltrans approved the toll system design and issued the encroachment permit for the toll system integrator in March 2018.
- MTC's express lanes scope of work delivered through Caltrans' median barrier contract was completed in the second quarter of 2018, including barrier demolition, express lane sign structure foundations and light foundations.
- Caltrans completed its technical review to determine I-880 hours of operation (5am to 8pm, Monday through Friday) and high occupancy vehicle threshold (3 or more persons) in fall 2018.
- Caltrans finalized the design of fiber laterals to connect its freeway management equipment to the communications backhaul in December 2018. Construction work commenced on the Caltrans fiber laterals in October 2019.
- In March 2019, the civil contractor successfully removed two existing overhead sign bridge structures at the SR-92 interchange and installed two new ones.
- The backhaul contractor connected the backhaul corridor hubs to the toll system host and operations datacenters in Martinez, Oakland and San Francisco in October 2019. The toll system integrator approved the I-880 backhaul fiber in November 2019.

- All PG&E service connections are complete.
- In June 2020, the civil contractor completed new restricted access striping on the corridor and installed some signage. A public information campaign explained the changes.
- Final signing and pavement marking civil work to transition the HOV lanes to express lanes was completed in August and September. Until tolling begins, the lanes will function as HOV 2+ only lanes.
- The toll system integrator finished equipment installation in August 2020 and toll system testing in September 2020.
- At strategic points in the project timeline, staff performed outreach and education about I-880 design, construction and proposed operations including with members of low-income communities (2012); corridor city staff (2015 & 2019); and corridor elected officials (2017, 2019 & 2020).

## Current Project Activities

- On October 2, 2020, BAIFA began tolling on the I-880 Express Lanes.
- Beginning the fourth quarter of 2020, since civil construction is complete and the express lanes are open, this capital project will be archived in Appendix B and no further updates will be made to the project summary.

## Project Schedule by Phase



\*Includes I-880 median barrier improvements.

## Project Cost

Total Cost Estimate <sup>(1)</sup>	Cost Estimate, Funded Phases <sup>(2)</sup>	Regional Measure 2 Funds (allocated)	Other Funding (allocated)	BAIFA Express Lane Funds <sup>(3)</sup>			Percent Complete as of 9/30/20 <sup>(4)</sup>
				July 2018 Amendment	Sept. 2018 Amendment	Expended as of 9/30/20	
139.1	139.1			135.5	139.1	119.0	99%

Costs shown in millions of escalated dollars.

<sup>(1)</sup> Total Cost Estimate represents current estimated cost to complete each project.

<sup>(2)</sup> Cost Estimate, Funded Phases represents current estimated cost to complete phases that are funded for each project.

<sup>(3)</sup> BAIFA Express Lane Funds represent the funds that have been allocated from the BAIFA budget.

<sup>(4)</sup> Percent complete shown is based on the achievement of major milestones whether those milestones were completed using BAIFA funds or other funds.

The cost estimate for this project includes planning, design, construction, utilities, backhaul communications and toll system integration.

## APPENDIX C

### I-680 Contra Costa Express Lanes Operations Report

# I-680 Contra Costa Express Lanes Performance Report

## 2<sup>nd</sup> Quarter 2021: April – June



Bay Area Infrastructure Financing Authority  
Submitted November 2021



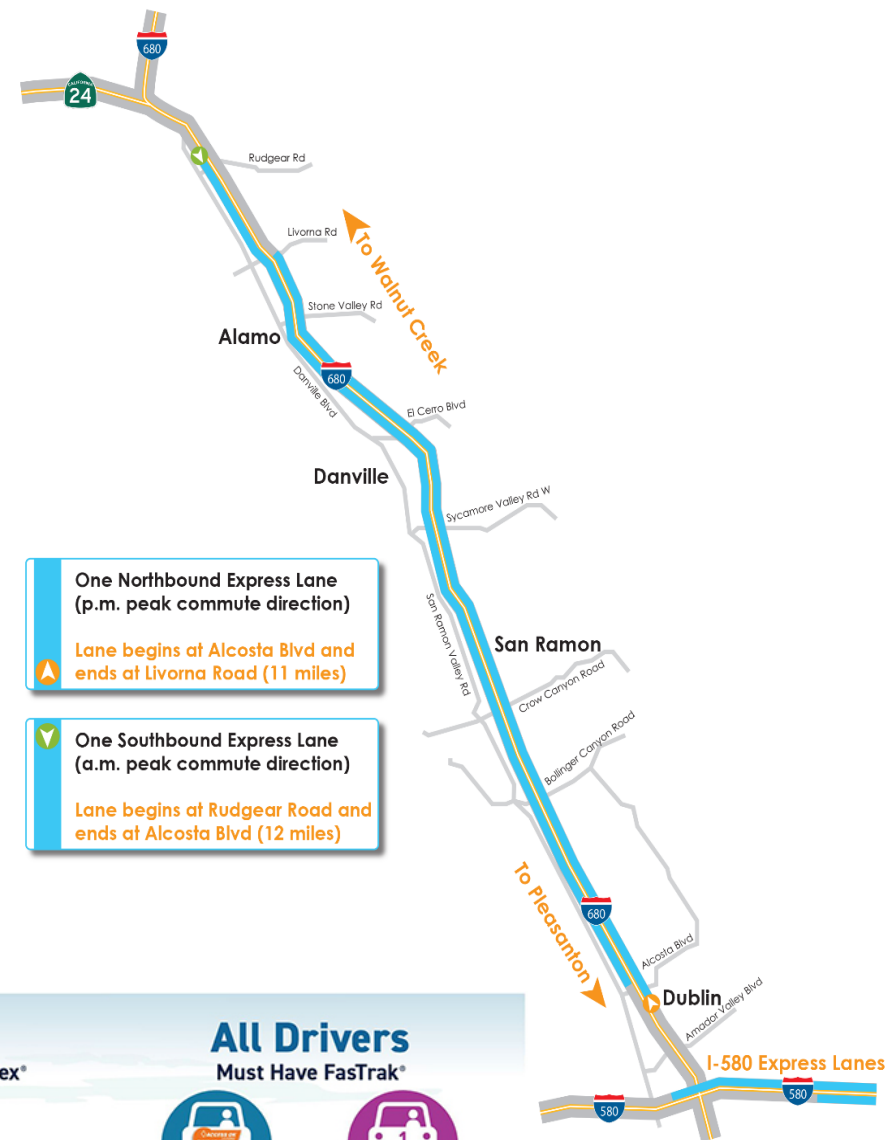
BAY AREA **EXPRESS LANES**



# I-680 Contra Costa Express Lanes Policies

- Tolling Hours are 5 a.m. to 8 p.m. Monday – Friday.
- All drivers must have a FasTrak® account to avoid fines.
  - Solo drivers can carry a standard FasTrak tag\* or a FasTrak Flex tag set to 1 or pay tolls via license plate.
  - Carpools (2+) travel toll-free with FasTrak Flex toll tags set to 2 or 3+.
  - Motorcycles travel toll-free with FasTrak Flex toll tags set to 3+.
  - Solo-drivers in eligible clean-air vehicles (CAV) pay half-price tolls with FasTrak CAV toll tags set to 1.

\*Standard FasTrak tags do not have a switch and were issued prior to January 2020.



Carpools Must Have FasTrak Flex®	All Drivers Must Have FasTrak®	
 <b>FREE</b> 	 <b>HALF TOLL</b> 	 <b>FULL TOLL</b> 
<b>Motorcycles are FREE with FasTrak Flex toll tag set to 3+.</b>		<b>Clean Air Vehicles pay half-price tolls with FasTrak CAV toll tag.</b>

# Q2 2021 Performance Highlights

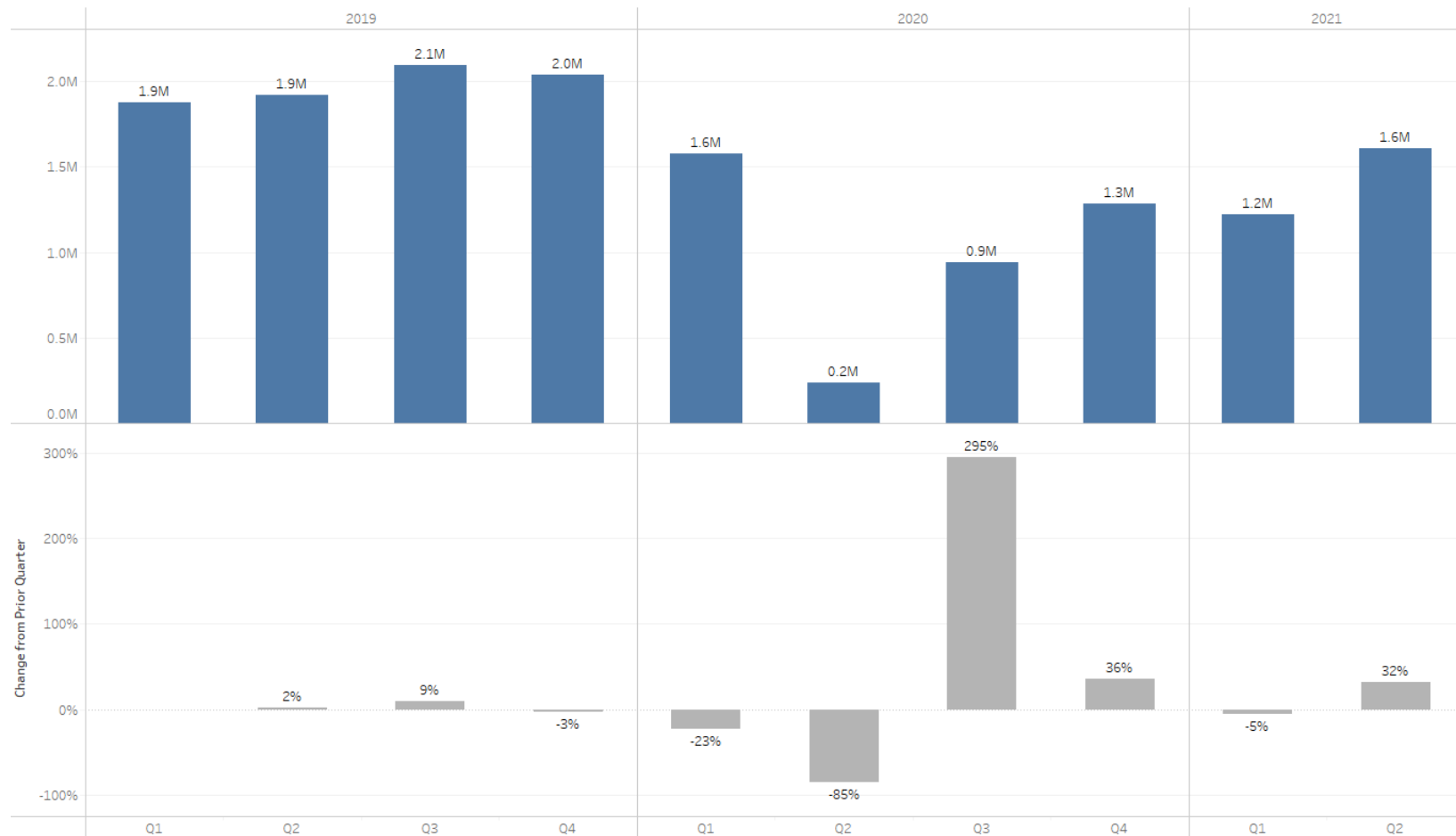
The goal of express lanes is to maximize available lane capacity while keeping traffic moving, thus encouraging carpooling and transit ridership.

- Express lane use continues to rebound from the COVID-19 lows of a year ago. Trips were up 32% from the prior quarter. Still, they were down 16% from Q2 2019\*. The decline is greater southbound than northbound.
- The share of toll-free trips was down 4% from Q2 2019 suggesting that COVID-19 has negatively impacted carpool trips.
- 11% of express lane trips were violations - express lane trips made with neither a FasTrak account nor a toll tag. The rate is higher than the pre-COVID average of 5%.
- Quarterly toll revenue was up 100% over Q1 2021, but down 31% from Q2 2019 since paid trips were down 20% and the average toll paid was down 21%.
- Corridor-length travel was slowest between 5 and 6 p.m. northbound and between 8 and 9 a.m. southbound. At these times, the northbound express lane corridor-length speed averaged 10 mph faster than the general purpose lanes, while southbound it averaged 11 mph faster. The highest average express lane tolls were assessed in these hours at \$4.60 northbound and \$0.70 southbound.
- Corridor traffic peaked northbound at El Cerro Blvd. between 4 and 5 p.m., where and when the express lane speed averaged 54 mph and the general purpose lane speed averaged 40 mph.
- Toll, traffic volume, and speed data show less traffic and lower express lane demand in the morning, suggesting that the afternoon traffic resurgence was driven by more than commute trips.
- CHP made 727 enforcement contacts, of which 35% resulted in carpool occupancy citations.
- About half of express lane drivers carried toll tags and made an average of 1.5 trips per month. Drivers without FasTrak tags in their vehicles used the express lanes less than once per month, on average.

*\*Year-over-year comparisons identify trends without the influence of seasonality, but because Q2 2020 was heavily impacted by COVID-19, this report compares Q2 2021 data to Q2 2019, the most recent second quarter not impacted by COVID-19.*

# Express Lane Trips

Vehicle Trips Made in the Express Lanes Each Quarter



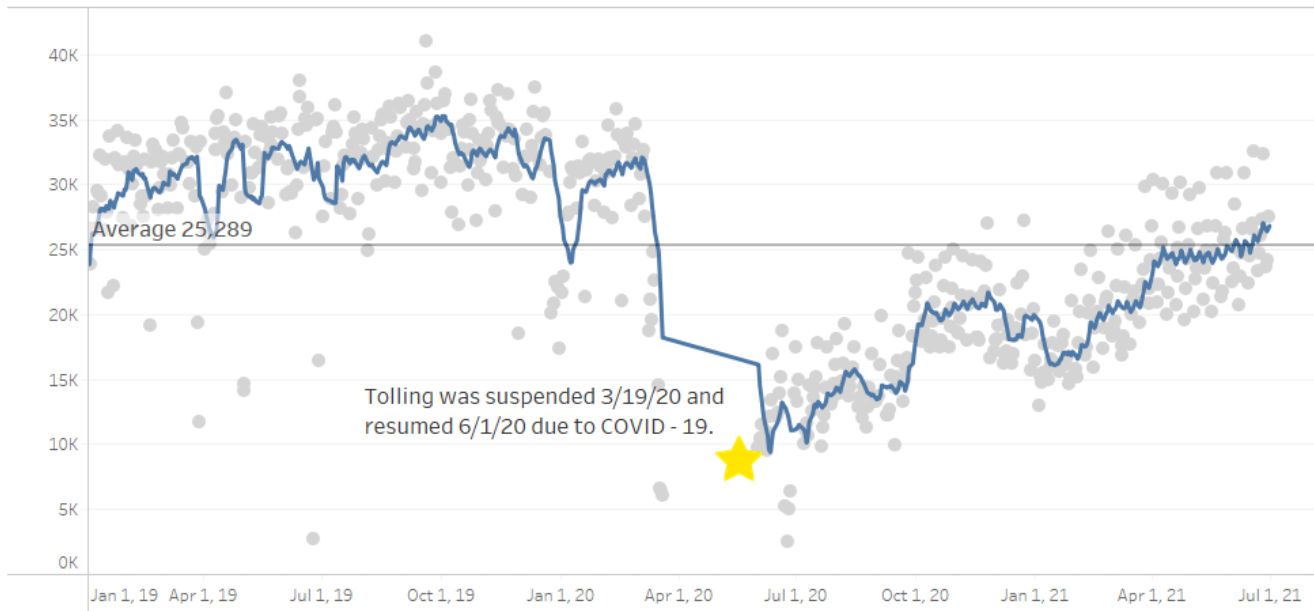
1.6 million express lane trips were made in Q2 2021, up 32% from Q1 2021, but down 16% from Q2 2019.



# Average Daily Express Lane Trips

The number of tolling days varies per quarter, so Average Daily Trips (ADT) is best for seeing trends.

**Average Daily Trips (ADT) with 10-day Moving Average**



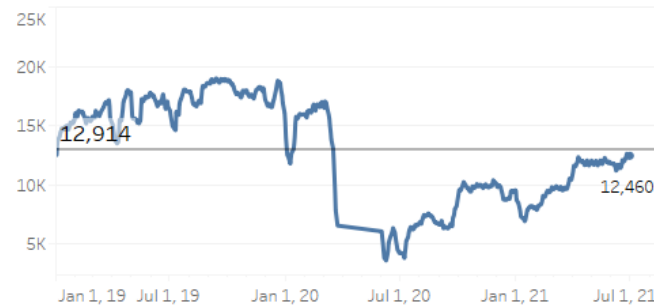
ADT since January 2019 is about 25,300. Northbound ADT has rebounded more than southbound ADT.

