Solano Transportation Authority

One Harbor Center, Suite 130
Suisun City, California 94585

Area Code 707
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Members:

Benicia
Dixon
Fairfield
Rio Vista
Solano County
Suisun City
Vacaville
Vallejo

TECHNICAL ADVISORY COMMITTEE AGENDA

1:30 p.m., Wednesday, January 26, 2005
Solano Transportation Authority
One Harbor Center, Suite 130
Suisun City, CA

		STAFF PERSON
I.	**CALL TO ORDER**	Daryl Halls, Chair
II.	**APPROVAL OF AGENDA**	
III.	**OPPORTUNITY FOR PUBLIC COMMENT** (1:30 -1:35 p.m.)	
IV.	**REPORTS FROM CALTRANS, MTC, STA AND TRANSIT CONSORTIUM** (1:35 -1:40 p.m.)	
V.	**CONSENT CALENDAR** *Recommendation: Approve the following consent items in one motion.* (1:40 – 1:45 p.m.)	
A.	**Minutes of the TAC Meeting of December 22, 2004–** Pg. 1 *Recommendation:* *Approve minutes of December 22, 2004.*	Johanna Masiclat
B.	**Minutes of the Special TAC Meeting of January 13, 2005** – Pg. 8 *Recommendation:* *Approve minutes of January 13, 2005.*	Johanna Masiclat
C.	**STA Board Meeting Highlights** – Pg. 11 **January 12, 2005** *Informational*	Kim Cassidy
D.	**STIA Board Meeting Highlights** – Pg. 17 **January 12, 2005** *Informational*	Kim Cassidy

E. STA Meeting Schedule for First Quarter 2005 - Pg. 19 — Kim Cassidy
Informational

F. Funding Opportunities Summary- Pg. 21 — Sam Shelton
Informational

G. Rio Vista Transit Study - Pg. 28 — Elizabeth Richards
Recommendation:
Forward to the STA Board the approval of the Rio Vista Transit Study.

H. Solano Napa Commuter Information (SNCI) FY04/05 Six-Month Report - Pg. 91 — Anna McLaughlin
Informational

VI. ACTION ITEMS

A. Review of Draft Three Elements of the Solano Comprehensive Transportation Plan (CTP) 2030 — Dan Christians
Recommendation:
Recommend the STA Board release the three elements of the Solano Comprehensive Transportation Plan (CTP) 2030 update for 30 day review and comments.
(1:45 – 1:55 p.m.) – Pg. 97

B. Solano/Napa Multi-Modal Travel Demand Model (Phase 1) — Dan Christians
Recommendation:
Recommend the STA Board approve the new Solano Napa Travel Demand Model Phase 1 (Attachment A).
(1:55 – 2:05 p.m.) – Pg. 99

C. FY 2005-06 TFCA 40% Program Manager Guidelines and Call for Projects — Robert Guerrero
Recommendation:
Recommend the STA Board approve the following:
1. *2005-06 Solano TFCA 40% Program Manager Guidelines*
2. *Authorize the Executive Director to initiate a Call for Projects for the FY 2005-06 TFCA Program Manager funds.*

(2:05 – 2:10 p.m.) – Pg. 131

D. Support for City of Fairfield's Office of Traffic Safety (OTS) Grant Application — Jennifer Tongson

Recommendation:
Forward a recommendation to the STA Board authorizing the Executive Director to provide a letter of support for the City of Fairfield's FFY 2006 OTS grant application in the amount of $69,000.
(2: 10 – 2:15 p.m.) – Pg. 147

E. Legislative Update – Jan 2005

Recommendation:
Forward the following recommendations to the STA Board:
1. Support for ACA 4.
2. Support for ACA 7.
(2: 15 – 2:20 p.m.) – Pg. 149

VII. INFORMATION ITEMS

A. State Budget Update – Jan 2005 — Daryl Halls
Informational (2:20 – 2:25 p.m.) – Pg. 171

B. STA Board Retreat to Discuss Funding CTP and New Initiatives — Daryl Halls
Informational (2:25 – 2:30 p.m.) – Pg. 215

C. Overview of the STA's Solano Congestion Management Program (CMP) and Related Plans, Studies, and Mitigation Measures — Dan Christians
Informational (2:30– 2:40 p.m.) – Pg. 229

D. Status of Congestion Management Program (CMP) Consistency Review — Dan Christians
Informational (2:40– 2:45 p.m.) – Pg. 239

E. Status of Unmet Transit Needs Process for FY05/06 — Elizabeth Richards
Informational (2:45 – 2:50 p.m.) – Pg. 242

F. FY 2004-05 Federal Appropriations — Mike Duncan
Informational (2:50 – 2:55 p.m.) – Pg. 244

G. FY 2004-05 STP/CMAQ Projects — Mike Duncan
Informational (2:55 – 3:00 p.m.) – Pg. 250

H. Project Delivery Update — Mike Duncan
Informational (3:00 – 3:05 p.m.) – Pg. 253

I.	**Regional Measure 2 (RM-2) Program Update** *Informational* (3:05 – 3:10 p.m.) – Pg. 255	Mike Duncan
J.	**Transportation Improvement Plan (TIP) Update** *Informational* (3:10 – 3:15 p.m.) – Pg. 262	Mike Duncan
K.	**Update of Small UZA Payback Plan** *Informational* (3:15 – 3:20 p.m.) – Pg. 267	Mike Duncan
L.	**Local Streets and Roads Update** *Informational* (3:20 – 3:25 p.m.) – Pg. 271	Mike Duncan

VIII. ADJOURNMENT

The next regular meeting of the Technical Advisory Committee will be at **1:30 p.m. on Wednesday, February 23, 2005**.

TECHNICAL ADVISORY COMMITTEE
DRAFT
Minutes of the meeting
December 22, 2004

I. CALL TO ORDER

The regular meeting of the Technical Advisory Committee was called to order at approximately 1:35 p.m. in the Solano Transportation Authority's Conference Room.

Present:

TAC Members Present:	Dan Schiada	City of Benicia
	Janet Koster	City of Dixon
	Morrie Barr	City of Fairfield
	Felix Ajayi	City of Rio Vista
	Gary Cullen	City of Suisun City
	Dale Pfeiffer	City of Vacaville
	Gary Leach	City of Vallejo
	Paul Wiese	County of Solano
Others Present:	Brian Miller	City of Fairfield
	Gian Aggarwal	City of Vacaville
	Birgitta Corsello	County of Solano
	Cameron Oakes	Caltrans
	Daryl Halls	STA
	Dan Christians	STA
	Mike Duncan	STA
	Elizabeth Richards	SNCI/STA
	Robert Guerrero	STA
	Jennifer Tongson	STA
	Sam Shelton	STA
	Johanna Masiclat	STA

II. APPROVAL OF AGENDA

On a motion by Dan Schiada, and a second by Dale Pfeiffer, the STA TAC unanimously approved the agenda with the revision of Agenda Item VI.D, Preliminary Regional Bicycle/Pedestrian Program Applications and the addition of Agenda Item VI.I, FY04/05 Project Funding Adjustment.

III. OPPORTUNITY FOR PUBLIC COMMENT

None presented.

IV. REPORTS FROM CALTRANS, MTC AND STA STAFF

Caltrans: Cameron Oakes noted the T-2030 Plan and the Cordelia Truck Scale Study are currently being reviewed by Caltrans.

MTC: None presented.

STA: Mike Duncan distributed MTC's December 20, 2004 memorandum regarding Federal Earmarks – TEA 21 Reauthorization.

Robert Guerrero distributed to the STA TAC members the following plans dated October 2004:

- Solano Transportation for Livable Communities (TLC) Plan
- Solano Countywide Bicycle Plan
- Solano Countywide Pedestrian Plan

Robert distributed a revised copy of Attachment B, Transportation Development Act (TDA) Article 3 Proposed Schedule, Agenda Item V.F, TDA Article 3 Call for Bicycle/Pedestrian Projects.

Sam Shelton provided additional funding opportunity information on the Federal Transit Administration (FTA) 5310 Elderly and Disabled Transportation Program.

V. CONSENT CALENDAR

On a motion by Janet Koster, and a second by Gary Cullen, the STA TAC approved the Consent Calendar.

Recommendation:

A. Minutes of the TAC Meeting of December 1, 2004
   Recommendation: Approve minutes of December 1, 2004.
B. STA Board Meeting Highlights –
   December 8, 2004
C. STIA Board Meeting Highlights –
   October 13, 2004
D. STA Meeting Schedule for First Quarter 2005
E. Funding Opportunities Summary
F. TDA Article 3 Call for Bicycle/Pedestrian Projects –
   Recommendation:
   Recommend the STA Board issue a TDA Article 3 Call for Projects for the 5-Year Bicycle/Pedestrian Plan.

VI. ACTION ITEMS

A. SR 12 Transit Corridor Study

Dan Christians reviewed the major proposed tasks to be conducted for the SR 12 Transit Corridor Study during FY 2004-05. Dan announced to the STA TAC that Urbitran was unanimously selected by an interview panel to conduct the study which is expected to take six months to complete.

Recommendation:
Recommend the STA Board approve the following:

1. Approve selection of Urbitran Associates, Inc. to conduct the SR 12 Transit Corridor Study.
2. Authorize the Executive Director to enter into a consultant contract to conduct the study based upon the proposal selected.

On a motion by Paul Wiese, and a second by Felix Ajayi, the STA TAC approved the recommendation.

B. Solano Bikeway Extension Feasibility Study (McGary Road)

Dan Christians identified the options for developing bikeway facilities, both short and long term, along the I-80 Corridor connecting Fairfield to the existing Phase 1 Solano Bikeway in Vallejo. He noted that the City of Fairfield is being encouraged by the TAC, BAC, STA Board, and STA staff to complete the feasibility study by selecting an option and move towards implementing the project consistent with the Countywide Bicycle Plan in order to help identify and obtain the funding to complete the project.

An amendment was requested by Morrie Barr, City of Fairfield, to add to the recommendation as noted in ***bold italic***:

Recommend that the STA Board authorize the Chair to submit a letter of support to the City of Fairfield recommending the City of Fairfield select a preferred option and begin implementation of the Solano Bikeway Extension project ***with the assistance from the STA to help identify and obtain the funding to complete the project and for future maintenance.***

Because of the impact on other future projects, several TAC members noted that they did not support amending the recommendation to include funding for future maintenance. Therefore, the recommendation was revised as follows:

Recommendation:
Recommend that the STA Board authorize the Chair to submit a letter of support to the City of Fairfield recommending the City of Fairfield select a preferred option and begin implementation of the Solano Bikeway Extension project ***with the assistance from the STA to help identify and obtain the funding to complete the project.***

On a motion by Paul Wiese, and a second by Dale Pfeiffer, the STA TAC approved the recommendation as amended.

C. The Metropolitan Transportation System (MTS) and Federal Funding for Local Streets and Roads

Mike Duncan summarized the recommendation by the MTC Local Streets & Roads Committee to identify the City/County streets and roads rehabilitation needs in accordance with State and Federal standards established by the Federal Functional Classification System (FFCS) instead of the MTS. He also outlined the current distribution of Federal funds for Local Streets and Roads that is based on MTS shortfall and recommended changing this to a distribution based upon population, centerline miles of roadways, and condition of roadways identified in the FFCS for the Third Cycle of Federal funding and for subsequent Federal authorization bills.

Recommendation:

Recommend to the STA Board of Directors the following:

1. Support replacing the Metropolitan Transportation System (MTS) with the Federal Functional Classification System (FFCS) and to use the FFCS to determine the Local Streets and Roads needs that are regionally significant.
2. Replace the current distribution of Federal funds for Local Streets and Roads that is based on MTS shortfall with a distribution based upon population, centerline miles of roadways, and condition of roadways identified in the FFCS for the Third Cycle of Federal funding and for subsequent Federal authorization bills.

On a motion by Paul Wiese, and a second by Gary Leach, the STA TAC approved the recommendation.

D. Preliminary Regional Bicycle/Pedestrian Program Applications

Robert Guerrero introduced three project application submittals for regional projects received by the Bicycle Advisory Committee (BAC) and Pedestrian Advisory Committee (PAC).

The two project applications presented to the STA TAC are as follows:

- City of Benicia's Dan Schiada presented the project application for the State Park Road/I-780 Bicycle/Pedestrian Overcrossing;
- City of Fairfield's Brian Miller presented the project application for the Fairfield Linear Park Pedestrian Path from North Texas Street to Dover Street.

In addition, City of Vallejo's Gary Leach presented to the STA TAC the project application for the Vallejo Station Pedestrian Link.

An amendment to the TAC recommendation was requested by Gary Leach to support the City of Vallejo's Vallejo Station Pedestrian Link application.

After discussion, an additional amendment to the recommendation was requested by Dan Schiada to submit the City of Benicia's State Park Road/I-780 Overcrossing Bicycle project as a priority bicycle project and to submit the City of Fairfield's Linear Park Pedestrian Project and the City of Vallejo's Vallejo Station Pedestrian Link as priority pedestrian projects.

On a motion by Dan Schiada, and a second by Morrie Barr, the STA TAC approved the recommendations.

Recommendation:
Approve the following:

1. Recommend the STA Board support the City of Benicia's State Park Road/ I-780 Overcrossing Bicycle project;
2. Recommend the STA Board support the City of Fairfield's Linear Park Pedestrian Project application;
3. Recommend the STA Board support the City of Vallejo's Vallejo Station Pedestrian Link application.

By consensus, the STA TAC approved the recommendation as amended to include the Vallejo project and to target the three projects for Bicycle and Pedestrian Funding.

E. T-PLUS Work Plan for 2005

Robert Guerrero outlined the STA's proposed T-PLUS work plan for 2005. He identified key activities proposed in the new work plan such as awarding Countywide T-PLUS Planning Grants and working with member agencies to develop local TLC plans and projects.

Recommendation:
Recommend the STA Board approve the STA T-PLUS Work Plan for 2005.

On a motion by Dale Pfeiffer, and a second by Paul Wiese, the STA TAC approved the recommendation.

F. STA, SolanoLinks, and SNCI Marketing Plan 2005 (Phase I)

Elizabeth Richards outlined a multi-year marketing plan and amended Scope of Work with MIG for the STA and STA managed programs including SolanoLinks, Solano Paratransit, and SNCI. She noted the additional funding of $84,000 for the amended Scope of Services is included in the approved FY2004-05 STA budget.

Recommendation:
Recommend the STA Board approve the following:

1. The proposed Marketing Plan Tasks (Phase I) for STA, SolanoLinks Transit, and SNCI as specified on Attachment A;
2. Amend the existing contract with MIG for an amount not to exceed $84,000.

On a motion by Dan Schiada, and a second by Morrie Barr, the STA TAC approved the recommendation.

G. Status of State Route 12 Operational Strategy

Mike Duncan provided a status report on the development of State Route 12 Operational Strategy. He recommended reconvening the SR 12 Subcommittee to review the proposed draft implementation plan for State Route 12.

Recommendation:
Recommend the STA Board reconvene the SR 12 Subcommittee to review the proposed draft SR 12 Implementation Plan and provide a recommendation to the STA Board.

On a motion by Gary Cullen, and a second by Paul Wiese, the STA TAC approved the recommendation.

H. Adoption of STA's 2005 Legislative Priorities and Platform

Daryl Halls reviewed the proposed draft of the STA's 2005 Legislative Priorities and Platform and the amended version that included recommended modifications from the December 1, 2004 TAC meeting.

Dale Pfeiffer, City of Vacaville, requested to delete the policy pertaining Item II, American with Disabilities Act, to the proposed draft.

Recommendation:
Recommend the STA Board approve the Draft STA 2005 Legislative Priorities and Platform.

On a motion by Dale Pfeiffer, and a second by Paul Wiese, the STA TAC approved the recommendation as amended.

I. FY04/05 Project Funding Adjustment

Elizabeth Richards outlined two of the FY04/05 STAF "projects" that support the County's Welfare to Work Transportation Plan and Dixon's Community Based Transportation Plan. She noted that the City of Dixon's Subsidized Taxi Program was approved to be funded by the LIFT program and she recommended that project funding adjustment of $10,000 of STAF funds be allocated to the City of Dixon for the implementation of a medical shuttle.

Recommendation:
Recommend the STA Board allocate $10,000 of STAF funds to the City of Dixon to implement a medical shuttle.

On a motion by Paul Wiese, and a second by Dale Pfeiffer, the STA TAC approved the recommendation.

VII. INFORMATION ITEMS

A. Funding the Alternative Modes Element of the Comprehensive Transportation Plan (CTP)

Dan Christians presented the fund sources available for funding projects in the Alternative Modes Element in Solano County. He noted that implementation of high priority projects will need development of short term and long term funding strategies for priority projects based on the project and program priorities identified in the updated CTP.

B. Solano/Napa Multi-Modal Travel Demand Model (Phase 1)

Joe Story of DKS Associates presented the basic validation numbers for the base year traffic model (year 2000) as well as the projected volumes for the new model.

Dan noted that the final model including all technical data is scheduled to be presented at the STA Board meeting on February 9, 2005.

C. Update of Small UZA Payback Plan

No discussion necessary.

D. Transportation Enhancement (TE) Programming

No discussion necessary.

E. Status of the 2004 State Transportation Improvement Program (STIP)

No discussion necessary.

F. Preliminary Draft Update to the Arterials, Highways and Freeways Element of the CTP 2030

No discussion necessary.

VIII. ADJOURNMENT

The meeting was adjourned at approximately 3:40 p.m. The next regular meeting of the STA TAC is scheduled for **Wednesday, January 26, 2005** at 1:30 p.m.

TECHNICAL ADVISORY COMMITTEE
Minutes of the
SPECIAL MEETING
January 13, 2005

I. CALL TO ORDER

The regular meeting of the Technical Advisory Committee was called to order at approximately 9:05 a.m. in the Solano Transportation Authority's Conference Room.

Present:

TAC Members Present:	Dan Schiada	City of Benicia
	Jason Riley	City of Dixon
	Morrie Barr	City of Fairfield
	Gary Cullen	City of Suisun City
	Dale Pfeiffer	City of Vacaville
	Gary Leach	City of Vallejo
	Paul Wiese	County of Solano
Others Present:	Gian Aggarwal	City of Vacaville
	Ed Huestis	City of Vacaville
	Cameron Oaks	Caltrans
	Daryl Halls	STA
	Dan Christians	STA
	Mike Duncan	STA
	Elizabeth Richards	SNCI/STA
	Sam Shelton	STA
	Johanna Masiclat	STA

II. APPROVAL OF AGENDA

By consensus, the STA TAC unanimously approved the agenda with the addition of comments and announcements made by the following:

CALTRANS: Cameron Oakes distributed the "Tentative 2006 STIP/ITP Schedule".

STA: Mike Duncan distributed and reported on a memorandum to MTC dated January 7, 2005 from the Department of Transportation regarding the $1,490,209 of FTA section 5307 funds advanced to Santa Rosa CityBus and Sonoma County Transit.

III. OPPORTUNITY FOR PUBLIC COMMENT

None presented.

VI. ACTION ITEMS

A. FY 2005-06 Transportation Enhancement (TE) Projects

Mike Duncan reviewed the programming and project delivery guidelines for Solano County TE projects for FY 2005-06. He listed the TE projects requested by each member agency potentially eligible for TE funds and that can meet Caltrans Project Delivery deadlines. The draft list of submitted TE eligible projects was provided to the STA TAC at the meeting.

Recommendation:

1. Identify TE projects for FY 2005-06 that can meet Caltrans Project Delivery deadlines.
2. Develop recommendation for $1.6 million in TE funding.

B. Reprogramming FY 2005-06 State Transportation Improvement Program (STIP) Projects

Mike Duncan identified several projects programmed in the STIP for FY 2005-06 that should be programmed to later fiscal years. He noted that MTC must be notified immediately to move projects before the end of FY 2004-05 not allocated in FY 2005-06.

Recommendation:

Identify projects programmed for FY 2005-06 in the STIP that should be reprogrammed to later fiscal years.

C. Potential Projects for Advanced Project Delivery

Mike Duncan identified potential projects from the I-80/I-680/I-780 Major Investment & Corridor Study as candidates for Project Study Reports (PSRs) to be completed by the STA in the next few years.

Recommendation:

Identify potential projects from the I-80/I-680/I-780 Major Investment & Corridor Study to be candidates for Project Study Reports (PSRs) to be completed by the STA.

VII. INFORMATION ITEMS

A. Advancing FY 2005-06 and FY 2006-07 Surface Transportation Program (STP) Funding for Local Streets and Roads

Mike Duncan outlined the proposed programming of Second Cycle STP funds for Local Streets and Roads projects in Solano County for FY 2005-06 and FY 2006-07 and the opportunities for advancing Second Cycle funded projects.

