

TO: Joint MTC Planning Committee with the ABAG  
Administrative Committee

DATE: September 4, 2015

FR: MTC Executive Director and ABAG Executive Director

W.I.: 1121

RE: Amendment to Plan Bay Area

Staff has prepared the Proposed Final Amendment to Plan Bay Area and the Proposed Final Amendment to the 2015 Transportation Improvement Program (Revision 2015-18) to add the Richmond-San Rafael Bridge Access Improvement Project into both planning documents. Two companion technical documents were also prepared – Proposed Final Addendum to the Plan Bay Area Final EIR and Proposed Final Transportation-Air Quality Conformity Analysis.

### **Richmond-San Rafael Bridge Access Improvement Project**

Sponsored by the Bay Area Toll Authority (BATA), the Richmond-San Rafael Bridge Access Improvement Project (Project) will reduce congestion by converting the existing breakdown lane on eastbound I-580 to a peak period use lane between Sir Francis Drake Boulevard (Marin County) and Marine Street (Contra Costa County). It will also upgrade the current bicycle access that relies on the shoulder of I-580 with a separate bicycle/pedestrian path on the north side adjacent to westbound traffic. For the first time ever, the Richmond-San Rafael Bridge will connect the Bay Trail between Contra Costa and Marin Counties for bicyclists and pedestrians. This estimated \$74 million project is fully funded with BATA toll funds, which are already identified in Plan Bay Area (Plan) and 2015 Transportation Improvement Program (TIP). Notably, regionally significant projects such as this Project cannot seek state or federal funds, receive federal action nor be implemented unless included in a Plan and TIP that meet federal and state planning laws.

### **Amendment to Plan Bay Area**

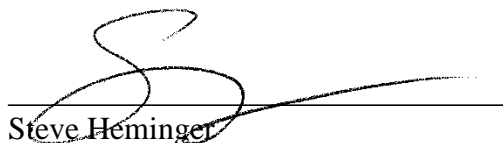
Staff has prepared the planning documents described below as part of the overall process to amend the Richmond-San Rafael Bridge Access Improvement Project into the Plan and TIP. In June 2015, the MTC Planning Committee and ABAG Administrative Committee authorized staff to release these documents for a 30-day public review period starting on June 19, 2015 and closing on July 20, 2015. Staff received some 220 comments; of the comments, over 90 percent were supportive of the improvements. A summary of the key themes heard in the comments and our responses are provided in **Attachment A**. Staff also prepared a project performance assessment that found the project to be a middle-performer with good benefit/cost and target score (see details in **Attachment B**). The four planning documents that are subject to your review and approvals are included as **Attachments C through F**.

- **Transportation-Air Quality Conformity Analysis:** This conformity analysis was prepared in accordance with US Environmental Protection Agency (EPA) conformity rules and MTC Resolution 3757. It was also vetted with the Air Quality Conformity Task Force, which is comprised of staffs from US EPA, Federal Highway Administration, Federal Transit Administration, Caltrans, and other partner agencies. With the Project, the estimated total emissions projected for the Plan and TIP remain within the emission limits established in the latest applicable federal air quality plan. In addition, the timely implementation of federal transportation control measures is not affected.

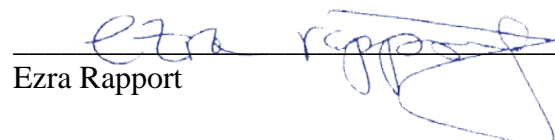
- **Addendum to Plan Bay Area EIR:** This EIR Addendum was prepared in accordance to the California Environmental Quality Act (CEQA). The addition of the Richmond-San Rafael Bridge Access Improvement Project into the Plan did not result in new significant impacts or substantial increase in the severity of any impacts that were previously identified in the certified Plan Bay Area Final EIR. The public comments received did not alter the environmental assessment but did result in further clarification and minor technical corrections to the Proposed Final Addendum. Except for minor technical revisions, the original environmental assessment for Plan Bay Area remains unchanged.
- **Amendment to Plan Bay Area:** This Plan Amendment adds the Richmond-San Rafael Bridge Access Improvement Project into the financially constrained Plan. This Project will draw upon the already identified 25-year funding of BATA toll revenues for the Bay Area bridge seismic and rehabilitation program. The addition of this Project does not conflict with the financial constraint requirements of the Plan. No other changes or revisions are made of part of this Plan Amendment.
- **Amendment to 2015 Transportation Improvement Program (Revision Number 2015-18):** This TIP Amendment adds the Richmond-San Rafael Bridge Access Improvement Project into the financially constrained four-year funding plan. This Project will draw upon the already identified 25-year funding of BATA toll revenues for the Bay Area bridge seismic and rehabilitation program. The addition of this Project does not conflict with the financial constraint requirements of the TIP.

