

Express Lanes in the Bay Area



San Francisco
County Transportation
Authority

Transportation Authority Board — Agenda Item 9
March 21, 2023

Today's Presentation

- Introduction to Express Lanes in the Bay Area
- Regional Express Lanes Strategic Plan & Express Lanes START (MTC)
- California Roadway Pricing Working Group (Caltrans)
- San Mateo 101 Express Lanes & Equity Program (San Mateo JPA)
- SFCTA Managed Lanes and Express Bus Project

The Pricing Toolkit

- National VMT Fee Pilot Program (proposed)
- CA Road User Charge Pilot
- Congestion Pricing
- Ultra-Low Emissions Zone
- New Mobility Taxes and Fees
- **Express Lanes**



Pricing reflects multiple rationales...from raising revenue to managing demand and impacts.

What are Express Lanes?

- Pricing tool for managing demand on freeways
- Usually co-exist with General Purpose lanes so drivers can choose
- Toll can be a set amount or dynamically priced according to congestion levels
- Subset of Managed Lanes, which also include:
 - Transit Priority Lanes
 - High-Occupancy Vehicle (HOV) Lanes, aka carpool lanes



Goals for Managed Lanes in San Francisco

In our 2018 Freeway Corridor Management Study, we identified these goals for Managed Lanes:

1

Increase trip reliability and efficiency

2

Enhance travel choices

3

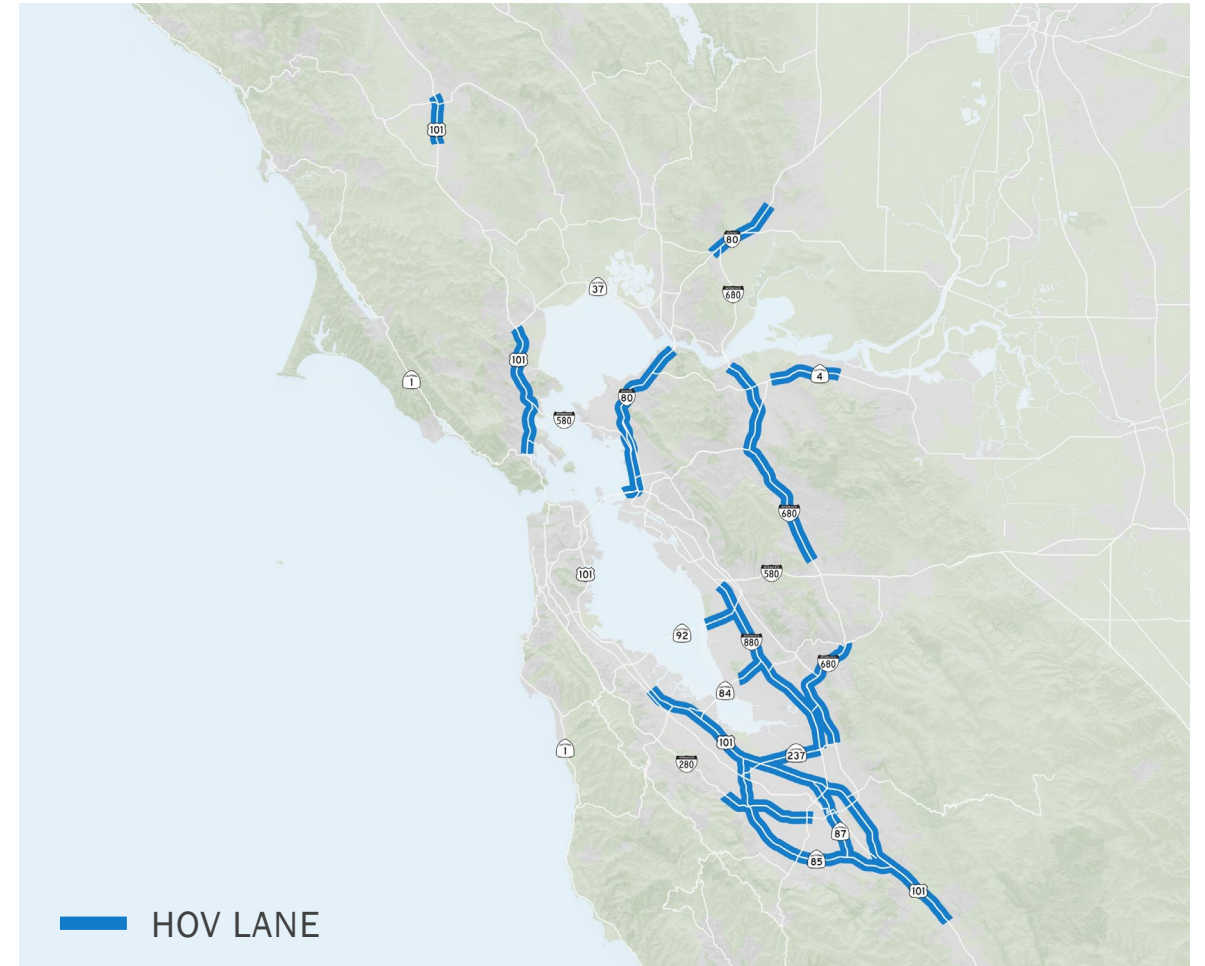
Reduce emissions; support community well-being

4

Contribute to a regional network

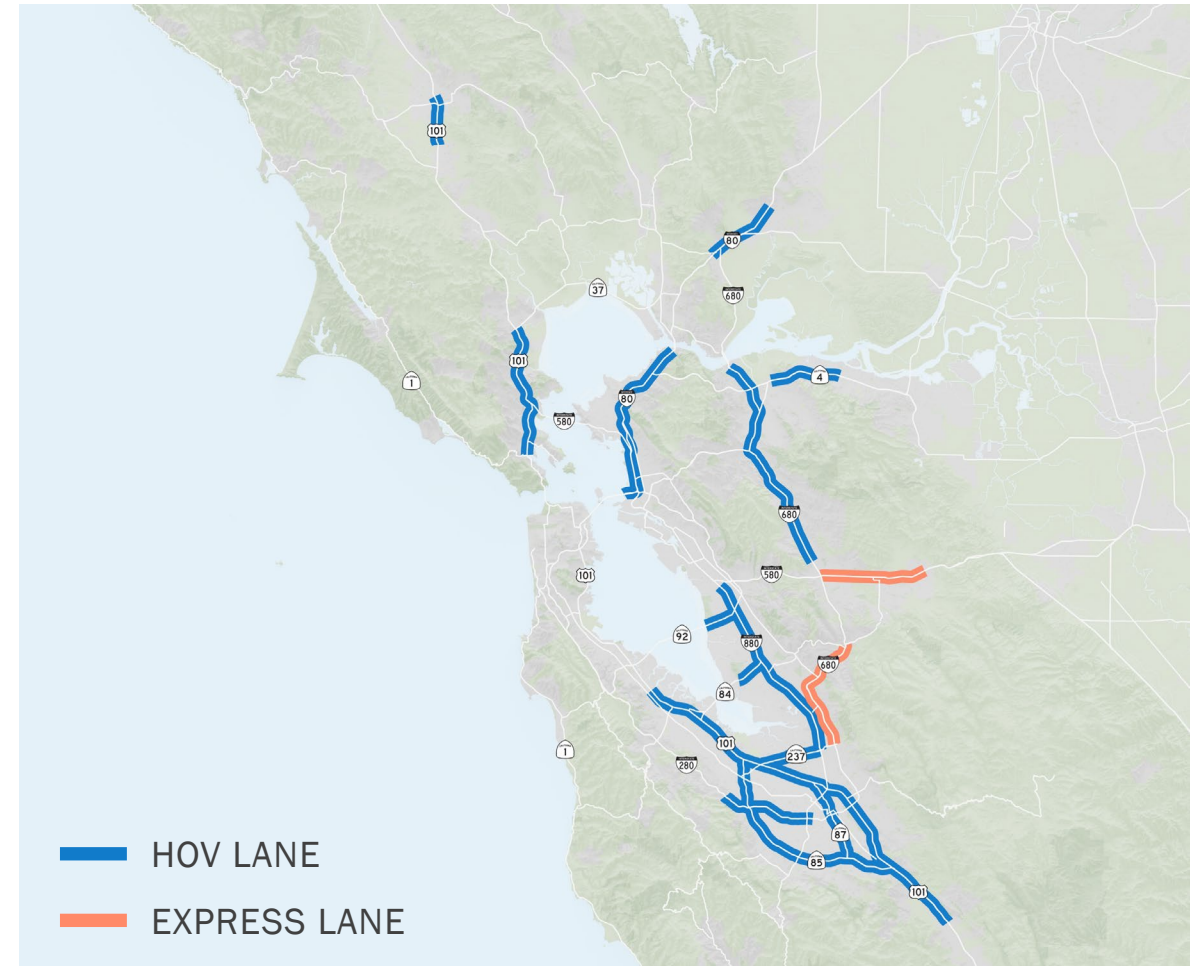
Bay Area Express Lanes Chronology

- The Bay Area has one of the most extensive HOV networks in the country in the early 2000s