Grey dots: Daily trips  
Blue line: Moving average  
Top graph: Northbound and southbound

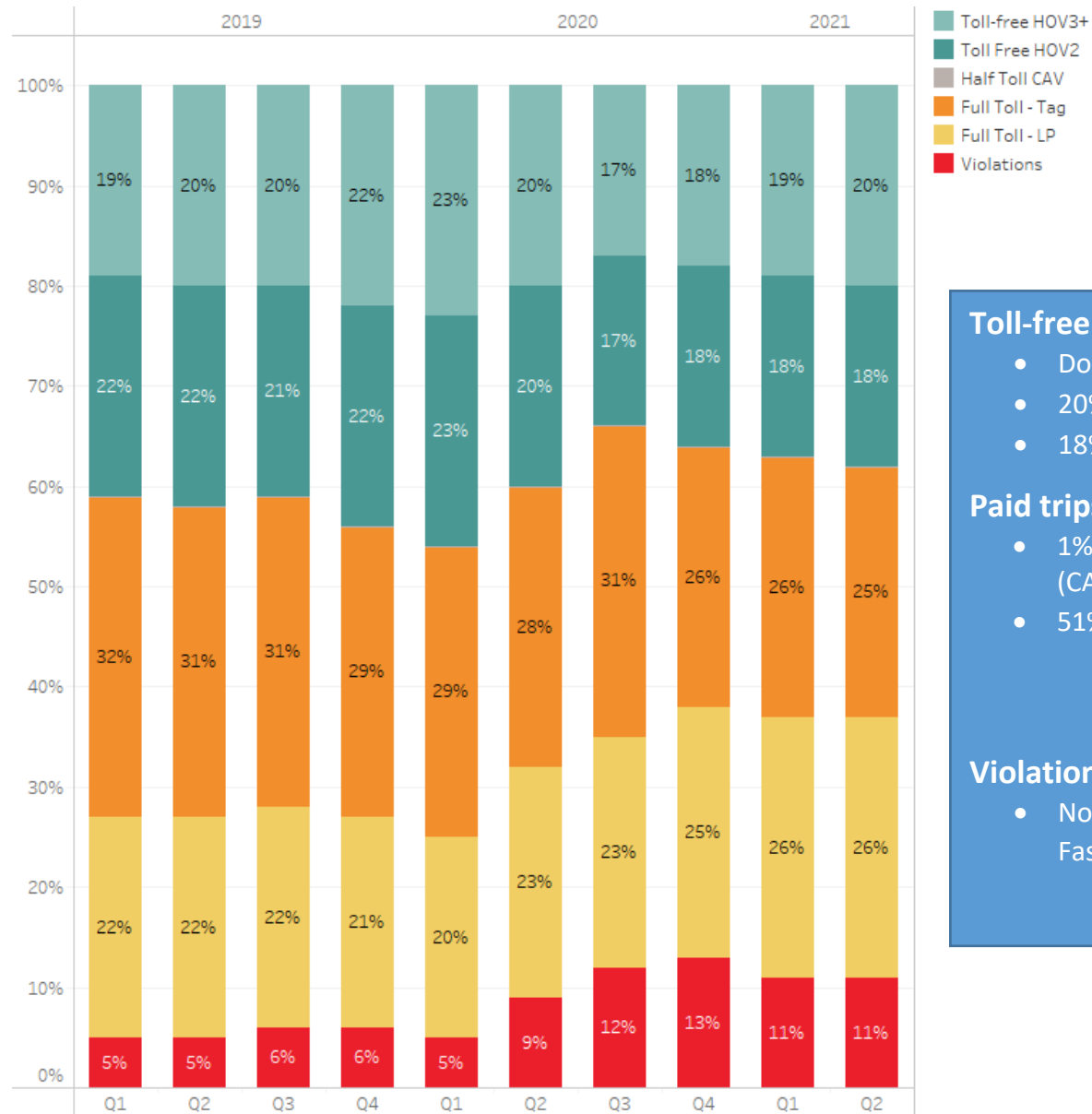
**Northbound (10-day Moving Average)**



**Southbound (10-day Moving Average)**



# Trip Type



## Toll-free trips = 38%

- Down 4% from Q2 2019
- 20% HOV3+
- 18% HOV2

## Paid trips = 52%

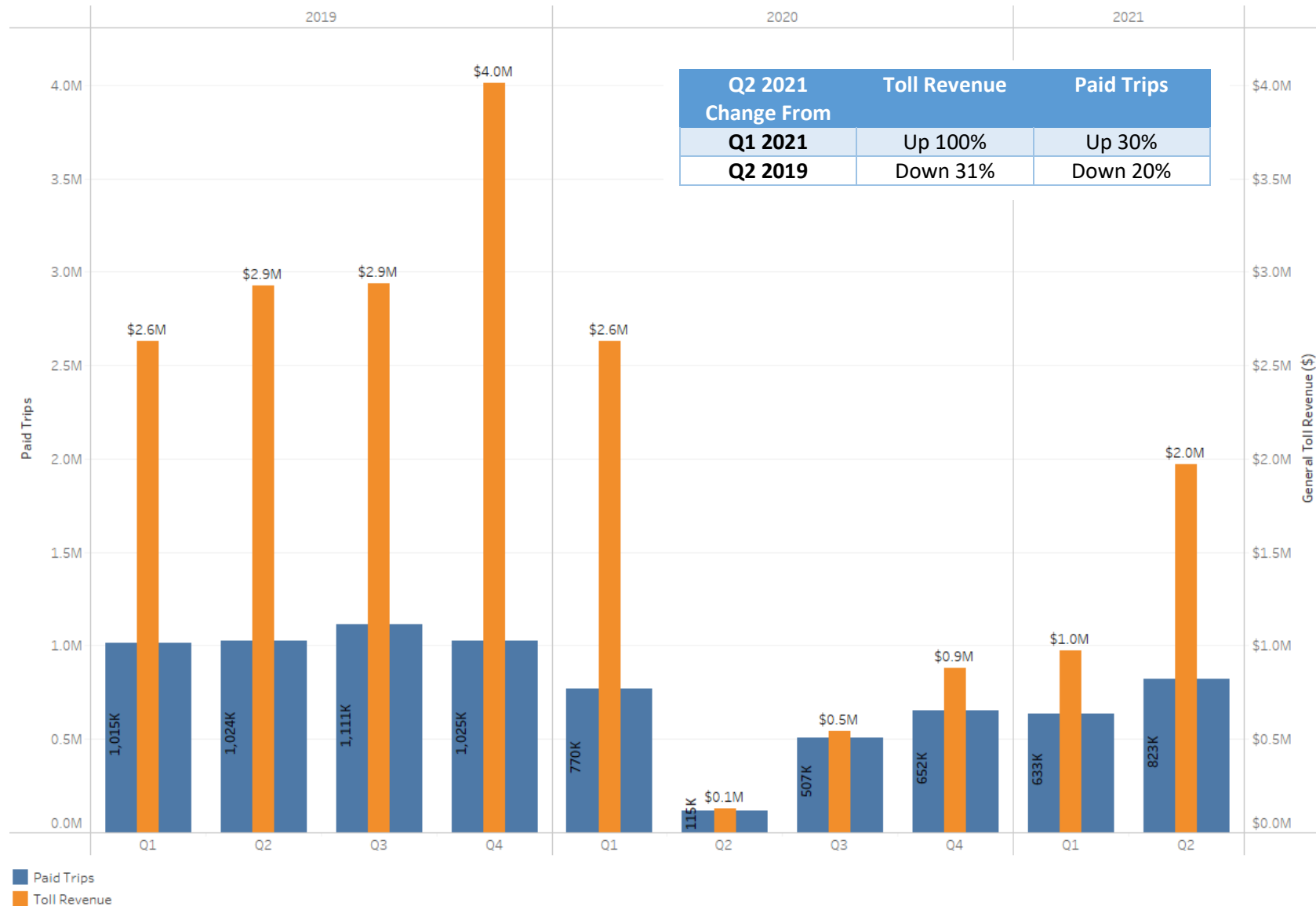
- 1% half toll (single occupant Clean Air Vehicles (CAV))
- 51% full toll
  - 25% made with toll tags
  - 26% made with license plates (LP) matched to FasTrak accounts

## Violation trips = 11%

- No toll tag, and license plate was not matched to a FasTrak account

# Toll Revenue\* and Paid Trips

\*Revenue from general tolls. Does not include revenue from violation fees.



Q2 2021 Change From	Toll Revenue	Paid Trips
Q1 2021	Up 100%	Up 30%
Q2 2019	Down 31%	Down 20%



BAY AREA EXPRESS LANES

# Speed by Location and Time: Quarter Average



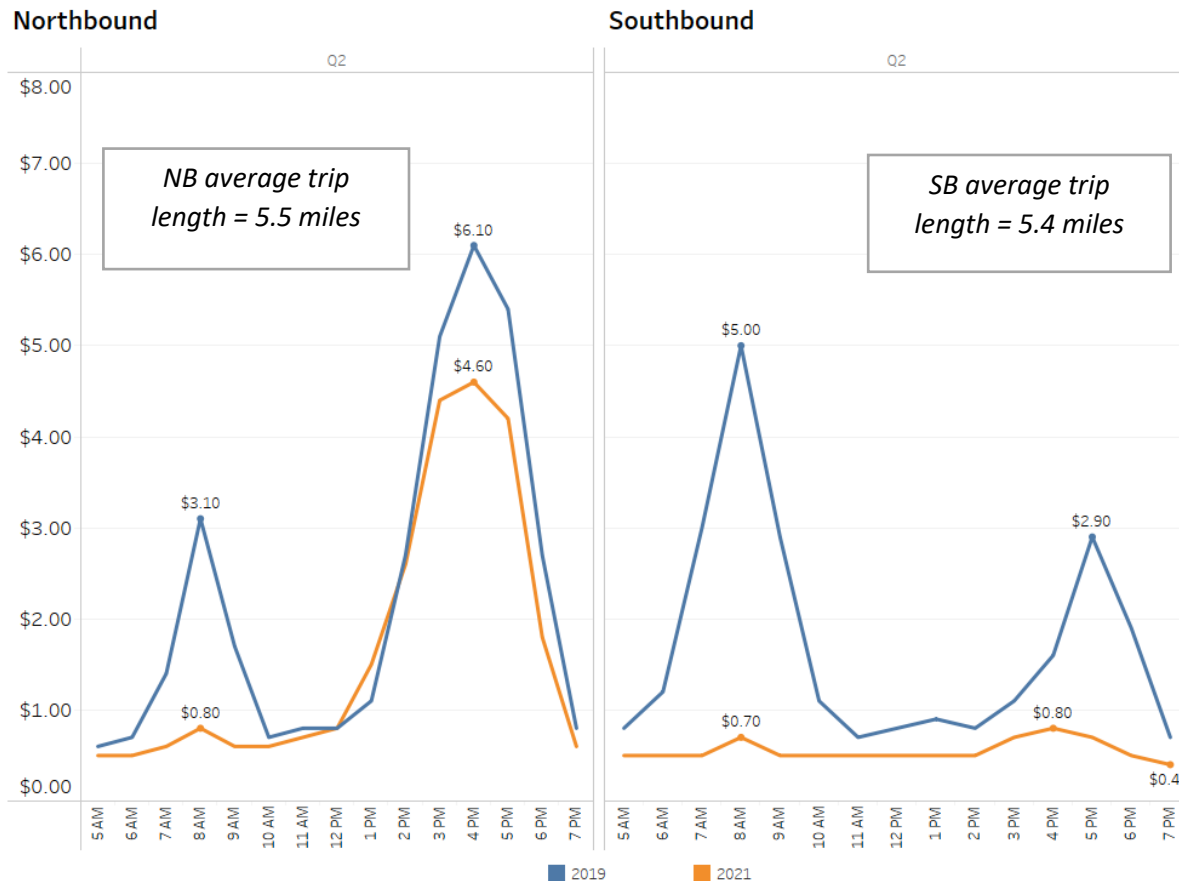
Q2 2021 northbound and southbound average express lane speeds stayed at 65 mph or higher. Northbound general purpose lane speeds slowed below 45 mph in the afternoon at the north end of the corridor.

Peak Traffic	
	4 p.m. – 5 p.m. Northbound at El Cerro
<b>Express Lane</b>	Speed: 54 mph Volume: 1130 vehicles
<b>GP Lane (average)</b>	Speed: 40 mph Volume: 1040 vehicles

Corridor-length Slowest Travel	
<b>Northbound</b>	5 p.m. – 6 p.m.
<b>Express Lane</b>	69 mph
<b>GP Lane (average)</b>	59 mph
<b>Difference</b>	10 mph
<b>Southbound</b>	8 a.m. – 9 a.m.
<b>Express Lane</b>	79 mph
<b>GP Lane (average)</b>	68 mph
<b>Difference</b>	11 mph

# Average Toll Paid by Time of Day

Q2 Comparison - 2019 to 2021



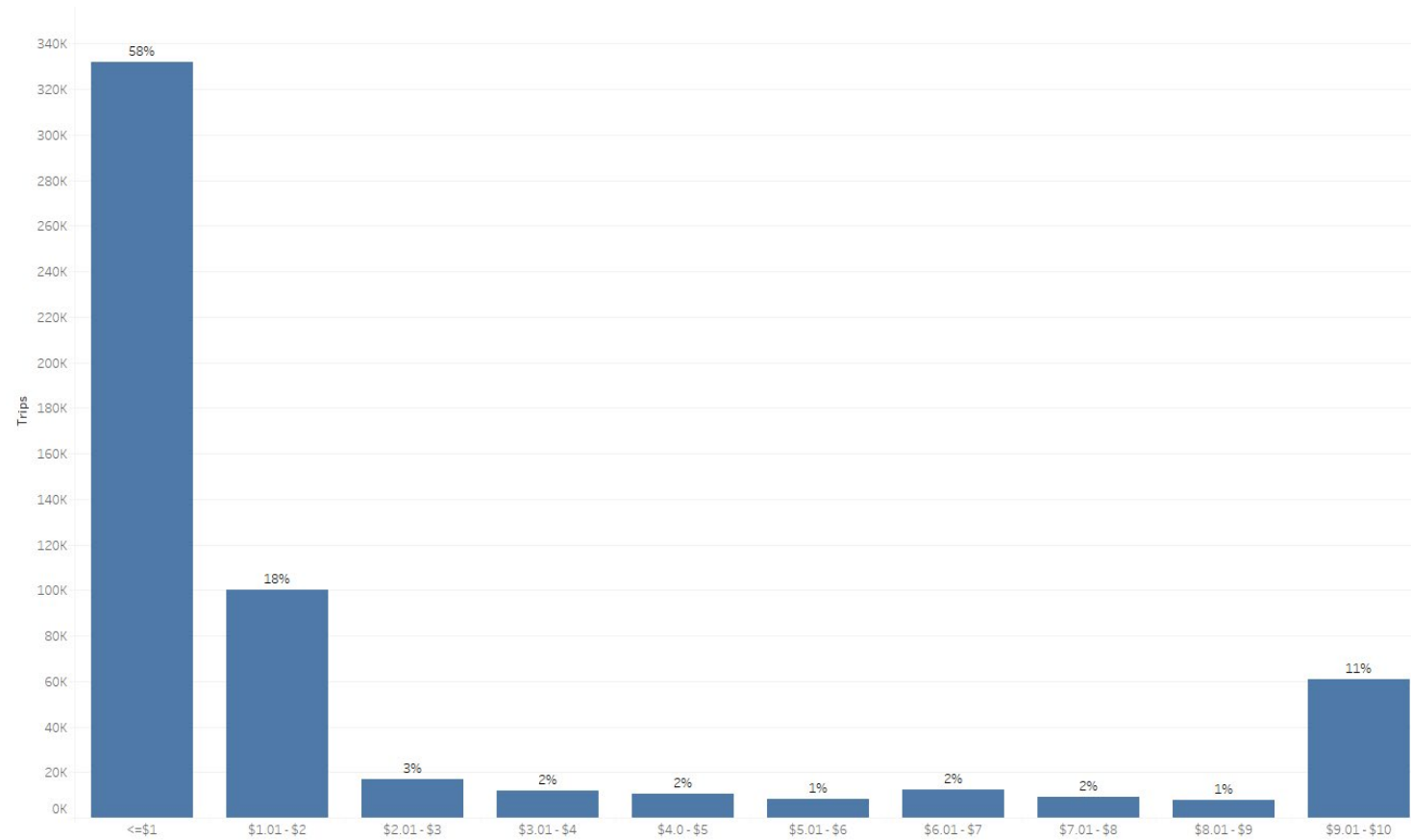
Northbound, Q2 2021 average tolls paid peaked at \$4.60 between 4 and 5 p.m., \$1.50 less than the Q2 2019 peak. Continuing a trend observed since Q3 2020, tolls do not peak in the morning in either direction, nor do they peak southbound in either the morning or afternoon. The Q2 2021 southbound a.m. toll reached \$0.70 compared to \$5.00 in Q2 2019.



THE AVERAGE TOLL PAID IN  
Q2 2021 WAS \$3.10, 21%  
LOWER THAN Q2 2019.

# Toll Distribution

Drivers made 823,000 paid express lane trips in Q2 2021, up 20% from the prior quarter. For 76% of the paid trips, the assessed toll was \$2 or less; for 11% it was more than \$9.



# How Drivers Use the Lanes

In Q2 2021, about 440,000 unique vehicles made about 1.6 million express lane trips.

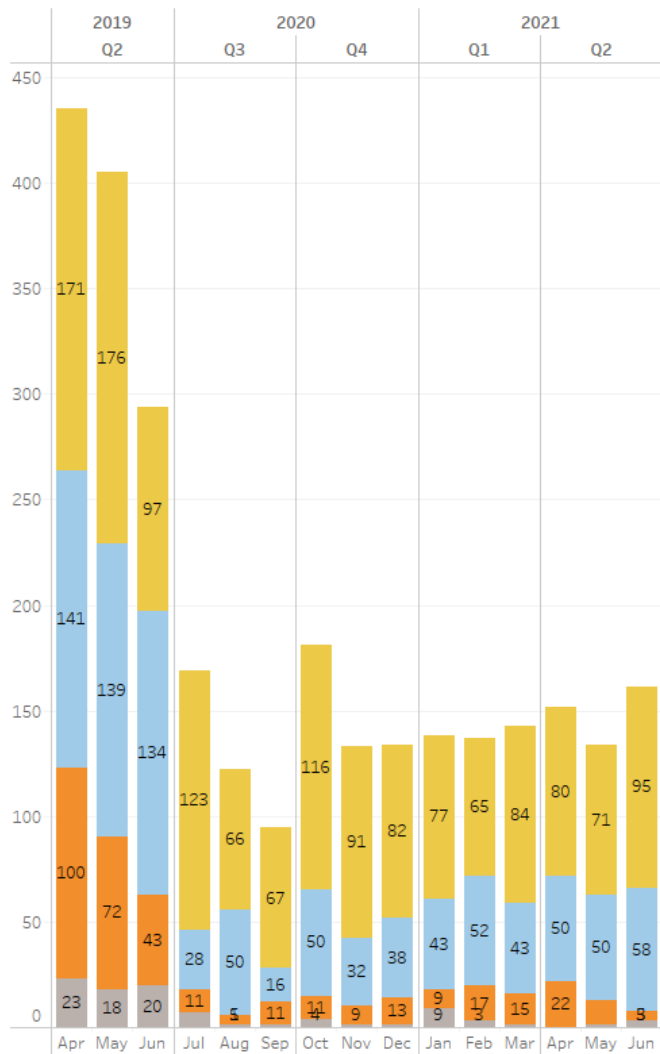
220,000 of these vehicles (49%) carried toll tags and made over 1 million express lane trips (63% of trips). Half of these drivers (110,000) made just one express lane trip in the quarter. Overall, these drivers averaged 4.6 express lane trips in the quarter, or 1.5 trips per month.

225,000 of the unique vehicles (51%) did not carry toll tags and made almost 600,000 express lane trips (37% of trips). Over half of these drivers 130,000 (56%) made just one express lane trip in the quarter. Overall these drivers averaged 2.7 express lane trips in the quarter, or 0.9 trips per month.

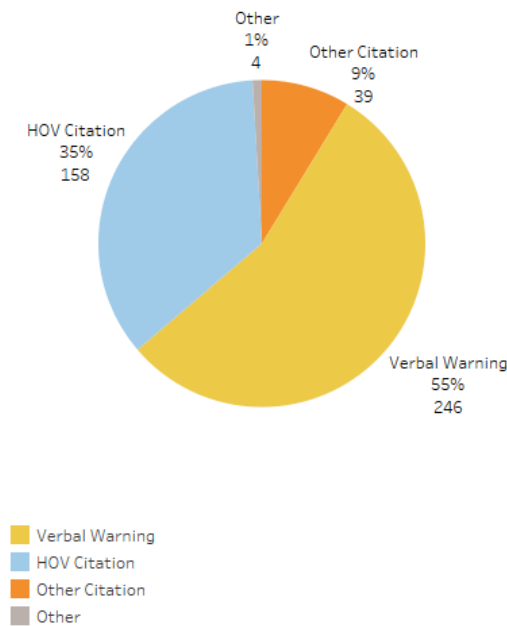
About 30% of the license plate trips made were not matched to FasTrak accounts, resulting in the 11% violation rate shown earlier.

	Vehicles	EL Trips	Trips Per Vehicle Per Month
With Toll Tags	219,000 (49%)	1 million (63%)	1.5
Without Toll Tags	224,000 (51%)	595,000 (37%)	0.9
Total	443,000	1.6 million	

# CHP Enforcement



**Q2 2021**



BAIFA requested about 50% fewer enforcement hours in Q2 2021 than in Q2 2019 due to COVID-19 related toll revenue and traffic decreases. CHP filled 88% of requested hours.

CHP made 727 enforcement contacts in Q2 2021, 35% of which were HOV citations.

The average cost per enforcement contact was \$98.