#### Staff Recommendations

1. The MTC Planning Committee approve and refer **MTC Resolution No. 4196** to the Commission that finds the Proposed Final Amendment to Plan Bay Area and Proposed Final Amendment to 2015 TIP (Revision 2015-18) are in conformance with the applicable federal air quality plan for ozone, carbon monoxide and particulates.
2. The MTC Planning Committee and ABAG Administrative Committee approve and refer **MTC Resolution 4197 and ABAG Resolution 07-15** to the Commission and ABAG Executive Board (respectively) that find the Proposed Final EIR Addendum has been completed in compliance with CEQA and the Commission and ABAG Executive Board reviewed and considered the information in the Proposed Final EIR Addendum prior to considering the Proposed Final Amendment to Plan Bay Area.
3. The MTC Planning Committee and ABAG Administrative Committee approve and refer **MTC Resolution 4198 and ABAG Resolution 08-15** to the Commission and ABAG Executive Board (respectively) that adopt the Proposed Final Amendment to Plan Bay Area.
4. The MTC Planning Committee approve and refer **MTC Resolution No. 4175, Revised** to the Commission that adopts the Proposed Final Amendment to the 2015 TIP (Revision 2015-18).



Steve Heminger



Ezra Rapport

**Attachment A:** Comments and Responses to Comments

**Attachment B:** Project Performance Assessment Results for Richmond-San Rafael Bridge Access Impvmt. Project

**Attachments C-F:** (C) Proposed Final Transportation-Air Quality Conformity Analysis, (D) Proposed Final Addendum to Plan Bay Area Final EIR, (E) Proposed Final Amendment to Plan Bay Area, and (F) Proposed Final 2015 Transportation Improvement Program (Revision 2015-18)

## Summary of Comments

### Proposed Amendment to Plan Bay Area and 2015 Transportation Improvement Program to Include Richmond-San Rafael Bridge Access Improvement Project

In all, 220 emails and letters were received in response to the 30-day public comment period between June 19, 2015 and July 20, 2015 (including late comments). Comments specific to the Environmental Impact Report (EIR) Addendum, the 2015 Transportation Improvement Program and the Transportation Conformity Analysis are addressed in-depth in the respective technical documents. The comment opportunity was publicized via MTC's web site, email notifications, a news release and display ads placed in the *Marin Independent Journal* and the *West County Times*.

Comments generally fall into six categories. All letters received are available for review on MTC's web site: [http://mtc.ca.gov/planning/plan\\_bay\\_area/comments/rsrb\\_comments.htm](http://mtc.ca.gov/planning/plan_bay_area/comments/rsrb_comments.htm)

General Position	Response	# Comment Letters
<b>Support — Prioritize Reopening Third Lane:</b> Supports prompt reopening of the third lane for vehicular traffic	Comments noted; the project is intended to expand the eastbound bridge capacity to ease congestion and reduce travel times during evening peak hours.	81
<b>Support — Modify Project to Extend Bicycle/Pedestrian Path:</b> Supports project but requests that bicycle/pedestrian path extend to Castro Street in Contra Costa County rather than ending at Marine Street (there were several variations on this request asking for a longer extension)	MTC agrees with your suggestion and will seek to include an extension of the bi-directional bicycle/ pedestrian path to Castro Street in Caltrans' project level environmental studies and engineering plans. The design calls for a 10-ft barrier-separated bi-directional, Class 1 bike path from Marine St. to Castro St. along E. Standard Avenue (on the south side of I-580), tying into the existing bike/pedestrian path on Marine St. Caltrans approval of this bicycle/pedestrian path extension (including non-standard design features) will be required for BATA to move forward with the extension to Castro Street.	76

