

METROPOLITAN TRANSPORTATION COMMISSION

Agenda Item 2

Bay Area Metro Center 375 Beale Street San Francisco, CA 94105 TEL 415.778.6700 WEB www.mtc.ca.gov

Memorandum

TO: Regional Advisory Working Group

DATE: July 1, 2016

FR: David Vautin, MTC

RE: Plan Bay Area 2040: Compelling Case Review for Low-Performing Projects

At the May Commission meeting, the Commission approved the final project performance assessment results for Plan Bay Area (PBA) 2040, as well as thresholds for identifying high- and low-performing projects and eligible cases for the compelling case process. Since that time, staff has met with low-performing project sponsors to determine the best path forward for each of the eighteen projects identified. Eight sponsors decided to file a case for review by staff and by the Planning Committee. This memorandum summarizes the staff recommendations for low-performing projects. Staff is asking the committee to take action on low-performing projects this month to ensure that these actions are reflected in the transportation investment strategy for the preferred scenario, slated for adoption this fall.

Staff continues to work with high-performing project sponsors to catalog committed funding sources and to prioritize funding. An update on this equally important implementation action from the project performance assessment will be provided at your September meeting.

Background

The project performance assessment for PBA 2040 was designed to help inform policymakers and the public regarding the cost-effectiveness and targets support for all of the region's major uncommitted transportation investments. The Commission adopted guidelines for implementing the performance results in the investment strategy, setting thresholds that identified 11 high-performing projects, 40 medium-performing projects, and 18 low-performing projects. High-performing projects were identified as the top priorities for regional discretionary funding in PBA 2040, with county and regional budgets anticipated to fund some – but not all – of the medium-performing projects.

Similar to the PBA process, the Commission also approved in May a set of criteria shown in **Attachment A** under which a compelling case can be made for a project to be upgraded from low-performing to medium-performing status. A low-performing project may only be included in the PBA 2040 transportation investment strategy if the project is financially feasible (i.e. having a full funding plan) and if it makes a compelling case under at least one of the identified criteria.

Regional Advisory Working Group July 1, 2016 Page 2

Committee approval of a compelling case does not guarantee that the project will ultimately be included in the fiscally-constrained transportation investment strategy. Instead, approving a compelling case only allows for the project to compete with other projects.

Low-Performing Projects: Exemptions

Rather than go through the compelling case process, seven of the 18 low-preforming projects decided to rescope their projects or fund them with 100% local dollars, thus exempting them from performance requirements. Additional details are as follows:

- Five projects were converted to environmental studies, which are exempt from a performance assessment.
- Two projects were reduced in scope, with sponsors committing to fully fund the downscoped project with local sales tax dollars (thus making them committed investments).

Three additional projects were also updated prior to the beginning of the compelling case process. Additional details are as follows:

- Two projects provided updated cost or scope data that sufficiently demonstrated they could achieve a benefit-cost ratio greater than one, thus allowing staff to redesignate them as medium-performing projects.
- One project was dropped due to its status as a "vision" (not fiscally-constrained) project in that county's transportation plan, per direction from the project sponsor.

A summary of these projects is provided in Attachment B.

Low-Performing Projects: Compelling Case Review

For the remaining seven projects that did submit a compelling case for review by the committee, MTC staff recommends approving four projects, all of which fall under criterion 2A (improving air quality in a cost-effective manner) or criterion 2B (improving mobility or air quality in Communities of Concern). The remaining three projects – totaling \$1.2 billion – did not, in the opinion of MTC staff, submit a sufficient compelling case based on an evaluation against the six adopted criteria. As shown in **Attachment C**, staff recommends shifting two of those projects to environmental studies for further analysis, while downscoping the third project below the \$100 million threshold for performance analysis.

Next Steps

For projects whose compelling cases are ultimately approved by the committee, MTC staff will work with the relevant congestion management agencies (CMAs) to determine if the project can fit within the fiscal constraint of PBA 2040. For projects whose compelling cases are rejected by the committee, the project sponsor can take one of the following approaches:

- 1. The project can be dropped and the CMA can re-allocate funds to other local or regional priorities. Given that many projects are not able to be funded within the funding constraint of PBA 2040, CMAs could choose to fund higher-performing projects instead.
- 2. The project sponsor can concur with MTC's recommendation to update the project scope. Environmental studies, or projects with a cost less than \$100 million, are exempt from performance requirements.