# COVID-19 Impacts

## Daily Trips

Averages	Pre-COVID-19 (Jan 2018 - Feb 2020)	COVID (June 2020 – June 2021)	Q2 2021
<b>Average Daily Express Lane Trips</b>	32,300	19,100	25,100
<b>Share of Toll-Free Trips</b>	41%	37%	38%

## Tolls

		Q2 2019	Q2 2021	%/share Change
<b>Average Assessed Toll</b>	SB	\$2.90	\$0.70	-76%
	NB	\$5.40	\$4.20	-22%
<b>Maximum Assessed Toll</b>	SB	\$8.50	\$8.75	3%
	NB	\$8.50	\$10.00	18%
<b>Share of Tolled Trips Paying Maximum Toll</b>	SB	2.7%	0.1%	-2.6%
	NB	6.7%	17%	10.3%

Express lane traffic continued to rebound from the pandemic. Average daily express lane trips since June 1, 2020 (when tolling resumed after the start of the pandemic) through June 30, 2021 were down 41% from before the start of the pandemic, but were down only 22% in the most recent quarter. Q2 2021 average assessed tolls were lower compared to Q2 2019, especially southbound. Changes were made to the toll pricing algorithm to manage express lane demand in fall 2019. As a result, maximum tolls increased, and so did the share of northbound toll-paying customers who paid the maximum toll.

# COVID-19 Impacts

## Peak Period Traffic Impacts

Averages	Southbound (6 AM – 9 AM)			Northbound (3 – 6 PM)		
	Pre-COVID Jan 2018 through Feb 2020	COVID June 2020– June 2021	Q2 2021	Pre-COVID Jan 2018 through Feb 2020	COVID June 2020– June 2021	Q2 2021
<b>Express Lane Speed</b>	67	80+	80+	62	72	67
<b>Express Lane Volume</b>	950	430	563	880	618	760
<b>General Purpose Lane Speed</b>	60	72	76	56	64	60
<b>General Purpose Lane Volume</b>	1,380	1,100	1,270	1,370	1,280	1,300

Although express lane traffic is resuming from the lows of the pandemic, it did not rebound to pre-pandemic levels in Q2 2021.

Express lane volume was down 41% southbound and 14% northbound compared to pre-COVID.

General purpose lane volume returned to within 8% of its pre-pandemic level southbound. Northbound, it returned to within 5%.

Southbound Q2 2021 speeds remained elevated, and southbound peak traffic continued to move well. Northbound, speeds were still faster than pre-pandemic, but have come down as northbound peak traffic comes closer to the pre-pandemic state.

For more information, visit [expresslanes.511.org](https://expresslanes.511.org) or [mtc.ca.gov/operations/traveler-services/bay-area-express-lanes](https://mtc.ca.gov/operations/traveler-services/bay-area-express-lanes)



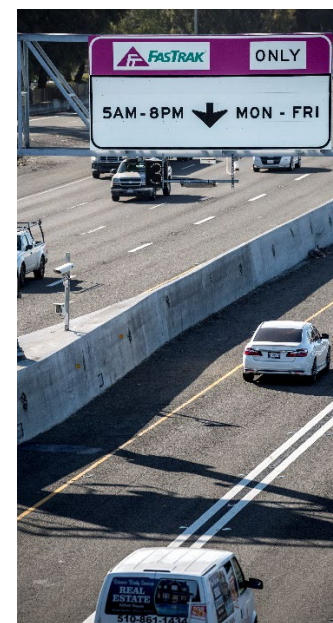
## APPENDIX D

### I-880 Alameda Express Lanes Operations Report



# I-880 Express Lanes Performance Report

## 2<sup>nd</sup> Quarter 2021: April – June



Bay Area Infrastructure Financing Authority  
Submitted November 2021

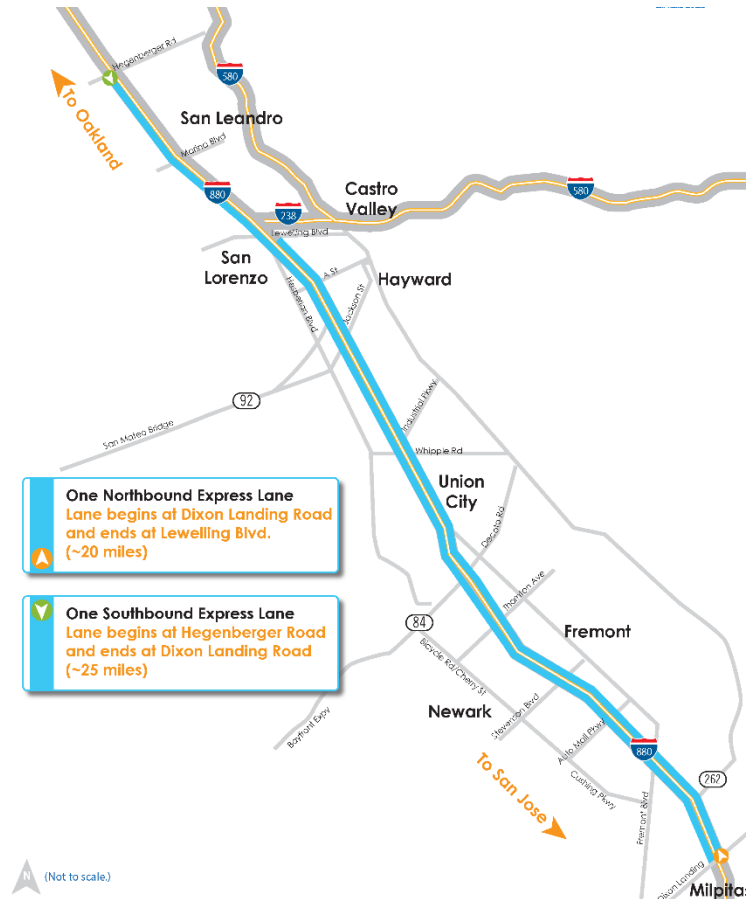


BAY AREA EXPRESS LANES

# I-880 Express Lanes Policies

- Tolling Hours are 5 a.m. to 8 p.m. Monday – Friday.
- All drivers must have a FasTrak® account to avoid fines.
  - Solo drivers can carry a standard FasTrak tag\* or a FasTrak Flex tag set to 1 or pay tolls via license plate.
  - Carpools (3+) travel toll-free with FasTrak Flex toll tags set to 3+.
  - Carpools (2) pay half-price tolls with FasTrak Flex toll tags set to 2.
  - Motorcycles travel toll-free with FasTrak Flex toll tags set to 3+.
  - Solo-drivers in eligible clean-air vehicles (CAV) pay half-price tolls with FasTrak CAV toll tags.

\*Standard FasTrak tags do not have a switch and were issued prior to January 2020.



# Q2 2021 Performance Highlights

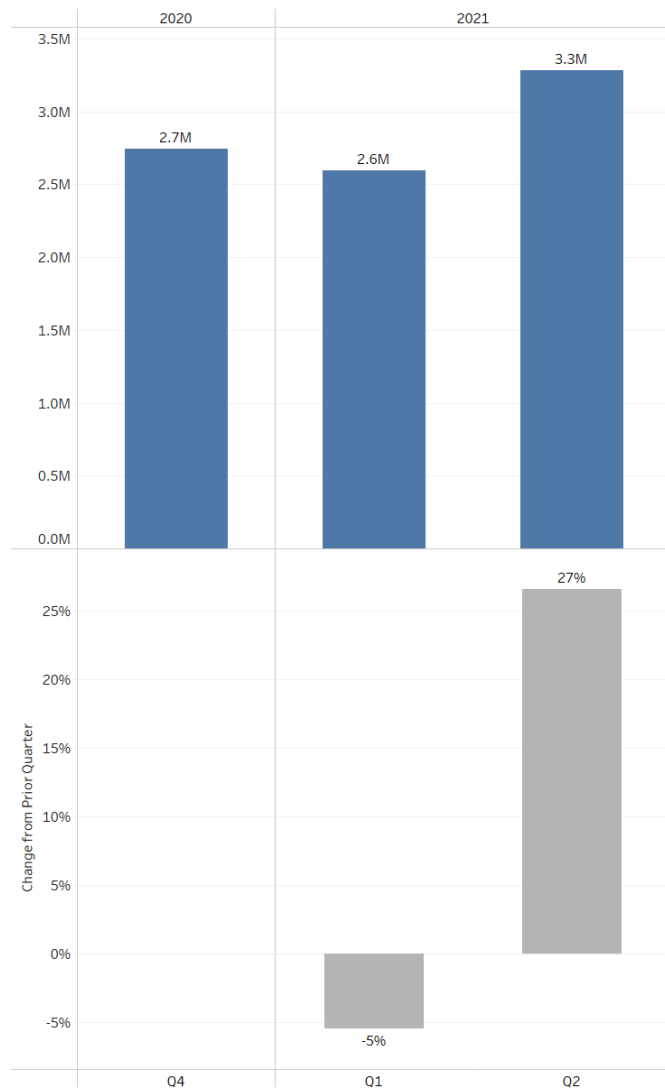
- Q2 2021 express lane trips were up 27% from the prior quarter to 3.3 million trips. More trips are made southbound as the lane is 5 miles longer and more vehicles use the lane per mile.
- The share of toll-free trips (HOV 3+) was up 4% from Q1 2021. The share of carpool trips (FasTrak tags set to the 2 or 3+ position) was 37%, up 4% from Q1 2021.
- 16% of express lane trips were violations - express lane trips made with neither a FasTrak account nor a toll tag. The rate is lower than the prior two quarters.
- Quarterly toll revenue was up 82% over Q1 2021. Paid trips were up 29% and the average toll paid was up almost 60%.
- Corridor-length northbound travel was slowest between 3 and 4 p.m. when express lane speed averaged 23 mph faster than the general purpose lanes and the average express lane toll assessed was \$5.50. Corridor-length southbound travel was slowest between 5 and 6 p.m. when express lane speed averaged 16 mph faster than the general purpose lanes and the average express lane toll assessed was \$3.80.
- Spot traffic was heaviest northbound around Whipple Rd. between 3 and 4 p.m., when the express lane speed averaged 43 mph and the general purpose lane speed averaged 16 mph. The express lane moved 47% more vehicles than the average general purpose lane in this hour at this location.
- CHP made 1,434 enforcement contacts of which 31% resulted in citations for crossing double white lines.
- About half of express lane drivers carried toll tags and made an average of 2.3 express lane trips per month. Drivers without FasTrak tags made an average of 1.2 trips per month.

The goal of express lanes is to maximize available lane capacity while keeping traffic moving, thus encouraging carpooling and transit ridership.



# Express Lane Trips

Vehicle Trips Made in the Express Lanes Each Quarter

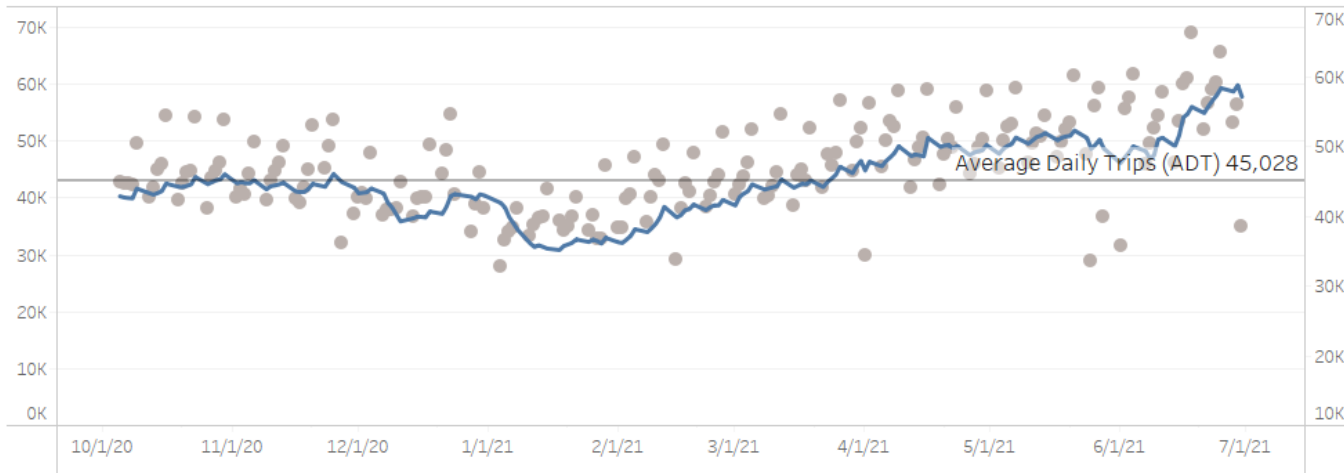


3.3 million express lane trips were made in Q2 2021, up nearly a third from Q1 2021.

# Average Daily Express Lane Trips

The number of tolling days varies per quarter, so Average Daily Trips (ADT) is best for seeing trends.

**Average Daily Trips (ADT) with 10-day Moving Average**



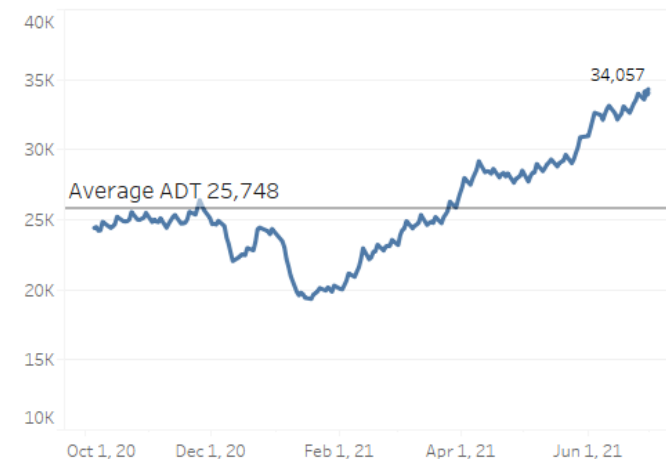
ADT since the express lanes opened is 45,000. Average ADT declined in January and February, but otherwise has grown since the start of tolling.

The southbound express lane is 25% longer than the northbound, and southbound ADT is 30% higher than northbound. More vehicles per mile are using the lanes southbound than northbound.

**Northbound (10-day Moving Average)**

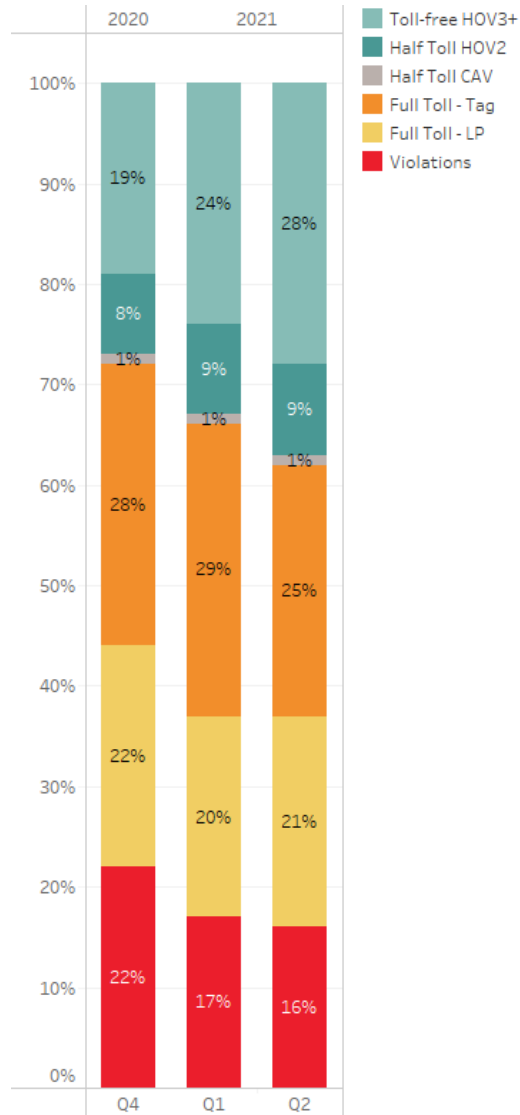


**Southbound (10-day Moving Average)**



Grey dots: Daily trips  
Blue line: Moving average  
Top graph: Northbound and southbound

# Trip Type



## Toll-free trips = 28%

- HOV 3+
- Share up 4% from Q1 2021

## Paid trips = 56%

- 10% half toll
  - 9% HOV 2
  - 1% single occupant Clean Air Vehicles (CAV)
- 46% full toll
  - 25% made with toll tags
  - 21% made with license plates (LP) matched to FasTrak accounts

## Violation trips = 16%

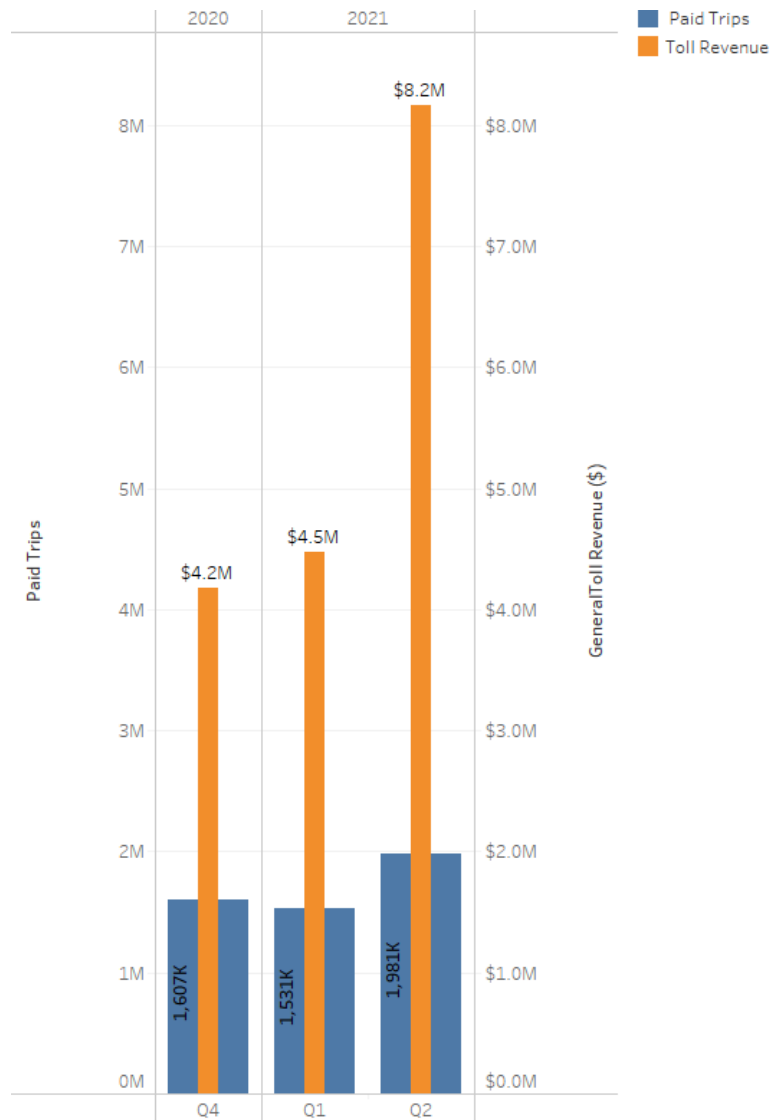
- No toll tag and license plate not matched to FasTrak account

## Carpool trips (HOV 3+ and HOV 2) = 37%

- Share up 4% from Q1 2021

# Toll Revenue\* and Paid Trips

\*Revenue from general tolls. Does not include revenue from violation fees.



General toll revenue was up 82% from Q1 2021. Paid trips were up 29%, and the average toll was up 60% (see page 10).