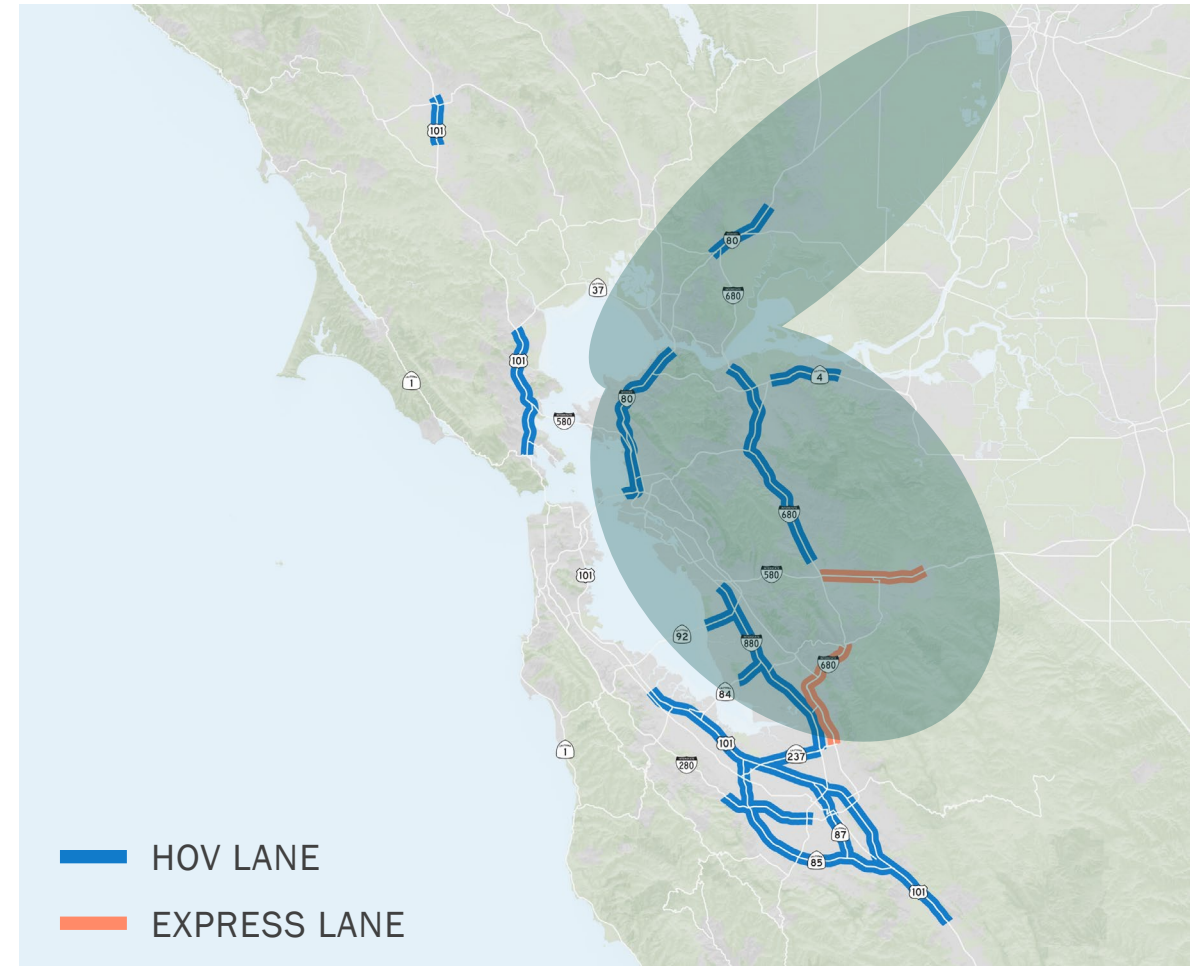
Bay Area Express Lanes Chronology

- 2004: AB 2032 passes
- Alameda and Santa Clara form Sunol JPA to toll I-580 and I-680
- 2010: Tolling begins on I-680



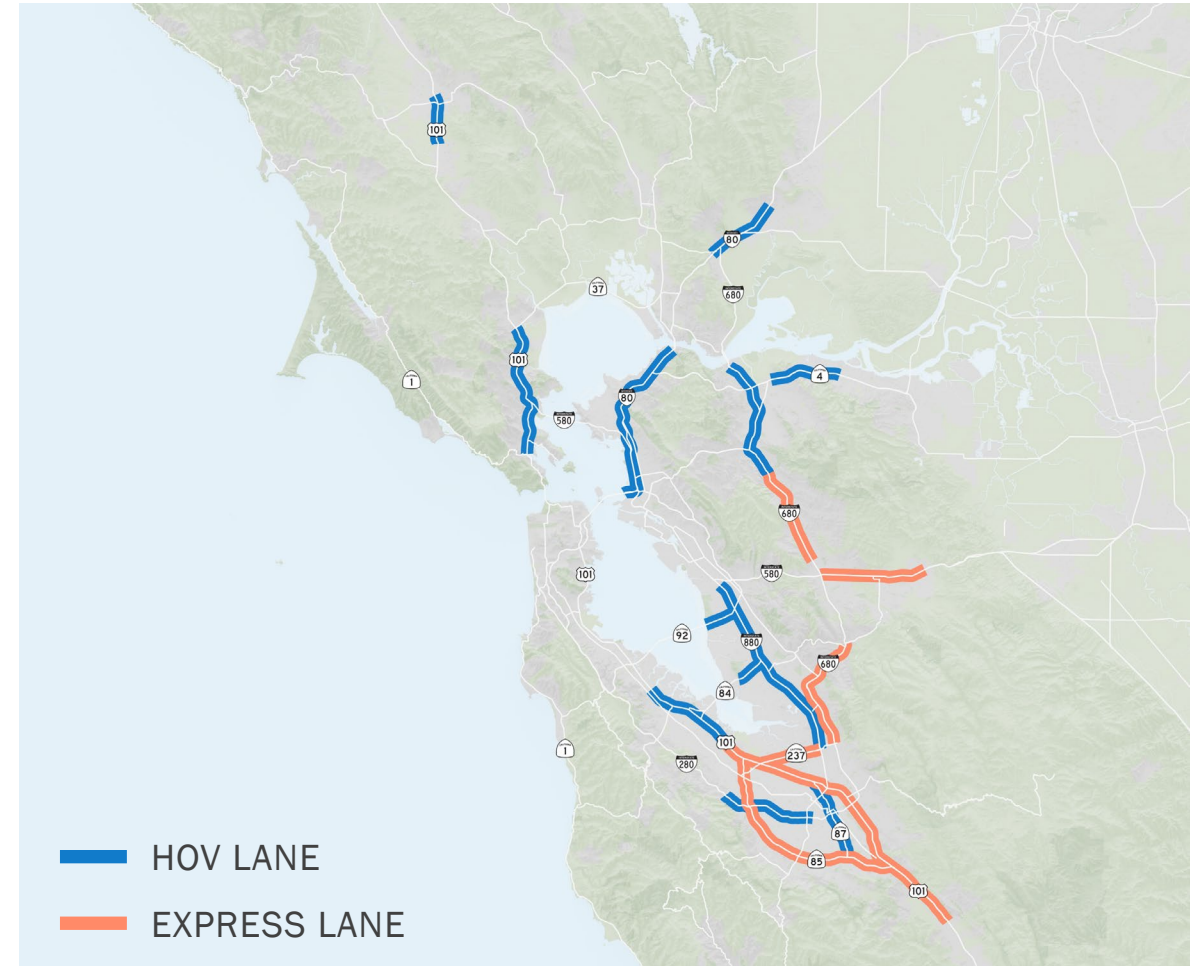
Bay Area Express Lanes Chronology

- 2011: CTC grants MTC authority to implement 270 miles of Express Lanes
 - BAIFA powers expand
 - MTC begins tolling on I-680 in 2017