3. The CMA or project sponsor may elect to fully fund the project with local sources (such as local sales tax revenues), subject to project sponsor board approval. This would meet the committed policy for PBA 2040. The relevant board would be required to approve this funding policy decision, as it would indicate that local funding would be the planned sole funding source for that project moving forward.

Attachments:

- Attachment A: Low-Performing Projects Adopted Compelling Case Criteria
- Attachment B: Low-Performing Projects Rescoped to Exempt Status or Dropped
- Attachment C: Summary of Compelling Cases and Justification for Staff Recommendation
- Attachment D: Compelling Cases Letters Received
- PowerPoint

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Low-Performing Projects – Adopted Compelling Case Criteria

CATEGORY 1: Benefits Not Captured by the Travel Model	CATEGORY 2: Federal Requirements
 Serves an interregional or recreational corridor Provides significant goods movement benefits Project benefits accrue from reductions in weaving, transit vehicle crowding or other travel behaviors not well represented in the travel model 	 Cost-effective means of reducing CO₂, PM, or ozone precursor emission (on cost per ton basis) Improves transportation mobility/reduces air toxics and PM emissions in communities of concern
4. Enhances system performance based on complementary new funded investments	

Low-Performing Projects – Rescoped to Exempt Status or Dropped

NOT SUBJECT TO COMPELLING CASE DUE TO REVISION BY PROJECT SPONSOR Now Only Seeking Funding for Environmental Phase*

Downtown San Jose Subway (Japantown to Convention Center)

SR-17 Tollway + Santa Cruz LRT (Los Gatos to Santa Cruz)

Bay Bridge West Span Bike Path

VTA Express Bus Frequency Improvements

Express Bus Bay Bridge Contraflow Lane**

NOT SUBJECT TO COMPELLING CASE DUE TO REVISION BY PROJECT SPONSOR Rescoped to Initial Phase + Fully Funded with Local Sales Tax or Tolls

TriLink Tollway + Expressways (Brentwood to Tracy/Altamont Pass)

- Rescoped to only include Airport Connector arterial segment near Byron.
- Project will be funded 100% with future local sales tax revenues.

Lawrence Freeway

- Rescoped to Tier 1 elements of corridor upgrades.
- Project will be funded 100% with future local sales tax revenues.

UPDATED PROJECT COSTS – NOW MEDIUM-PERFORMING PROJECTS Reduced Project Costs to Achieve B/C Ratio Greater than 1

Antioch-Martinez-Hercules-San Francisco Ferry

- Smaller-scale privately-operated ferries would cost less than traditional WETA service.
- Updated audited costs would result in a B/C ratio greater than 1.

I-680 Express Bus Frequency Improvements

- Initial cost estimate was well above standard hourly rate for express bus service.
- Updated audited costs would result in a B/C ratio of 2, shifting it to medium-performer status.

NOT PURSUED BY PROJECT SPONSORS

SR-4 Widening (Antioch to Discovery Bay)

* = An environmental phase is defined as work on environmental studies or preliminary design engineering. ** = Project sponsor initially submitted a compelling case but ultimately concurred with staff recommendation to shift the project to an environmental-only phase.

Summary of Compelling Cases and Justification for Staff Recommendation All costs shown are in year 2017 dollars and reflect total capital + net O&M costs.

COMPELLING CASE APPROVED AT JUNE PLANNING COMMITTEE

I-80/I-680/SR-12 Interchange Improvements

former in total costs
5
tandard from I-880 to I-680 and grade separates the
COMPELLING CASE ARGUMENTS NOT APPROVED
none
5

Plan Bay Area 2040 Compelling Case Review Sheet

2. EAST-WEST CONNECTOR (FREMONT TO UNION CITY) Staff Recommendation: Upgrade to Medium-Performer

\$239 million in total costs

BENEFIT-COST RATIO = 0.9; TARGETS SCORE = +1.5

Project Purpose: Constructs a new facility between I-880 and SR-238 in Fremont near the Union City BART station.