# Speed by Location and Time: Quarter Average

## Northbound

### Northbound



Northbound express lane average speeds slowed below 65 mph at the northern end of the corridor in the afternoon and evening. General purpose lane average speeds were below 45 mph for most of the corridor length for most of the afternoon and evening.

### Northbound Peak Traffic

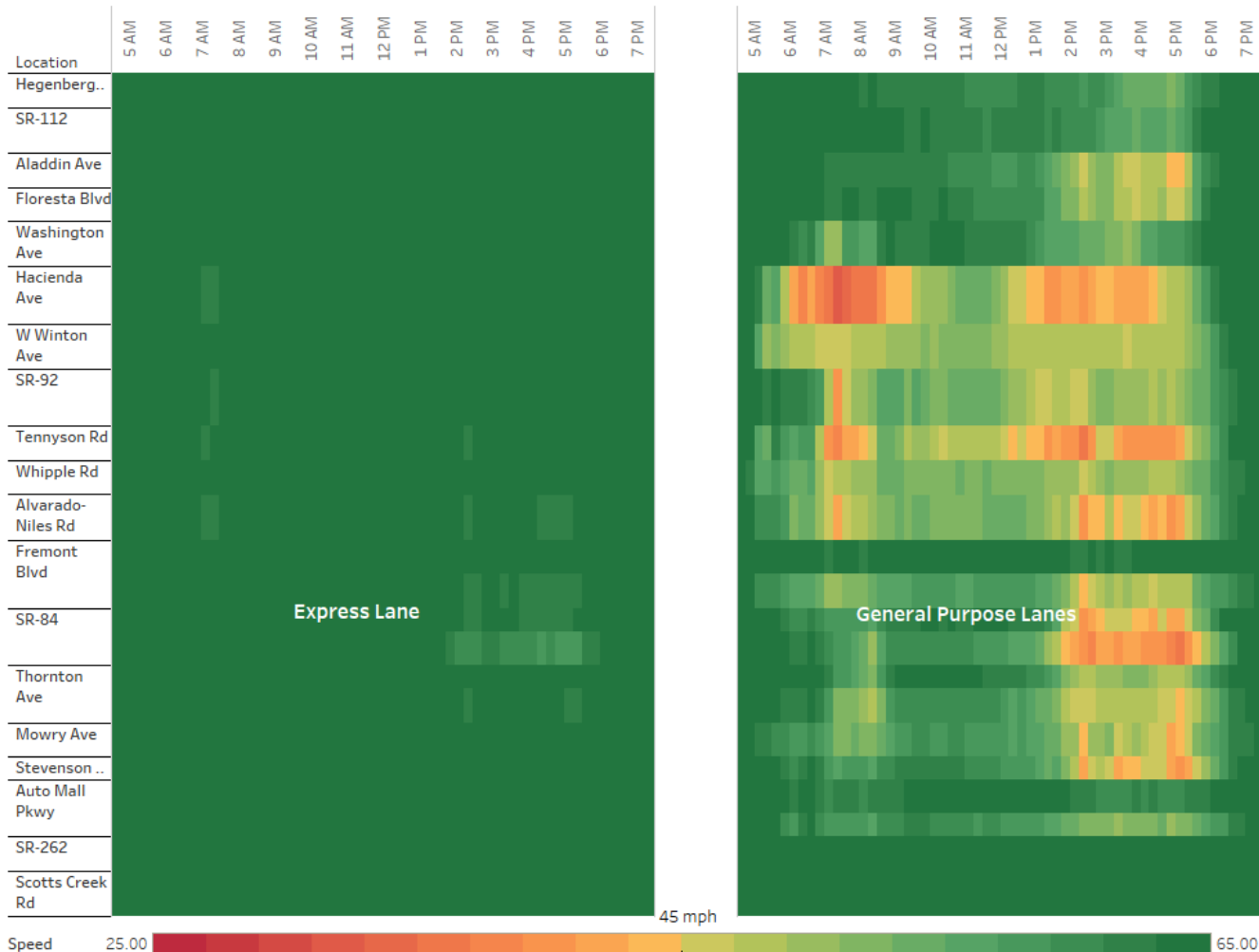
	3 p.m. – 4 p.m. Around Whipple Road
<b>Express Lane</b>	Speed: 43 mph Volume: 1160 vehicles
<b>GP Lane (average)</b>	Speed: 16 mph Volume: 790 vehicles

### Northbound Corridor-length Slowest Travel

	3 p.m. – 4 p.m.
<b>Express Lane</b>	58 mph
<b>GP Lane (average)</b>	35 mph
<b>Difference</b>	23 mph

## Southbound

### Southbound



Southbound express lane average speeds stayed at or above 50 mph. General purpose lane average speeds were between 40 and 55 mph for most of the length of the corridor and tolling day.

#### Southbound Peak Traffic

5 p.m. – 6 p.m.  
Around Thornton Ave.

<b>Express Lane</b>	Speed: 58 mph Volume: 978 vehicles
<b>GP Lane (average)</b>	Speed: 38 mph Volume: 1551 vehicles

#### Southbound Corridor-length Slowest Travel

	5 p.m. – 6 p.m.
<b>Express Lane</b>	67 mph
<b>GP Lane (average)</b>	49 mph
<b>Difference</b>	16 mph

# Quarterly Average Toll Paid by Time of Day

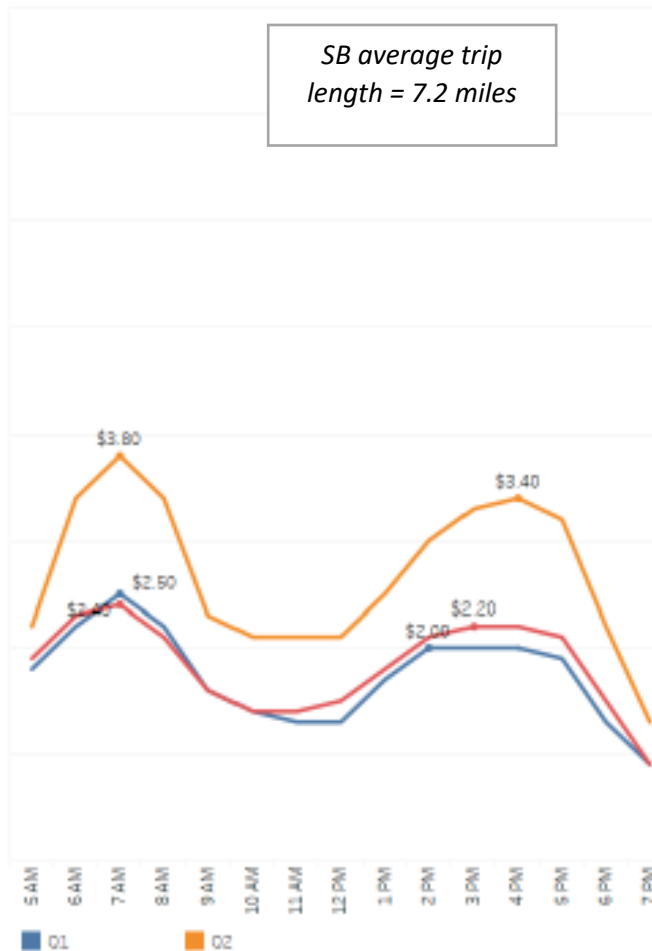
Q2 2021 average tolls increased over the first two quarters of operations in response to increased express lane demand.

Average Tolls by Hour - Q4 2020 - Q2 2021 Comparison

## Northbound



## Southbound



Northbound, Q2 2021 average tolls paid peaked at \$5.50 between 2 and 4 p.m., \$1.80 more than the prior peaks.

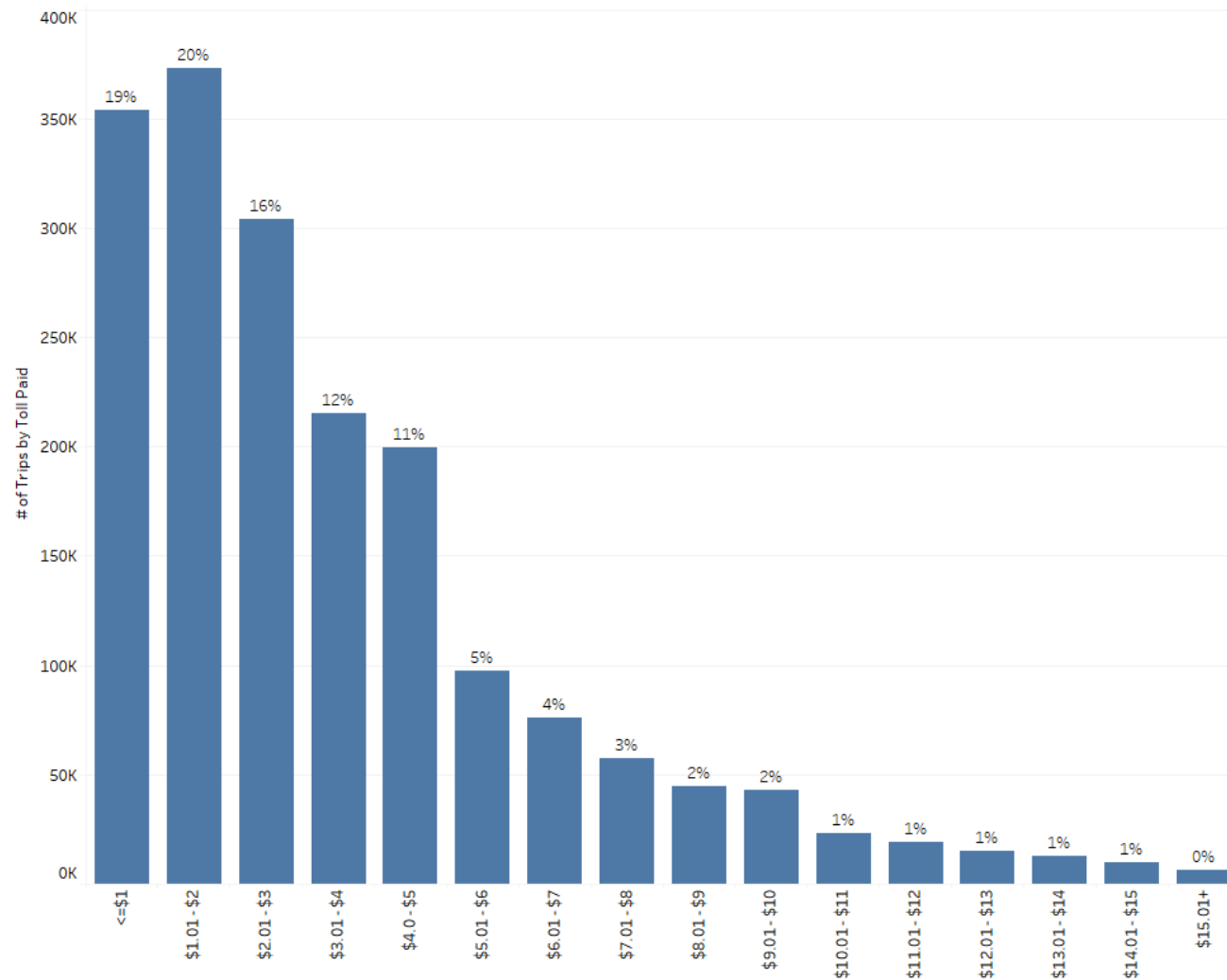
Southbound, tolls peak in both morning and afternoon. In Q2 2021, those peaks were \$1.20 to \$1.40 higher than the prior two quarters.

Q2 2021 AVERAGE TOLL PAID WAS \$4.40, 60% HIGHER THAN IN Q1 2021.



# Toll Distribution

Drivers made 2.0 million paid express lane trips, up 29% from Q1 2021. 39% of users paid \$2 or less to use the express lanes, down from 52% in Q1 2021, and 5% of users paid more than \$10 to use the lanes, compared to 1% in Q1 2021.



# How Drivers Use the Lanes

In Q2 2021, about 630,000 unique vehicles made about 3.3 million express lane trips.

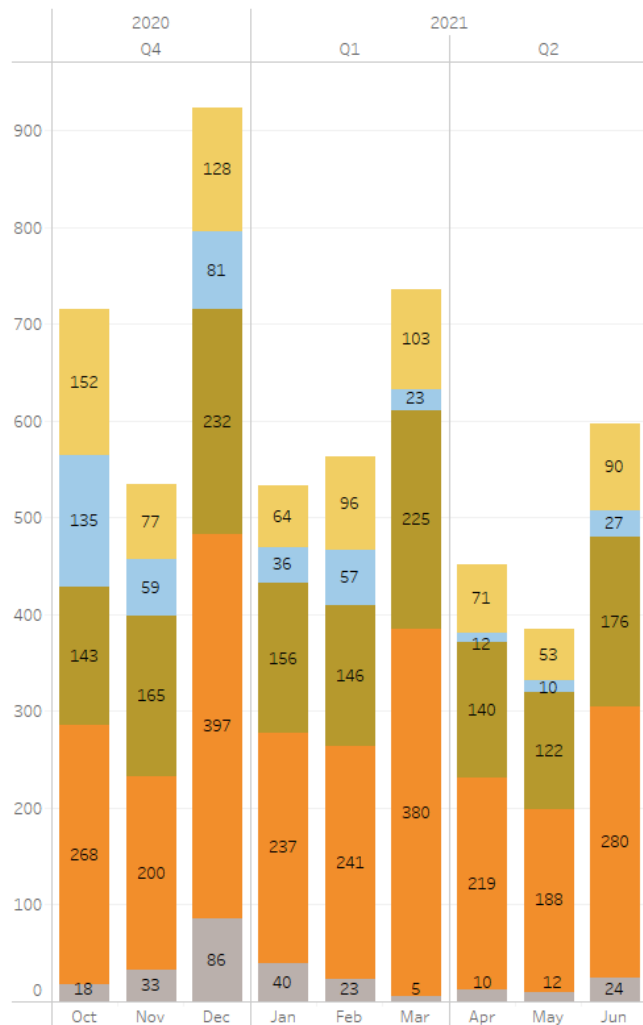
About 310,000 of these vehicles (49%) carried toll tags and made over 2 million express lane trips (65% of trips). These drivers averaged 6.9 express lane trips in the quarter, or 2.3 trips per month.

320,000 of the unique vehicles (51%) did not carry toll tags and made over 1 million express lane trips (35% of trips). These drivers averaged 3.6 express lane trips in the quarter, or 1.2 trips per month.

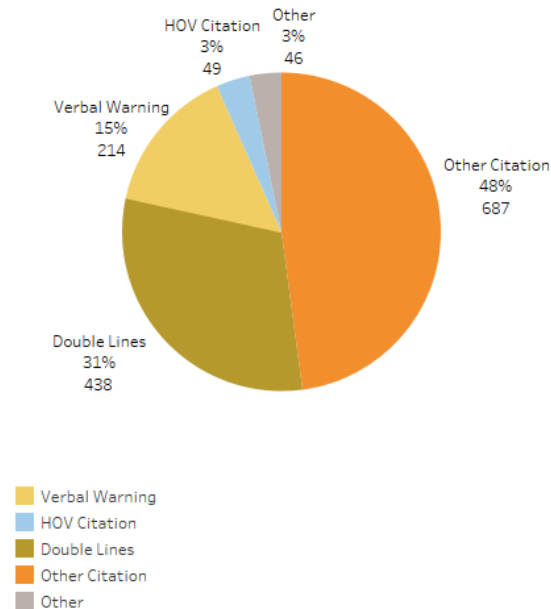
Of the over 1 million license plate trips made, about 43% were not matched to FasTrak accounts, resulting in the 16% violation rate shown earlier.

	Vehicles	EL Trips	Trips Per Vehicle Per Month
With Toll Tags	310,000 (49%)	2.2 million (65%)	2.3
Without Toll Tags	320,000 (51%)	1.2 million (35%)	1.2
Total	630,000	3.3 million	

# CHP Enforcement



Q2 2021



CHP made 1,434 enforcement contacts in Q2 2021, 31% resulting in citations for crossing double white lines and 48% for other infractions like driving without a license plate. 3% of enforcement contacts were for HOV occupancy violations. Officers prioritized illegal lane crossing citations over HOV citations for safety reasons.

CHP filled 42% of BAIFA's requested hours. Total enforcement hours in Q2 2021 were nearly the same as in the prior quarter.

The average cost per enforcement contact was \$92.

For more information, visit [expresslanes.511.org](https://expresslanes.511.org) or [mtc.ca.gov/operations/traveler-services/bay-area-express-lanes](https://mtc.ca.gov/operations/traveler-services/bay-area-express-lanes)





# Metropolitan Transportation Commission

375 Beale Street, Suite 800  
San Francisco, CA 94105

## Legislation Details (With Text)

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**File #:** 21-1499      **Version:** 1      **Name:**

**Type:** Resolution      **Status:** Authority Approval

**File created:** 10/28/2021      **In control:** Bay Area Infrastructure Financing Authority

**On agenda:** 11/17/2021      **Final action:**

**Title:** BAIFA Resolution No. 25 - AB 361 Remote Meetings

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [2c - 21-1499 - BAIFA Reso-25 AB 361.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**  
BAIFA Resolution No. 25 - AB 361 Remote Meetings

**Recommended Action:**  
Authority Approval

**Bay Area Infrastructure Financing Authority**  
**BAIFA**

November 17, 2021

Agenda Item 2c - 21-1499

**BAIFA Resolution No. 25 Providing for Remote Meetings Pursuant to AB 361**

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**Subject:**

Approval of BAIFA Resolution No. 25 Regarding Remote Meetings Pursuant to AB 361

**Background:**

The recently-enacted bill, AB 361, provides for continuing availability of remote meetings during the pandemic-related state of emergency in California. In order to invoke this option, governing boards of Brown Act bodies, or their authorized designated committees must make certain findings in support of remote meetings within 30 days of the first meeting occurring after October 1, 2021, and every 30 days thereafter. Attached for your review and approval is a resolution invoking AB 361 and providing for remote meetings prospectively for 30 days following the Bay Area Infrastructure Financing Authority's action.

**Issues:**

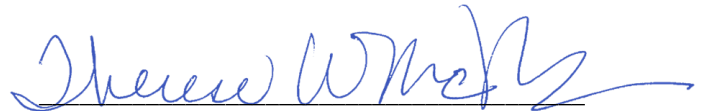
Findings in support of Resolution No. 25 are found in the attached. Given the continuing state of public health emergency and the improved public access afforded by holding public meetings of regional bodies in a virtual setting, the resolution under AB 361 is supportable.

**Recommended Action:**

The Bay Area Infrastructure Financing Authority is requested to adopt Resolution No. 25, authorizing its committees and related entities, to meet remotely pursuant to the provisions of AB 361.

**Attachments:**

- Attachment A: BAIFA Resolution No. 25



Therese W. McMillan

Date: November 17, 2021  
Referred By: BAIFA  
Revised: 11/17/21

ABSTRACT

Resolution No. 025

This resolution makes findings pursuant to AB 361 to continue virtual public meetings for the Bay Area Infrastructure Financing Authority (BAIFA), its related entities and committees during the COVID-19 State of Emergency.

Further discussion of this subject is contained in the BAIFA Summary Sheet dated November 17, 2021.