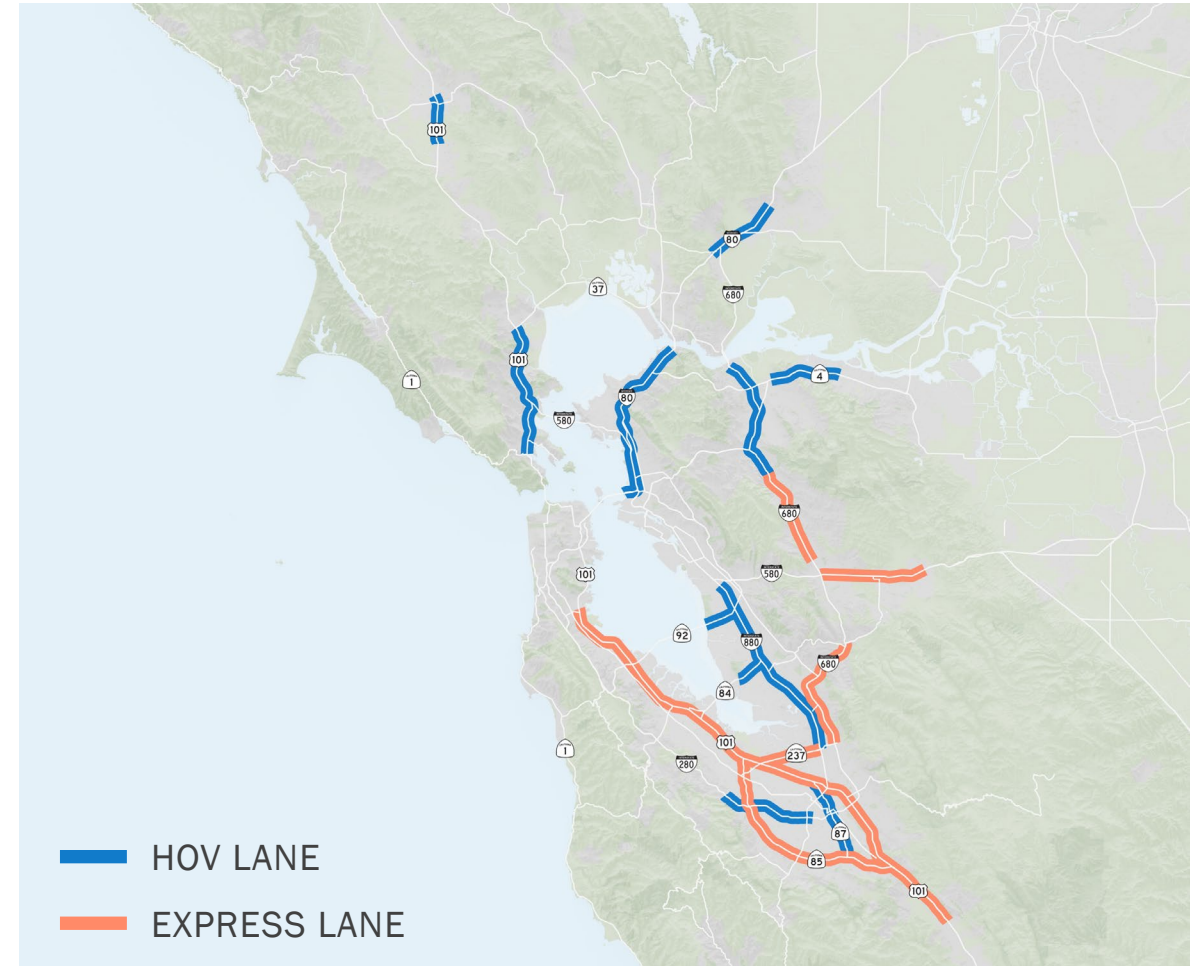
Bay Area Express Lanes Chronology

- 2012: VTA launches Express Lanes on SR237
 - VTA expands Express Lanes to 101 and 85
- 2015: AB 194 passes



Bay Area Express Lanes Chronology

- San Mateo creates a JPA under AB 194



Regional Governance

- BAIFA structure revised to be coterminous with MTC
- Subcommittees created for policy and operations
 - SF sits on Toll Policy Committee (advisory)
- MOU for coordination between operating entities and other jurisdictions

Policy Board Decisions	Caltrans Decisions
<ul style="list-style-type: none">• Pricing Policies• Equity Programs• Enforcement• Weekend Tolling• Tolling Discounts• Occupancy Declaration• HOV Occupancy*	<ul style="list-style-type: none">• Tolling Hours• Tolling Days / Weekend Tolling

* Caltrans should be advised of proposed changes, but departmental approval is not required. Caltrans does set occupancy requirements for untolled HOV lanes.

Express Lanes Strategic Plan - Overview

Lisa Klein

Director, Field Operations and Asset Management
Metropolitan Transportation Commission



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Express Lane Network Goals

Strategic Plan, adopted April 2021



Express Lanes Network in Plan Bay Area 2050

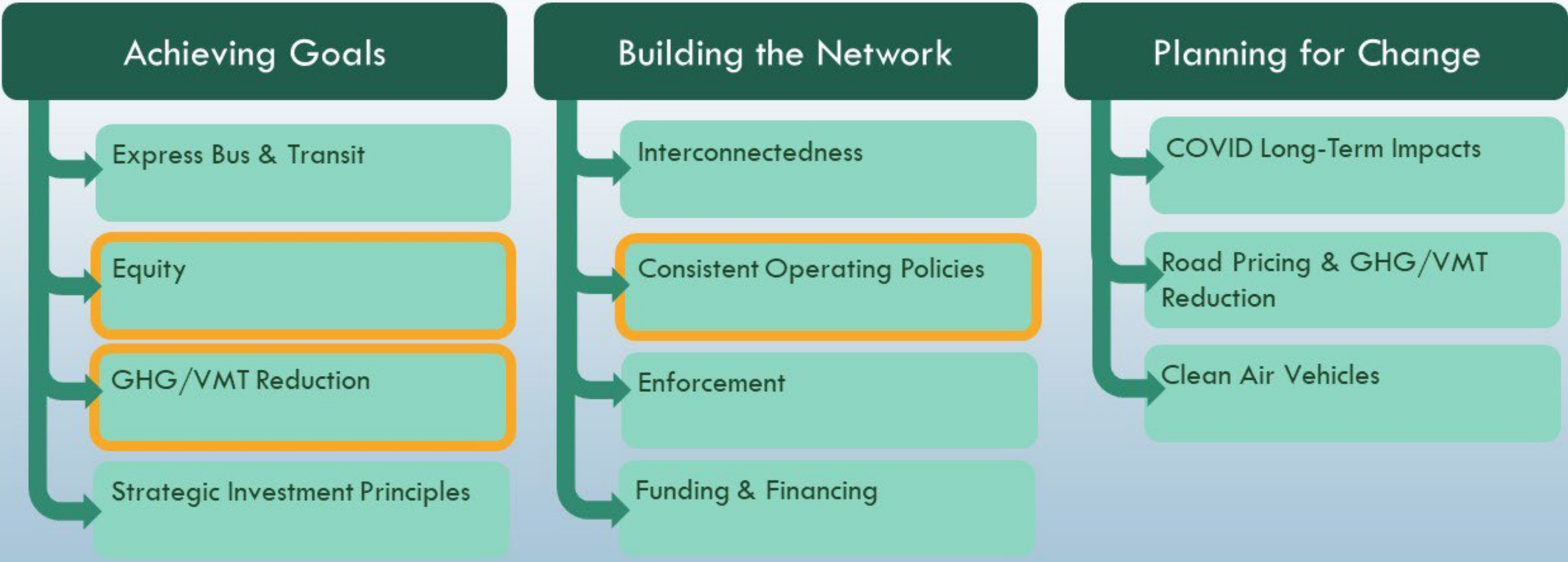
Cost: \$3.7 billion

Total lane-miles: ~750

200	50	200	120	160
Operating	Under Construction	Env/Design Phase	Planning	Remaining
290	140	140	170	
HOV Conversion	GP Conversion	New Lane	Dual Lane	