COMPELLING CASE ARGUMENTS APPROVED	COMPELLING CASE ARGUMENTS NOT APPROVED				
2B – COMMUNITIES OF CONCERN ACTC indicates that the East-West Connector project improves mobility for drivers, transit riders, pedestrians, and bicyclists for residents of a Community of Concern located in southern Union City. This roadway project provides a new facility on the eastern side of the Community of Concern, better connecting it to SR-238 and I-880. As assessed by MTC, the project features new capacity for vehicles as well as non-motorized amenities to improve connectivity.	<u>1C</u> – BENEFITS NOT CAPTURED BY MODEL (NOT <u>SPECIFIED BY ACTC)</u> ACTC states that the project's benefit-cost ratio is not accurate due to its small size. While MTC agrees that the regional model's precision is lesser for smaller- scale projects, ACTC does not provide any data to support its case, nor does it indicate which benefits were underestimated.				
Other considerations noted by project sponsor: partially funded by sales tax measure.					

Plan Bay Area 2040 Compelling Case Review Sheet

- 3. SOUTHEAST WATERFRONT TRANSPORTATION IMPROVEMENTS
- (HUNTERS POINT TRANSIT CENTER + NEW EXPRESS BUS SERVICES) Staff Recommendation: Upgrade to Medium-Performer
- **\$193 million** in total costs

BENEFIT-COST RATIO = 0.6; TARGETS SCORE = +6.0

Project Purpose: Increases transit service to a new Hunters Point Transit Center, including new express bus service to downtown San Francisco.

COMPELLING CASE ARGUMENTS APPROVED	COMPELLING CASE ARGUMENTS NOT APPROVED			
2B – COMMUNITIES OF CONCERN	none			
SFCTA and other project co-sponsors demonstrate that				
the project is located in – and provide mobility benefits				
to – residents of the Bayview and Hunters Point				
Communities of Concern. The proposed local bus				
improvements, as well as new express bus lines, are				
expected to provide access to existing and new				
employment sites, grocery stores, educational				
opportunities, and parks in the community. The				
sponsors also note that the project serves a large				
number of geographically-isolated subsidized public				
housing developments in these Communities of				
Concern, and that the communities served have some				
of the highest poverty levels in the city of San				
Francisco.				
Other considerations noted by project sponsor: serves Hunters Point/Candlestick Point redevelopment area.				

Plan Bay Area 2040 Compelling Case Review Sheet

4. GENEVA-HARNEY BRT (PHASE 1)

Staff Recommendation: Upgrade Phase 1 to Medium-Performer

TBD in total costs

BENEFIT-COST RATIO = 0.3; TARGETS SCORE = +5.0

Project Purpose: Implements a bus rapid transit line from Hunters Point Transit Center to the Balboa Park BART station, following an interim Phase 1 alignment through Little Hollywood as proposed by SFMTA and SFCTA.

COMPELLING CASE ARGUMENTS APPROVED	COMPELLING CASE ARGUMENTS NOT APPROVED
<u>2B – COMMUNITIES OF CONCERN</u> SFMTA and SFCTA indicate that the project is primarily located within Communities of Concern, including the neighborhoods of Crocker-Amazon and Hunters Point. More importantly, the project is expected to be heavily utilized by residents of the Communities of Concern, as demonstrated by over 32,000 passenger-boardings along the corridor by today's Muni services. In addition to the new BRT	COMPELLING CASE ARGUMENTS NOT APPROVED none
service, new dedicated guideways will be used by several other Muni lines that provide service within the Community of Concern and to job centers across San Francisco. Streetscape elements included in the project scope will also yield mobility benefits for pedestrian and bicycle trips within the Communities of Concern.	

Other considerations noted by project sponsor: strong performance of project on target score despite poor performance on benefit-cost analysis; serves Hunters Point/Candlestick Point redevelopment area.

Plan Bay Area 2040 Compelling Case Review Sheet

Only

5. SAN FRANCISCO-REDWOOD CITY + OAKLAND-REDWOOD CITY FERRY Staff Recommendation: Reject Scope Change and Shift to Environmental

\$147 million in total costs

BENEFIT-COST RATIO = 0.0; TARGETS SCORE = +2.0

Project Purpose: Implements ferry service from San Francisco and Oakland to the Port of Redwood City.

COMPELLING CASE ARGUMENTS APPROVED	COMPELLING CASE ARGUMENTS NOT APPROVED
none	REDUCE SCOPE TO TERMINAL ONLY (\$30 MILLION) Redwood City and WETA have requested to include just the terminal component of this project, with the assumption that private operators provide the service at their cost (and that WETA service could begin outside of the Plan horizon). However, given that the project achieved a benefit-cost ratio of zero – indicating negligible ridership potential – shifting costs to private operators would be unlikely to yield an investment with benefit-cost ratio greater than one. Importantly, Redwood City did not submit any documentation demonstrating private-sector interest in operating such a ferry. Past pilots by companies such as Google have been discontinued.
	Furthermore, it would be unprecedented to include a public transit project in the Plan without the corresponding service. A terminal-only project serving only private charter ferry service would not provide benefits to the public at large. Staff recommend shifting the project scope to include environmental studies of the terminal and of future WETA service to Redwood City, rather than including a terminal-only construction project.