B. Obligation Status of FY 2004-05 STP/CMAQ Projects

Mike Duncan reviewed the projects programmed in FY 2004-05 with STP and CMAQ federal funds that must have the request for obligation to Caltrans by April 1, 2005.

VIII. ADJOURNMENT

The meeting was adjourned at approximately 11:00 a.m. The next regular meeting of the STA TAC is scheduled for **Wednesday, January 26, 2005 at 1:30 p.m.**

Solano Transportation Authority
Board Highlights
For January 12, 2005
6:00 p.m.

TO: City Councils and Board of Supervisors
(Attn: City Clerks and County Clerk of the Board)
FROM: Kim Cassidy, STA Clerk of the Board
RE: Summary Actions of the January 12, 2005 STA Board Meeting

Following is a summary of the actions taken by the Solano Transportation Authority at the Board meeting of January 12, 2005. If you have any questions regarding specific items, please give me a call at 424-6008.

BOARD MEMBERS PRESENT:

Mary Ann Courville (Chair)	City of Dixon
Len Augustine (Vice Chair)	City of Vacaville
Harry Price (Member Alternate)	City of Fairfield
Steve Messina	City of Benicia
Ed Woodruff	City of Rio Vista
Jim Spering	City of Suisun City
Pete Rey (Member Alternate)	City of Vallejo
John Silva	County of Solano

BOARD MEMBERS ABSENT:

Karin MacMillan	City of Rio Vista
Anthony Intintoli	City of Vallejo

SELECTION OF 2005 STA CHAIR AND VICE CHAIR

Recommendation:
Approve the following:
1. Select the STA Chair and Vice-Chair for 2005.
2. Request new Chair designate the Executive Committee for 2005.

On a motion by Member Spering, and a second by Member Messina, the STA Board unanimously approved the selection of Mary Ann Courville (City of Dixon) as Chair

and Len Augustine (City of Vacaville) as Vice Chair.

Chair Courville designated Board Members Augustine, Intintoli, and Spering as members of the 2005 Executive Board.

INTRODUCTION AND SWEARING-IN OF NEW STA BOARD MEMBERS AND ALTERNATES

Mayor Ed Woodruff (City of Rio Vista) was sworn in as an STA Board member. Councilmember Ron Jones (City of Rio Vista) and Councilmember Steve Wilkins were sworn in as STA Board Member Alternates.

ACTION ITEMS: FINANCIAL

A. STA, SolanoLinks and SNCI Marketing Plans for 2005 (Phase I)

Recommendation:

Approve the following:

1. The proposed Marketing Plan Tasks (Phase I) for STA, SolanoLinks Transit, and SNCI as specified in Attachment A.
2. Amend the existing consultant contract with MIG for an amount not to exceed $84,000.

On a motion by Member Alternate Price, and a second by Member Spering, the staff recommendation was approved unanimously.

B. Proposed FY 2004/05 Mid-Year Budget Revision

Recommendation:

Adopt the revised STA FY 2004-05 budget as specified in Attachment A.

On a motion by Member Silva, and a second by Member Messina, the staff recommendation was approved unanimously.

ACTION ITEMS: NON FINANCIAL

A. Adoption of STA's 2005 Legislative Priorities and Platform

Recommendation:

Approve the STA's 2005 Legislative Priorities and Platform as specified in Attachment A.

On a motion by Member Alternate Price, and a second by Member Silva, the staff recommendation was approved as amended in supplemental staff report XI.A 'STA Staff Analysis of the revisions to the 2005 STA Legislative Priorities and Platform requested by the City of Benicia'. In addition, the Board authorized the Chair to forward a letter to the Benicia City Council thanking them for their comments and notifying them of the approved modification by the STA Board.

B. Solano Bikeway Extension Feasibility Study (McGary Road)

Recommendation:

Authorize the Chair to submit a letter of support for the Solano Bikeway Extension

Feasibility Study to the City of Fairfield and recommending the following:

1. The City of Fairfield select a preferred option.
2. STA staff assists in identifying and obtaining funding to complete the project.
3. The City of Fairfield initiate implementation of the Solano Bikeway Extension project.

On a motion by Member Messina, and a second by Member Alternate Price, the staff recommendation was approved unanimously.

C. T-Plus Work Plan for 2005

Recommendation:
Approve the STA T-PLUS Work Plan for Solano County for 2005.

On a motion by Member Alternate Price, and a second by Member Woodruff, the staff recommendation was approved unanimously.

D. Appointment of Alternate Member to the Capitol Corridor Joint Powers Board

Recommendation:
Appoint an alternate to the Capitol Corridor Joint Powers Board.

On a motion by Member Spering, and a second by Member Messina, the staff recommendation was approved unanimously with the appointment of Vice Chair Augustine as an alternate to the Capitol Corridor Joint Powers Board.

E. Appointment of Members and Chair for the Alternative Modes Committee and the Jepson Parkway Steering Committee

Recommendation:
Approve the following:

1. Appoint the Chair and at least two members of the Alternative Modes Committee; and

   On a motion by Member Silva, and a second by Vice Chair Augustine, the staff recommendation was approved unanimously with the appointment of Member Spering as Chair of the Alternative Modes Committee.

   On a motion by Member Messina, and a second by Member Spering, the staff recommendation was approved unanimously with the appointment of Member Alternate Jones to the Alternative Modes Committee.

   On a motion by Vice Chair Augustine, and a second by Member Messina, the staff recommendation was approved unanimously with the appointment of Member Alternate Wilkins to the Alternative Modes Committee.

2. Appoint members of the Jepson Parkway Steering Committee representing the Cities of Fairfield, Suisun City, Vacaville and

County of Solano.

On a motion by Vice Chair Augustine, and a second by Member Messina, the staff recommendation was approved unanimously with the appointment of Member Alternate Wilkins to the Jepson Parkway Steering Committee representing the City of Vacaville.

F. Appointment to STA/YSAQMD Clean Air Fund Application Pre-Screening Committee and Set a Meeting Date to Review 2005-06 Applications

Recommendation:
Appoint two STA Board members or alternates to serve on the STA/YSAQMD Pre-Screening Committee and set a meeting date to review 2005-06 applications.

On a motion by Member Messina, and a second by Member Spering, the staff recommendation was approved unanimously with the appointment of Member Woodruff to the STA/YSAQMD Clean Air Application Pre-Screening Committee.

On a motion by Member Spering, and a second by Member Alternate Price, the staff recommendation was approved unanimously with the appointment of Vice Chair Augustine to the STA/YSAQMD Clean Air Application Pre-Screening Committee.

CONSENT CALENDAR ITEMS:
On a motion by Member Messina and a second by Member Spering, the consent items were approved unanimously.

A. Review Draft TAC Minutes of December 8, 2004

Recommendation: Approve minutes of December 8, 2004.

B. Review Draft TAC Minutes of December 22, 2004

Recommendation: Receive and file.

C. STA Board Meeting Schedule for 2005

Recommendation:
Adopt the STA Board meeting schedule for the 2005 calendar year.

D. Renewal of Membership with Solano EDC

Recommendation:
Approve the following:

1. Renewal of STA's membership with the Solano Economic Development Corporation (Solano EDC) at the Board Member-Investor level of $5,000 per year for 2005.
2. Direct staff to agendize for Board consideration STA's membership in Solano EDC prior to the annual renewal for 2006.

E. Public Input for County Transportation Expenditure Plan (CTEP) Contract Amendment #1 – Public Affairs Management Group (PAM)

Recommendation:
Authorize the Executive Director to approve Contract Amendment #1 for an additional $5,000 with Public Affairs Management Group to provide additional services related to public

facilitation and input meetings for the 2004 County Transportation Expenditure Plan (CTEP).

F. SR 12 Transit Corridor Study

Recommendation:

Authorize the Executive Director to enter into a consultant contract with Urbitran Associates Inc. for an amount not to exceed $37,000 to conduct the SR 12 Transit Study based upon the consultant proposal selected (Attachment A).

G. FY 04/05 Project Funding Adjustment

Recommendation:

Allocate $10,000 of STAF funds to the City of Dixon to implement a medical shuttle program in partnership with Faith in Action.

H. TDA Article 3 Call for Bicycle/Pedestrian Projects

Recommendation:

Approve a TDA Article 3 Call for Projects for the 5-Year Bicycle/Pedestrian Plan with a February 18, 2005 deadline for Year 1 TDA Article 3 applications.

I. RFP for STA/STIA Legal Service

Recommendation:

Authorize the Executive Director to release a request for proposals (RFP) for legal services for the STA/STIA.

J. Reclassification of Compensation Range for Marketing and Legislative Program Manager

Recommendation:

Approve the Modification of the Compensation Range for the position of Marketing and Legislative Program Manager as specified in Attachment A.

K. Regional Bicycle/Pedestrian Program Applications

Recommendation:

Authorize the Chair to send letters of support for the following Metropolitan Transportation Commission Regional Bicycle/Pedestrian Fund applications:

The City of Benicia's State Park/I-780 Overcrossing Bicycle Project for Regional Bicycle Funding;
The City of Fairfield's Linear Park Pedestrian Project for Regional Pedestrian Funding;
The City of Vallejo Pedestrian Links Project for Regional Pedestrian funding.

L. Comment Letter on MTC Regional T-2030 Plan

Recommendation:

Support sending the attached letter to MTC on the Draft EIR and T-2030 Plan (Attachment D).

M. The Metropolitan Transportation System (MTC) and Federal Funding for Local Streets and Roads

Recommendation:

1. Support replacing the Metropolitan Transportation System (MTS) with the Federal Functional Classification System (FFCS) and to use the FFCS to

determine the Local Streets and Roads needs that are regionally significant.

2. Authorize the Executive Director to forward to MTC a letter requesting MTC to replace the current distribution of Federal funds for Local Streets and Roads that is based on MTS shortfall with a distribution based upon population, centerline miles of roadways, and condition of roadways identified in the FFCS for the Third Cycle of Federal funding and for subsequent Federal authorization bills.

N. Status of State Route 12 Operational Strategy

Recommendation:
Reconvene the SR 12 Subcommittee as specified in Attachment A to review the proposed draft SR 12 Implementation Plan and provide a recommendation to the STA Board.

UPDATE FROM STAFF

A. Caltrans Report

B. MTC Report

C. STA Report

1. Legislative Report – Paul Yoder (Shaw/Yoder) provided a legislative update.
2. Presentation – Daryl Halls provided a summary of STA Highlights for 2004.
3. Presentation – Joe Story/DKS Consultants provided a Solano Napa Travel Demand Model Progress Report
4. Presentation – Dan Christians provided a summary on Funding the Alternative Modes Element of the CTP.

PUBLIC HEARING FOR THE DRAFT FY 2004-05 DISADVANTAGED BUSINESS ENTERPRISE (DBE) PROGRAM

Recommendation: Accept comments from the public at the January 12, 2005 Public Hearing for the STA's Draft FY 204-05 DBE Program.

INFORMATIONAL ITEMS: Information was provided for the following items:

A. Funding the Alternative Modes Element of the Comprehensive Transportation Plan (CTP)

B. Solano/Napa Multi-Modal Travel Demand Model (Phase 1)

C. Update of Small UZA Payback Plan

D. Transportation Enhancement (TE) Programming

E. Status of the 2004 State Transportation Improvement Program (STIP)

F. FUNDING OPPORTUNITIES: Information was provided for future funding opportunities for the following:

Countywide Transportation for Livable Communities (TLC) Planning Grant-January 28, 2005.
Traffic Engineering Technical Assistance Program (TETAP)-January 28, 2005.
Office of Traffic Safety (OTS) Grant-January 31, 2005.
Bicycle Transportation Account (BTA)-February 1, 2005.
FTA 5310 Elderly and Disabled Transportation Program-February 25, 2005.
Transportation Enhancement (TE) Programming-Programming in early 2005.

The STA Board meeting was adjourned at 7:44 p.m. The next regular meeting of the STA Board is scheduled for **February 9, 2005, 6:00 p.m.** at Suisun City Hall Council Chambers.

Agenda Item V.D
January 26, 2005

Solano Transportation Improvement Authority Board Meeting Highlights For January 12, 2005, 7:15 p.m.

Notice to the Public:
By action of the Solano County Board of Supervisors and the City Councils of the Cities within Solano County, a new public agency has been established. The new public agency is the Solano Transportation Improvement Authority (STIA) and it has been established pursuant to, and for the purposes provided for under, California Public Utilities Code §§180000 et seq.

TO: City Councils and Board of Supervisors
(Attn: City Clerks and County Clerk of the Board)
FROM: Kim Cassidy, STIA Clerk of the Board
RE: Summary Actions of the January 12, 2005 STIA Board Meeting

Following is a summary of the actions taken by the Solano Transportation Improvement Authority at a Board meeting held on January 12, 2005. If you have any questions regarding specific items, please give me a call at 424-6008.

BOARD MEMBERS PRESENT:

Jim Spering (Chair)	City of Suisun City
Mary Ann Courville (Vice Chair)	City of Dixon
Steve Messina	City of Benicia
Harry Price (Member Alternate)	City of Fairfield
Ed Woodruff	City of Rio Vista
Len Augustine	City of Vacaville
Joanne Schivley	City of Vallejo
John Vasquez	County of Solano

BOARD MEMBERS ABSENT:

Karin MacMillan	City of Rio Vista

ACTION ITEMS: FINANCIAL

None presented.

ACTION ITEMS: NON FINANCIAL

None presented.

CONSENT CALENDAR ITEMS:
On a motion by Member Messina, and a second by Vice Chair Courville, the consent calendar items were approved on a vote of 7/1 with Member Alternate Price abstaining from the vote.

A. STIA Board Minutes of
Recommendation: Approve minutes of September 8, 2004.

INFORMATIONAL ITEMS: Information was provided for the following items:

A. Review and Analysis of Measure E Elections Results
D.J. Smith (Smith/Watts) provided a summary of the Measure A election results.

ADJOURNMENT –
The Next Scheduled Meeting will be determined.

STA
Solano Transportation Authority

DATE: January 18, 2005
TO: STA TAC
FROM: Kim Cassidy, Clerk of the Board
RE: STA Meeting Schedule for First Quarter 2005

Background:
Attached is the STA schedule for meetings in the first quarter of 2005 that may be of interest to the STA TAC. This schedule is an overview of the first quarter of 2005 calendar year.

Fiscal Impact:
None.

Recommendation:
Informational.

Attachment:
A. STA Meeting Schedule – First Quarter 2005

Solano Transportation Authority

STA BOARD MEETING SCHEDULE
(For The Calendar Year 2005)

DATE	TIME	DESCRIPTION	LOCATION	CONFIRMED
Jan. 26	10:00 a.m.	Intercity Transit Consortium	STA Conference Room	X
Jan. 26	1:30 p.m.	Technical Advisory Committee (TAC)	STA Conference Room	X
Jan. 27	9:00 a.m.	Arterials, Highways, Freeways Subcommittee	STA Conference Room	X
Jan. 31	9:00 a.m.	Transit Subcommittee	STA Conference Room	X
Feb. 9	6:00 p.m.	STA Board Meeting	Suisun City Hall	X
Feb. 18	12:00 p.m.	Paratransit Coordinating Council (PCC)	Fairfield Com. Center	X
Feb. 23	10:00 a.m.	Intercity Transit Consortium	STA Conference Room	X
Feb. 23	1:30 p.m.	Technical Advisory Committee (TAC)	STA Conference Room	X
March 9	6:00 p.m.	STA Board Meeting	Suisun City Hall	X
March 18	12:00 p.m.	Paratransit Coordinating Council (PCC)	Fairfield Com. Center	X
March 30	10:00 a.m.	Intercity Transit Consortium	STA Conference Room	X
March 30	1:30 p.m.	Technical Advisory Committee (TAC)	STA Conference Room	X

ATTACHMENT A

Updated 01/18/2005kc

STA
Solano Transportation Authority

DATE: January 20, 2005
TO: STA TAC
FROM: Sam Shelton, Planning Assistant
RE: Funding Opportunities Summary

The following funding opportunities will be available to STA member agencies during the next few months. Also attached are summary fact sheets for each program. Please distribute this information to appropriate departments within your jurisdiction.

Fund Source	**Application Available From**	**Application Due**
Countywide Transportation for Livable Communities (TLC) Planning Grant	Robert Guerrero, STA (707) 424-6075	**January 28, 2005**
Traffic Engineering Technical Assistance Program (TETAP)	Christina Atienza, MTC (510) 817-3221	**January 28, 2005**
Office of Traffic Safety (OTS) Grant	Mark Bertacchi, OTS (916) 262-0985	**January 31, 2005**
Bicycle Transportation Account (BTA)	David Priebe, Caltrans (916) 653-0036	**February 1, 2005**
FTA 5310 Elderly and Disabled Transportation Program	Dana Lang, MTC (510) 464-7764	**February 25, 2005**
Transportation Enhancement (TE) Programming	Mike Duncan, STA (707) 424-6075	**Programming in March 2005**

Solano Transportation Authority

FUNDING OPPORTUNITY:

Countywide Transportation for Livable Communities (TLC) Planning Grant

Due January 28, 2005

TO: STA TAC
FROM: Sam Shelton, Planning Assistant

This summary of the Countywide Transportation for Livable Communities (TLC) Planning Grant is intended to assist jurisdictions plan projects that are eligible for the program based on the STA's Countywide TLC Guidelines. STA staff is available to answer questions regarding this funding program and provide feedback on potential project applications.

Eligible Project Sponsors:	Local governments, transportation agencies, and community-based nonprofit organizations (if partnered with local government) may receive funding.
Program Description:	This program provides funding for TLC planning activities.
Funding Available:	$150,000 to $200,000 target budget through 2006. The maximum grant per project is $50,000 over two years.
Eligible Projects:	Planning activities: -Concept/Vision plans, Specific Area Plans -Drawing and Design of streetscape/capital improvements -Public Outreach / Community meetings/ Vision workshops Planning projects must be complete by June 30, 2006.
Further Details:	http://www.solanolinks.com/programs2.html
STA Contact Person:	Robert Guerrero, Associate Planner, (707) 424-6075

Solano Transportation Authority

FUNDING OPPORTUNITY:

Traffic Engineering Technical Assistance Program (TETAP)

Due 4:00pm, January 28, 2005

TO: STA TAC
FROM: Sam Shelton, Planning Assistant

This summary of the Traffic Engineering Technical Assistance Program is intended to assist jurisdictions plan projects that are eligible for the program. STA staff is available to answer questions regarding this funding program and provide feedback on potential project applications.

Eligible Project Sponsors:	Bay Area government agencies involved with traffic or transit operations and safety.
Program Description:	This is a grant for technical assistance from consultants hired by MTC for traffic engineering projects defined by local agencies.
Funding Available:	Approximately $225,000 in federal funds for 2005. Maximum grant amount per project is $30,000 with MTC making the local match.
Eligible Projects:	*Operations:* Traffic calming, crosswalks *Analysis/Evaluations*: collision analysis, develop grant applications *Planning:* challenging project planning (e.g. Traffic signal system upgrades, Smart Corridor operations.)
Further Details:	http://www.mtc.ca.gov/funding/tetap-cfp.htm
Program Contact Person:	Christina Atienza, MTC, (510) 817-3221
STA Contact Person:	Sam Shelton, Planning Assistant, (707) 424-6075

Solano Transportation Authority

FUNDING OPPORTUNITY:

Office of Traffic Safety (OTS) Grant

Due January 31, 2005

TO: STA TAC
FROM: Sam Shelton, Planning Assistant

This summary of the Office of Traffic Safety (OTS) Grant is intended to assist jurisdictions plan projects that are eligible for the program. STA staff is available to answer questions regarding this funding program and provide feedback on potential project applications.

Eligible Project Sponsors:	State governmental agencies, state colleges, and state universities, local city and county government agencies, school districts, fire departments, and public emergency services providers are eligible. Community-based organizations and nonprofits may be co-partners but cannot receive the funds
Program Description:	OTS offers traffic safety grant funds to reduce deaths, injuries and economic losses resulting from traffic related collisions
Funding Available:	OTS awarded $74.2 million in FY 03/04.
Example Projects:	Solano County 2005 Traffic Safety Grant Awards -Fairfield, "Safe Passage", Lidar speed signs on Air Base $61,500.00 -Fairfield Police Department, $342,648.00 -Suisun City Police Department, $90,000.00 -Vallejo Police Department, $125,000.00
Further Details:	http://www.ots.ca.gov
Program Contact Person:	Mark Bertacchi, OTS, mbertacchi@ots.ca.gov, (916) 262-0985
STA Contact Person:	Sam Shelton, Planning Assistant, (707) 424-6075

Solano Transportation Authority

FUNDING OPPORTUNITY:

Bicycle Transportation Account (BTA)

Due February 1, 2005

TO: STA TAC
FROM: Sam Shelton, Planning Assistant

This summary of the Bicycle Transportation Account is intended to assist jurisdictions plan projects that are eligible for the program. STA staff is available to answer questions regarding this funding program and provide feedback on potential project applications.

