

Bay Area Infrastructure Financing Authority (BAIFA)

October 23, 2019

Agenda Item 3a

Proposed BAIFA Toll Facility Ordinance Amendment

Subject: Overview of proposed changes to BAIFA's existing Toll Facility Ordinance to prepare for tolling on BAIFA's I-880 Express Lanes, as well as the public hearing and outreach processes staff will follow prior to BAIFA considering it for adoption.

Overview: In July 2016, BAIFA adopted a toll ordinance, as required by statute, so that it could enforce toll violations on its I-680 Express Lanes in Contra Costa County. Now BAIFA needs to amend its toll ordinance to include the I-880 Express Lanes in Alameda County prior to opening in summer 2020 as well as to update the I-680 Express Lanes toll policies for consistency.

BAIFA is converting existing HOV lanes on I-880 to express lanes in Alameda County from Hegenberger Road to Dixon Landing Road in the southbound direction and from Dixon Landing Road to Lewelling Boulevard in the northbound direction. Caltrans retains its authority to set freeway operations policy, but BAIFA has the authority to establish tolling policy. BAIFA's toll ordinance specifies its tolling policies in the context of Caltrans-approved operational policy so that tolling 'rules of the road' are transparent for the public. It also documents BAIFA's toll violation penalties and procedures.

The plans to convert the I-880 HOV lanes to express lanes was shared with the public as part of the project's approval process in 2015. Since then, MTC, working closely with Caltrans, has sought to understand the causes behind HOV lane degradation, which is a major challenge on I-880 and certain other regional corridors. This work resulted in consensus among MTC, Caltrans and other express lanes operator staff to pursue toll policy consistency as HOV lanes are converted to express lanes in similarly challenged corridors in the 'ring around the bay' from Oakland to Santa Clara (I-880 and State Route 237) and up the peninsula to San Francisco (U.S. 101). Given this timeline, some proposed I-880 toll policies are different than what was originally planned at the start of the project in 2013. Caltrans has considered and approved these changes.

Operational policies that Caltrans has approved for the I-880 Express Lanes include:

- Hours of operation - 5 am to 8 pm (change from existing HOV lane hours from 5-9 am and 3-7 pm); and
- HOV eligibility - 3 or more persons (change from existing HOV lane eligibility of 2 or more persons).

Tolling policies that BAIFA will be asked to consider adopting for the I-880 Express Lanes include:

- Scaled tolls - Solo drivers would pay the full toll. Vehicles with 2 persons and clean air vehicles (CAVs) would pay 50% of the full toll. Eligible

HOVs with 3 or more persons would pay no toll. In addition, a minimum toll of \$0.50 per toll zone would apply.

- FasTrak[®] required - All vehicles would be required to use FasTrak[®], including vehicles eligible for reduced tolls as on BAIFA's I-680 Express Lanes and most other Bay Area Express Lanes.
- Enforcement and Toll Violation Penalties - Toll enforcement would be automated using license plate cameras as on BAIFA's I-680 lanes and most others. If a vehicle does not have a FasTrak[®] account, a violation notice would be issued by the toll system. Toll violation penalties would be set equal to those charged by BATA, currently \$25 for the first notice and \$70 for the second notice. CHP would enforce vehicle occupancy requirements, illegal crossing of double white lines and other rules.

In addition, BAIFA will be asked to update the I-680 Express Lanes tolling policies to:

- Increase the existing minimum toll from \$0.30 to \$0.50; and
- Set toll rates for CAVs to 50% of the full toll.

Adoption of the toll ordinance amendment involves a public process. Staff plans the following approach and schedule, subject to feedback from BAIFA:

- 30-day public comment period to start upon newspaper publication of BAIFA's intent to amend its toll ordinance;
- Virtual open house to allow the public to give feedback;
- Two open houses in the I-880 corridor for information-sharing and public feedback, and invitations to community-based organizations;
- Public hearing at December 18 BAIFA meeting;
- Adoption vote at January 22 BAIFA meeting; and
- Toll ordinance amendment would take effect 30 days after adoption.

After adoption, staff plans an outreach campaign to educate the public on how to use the I-880 Express Lanes starting about three months before opening. Staff will return to BAIFA in spring 2020 with more details.

Operationally, a lot will change in the I-880 corridor when the express lanes open. There will be a learning curve for the public to understand new tolling rules. The Express Lanes team will closely monitor lane performance and the public experience, making adjustments as needed.