Other considerations noted by project sponsor: project has potential to corridor.

6. SR-152 TOLLWAY (GILROY TO LOS BANC Staff Recommendation: Reject Compelling C Environmental Only	S' & million
BENEFIT-COST RATIO = 3; TARGETS SCORE =	<u>= -1.5</u>
Project Purpose: Realigns SR-152 on a new facility	east of Gilroy.
COMPELLING CASE ARGUMENTS APPROVED	COMPELLING CASE ARGUMENTS NOT APPROVED
none	 <u>1A – INTERREGIONAL AND RECREATIONAL TRAFFIC</u> <u>1B – GOODS MOVEMENT</u> <u>1C – SAFETY BENEFITS NOT CAPTURED BY MODEL</u> VTA correctly notes a number of characteristics of the project corridor, including its key role in serving interregional freight, its above-average level of recreational travel, as well as the likely safety benefits associated with key features of the new alignment. However, these arguments are not germane to the project in question. SR-152 Tollway is not eligible for criteria under Category 1, as it already received a medium benefit-cost ratio of 3 (meaning that the travel model accurately captured its benefits). Instead, it must make a case that overriding considerations (under Category 2) merit discounting its poor performance on the targets score.
	100% LOCALLY FUNDED VTA made this argument during Plan Bay Area when the project was also identified as a low-performer, committing to fully fund it with tolls. However, they subsequently continued to pursue additional discretionary funds in conflict with their letter to MTC. Documents submitted by VTA indicate that the project continues to require substantial RTIP/ITIP funds (totaling \$20 million). Further commitments from VTA to guarantee that startup costs and any toll revenue shortfalls would be covered by local revenues are necessary to qualify for this exemption.

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Plan Bay	Area	2040	Compe	sinnig	Case	Reviev	w Sheet

7. SMART – PHASE 3 (SANTA ROSA AIRPORT TO CLOVERDALE) Staff Recommendation: Reject Compelling Case and Downscope

\$307 million in total costs

BENEFIT-COST RATIO = 0.0; TARGETS SCORE = +4.0

Project Purpose: Extends SMART service from north of Santa Rosa to Windsor, Healdsburg, and Cloverdale.

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COMPELLING CASE ARGUMENTS APPROVED	COMPELLING CASE ARGUMENTS NOT APPROVED
none	2B – COMMUNITIES OF CONCERN SMART indicates that the project would benefit residents of Santa Rosa Communities of Concern commuting to jobs in Healdsburg. However, none of the areas served by new stations in this extension (Windsor, Healdsburg, or Cloverdale) would serve a Community of Concern. SMART's ridership forecasts indicate that the "reverse commute" pattern cited above would be quite rare, and that ridership forecasts for Healdsburg and Cloverdale are amongst the lowest in the system. As such, staff does not believe that there is a compelling case that residents of the Santa Rosa Communities of Concern would experience significant increased mobility as a result of a SMART extension miles to the north. SMART does correctly point out that the extension serves tribal lands and lower-income populations in northern Sonoma County (and its neighbors to the north). However, none of the communities identified was approved based on the definition of Community of Concern in Plan Bay Area 2040.
	ALTERNATIVE PHASING PROPOSAL In case the compelling case was not approved, SMART submitted a proposed phasing strategy that breaks the project into multiple pieces, each of which is less than \$100 million (passenger service from Santa Rosa Airport to a provisional South Healdsburg station + freight components through Healdsburg + environmental analysis for a future Cloverdale segment). In addition, SMART proposes to reduce the annual O&M costs from greater than \$10 million per year to just \$1 million per year, a shift that requires further analysis given that most service would still be maintained (excluding service to Cloverdale). MTC staff believes that breaking low-performing projects into pieces to avoid cost-effectiveness requirements is not consistent with the overall spirit and intent of the process. Instead, staff recommends preserving the mutually-acceptable approach from Plan Bay Area – inclusion of the segment to Windsor (~\$40 million) as well as environmental studies for the remaining segments to the north.
Other considerations noted by project sponsor: serves ag	ricultural area to the north of Santa Rosa; provides

access for veterans to the Veterans Affairs Clinic

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PROJECT PERFORMANCE ASSESSMENT: COMPELLING CASES FOR LOW-PERFORMING PROJECTS