Areas Explored in Strategic Plan



Equity



Questions to be addressed in on-going work:

- What does equity mean for the Bay Area?
- How else is transportation equity being addressed in the Bay Area?
- What Express Lanes equity work is being undertaken in the Bay Area, including BATA review of FasTrak policies (violations and others), and how is outreach being performed?
- Where has equity also been considered in other topics?

Greenhouse Gas Emissions/ Vehicle Miles Traveled Reduction



Recommendations:

- Participate with partners to promote regional- and county-level mitigation solutions
- Advocate for legislation to allow General Purpose (GP) to Express Lane (EL) conversion pilots



Consistent Operating Policies



Operations Policy	Consistent? (Adopted Operator Policies)
Hours of Operation*	✓
HOV Occupancy**	✓
Toll Discounts (HOV/Clean Air Vehicles)	✓
Violation Penalties/Fees	✓
Occupancy Enforcement	Future Policy
Equity Programs	Future Policy

* Determined by Caltrans

** Based on corridor traffic



Express Lanes STARTSM Program

Pierce Gould

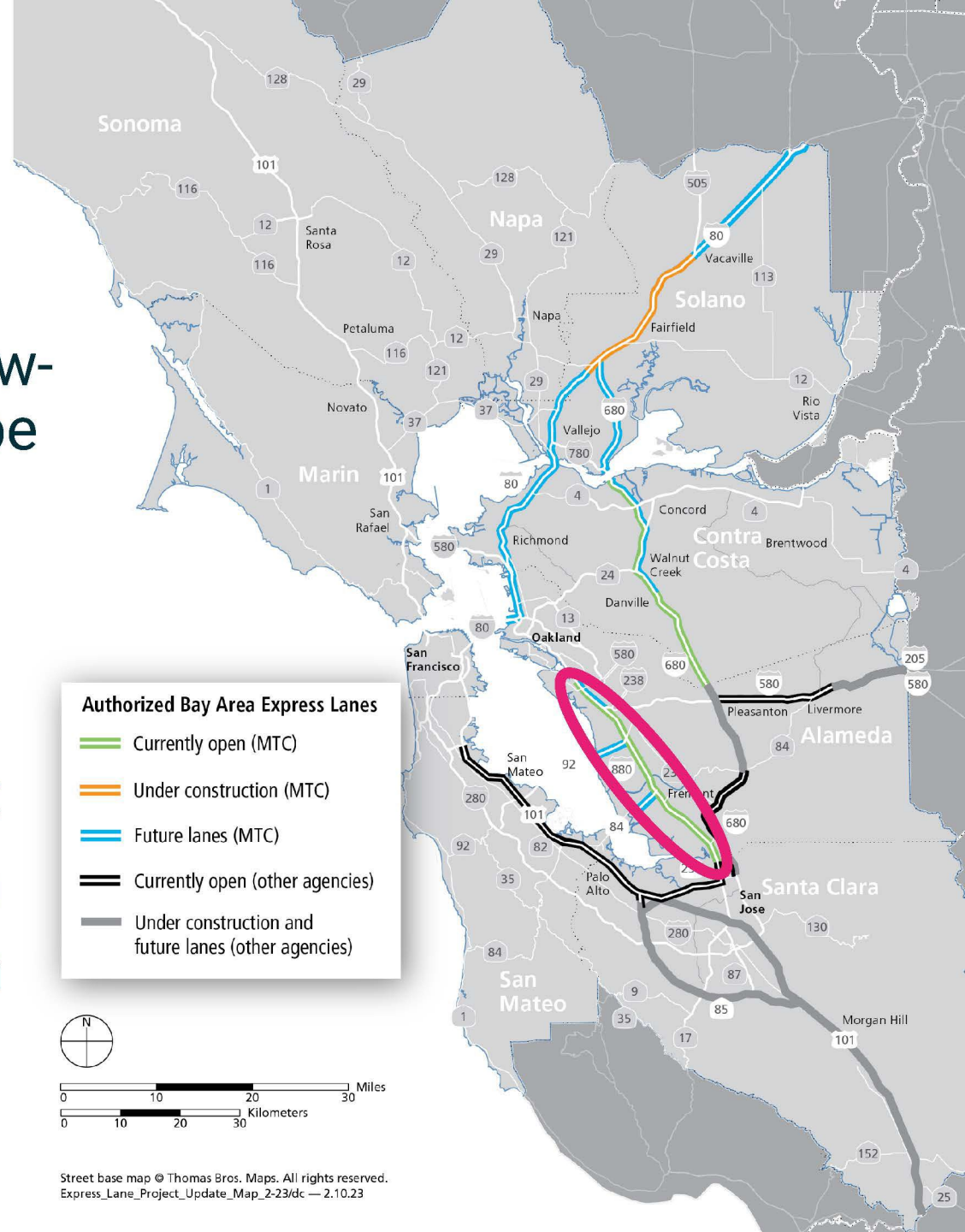
Principal, Express Lanes
Metropolitan Transportation Commission



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Express Lanes STARTSM

- Express lanes costs are a barrier for low-income drivers where transit may not be a viable option
- Expand mobility and access to opportunity with a toll discount
- Leverage tools, rules and lessons of Clipper[®] STARTSM transit fare discount
- Advance and apply an equity approach
- Launch 18-month pilot in April 2023 on I-880 Express Lanes only



Toll Discount Basics

- Must be verified as eligible (same as Clipper[®] STARTSM)
 - Proof of identity
 - Proof of household income at or below 200% Federal poverty level (in 2023, \$29k for 1 person; \$60k for 4)
 - Bay Area mailing address
- Must have FasTrak[®] account to receive the toll discount
- Toll discount of 50% or more in the I-880 Express Lanes for 18 months

I-880 Express Lanes	1 Person	2 Persons	Clean Air	3+ Persons
Standard Toll Rates	Full toll	50% off	50% off	No toll
Express Lanes START Toll Rates	50% off	75% off*	75% off*	No toll

**50% off the standard toll rate of 50% off for 2 Persons or Clean Air Vehicle equals 75% off the full toll*

California Roadway Pricing Working Group

Andrew Quinn

Assistant Deputy Director, Roadway Pricing
Caltrans



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Climate Action Plan for Transportation Infrastructure (CAPTI) Background

- **Governor's Executive Order N-19-19** directs CalSTA to leverage state transportation spending to meet climate goals.
- Adopted in 2021, CAPTI is a holistic framework for aligning state infrastructure investments with climate, health, and equity goals.
- The plan includes **10 Guiding Principles, 8 Strategies, and 34 actions** to create a vision and plan for prioritizing state transportation investments.