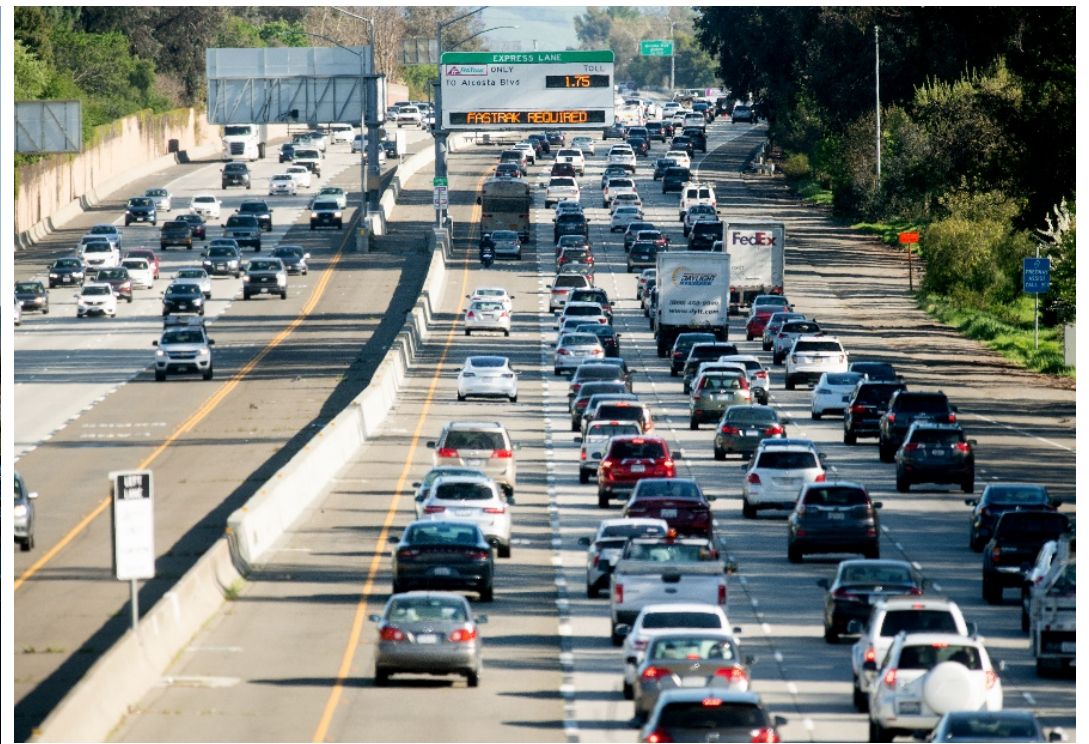
Attachments: Presentation Slides



Therese W. McMillan

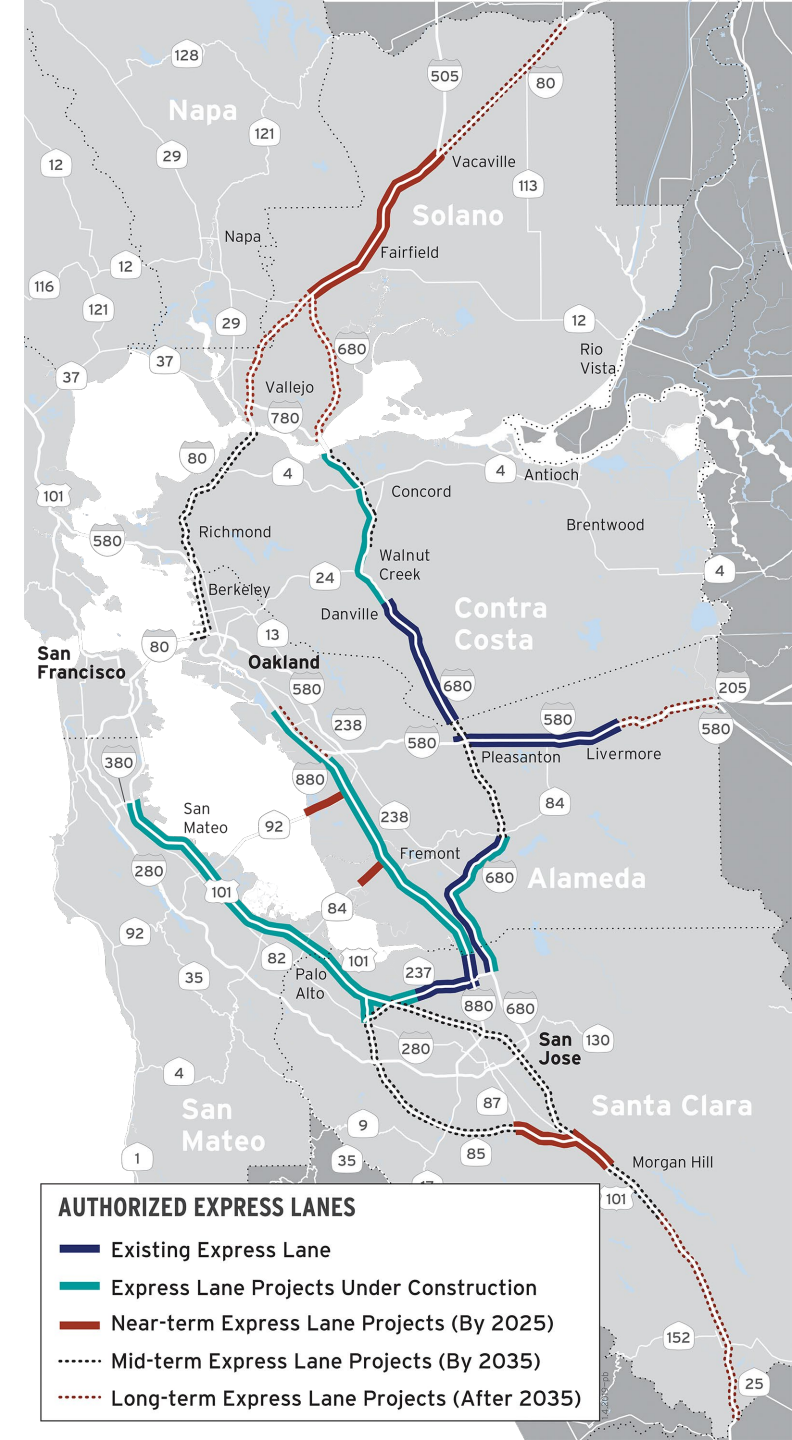
Toll Facility Ordinance Amendment: I-880 Express Lanes

Bay Area Infrastructure Financing Authority
October 23, 2019



Why Express Lanes?