Date: November 17, 2021  
Referred By: BAIFA

RE: Findings Pursuant to AB 361 to Continue Virtual Public Meetings for the Bay Area Infrastructure Financing Authority (BAIFA), With its Related Entities and Committees, During the COVID-19 State of Emergency

BAY AREA INFRASTRUCTURE FINANCING AUTHORITY  
RESOLUTION NO. 025

WHEREAS, on March 4, 2020, the Governor of the State of California declared a state of emergency, as defined under the California Emergency Services Act, due to the COVID-19 pandemic; and

WHEREAS, the State of Emergency remains in effect; and

WHEREAS, beginning in March 2020, the Governor's Executive Order N-29-20 suspended Brown Act requirements related to teleconferencing during the COVID-19 pandemic provided that notice, accessibility, and other requirements were met, and the public was allowed to observe and address the legislative body at the meeting; and

WHEREAS, Executive Order N-08-21 extended the previous order until September 30, 2021; and

WHEREAS, the Bay Area Infrastructure Financing Authority (BAIFA) and its related entities and committees have conducted their meetings virtually, as authorized by the Executive Order, since March 17, 2020; and

WHEREAS, on September 16, 2021, the Governor signed into law AB 361, an urgency measure effective upon adoption, that provides flexibility to government bodies, allowing them to meet virtually without conforming to the Brown Act teleconferencing rules if: (i) the legislative body holds a meeting during a proclaimed state of emergency, and state or local officials have imposed or recommended measures to promote social distancing; (ii) the legislative body holds a meeting during a proclaimed state of emergency for the purpose of determining, by majority vote, whether, as a result of the emergency, meeting in person would present imminent risks to the health or safety of attendees; or (iii) the legislative body holds a meeting during a proclaimed state of emergency and has determined, by majority vote, that, as a

result of the emergency, meeting in person would present imminent risks to the health or safety of attendees; and

WHEREAS, although applicable social distancing requirements are currently no longer in effect, the San Francisco Public Health Department continues to recommend measures to promote social distancing in combination with other safety precautions when activities occur in shared indoor spaces to mitigate the risk of COVID-19 transmission; and

WHEREAS, in the last few months, the Delta variant has surged in the United States and become the predominant COVID-19 variant, the Delta variant is believed by medical experts to be twice as contagious as previous variants, and data has shown the variant has increased transmissibility even among some vaccinated people; and

WHEREAS, due to uncertainty and concerns about the Delta variant and current conditions, many workplaces that had announced a return to regular in-person operations have pushed back the full return date until later in the year or next year; and

WHEREAS, virtual meetings have not diminished the public's ability to observe and participate and have expanded opportunities to do so for some communities; and

WHEREAS, given the heightened risks of the predominant variant of COVID-19 in the community, holding meetings with all members of the legislative body, staff, and the public in attendance in person in a shared indoor meeting space would pose an unnecessary and immediate risk to the attendees;

NOW, THEREFORE, BE IT RESOLVED, that the Bay Area Infrastructure Financing Authority hereby determines that, as a result of the emergency, meeting in person presents imminent risks to the health or safety of attendees; and be it further

RESOLVED, that in accordance with AB 361, based on the findings and determinations herein, meetings of BATA, its related entities and its committees will be held virtually, with Brown Act teleconferencing rules suspended; and be it further

RESOLVED, that this resolution shall be effective upon adoption and remain in effect for 30 days in accordance with AB 361.

BAY AREA INFRASTRUCTURE FINANCING  
AUTHORITY

---

Alfredo Pedroza, Chair

The above resolution was entered into by the  
Bay Area Infrastructure Financing Authority  
at a duly called and noticed meeting held in  
San Francisco, California and at other  
remote locations, on November 17, 2021

## Legislation Details (With Text)

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**File #:** 21-1575      **Version:** 1      **Name:**

**Type:** Report      **Status:** Authority Approval

**File created:** 11/11/2021      **In control:** Bay Area Infrastructure Financing Authority

**On agenda:** 11/17/2021      **Final action:**

**Title:** Authorize General Counsel or Designee to Prepare Summaries of Proposed BAIFA Toll Facility Ordinance Amendments for Publication

**Sponsors:**

**Indexes:**

**Code sections:**

**Attachments:** [2d- 21-1372 - Designee For Summaries of BAIFA Toll Facility Ordinance Amendments.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**  
Authorize General Counsel or Designee to Prepare Summaries of Proposed BAIFA Toll Facility Ordinance Amendments for Publication

**Presenter:**  
Kathleen Kane

**Recommended Action:**  
Authority Approval

**Bay Area Infrastructure Financing Authority  
(BAIFA)**

**November 17, 2021**

**Agenda Item 2d - 21-1575**

**Authorize General Counsel or Designee to Prepare Summaries of Proposed BAIFA Toll Facility Ordinance Amendments for Publication**

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**Subject:**

A request that the Authority authorize the General Counsel or designee to prepare summaries of proposed amendments to BAIFA's Toll Facility Ordinance for publication.

**Background:**

In July 2016, BAIFA adopted a toll ordinance, as required by statute, so that it could enforce toll violations on the I-680 Express Lanes in Contra Costa County. BAIFA's toll ordinance specifies its tolling rules and violation enforcement practices. Since then, BAIFA has amended its toll ordinance twice to add new express lanes and change select tolling rules. Now, staff is proposing to amend the toll ordinance to enable pilot projects, reduce violation penalties and define emergency powers. See staff memo for item 4b.

**Preparation of Summaries for Publication**

The process BAIFA followed to adopt its toll ordinance in 2016 and the subsequent two amendments was modeled to comply, by analogy, with the statutes governing county ordinances. One such statute, Government Code section 25124, requires that a proposed ordinance or amendment be published in the newspaper within 15 days after adoption. In lieu of publishing the entire proposed ordinance or amendment in the newspaper, subsection (b) of section 25124 authorizes that a summary be published, subject to the full text being posted on the internet website, among other requirements. One such requirement is that the board designate the official responsible for preparing the summary. Staff recommends that BAIFA authorize the General Counsel or designee to prepare the summary for this proposed amendment and any future proposed amendments.

**Issues:**

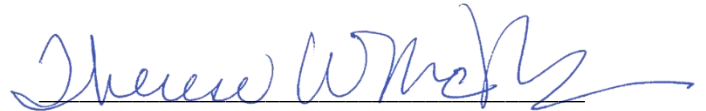
None identified.

**Recommendations:**

Staff requests the Authority authorize the General Counsel or designee to prepare summaries of the proposed amendment to the BAIFA Toll Facility Ordinance and any future proposed amendments for publication.

**Attachments:**

None.

A handwritten signature in blue ink, appearing to read "Therese W. McMillan", with a long horizontal flourish extending to the right.

Therese W. McMillan

## Legislation Details (With Text)

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<b>File #:</b>	21-1371	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Contract	<b>Status:</b>		Authority Approval	
<b>File created:</b>	10/6/2021	<b>In control:</b>		Bay Area Infrastructure Financing Authority	
<b>On agenda:</b>	11/17/2021	<b>Final action:</b>			
<b>Title:</b>	Express Lanes Executive Steering Committee Memorandum of Understanding				

A Memorandum of Understanding between Bay Area Express Lanes Operators, County Transportation Authorities, BATA, Caltrans, and the California Highway Patrol formalizing the function of an Executive Steering Committee for the purpose of developing consistent policies for recommendation to policy boards and other coordination efforts.

**Sponsors:****Indexes:****Code sections:**

**Attachments:** [3a - 21-1371 - Express Lanes Executive Steering Committee MOU.pdf](#)  
[3a - 21-1371 - Attachment A - Presentation.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Express Lanes Executive Steering Committee Memorandum of Understanding

A Memorandum of Understanding between Bay Area Express Lanes Operators, County Transportation Authorities, BATA, Caltrans, and the California Highway Patrol formalizing the function of an Executive Steering Committee for the purpose of developing consistent policies for recommendation to policy boards and other coordination efforts.

**Presenter:**

Stephen Wolf

**Recommended Action:**

Authority Approval



**Bay Area Infrastructure Financing Authority**  
**BAIFA**

November 17, 2021

Agenda Item 3a - 21-1371

**Express Lanes Executive Steering Committee Memorandum of Understanding**

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**Subject:**

A Memorandum of Understanding between Bay Area Express Lanes Operators, County Transportation Authorities (CTAs), BATA, Caltrans, and the California Highway Patrol (CHP) formalizing the function of an Executive Steering Committee for the purpose of developing consistent policies for recommendation to policy boards and other coordination efforts.

**Background:**

The Executive Steering Committee (ESC) has existed informally for more than a decade as a collaboration between executive staff of partner agencies with interest in the on-going development and operation of express lanes in the Bay Area. Working with Bay Area Express Lanes Operators, CTAs with an interest in express lanes, BATA, Caltrans, and CHP (collectively, “Partner Agencies”), staff developed the Bay Area Express Lanes Strategic Plan (“Strategic Plan”), which MTC adopted in April 2021. The Strategic Plan includes:

1. The outline of an express lanes network to be built over 30 years that reflects key policies and goals of Plan Bay Area 2050. This network is included in Plan Bay Area 2050; and
2. A detailed narrative that sets forth agreed upon goals, policies, and strategies to guide implementation of the network.

Among the Strategic Plan’s recommendations is to formalize the function of the ESC through an MOU executed by Partner Agencies.

The primary purpose of the MOU is to document and formalize the process by which the Partner Agencies jointly consult on operations policies that may significantly impact the customer experience and ease of using express lanes with a goal of achieving consistency where it most benefits customers while recognizing the financial and policy considerations of individual operators.

The ESC will make recommendations on various operating policies and the importance of their consistency regionwide. These recommendations are intended to demonstrate the deliberative

process taken to reach them. The ESC will strive for unanimous consent on matters of consistency in operations and will otherwise endeavor to achieve recommendations by consensus to the extent possible. Recommendations will be recorded in ESC meeting minutes documenting the position of each Member Agency and include a summary supporting statement for the recommended operating policy. At the request of any Member Agency, a summary dissenting statement may be included. The MOU recognizes the limited authority of the ESC does not require action on recommendations as some ultimately require approval by member agencies' boards.

The MOU also provides for other types of coordination efforts for which the ESC may be an appropriate venue such as examining new tolling technologies or interfacing with other organizations.

**Next Steps:**

Partner Agencies will take the MOU to their respective boards for approval.

**Issues:**

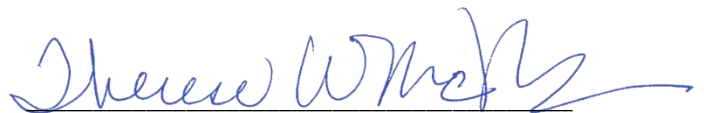
None identified.

**Recommendations:**

Staff recommends the Authority authorize the Executive Director to negotiate and enter into an Express Lanes Executive Steering Committee Memorandum of Understanding with the Partner Agencies.

**Attachments:**

- Attachment A: PowerPoint



Therese W. McMillan

## **Request for Authority Approval**

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### **Summary of Proposed Memorandum of Understanding**

Work Item No.: 6861/6864

Signatories: Alameda County Transportation Commission; San Mateo County Express Lanes Joint Powers Authority; Santa Clara Valley Transportation Authority; Sunol Smart Carpool Lane Joint Powers Authority; Contra Costa Transportation Authority; San Francisco County Transportation Authority; Solano Transportation Authority; Bay Area Toll Authority; California Department of Transportation; California Highway Patrol (collectively, “Partner Agencies”)

Work Project Title: Express Lanes Executive Steering Committee (ESC) Memorandum of Understanding (MOU)

Purpose of Project: To formalize the function of the ESC through an MOU executed by Partner Agencies

Brief Scope of Work: To document and formalize the process by which the Partner Agencies jointly consult on operations policies

Project Cost Not to Exceed: \$0

Funding Source: N/A

Fiscal Impact: N/A

Motion by Committee: That the Executive Director or designee is authorized to negotiate and enter into a memorandum of understanding with the Partner Agencies to formalize the function of the ESC as described above and in the Bay Area Infrastructure Financing Authority Summary Sheet dated November 17, 2021.

Bay Area Infrastructure  
Financing Authority:

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Alfredo Pedroza, Chair

Approved: November 17, 2021

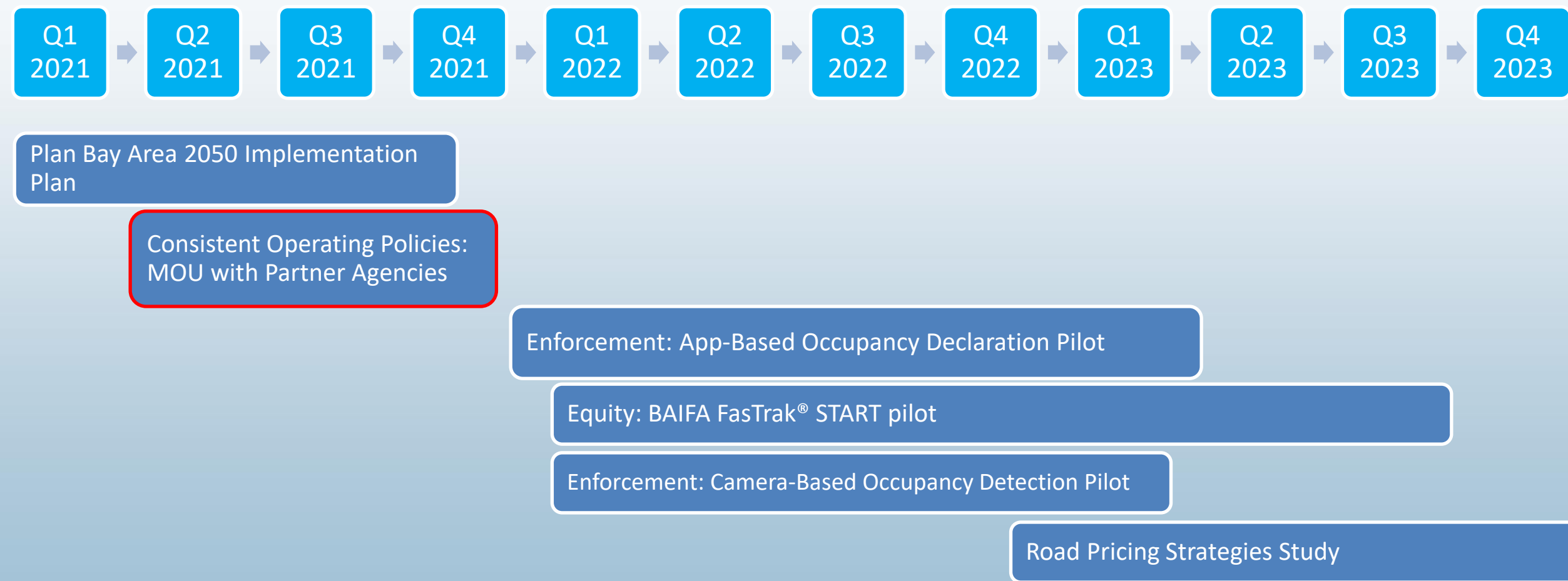
**Committee Name**  
**Meeting Date**  
**Page 2 of 2**

**Agenda Item ##**

# **3a. Bay Area Express Lanes Executive Steering Committee Memorandum of Understanding**

November 17, 2021

# Strategic Plan: Continuing and Near-Term Actions



# Reason

Why should ESC be formalized?

1. Addresses increasing complexity resulting from a more connected network with multiple operators
2. Establishes expectations and process for reaching consistency
3. Informs policy-makers of vetting process
4. Provides a forum to engage on other goals of the Strategic Plan

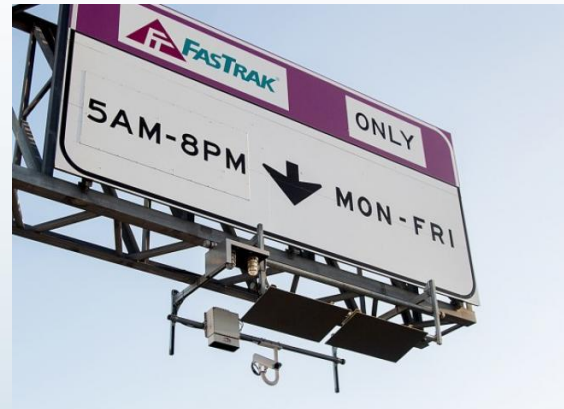

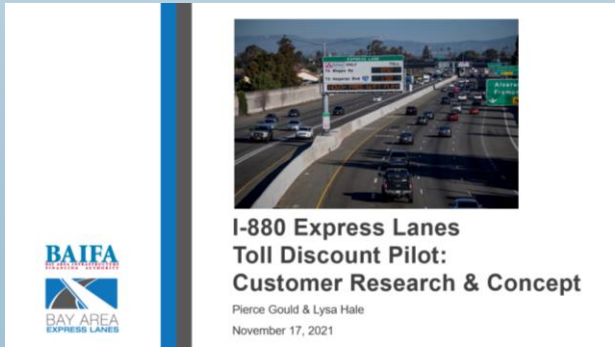




# Member Agencies

Member Type	Member Agency
Operators	<ul style="list-style-type: none"><li>• Alameda County Transportation Commission</li><li>• Bay Area Infrastructure Financing Authority</li><li>• San Mateo County Express Lanes Joint Powers Authority</li><li>• Santa Clara Valley Transportation Authority</li><li>• Sunol Smart Carpool Lane Joint Powers Authority</li></ul>
Non-Operator County Transportation Agencies (CTAs)	<ul style="list-style-type: none"><li>• Contra Costa Transportation Authority</li><li>• San Francisco County Transportation Authority</li><li>• Solano Transportation Authority</li></ul>
Other Agencies	<ul style="list-style-type: none"><li>• Bay Area Toll Authority</li><li>• California Department of Transportation, Ex Officio Member</li><li>• California Highway Patrol</li></ul>

# Examples of Consistent Policies

Consistency	Policy	Illustrative Representation
Currently Consistent	<ul style="list-style-type: none"> <li>Standard operating hours</li> <li>Demand-based tolling to maintain reliable travel times</li> <li>Toll discounts</li> <li>Use of FasTrak® and FasTrak Flex®</li> <li>Customer account management</li> <li>CHP enforcement</li> </ul>	
Corridor-/Operator-Driven	<ul style="list-style-type: none"> <li>HOV occupancy requirements</li> <li>Toll ordinance format</li> <li>Pricing policies               <ul style="list-style-type: none"> <li>Maximum/minimum tolls</li> </ul> </li> </ul>	
Unexamined	<ul style="list-style-type: none"> <li>Equity programs</li> <li>Weekend tolling</li> <li>Automated enforcement</li> </ul>	

## Legislation Details (With Text)

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<b>File #:</b>	21-1014	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	7/21/2021	<b>In control:</b>		Bay Area Infrastructure Financing Authority	
<b>On agenda:</b>	11/17/2022	<b>Final action:</b>			
<b>Title:</b>	I-880 Express Lanes Toll Discount Program Pilot Update				

Overview of customer research feedback and pilot concept for a means-based toll discount pilot on BAIFA's I-880 Express Lanes, including the recommended discount amount.

**Sponsors:****Indexes:****Code sections:**

**Attachments:** [4a - 21-1014 - I-880 Express Lanes Toll Discount Program Pilot Update.pdf](#)  
[4a - 21-1014 - Attachment A - Presentation.pdf](#)

Date	Ver.	Action By	Action	Result
10/13/2021	1	Bay Area Infrastructure Financing Authority		

**Subject:**

I-880 Express Lanes Toll Discount Program Pilot Update

Overview of customer research feedback and pilot concept for a means-based toll discount pilot on BAIFA's I-880 Express Lanes, including the recommended discount amount.

**Presenter:**

Pierce Gould and Lysa Hale

**Recommended Action:**

Information

**Bay Area Infrastructure Financing Authority  
(BAIFA)**

**November 17, 2021**

**Agenda Item 4a - 21-1014**

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**I-880 Express Lanes Toll Discount Program Pilot Update**

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**Subject:**

Overview of customer research feedback and pilot concept for a means-based toll discount pilot on BAIFA's I-880 Express Lanes, including the recommended discount amount.