Eligible Project Sponsors:	Local agencies with an adopted Bicycle Transportation Plan are eligible.
Program Description:	BTA helps cities and counties fund projects that improve safety and convenience for bicycle commuters.
Funding Available:	2005/2006 cycle will provide $7.2 million with a maximum grant of $1.8 million. There is a minimum local match of 10% that must come from sources other than the BTA.
Example Projects:	2004/2005 BTA funded projects: Suisun City - Central County Bikeway Gap Closure, $593,000. Other funded projects range from Class I, II, & III bikeways and bicycle facilities.
Further Details:	http://www.dot.ca.gov/hq/LocalPrograms/bta/btaweb%20page.htm
Program Contact Person:	David Priebe, Caltrans, David_Priebe@dot.ca.gov, (916) 653-0036
STA Contact Person:	Sam Shelton, Planning Assistant, (707) 424-6075

Solano Transportation Authority

FUNDING OPPORTUNITY:

Federal Transit Administration (FTA)
5310 Elderly and Disabled Transportation Program

Due February 25, 2005

TO: STA TAC
FROM: Sam Shelton, Planning Assistant

This summary of the Federal Transit Administration (FTA) 5310 Elderly and Disabled Transportation Program is intended to assist jurisdictions plan projects that are eligible for the program. STA staff is available to answer questions regarding this funding program and provide feedback on potential project applications.

Eligible Project Sponsors:
- -Private nonprofit corporations
- -Public agencies:
  - -where no private nonprofits are readily available to provide the proposed service
  - -have been approved by the State of California to coordinate services for elderly persons and persons with disabilities.

Program Description: This program helps agencies purchase capital equipment for elderly and disabled transit services.

Funding Available: $12 million was available in 2004/05 and at least that much should be available this cycle. Applicants may request up to $500,000 in equipment per year. With the 20% match, a maximum of $400,000 in federal funds available per applicant. Applicants may request up to $160,000 per project and may submit several projects per year.

Example Projects: 2003/04 FTA 5310 funded project:
Fairfield/Suisun Transit – Two Paratransit Buses - $92,800 in federal funds.

Other example projects include vans, small buses, computers, software, and mobile radios.

Further Details: **STA Deadline – PCC Meeting on January 21, 2005**
Applicant projects must be reviewed by the PCC.
Application Workshop – January 25, 2005 at MTC.
MTC will review draft applications if received by January 28, 2005.
http://www.mtc.ca.gov/funding/5310.htm

Program Contact Person: Dana Lang, MTC, (510) 464-7764, dlang@mtc.ca.gov

STA Contact Person: Jennifer Tongson, Projects Assistant, (707) 424-6013

Solano Transportation Authority

FUNDING OPPORTUNITY:

Transportation Enhancement (TE) Programming

Programming in March 2005

TO: STA TAC
FROM: Sam Shelton, Planning Assistant

This summary of the Transportation Enhancement (TE) funds is intended to assist jurisdictions in the project programming process. STA staff is available to answer questions regarding this funding program and provide feedback on potential project applications.

Program Description:	This program helps agencies fund projects that enhance the intermodal transportation system.
Funding Available:	$1.629M in fiscal year 2005/2006.
Deadline Notes:	**Project environmental studies must be initially complete by June 30, 2005.** Project documents are due to Caltrans by April 1, 2006.
Example Projects:	There are twelve categories of eligible projects that range from bike/ped facilities and acquisition of historic sites to landscaping and highway runoff mitigation. Projects eligible for TE funding can be found in the recently completed Solano Countywide Bicycle and Pedestrian Plans and the Solano County Transportation for Livable Communities (TLC) Plan.
Further Details:	A special January TAC meeting has initially identified 20 projects eligible for TE funding. Final TE projects will be programmed in March 2005.
STA Contact Person:	Mike Duncan, Director of Projects, (707) 424-6075

STA
Solano Transportation Authority

DATE: January 14, 2004
TO: STA TAC
FROM: Elizabeth Richards, SNCI Program Director
RE: Rio Vista Transit Study

Background:
In the past two years, the Solano Transportation Authority has funded four local transit study efforts to facilitate enhanced coordination with countywide transit planning efforts. Benicia, Fairfield, Rio Vista, and Vallejo have all received STAF funding allocations to conduct local transit studies. In October 2002, the STA Board approved $41,381 for the Rio Vista's Transit Study. This study is nearing completion and will be the first of the four to be completed.

Rio Vista operates a general public dial-a-ride service. One driver operates one vehicle that serves Rio Vista exclusively one day a week and travels to other cities the other days. Destinations are Fairfield/Vacaville, Lodi/Stockton, Antioch, and Walnut Grove/Isleton. The Rio Vista Transit Study had several purposes. These included:

-Maintain favorable community awareness
-Ensure compliance with laws and regulations
-Establish goals and procedures
-Analyze changing needs
-Recommend improvements

The City of Rio Vista hired Urbitrans to conduct the study which began in 2003. As there have been several critical staff changes at the City of Rio Vista over the course of this study, STA staff has extensively assisted the consultant and the city to keep this project moving. Members of the City Council have been involved as well.

A key component of this study was community involvement. The community's input was critical to identify the needs and perceptions of Rio Vista Transit. Stakeholder meetings, a public meeting, and a community survey were conducted.

Discussion:
The Rio Vista Transit Study began in 2003. Community outreach was conducted in the Fall and Winter of 2003/04. A wide range of individuals who had interests in Rio Vista and enhanced transit service were interviewed: the Mayor, city staff, local and county social services staff, senior housing and services staff, bus drivers, business organizations and others. A public input meeting was held with very good attendance. Surveys were distributed through social service organizations, employers, and other means. The

surveys were designed to solicit opinions on the current service and needs, and future needs.

The consultant reviewed existing policies and procedures, conducted several interviews with Rio Vista staff, and collected as much data as was available. This was combined with the community input to prepare a draft final report.

The report includes a number of findings and recommendations. The key recommendations are:

-Clarify roles and responsibilities within the City for transit functions
-Shift dispatching function from driver to administrative staff
-Change days of service to various destinations
-Improve data collection
-Improve regulatory compliance
-Formalize transit policies
-Implement performance measurement system
-Expand funding sources
-Improve vehicle utilization
-Participants in the STA's SR 12 Transit Study and Transit Consolidation Study

The draft final report was presented at a City Council Study Session in early December. There was a very positive and healthy discussion to use the study to improve the transit service. Some of the study's recommendations have already been implemented by the City of Rio Vista. The Rio Vista City Council is scheduled to review and approve the study at their meeting of January 20. Implementation of many of the changes is projected to begin in February 2005.

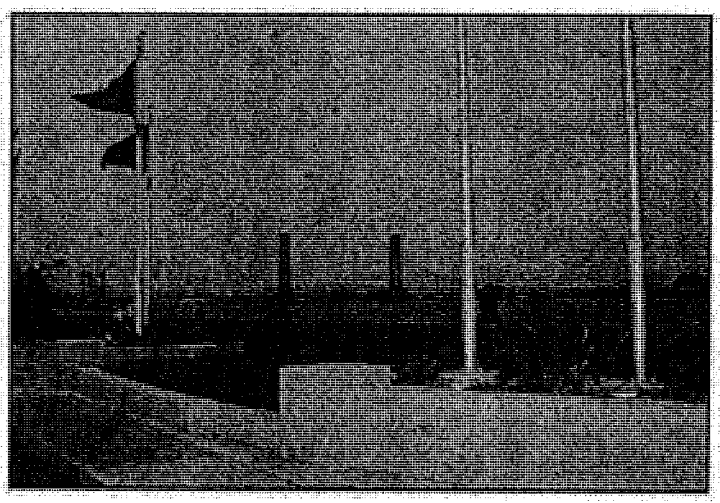
Recommendation:
Forward to the STA Board the approval of the Rio Vista Transit Study.

Attachment:
A. Transit Study for the City of Rio Vista, Draft Final Report

Transit Study for the City of Rio Vista

Final Report

URBITRAN REPORT



URBITRAN

Submitted to
City of Rio Vista

Submitted by
Urbitran Associates, Inc.

January 2005

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INTRODUCTION

Providing effective public transportation in a rural area is a challenge faced by communities across the country. It is particularly difficult because origins and destinations are often dispersed, institutions to support and promote the service are often undeveloped, and limited funding restricts how much service can be provided.

In spite of these challenges, the City of Rio Vista has offered its residents a valuable service in the form of Rio Vista Transit, a demand responsive, door-to-door transit service. While it has been a vital service for those who use it, Rio Vista also acknowledges the challenges it faces in providing transit service as the city grows. Therefore the city initiated this project to:

- Maintain the system's favorable community awareness,
- Ensure that the transit system is in full compliance with all applicable laws and regulations,
- Establish attainable goals and procedures to meet them, and
- Analyze the changing needs and environment of Rio Vista and recommend ways in which Rio Vista Transit can meet them.

To achieve these goals the city solicited the services of Urbitran Associates, a transportation planning and engineering firm, to complete a transit study. As such, the study is organized in the following chapters:

- **Chapter 1** describes how Rio Vista Transit currently operates – what the environment is like, how trips are scheduled and completed, and what facilities are used.
- **Chapter 2** presents the relevant state and federal laws which control how Rio Vista Transit operates and identifies where it is and is not compliant.
- **Chapter 3** evaluates the transit system's performance. Included are a review of ridership trends and trip characteristics, financial performance, and vehicle utilization.
- **Chapter 4** presents elements of a performance measurement system that will help Rio Vista Transit to monitor and evaluate its performance on an ongoing basis.
- **Chapter 5** explains the process and findings of the public outreach for the study and reviews existing policies for the transit system.
- **Chapter 6** introduces relevant findings from other transportation studies in the region that could impact how public transportation is provided in Rio Vista. This chapter also describes the range of other transportation services that are available to residents of Rio Vista.
- **Chapter 7** suggests recommendations that Rio Vista can implement to achieve the project's goals.

CHAPTER 1

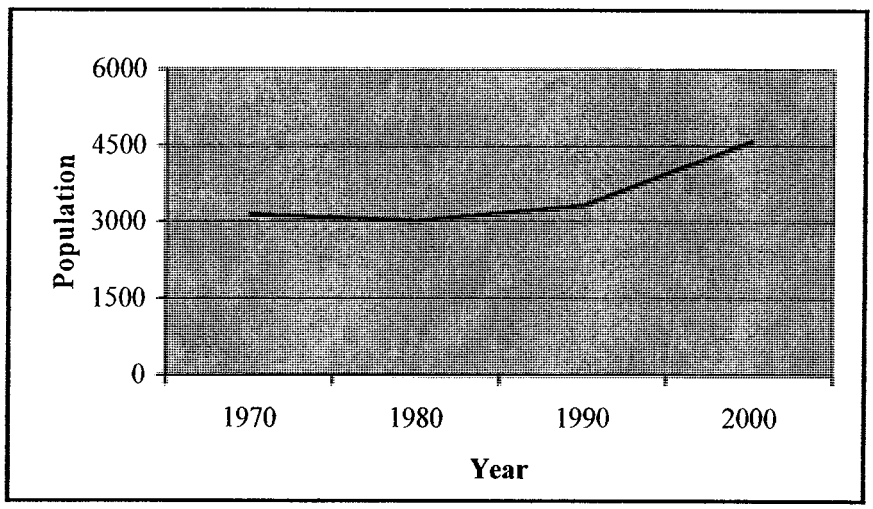
OVERVIEW OF RIO VISTA TRANSIT

This chapter provides a brief overview of the transit services provided by the City of Rio Vista.

1.1 Service Area

The City of Rio Vista is a community of 6,275 people (as of January 1, 2004)[1] in southeastern Solano County, along the Sacramento River delta. In spite of its small size, Rio Vista is the fastest growing community in Solano County and Solano County is one of the fastest growing counties in the Bay Area. As shown in Figure 1-1, Rio Vista's population was fairly stable around 3,100 residents between 1970 and 1990, but started to grow dramatically since then. For example, the city's population has already increased 37 percent since the 2000 census. A median household income of $46,500[2] and moderate housing costs make Rio Vista an oasis of affordability in an increasingly expensive region. With 780 acres of land zoned for industrial development and another 70 acres for commercial development, Rio Vista is also ready to accommodate non-residential growth as well. Currently, employment is focused in manufacturing, construction and engineering, and the service industry.

Figure 1-1 Rio Vista Population, 1970 -2000



Source: CA Department of Finance

Located on the Sacramento River between San Francisco (45 miles away) and Sacramento (35 miles away), Rio Vista has served as an important gateway for goods and people traveling between the two cities since its founding in 1893. Locally, fishing has played an integral role in commerce and recreation, from providing fresh fish and canned salmon to San Francisco back in the time of the Gold Rush to hosting the popular Bass Festival every October. In addition to superb fishing opportunities, water-based recreation abounds on the delta and in Rio Vista.

[1] Source: California Department of Finance, "City/County Population Estimates with Annual Percent Change." (www.dof.ca.gov)

[2] Source: http://www.riovista.org/econprofile.asp

Rio Vista Transit provides service throughout the City of Rio Vista in addition to making trips to the communities of Fairfield, Vacaville, Antioch, Walnut Grove, Isleton, Lodi and Stockton. Many of these communities have transit service of their own, but they do not serve Rio Vista. Additional information on other transit systems in the region is presented in section 6.2. After a long period of relatively stable population, Rio Vista's current and projected population growth are expected to increase the demand for transit service.

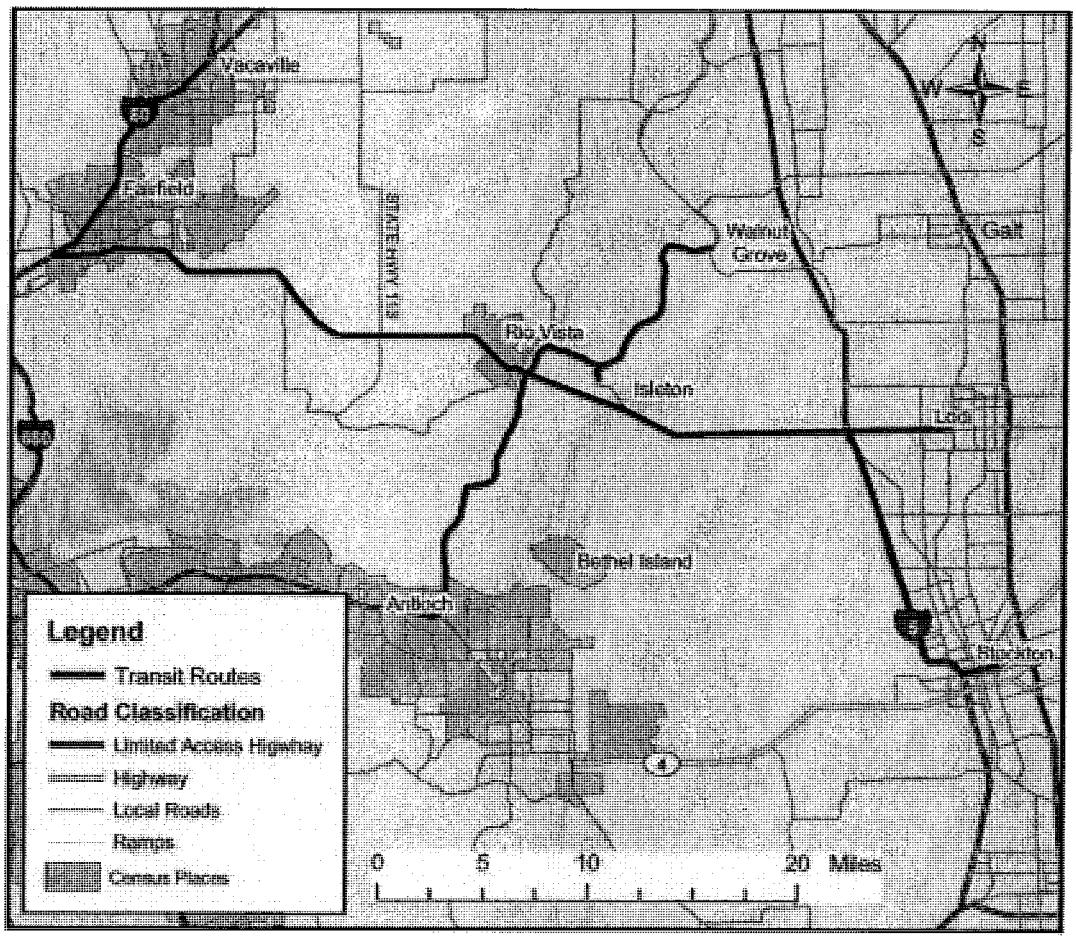
1.2 Service Description

Rio Vista Transit currently operates general public demand responsive service during the week from approximately 8:30 AM to 5:00 PM using only one vehicle. City staff operates and administers the service. Rio Vista Transit provides service to different destinations throughout the course of the week, although all trips must originate from within the City of Rio Vista. Table 1-1 summarizes the services provided by Rio Vista Transit and their associated fares while Figure 1-2 depicts the service area.

Table 1-1 Rio Vista Transit Schedule and Fares

Day	City	Fare
Monday	Isleton/Antioch/Walnut Grove	$2.00/$5.00/$5.00
Tuesday	Lodi/Stockton	$6.00/$7.00
Wednesday	In-city	$1.00 + 25¢/stop
Thursday	Lodi/Stockton	$6.00/$7.00
Friday	Fairfield/Vacaville	$6.00/$7.00

Figure 1-2 Rio Vista Transit Service Area



How trips are provided on a daily basis varies somewhat on which city(ies) are being served and passenger needs. The general practice is that all Rio Vista passengers are collected in the morning and then dropped off at their destination. The driver waits in the destination city while the passengers attend to their business and then at a predetermined time, the driver recollects all of the passengers within the destination city and returns them to Rio Vista. Departure times to and from Rio Vista are chosen to best meet the needs of the majority of passengers and in most cases, a trip out of Rio Vista does not exceed five hours. On days when service is only planned for Rio Vista, trips times are much more flexible as the service functions more like a typical, demand responsive service.

Depending on the specific departure time from and return to Rio Vista, there may also be adequate time to complete local trips when it is requested. Often these local, Rio Vista trips will take place prior to picking up passengers for travel to another city, or after they have returned. It is less common to see the vehicle return from another city to complete a local trip and then return to the other city to pick up passengers. However, for closer locations such as Antioch, this is possible and happens occasionally. Regional *and* local trips are made on roughly 10% of the service days.

Currently Rio Vista Transit does not accept any subscription trips – that is, passengers must call to schedule each trip, even if the same trip is repeated regularly.

1.3 Vehicle Fleet

Rio Vista Transit's vehicle revenue fleet consists of three (3) vehicles: two (2) minibuses and one (1) van. Table 1-2 lists Rio Vista Transit's fleet roster.

Table 1-2 Rio Vista Transit Vehicle Fleet Inventory

Year Mfg.	Make/Model	Number of Seats	License	Fleet Status	Meet ADA requirements?	Mileage (6-27-03)
2001	Chevrolet Minibus	10	1101825	Active	Yes	25,207
1994	Ford Minibus	10	438761	Reserve	Yes	129,949
1986	Ford Van	8	069000	Obsolete	No	10,589

1.4 Facilities

Rio Vista Transit operates out of several different facilities. Vehicles are stored and serviced at the City Corporation Yard located at 789 Saint Francis Way. The transit system also has an office staffed by the transit operator at 35 Main Street. When the transit operator is not on the road, this office is utilized for scheduling transit trips. Lastly, the Director of Public Works and the Director of Finance, who oversee parts of the transit system, are located in City Hall at One Main Street.

CHAPTER 2

STATE AND FEDERAL COMPLIANCE

This section provides a summary of Rio Vista Transit's compliance with relevant state and federal codes and regulations.

2.1 Private Sector Participation

> *[49 U.S.C. 5323(a)(1)]: Subrecipients must ensure that private transportation companies have been given the maximum extent feasible opportunity to participate in the planning of FTA-funded projects.*

Rio Vista Transit has received FTA funding for capital expenses and the city of Rio Vista is currently developing a comprehensive purchasing policy. When procuring vehicles (through lease or purchase), Rio Vista must release a "Request for Proposals" and allow all interested private parties to submit proposals to provide the requested vehicles. During planning efforts, notices should be sent to private transportation providers giving them an opportunity to provide feedback on future plans.

2.2 Buy America

> *[FTA regulations, 49 CFR Parts 660 and 661, and any amendments thereto]: Per Buy America law, Federal funds may not be obligated unless steel, iron and manufactured products used in FTA-funded projects are produced in the United States, unless a waiver has been granted by FTA.*

In compliance with the Buy America legislation, U.S. companies manufactured all Rio Vista Transit vehicles.