- Improve HOV lane performance to offer better service to carpools and buses
- Offer a more reliable trip for everyone
- Move more people with existing capacity
- Expand network for carpools and buses

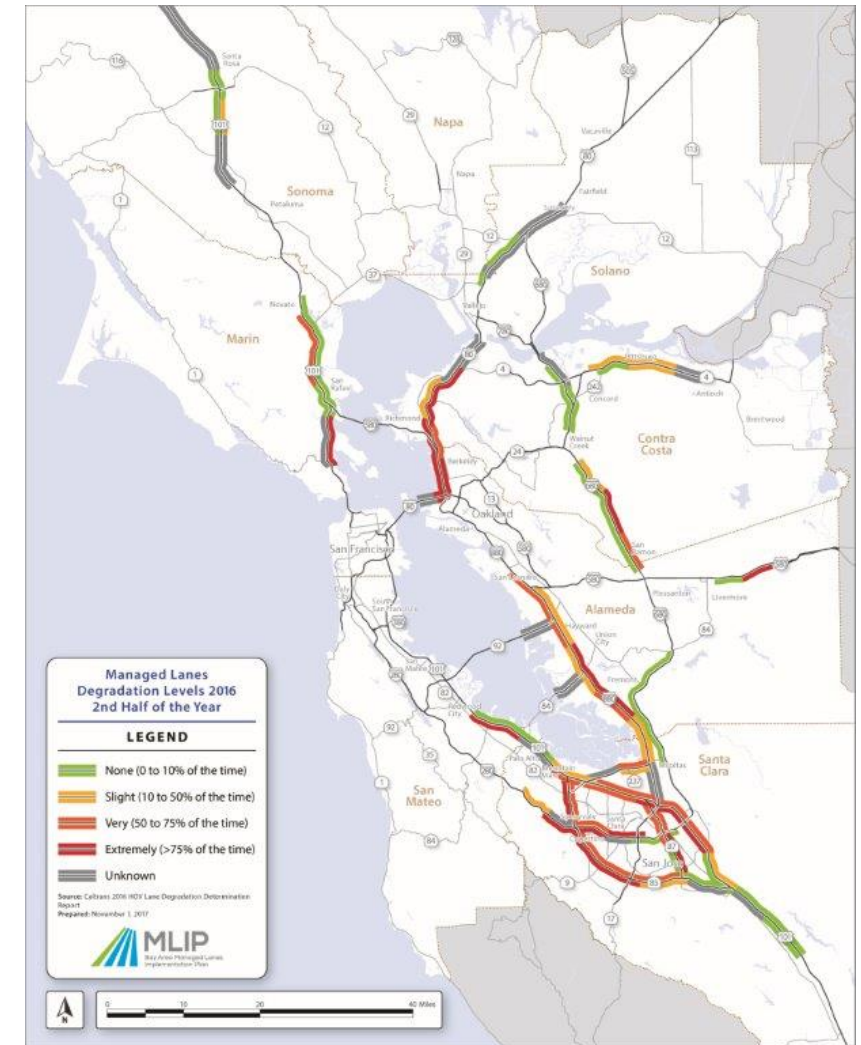


HOV Lanes are Stressed

- 69% of Bay Area HOV lane miles degraded (2017)
- Explored in Managed Lanes Implementation Plan (2015-2017)





Factors:

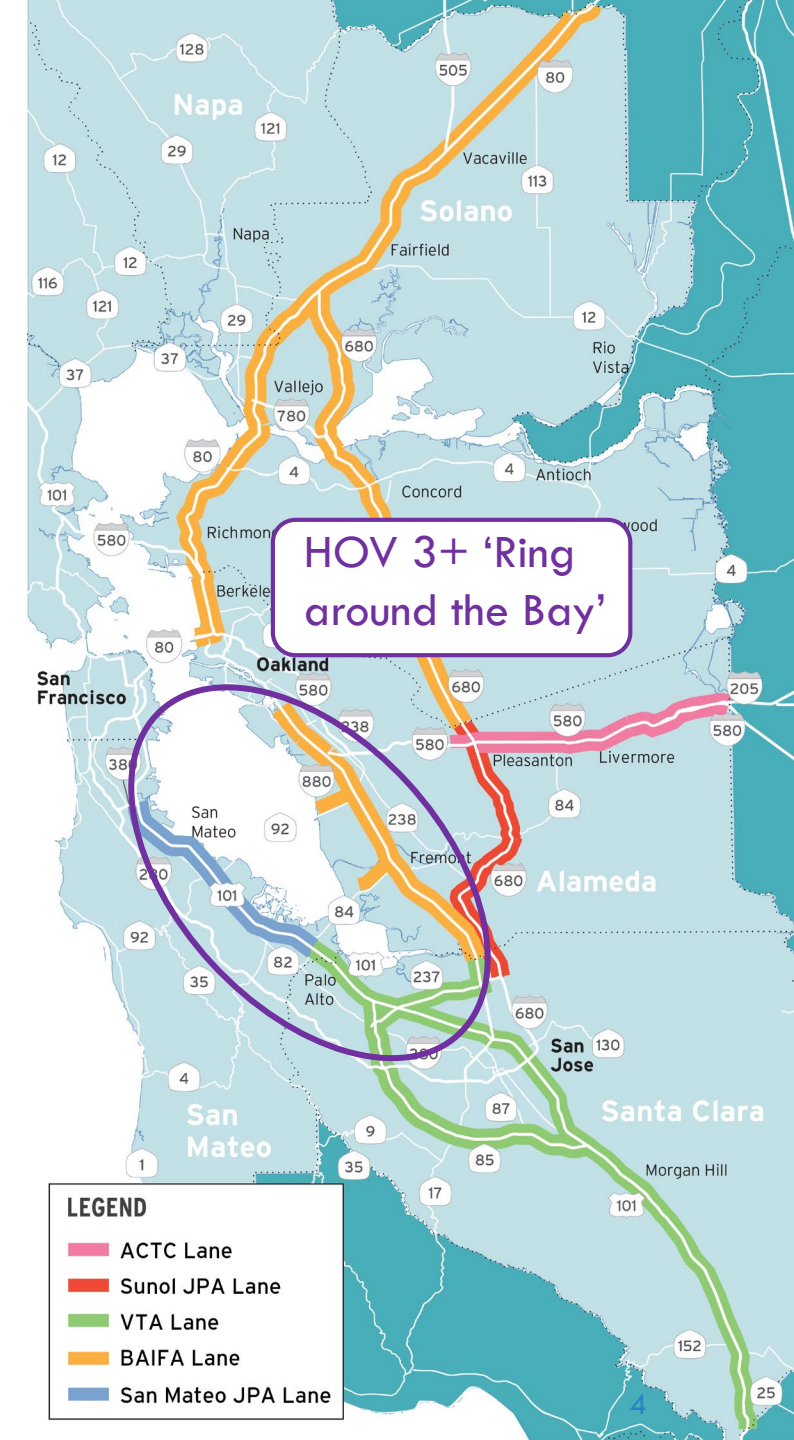
- More traffic, including carpools
- Limited enforcement options leads to HOV violators: 24% average (AM Peak)
- Clean air vehicle (CAV) growth continues: About 90,000 decals issued in Bay Area in 2019
- Hours of operation and HOV eligibility do not always align with traffic