—continued—

General Position	Response	# Comment Letters
<p><b>Support — Prioritize Bicycle and Pedestrian Access:</b> Supports the expansion of bicycle access in the corridor and to trails.</p>	<p>Comments noted; the project is intended to accommodate pedestrian and bicycle travel along the bridge corridor consistent with the continued construction of the San Francisco Bay Trail by providing a multi-use path for non-motorized modes of transportation.</p>	<p>33</p>
<p><b>Oppose:</b> Either opposes converting a shoulder to a traffic lane due to concerns over access by emergency vehicles, or opposes inclusion of a bicycle lane based on safety or cost concerns, or both.</p>	<p>Comments noted; the project is intended to improve bicycle and pedestrian access and ease traffic congestion. Caltrans will gather data and evaluate the project's effectiveness after a four-year pilot.</p>	<p>16</p>
<p><b>Support – Amend Plan Bay Area:</b> Amend Plan Bay Area and the TIP to include the Richmond-San Rafael Bridge Access Improvement</p>	<p>Comments noted; the amendments to the long-range plan and 4-year funding program are the necessary first step to implementing the project. The project is intended to improve bicycle and pedestrian access and ease traffic congestion.</p>	<p>9</p>
<p><b>Miscellaneous:</b> A small number of letters came in requesting additional data to justify the inclusion of a bicycle/pedestrian path, requesting corrections or clarifications to the environmental document, or requesting project alternatives such a light rail or ferry service.</p>	<p>Requested data are provided to the commenter. See responses to environmental issues/clarifications within the Final EIR Addendum. Project alternatives such as light rail or ferry services are not proposed and are beyond the scope of the project and would significantly increase costs.</p>	<p>5</p>
		<p><b>Total: 220</b></p>

---

# Plan Bay Area Amendment

## Performance Assessment of the Richmond-San Rafael Bridge Access Improvement Project

---

*Prepared by MTC Staff  
August 2015*

The Richmond-San Rafael Bridge Access Improvement Project (“Project”) is seeking funding in the 2013 Regional Transportation Plan/Sustainable Community Strategy (Plan Bay Area) Amendment. Therefore, staff has concluded the same project performance evaluation that was used to screen projects for Plan Bay Area. This report describes the performance assessment for Plan Bay Area and presents performance results for the Project.

#### Project Performance Background

During Plan Bay Area, MTC developed a project performance assessment framework where large, uncommitted projects were evaluated for their cost-effectiveness and support of Plan targets. Cost-effectiveness was determined by estimating benefits through the travel demand model and dividing by project costs. Support for Plan targets was estimated through application of qualitative criteria for each target and summing across targets. A more detailed explanation of the methodology and results from Plan Bay Area can be found in the Final Plan Bay Area Performance Assessment Report, which is available at [planbayarea.org](http://planbayarea.org).

#### Project Description

The Project adds a third eastbound travel lane during the PM peak period on the lower deck of the Richmond-San Rafael Bridge. The Project also adds a bi-directional bicycle-pedestrian path on the upper deck of the bridge.

#### Performance Results

The Project receives a **high** designation for cost-effectiveness and a **minimal impact** rating for support of the Plan targets. The vast majority of the project benefits are in the form of travel time savings to motorists. Since the Project will likely increase overall vehicle miles traveled (which is an adverse target impact) while supporting active transportation and economic vitality (which are positive target impacts), the Project receives a minimal impact for the target score.

As in Plan Bay Area, a project’s performance depends on both the cost-effectiveness and the target score. High-performers need both a high benefit-cost ratio and a high target score. Since the Project has a high benefit-cost ratio with a minimal impact target score, this project has been designated a **middle-performer** based on the performance thresholds in Plan Bay Area.

Table 1. Summary of Performance Results for the Project

Project Name	Total Capital Costs	Annualized Benefits	Annualized Costs	B/C Ratio	Target Score
Richmond San-Rafael Bridge Access Improvement Project	\$67	\$52	\$4	14	0.5

Costs and benefits in millions of 2013 dollars.

Detailed benefit-cost results and application of the targets criteria are in the following tables.

Table 2. Detailed Benefit-Cost Result

Name	Richmond-San Rafael Bridge Access Improvement Project	
Benefit/Cost		Annual Benefit (millions of \$2013)
Auto Operating Costs (based on auto VMT)		\$ (3.5)
Truck Operating Costs (based on truck VMT)		\$ (0.5)
Person Hours of Travel (Auto)		\$ 43.5
Vehicle Hours of Travel (Truck)		\$ 2.4
Person Hours of In-vehicle Travel (Transit)		\$ 2.5
Person Hours of Out-of-vehicle Travel (Transit)		\$ (2.6)
Person Hours of Walk/Bike Travel		\$ (2.3)
<i>Total Hours of Non-Recurring Travel Time</i>		
Auto Hours of Non-Recurring Travel Time		\$ 6.8
Truck Hours of Non-Recurring Travel Time		\$ 0.9
ROG [in tons]		\$ 0.0
NOX [in tons]		\$ (0.0)
SO2 [in tons]		\$ 0.0
PM2.5 - Gasoline Vehicles [in tons]		\$ 0.0
PM2.5 - Diesel Vehicles [in tons]		\$ 0.4
CO2 [in metric tons]		\$ 0.6
Fatality Collisions [in terms of persons killed]		\$ (0.5)
Injury Collisions [in terms of persons injured]		\$ (0.4)
PDO Collisions [in terms of number of collisions]		\$ (0.0)
Auto Noise (based on auto VMT)		\$ (0.0)
Truck Noise (based on truck VMT)		\$ (0.0)
Active Transportation (based on active individuals)		\$ 5.6
Parking		\$ (0.0)
Auto Ownership		\$ (0.5)
<b>TOTAL AVERAGE ANNUAL BENEFIT</b>		<b>\$ 52.4</b>
Average Annual Capital Costs		\$ 3.4
Average Annual Operations and Maintenance Costs		\$ 0.4
<b>TOTAL AVERAGE ANNUAL COST</b>		<b>\$ 3.8</b>
<b>B/C RATIO</b>		<b>14</b>