**Background:**

Nationally, the Toll Discount Program pilot would be a first-of-its-kind effort to address affordability of express lane tolls for residents earning a low-income. For most Bay Area households, transportation is the third-biggest monthly expense – trailing only the cost of housing and food. The pilot responds to policymaker, advocate, and public comments received about express lanes: during the project performance evaluation phase of Plan Bay Area 2050; at Commission and Policy Advisory Council Equity & Access Subcommittee meetings; and at public hearings to amend BAIFA's toll ordinance for I-880 and the I-680 Express Lanes extension. The pilot would leverage the systems, services, policies and lessons from Clipper<sup>®</sup> START<sup>SM</sup>, the means-based transit fare discount program.

MTC staff last updated BAIFA in March 2021. Since then, the pilot team has:

- Conducted stakeholder outreach with MTC's Policy Advisory Council Equity & Access Subcommittee and the pilot Advisory Group, composed of partner agencies and advocacy organizations;
- Conducted customer research;
- Refined the concept for how the pilot should work;
- Developed a draft pilot evaluation plan;
- Coordinated closely with BATA staff vis-a-vis the BATA Equity Action Plan, and
- Begun negotiating change orders and executing contract amendments for key systems and operations work.

This update presents for BAIFA's feedback the results of customer research feedback and resulting pilot concept.

### **Customer Research Feedback**

Consistent with the ‘Listen and Learn’ and ‘Define and Measure’ pillars of MTC’s Equity Platform, community engagement for the pilot is being undertaken in three broad contexts, with particular focus on low-income communities, including low-income communities of color:

1. Community engagement on how the pilot should work;
2. Community engagement on how to reach and inform potential customers about the pilot; and
3. Community engagement on how customers experience the pilot during operations.

At the November BAIFA meeting, staff will present feedback from customer research with FasTrak® and non-FasTrak® users on pilot design (#1) and outreach (#2) above. In July and August 2021, staff conducted three Zoom-based focus groups in English, Spanish and Cantonese each (nine total) and one multilingual telephone town hall, which is a way for people without access to computers or the internet to participate.

Key feedback is that focus group participants:

- Have questions about how express lanes work;
- Have concerns about express lanes with regards to equity;
- Think eligibility should be similar to other low-income programs such as CalFresh (which is how Clipper® START<sup>SM</sup> works, too);
- Feel proposed income thresholds are too low and that too few people will qualify;
- Think a 50% discount makes the most sense as it is easy to quickly calculate;
- Support an annual or biannual eligibility renewal process;
- Want to see the discount toll relative to the full toll on their FasTrak® statements;
- Believe it will be difficult for people who can only pay cash to participate;
- Think a cumbersome application process or lack of access to technology could be barriers; and
- Provided a wide range of suggestions about how to educate about and promote the program, including direct mail, newspapers, social media and places like schools and Latino markets.

Customer research feedback has helped define key aspects of the pilot concept and would be factored into outreach plans. During pilot operations, more focus groups and surveys would be conducted to gather feedback from pilot participants about their experiences with the pilot, which would support its evaluation and lessons learned. A comprehensive evaluation plan that would help gauge pilot outcomes will be reviewed with BAIFA in winter 2021/22. The evaluation would assess customer experience and outcomes, lane performance, and administrative and financial viability.

### **Pilot Concept**

A draft concept for how the pilot could work was developed by staff and reviewed with the pilot stakeholders as well as with potential pilot customers as described above. Key features, which are consistent with the Clipper® START<sup>SM</sup> transit fare discount program where applicable, are:

- The pilot would only apply to BAIFA's I-880 Express Lanes.
- Income-qualified customers (household income equal to 200% of the federal poverty level or less) with a FasTrak® account and a Bay Area mailing address would be eligible to receive a discount on tolls.
- Customers would apply via the pilot website or on paper and must be verified as meeting eligibility requirements. A wide variety of documentation to prove identity and household income would be accepted. If a customer already has a FasTrak® account, the discount plan would be automatically applied. If not, they would need to open a FasTrak® account first. Toll discounts would only be provided after the discount plan is applied to the FasTrak® account.
- The toll discount would be 50% off standard toll rates for 1-person vehicles, 2-person carpools and clean air vehicles (CAVs). As a result, a pilot participant would receive 50% off a 1-person trip toll and 75% off a 2-person or CAV trip toll. Three-or-more-person carpools always travel toll-free.
- The toll discount would apply to all toll tags and license plates linked to a FasTrak® account with the discount plan, and there would be no limits on the number of toll tags or license plates per account.

- The monthly FasTrak<sup>®</sup> statement would show the standard toll and a credit for the discount for each tolled trip in the I-880 Express Lanes.

Importantly, the BATA Equity Action Plan, which was presented to the BATA Oversight Committee in October, includes significant measures that complement the BAIFA pilot by making FasTrak<sup>®</sup> more accessible to low-income customers. It will be important to align the timing of these efforts. In particular, some measures such as a reduction in violation penalties for BAIFA's express lanes would require action by BAIFA. Other measures, such as reduced tag deposits and opening account balances are FasTrak<sup>®</sup> policies that flow directly to all Bay Area FasTrak<sup>®</sup> customers.

In December, staff plans to launch public outreach including a public hearing prior to BAIFA's consideration of an amendment to its toll ordinance. (See Agenda Item 4b.) The toll ordinance amendment, anticipated in the first quarter of 2022, would give BAIFA formal authority to launch a pilot as well as make any reductions to violation penalties.

Based on the above, the current schedule would see the pilot launched in mid-2022, but staff continues to monitor risks that could affect this date.

**Issues:**

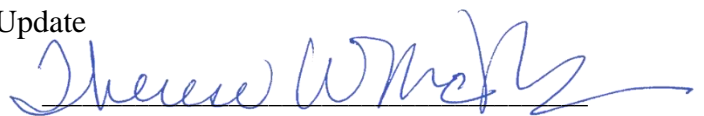
None identified.

**Recommendations:**

This item is provided for information only.

**Attachments:**

- Attachment A: I-880 Toll Discount Pilot Update



Therese W. McMillan





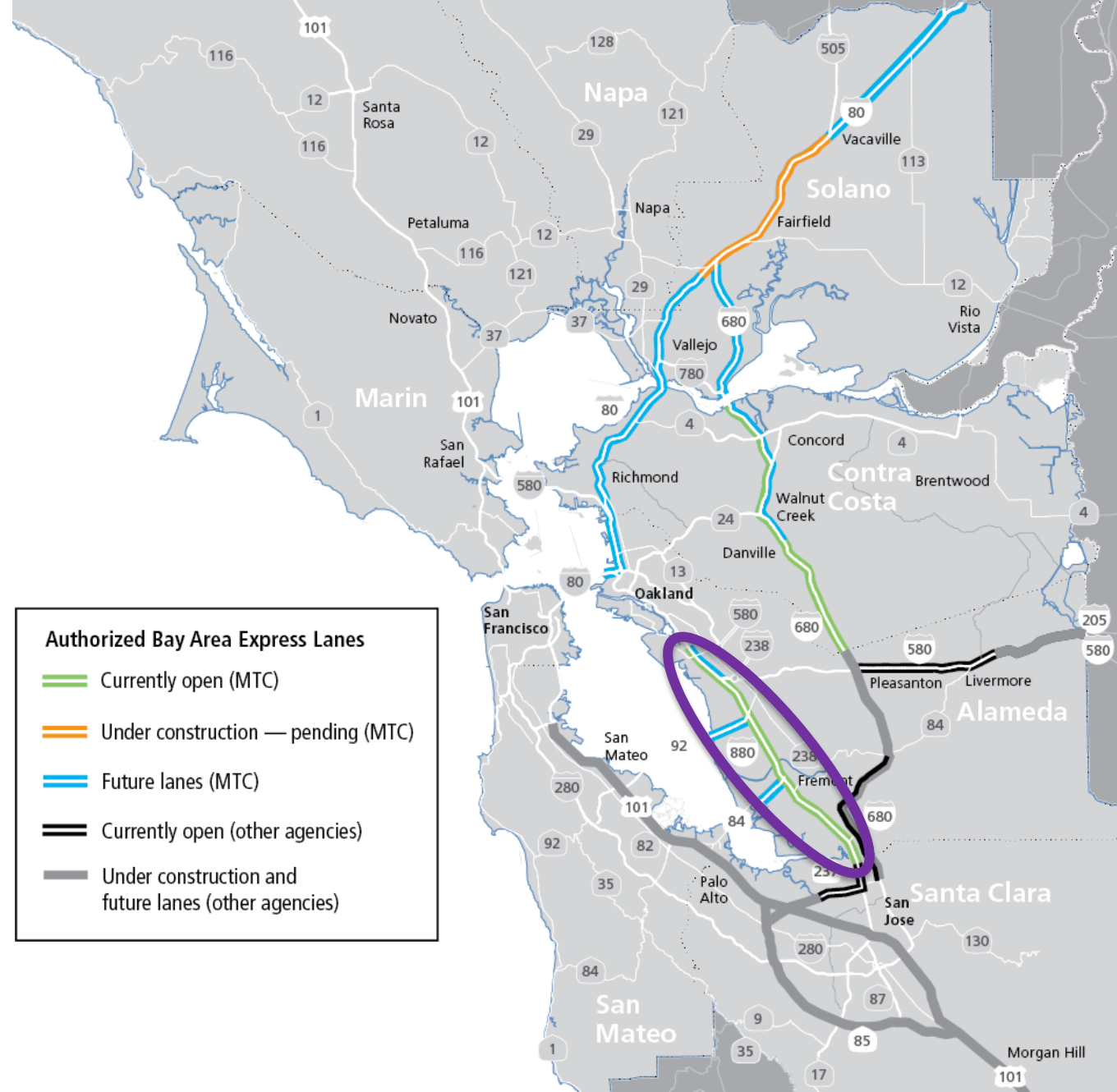
# I-880 Express Lanes Toll Discount Pilot: Customer Research & Concept

Pierce Gould & Lysa Hale

November 17, 2021

# Overview

- Transportation is third-largest budget item for low-income households
- Issue: express lanes costs for low-income drivers serve as a barrier where transit may not be a viable option
- Expand mobility and access to opportunity with a means-based toll discount
- Leverage tools, rules and lessons of Clipper<sup>®</sup> START<sup>SM</sup> pilot
- Advance and apply an equity approach



# Synergies with Clipper START pilot

## Clipper START

### Pilot Locations

- 21 transit agencies

### Eligibility

- Adults earning 200% or less of federal poverty level (~\$52,000 for family of four)

### Implementation

- Offered through Clipper<sup>®</sup>
- Duration: 18 months
- Centrally administered: Customer services systems and eligibility contractor
- Outreach: Social service agencies, community-based organizations & advertising

## BAIFA Pilot

### Pilot Location(s)

- BAIFA I-880 express lanes

### Eligibility

- Adults earning 200% or less of federal poverty level (~\$52,000 for family of four)

### Implementation

- Offered through FasTrak<sup>®</sup>
- Duration: est. 18 months
- Centrally administered: Customer service systems and eligibility contractor
- Outreach: Social service agencies, community-based organizations & advertising

# Methodology

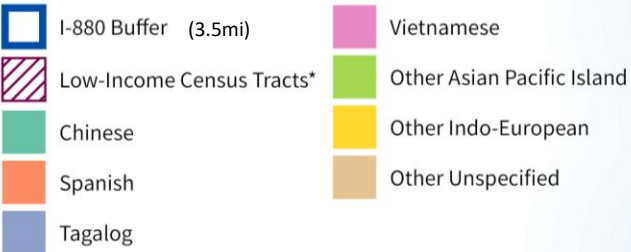
- 3 focus groups with FasTrak<sup>®</sup> users – English, Spanish and Cantonese
- 3 focus groups with non-FasTrak<sup>®</sup> users – English, Spanish and Cantonese
- 3 focus groups with a mix of FasTrak<sup>®</sup> and non-FasTrak<sup>®</sup> users – English, Spanish and Cantonese
- Telephone town hall in English with simultaneous translation in Spanish and Cantonese





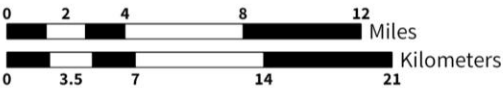
# Multilingual Engagement & Outreach

## I-880 Express Lanes Toll Discount Pilot Limited English Proficiency Population and Language Spoken at Home

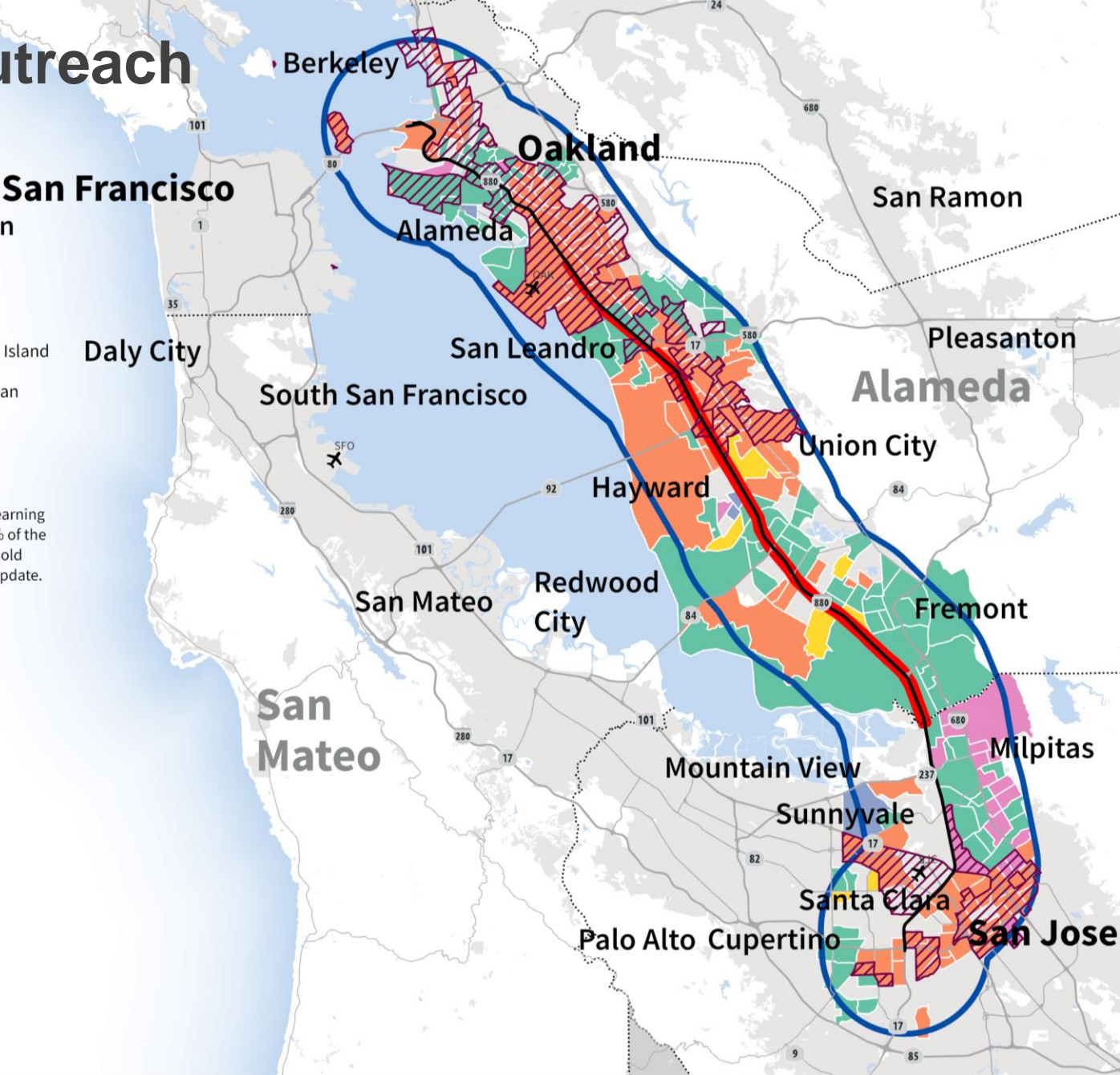


\*A Low-Income Tract is any tract where the share of the population earning less than 200% of the Federal Poverty Level (FPL) is greater than 28% of the total population for whom poverty status is determined. This threshold was set as part of MTC's 2020 Communities of Concern Framework update.

### REGIONAL TRANSPORTATION



Source: TomTom North America (2019);  
American Community Survey 5-Year Estimates (2014-2018)  
Map Author: JC, March 2021



# Focus Group Recruitment & Composition

- Low Income
- Household size
- Live in 880 corridor
- Drives 880

- Race
- Gender Identity
- Age
- Multilingual
- Banked and unbanked
- Employed and not employed
- FasTrak<sup>®</sup> and No FasTrak<sup>®</sup>

*Note: Staff will conduct one additional focus group with Black/African American participants.*

Focus Group	Asian & Pacific Islander	Black or African American	Hispanic or Latino	White Non-Hispanic	Other*	Male	Female	Total
1A	10	1	9	4	1	8	17	25
1B	10	4	8	4		12	14	26
2	11	3	11	1	2	8	20	28
Total	31	8	28	9	3	28	51	79

*\*American Indian or Alaska Native (1); Middle Eastern (1); Multi-Racial (1)*

# Feedback – Express Lanes

- General confusion about using the lanes
- Most likely to use for commute trips
- Some consider to be expensive/unnecessary
- Toll discount would make some more likely to use lanes
- Concerns about equity of tolling



# Feedback – Discount Eligibility

- Automatic eligibility based on other programs
  - Consistent with Clipper<sup>®</sup> START<sup>SM</sup> eligibility
- Proposed income levels are too low
  - Not sure program will be that helpful

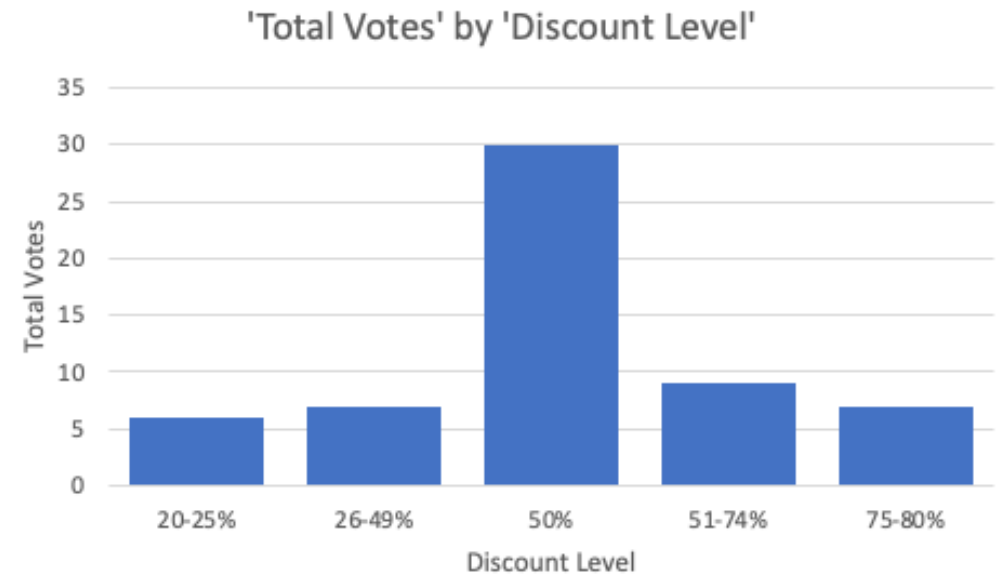




# Feedback – Discount Program Features

- 50% discount makes the most sense
- Annual or biannual renewal
- No consensus on toll tag limits
- Ability to see both discount and full toll on FasTrak<sup>®</sup> statement

## Focus Group Results (59 Responses)



# Feedback – Barriers to Participation

- Affordability
- Cumbersome application process
- Internet/technology access
- Providing financial information



# Feedback – Outreach Suggestions

- Existing channels
  - e.g., childcare centers, AAA, BART
- Culture-specific strategies
  - e.g., Latino/a/x markets, libraries, clinics, schools, CBOs
- Follow-up with Black/African American community about outreach suggestions
- Billboards
- Direct mail in Spanish and Chinese
- In-language newspapers
- Social media
- Job search websites



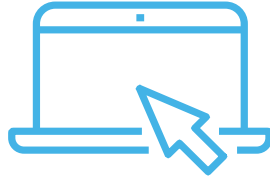
# Eligible drivers would pay less in the I-880 Express Lanes



# Simple enrollment process



# How would customers apply?



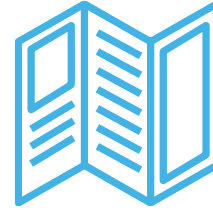
COMPUTER

OR



MOBILE

OR



BROCHURE

## Requirements



PROOF OF  
IDENTITY



PROOF OF  
HOUSEHOLD INCOME  
(below 200% Federal  
poverty level)



BAY AREA MAILING  
ADDRESS



ANSWER SURVEY  
QUESTIONS

*Note: Vehicle ownership not required*

# Acceptable documentation — scan or take a photo

## PROOF OF IDENTITY (need one)

- ▶ Driver's License
- ▶ State ID Card
- ▶ Passport
- ▶ City ID Card
- ▶ Permanent Resident Card
- ▶ US Military Card
- ▶ Matricula Consular Card



## PROOF OF HOUSEHOLD INCOME (need one\*)

- ▶ Electronic Benefits Transfer (EBT) Card
- ▶ Medi-Cal Card
- ▶ SFMTA Lifeline Pass
- ▶ County Benefits Eligibility Letter
- ▶ Tax Form

*\*if already approved for Clipper® START<sup>SM</sup>, no need to resubmit proof of income (and vice versa)*

A sample image of a 1040 U.S. Individual Income Tax Return form for the year 2018. The form is filled with sample data and includes the word "SAMPLE" in large diagonal letters. It shows various sections for income, deductions, and credits.