Image: Existing SR-152



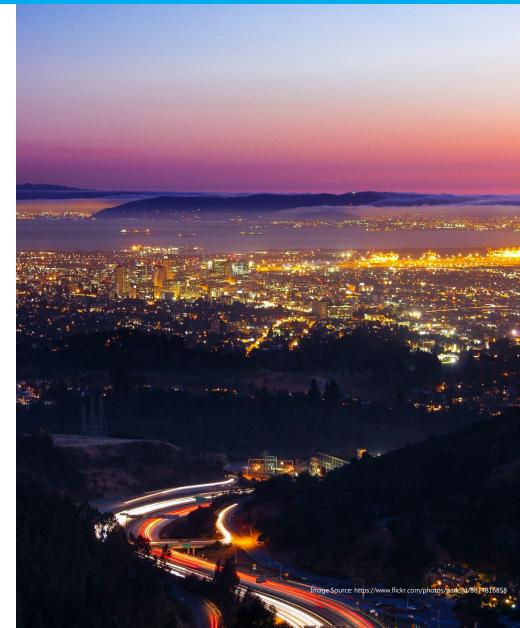
Dave Vautin July 5, 2016 – *Regional Advisory Working Group*

Impetus for Project Assessment

Even as the region has recovered from the Great Recession, transportation funding remains limited.

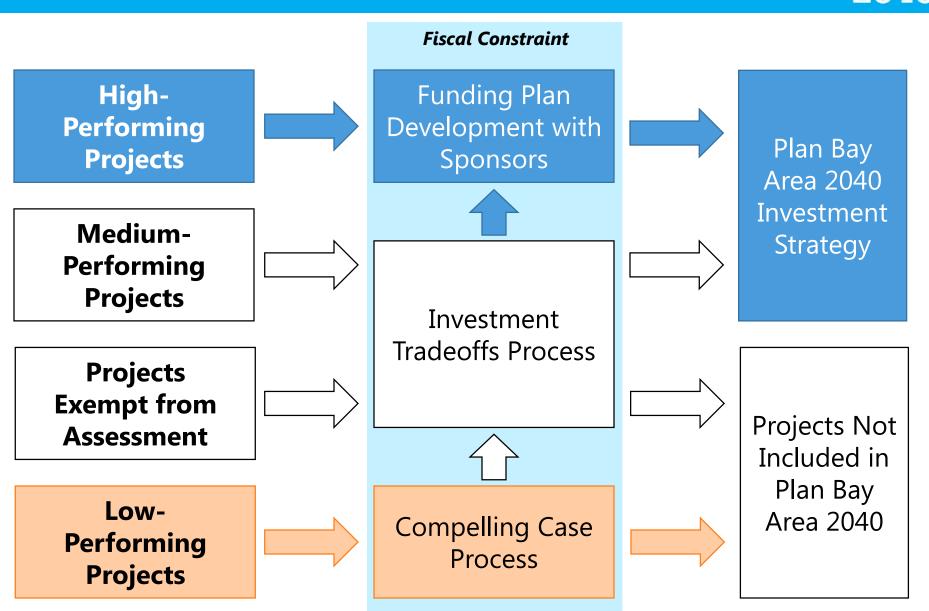
In order to maximize the effectiveness of limited taxpayer dollars, it is important to ensure that the region's highestperforming projects can be fully funded.

As funding requests significantly exceed available funds, we first want to work with our partners to review projects that are <u>cost-</u> <u>ineffective</u> or that <u>adversely impact</u> <u>Plan targets</u>.