Table 3. Detailed Target Score Results

Target #	Target	Score	Explanation of Target Score
1	Climate Protection	<b>MODERATE ADVERSE</b>	Under the adopted criteria, road expansion projects generally receive a score of "STRONG ADVERSE" due to their potential to increase VMT and therefore GHG. However, as a result of the project's inclusion of a bike/ped facility as an alternative to driving, the score was increased to "MODERATE ADVERSE"; this is due to the fact that the bike/ped facility is not expected to mitigate the induced demand as a result of the road expansion.
2	Adequate Housing	<b>MODERATE SUPPORT</b>	Under the adopted criteria, the housing score is based on two components based on the proximate jurisdiction(s) - in this case, San Rafael and Richmond. For housing growth potential, both cities received a "support" rating. For affordable housing support, Richmond received "neutral" rating while San Rafael received an "adverse" rating; given that the project is expected to have greater benefits for East Bay residents, this project receives a "neutral" score in a tiebreaker. Combining the two components, the project merits a "MODERATE SUPPORT" rating.
3	Healthy & Safe Communities: Particulate Matter	<b>MODERATE ADVERSE</b>	Refer to commentary for target #1. GHG emissions and PM emissions from vehicles are correlated.
4	Healthy & Safe Communities: Collisions	<b>MODERATE ADVERSE</b>	Refer to commentary for target #1. Safety benefits are expected from the construction of new bike lanes connecting to the new bridge bike/ped path; however, the risk of increased collisions from induced demand associated with the auto capacity increase leads to the "MODERATE ADVERSE" target score.
5	Healthy & Safe Communities: Active Transportation	<b>MODERATE SUPPORT</b>	While the project may allow for additional auto trips and would normally justify an adverse rating, a compelling case exists for a supportive score. In this unique case of bridge without bike/ped accommodations today, induced demand for the auto does not come at the expense of bike/ped modes. Rather, given the zero baseline for bike/ped in this corridor, the project would provide physical activity benefits both for transportation and recreation. Given that usage is expected to be relatively light compared to other bridges such as the Golden Gate, only a "MODERATE SUPPORT" score is justified.
6	Open Space & Agricultural Preservation	<b>MINIMAL IMPACT</b>	The project does not have any impacts on agricultural lands or open space; furthermore, it is in the center of the region, so it is unlikely to generate additional pressure for sprawl at the edges of the region. That said, it does not specifically promote infill development nor does it provide access to agricultural lands, the two criteria for justifying a supportive rating.



Target #	Target	Score	Explanation of Target Score
7	<b>Equitable Access</b>	<b>MODERATE SUPPORT</b>	While the project does not provide additional low-cost transit services (the primary component of this target score), it does include a bike/ped facility that offers a low-cost alternative to driving. Based on the level of expected use of the facility by bicyclists and pedestrians, the project merits a "MODERATE SUPPORT" score.
8	<b>Economic Vitality</b>	<b>STRONG SUPPORT</b>	The project is expected to provide significant congestion relief benefits, particularly in the short term. The project corridor is currently very congested at peak periods and is expected to get worse if economic conditions continue to improve.
9	<b>Transportation System Effectiveness: Non-Auto Mode Share &amp; VMT</b>	<b>MODERATE ADVERSE</b>	Refer to commentary for target #1. GHG emissions, VMT, and mode choices are correlated. The project is expected to primarily benefit motorists.
10	<b>Transportation System Effectiveness: State of Good Repair</b>	<b>MINIMAL IMPACT</b>	This project is not explicitly a maintenance investment; rather, it is a multimodal capacity-increasing improvement of an existing facility.

<b>Targets Supported</b>	<b>2.5</b>
<b>Targets Adversely Impacted</b>	<b>2.0</b>
<b>Targets Net Score – <i>Minimal Impact</i></b>	<b>0.5</b>