2.3 Safety

> *[Section 5329 of the USC]: FTA may withhold further financial assistance from any recipient who fails to correct any condition which FTA believes "creates a serious hazard of death or injury.*

Rio Vista Transit maintains a relatively clean safety record and prioritizes preventive maintenance to ensure that the transit vehicles are always in good condition.

2.4 Drug and Alcohol Requirements

> *[49 CFR Parts 29, 40, 653, 654]*

The City of Rio Vista has a drug-free workplace policy that was last updated in April of 2000.

2.5 Commercial Driver's License (CDL), Certificates, and Endorsements

[49 CFR Part 383 and California Vehicle Code §12523.5, 15275, and 15278]: Federal regulations require all drivers of vehicles designed to transport more than 15 persons (including the driver) to have a Commercial Driver's License (CDL). California legislation requires drivers transporting more than ten (10) passengers (including the driver) to have a CDL. In addition, federal law requires a General Public Paratransit Vehicle Certificate (GPPV) for any person who drives a vehicle which carriers not more than 24 persons including the driver and provides local transportation to the general public and a Passenger Transportation (PV) endorsement.

Historically, Rio Vista Transit has not required the transit operator to have a CDL. However, this has changed recently as the transit system became aware of the DMV requirements. The GPPV certificate is issued through the California Highway Patrol (CHP) following fingerprinting and a criminal background check, while the passenger endorsement is issued by the California Department of Motor Vehicles after a review of the applicant's driving record and the applicant passing knowledge and skills tests. Currently, the city mechanic and back-up drivers have their CDL and the transit operator is in the process of applying for one. Of the three drivers, the backup drivers have the requisite GPPV certificate and PV endorsement and the regular operator is in the process of applying for them.

2.6 Americans with Disabilities Act (ADA) of 1990

Titles II and III of the Americans with Disabilities Act of 1990 provide that no entity shall discriminate against an individual with a disability in connection with the provision of service. The law sets forth specific requirements for vehicle and facility accessibility and the provision of service. Each public entity operating a fixed route system must provide paratransit or other special service to individuals with disabilities that is comparable to the level of service provided to individuals without disabilities who use the fixed route system.

Rio Vista Transit does not provide fixed route service and is therefore not required to provide comparable service to persons with disabilities. However, the general public dial-a-ride service must be accessible to persons with disabilities. Rio Vista Transit vehicles are wheelchair accessible, but the transit system does not have a telecommunications device or a TDD telephone service for deaf persons.

2.7 Disadvantaged Business Enterprise

[49 CFR Part 23, as amended]

The City of Rio Vista has a DBE program, although it is in need of updating for streets and roads contracts.

2.8 Title VI of the Civil Rights Act of 1964

> *The state and subrecipients must ensure that no person in the United States shall on the grounds of race, color, creed, national origin, sex, age or disability be excluded from participating in, denied the benefits of, or be subject to discrimination under any project, program, or activity funded in whole or in part through FTA programs.*

The City of Rio Vista's personnel department is responsible for ensuring full compliance with Title VI of the Civil Rights Act. The City has not had any civil rights complaints in the past year.

2.9 Equal Employment Opportunity (EEO)

> *[Objectives are detailed in FTA Circular 4704.1]: FTA subrecipients must ensure that they comply with the following requirements of EEO: 1) to not discriminate against any employee or applicant for employment because of race, color, creed, national origin, sex, age or handicap, 2) to take affirmative action to ensure that applicants are employed and that employees are treated during employment without regard to race, color, creed, national origin, sex or age, 3) to post in conspicuous places and make available to employees and applicants for employment notices setting forth an EEO policy.*

The City of Rio Vista does have EEO policy posted in the lunchroom at City Hall, although Rio Vista Transit does not always include an EEO statement when advertising open positions.

2.10 Incidental Use of Vehicles

> *[FTA C. 9040.1E]: Incidental use of Section 5311 funded vehicles for non-passenger transportation on an occasional or regular basis must not result in a reduction of service quality or availability of public transit service.*

The only non-passenger transport using the transit vehicles occurs on Thanksgiving and Christmas, which are holidays for the transit system.

2.11 Transportation Development Act (TDA) Requirements

TDA contains a series of rules and regulations that apply to entities receiving Local Transportation Fund (LTF) and State Transit Assistance (STA) monies. Compliance with applicable provisions of TDA and the rules and regulations of the Metropolitan Transportation Commission (MTC) [California CR Title 21, Chapter 3, Article 5.5, Section 6667] have been verified in audits of the City of Rio Vista's Transportation Fund. According to the audit, completed by Damore, Hamric & Schneider, Inc. (November 2002), Rio Vista was in compliance with the applicable statutes, rules, and regulations of TDA and the applicable allocation instructions and resolutions of MTC as of the end of fiscal year June 30, 2002.

2.12 Non-TDA Requirements

> *[CA PUC Division 10, Part 11, Chapter 3, Section 99155, 99155.5]: California transit operators who offer reduced fares to seniors must also offer reduced fares to handicapped persons, disabled persons, and disabled veterans. In addition, operators must accept federal Medicare identification cards, senior citizen identification cards, and current identification cards for other transit operators as valid identification of the purposes of the reduced fare. Operators may not require that passengers be a resident of their service area in order to qualify for service.*
>
> *Operators providing service to individuals with disabilities shall provide service without regard to whether a member of the potential passenger's household owns a motor vehicle or where they live and shall provide service on the same terms and cost that is provided to other persons residing within the service area of the provider.*

Rio Vista Transit does not offer reduced fares to seniors, which means that it does not need to comply with the regulations stipulated by PUC Division 10, Part 11, Chapter 3, Section 99155 (a) – (e). Rio Vista Transit complies with subsection (f) of this regulation, as it does not require that passengers be a resident of their service area. The system also complies with section 99155.5 because its service is accessible to persons with disabilities, regardless of whether they live in a household in which there is a motor vehicle and the service is provided on the same terms and at the same price as service to other persons residing in the service area.

> *[CA Vehicle Code Division 2, Chapter 1 Article 3, Section 1808.1]: Employer Pull Notice (EPN) Program – employers of transit drivers must obtain a driver's current (within 30 days prior to employment) public record and then review, sign, date and store it. Employers must also participate in the pull notice system, which notifies the employer if a driver receives any convictions, accidents, license suspensions or other actions taken against the driving privilege or certificate of employed drivers. Employers shall obtain periodic reports from the DMV at least every six months, review the report to verify that each employee's driver's license has not been suspended or revoked, the employee's traffic violation point count, and whether the employee has been convicted of a violation of Section 23152 or 23153. After the review reports should be signed, dated, and maintained at the employer's principal place of business.*

Currently, Rio Vista Transit does participate in the EPN program and has copies of each driver's driving record in their office. The periodic reports are reviewed to confirm that each driver is still eligible to drive a general-purpose paratransit vehicle.

CHAPTER 3

OPERATIONAL REVIEW

This chapter reviews various aspects of Rio Vista's transit system, including information on its operating and financial performance.

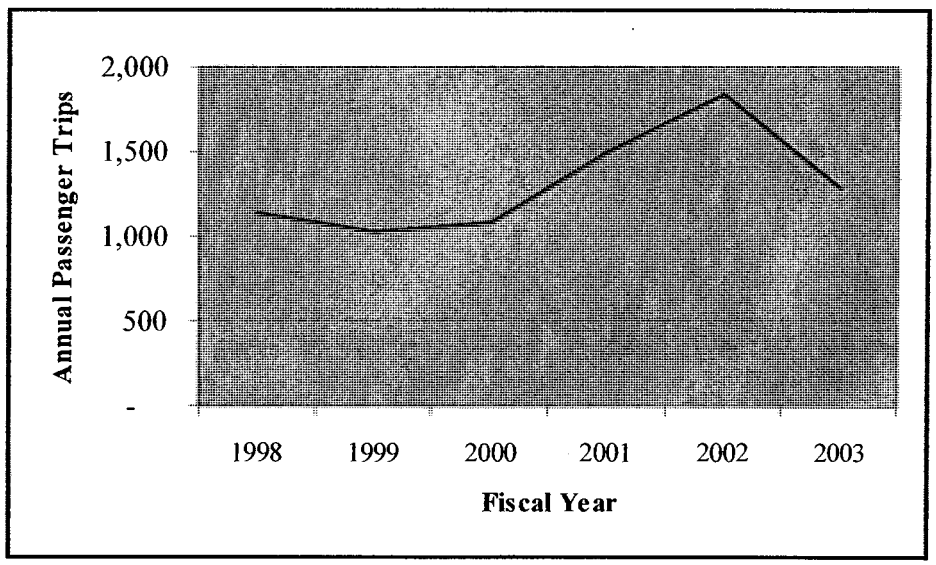
3.1 Operating Performance

Rio Vista Transit maintains daily passenger logs that track passenger names, fares paid, trip purpose, and trip destination. Although the data are not always complete, this information is useful to establish trends in ridership and trip characteristics. This section gives a general overview of the system's operating performance in the recent past and provides more specific information for Fiscal Year 2003 (July 1, 2002 to June 30, 2003).

3.1.1 Ridership Trends

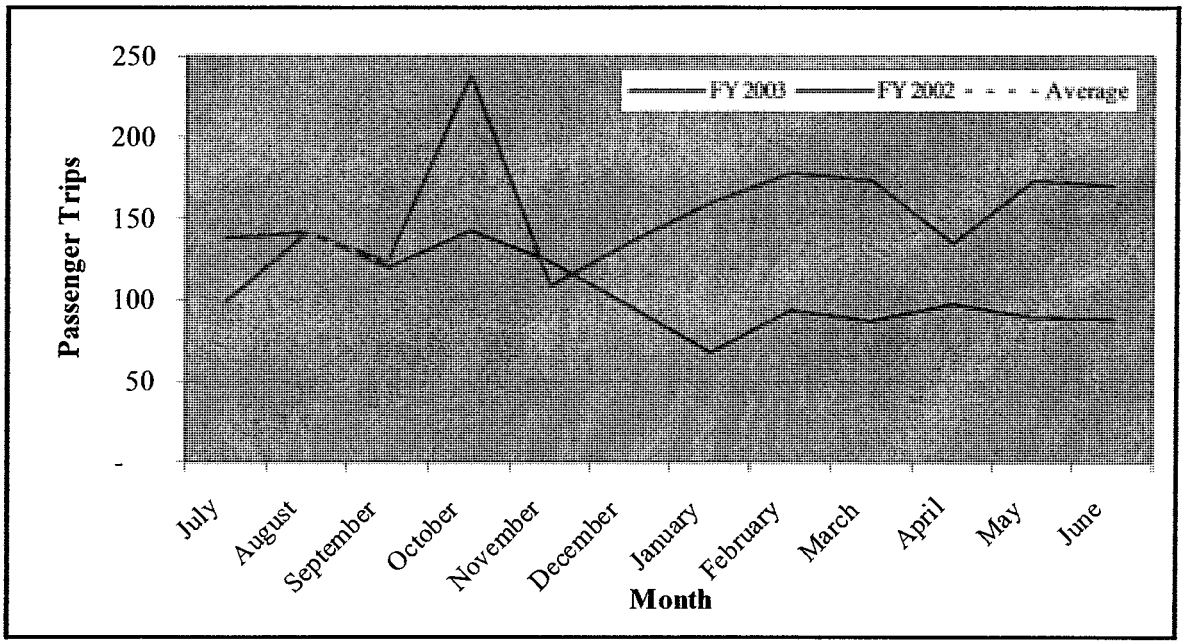
As shown in Figure 3-1, ridership has generally been increasing over the past six years. Ridership peaked in FY 2002 with just over 1,800 passenger trips, but decreased significantly (30%) in FY 2003. In spite of this recent decrease, the trend in ridership remains positive. The drop in ridership in FY 2003 is consistent with the experiences of other transit agencies throughout the Bay Area and is likely the result of the struggling economy.

Figure 3-1 Annual Passenger Trips, FY 1998 - 2003



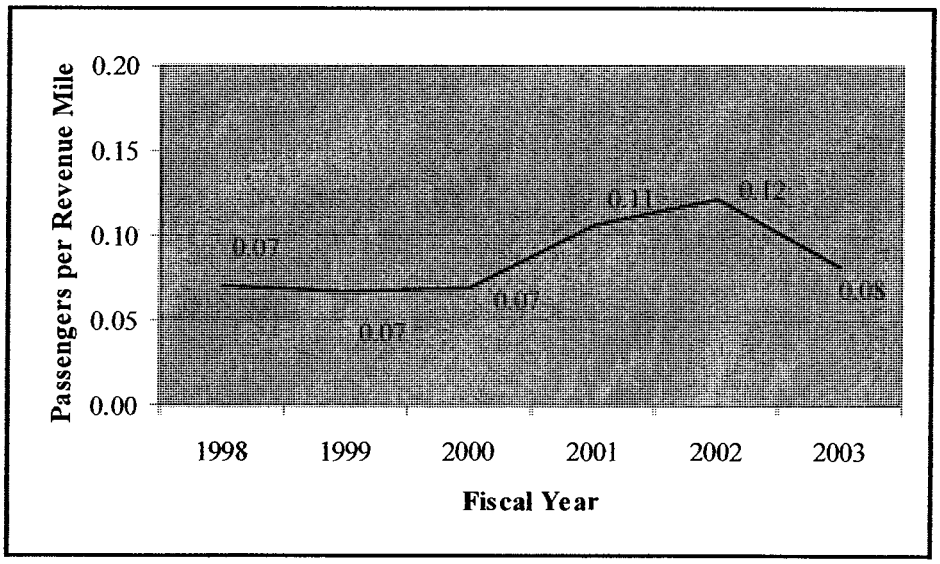
A cursory review of monthly ridership data shows the absence of seasonal trends. As illustrated by the "Average" ridership trend in Figure 3-2, monthly ridership is fairly constant throughout the year with the exception of a moderate peak in October.

Figure 3-2 Monthly Passenger Trips, FY 2002 & FY 2003



Because Rio Vista operates as a dial-a-ride service to regional destinations, it is also helpful to review data on the number of passengers per revenue-mile. This provides insight into system productivity and the effect of trip lengths. Overall Rio Vista's rates for passengers per revenue mile are quite low, reflecting low ridership levels and long trip lengths. Figure 3-3 shows how the metric of passengers per revenue mile has evolved over the past six years. The system experienced an increase in passengers per revenue mile in FY 2001 and 2002, reflecting the increase in ridership and an increase in the proportion of shorter trips.

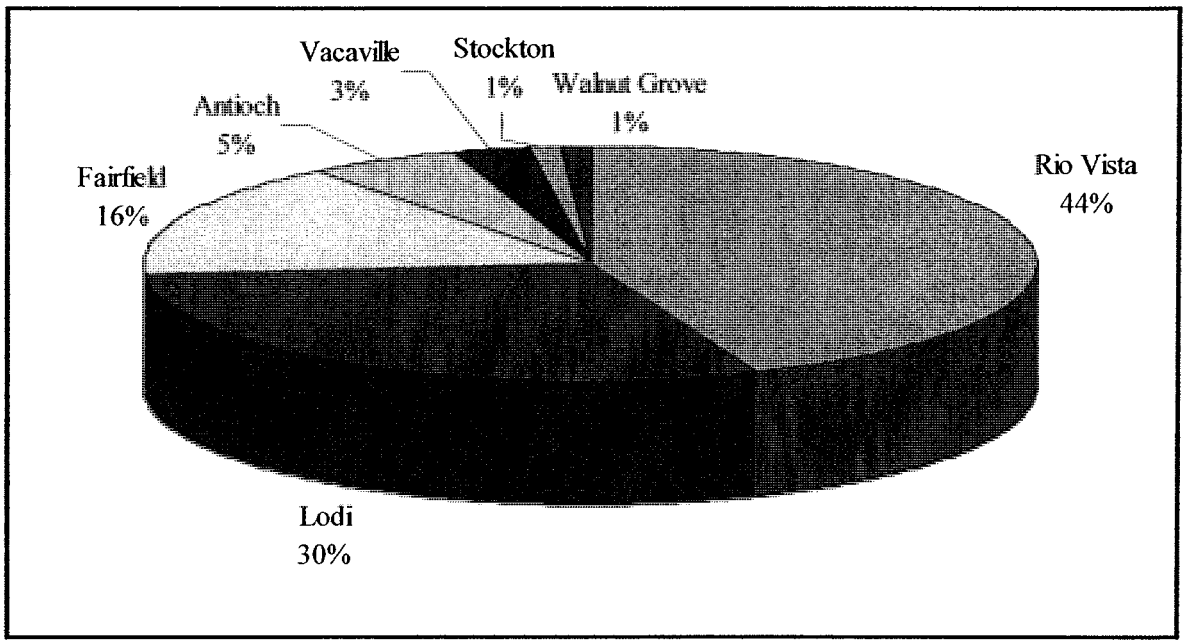
Figure 3-3 Passengers per Revenue Mile, FY 1998 - 2003



3.1.2 Service Coverage & Trip Destinations

As cited in Chapter 1, Rio Vista Transit provides service to eight communities including Rio Vista. Evaluating where most passengers are traveling to and from will help Rio Vista determine if it is effectively matching the supply of transit service with the demand for it. Of course, it is also necessary to ask non-users where the transit system would need to go in order for them to use it. This information has been collected through the public outreach component of this study and will be discussed later in this report. Figure 3-4 shows what proportion of total trips were made to each destination in FY 2003. The most common destinations in the previous fiscal year were within Rio Vista (44%), to Lodi (30%), and to Fairfield (16%). Each of the remaining destinations garnered 5% or fewer of the year's trips.

Figure 3-4 Trip Destinations, FY 2003



According to discussions with the drivers and members of the public, there are existing difficulties regarding the demand for service to Fairfield. One issue is that Rio Vista Transit only provides service to Fairfield on Fridays. As the county seat, many social service and government offices are housed in Fairfield. Unfortunately, some of those offices, such as the social security office, are not open on Fridays, which makes it challenging for some Rio Vista residents to access these services. Drivers also relayed that increasing demand has resulted in them having to deny some trip requests to Fairfield.

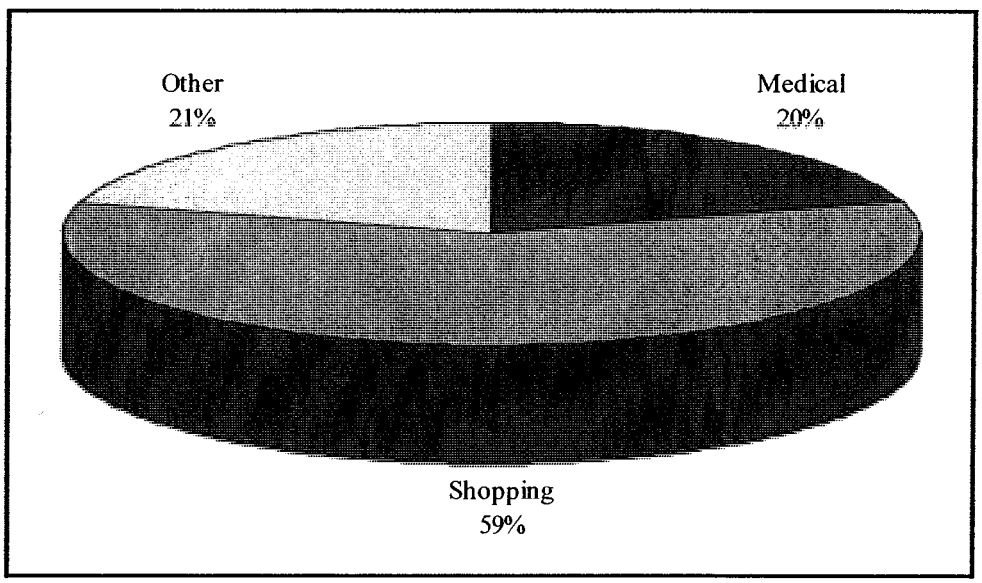
Another complaint heard from the public was that service is not provided late enough in the afternoon. The service is supposed to continue until 4:30 PM, but passengers have indicated that service is sometimes terminated by 2:00 PM. This comment was heard from multiple sources and has been documented in other reports, such as the *Solano County Senior & Disabled Transit Study (March 2004).*

Finally, it is worth noting that the review of daily trip logs showed that trips within Rio Vista are provided on days other than those scheduled for local trips. This appears to be an informal policy of providing local trips whenever space and time is available.

3.1.3 Trip Purpose

Details on individuals' trip purpose were not always noted in the daily logs. However, the cases in which the trip purpose was given we have assumed those trip purposes to be representative of all trips. Based on this assumption, the most common trip purpose was for shopping which was given as the purpose for 59% of trips. As seen in Figure 3-5, "other" reasons were given for 21% of trips and the remaining 20% of trips were made for medical reasons. This distribution of trip purposes is indicative of the type of service currently provided by Rio Vista Transit.