# What would the toll discount be?

I-880 Express Lanes	SOV	HOV2	CAV	HOV3+
Standard Toll Rates	Full toll	50% off	50% off	No toll
Income Qualified Toll Rates	50% off	75% off*	75% off*	No toll

*\*50% off the standard toll rate of 50% off for HOV2 or Clean Air Vehicle (CAV) equals 75% off the full toll*

- Meaningful discount supported by focus group participants
- Simple public message: 50% off all tolled trips
- Easy to calculate, allowing drivers to focus on road
- Incentivizes carpools and clean air vehicles (CAVs)



# What are important pilot features and why?

Feature	FasTrak® Consistency	Focus Group Feedback
1. Discount would be 50% off <u>all tolled trips</u> (SOV, HOV2, CAV) for Bay Area residents		✓
2. Discount would be account-based (applies to all toll tags/license plates linked to account; discount given if no toll tag read)	✓	✓
3. No limit on number of toll tags/license plates per account	✓	✓
4. FasTrak® statement would show the standard toll and a credit for the discount for each tolled trip		✓
5. Tag deposit, minimum balance, violation process and cash payment options would be the same for all FasTrak® customers	✓	
6. Program staff would monitor unusual account and trip activity periodically via program reports and queries		

# Pilot Schedule Update

Work Area	2020	2021				2022				2023		
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3
Planning & Contracts												
Pilot Design												
Technical Systems												
Toll Ordinance												
Data & Evaluation												
Operations												
Customer Outreach												

Today

- Toll Ordinance: opportunity for public comment on pilot prior to approval
- Future BAIFA presentation topics: Evaluation Plan & Outreach Plan
- Current pilot launch: Q2 2022

## Legislation Details (With Text)

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<b>File #:</b>	21-1372	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	10/6/2021	<b>In control:</b>		Bay Area Infrastructure Financing Authority	
<b>On agenda:</b>	11/17/2021	<b>Final action:</b>			
<b>Title:</b>	Proposed BAIFA Toll Facility Ordinance Amendment				

Overview of proposed changes to BAIFA's existing Toll Facility Ordinance to enable tolling pilots, reduce violation penalties and create emergency powers, as well as the public hearing and outreach process staff will follow prior to BAIFA considering it for adoption.

**Sponsors:****Indexes:****Code sections:**

**Attachments:** [4b - 21-1372 - BAIFA Toll Facility Ordinance Amendment.pdf](#)  
[4b - 21-1372 - Attachment A - Presentation.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Proposed BAIFA Toll Facility Ordinance Amendment

Overview of proposed changes to BAIFA's existing Toll Facility Ordinance to enable tolling pilots, reduce violation penalties and create emergency powers, as well as the public hearing and outreach process staff will follow prior to BAIFA considering it for adoption.

**Presenter:**

Pierce Gould

**Recommended Action:**

Information

**Bay Area Infrastructure Financing Authority  
(BAIFA)**

**November 17, 2021**

**Agenda Item 4b - 21 - 1372**

**Proposed BAIFA Toll Facility Ordinance Amendment**

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**Subject:**

Overview of proposed changes to BAIFA's existing Toll Facility Ordinance to enable tolling pilots, reduce violation penalties and define emergency powers; includes a description of the public hearing and outreach process staff will follow prior to BAIFA considering adoption of the amendment in early 2022.

**Background:**

In July 2016, BAIFA adopted a toll ordinance, as required by statute, so that it could enforce toll violations on the I-680 Express Lanes in Contra Costa County. BAIFA's toll ordinance specifies its tolling rules and violation enforcement practices. Since then, BAIFA has amended its toll ordinance twice to add new express lanes and change select tolling rules. Now, staff is proposing to amend the toll ordinance to enable tolling-related pilots, reduce violation penalties and define emergency powers.

**Enable Tolling Pilots**

Staff proposes to amend the toll ordinance to enable pilots on BAIFA's express lanes to study alternate tolling, discount, and other policies and to test new technologies. BAIFA's first pilot would be the means-based Toll Discount Pilot on the I-880 Express Lanes in Alameda County. Staff proposes this pilot in response to public comment received during previous toll ordinance amendments about equity and affordability of express lanes. BAIFA would provide a 50% discount off standard toll rates to Bay Area residents who apply for the discount, meet income requirements and have a FasTrak® account. (See BAIFA Agenda Item 4a for more information.) The revision would allow BAIFA to study a variety of pilots that may be of interest over time, such as new technology not currently contemplated in the toll ordinance that would automatically provide toll discounts to verified carpools.

**Reduce Violation Penalties**

In October 2021, BATA adopted Resolution No. 52, revised which reduced violation penalties from \$25 to \$5 for the first notice and from \$45 to \$10 for the second notice. (This reduced the

total penalty amount from \$70 to \$15 for the first and second notices combined.) BAIFA's current toll ordinance includes a penalty structure for express lane violators (i.e., users of the express lane who do not have a FasTrak<sup>®</sup> account) that is based on BATA's structure prior to the October 2021 reduction. For consistency with BATA bridges, staff proposes to match BATA's reduced violation penalty structure. BAIFA and the other Bay Area express lane operators agree that express lane violation penalties should be consistent with each other and the bridges and the other express lane operators are likewise taking action to reduce their violation penalties. Each operator has a different process for taking this action because of variations in how the ordinance of each is written. Further, BAIFA and the other express lane operators are still coordinating on the date the reduction would take effect, which staff will present to BAIFA for consideration in a future meeting. Meanwhile, as a placeholder, the amendment would make the reduced penalties effective as of the date the amended ordinance becomes effective. See the timeline below.

### **Define Emergency Powers**

Currently, BAIFA's toll ordinance has no explicit provision to enable BAIFA to take quick action to adjust tolling rules in response to exigent circumstances, such as the action taken to stop tolling between March and May 2020 due to the COVID-19 pandemic. Staff proposes defining the authority the Executive Director may take to respond to emergencies.

### **Public Outreach Process and Public Hearing**

Adoption of the toll ordinance amendment involves a process to inform the public about proposed changes and to listen to their input. Public comment provides important direction to staff on which tolling rules need to be monitored and analyzed, to make sure they perform as planned, or reviewed in the context of the regional network. In addition, staff will use the public outreach process for the toll amendment to gather feedback from the general public on the Toll Discount Pilot Project to complement recent customer research. (See Item 4a.)

Staff recommends the following approach and schedule for soliciting public comment on the amendment, based on statutory requirements and MTC's Public Participation Plan:

- 30-day public comment period to start upon newspaper publication of BAIFA's intent to amend its toll ordinance
- Social media campaign about proposed changes to the toll ordinance and about the Toll Discount Pilot and how to give feedback
- Website information about proposed changes and the pilot and how to give feedback
- Email(s) to local government agencies and community-based organizations to alert them and their constituents
- Public hearing at January 26 BAIFA meeting
- Adoption vote at February 23 BAIFA meeting
- Toll ordinance amendment effective 30 days after adoption

After adoption, staff plans an outreach campaign in partnership with FasTrak® to encourage express lanes customers to sign up for FasTrak® and announce lower violation penalties. Staff plans a separate outreach campaign to encourage income-qualified drivers on I-880 to enroll in the Toll Discount Pilot when it launches and explain how to use express lanes. Staff will return in spring 2022 with more details.

**Issues:**

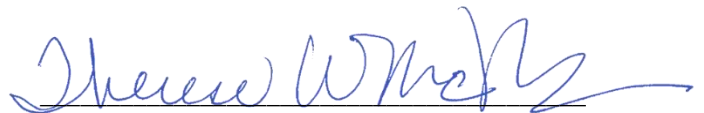
Alternatives for the effective date of the reduction in toll violation penalties are still being developed for BAIFA's consideration and will be presented at a future meeting.

**Recommendations:**

This item is for information only.

**Attachments:**

- Attachment A: Presentation



Therese W. McMillan

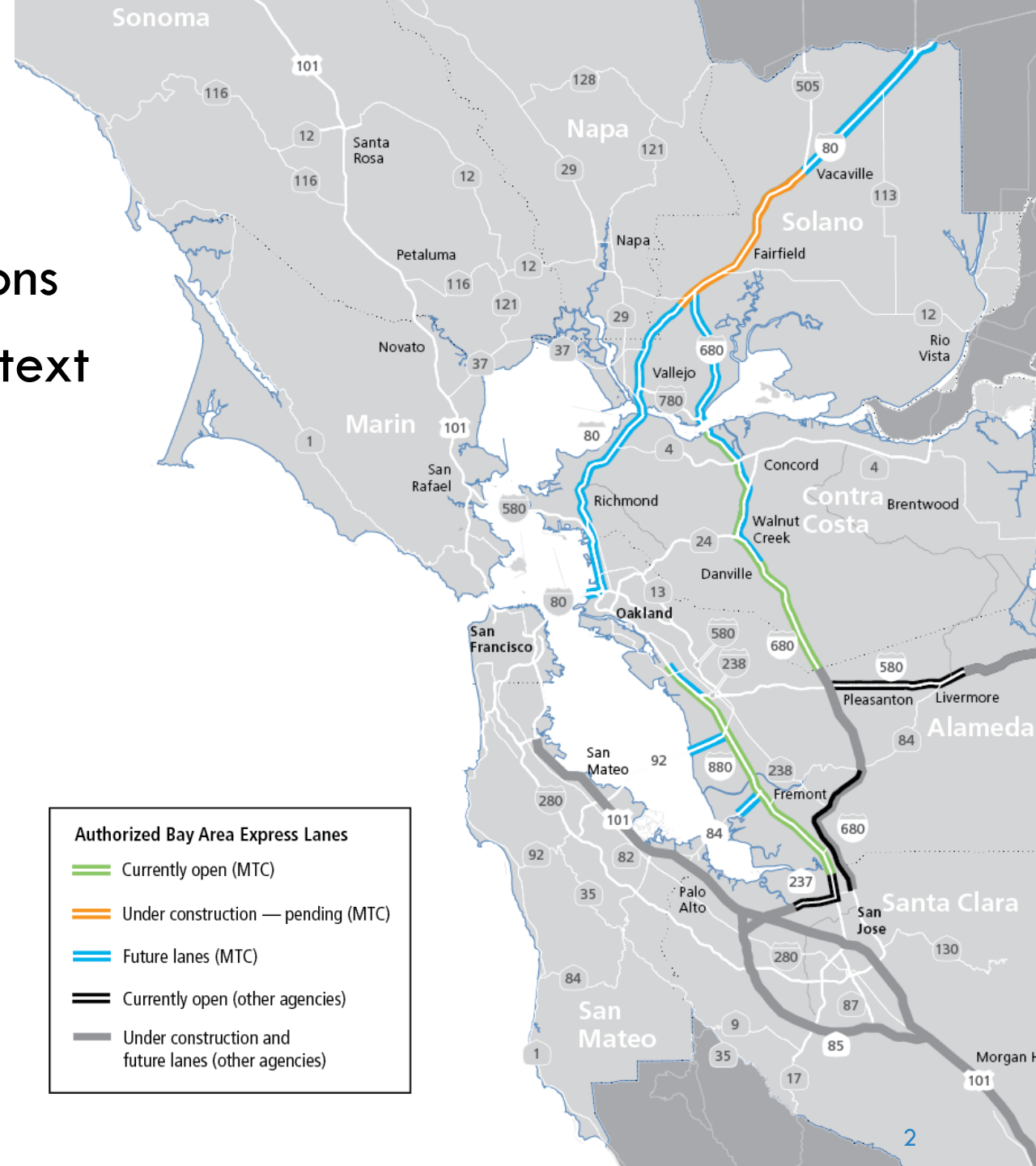
# Express Lanes Toll Ordinance Amendment

Bay Area Infrastructure Financing Authority (BAIFA)  
November 17, 2021



# Toll Ordinance Overview

- Allows BAIFA to enforce toll violations
- Documents BAIFA's toll policy in context of Caltrans HOV policy
- Adopted July 2016 before I-680 opened
- Amended twice in 2020 to expand tolling on I-880 and I-680
- Proposed action is to amend in February 2022





# Proposed Changes

- Enable tolling pilots such as a means-based Toll Discount Pilot on I-880 Express Lanes
- Reduce violation penalties to \$5 for the 1<sup>st</sup> notice and \$10 for the 2<sup>nd</sup> notice (total = \$15 in penalties for 1<sup>st</sup> and 2<sup>nd</sup> notice combined)
  - Staff will return to BAIFA for consideration of an effective date
- Define executive powers under emergency circumstances



# I-880 Express Lanes Toll Discount Pilot

- Significant public comment on equity and affordability of express lanes in 2020
- Feedback on pilot design from potential customers and stakeholders
- Public feedback to date via Equity & Access Subcommittee and BAIFA
- Next step: seek additional public feedback on pilot concept as part of toll ordinance outreach



# Public Outreach Strategies

- Notices in 5 major county newspapers, and in Spanish and Chinese
- MTC press release
- Emails to government agencies & CBOs
- Social media (Facebook, Instagram)
- MTC website information and links from 511 and FasTrak
- Public hearing



# BAIFA Toll Ordinance Adoption Schedule

November 2021	December 2021	January 2022	February 2022	March 2022	Future
Kick-off on November 17 (BAIFA meeting)	Public comment period starts December 14	Public comment period ends January 17; Public hearing on January 26	Summary of public comment and adoption vote on February 23	Toll ordinance takes effect March 25	I-880 Express Lanes Toll Discount Pilot could launch in mid-2022

## Legislation Details (With Text)

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<b>File #:</b>	21-1373	<b>Version:</b>	1	<b>Name:</b>	
<b>Type:</b>	Report	<b>Status:</b>		Informational	
<b>File created:</b>	10/6/2021	<b>In control:</b>		Bay Area Infrastructure Financing Authority	
<b>On agenda:</b>	11/17/2021	<b>Final action:</b>			
<b>Title:</b>	Future BAIFA Roles and Opportunities				

A summary of important roles the Bay Area Infrastructure Financing Authority (BAIFA) could play in State Route 37 tolling and transportation financing and a proposed approach to structuring BAIFA so it may fill those roles.

**Sponsors:****Indexes:****Code sections:**

**Attachments:** [4c - 21-1373 - Future BAIFA Roles and Opportunities.pdf](#)  
[4c - 21-1373 - Attachment C - Presentation.pdf](#)

Date	Ver.	Action By	Action	Result
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**Subject:**

Future BAIFA Roles and Opportunities

A summary of important roles the Bay Area Infrastructure Financing Authority (BAIFA) could play in State Route 37 tolling and transportation financing and a proposed approach to structuring BAIFA so it may fill those roles.

**Presenter:**

Lisa Klein

**Recommended Action:**

Information

# Bay Area Infrastructure Financing Authority BAIFA

November 17, 2021

Agenda Item 4c - 21-1373

## Future BAIFA Roles and Opportunities

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### **Subject:**

A summary of important roles the Bay Area Infrastructure Financing Authority (BAIFA) could play in State Route 37 tolling and transportation financing and a proposed approach to structuring BAIFA so it may fill those roles.

### **Background:**

The Bay Area Infrastructure Financing Authority (BAIFA) was established in 2006 as a joint powers authority (JPA) between BATA and MTC for financing the State contribution to the toll bridge seismic retrofit program and other potential transportation projects. BAIFA was intended to be the infrastructure financing arm of MTC, which cannot issue debt. Between 2011 and 2013, administration of Regional Express Lanes was added to BAIFA's authority so BAIFA could implement and operate MTC's 270-mile Regional Express Lane Network. At that time, BATA and MTC redefined BAIFA membership, previously a subset of Commission and Committee officers, to reflect the commissioners representing the counties in the MTC Express Lanes Network (Alameda, Contra Costa and Solano), the MTC Chair, BATA Oversight Committee Chair, and CalSTA representative. (See Attachment for additional detail on BAIFA's history and current responsibilities.)

Presently, there is an opportunity for BAIFA to fill two important additional roles: (1) as the regional tolling authority for State Route 37 (SR 37), subject to legislation that Senator Bill Dodd is expected to introduce early next year; and (2) as a regional transportation infrastructure financing entity to help deliver the ambitious transportation investment program in Plan Bay Area 2050, starting with long-planned conduit financing of the BART car replacement project backed by Federal Transit Administration formula funds. Staff initiated conversations about these roles and potential changes to BAIFA's structure in Spring 2020. (See Attachment B for a summary.) At the time, a suggestion was made to bring the issue to BAIFA for consideration and recommendation to MTC. Soon thereafter, the COVID-19 pandemic paused the associated legislative and financing activities, and the Commission turned its attention to other matters

including the Blue Ribbon Transit Recovery Task Force, the BATA Recovery Ad Hoc Committee, and completion of Plan Bay Area 2050.

The Commission's work over the past 20 months on these topics underscores calls to action and inform staff's proposed approach to enabling BAIFA to assume the two additional roles.