CAPTI Background

- **Strategy S6: Support Local and Regional Innovation to Advance Sustainable Mobility**
- **Key Action 6.2: Convene a Roadway Pricing Working Group to Provide State Leadership and Support for Implementation of Local, Regional, or State Efforts**
 - Forum to identify, discuss, and provide recommendations for equitable roadway pricing implementation pathways that can manage and reduce VMT and to coordinate terminology and messaging

Working Group Activities

- On a quarterly basis, we convene to discuss roadway pricing efforts underway, policy issues, state and federal opportunities and barriers to implementing pricing projects, and other related topics
- Group membership includes a variety of state, regional, and local agencies and CBO's and NGO's engaged in transportation

Working Group Activities

- Tackling topics including VMT mitigation, equity, and the use of toll revenues for transit operations funding
- Developing a publicly accessible GIS inventory of existing, planned, and in construction projects
- We want to consider opportunities like joint letters to state and federal legislators and publicly accessible materials to improve project implementation

Broader State Vision

- The Working Group is just one example of the state's increasing engagement in roadway pricing – and of the value of partnerships
- CalSTA, Caltrans, and CARB all view pricing as a critical strategy to meet the state's broader climate and transportation goals
- We are developing funding and partnership programs to better align the state's transportation investments in pricing projects that help meet those goals

San Mateo 101 Express Lanes & Equity Program

Sean Charpentier

Executive Council

San Mateo Joint Powers Authority



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US 101 Express Lane Update

SFCTA Board Meeting
March 21, 2023

Express Lane Openings on US101

- Phase 1 – February 11, 2022
 - Approx. 8 miles between Whipple Ave and Santa Clara County Line
- Phase 2 – March 3, 2023
 - Approx. 14 miles between I-380 and Whipple Ave



Average Posted Toll Per Zone* – March 3, 2023



- Southbound - \$0.75
- Northbound - \$1.08

SM101 Equity Program

1. Clipper Card with a value of \$100 (annual benefit); o
2. FasTrak® toll tag/transponder with value of \$100) (one-time benefit)
3. Encourage enrollment in ClipperStart (regional transit discount)

<https://smcexpresslanes.org/program/equity-program/>



Program Eligibility

- Resident of San Mateo County
- Age 18 or older
- **Individual Income** at or below 60% of the county AMI
 - \$78,300 for 2022; or
- Eligible to receive at least one benefit provided through the Core Service Agencies Network

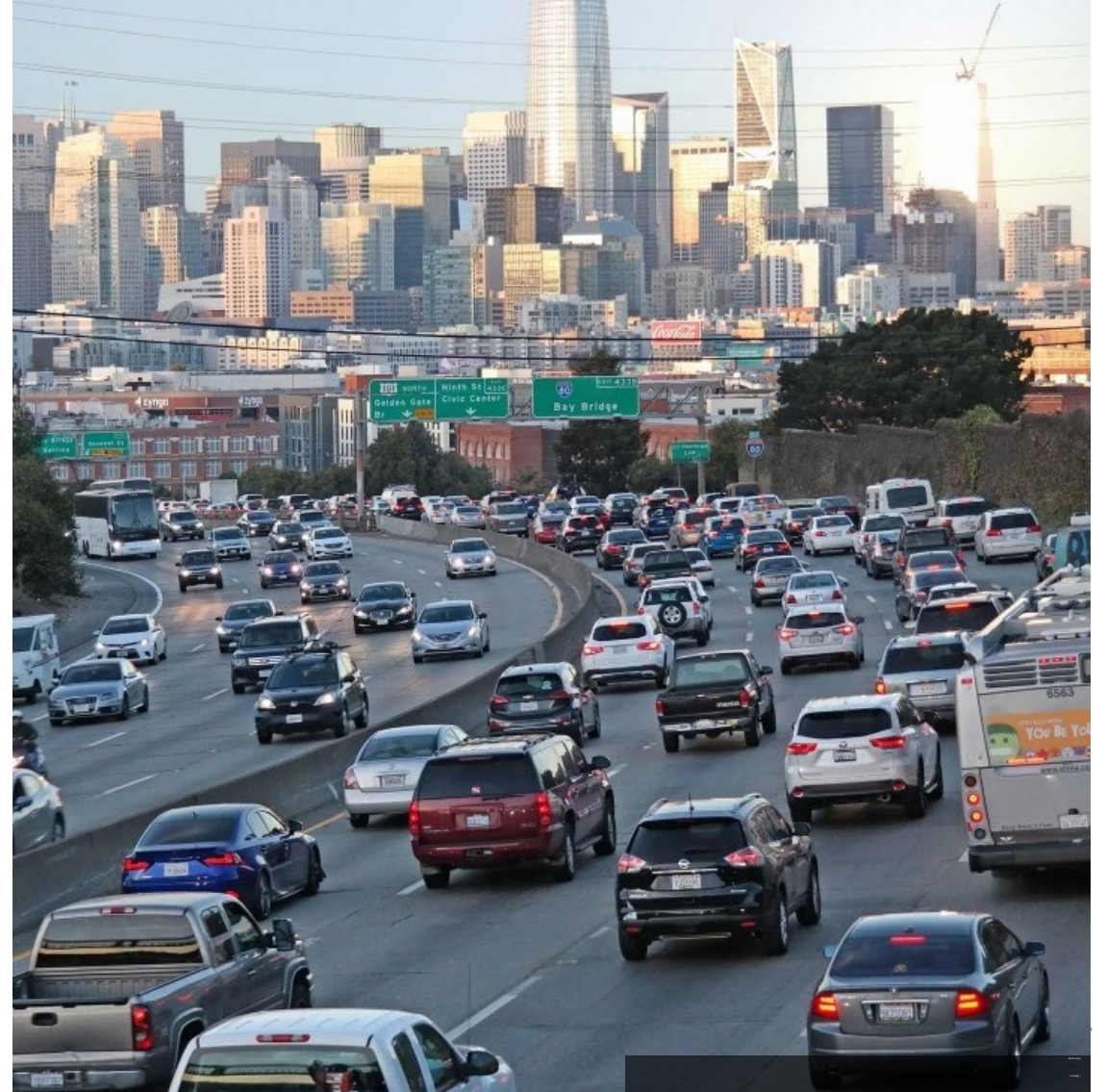
Current Efforts in San Francisco



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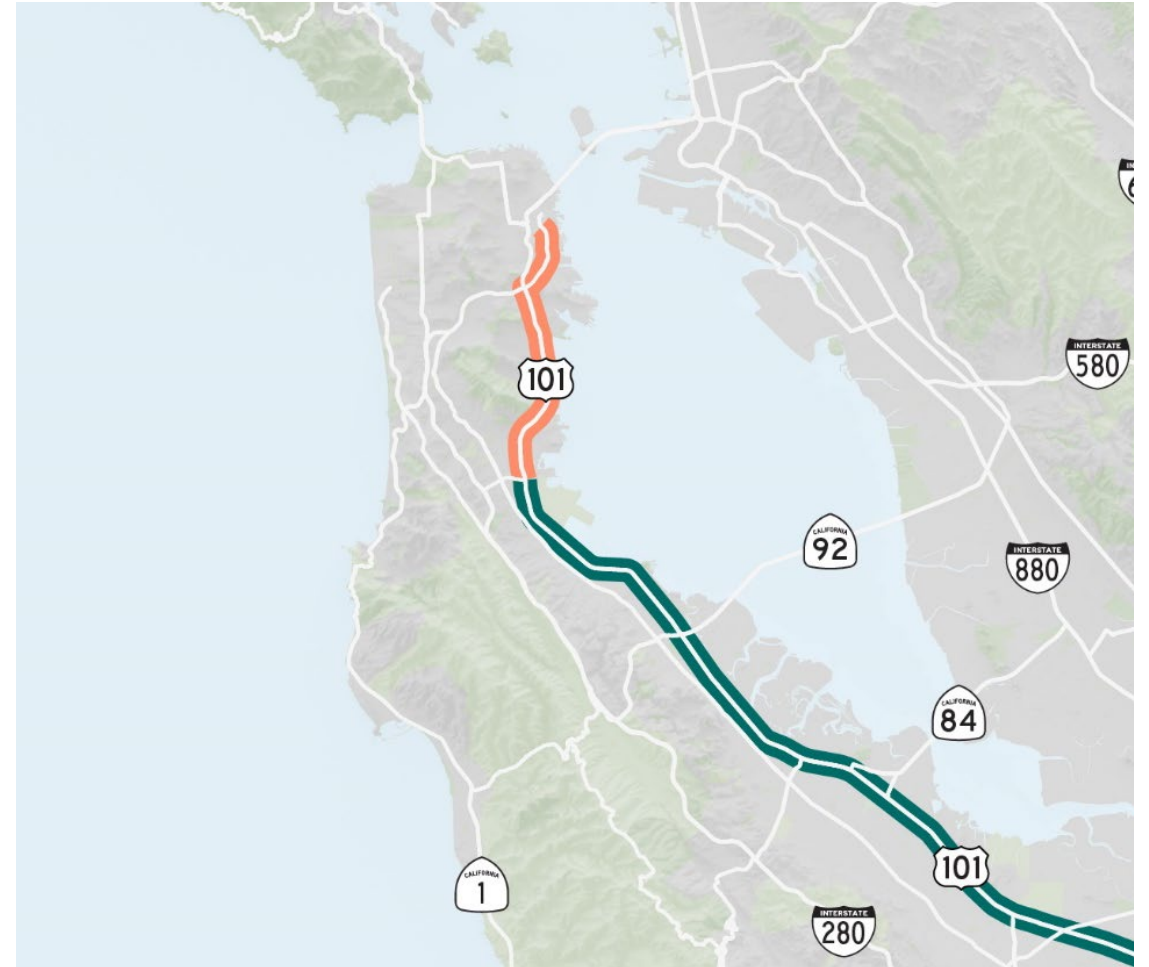
2018 Freeway Corridor Management Study