Figure 3-5 Trip Purpose, FY 2003



3.1.4 Passenger Convenience

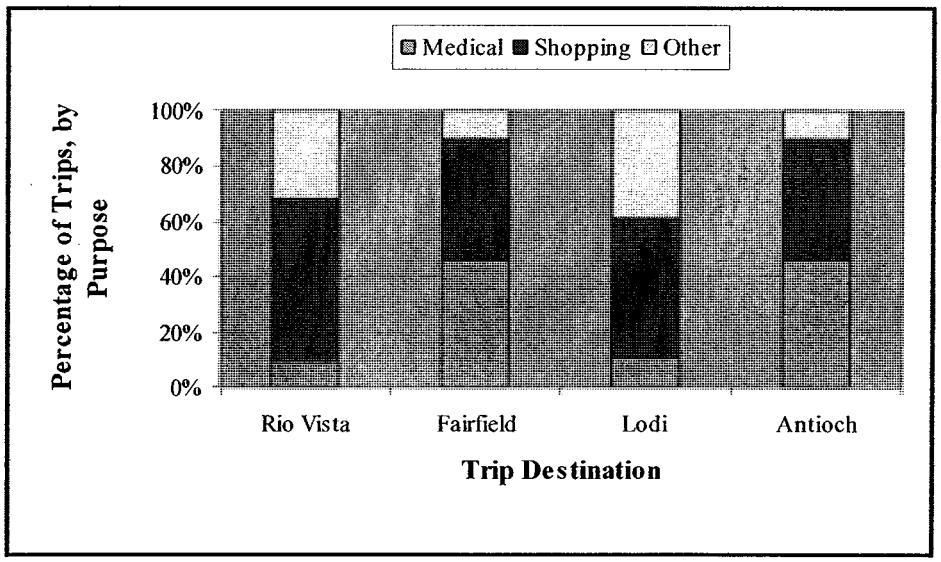
There are a variety of factors that contribute to passenger convenience, including: ease of making trip reservations, service schedule, and on-time performance. Currently passengers must make a trip reservation three days in advance. This is not particularly convenient for passengers. A more common policy among dial-a-ride providers is 24-hour advance notice. In addition to the need to schedule well in advance, no information is kept on whether passengers' desired pick-up times are being accommodated. Especially in cases of medical appointments, it is imperative that passengers be able to schedule their trip for a particular time of day.

As mentioned in section 3.1.2, the current schedule may not be meeting the needs of its passengers as well as it could. The best example of this is that certain services are closed on Fridays in Fairfield, but that is the only day that transit users can travel to Fairfield. Likewise, it is very possible that passengers would like to travel to cities on days other than those scheduled. Because there is no record of these requests, it is difficult to know if this is a serious issue for passengers.

In addition, Rio Vista Transit does not have any policies or data collected relating to on-time performance. Due to this fact it is impossible to determine whether passengers are being picked up within a reasonable timeframe. Adopting and following an on-time policy will allow passengers to have a higher degree of confidence in their ability to use transit for a particular trip. Often it is the uncertainty associated with travel times via transit that limits the number of people willing to use transit.

Finally, it is interesting to note how trip purpose varies for different destinations. Figure 3-6 illustrates the breakdown of trip purposes for the four most common destinations: Rio Vista, Lodi, Fairfield, and Antioch. Each destination has roughly the same proportion of shopping trips but the breakdown varies significantly according to the number of medical trips. Both Fairfield and Antioch have a high proportion of medical trips (around 45%), while Rio Vista and Lodi have more (30 - 40%) "other" trip purposes.

Figure 3-6 Trip Purpose by Destination, FY 2003



3.2 Financial Performance

In addition to reviewing information on the amount and characteristics of the service provided, it is essential to examine how much it costs to provide that service. The depressed regional economy and state budget crisis portend revenue reductions for the near future. In light of this, it is increasingly important to improve the efficiency of the existing transit service as much as possible.

3.2.1 Revenues & Expenses

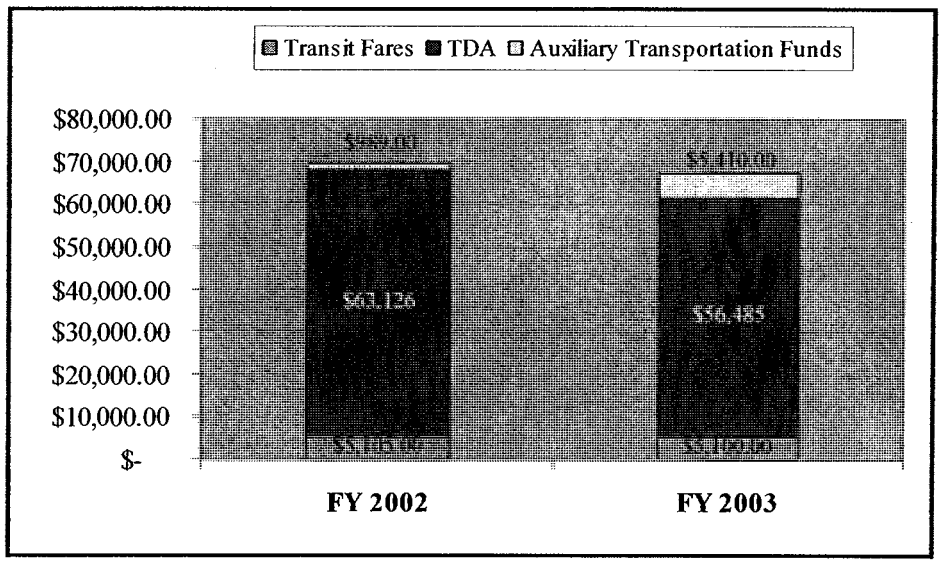
Due to the size and relative simplicity of Rio Vista Transit, there is minimal information to discuss relative to revenues and expenses. The system's revenue sources include California's Transportation Development Act (TDA) Article 8, Federal Transit Administration (FTA) Section 5311, fare revenues and auxiliary transportation revenue from the city of Rio Vista. Although the specific source of Rio Vista's contribution (the "auxiliary transportation revenue") is unclear, it is likely the general fund. TDA Article 8 funds are used for both operating and capital costs while FTA Section 5311 is used

exclusively for capital expenses. Fare revenues and funding from Rio Vista offset transit's operating expenses.

As illustrated in Figure 3-7, operating revenues decreased slightly from FY 2002 to FY 2003 due to lower TDA funding, which is by far the largest revenue source for Rio Vista Transit. It is also worth noting that Rio Vista's contribution increased significantly in FY 2003 from $989 to $5,410 in order to maintain a 10% farebox recovery ratio for the year, which is the minimum requirement under TDA for rural transit systems. Fare revenue was fairly consistent between the two years.

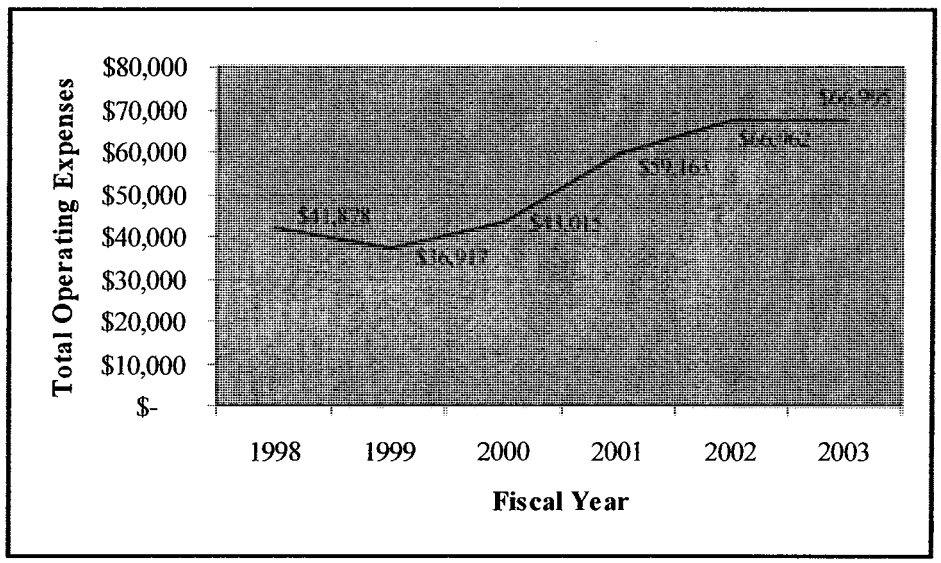
TDA funds are generated from ¼ ¢ of the state's sales tax, making them susceptible to fluctuations in the economy. To decrease its reliance on TDA funds, Rio Vista would be well served to apply for alternative funding sources, such as FTA Section 5311 Operating Assistance.

Figure 3-7 Operating Revenues, FY 2002 & 2003



Operating expenses include such items as the operators' salaries and benefits, administrative costs, maintenance, and insurance. Capital expenses include the purchase of new vehicles, which are funded in part by federal Section 5311 grants (80% of cost) and TDA Section 8 (20% local match). With the exception of FY 1999, Rio Vista Transit's operating expenses have increased every year. The largest increase in expenses occurred in FY 2001 when they escalated by 38%. The trend in operating costs for the past six fiscal years is shown in Figure 3-8 and illustrates increases of roughly $5,000 each year. Over this time period, the service hours have remained the same and a single vehicle has been in operation at any given time. Consequently, the cost increases are not due to a significant increase in service. Therefore, the most likely explanation is an increase in the cost of labor to provide the service.

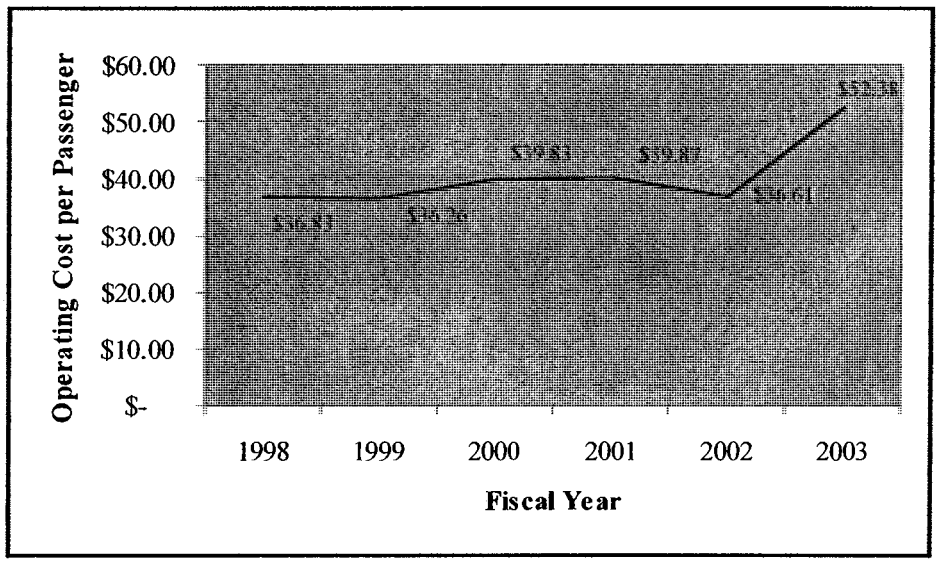
Figure 3-8 Operating Expenses, FY 1998 – 2003



Although detailed budget data for the past five years is not readily available, some level of detail was provided for FY 2002. In that year, roughly 73% of the transit system's expenses were generated from operations and maintenance. Another 18% was spent on administration and the remaining 9% were depreciation expenses.

On a per passenger basis, operating costs have been fairly constant until last year (see Figure 3-9). In the late 1990's the average operating cost per passenger was around $36. This increased to almost $40 in 2000 and 2001, but went back to $36 in 2002 when ridership increased. Last year's drop in ridership coupled with relatively constant expenses led to a dramatic increase of 43% in the cost per passenger ($52.38).

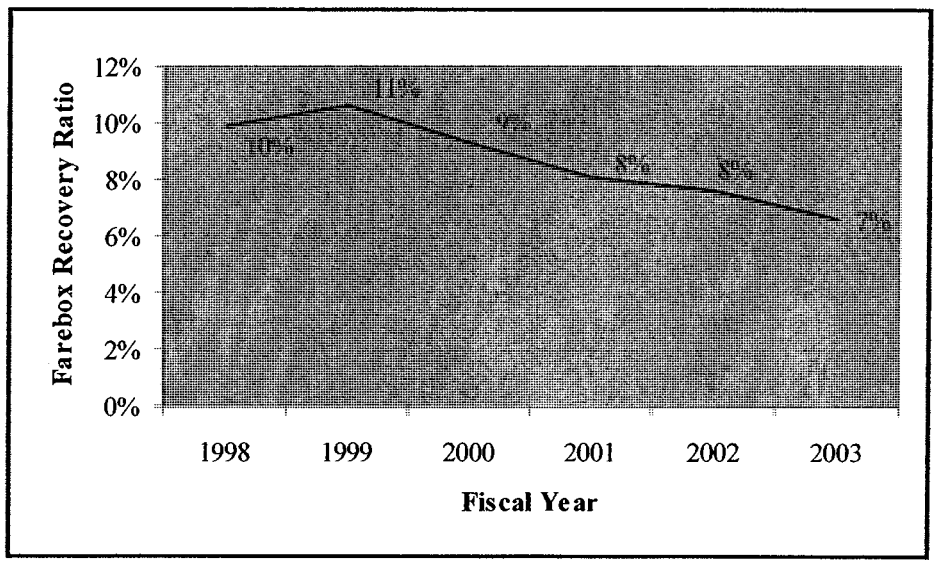
Figure 3-9 Operating Cost per Passenger Trip, FY 1998 - 2003



3.2.2 Farebox Recovery Ratio

The farebox recovery ratio (FRR) describes the portion of operating costs offset by passenger fares. Due to operating expenses rising faster than fare revenue, Rio Vista Transit is experiencing declining FRRs. As seen in Figure 3-10, the FRR peaked in 1999 at 11%, but has since decreased to 7% in 2003. Although this FRR would be considered quite low for most transit systems, it is a respectable rate given that it is demand responsive service. Rio Vista Transit is able to maintain this FRR because its fare structure charges relatively high rates for trips made outside of Rio Vista. These higher rates are for long-distance trips averaging twenty-five miles.

Figure 3-10 Farebox Recovery Ratio, FY 1998 – 2003



As was alluded to earlier, Rio Vista Transit must maintain a farebox recovery ratio of at least 10% each year in order to qualify for TDA funding. In years when the system does not attain a FRR of 10%, the city must allocate additional funds to the transit system such that the total of the fare revenue and auxiliary local funds divided by the operating costs is at least 10%. If the ridership and cost trends continue as they have in recent years, Rio Vista can expect to contribute increasing amounts to Rio Vista Transit.

3.3 Vehicle Utilization

As reported in section 1.3, Rio Vista Transit has two regular vehicles (minibuses) with one active and one in reserve. This means that at any given time no more than 50% of the system's vehicle resources are being utilized, which is not the most efficient use of those resources.

Through the review of the daily logs it is evident that there are days in which no, or very few, trips were scheduled – either because there is low demand to the scheduled destination or on the particular day of the week. This is illustrated by the data in Table 3-1 which shows that fewer passengers are carried on some days of the week than on others. For example, average ridership on Mondays, when trips are made in Rio Vista in the morning and to Walnut Grove, Isleton, and Antioch in the afternoon, is 2.1 passengers. This is considerably lower than the average 5.0 passengers per day which travel to Fairfield on Fridays. Low demand obviously results in poor vehicle utilization.

Table 3-1 Average Passengers per Day of the Week, FY 2003

	Monday	Tuesday	Wednesday	Thursday	Friday
Destination(s)	Isleton / Antioch / Walnut Grove	Lodi / Stockton	Rio Vista	Lodi / Stockton	Fairfield / Vacaville
Passengers	99	174	469	199	238
# of Days	47	48	46	46	48
Passengers/Day	2.1	3.6	10.2	4.3	5.0

The average number of passengers per day is influenced by the demand for trips on given days and to given destinations and by the amount of time needed to complete the trips. Even when taking into account the trip destination, these rates suggest that there is unused capacity and underutilization of the vehicles. When trips are made outside of Rio Vista and the driver simply waits for a few hours before returning to Rio Vista with the passengers, this "down" time contributes to poor vehicle utilization. However, due to inconsistent data records, it is impossible to determine what percentage of the time is lost while the driver waits to make the return trip.

It is likely that there is some unmet demand for trips on days with low average ridership, but perhaps not to the scheduled destinations.

From passenger comments, it appears that trips may not be scheduled or provided throughout the published service span. If this is in fact the case, it would also lower the vehicle utilization rate.

CHAPTER 4

PERFORMANCE MEASUREMENT SYSTEM

This chapter proposes a system of performance measures that Rio Vista Transit can use to evaluate and monitor its performance over time. A standard is proposed for each performance measure, representing a benchmark that Rio Vista Transit should be able to achieve. It is recommended that performance standards be established for the following five areas:

- Service effectiveness,
- Cost efficiency,
- Cost effectiveness,
- Vehicle utilization, and
- Service quality.

The recommended performance standards presented below are preliminary and should be discussed further before being adopted by Rio Vista Transit.

4.1 Service Effectiveness

Service effectiveness measures how much transit service was consumed or utilized in relation to the amount of service provided. The more service consumed of what was provided (vehicle miles and vehicle hours) the higher the service effectiveness. The main performance standards used to measure service effectiveness include passengers per vehicle service hour and passengers per vehicle service mile. Passengers are classified as the number of boarding passengers transported by the transit service.

4.1.1 Passenger Trips per Vehicle Mile

The rate of passengers per vehicle mile is affected by local factors, such as the geographic size of the area being served and the intensity of land uses in the service area. Because of Rio Vista Transit's large service area and the relatively low intensity land uses, it is unrealistic to expect performance in this category to equal national averages.

The Transit Cooperative Research Program, Report 6, *Users' Manual for Assessing Service-Delivery Systems for Rural Passenger Transportation* published in 1995, established national norms for the performance of rural and small urban transit systems. For demand-responsive only services, the report identified a mean of 0.49 passengers per vehicle mile. The median was 0.33 passengers per mile, with a typical high of 0.92 and a typical low of 0.05 passengers per mile. Again, these are just rough guidelines that can be used to evaluate the service in the future and to help determine specific performance standards. It should be noted that Rio Vista Transit is on the low end of this scale, carrying just 0.08 passengers per revenue mile in FY 2003. As Rio Vista Transit adjusts its schedule to better match demand, it should be able to improve its service effectiveness with a goal of eventually matching the median value above. Due to the high proportion of trips made outside of Rio Vista, it is reasonable to expect that Rio Vista will continue to have a lower rate of passenger trips per vehicle mile than comparable rural systems. Therefore, it is recommended that Rio Vista Transit adopt a standard of 0.11 trips per vehicle mile which is modestly higher than its current performance, but still attainable.

4.1.2 Passenger Trips per Vehicle Hour

The most common performance indicator used to measure service effectiveness is passenger trips per vehicle hour. As reported in TCRP Report 6, demand-responsive transit services operating in rural environments had a median of 5.02 passengers per hour. The typical high was 8.94 passengers per hour and the typical low was 1.1. Unfortunately, Rio Vista Transit does not currently monitor the number of vehicle hours operated, which makes it challenging to evaluate the system's performance using this metric. However, if it were assumed that Rio Vista Transit provides an average of 6 revenue hours of service per weekday, then the system would have averaged 0.86 passenger trips per vehicle hour in FY 2003. Based upon this information and expected improvements, Rio Vista Transit should attempt to meet the typical low value of 1.1 passenger trips per vehicle hour.

4.2 Cost Efficiency

Cost efficiency addresses how much public transportation service is provided (vehicle hours or vehicle miles) in relation to the resources expended (total operating costs). Performance indicators of cost efficiency include operating cost per vehicle service hour and operating cost per vehicle service mile.

4.2.1 Cost per Vehicle Mile

The mean cost per vehicle mile identified by TCRP Report 6 was $2.14 and the median was $1.69. The typical high identified was $3.74 and the typical low was $0.53. Based upon Rio Vista Transit's estimated operating costs and revenue miles for FY 2003, it had a cost per vehicle mile of $4.23. An appropriate goal for Rio Vista is to achieve its average cost over the past five years which was $3.60.

4.2.2 Cost per Vehicle Hour

The cost per vehicle hour performance indicator is a slightly better tool for measuring cost efficiency because the largest component of operating costs (driver wages and salaries) for Rio Vista Transit are paid by the hour. This performance measure assesses the cost efficiency of the system by dividing the system's operating costs by the number of hours the system's vehicle(s) are in service.