Ring around the Bay: Congested, Connected, Consistent

- Conversions of degraded HOV lanes on I-880, SR-237 and US-101 in 2020 and 2021 represent opportunity and necessity
- Connected lanes should have consistent policies
- Agencies must work together
 - Caltrans: freeway HOV policy
 - BATA: bridge HOV policy
 - Express lanes operators: toll policy

Policy Alignment	Toll Facility
Summer 2020	   Dumbarton & San Mateo-Hayward Bridge Approaches
Fall 2021	



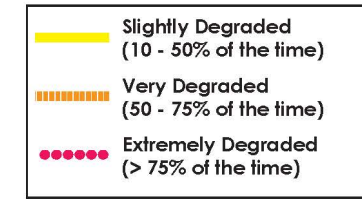
I-880 HOV Lanes Today

- HOV 2+
- 90% of corridor is very or extremely degraded
- 20% of vehicles are HOV violators (e.g. solo drivers)
- 20% of vehicles are Clean Air Vehicles

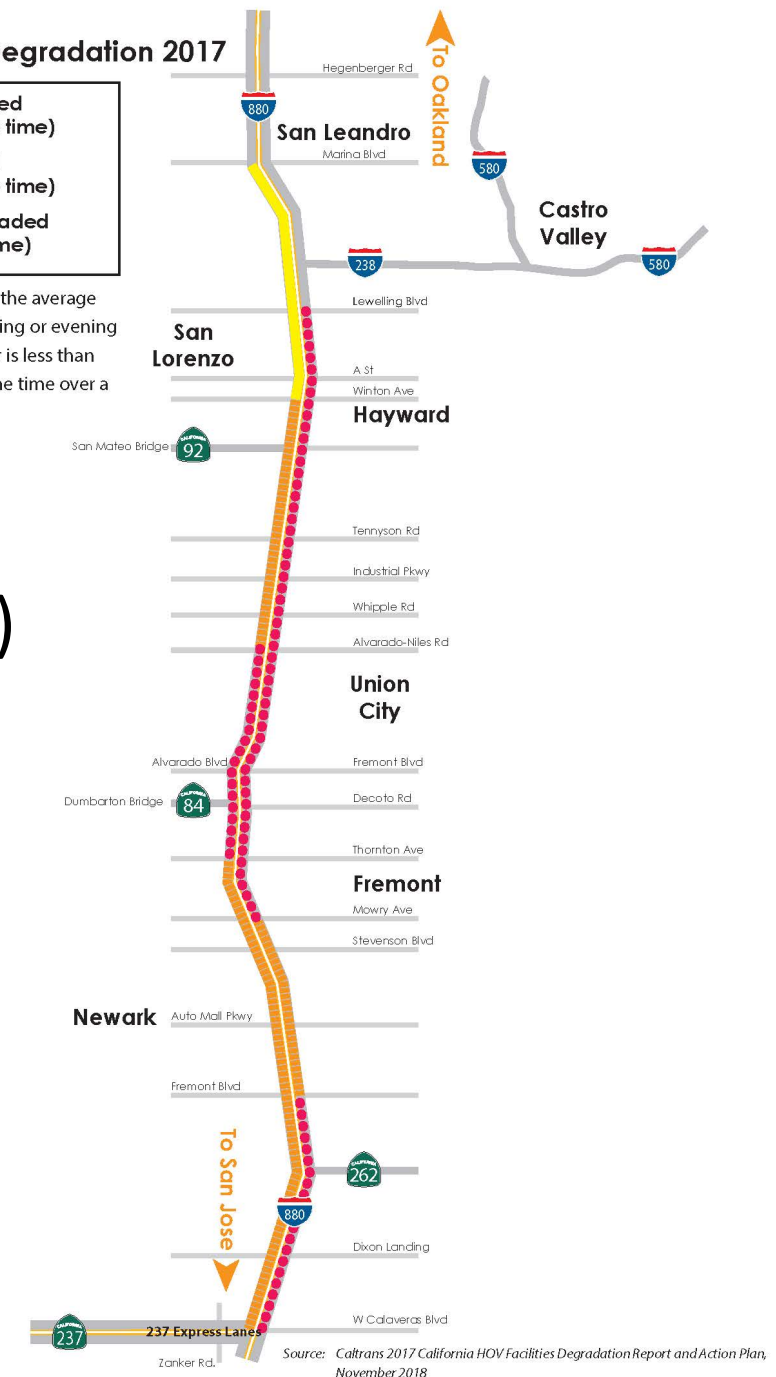
Unreliable, but opportunity for improvement

**Data collected on I-880 northbound in Fremont during PM peak in 2018;
consistent with MLIP data from 2015*

I-880 HOV Lane Degradation 2017



An HOV facility is degraded if the average traffic speed during the morning or evening weekday peak commute hour is less than 45 mph for more than 10% of the time over a consecutive 180-day period.