- Recommended Express Lanes with HOV3 and transit priority along US 101 and I-280
- Recommended further development of multiple alternatives and equity analysis
- Partnership with Caltrans and San Mateo County



SFCTA Managed Lanes and Express Bus

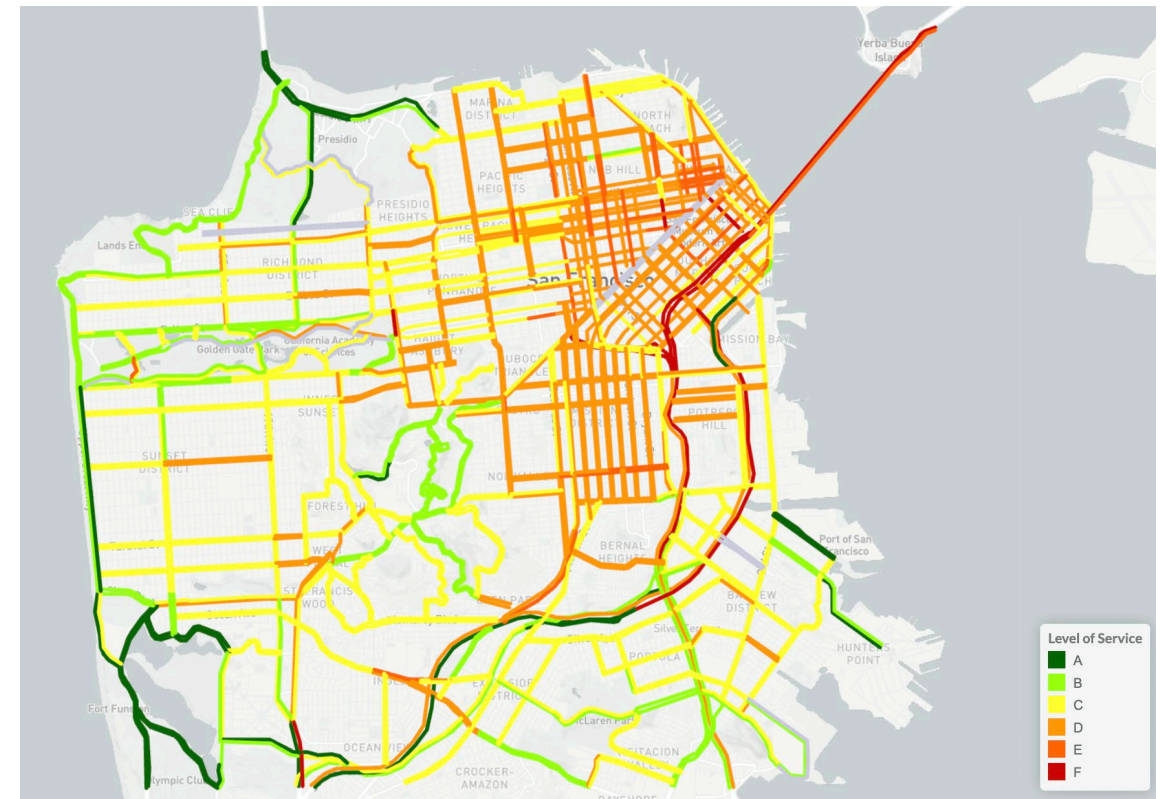
- 2019 Caltrans Project Study Report and Project Initiation Document jointly with San Mateo
- Resolution 2020-016 launched environmental analysis, limited to HOV lanes
- Current focus on Project 1: NB I-280 off-ramp



PM Roadway Speeds - Pre/Post Pandemic

February 2020

February 2023



Thank you.

Rachel Hiatt

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Freeway & Arterial Speeds

Freeway Speeds

	Feb 2020	Feb 2023	Change	% Change
AM	32.3	33.4	1.1	3%
PM	26.2	23.8	-2.4	-9%

- Freeway speeds are generally the same or worse than pre-pandemic
 - In the AM, southbound freeways are worse
 - In the PM, northbound freeways are worse

Arterial Speeds

	Feb 2020	Feb 2023	Change	% Change
AM	13.6	15.5	1.9	14%
PM	12.8	14.4	1.6	13%

- Arterials speeds are overall slightly faster than pre-pandemic
 - Many westside arterials are slower (Sunset, 19th, Oak, Fell)
 - Most downtown arterials are faster

Changes in PM Roadway Speeds 2020-2023



Managed Lanes in the Bay Area

Table 1: Key statistics on the Express Lanes Network recommendation

Project Stage	HOV Conversion		GP Conversion		New Lane		Dual Lane		Total	
	Lane-Miles	Direction-of Miles	Lane-Miles	Direction-of Miles	Lane-Miles	Direction-of Miles	Lane-Miles	Direction-of Miles	Lane-Miles	Direction-of Miles
In Tolloed Operation	97	97	0	0	12	12	17	10	126	119
Under Construction	26	26	0	0	40	40	0	0	66	66
Environmental/Design	33	33	17	17	48	48	148	81	246	90
Planning PID or DAA	77	77	17	17	28	28	0	0	122	90
Other	50	50	103	103	7	7	0	0	161	161
Total	284	284	137	137	135	135	165	91	721	615
Cost (\$ millions)	\$ 1,389*		\$ 510		\$ 1,198		\$ 648		\$ 3,746	

*This total includes projects totaling \$845M that have HOV conversion and new lane construction components

What is Pricing?