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Investment Strategy Development

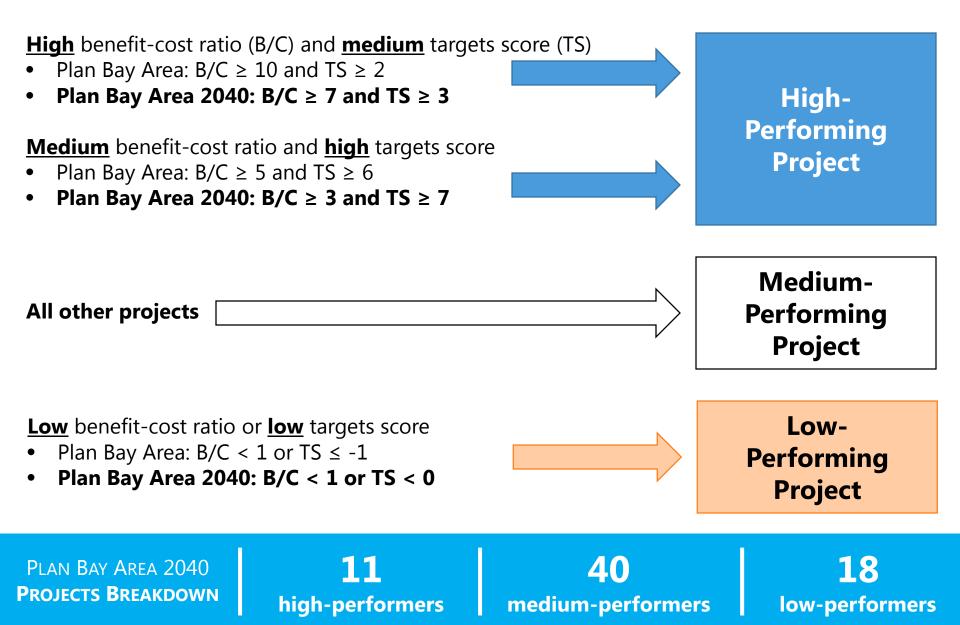


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Adopted Thresholds





Funding High-Performing Projects



SHORTFALL COST = \$11 BILLION



Downtown San Francisco Congestion Pricing

Treasure Island Congestion Pricing PROJECTS COST = \$2 BILLION



Funding High-Performing Projects

PROJECTS COST = \$1 BILLION

BART Metro Program

6

7

8

BART to Silicon Valley: Phase 2

Caltrain Modernization + Extension to Transbay PROJECTS COST = \$15 BILLION



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El Camino BRT

San Pablo BRT

Geary BRT

Approved Compelling Case Framework



CATEGORY 1	CATEGORY 2
Benefits Not Captured by the Travel Model	Federal Requirements
 a) interregional or recreational corridor b) provides significant goods movement benefits c) project benefits accrue from reductions in weaving, transit vehicle crowding, or other travel behaviors not well represented in the travel model d) enhances system performance based on complementary new funded investments 	 a) cost-effective means of reducing CO₂, PM, or ozone precursor emissions b) improves transportation mobility/reduces air toxics and PM emissions in communities of concern

Implications of Case Approval

Committee approval of a compelling case does not guarantee that the project will ultimately be able to fit within the fiscally-constrained transportation investment strategy.

For the currently low-performing project submitting a case, it does allow them to compete for funds alongside mediumperforming investments.

At the same time, approving a case will make it more difficult for mediumperforming projects to be included in the final investment strategy, as it increases the number of projects competing for scarce funds.



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Low-Performing Projects (18 total)



	<u>Project</u>	<u>B/C</u>	<u>TS</u>	<u>Sponsor-Selected</u> Path Forward	<u>Staff</u> <u>Recommendation</u>
1	TriLink Tollway + Expressways	1	-0.5	Downscope + 100% Local Funds	Now Exempt from Performance
2	Lawrence Freeway	0.2	+1.0	Downscope + 100% Local Funds	Now Exempt from Performance
3	Downtown San Jose Subway	0.5	+6.5	Environmental Only	Now Exempt from Performance
4	SR-17 Tollway + Santa Cruz LRT	0.3	+1.0	Environmental Only	Now Exempt from Performance
5	Bay Bridge West Span Bike Path	0.1	+2.0	Environmental Only	Now Exempt from Performance
6	VTA Express Bus Frequency Improvements (including capital infrastructure upgrades)	0.9	+4.5	Environmental Only	Now Exempt from Performance

Low-Performing Projects (18 total)



	<u>Project</u>	<u>B/C</u>	<u>TS</u>	<u>Sponsor-Selected</u> Path Forward	<u>Staff</u> <u>Recommendation</u>
7	Express Bus Bay Bridge Contraflow Lane	0.0	+5.0	Environmental Only (revised path forward)	Now Exempt from Performance
8	I-80/I-680/SR-12 Interchange	0.3	+2.5	Compelling Case – Criteria 1A, 1B, 1C	Case Approved
9	SR-262 Connector	4	-0.5	Compelling Case – Criterion 2A	Upgrade to Medium-Performer
10	East-West Connector	0.9	+1.5	Compelling Case – Criterion 2B	Upgrade to Medium-Performer
11	Southeast Waterfront Transport. Improvements	0.6	+6.0	Compelling Case – Criterion 2B	Upgrade to Medium-Performer
12	Geneva-Harney BRT + Corridor Improvements	0.3	+5.0	Compelling Case – Criterion 2B (<u>Phase 1)</u>	Upgrade to Medium-Performer