Source: Caltrans 2017 California HOV Facilities Degradation Report and Action Plan, November 2018

I-880 Express Lanes: Project Status

Conversion of HOV lanes to tolled express lanes

Civil construction
largely complete
(Summer 2019)

Customer
Education
(Spring 2020)

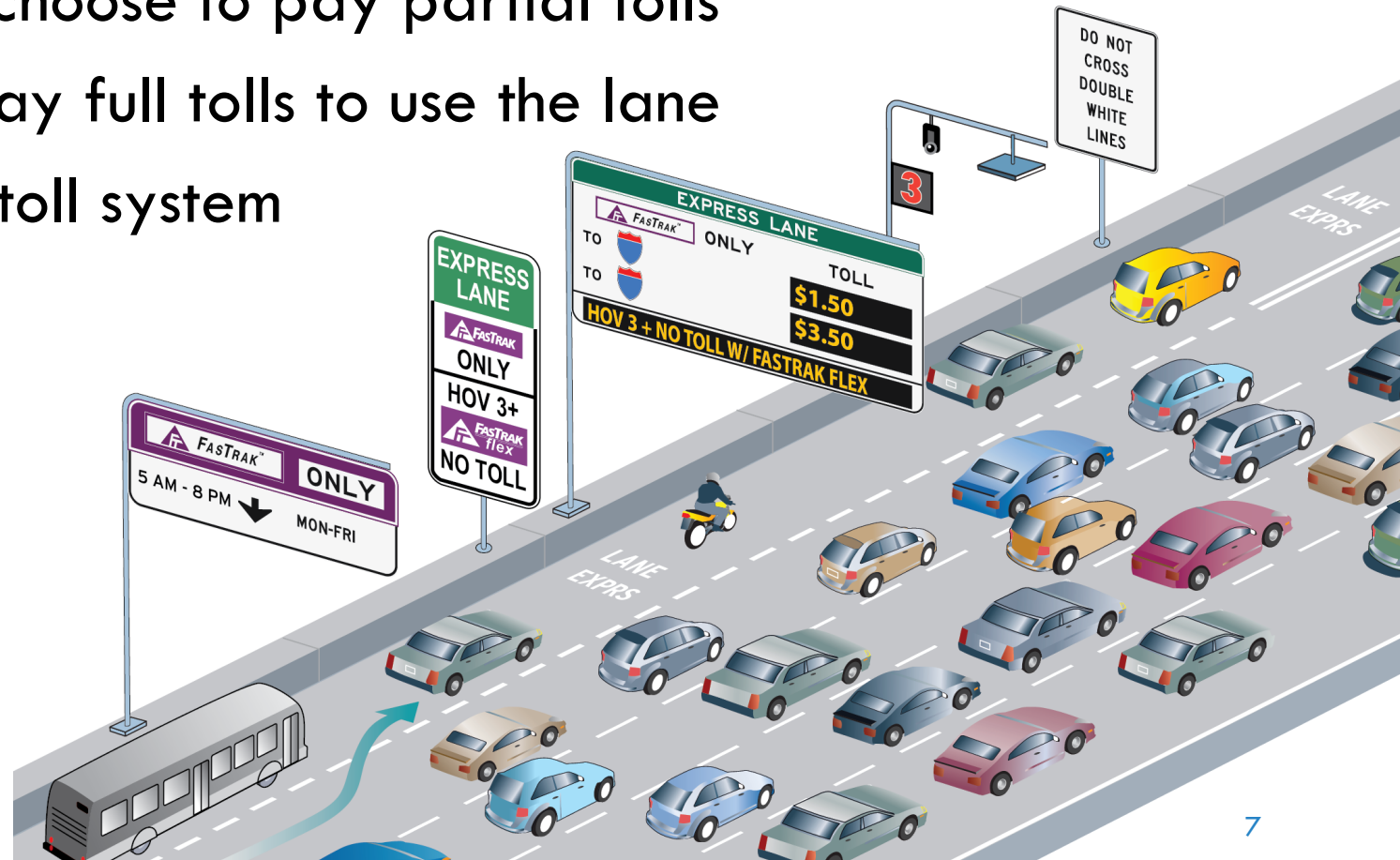
Toll system
installation &
testing; lane
striping
complete
(Spring 2020)

Tolling begins
(Summer 2020)



How Express Lanes Work

- Tolls can change every 5 minutes based on traffic
- Eligible carpools, vanpools, buses, motorcycles & CAVs can use the lane for free or choose to pay partial tolls
- Solo drivers can choose to pay full tolls to use the lane
- Enforcement is enhanced by toll system technology



Proposed I-880 Tolling ‘Road Map’

Rule	880 HOV Lane Today	880 Express Lane When Open	Why?
Operating Hours <i>(Caltrans approved)</i>	5am to 9am 3pm to 7pm	5am to 8pm	Manage non-recurrent traffic Regional consistency
★ HOV Eligibility <i>(Caltrans approved)</i>	HOV 2+	HOV 3+	Meet federal speed requirements Encourage higher person throughput
★ Scaled Tolls <i>(BAIFA adoption proposed)</i>	No	\$0.50 min per zone; no max Solo drivers: full toll 2 Persons & CAVs: 50% toll HOV 3+: no toll	Meet federal speed requirements ‘Ring around the Bay’ consistency Encourage higher person throughput
★ FasTrak Required <i>(BAIFA adoption proposed)</i>	No	Yes	Enable payment & improve enforcement Regional consistency
Enforcement <i>(BAIFA adoption proposed)</i>	Manual (CHP)	Manual (CHP) and Automated (toll system) Auto. toll violations match BATA: \$25 1 st notice; \$70 2 nd notice	Ensure drivers follow tolling rules Regional consistency

High-Occupancy Vehicle (HOV) Eligibility

- ▶ HOV 3+ when lanes open

Decision Factors:

- Severe degradation as HOV 2+ facility
- Meet federal speed requirements
- Part of 'Ring around the Bay' concept for toll policy consistency

HOV 3+ 'Ring
around the Bay'



HOV 3 +
IS 3
OR MORE
PERSONS
PER
VEHICLE

Scaled Tolls & Toll Zones

- ▶ Dynamic pricing
- ▶ Min. toll per zone: \$0.50; no max. toll
- ▶ Scaled tolls:
 - Full toll: Solo drivers
 - 50% toll: 2 persons & CAVs
 - No toll: HOV 3+, buses, motorcycles
- ▶ Specifies toll zones