- Fee charged to users of a facility or resource
 - Manages demand
 - Mitigates externalities
 - Raises revenue

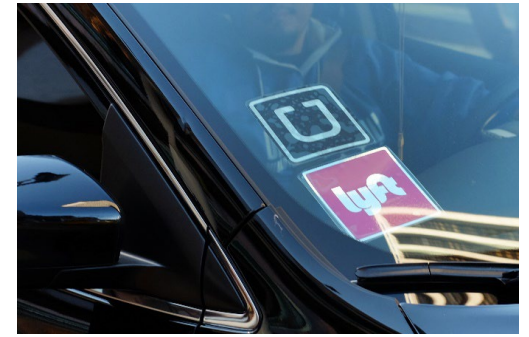


Photo by SFMTA Photography Department



Photo by Money



Photo by 680 SB Express Lane



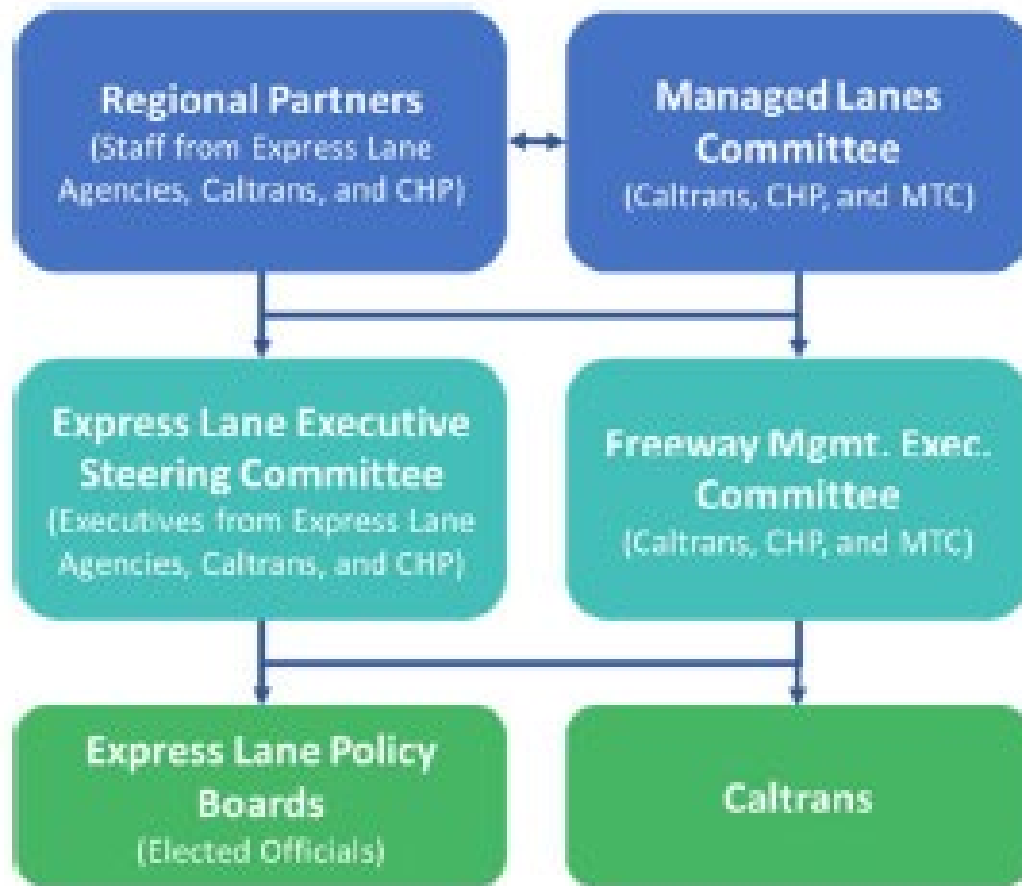
Express Lanes Opportunities/Benefits

- Get traffic moving – maintain 45 mph for express lane users
- Reduce emissions toward our long range goals
- Generate revenue to support equity goals
- Regional coordination / leverage network
- Increase safety

Express Lanes Network Goals

1. Manage congestion and bring reliability to the traveling public
2. Increase person throughput by creating a seamless network that incentivizes the use of transit, vanpools, and carpools
3. Minimize greenhouse gas emissions
4. Focus on equity to improve transportation access and affordability, especially for Communities of Concern
5. Deliver Bay Area Express Lanes Network in a timely manner
6. Be responsible in the use of public funds

Regional Governance

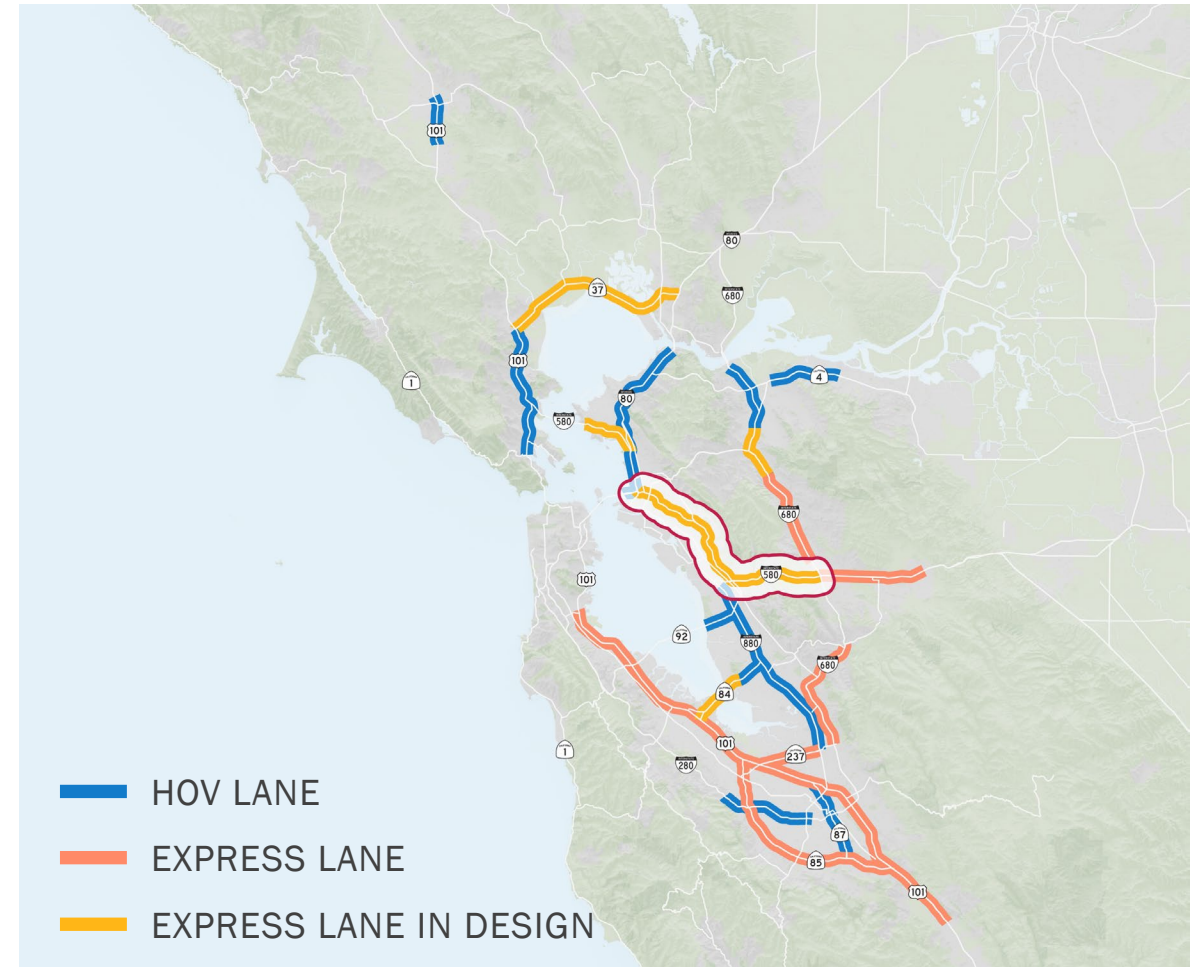


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*Caltrans should be advised of proposed changes, but departmental approval is not required. Caltrans does set occupancy requirements for untolled HOV lanes.

Bay Area Express Lanes Chronology

- Alameda is studying the conversion of a General Purpose lane on I-580 to Express Lane



Approach to Equity has Evolved

Before:

Express lanes are a choice.