The mean and median costs per hour figures identified by TCRP Report 6 were $25.80 and $19.63, respectively. The typical high identified by the report was $47.93 and the typical low was $3.66. Again these statistics are for demand-responsive only services in rural and small urban locations. Based upon Rio Vista Transit's estimated operating costs and revenue hours for FY 2003, it had a cost per vehicle hour of $45.02. An appropriate goal for Rio Vista is to achieve its average cost over the past five years, $36.70 per vehicle hour.

4.3 Cost Effectiveness

Cost effectiveness looks at the consumption of the transit service (passenger boardings or passenger trips) as compared to the resources used in providing the service (operating costs). Operating cost per passenger trip is the main performance indicator used in the industry to measure cost effectiveness.

Cost per passenger trip is equal to the system's operating costs divided by the total number of unlinked passenger trips. The mean cost per passenger trip identified in TCRP Report 6 was $6.09.

The typical high reported was $10.17 and the typical low was $2.02. Based upon Rio Vista Transit's estimated operating costs and the actual number of passenger trips for FY 2003, it had a cost per passenger of $52.38 last year. An appropriate goal for Rio Vista is to achieve a rate of $41.00, which is the system average over the past five years.

4.4 Vehicle Utilization

As has been noted previously, Rio Vista Transit does not optimize the utilization of its vehicles. To be able to better monitor its performance in this area, it is recommended that Rio Vista Transit adopt the following two performance measures: annual passengers per vehicle and annual miles per vehicle.

4.4.1 Annual Passengers per Vehicle

Passengers per vehicle tracks vehicle utilization by determining the average number of passengers carried on system vehicles. Because Rio Vista Transit only uses one vehicle in service at a time, its vehicle utilization is quite low. In FY 2003, Rio Vista Transit averaged 650 passengers per vehicle. Rio Vista Transit should monitor its performance over the next six months to help set a realistic standard for this measure.

4.4.2 Annual Miles per Vehicle

Another performance measure, annual miles per vehicle, tracks how much the system's vehicles are being used. As noted above, because Rio Vista Transit only uses one vehicle in service at a time, its vehicle utilization is quite low. In FY 2003, Rio Vista Transit averaged 7,927 service miles per vehicle. Rio Vista Transit should monitor its performance over the next six months to help set a realistic standard for this measure.

4.5 Service Quality

In addition to the above performance measures, Rio Vista Transit should evaluate its ability to provide high quality service to its clients. Service quality involves the relationship between the delivery of service and customer expectations and demands. The quality of service can be broken down into the following attributes:

- Accessibility,
- Span of service,
- Directness,
- Passenger comfort/satisfaction,
- Reliability, and
- Safety.

4.5.1 Accessibility

Accessibility is defined as the ability of the transportation service to accommodate persons with disabilities on its vehicles. The most common accessibility performance measure is the percentage of vehicles that are lift equipped. Both of Rio Vista Transit's active vehicles are lift equipped. The transit system should maintain the standard of 100% accessibility to ensure that service is available to all residents. In order to achieve this standard all new vehicles must have wheelchair capacity and lifts. In addition, all drivers should be trained regarding compliance with the ADA including appropriate securement and sensitivity training.

4.5.2 Span of Service

Span of service is defined as the time during which service is operated. Rio Vista Transit currently operates between 8:30 AM and 4:30 PM, Monday to Friday. No service is provided on weekends or holidays. Given the level of demand within Rio Vista, this span of service is reasonable at this time. However, service should be available and provided during the entire span of service and not be limited by the driver's need to schedule trips or perform other tasks.

As development continues and demand increases, Rio Vista Transit should revisit this standard.

4.5.3 Directness

Directness refers to the time it takes to complete a trip via transit in comparison to the time it takes to complete a trip via a private automobile with no intermediate stops. Rio Vista Transit should try to schedule efficient trips that do not subject passengers to unreasonable travel times. In order to evaluate the system's performance, information must first be collected on the average travel time to each destination (city or town). The average trip length by car should be collected and updated at least once a year. Then a sample of passenger pick-up and drop-off times can be used to calculate an average trip time via transit which can then be compared to the travel time by car.

The suggested standard is that the travel time via transit should not exceed twice the time it would take to drive by car. This ratio is reflects the point at which most people will no longer use transit instead of a private car. Because Rio Vista Transit serves multiple destinations, this metric should be evaluated separately for each destination.

4.5.4 Passenger Comfort/Satisfaction

Passenger comfort and satisfaction is often dependent upon many variables, including seat availability, climate control, and a smooth ride. The number of passenger complaints received is usually a good measure of overall passenger satisfaction. In order to track its performance, Rio Vista Transit needs to begin recording and filing passenger complaints. Rio Vista Transit should investigate all complaints and corrective actions should be taken.

Once Rio Vista Transit begins tracking complaints it can make an informed decision about what an appropriate standard would be. In general, the rate of complaints is tracked as the number of passenger complaints as a percentage of total boardings.

4.5.5 Reliability

Reliability can be tracked using on-time performance and trip denials as quantitative performance indicators. For a demand-responsive service such as Rio Vista Transit, a trip should be considered "on time" if the passenger is picked up within 15 minutes before or after the scheduled pick-up time. The standard for the system should be that 95% of trips are on time. These values are consistent with industry standards.

Tracking trip denials allows a system to evaluate how well the supply of transit service matches the demand for it. For example, if there are repeated trip denials to certain destinations Rio Vista Transit may decide to increase the times available for trips to that location. Rio Vista should evaluate its performance in this category for at least three months before setting a standard.

4.5.6 Safety

Passenger safety is also an important service quality issue. It can be measured several different ways to include the number of vehicle miles per accident or the number of passenger injuries per 100,000 passenger trips. Because Rio Vista Transit travels relatively long distances for small numbers of passengers, the mileage standard will likely be a more enlightening indicator. Either way, Rio Vista Transit should prioritize passenger safety in its daily operations and monitor its performance carefully towards achieving its chosen goal.

A standard of 80,000 vehicle miles between preventable accidents is appropriate for Rio Vista. This value is consistent with standards for other demand responsive operators in suburban and rural environments. Based on average mileage of 15,000 per year, this standard equates to less than one preventable crash every 5 years.

CHAPTER 5

PUBLIC OUTREACH & POLICY REVIEW

This chapter presents the results of two tasks:

- A series of public outreach efforts used to better understand the transportation needs of the Rio Vista community, and
- A review of the policies and practices currently utilized by Rio Vista with regards to its transit service.

5.1 Public Outreach

Understanding the transportation needs of a community can be a very intensive process that is often best informed by multiple outreach efforts. For this project stakeholder interviews, meetings with the bus drivers, and a community survey were the primary methods used to collect the community's input on the role and importance of public transportation. These efforts, and our findings, are described in detail below.

5.1.1 Stakeholder Interviews

As part of the study effort, interviews were conducted with key transit stakeholders, such as decision makers from the City of Rio Vista, city staff, and others involved with local social service agencies and employment centers. Table 5-1 lists the stakeholders who were interviewed.

Table 5-1 Stakeholders Interviewed

Name	Title	Organization
Thomas Bland	Director of Planning and Community Development	City of Rio Vista
Marci Coglianese	Mayor	City of Rio Vista
Adriana Bejarano and Zaida Mungaray	Administrative Assistant and Community Outreach	Rio Vista Care
Denise Rubiaco	Executive Director	Chamber of Commerce
Carol Hermsmeyer	Director	Community Assistance Center
David Melilli	Director of Public Works	City of Rio Vista
Ava Williams	Program Specialist	Solano County Health and Social Services Department
Jan Rayl	Activities Director	Trilogy
Marc Bettencourt and Jeff Fernandez	Mechanic and Back Up Driver	City of Rio Vista

Some of those interviewed were quite familiar with the day-to-day operations of the city's transit system and were able to discuss the strengths and weaknesses of Rio Vista Transit. Others were far less knowledgeable regarding the transit system, but offered a valuable perspective on the social, political, and economic conditions of the area and on how Rio Vista Transit might be able to respond to changing trends in these areas. The result was a mixture of detailed and broad ranging discussion about the issues affecting transit provision in Rio Vista and its environs. This participation technique provided valuable perspectives, a context for framing the overall study objectives, and should prove

useful as preliminary recommendations are developed for Rio Vista Transit. The major themes gleaned from the stakeholder interview process are discussed below.

5.1.1.1 Attitudes and Perceptions

Stakeholders were asked about their general perceptions regarding transit services in the region. There was a surprising lack of knowledge among some stakeholders regarding Rio Vista Transit. Those individuals who were familiar with the transit system indicated that it has always been a fairly informal transportation service used by a limited sector of the population. Several people mentioned that the limited service provided by Rio Vista Transit makes it challenging for most residents to use. Furthermore, it was noted that many individuals in Rio Vista live on a limited or fixed income and the transit system is too expensive for them to use on a regular basis.

There was consensus among most stakeholders that Rio Vista Transit's current operation is extremely limited in scope and, as such, only provides a service that is of value to a finite group of individuals. Nonetheless, it was agreed that those who do rely on the transit system are greatly appreciative of the service and it is critical to their livelihood. Some stakeholders mentioned that they periodically receive complaints from Rio Vista Transit passengers about the service, however. Typical complaints relate to the hours of service, driver performance and/or courtesy, and system policies such as reservation requirements.

Another issue that came up in several stakeholder interviews was the lack of marketing by Rio Vista Transit. It was perceived as one of the system's biggest problems, particularly since many of the stakeholders themselves knew very little about the transit system. Recognizing that the transit system operates with limited resources, stakeholders volunteered to assist Rio Vista Transit with its marketing efforts. For instance, the Chamber of Commerce is willing to distribute and promote information on Rio Vista Transit.

5.1.1.2 Unmet Transportation Needs

During the interviews, stakeholders were asked if there are unmet transportation needs in Rio Vista. Most stakeholders noted that the private automobile is the dominant mode of transportation throughout the community. However, there are individuals who either cannot drive, prefer not to drive, or do not have access to an automobile and must seek other transportation options. For this sector of the population, the following issues were identified as unmet transportation needs:

- Insufficient service to Fairfield,
- Lack of service to BART,
- High level of service to medical facilities outside of Rio Vista,
- Later service to destinations outside of Rio Vista,
- Weekend service,
- Improved intra Rio Vista transit service,
- Service to Sacramento airport.

5.1.1.3 Recommended Service Improvements

Stakeholders were also asked about the future of transit services in Rio Vista and were encouraged to provide their long-term vision for how transit might operate five, ten or fifteen years from now. Some stakeholders did not have grandiose plans for future transit services and expected things to continue as is, while others presented fairly ambitious plans for improving service in Rio Vista and throughout the region. The following is a summary of the comments received.

One service concept that came up in several conversations was improved transportation for commuters. Commuters do not currently use the transit service because it does not meet their transportation needs. However, several individuals thought that there was demand for service between Rio Vista and surrounding cities, primarily for work-related trips. In order for this service to be a viable transportation option, interviewees emphasized that it must offer travel times that are competitive with the private automobile and it must be easy to use and schedule trips. It was suggested that commuter bus service be designed to provide one or two trips out of Rio Vista in the morning and one or two trips back in the evening. Potential destinations for this service include Fairfield, Antioch, Lodi/Stockton, and the Pittsburg/Bay Point BART station.

Another topic that was raised multiple times was increased service to Trilogy, the age-restricted housing development on the edge of town. At present, there does not appear to be significant demand for transit service to or from Trilogy as most residents are able to drive everywhere they need to go. However, it is anticipated that this will change as the community ages and as Trilogy approaches build out. Currently, there are approximately 800 occupied units at Trilogy and plans call for 3,200 units at build out. Trilogy does not have any transportation plans for addressing these changing demographics. It is expected that much of the demand for transportation services will be to out-of-town medical facilities. A Trilogy representative indicated that many residents access medical services at the Kaiser facilities in Vallejo, Walnut Creek, and Sacramento. It should be noted that Rio Vista Transit does provide service to some Trilogy residents, but current demand is very limited. Several stakeholders indicated that demand for transit services to and from Trilogy will increase significantly in the next five to ten years and it would be beneficial to plan for this increased demand.

In addition to the increased demand for transit services from Trilogy, there are extensive development plans for the land between Trilogy and downtown Rio Vista adjacent to Highway 12. Rio Vista plans to build a wastewater facility in two years, which will allow other residential development projects to move forward. There are currently plans to construct 4,500 homes along Highway 12 over the next 20 years. Once these development projects have been completed, Rio Vista will be a very different community with new transportation issues and needs. Several stakeholders emphasized that the transit system must monitor these development projects and be prepared to offer additional services to meet the increasing transportation needs of the community.

The last comment regarding the future of transit services related to improving existing operations. While several project stakeholders thought that the service provided by Rio Vista Transit has been appropriate for meeting community transportation needs, it was generally accepted that the transit system needs to improve its overall operations to provide a higher level of service. As far as specific recommendations are concerned, interviewees proposed various operational changes ranging from better customer service to better vehicle utilization. For instance, it was proposed that Rio Vista

Transit use their spare vehicle for transporting children to school or child care, as children's transportation can be a particularly challenging issue for CalWorks clients who are seeking employment.

5.1.2 Driver Meetings

Informal meetings were held with both Rio Vista Transit drivers during a site visit on May 13, 2003. Driver meetings are very valuable as the drivers are often most familiar with customer concerns and day-to-day operations. The following is a summary of the comments received during these meetings:

- Regular requests from passengers for additional service to Fairfield,
- Passengers also request additional service within Rio Vista as there is only one day for intra-city travel,
- The transit system periodically receives trip requests from the Delta Loop/Tower Park community in San Joaquin County,
- Passengers also request improved connections to Fairfield-Suisun Transit and BART,
- Requests for additional service to destinations currently served,
- Rio Vista Transit would benefit from additional marketing efforts,
- Rio Vista Transit would benefit from having a no-show policy because time is wasted waiting for passengers or returning to pickup passengers,
- The transit system does not have a procedure in place for tracking trip denials at present,
- Demand for transit services fluctuates from week to week,
- City residents use the cab company (Delta Cab) in town from time to time,
- Most passengers are elderly and have been riding the transit system for some time,
- Passengers often express their gratitude for the service provided by Rio Vista Transit,
- One driver mentioned that the transit system implemented a fare increase eight years ago that was well received by the passengers,
- Drivers regularly check the oil and wash the vehicle, although more substantive maintenance is performed by the city's mechanic,
- Drivers complete daily inspection sheets to ensure that vehicles are well maintained and to identify issues that require attention.

5.1.3 Community Transit Survey

In conjunction with the Solano Transportation Authority, a brief survey about Rio Vista Transit was distributed in January 2004 (see the survey instrument in the appendix). The mail-back survey was sent to a wide range of persons and agencies including: city departments, social service agencies, and major employers. From this effort, thirty-six (36) completed surveys were returned. The following summarizes the findings from this survey:

- **Transit use** (34 valid responses) - 74% of the survey respondents do not ride Rio Vista Transit, 12% ride weekly, 6% ride a few times a month, 6% ride a few times a year, and only 3% ride daily.

- **Destinations** (23 valid responses) – the most popular destinations among those who ride Rio Vista Transit were Lodi (35%), Rio Vista (22%), Fairfield (22%) and Antioch (13%).
- **Trip purpose** – (16 valid responses) the most common reason for using Rio Vista Transit was for medical trips (44%), followed by shopping (38%), and "other" reasons (19%).
- **Improvements to entice non-riders to use Rio Vista Transit** (38 valid responses) – more frequent service to other cities (38%), more information about the existing service (22%), will not use transit (19%), more frequent service in Rio Vista (14%), and an easier trip reservation system (8%). For those respondents who wanted additional service out of town, the following locations were listed: Fairfield (listed 5 times), Lodi (5), Stockton (2), Vacaville (2), Antioch (2), Pittsburg (1), Sacramento (1), and San Francisco (1).
- **Age of respondents** – 71% were over 55 years old, 23% were between 36 and 55, and 6% were between 18 and 35.
- **General comments** – overall the survey respondents had very positive responses to the service and if anything, requested additional service. A couple of respondents commented on the lack (and need) for service to Trilogy.

5.2 Functional Area Review

This section reviews the functional areas of Rio Vista Transit, including leadership and strategic planning, customer service, human resources, employee development, employee safety, operations, routing and scheduling, on the road services, maintenance, vehicles and equipment, and federal compliance. A description Rio Vista Transit's performance in each functional area is included.

5.2.1 Leadership and Strategic Planning

Rio Vista Transit is a small and relatively informal organization and the system's institutional framework is reflective of this. As Rio Vista Transit grows, the system will want to develop a mission statement, clear goals and objectives, system by-laws, and an overall emphasis on teamwork to provide the best possible transit service to the community.

At present, Rio Vista Transit does not have any of the following:

- Mission statement
- Goals and objectives
- Performance measurement program
- System by-laws
- Coordination plan with neighboring transit systems

In the past, the City's Finance Director has been responsible for the compilation of the system's operating and financial statistics. This responsibility has recently been shifted to the Department of Public Works. As far as reporting requirements are concerned, Rio Vista Transit provides the City Council with their annual TDA claim and annual financial report each year.

5.2.2 Customer Service & Marketing

Rio Vista Transit has not historically put much emphasis on customer service as their clientele has been relatively stable and the transit system has not prioritized expansion in its market or services offered. Following is a summary of Rio Vista Transit's performance in customer service.

As mentioned above, Rio Vista Transit does not target potential customers through any type of marketing campaign or distribution of materials. Unmet transit needs are determined annually at the regional level by the Solano Transportation Authority (STA). Rio Vista Transit does not conduct its own unmet needs hearings but it does provide customers with the opportunity to access information or file complaints verbally with the bus operator or by calling the Director of Finance. Complaints are handled in an informal fashion, on a case-by-case basis and actions are taken to address the complaint if possible. Rio Vista Transit does not keep a log of complaints received and it has never conducted a customer survey. Therefore, it has no other means of evaluating customer satisfaction aside from complaints received. It should be noted that the majority of complaints received pertain to the bus operator's driving skills or practices.

Passengers are encouraged to schedule their trips 24 hours in advance, although Rio Vista Transit will attempt to accommodate trips with less notice. If the transit operator is not available to take a client's phone call, they can leave a message on the system's answering machine with details of their desired trip.

Rio Vista Transit's sparse marketing program consists of a 1-page description of the transit system and the transit system's phone number and logo on the side of the transit vehicles. A "blue screen" text advertisement used to run periodically on cable channel 8. Aside from photocopies of their brochure and painting their vehicles, Rio Vista Transit does not spend any money on its marketing program. The transit system brochure is available at City Hall, the Transit Office and other locations stocked by the Solano Transportation Authority. The system does not receive brochure requests from other agencies or locations. There is no information on Rio Vista Transit on the City of Rio Vista website, although www.511.org does have limited information on the transit system.

The primary barrier to expanding Rio Vista Transit's marketing program is a general lack of support for system expansion. The transit system has additional capacity but it does not want to aggressively market the system such that demand exceeds capacity.

5.2.3 Human Resources

With such a small staff, Rio Vista Transit has historically not prioritized employee development and training. For instance, Rio Vista Transit does not provide employees with special training or education to stay current with new technologies, industry practices or state or federal requirements. Following is a review of Rio Vista Transit's performance in the human resources functional area.

Rio Vista Transit does have a job description on file for the transit operator position. It aptly describes the basic responsibilities and functions of the position. With respect to qualifications for the position, the job description indicates that an individual with two years of transit related experience and the possession of a Class C California driver's license by the date of appointment is qualified for the

position. Recently Rio Vista Transit updated this requirement to include possession of a Class B California driver's license with the necessary passenger endorsements. Employees are responsible for keeping their Class B license and passenger endorsements current, as the City does not offer driver safety classes.

As with all City employees, Rio Vista Transit staff receives an annual review to evaluate performance. However, there are no interim evaluations or formal policies or procedures in place for motivating employees or encouraging staff to utilize their full potential. When hiring for a new position, Rio Vista Transit posted classified advertisements in the local newspapers, including the Rio Vista River News Herald and the Vacaville Reporter. Prior to hiring, the City of Rio Vista requires a medical report for the prospective candidate. Rio Vista Transit does not require more than one individual to conduct interviews of prospective candidates and the system does not use a standardized questionnaire/evaluation form to conduct the interviews.

Once hired, there is no formal orientation program for new hires. Rio Vista Transit relies upon the current transit operator to train a new hire. Rio Vista Transit applies Rio Vista's personnel policies to all employees. Applicable minimum wage, Equal Employment Opportunity Commission (EEOC) and Occupational Safety and Health Administration (OSHA) requirements are posted in the lunchroom at City Hall. Rio Vista hosts an annual employee recognition dinner as well as a holiday party every winter.