Low-Performing Projects (18 total)



	<u>Project</u>	<u>B/C</u>	<u>TS</u>	<u>Sponsor-Selected</u> Path Forward	<u>Staff</u> <u>Recommendation</u>
13	Antioch-Martinez- Hercules-SF Ferry	0.6	+1.5	Rescope – B/C >1	Upgrade to Medium-Performer
14	I-680 Express Bus Frequency Improvements	0.6	+2.5	Updated Costs – B/C >1	Upgrade to Medium-Performer
15	SR-4 Widening	0.5	-0.5	Drop Project	Drop Project
16	Oakland-Redwood City + SF-Redwood City Ferry	0.0	+2.0	Rescope to Terminal for Private Service	Environmental Only
17	SR-152 Tollway	3	-1.5	100% Local Funding	Environmental Only
18	SMART – Phase 3	0.0	+4.0	Phase 3A/B (Windsor + South Healdsburg)	Phase 3A (Windsor) + Env.

Redwood City Ferry – Project Info

• Performance Results

- Benefit-Cost Ratio = 0.0
- Targets Score = +2.0
- Arguments Not Approved
 - Construct terminal-only project for service by private charter services (e.g. tech company shuttles) – data indicate that ridership base is limited, regardless of service type

• Other Considerations

- Private employers could provide service to terminal, but no specific interest was demonstrated in the case submission
- Project has not yet progressed from conceptual to environmental stage
- Staff Recommendation
 - <u>Rescope to environmental phase</u> <u>only</u>



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SR-152 Tollway – Project Info

• Performance Results

- Benefit-Cost Ratio = 3
- Targets Score = -1.5
- Arguments Not Approved
 - Cases submitted under Category 1 (Travel Model Limitations) – targets score does not rely on travel model
 - 100% toll revenue funded requires Board commitment

• Other Considerations

- If different targets were adopted by the Commission, project performance might be better
- If Central Valley communities were identified as Communities of Concern, the project would have a compelling case
- Staff Recommendation
 - <u>Rescope to environmental phase</u> <u>only</u>



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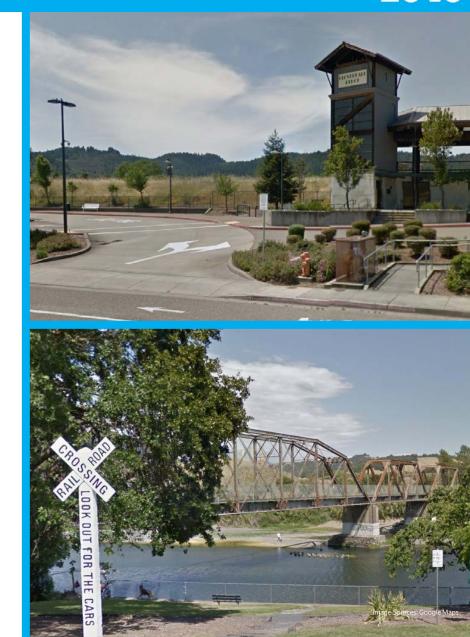
SMART (Phase 3) – Project Info

• Performance Results

- Benefit-Cost Ratio = 0.0
- Targets Score = +4.0
- Arguments Not Approved
 - Serves communities of concern none are located in northern Sonoma County
 - Project could be phased to reach South Healdsburg temporary station – still exceeds \$100 million

Other Considerations

- Lower-income populations do live in northern Sonoma County, but without sufficient concentrations to merit a Community of Concern
- Staff Recommendation
 - <u>Downscope project to match</u> <u>current Plan listing</u> (passenger service extended to Windsor + environmental studies for remaining segment to Cloverdale)



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Next Steps





<u>July</u>

Action on compelling cases for low-performing projects

September

- Funding plans for high-performing projects
- Draft transportation investment strategy

<u>October</u>

- Adoption of preferred transportation + land use
- Kick off environmental impact analysis