1. Plan Bay Area 2050 includes an ambitious transportation investment program that will require tools including regional conduit financing. This activity can best be undertaken by a regional body with representation from all Bay Area counties.
2. The importance of a seamless approach to regional tolling is more evident than ever. It is a key foundation for transit priority and network management, and critical to serving the toll paying public. At the same time, SR-37 would be entering an especially complex tolling landscape, with new features including All Electronic Tolling, FasTrak<sup>®</sup> Equity Action Plan, and a growing, more connected regional express lanes network. There is tremendous value in creating a forum that has a big picture of the tolling landscape.
3. The stresses and strains of the past year have underscored the cost of administrative complexity. By appropriately streamlining the Commission's boards and committees, we can direct funds, staff time and commissioner time to achieving outcomes instead of toward administration.

**Proposed Approach:**

BAIFA could be restructured to serve as a regional conduit financing entity and the SR 37 tolling authority while executing its current express lanes responsibilities. The recommended restructuring would be:

The Bay Area Infrastructure Financing Authority would be coterminous with the MTC board and responsible for all conduit borrowing for transportation infrastructure.

A Tolling Committee of the Authority would be made up of the existing BAIFA Board and the North Bay counties on the MTC Board. The Tolling Committee would function much like the BATA Oversight Committee, providing in-depth review and recommendations to the Authority on all matters related to express lanes and SR 37 as well as contract approvals.

Importantly, the revenues associated with each program would be segregated and fully protected. For this reason, the debt issued for one program should not affect the credit rating for the other programs. Per California Streets and Highways Section 149.7, express lane toll revenue may be used for debt obligations, operations and maintenance and capital improvements of the toll facility (BAIFA facility approved by the California Transportation Commission) and reserves. Any remaining (net) revenue shall be used in the corridor in which it was generated. The SR 37 tolling legislation is expected to similarly restrict revenue from SR 37 to corridor improvements for mobility, safety and resiliency, including the ultimate project. Likewise, assuming BAIFA issues bonds backed by Federal Transit Administration revenue or other transportation revenue streams, those revenues will be dedicated to repayment of those bonds and not available for use on express lanes or SR 37.

BATA and MTC can alter BAIFA's governing board structure by approving an amendment to the Joint Powers Agreement that created BAIFA. The BAIFA board could subsequently establish the Tolling Committee. However, BAIFA's role as the tolling authority for SR 37 is dependent on state legislation; if that legislation fails to pass, BAIFA might choose to focus the Tolling Committee on express lanes only.

While staff recommends the approach described above, MTC and BATA could pursue other approaches to create a SR 37 tolling authority and regional transportation financing entity. Staff has identified two alternative approaches. However, both have higher administrative impacts, and neither promotes seamlessness to the degree of staff's proposed approach.

- Alternative 1: Bay Area Infrastructure Financing Authority would be coterminous with the MTC board and would handle all conduit borrowing. The Authority would have two separate committees instead of a single tolling committee. One committee would provide in-depth review and recommendations for express lanes and would be composed of the current BAIFA membership. The second committee would provide review and recommendations for SR 37 and would be composed of commissioners representing the North Bay counties plus the MTC Chair, BATA Oversight Chair and CalSTA representative.



- Alternative 2: MTC and BATA would create two new JPAs for a total of three separate JPAs. The JPA responsible for express lanes would have the same responsibilities and membership as BAIFA does today. The JPA responsible for regional transportation financing would be coterminous with the MTC board. The JPA responsible for SR 37 tolling would be composed of commissioners representing the North Bay counties plus the MTC Chair, BATA Oversight Chair and CalSTA representative. Staff does not recommend this alternative, which does little to advance seamlessness and has significantly higher administrative cost.

**Issues:**

Staff anticipates bringing two major actions to BAIFA for approval in the first half of 2022. Staff will ask BAIFA to hold a public hearing in early 2022 and consider an amendment to BAIFA's Toll Facility Ordinance to enable the Express Lanes Toll Discount Pilot and to reduce toll violation penalties to be consistent with BATA. (See Agenda Item 4b.) Should MTC approve staff's proposed approach, staff recommends MTC and BATA act to amend the BAIFA Joint Powers Agreement after the toll ordinance amendment becomes effective, 30 days following BAIFA approval.

In addition, staff expects to ask BAIFA to authorize the BART car financing in Spring 2022 so that proceeds are available to BART in summer 2022 according to BART's current schedule for purchasing the replacement rail cars. Ideally, BAIFA's actions on the BART car financing would be done through the new board structure. This leaves a narrow but feasible window for MTC and BATA to stand up a new BAIFA board structure.

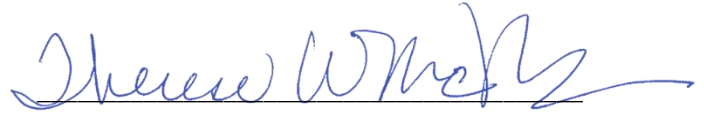
**Next Steps:**

This is an information item, and staff is looking for Authority input to establish next steps. BAIFA may wish to take this item up again in December to make a recommendation to MTC. Ideally, MTC would identify the regional tolling authority for State Route 37 in January to align with Senator Dodd's expected introduction the State Route 37 legislation in the first months of 2022.

**Attachments:**

- Attachment A: BAIFA History and Current Responsibilities

- Attachment B: Spring 2020 Discussion of Future BAIFA Roles
- Attachment C: Presentation

A handwritten signature in blue ink, appearing to read "Therese W. McMillan", with a long horizontal flourish extending to the right.

Therese W. McMillan

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**Attachment A**

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**BAIFA History and Current Responsibilities**

The Bay Area Infrastructure Financing Authority, or BAIFA, was established in September 2006 as a joint powers authority (JPA) between BATA and MTC for the financing of the State contribution to the toll bridge seismic retrofit program and other potential transportation improvement projects. BAIFA was intended to be the infrastructure financing arm of MTC, which cannot issue debt.

Between 2011 and April 2013, administration of the Regional Express Lanes was added to BAIFA's authority. At that time, BATA and MTC revised the JPA agreement to define membership as: the chair of the Commission, chair of BATA Oversight, the commissioners representing each of the three counties in the express lane network approved by the California Transportation Commission (Alameda, Contra Costa and Solano), and the CalSTA representative (non-voting). BAIFA agreed to enter into a cooperative agreement with MTC through which MTC delegates authority to BAIFA to develop and operate its 270-mile Regional Express Lane Network (Network). With the April 2013 action, BAIFA took on responsibility for a range of policy decisions including: project sequencing; toll rates and discounts; the proposed means-based toll pilot project; violation penalties; and actions necessary to finance the Network. BAIFA also provides operational services for other express lanes through agreements with the Alameda CTC and the San Mateo County Express Lanes Joint Powers Authority.

BAIFA still has the powers to plan and finance infrastructure and related transportation projects but is primarily focused on express lane implementation and operations. The six members currently include: the chair of the Commission representing Napa (Pedroza), Chair of BATA Oversight (Worth), Dutra-Vernaci (representative chosen by the Chair, as per the JPA agreement when the Chair is a county commissioner), Glover (Contra Costa), and Spering (Solano) and CalSTA (El-Tawansy, non-voting).

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**Attachment B**

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**Spring 2020 Discussion of Future BAIFA Roles**

**State Route 37 (March 2020 Legislation Committee)**

Staff proposed BAIFA could potentially serve as the tolling entity called for in SB 1408 (Dodd), which would have authorized tolling on State Route 37 (SR 37) to help fund interim congestion relief and longer-term resilience to flooding and sea-level rise. In 2016, the SR 37 Policy Committee started exploring tolling in the corridor to generate funds for the interim congestion relief and ultimate resilience project. The Resilient SR 37 Program MOU signed in February 2019 by BATA, Caltrans and the four North Bay County Transportation Agencies incorporated the idea of authorizing tolling on the facility by adding it as the 8th toll bridge in the BATA enterprise. However, staff no longer recommends that SR 37 tolling authority be vested in BATA for several reasons, including financial covenants BATA has with bondholders.

A key factor is that BATA bridges operate as a single system. Carving out special rules applicable to a new facility would violate this underlying principle and would contradict bond indentures of the existing BATA bonds. To comply with these bond indentures, if SR 37 were added as an 8<sup>th</sup> toll bridge, revenue from the first three dollars (Regional Measures 1-3) of tolls on SR 37 would be pledged to those programs and could not be reserved for SR 37.

By the same token, if SR 37 were added to the BATA enterprise, even if the legislation narrowly circumscribed BATA's responsibility for operation and maintenance and for completing the ultimate project, investors and bond rating agencies could consider flooding and the cost of the ultimate project as risks to the BATA enterprise as a whole, potentially causing a bond rating downgrade that would drive up borrowing costs and reduce the availability of toll revenue for transportation improvements.

**Regional Financing Considerations (April 2020 BAIFA)**

Staff summarized the need for financing against future federal formula funding to meet the cashflow needs of the Region's Transit Capital Priorities. The most immediate need is the BART car replacement project, but other regional transit operators are likely to face a similar timing mismatch between major capital priorities and the Federal Transit Authority (FTA) formula funding stream.

In October 2016, the Commission directed staff to pursue FTA Financing for the BART railcar project (replacing existing 669-car fleet and expanding to 775 through FY26 at an estimated cost of \$2.6 billion). FTA granted a Letter of No Prejudice for BART railcar project and financing of \$1.3 billion on February 13, 2019. The LONP set forth a structure that included BAIFA as the entity to issue debt; the LONP request and approval did not provide any detail on the governance structure of BAIFA. The current estimated amount of the proceeds needed are \$933 million over next 3-4 years (FY21-FY24).

The BART/FTA financing is an example of the potential benefit BAIFA could provide in financing important regional transportation projects that might be otherwise delayed. As BAIFA may act as a financing entity for a number of projects in the region, over time, it is advantageous for the BAIFA board to be coterminous with the MTC board, as is the case with BATA. To the extent there may be future financings using BAIFA as the issuer, that benefit other parts of the region, it may well be that Commissioners representing those parts of the region may insist on having a seat on the BAIFA board.



# FUTURE BAIFA ROLES & OPPORTUNITIES

BAY AREA INFRASTRUCTURE FINANCING AUTHORITY

NOVEMBER 17, 2021

# LANDSCAPE

## CALLS TO ACTION

1. Ambitious 30-year transportation investment program will require innovative financing (Plan Bay Area 2050)
2. Regional tolling landscape is increasingly complex while seamlessness is more essential than ever (SR-37, BATA Equity Action Plan, Roadway Pricing Study, Blue Ribbon, Network Management)
3. Administrative simplicity enhances ability to achieve outcomes



## OPPORTUNITIES

1. Create a regional body for conduit transportation financing that protects each program
2. Identify a tolling agency for SR-37 legislation to be introduced in early 2022 and create a forum equipped to identify synergies and conflicts in toll policies
3. Manage the number of boards and committees to reduce administrative demands on board members and staff

# ORIGINAL BAIFA

- Created in 2006 to finance the State contribution to the toll bridge seismic program and other potential regional transportation projects – a financing arm for MTC

## Original BAIFA Membership

1. MTC Chair
2. MTC Vice Chair
3. BATA Oversight Chair
4. BATA Oversight Vice Chair
5. Programming and Allocations Chair
6. Programming and Allocations Vice Chair





# BAIFA TODAY

- Modified in 2013 to add responsibilities for delivery and operation of MTC express lanes
- Membership revised at that time to include one commissioner from each county in the MTC Network

## Current BAIFA Membership

1. MTC Chair
2. BATA Oversight Chair
3. MTC Commissioner from Alameda County\*
4. MTC Commissioner from Contra Costa County
5. MTC Commissioner from Solano County
6. Cal STA (non-voting)

\* In 2019 Chair Haggerty appointed Commissioner Dutra-Vernaci to this slot, consistent with the Joint Powers Agreement



# PROPOSAL: EXPAND BAIFA & CREATE TOLLING COMMITTEE

- BAIFA board coterminous with MTC to enable regional transportation financing
- Tolling Committee provides in-depth review/recommendations to the full board on all matters related to BAIFA express lanes and SR-37, similar to BATA Oversight Committee

	Full Board (21 members; 18 voting)	Tolling Committee (9 members; 8 voting)
Membership	Same as MTC	BATA Oversight Chair Operations Chair Express Lane County commissioners: ALA, CC, SOL* SR 37 County commissioners: MRN, SON, NAP Cal STA (non-voting)  * Represents SOL for both express lanes and SR-37
Authority	Issue transportation financing  Issue express lanes and SR-37 financing  Approve policy, technical and recommendations for express lanes and SR-37 (forwarded by committee)	Provide policy and technical recommendations on <ul style="list-style-type: none"> <li>- Toll policy (rates, equity, HOV requirements, discounts)</li> <li>- Toll ordinance (violations)</li> <li>- Operating, capital and rehab budgets</li> <li>- Net revenue policy and expenditures</li> <li>- Grants and financing</li> </ul> Approve contracts and agreements

# HOW OPPORTUNITIES ARE ADDRESSED

## OPPORTUNITIES

1. Create a regional body for conduit transportation financing that protects each program
2. Regional tolling landscape is increasingly complex while seamlessness is more essential than ever (SR-37, BATA Equity Action Plan, Roadway Pricing Study, Blue Ribbon, Network Management)
3. Manage the number of boards and committees to reduce administrative demands on board members and staff



## PROPOSAL

1. Facilitates financing for projects throughout the region (BAIFA's original intent) because the board is coterminous with MTC. Programs are protected by statute and bond covenants
2. Builds on BAIFA's tolling knowledge and track record. Committee and board have good understanding of BATA, express lanes and SR-37 tolling context and can facilitate seamlessness
3. With one new committee, the additional meeting demands on board and staff is contained

# SEAMLESS TOLLING

Requires a forum to understand synergies and conflicts in complex tolling policies

	<b>BATA</b>	<b>SR-37</b> (pending legislation / future board action)	<b>BAIFA Express Lanes</b>
<b>Violation Penalties</b>	Reduction approved	Align with BATA	Align with BATA (pending future approval)
<b>Toll Rates</b>	Based on statute and number of axels. Must cover debt service, O&M and Rehab and Regional Measures	Based on statute and number of axels. Must cover debt service and O&M.	Based on congestion
<b>Discounts</b>	HOV: 50% Clean air vehicles: 50%	Align with BATA (required in draft bill)	HOV: free or 50% Clean air vehicles: 50%
<b>HOV Hours</b>	Peak periods (match express lanes in future?)	Align with BATA (match express lanes in future?)	5 AM to 8 PM (same as tolling)
<b>HOV Occupancy</b>	HOV 2+/HOV 3+ Consultation with Caltrans	TBD Consultation with Caltrans	HOV 2+/HOV 3+ Consultation with Caltrans
<b>Equity</b>	Under development	Required in draft bill; build on BATA and express lanes	Pilot underway

Aligns with BATA

Consistent with Regional Express Lanes

# PROGRAMS ARE PROTECTED

- Express lane statute restricts use of revenue to facility/corridor (SCH 149.7 excerpt attached)
- SR-37 legislation is expected to similarly restrict use of revenue
  - May include other requirements that protect corridor priorities (e.g., equity program, consultation with North Bay Counties, consideration of conservation, sea level rise and ecology)
- FTA revenue used to back transit financing cannot be used for express lanes or SR-37





# FUTURE POTENTIAL TO ADD EXPRESS LANE CORRIDORS

- Proposal with comprehensive regional representation facilitates addition of corridors to BAIFA if willing parties reach agreement in the future
- BAIFA board could readily adjust Tolling Committee membership
- Promotes seamless customer experience and operational efficiency
- Counties in each corridor would approve use of net revenue



Regional Express Lane Network  
in Play Bay Area 2050

# ALTERNATIVE 1: EXPAND BAIFA AND CREATE TWO COMMITTEES (PRESENTED SPRING 2020)

- BAIFA board coterminous with MTC to enable regional transportation financing
- Separate committees for express lanes and SR-37; delegated authority may be limited

	Full Board (21 members; 18 voting)	Express Lanes Committee (6 members; 5 voting)	SR-37 Committee (7 members; 6 voting)
Membership	Same as MTC	MTC Chair <i>(or Ops Chair)</i> BATA O Chair County commissioners: ALA, CC, SOL Cal STA (non-voting)	MTC Chair <i>(or Ops Chair)</i> BATA O Chair County commissioners: SOL, NAP, SON, MRN Cal STA (non-voting)
Authority	Issue transportation financing  Issue express lanes & SR-37 financing  Adopt budgets  Adopt toll ordinances (violations)	Provide policy & technical recommendations on <u>all</u> express lane matters and budgets  <u>Retain current authority</u> , to extent delegation is possible <ul style="list-style-type: none"> <li>- Set toll policy (rates, equity, HOV requirements, discounts)</li> <li>- Approve net revenue policy and expenditures</li> <li>- Approve contracts and agreements</li> </ul>	Provide policy & technical recommendations on <u>all</u> SR-37 matters and budgets  Authority for toll policy, net revenue and contracts would be equivalent to Express Lanes committee  Plus, conservation and sea level rise / climate / ecological responsibilities in legislation

# ALTERNATIVE 2: CREATE NEW, INDEPENDENT JPAS

- Results in three separate JPAs
  - Financing JPA coterminous with MTC board
  - Two separate JPAs for express lanes and SR-37
- Additional risks:
  - Resource intensive, with no means to support
  - Need to determine whether BAIFA needs to be significantly restructured under this model

	Financing Authority (21 members; 18 voting)	Express Lanes Toll Authority (6 members; 5 voting)	SR-37 Toll Authority (7 members; 6 voting)
Membership	Same as MTC	MTC Chair BATA O Chair County commissioners: ALA, CC, SOL Cal STA (non-voting)	MTC Chair BATA O Chair County commissioners: SOL, NAP, SON, MRN Cal STA (non-voting)
Authority	Issue transportation financing (except MTC express lanes & SR-37 financing)	<ul style="list-style-type: none"> <li>- Issue express lanes financing</li> <li>- Set toll policy (rates, equity, HOV rqts, discounts)</li> <li>- Adopt toll ordinance (violations)</li> <li>- Adopt operating, capital and rehab budgets</li> <li>- Approve net revenue policy and expenditures</li> <li>- Secure grants</li> <li>- Approve contracts and agreements</li> </ul>	Same as express lanes  Plus, conservation and sea level rise / climate responsibilities in legislation



# COMPARISON

	PBA 2050 - Regional Entity for Financing	Tolling Expansion - SR 37 & Exp Lanes	Seamless Travel - Toll Synergies & Conflicts	Admin Simplicity - Manage Number of Boards
<b>RECOMMENDED</b> BAIFA coterminous with MTC One Tolling Committee, (similar to BATA Oversight)	++ (best)	++ (best)	++ (best)	++ (best)
Alternative 1: BAIFA coterminous with MTC Two Committees (Spring 2020 approach)	++ (best)	++ (best)	+ (fair)	- (poor)
Alternative 2: Three Separate JPAs for Financing, SR 37 and Express Lanes	++ (best)	++ (best)	-- (worst)	-- (worst)

# SCHEDULE

Date	Action
November 2021	Proposal to BAIFA for discussion/recommendation to MTC
January 2022	MTC approval in concept; do not amend JPA at this time
Early 2022	BAIFA amendment to toll ordinance for Means Based Pilot and reduced violation penalties  Dodd to introduce SR-37 legislation
Spring 2022	BATA and MTC amend the BAIFA Joint Powers Agreement; BAIFA establishes committee structure (SR-37 elements activated once bill is enacted)  BAIFA approval of BART car financing (tentative)
Summer 2022	BART needs financing proceeds
October 2022	Deadline for governor's signature on new legislation