5.2.4 Employee Safety

Rio Vista Transit does not have a safety committee responsible for setting the transit system's safety policy, nor does it have a system for ensuring compliance with OSHA laws and regulations. Rio Vista Transit relies on the city's emergency and fire prevention plan for all transit facilities and it maintains functional fire extinguishers, first aid kits and flares onboard all transit vehicles.

Rio Vista Transit provides blood borne pathogen training for transit operators on an annual basis.

5.2.5 Routing and Scheduling

As was mentioned above, the transit operator is responsible for all routing and scheduling duties. In addition to the main phone number, which is normally used for scheduling trips, the transit operator has a cell phone that can also be utilized for scheduling trips. When the transit operator is not in the office, passengers have the opportunity to leave a voicemail message with information regarding their trip request. Rio Vista Transit does not have formal "no show" or cancellation policies. The transit operator stated that they have returned 1-2 times to pick up a passenger when a "no show" has occurred.

Rio Vista Transit operators maintain a driver's log in which information pertaining to each passenger is recorded, such as passenger name, time picked up, date, destination,[3] type of trip (e.g., medical,

[3] Within the City of Rio Vista the destination can be an address or landmark. Outside of Rio Vista, the destination should be the destination city, at a minimum, but ideally it would include a major landmark or cross streets in addition to the city name.

shopping or other) and revenue collected. The following information is not recorded on the driver's log: address of passenger origin or destination, trip mileage or time, or drop off time.

The transit operator spends approximately 75% of her time on operational tasks (e.g., driving, cleaning vehicle, etc.) and the remaining 25% of her time completing administrative duties, such as scheduling future trips and completing requisite paperwork.

While Rio Vista Transit indicated that they want to meet existing demand for transit service, stakeholder interviews revealed that there is not much political support to fund service expansion at this time. Nonetheless, Rio Vista Transit does appear amenable to considering potential service expansion if demand is identified for such service. Furthermore, Rio Vista Transit conceded that they do periodically receive trip requests that they are unable to serve.

5.2.6 On the Road Services

Rio Vista Transit does not distinguish between accidents or incidents, nor does the system have accident or incident forms. Transit operators will assist passengers with boarding or disembarking the vehicle, including those passengers needing assistance with the wheelchair lift. Rio Vista Transit does not have an aides/attendant policy and transit operators are not prohibited from providing any type of assistance to passengers. The transit system does not have a formal policy for passenger behavior.

Rio Vista Transit allows the transport of parcels onboard system vehicles and does not have a policy for the transport of animals. Rio Vista Transit does not utilize their vehicles for meal delivery, except on Thanksgiving and Christmas when the Chamber of Commerce and the Community Assistance Center delivers meal baskets with the vehicles.

5.2.7 Maintenance, Vehicles and Equipment

Rio Vista Transit does not have a written vehicle maintenance plan; however, the system does have specific guidelines that are followed in maintaining all system vehicles. For instance, all vehicles receive a 30-day inspection and checkup and vehicles are serviced (e.g., oil change, filters, lube, etc.) every 3,000 miles. The city mechanic performs the vast majority of all maintenance work and generally follows the vehicle manufacturer's guidelines for the completion of all work. The transit operator completes a daily vehicle inspection form that is turned into the city mechanic at the end of each day. Most operational problems are either identified through the completion of vehicle inspection forms or during regularly scheduled vehicle checkups. In general, the newest van is used for making trips unless it is being serviced.

According to the drivers and vehicle mechanic, the wheelchair lifts on the Rio Vista Transit vehicles do not receive much use and as a result, do not have many problems or require much maintenance. All vehicles are stored and fueled at the city's corporation yard. The transit operator is responsible for the cleaning of the vehicle interior and the city mechanic is responsible for keeping the vehicle exterior clean. The city mechanic does not maintain an extensive list of parts at the corporation yard but is able to order most vehicle parts via 24-hour delivery. Vehicles are stored inside a locked chain link fence at night and on weekends and the system has not had any theft, vandalism or other security related problems.

According to the city mechanic, Rio Vista Transit has not had any serious accidents within the past two to three years. The transit system does not maintain a record of road calls. In the event of a vehicle breakdown or other incident, the transit operator calls the city mechanic who drives the spare transit vehicle to the breakdown location to relieve the transit operator of the disabled vehicle. The city mechanic generally has the vehicle towed back to the corporation yard to complete necessary repairs. The city mechanic indicated that this has only occurred once in the past year.

CHAPTER 6

HIGHLIGHTS FROM RELATED STUDIES AND SERVICES

This chapter summarizes key findings from other transportation studies and services that may impact or provide supplemental information on how transit is provided to residents of Rio Vista.

6.1 Related Transportation Studies

The following descriptions highlight those sections of relevant transportation plans that could influence when or how transit service is provided in Rio Vista. Additional detail can be found in the original text of each study.

6.1.1 Solano Comprehensive Transportation Plan (May 2002)

Purpose

The comprehensive transportation plan was developed to identify a future transportation vision for Solano County and will be updated by Fall 2004. Community input helped identify transportation needs that were then associated with various modes and prioritized. Then these priorities were evaluated to determine if existing funding sources could address these needs, if not, potential revenue options were identified. The plan was split into three elements – 1) transit, 2) arterials, highways and freeways, and 3) alternative modes. The review of this plan focused on the transit element – which would have the most impact on transit service for Rio Vista.

Relevant Conclusions

As part of the needs analysis conducted for the plan, the following needs were identified for Rio Vista:

- Construct ferry dock, and
- Fixed intercity routes to BART and rail.

The bus service plan recommended a series of intercity bus transit routes for implementation. Only those routes providing direct service to Rio Vista are included here, although improved regional mobility through transit centers in Fairfield and Suisun will benefit Rio Vista as well.

- **Route 12B** would establish a new link between Rio Vista and Fairfield and Suisun via Highway 12. Implementation of this service is included in the first phase system, which can be funded if all local TDA funds are dedicated to transit.
- **Route 12C** would establish a new link between Rio Vista and Lodi via Highway 12. Implementation of this service is included in the third phase system, which can be funded if all local TDA funds are dedicated to transit and an additional $2 million is provided.
- **Route 12D** would establish a new link between Rio Vista and Antioch via Highway 160. Implementation of this service is only included in the unconstrained plan – which would require a significant influx of additional funding.

Another component of the plan's transit element was a discussion of the intercity transit support system, including park and ride facilities and intermodal transit stations. The following park and ride locations are recommended for Rio Vista:

- Highway 12 and Church Street and
- Downtown near Main Street.

6.1.2 Rio Vista General Plan 2001 – Circulation & Mobility (July 2002)

Purpose

The circulation and mobility element of Rio Vista's general plan outlines the city's plans for the safe and efficient movement of people and goods through and around the community.

Relevant Conclusions

Goals from the plan for transit include the following:

- The City shall ensure that a mix of uses and intensities are programmed for areas within ¼ - to ½ mile radii of logical future transit routes and commercial activity centers. Park and Ride lots will be located where convenient and accessible; most likely adjacent to Highway 12 within the Neighborhood Core District.
- The City shall ensure that the physical design of new development projects facilitates transit use.
- As population growth and circumstances warrant, the City shall provide reliable bus service to Rio Vista residents. The City shall continue to provide the current service to destinations within and outside Rio Vista.
- The City shall support improved access to public transportation by people with impaired mobility.
- Where needed, the City shall supplement the future public transit system with continued availability of paratransit services.
- The City shall encourage private taxi service in Rio Vista.
- The City shall encourage innovative methods of running shuttle services within Rio Vista as needed.
- The City shall actively support the plans of transit service providers to increase service frequency and hours of service. The Solano Transportation Authority's Comprehensive Transportation Plan, Transit Element, is incorporated by reference into the Rio Vista Circulation and Mobility Element.

6.1.3 Senior and Disabled Transit Study (June 2004)

Purpose

The purpose of the study was to identify the transportation barriers faced by seniors and persons with disabilities and then to develop strategies to overcome these barriers. Transportation barriers were identified through a series of focus groups and a mail back survey.

Relevant Conclusions

The following strategies were specifically recommended for implementation in Rio Vista:

- **Short-term Strategies** included establishing procedures for same day medical return trips, changing the scheduled day for service to Fairfield.
- **Medium-term Strategies** included implementing a shopping shuttle and providing travel training for older adults.
- **Long-term Strategy** was to provide service from Rio Vista to the Pittsburg BART station.

6.1.4 Solano County Welfare to Work Transportation Plan (April 2002)

Purpose

The goal of this study was to identify strategies for improving transportation options available to Cal Works clients and other low-income individuals in Solano County. The plan was developed while working closely with an advisory committee to summarize existing transportation resources in the county, identify and prioritize transportation gaps and barriers, and develop solutions and identify potential funding sources to address those gaps and barriers.

Relevant Conclusions

The following are brief descriptions of those programs recommended for implementation in Rio Vista:

- **Morning and Evening Service between Rio Vista and Westfield Shopping Town-Solano or the Fairfield Transportation Center** is seen as a way to improve commute options for Cal WORKS clients who reside in Rio Vista and are seeking pre-employment services and employment outside the city. This strategy is being pursued. The city of Rio Vista, jointly with the County of Solano and the Solano Transportation Authority, secured a Metropolitan Transportation Commission (MTC) Low Income Flexible Transportation (LIFT) grant to implement a three-year commuter vanpool program. The contract between MTC and the City of Rio Vista was executed in FY03/04. The project would be jointly implemented among the three agencies with the Solano Transportation Authority's Solano Napa Commuter Information (SNCI) program taking the lead. The vehicles are expected to be secured and service to begin by the end of 2004.

  The project funds two commuter vanpools that would leave Rio Vista each morning and travel to Fairfield. One is planned to be an earlier trip serving transit transfer locations such as Solano Mall (local Fairfield/Suisun Transit routes) and Fairfield Transportation Center (inter-city transit services). The other vanpool is planned to travel later in the

morning and return earlier in the afternoon to transport Cal WORKS clients to the Ready Center in northeast Fairfield so that they can access pre-employment services.

The primary cost of this program is to cover the cost of leasing commuter vanpools from a third–party vendor. As the vanpool driver would be someone traveling to work, the driver is unpaid as is typical of a commuter vanpool. The cost of the vehicle lease, gas, and other incidentals would be share by the County of Solano, City of Rio Vista, and MTC's LIFT grant. The County's Transportation Assistance for Needy Families (TANF) funds would pay for the vanpool fare for the Cal WORKS clients. Unfilled seats would be paid for by the City of Rio Vista's Transportation Development Act (TDA) funds and the LIFT grant. Because of the grant funding, the first priority for these vanpools is to serve Cal WORKS clients. If there is capacity remaining, the general public may be able to use the service at their own cost. This project's cost is approximately $35,000 annually.

- **Volunteer Driver Program** was suggested to address the lack of transportation from Rio Vista to the rest of Solano County. This service would rely on volunteers from the general public to provide "non-regular" rides to SolanoWORKS participants who do not have access to transportation. Eligible trips might include those for medical appointments, shopping, or job interviews. The Plan suggested that the City of Rio Vista could be the lead agency in implementing this service while the STA's Solano Napa Commuter Information (SNCI) program Solano County Health and Social Services (SCHSS) would provide technical assistance help quantify expected demand, and promote the service to SolanoWORKS participants.

  Subsequent to the study making this recommendation, the Rio Vista Community Action Council (CAC) has begun planning to develop a more comprehensive volunteer driver program that would be inclusive of Cal WORKS clients. The Plan is estimated this project to cost approximately $35,200 annually.

6.1.5 Highway 12 MIS TDM Elements (October 2001)

Purpose

This report explores a number of alternatives to maintain desired level of service (LOS) ratings on Highway 12. The LOS on the highway is expected to be reduced by anticipated growth around the Highway 12 corridor.

Relevant Conclusions

The report developed five build and one no-build alternative to address the expected traffic volumes. One of these alternatives, Alternative Package 2 – Transportation Demand Management, if implemented would impact the level of transit service in Rio Vista. The following are the projects included in this alternative:

- **Carpooling Program – Park and Ride Lot Construction** consists of constructing two park-and-ride lots to facilitate carpooling – one of which would be in Rio Vista. The lot would be visible from Highway 12 and built so that it could expand as needed to accommodate growing demand. An advertising campaign would promote the park-and-ride lots, benefits of carpooling, and the ride-matching services provided by the Solano Transportation Authority (STA).

- **Local Shuttle Program** would connect the retirement communities on the east end of the corridor (Trilogy) with the commercial and medical facilities in Suisun City, Fairfield, and Rio Vista. The service would run on one-hour headways initially and coordinate with existing transit service in Sacramento and San Joaquin counties.
- **Transit Service** would consist of a new SolanoLinks route traveling from Fairfield to Suisun City to Rio Vista along Highway 12. Important transfer points would be at the Capitol Corridor Station (Suisun City) and the Fairfield Transportation Center. This route would also run on one-hour headways initially.

6.1.6 I-80/I-680/I-780 Transit Corridor Study (July 2004)

Purpose

The purpose of this study is to successfully implement the Intercity Bus Element from the Solano Comprehensive Transportation Plan through the development of detailed transit improvements along the corridor defined by I-80, I-680, and I-780.

Relevant Conclusions

Although Rio Vista does not sit in the I-80, I-680, and I-780 corridor, it would benefit from circulation and transit service improvements around Suisun and Fairfield. In particular, improvements that would benefit Rio Vista residents include:

- **Super express service** from the Vallejo Ferry Terminal to Sacramento, which would serve the Fairfield Transportation Center.
- **Expanded Route 40 (FST) midday service** would improve north-south accessibility during off-peak hours.
- **Increased frequency along I-80** would improve north-south accessibility during peak hours.
- **Fairfield Transportation Center access improvements** will improve the flow of transit vehicles around the center.

6.1.7 Planned State Route 12 Transit Study (2004-05)

The State Route 12 Transit Study is an upcoming study that will examine long-term demand for transit along the Highway 12 corridor. Though the scope has yet to be finalized, the extent of the corridor could extend from Lodi (San Joaquin County), through Rio Vista (Solano County), and all the way to Napa (Napa County). After estimating the expected transit demand, phased service recommendations and their anticipated costs will be developed to help local and regional transportation officials plan for their implementation. This study will be completed by the STA during 2004-05 with oversight provided by a steering committee with a representative from Rio Vista as well as the other communities along the corridor.

6.2 Transportation Services

There are a variety of regional transit and transportation services available to residents of Rio Vista. The text below summarizes how residents might access these services, the level of service provided, and basic fare information.

6.2.1 Transit and Paratransit Services

Although Rio Vista is isolated from other communities, many of its closest neighbors have fixed-route transit service (see map of Rio Vista Transit's service area in Chapter 1). Table 6-1 lists these cities and identifies important transfer facilities or access point to their transit system. Likely due to Rio Vista's small population and resulting low transit demand, none of the adjacent systems have documented plans to provide new service to Rio Vista. However, Fairfield-Suisun Transit has expressed a willingness to serve Rio Vista in the future if the service were funded through a cost-sharing agreement with Rio Vista.

Table 6-1 Area Transit Services and Major Transfer Locations

Community - Transit System	Major Transfer Locations
Fairfield – Fairfield-Suisun Transit	Fairfield Transportation Center Westfield Shoppingtown Solano Suisun/Fairfield Train Station
Vallejo - Vallejo Transit	Solano Mall York and Marin Sereno Transit Center El Cerrito del Norte BART Station
Galt – South Sacramento County Transit – SCT/Link	City Hall, Galt Florin Center, Sacramento Lodi Train Station Elk Grove Blvd/Emerald Vista, Elk Grove Concilio, Isleton Post Office, Walnut Grove
Lodi – Lodi Transit	Lodi Station Wal-Mart and Target stores - off Hwy 12 at Lower Sacramento Road
Sacramento – Sacramento Regional Transit District	Arden Fair Mall Cosumnes River College Cal State University at Sacramento (CSUS) Florin Mall Sunrise Mall
Eastern Contra Costa County Transit District - Tri-Delta Transit	Los Medanos College Pittsburg/Bay Point BART Station Hillcrest Park & Ride Brentwood Park & Ride
San Joaquin County – SMART	Channel and Sutter – Downtown Transit Center (under construction) Claremont Mall Yokuts Mall

In addition to the fixed-route transit systems described above, Solano County also offers countywide paratransit service through Solano Paratransit (SP). SP serves residents throughout the county, except those living in Vallejo or Benicia. Service is only available to those residents who qualify for the

service under ADA, have completed Fairfield/Suisun Transit's ADA application form and been approved. SP operates Monday through Friday from 7:00 am to 7:00 pm and Saturday from 8:00 am to 5:00 pm. Passengers can purchase a multi-ride pass for $15.00. SP's service area extends beyond the ¾ mile buffer around the fixed-route network that is required by the ADA to provide a comprehensive service to its passengers.

Currently, very few Rio Vista residents use SP and have been using it less than in years past. For the first three quarters of FY 2004, an average of 2 passengers used the service each month. Ridership averaged 5 passengers a month in FY 2003 and 19 passengers a month in FY 2002. However, it is worth noting that this is not inconsistent with the overall trend experienced by SP. Ridership for the entire paratransit service dropped by 5% between FY 2002 and FY 2003, and it appears that FY 2004 will experience a 9% drop from FY 2003.

6.2.2 Intercity Transportation

Although Rio Vista Transit provides intercity transportation, there are limits to how far away service is provided. Rail service and private bus services provide additional mobility options for Rio Vista residents who need to travel outside the region.

Rail

Although Rio Vista does not have any direct intercity rail service, it is within 30 miles of the Suisun City Amtrak station and the Pittsburg/Bay Point BART station. Suisun's Amtrak station is served by the Capitol Corridor, which stops at stations between Sacramento, Oakland and San Jose, with connecting bus service to San Francisco. The Pittsburg/Bay Point BART station provides direct service to downtown Oakland, downtown San Francisco, the San Francisco International Airport and many other parts of the Bay Area.

Greyhound

Rio Vista's nearest Greyhound station is also in Suisun City, roughly 22 miles away. The station offers fairly extensive operating hours - Monday through Friday, 5:45 AM to 6:00 PM, and Saturday 8:30 AM to 12:30 PM.

Charter Buses

Private bus service is also provided through charter services. Due to Rio Vista's proximity to Napa Valley and its famous wineries, many of the charter companies in the area cater to tourists and offer trips to the Napa Valley.

Airporters

Several airporter services will pick up and drop off in Rio Vista. These are privately operated, door-to-door services that operate seven days a week. This gives Rio Vista access to the three major airports in the area: Sacramento, Oakland, and San Francisco.

6.2.3 Other

While rail and bus services can meet regional travel needs, residents may have occasion to need door-to-door service outside of Rio Vista Transit's operating hours. For these trips, private transportation providers such as taxis and limousines are invaluable. Some of the companies that provide private transportation in and around Rio Vista are listed below.

Rio Vista

- Delta Cab Co.

Fairfield

- A Touch of Class Limousine
- Ambassador Limousine
- Bahia Limousine
- Checker Cab
- Commercial Taxi
- Fairfield Cab
- Greyline Cab
- KMA Corporate Sedan and Limousine Service
- Platinum Luxury Limousines
- Veteran's Cab
- Yellow Cab

Antioch

- Black Diamond Limousine Service
- Brentwood Cab
- D'Vince Limousine Service
- Yellow Cab Inc. Oakley
- Yellow Metro Cab

6.3 Summary

Due to Rio Vista's small size and relatively remote location, it has fewer transportation alternatives. In order to improve the mobility and accessibility of its residents, it is imperative that public officials from Rio Vista actively engage in the transportation planning process and advocate of behalf of its citizens for improved services. The Solano Transportation Authority can provide valuable technical support and advice to Rio Vista – but the people of Rio Vista must ultimately drive the request for support and interest in change.

CHAPTER 7

RECOMMENDATIONS

Based on information presented and analyzed in previous chapters, this chapter develops recommendations for Rio Vista Transit to implement. These recommendations address both the policy direction and operating characteristics of Rio Vista's transit service, with a focus on short-term improvements. Included with the discussion of each recommendation is a suggestion for who should take the lead on implementing the recommendation. Due to Rio Vista's limited range of experience operating transit service, additional collaboration with other transit agencies, the Solano Transportation Authority (STA), and the Metropolitan Transportation Commission (MTC) will be critical to the future success of the service.

7.1 Clarify Roles for Rio Vista Transit

Until recently, Rio Vista Transit has had a very basic organizational structure in which the transit driver works collaboratively with the mechanic and reports almost exclusively to the Finance Director. This arrangement was changed recently, such that the mechanic and driver both report to the Public Works Director and the Finance Director is solely responsible for the financial elements of the service. To ensure that there is an appropriate level of oversight of the transit service and that improvement is made in provision and tracking of the service, it is important to formalize the roles played by different parties, in the support and operation of Rio Vista Transit.