Now:

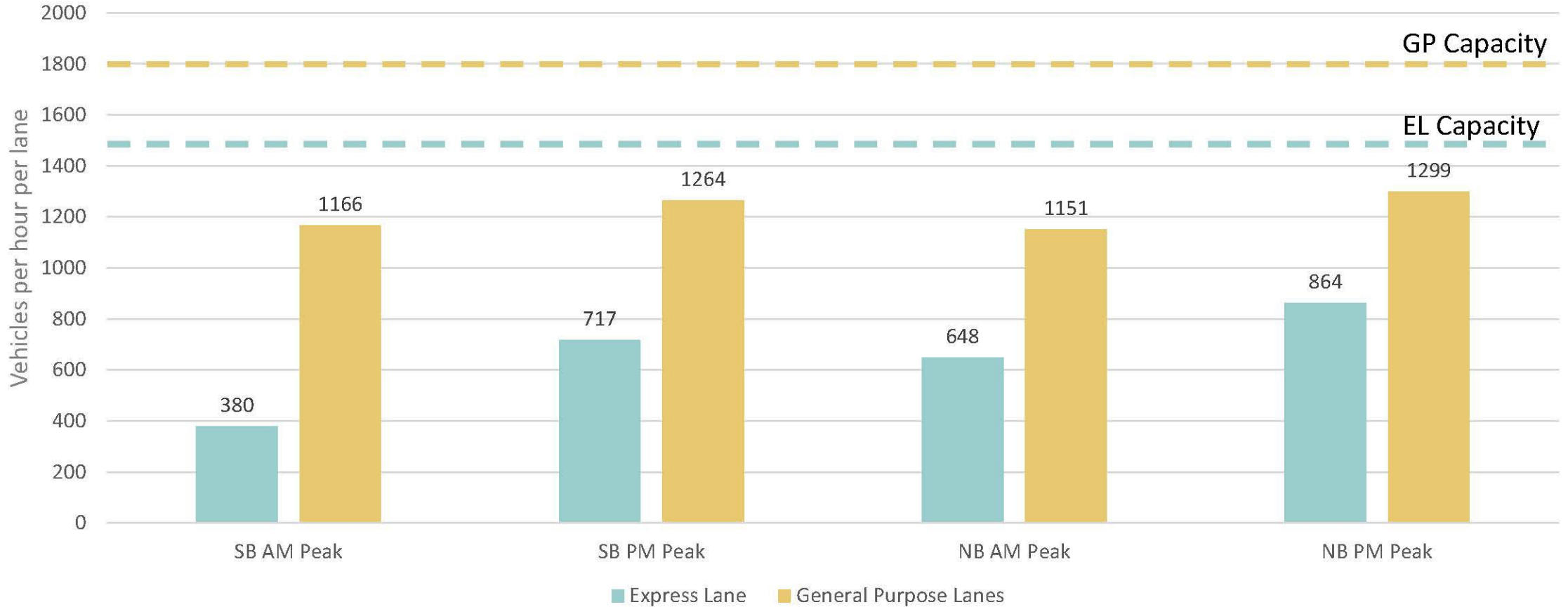
Choice is limited without the means to pay.



Evaluation

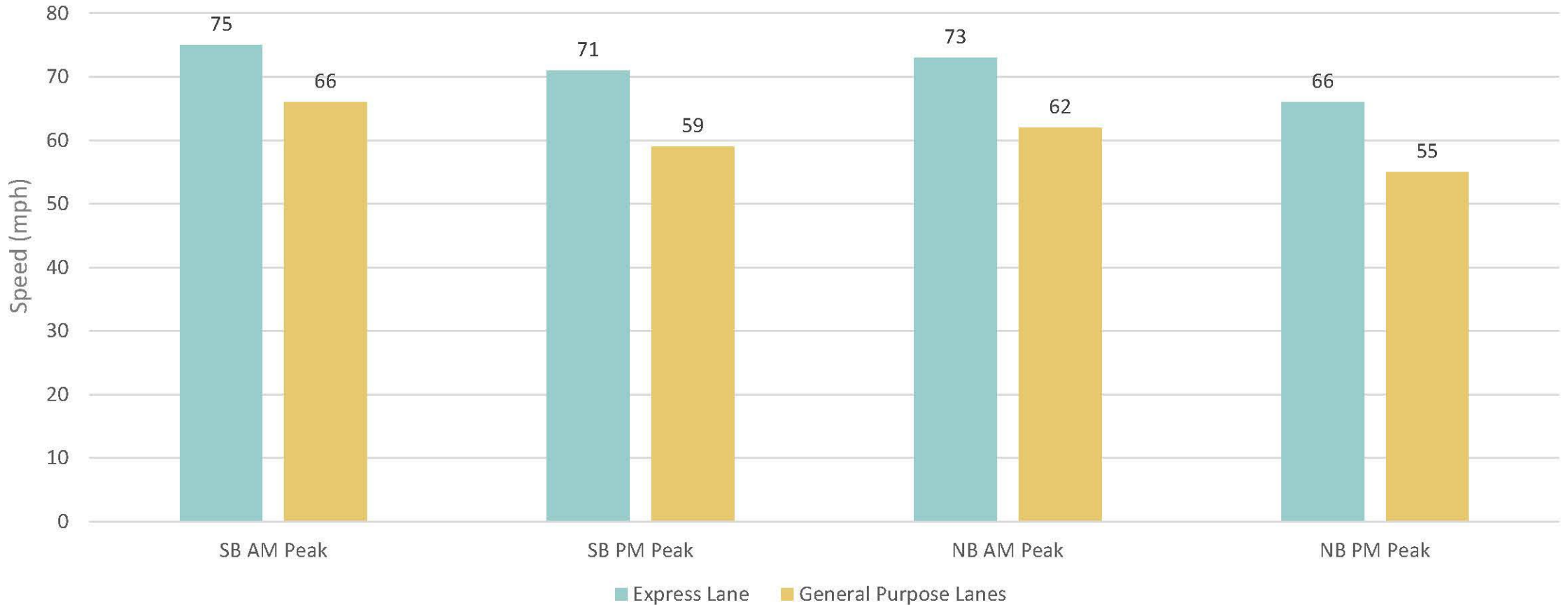


Full Corridor Average Volumes by Peak – March 3, 2023



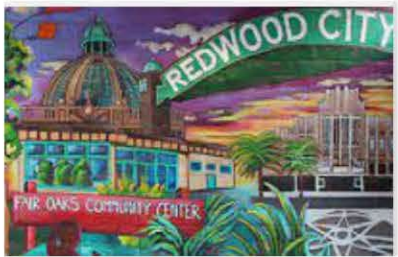
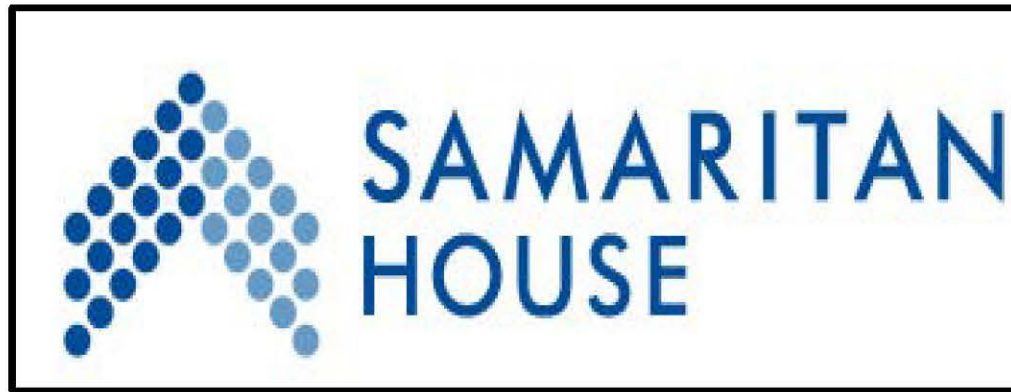
AM: 6:00 am – 9:00 am & PM: 3:00 pm – 6:00 pm

Full Corridor Peak Hour Speed Differential – March 3, 2023



Implementation

- Partner with Samaritan House to distribute to 7 other Core Non Profit Service Agencies throughout the County



Benefits Distributed through January 2023



258
(17.5%)



1,216
(82.5%)

Key Partners



Questions?

Sean Charpentier

Executive Council

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