Decision Factors:

- Consistency with other express lanes
- Meet federal speed requirements



Rules of the Road (Proposed for BAIFA adoption)

FasTrak[®] Required



- ▶ FasTrak account required
- ▶ Legacy FasTrak toll tag OK for solo driver
- ▶ FasTrak Flex[®] toll tag required for toll-exempt or reduced toll trips
- ▶ CAVs (red or purple stickers) required to register for a new CAV FasTrak Flex toll tag
- ▶ No FasTrak account? Toll violation (penalties match BATA bridges)

Decision Factors:

- Consistency with other express lanes and bridges
- Enable occupancy declaration and improve enforcement

Proposed I-680 Express Lanes Tolling Changes

- ▶ Increase minimum zone toll to \$0.50
- ▶ Require CAVs to register for a new CAV FasTrak Flex toll tag and pay 50% toll

Decision Factors:

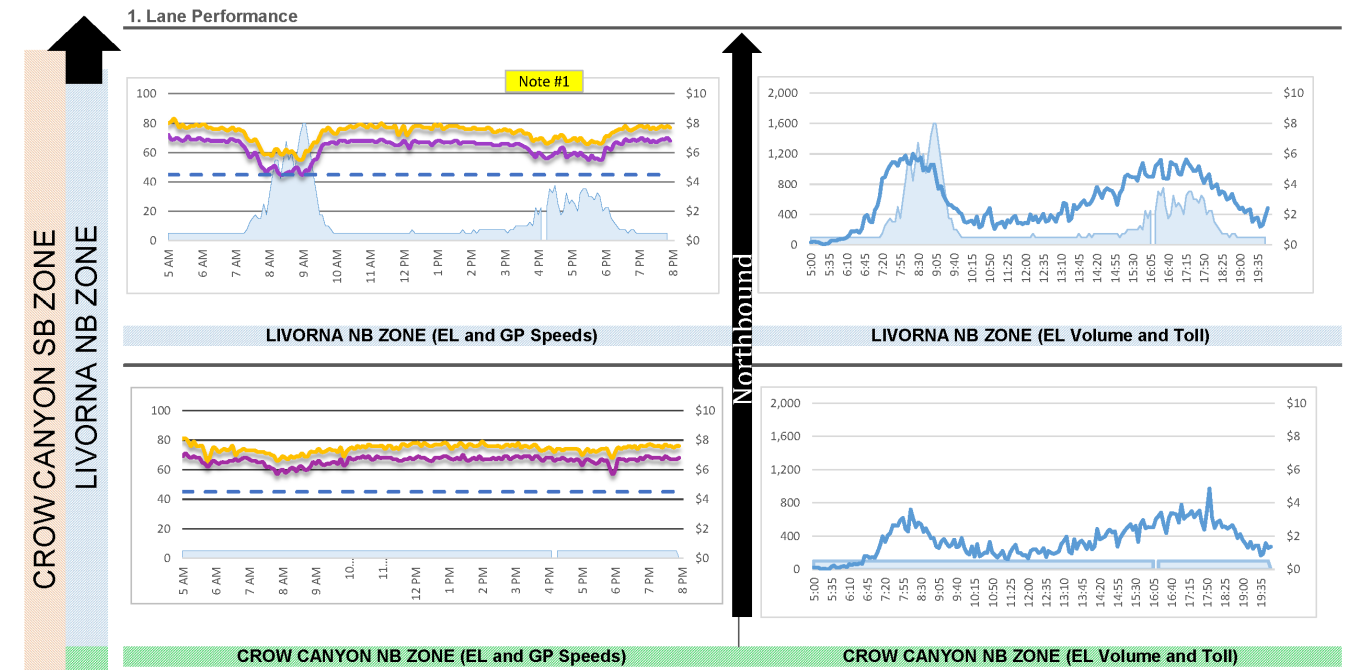
- Actual tolling practice (to cover cost)
- Consistency with other express lanes

Rule	I-680 Today	I-680 Proposed
Operating Hours*	5 AM – 8 PM	Same
HOV Eligibility*	HOV 2+	Same
FasTrak Required	Yes	Same
★ Scaled Tolls (BAIFA adoption proposed)	Zone toll: \$0.30 min; no max Solo Driver: full toll HOV 2+: no toll CAV: no toll	Zone toll: \$0.50 min; no max Solo Driver: Same HOV 2+: Same CAV: 50% toll
Enforcement	Manual (CHP) and Automated (toll system) Auto. toll vios. match BATA: \$25 1 st notice; \$70 2 nd notice	Same

* Caltrans approved

What to expect when 880 opens?

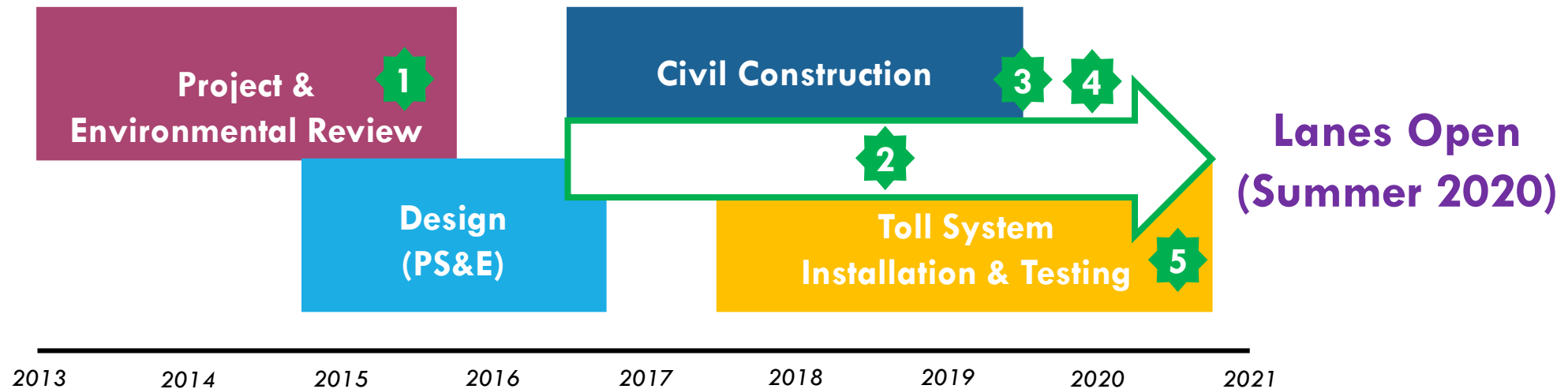
- Public learning curve
 - Tolling 'rules of the road'
 - Where to get in and out of the lanes given partial access restrictions
- Daily traffic monitoring and analysis
- Adjustments as needed after reasonable 'break-in' period



Example of daily monitoring of I-680 Contra Costa Express Lanes

I-880 Express Lanes Outreach Overview

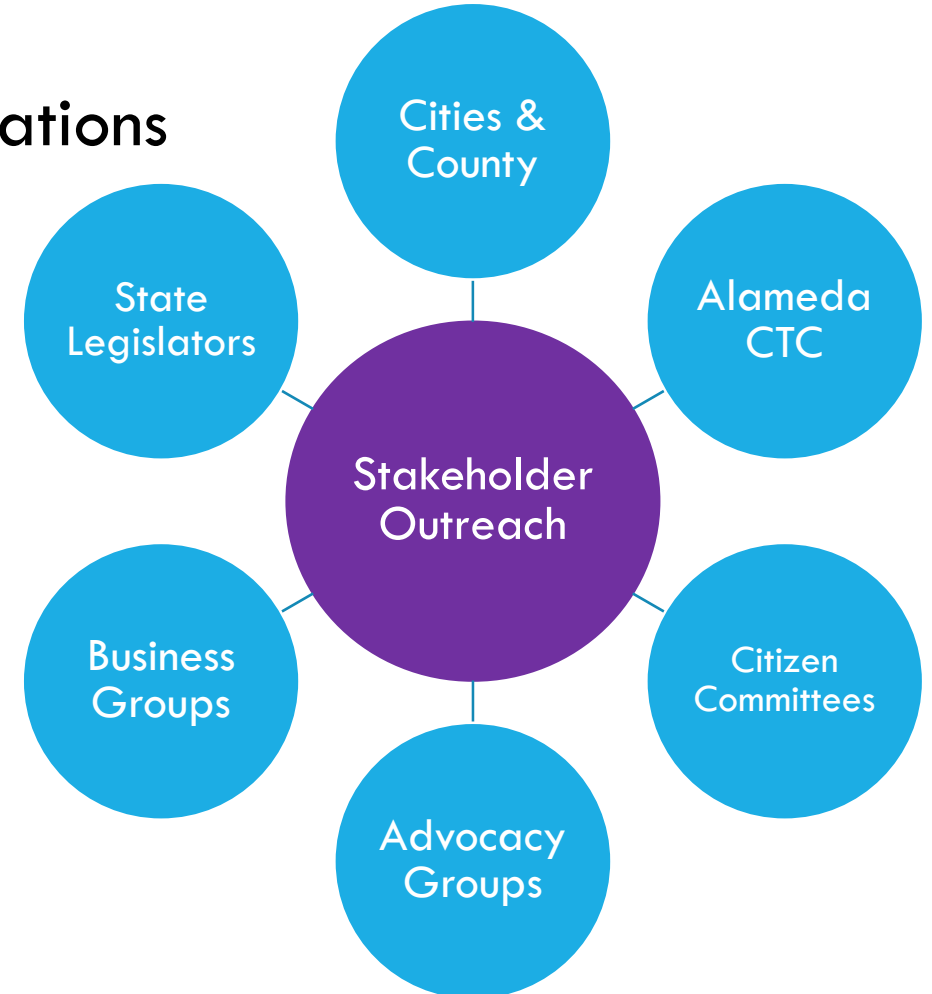
- 1** Stakeholder & Public Outreach (2015)
- 2** On-going Project Updates (2016 – 2020)
- 3** Stakeholder Outreach (Spring-Fall 2019)
- 4** Public Notice & Toll Ordinance (Fall-Winter 2019/20)
- 5** Customer Education Campaign (Spring-Summer 2020)



Stakeholder Outreach (Spring-Fall 2019)

Purpose:

- Update stakeholders on proposed operations
- Leverage local communication channels
- Offer additional public meetings



Customer Education (Spring-Fall 2020)

6 months before opening:

- ▶ Post educational information to web as available



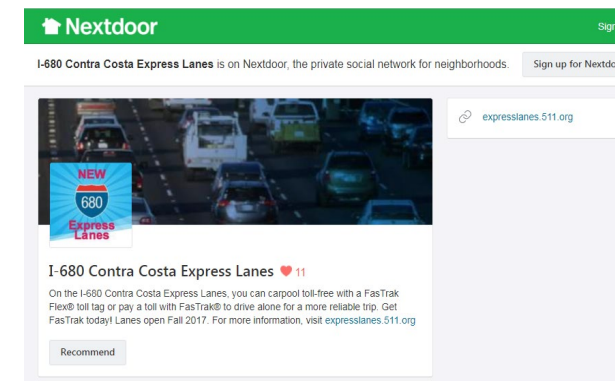
Print & Online



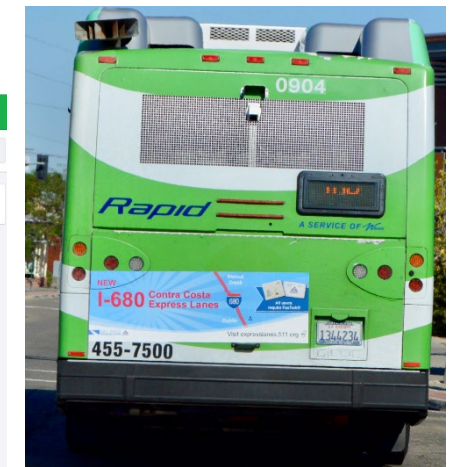
On-Corridor Banners

3 months before opening:

- ▶ I-880 Express Lanes: Explain 'rules of the road' and get FasTrak®



Social Media



Bus Tails

Examples of collateral from I-680 Express Lanes

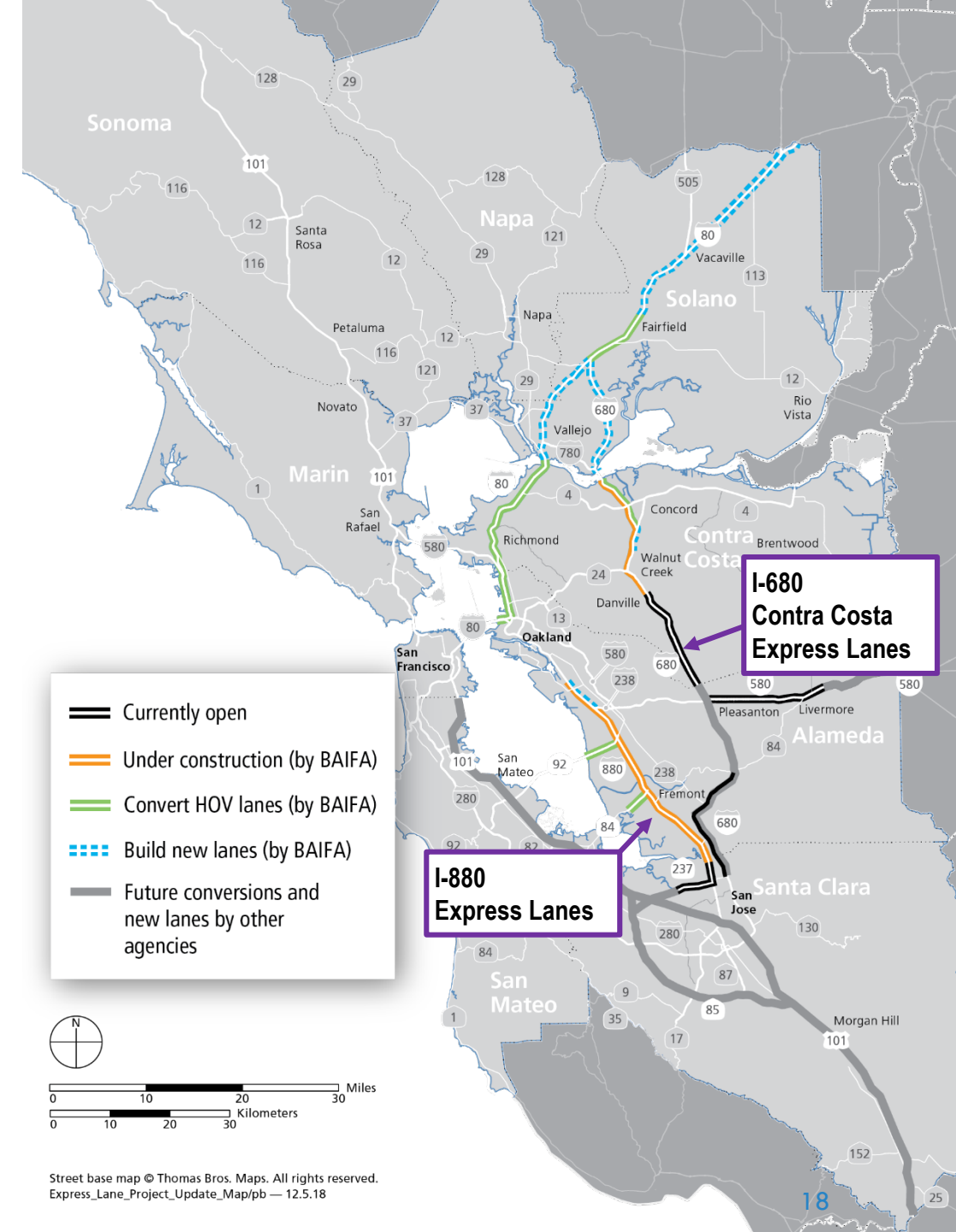
Carpool Support

- ▶ Advertising, employer outreach and community-based outreach
- ▶ “Be Three, Go Free” carpool rewards and incentive campaign
- ▶ New ridematching system and on-going carpool app partnerships
- ▶ Vanpool Subsidy Program
- ▶ Employer commute management tools and employer partnerships
- ▶ Promote commuter parking lots



BAIFA Toll Ordinance Overview

- Adopted July 2016 before I-680 opened
- Allows BAIFA to enforce toll violations
- Documents BAIFA's toll policy in context of Caltrans HOV policy, for transparency
- Proposed action: Amend before I-880 opens and for changes on I-680, for consistency



Proposed Schedule: Public Outreach & Toll Ordinance Adoption

2019			2020	
October	November	December	January	February
Information Item at BAIFA on Oct 23	Newspaper Publication no later than Nov 18 & 25	Public Hearing at BAIFA on Dec 18	Ordinance Adoption at BAIFA on Jan 22	Ordinance Effective on Feb 21
	Public comment starts Nov 18	2 Public Open Houses in I-880 Corridor: Dec 3 & 11		
		Public comment ends Dec 18		

- ▶ 3 BAIFA agenda items over 4 consecutive months
- ▶ 2 public open houses in I-880 corridor with extensive outreach to community-based organizations
- ▶ Online 'open house' from Nov. 18 to Dec. 18