The Finance Director will continue to be responsible for filing TDA claim forms, but the responsibility to facilitate decision making on operating issues, and to collect and maintain data will fall to the Director of Public Works. The mechanic who services the transit vehicles and the drivers who operate them will be part of the Department of Public Works (DPW). Due to the inextricable link between funding and operations, it will be important for the two departments to communicate regularly about their respective needs. However, it is also worth noting that other city departments, particularly community development, should be included when making decisions about the future direction of transit within Rio Vista.

Rio Vista should also consider providing Rio Vista Transit with additional administrative support to assist with making and scheduling transit trips. This would permit the transit driver to spend all of their time making trips – instead of having to commit part of their day to returning phone calls and scheduling trips – resulting in a higher level of service for the community and better utilization of the transit vehicles. Depending of current staff commitments, an existing employee might be able to fill this role without the need to pay for additional help. It is expected that one person, working quarter time, would be sufficient to fulfill this role.

The following briefly describes the proposed role of each entity with regards to the transit system:

- **City Council** adopts policies directing how transit services should operate and makes decisions on the level of funding for the service.
- **City Manager** will serve as a liaison between city departments and the council and provide direction to city departments to ensure the implementation of coordinated and

effective transit service. In addition the City Manger will ensure that a city representative participates in regional transportation and planning studies that could impact Rio Vista.

- **Finance Director** provides financial oversight of the transit service.
- **Public Works Director** provides operational oversight of the transit service and supervises the mechanic and driver(s).
- **Transit Staff** responsible for trip planning, making trips, cleaning vehicle interiors, and collecting trip information.
- **Mechanic** maintains transit vehicle and tracks maintenance related data.

The recommended organizational chart for transit and a matrix of roles and responsibilities is presented in the next section to illustrate how city staff and outside agencies might work together to provide improved transit service. Adopting this structure as soon as possible will facilitate the successful implementation of the remaining recommendations.

7.2 Agency & Staff Responsibilities

As suggested at the beginning of this chapter, there are a number of areas in which Rio Vista would benefit from outside assistance and formally defined roles within the city. Figure 7-1, below, illustrates the proposed organizational structure for Rio Vista Transit and Table 7-1 identifies who should complete various tasks for the system. This includes recommendations for which tasks should fall within the purview of Rio Vista and which would be best addressed by another agency. This is a short-term recommendation that should be implemented as soon as possible.

Figure 7-1 Proposed Organizational Structure

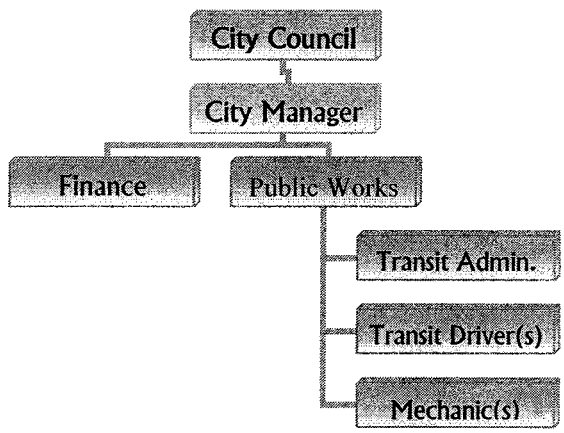


Table 7-1 Roles and Responsibilities

Agency	Roles & Responsibilities
Rio Vista City Council	Provide policy direction Make funding decisions
City Manager	Serve as liaison between City Council and city departments Provide direction to ensure that the transit service is effectively implemented Participate in regional transit and transportation planning activities to ensure that the city's interests are being represented, or designate a representative to do such
Public Works	Supervise mechanic Provide regular oversight Formulate and update transit policies Conduct annual performance evaluations Update and distribute bus schedules Maintain and archive transit records and data
Finance	Prepare documents/reports as needed to receive TDA funding Explore opportunities for local funding Advise on funding availability
Transit Administration	Answer phone and/or respond to phone calls Schedule trips Maintain and submit log of scheduled trips and trip denials
Transit Driver(s)	Pick up and drop off passengers Maintain and submit log of completed trips Cycle wheelchair lift daily Clean vehicle interior
Mechanic	Clean exterior of transit vehicles Maintain vehicles Keep and submit maintenance log
Solano Transportation Authority	Finalize performance measurement system Help monitor transit demand Explore non-local funding opportunities
Metropolitan Transportation Commission	Update schedule and service information on 511 Provide guidance on financial reporting

7.3 Modify Service Schedule

According to trip data from the daily logs and discussions with the drivers and members of the public, it is evident that there is room to improve Rio Vista Transit's schedule. At a minimum, service to Fairfield should be rescheduled to a day other than Friday when some social service and government offices are closed. From the trip data, it is also evident that the supply of service to Antioch, Walnut Grove, and Isleton exceeds the demand. Table 7-2 presents an alternative service schedule that attempts to balance the supply of transit service with the demand for it.

This is a short-term recommendation that should be implemented as soon as possible.

Table 7-2 Proposed Schedule

Day	A.M.	P.M.
Monday	Fairfield	Rio Vista/Antioch
Tuesday	Lodi	Lodi/Walnut Grove/Isleton
Wednesday	Rio Vista	Rio Vista
Thursday	Fairfield	Fairfield/Vacaville
Friday	Lodi	Lodi

This schedule increases service to Fairfield from one to two days a week and eliminates service to Stockton. Monday trips to Fairfield must be relatively short in duration to allow time for the vehicle to return to Rio Vista by 12:30 PM. Monday afternoon trips will be made within Rio Vista and to Antioch. Those passengers who still need to travel to Stockton may transfer between Rio Vista Transit and transit service to Stockton at the Lodi Transportation Station. Lodi Transit has two routes (Routes 21 and 22) that serve Stockton and San Joaquin Regional Transit District's Routes 23 and 24 also serve Lodi. ADA-eligible passengers from Rio Vista should be certified for San Joaquin Regional Transit District's dial-a-ride service in order to use it to travel from Lodi to Stockton.

As mentioned above, as long as regional trips are prioritized on their scheduled day, accommodating local trips as time and space allow will improve the service's cost effectiveness and vehicle utilization.

The Public Works Department should review the proposed schedule, modify if necessary, and then present it for approval to the City Council. Upon adoption, the current and any new policies under the "Guidelines" section of the schedule should be updated. The revised schedule should be distributed to social service agencies, city departments, and municipal buildings for display and distribution, posted on the city's website, and provided to MTC to incorporate in the 511 information services.[4]

7.4 Improve Data Collection

In order to better understand the needs of its customers and to track its own performance, Rio Vista should improve its data collection. At a minimum, when scheduling trips, data should be collected on: scheduled pick-up time, pick-up location, destination (address/landmark/cross streets and city), if a trip is denied and if it is cancelled. For each completed trip the driver should collect information on: the actual pick-up time, trip destination, drop-off time, fare collected, trip purpose, if the wheelchair lift was deployed, and if the passenger did not show up. In addition, the mechanic should systematically track all road calls and preventable and non-preventable crashes. This is a short-term recommendation that should be implemented as soon as possible, as this data will be instrumental in gauging future transit needs.

[4] 511 is a toll-free and Web service (www.511.org) that provides consolidated information on transportation throughout the Bay Area. The service provides real-time information on traffic incidents, public transportation routes and fares, carpooling, vanpooling, and bicycling. Any changes in the transit service should be communicated to the Travel Information section of MTC. The current contact is Tom Spiekerman (510.817.3219).

The Public Works Department should refine the scheduling and trip sheets to include all of the desired information in a straightforward, easy to use format. Whoever schedules trips (whether it is the driver or an administrator) will be responsible for completing the scheduling forms and the driver will be responsible for the trip sheets. The completed forms should be submitted to the finance department monthly, at which time a spot check will reveal if the required information is being recorded. The mechanic should submit the log of road calls and crashes annually for review and storage with system files. All of these forms should be stored in organized files for future use. If possible, paper records should be converted to digital format prior to filing.

7.5 Improve Regulatory Compliance

In addition to maintaining areas in which it is currently compliant, there are a few areas in which Rio Vista can improve its compliance with existing state and federal regulations. They are:

ADA

- To facilitate the use of the transit system by persons with hearing impairments, Rio Vista Transit should have a telecommunication device or a toll-free service for deaf persons (TDD).
- To better plan for the needs of passengers with mobility devices, drivers should track each time the vehicle's wheelchair lift is used.
- To maintain the wheelchair lift and ensure that it is functioning, it should be cycled each day prior to starting the day's trips.
- Full-time *and* reserve drivers should all be given sensitivity training to better prepare them to courteously and competently meet the needs of persons with disabilities.

Other

- Drivers and mechanics should all have a commercial driver's license and the drivers should also have the GPPV certificate and the passenger endorsement.
- Rio Vista should formally review all applicable OSHA rules and regulations to determine if it needs to develop a formal program to ensure continued compliance with regards to the transit service.
- New drivers need to be trained to understand the transit service as provided as well as to understand the system's policies and the various requirements they must fulfill in operation of the transit service.

This is a short-term recommendation that should be implemented as soon as possible.

7.6 Formalize Transit Policies

Adopting a coherent set of policies to direct the operation of Rio Vista Transit will clarify expectations for both passengers and staff and inform future decisions about appropriate service levels. The following discussion presents a number of areas in which Rio Vista Transit should adopt policies and makes recommendations as to their content. This is a short-term recommendation that should be implemented within 6 months.

Reservation Policy: A two-day advance reservation is the maximum notice that Rio Vista Transit should require and it should continue accepting same-day reservations as the schedule permits. If and when additional administrative assistance becomes available, reservations should be required no more than 24 hours in advance. However, this policy would be very difficult to implement if the driver continues to schedule and drive all trips. To establish an appropriate and realistic reservation policy, Rio Vista's City Council must first decide if it is interested and willing to provide additional funding and or support to the transit program.

Rio Vista Transit should continue to prioritize trips being made to the scheduled destination, but if demand warrants the system should consider allowing trips to other destinations when possible. At a minimum, Rio Vista Transit should allow trips within Rio Vista whenever the schedule permits.

On-Time Policy: Passengers should be picked up within 15 minutes before or after their scheduled pick-up time. Having more confidence in their ability to use transit for a particular trip will encourage increased use by passengers.

Cancellation Policy: Due to the limitations caused by having the driver develop the service schedule, an appropriate cancellation policy is to require 12 hours advance notice of a cancellation. This policy allows the schedule for the next day to be adjusted in advance – which could improve the chances of using the available time slot. When passengers cancel a trip less than 12 hours before the scheduled trip time, the passenger should be sent a warning that details the cancellation policy and consequences. After a third late cancellation, the passenger should lose their transit privileges for a period of 6 months. If an administrator takes over the scheduling duties, the cancellation window can be reduced to 2 hours before the trip.

No-Show Policy: When passengers fail to cancel a trip and are not present at their designated pick-up time they are considered a "no-show" and Rio Vista should send the passenger a warning which details the cancellation policy and consequences. After a third no-show, the passenger should lose their transit privileges for a period of 6 months. When passengers miss their scheduled trips, they waste valuable resources that could have been used more productively on other riders. Therefore, it is important to enforce the no-show policy.

Once a decision has been made on providing administrative support to the transit drivers, the Director of Public Works should make recommendations to the City Manager and council on formal reservation, on time, cancellation, and no-show policies. If needed, additional information on these policies can be gathered from other Solano or San Joaquin County transit agencies.

7.7 Implement Performance Measurement System

Rio Vista Transit should review the proposed (see Chapter 4) performance measures and standards, make any necessary modifications, and adopt a formal performance measurement system. The table (Table 7-3) below summarizes the proposed performance measures and their corresponding standards. For those measures without standards at this time, a notation of "monitor" signifies that Rio Vista should track data on the measure for six months and then use that information to establish an appropriate standard. This is also a short-term recommendation that should be implemented within 1 year.

Due to the more technical nature of this recommendation, STA should take the lead on finalizing the performance measurement system in consultation with Rio Vista. The resulting system should be presented for adoption to the City Council. Once the performance measurement system is established, the Department of Public Works should compile the relevant transit data and evaluate system performance, in advance of the annual budget process.

Table 7-3 Performance Measures and Standards

Performance Area	Performance Measure	FY 02/03 Performance	Proposed Standard
Service Effectiveness	Passenger trips per vehicle mile	0.08 pax/veh-mi	0.11 pax/veh-mi
	Passenger trips per vehicle hour	0.86 pax/veh-hr	1.1 pax/veh-hr
Cost Efficient	Operating cost per vehicle mile	$4.23	$3.60
	Operating cost per vehicle hour	$45.02	$36.70
Cost Effectiveness	Operating cost per unlinked passenger trip	$52.38	$41.00
Vehicle Utilization	Passengers per vehicle	650 pax/veh	Monitor
	Miles per vehicle	7,927 mi/veh	Monitor
Service Quality			
- Accessibility	% of vehicles lift equipped	100%	100%
- Service Span	Hours of service	8:30 AM – 4:30 PM	8:30 AM – 4:30 PM
- Directness	Transit travel time/auto travel time	NA	≤ 2
- Comfort/Satisfaction	Number of passenger complaints	NA	Monitor
- Reliability	% of trips within 15 minutes of scheduled pick-up time	NA	95%
	Number of trip denials	NA	Monitor
- Safety	Vehicle miles between preventable accident	NA	80,000 miles

"NA" means that there is insufficient data to report on.
"Monitor" means that Rio Vista Transit should evaluate the system's performance over a period of six months before establishing an appropriate standard.

7.8 Expand Funding Sources

Given Rio Vista Transit's dependence on TDA funds and that the City has had to contribute more funding to the system, everyone would benefit from identifying additional funding sources. This would make Rio Vista less sensitive to fluctuations in TDA funding and put it in a better position to grow with increasing demand. This is a short-term recommendation that should be implemented within 1 to 2 years, if not sooner.

The most logical funding source would be FTA 5311 – Non-urbanized Area Formula Program for Public Transportation – operating funds. Rio Vista could also apply for State Transportation Assistance (STA) funds, but due to the small size of the city and its limited fare revenues, this source would not generate a significant amount of revenue.

Rio Vista may also wish to consider local funding sources such as transportation impact fees on development projects. This particular local funding strategy has considerable potential given the amount of development scheduled to occur in the near future and its likelihood of increasing demand for transit service. As suggested earlier, Rio Vista may also want to work directly with Trilogy to expand the level of transit service available to its residents. One possibility would be to negotiate an arrangement with Trilogy to finance a shopping shuttle once or twice a week using the second transit vehicle. Options include a cost-sharing agreement for dedicated service or a flash pass program. For the flash pass program, Trilogy could purchase passes in bulk at a discounted rate. Then all Trilogy residents would be issued a pass and would show the pass in lieu of paying a fare for each trip they make.

Due to the relatively high fares charged for trips outside of Rio Vista, raising regional fares should not be considered a viable short-term solution unless efforts will be implemented to subsidize fares for qualifying low-income residents. The fare for local, Rio Vista trips could be increased by $0.25 without dramatically reducing existing ridership. However, it should be kept in mind that this would not generate much additional revenue without a significant increase in ridership. For example, in order for local fares to cover the difference between 10% of the operating expenses and collected fares in 2003, they would have to be over $4.00 a trip. An increase of this magnitude would dramatically reduce the number of passengers willing to use the service.

STA is the most logical entity to evaluate the viability of non-local funding sources while the Finance Department should take the lead on expanding local funding sources. It is expected that a variety of approaches will need to be pursued to effectively meet the needs of the transit service.

7.9 Improve Vehicle Utilization

In addition to the schedule changes suggested above, as the city grows Rio Vista Transit should consider making its second vehicle available on demand to improve its vehicle utilization. This change would double the system's capacity and provide more service to the community, as it is needed. Operating the second vehicle would, of course, require having a second driver on call. Possible uses for this second vehicle include: intra-Rio Vista trips on days when service is regularly scheduled for other cities, service to Trilogy, trips to social service agencies, or commute service to BART. This is a mid-term recommendation that Rio Vista should revisit in a couple of years once more complete data has been collected.

As the community and demand for transit grows, the system should accommodate any increase in demand through the utilization of both of its vehicles. Depending on what additional services are offered will suggest ways to fund the service. For example, if special transit service is provided to Trilogy residents, Rio Vista should work with Trilogy to establish a cost-sharing agreement or another approach to help offset the costs incurred to serve its community. When it is time to increase service, Rio Vista should consider exchanging its Ford van for an ADA-accessible vehicle to serve as a backup.

Although its utilization rate is low, Rio Vista does not appear to have sufficient demand for two vehicles in regular operation at this time. STA should work with Rio Vista staff to monitor ridership and trip denials to determine when an increase in service is appropriate. When demand warrants an increase in service the discussion will need to expand within the city to set appropriate funding levels.

7.10 Conclusion

Rio Vista Transit is currently providing valuable transportation service to a group of dedicated passengers, but can improve its policies and practices. As the city grows and matures, its transit system will need to grow along with it. The recommendations presented here will help Rio Vista improve the quality of its service, better organize and coordinate its efforts, comply with all applicable state and federal laws, and enable it to expand when demand warrants.

APPENDIX

RIO VISTA TRANSIT QUESTIONNAIRE

1. **Do you ride the Rio Vista Transit system?**
   - ☐ **Yes, how often?**
     - ☐ Daily
     - ☐ Weekly
     - ☐ A few times a month
     - ☐ A few times a year
   - ☐ **No (Skip to Question 3)**

2. **Where do you ride Rio Vista Transit? (check all that apply)**
   - ☐ Antioch
   - ☐ Fairfield
   - ☐ Isleton
   - ☐ Lodi
   - ☐ Rio Vista
   - ☐ Stockton
   - ☐ Vacaville
   - ☐ Walnut Grove
   - ☐ Other: _____

3. **What do you think about Rio Vista Transit? What, if anything, would you change?**

   _____

   _____

4. **If you don't ride Rio Vista Transit, what would entice you to ride? (check all that apply)**
   - ☐ More frequent service
   - ☐ More information about the existing system
   - ☐ Improved regional connections
   - ☐ Nothing, I prefer to drive
   - ☐ Other:

     _____

5. **Do you have any other comments or suggestions?** _____

   _____

   _____

   _____

THANK YOU FOR YOUR TIME & COMMENTS!

Engineers

Architects

Planners

URBITRAN REPORT

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STA
Solano Transportation Authority

DATE: January 14, 2005
TO: STA TAC
FROM: Anna McLaughlin, Program Manager/Analyst
RE: Solano Napa Commuter Information (SNCI) FY04/05 Six-Month Report

Background:
The STA's Solano Napa Commuter Information (SNCI) program is funded by the Metropolitan Transportation Commission (MTC), Bay Area Air Quality Management District (BAAQMD), and Yolo Solano Air Quality Management District (YSAQMD) for the purpose of managing countywide and regional rideshare programs in Napa and Solano Counties and providing air quality improvements through trip reduction.

The STA Board approved the FY04/05 Work Program for the Solano Napa Commuter Information (SNCI) Program in July 2004 (see Attachment B). The Work Program included ten major elements:

Customer Service
Employer Program
Vanpool Program
Incentives
Rideshare Thursdays Campaign
CA Bike to Work Campaign
General Marketing
Rio Vista LIFT SolanoWORKS
CalWORKS Support
Specialized City Services

With the completion of the first half of the fiscal year, SNCI progress on the Work Program is presented in Attachment A.

Discussion:
The SNCI program has had an active and productive first six months of Fiscal Year 04/05. Following are highlights of accomplishments from selected program elements.

Customer Service and General Marketing
Staff has responded to over 2,000 information phone calls and assisted over 1500 individuals at 32 employer and community events. Over 25,000 pieces of public transit materials have been distributed in addition to almost 10,000 SolanoLinks Brochures, Solano Yolo BikeLinks Maps, and Commuter Guides via phone and internet requests,

events, and 102 display racks throughout Solano and Napa counties. The STA/SNCI van was wrapped and several dozen ads promoting SNCI services were published as well as a Commuter Guide insert into the Solano Magazine.

Employer Program and Rideshare Thursdays Campaign
The Rideshare Thursdays Campaign included a mailing of promotional materials to over 400 Solano and Napa employers. The campaign also included print advertisements and radio campaigns on KUIC and KVYN radio stations. Presentations, detailing the benefits of alternative commute programs, have been made to 6 employers and employee density maps have been created for 5 employers.

Vanpool Program and Incentives
The SNCI vanpool program is making progress with the formation of 9 new vanpools. To date, $2,750 has been spent on commuter incentives with 25 individuals participating. The carpool incentive was targeted to residents in Benicia, Dixon, and Suisun City and 34 individuals registered. Participants are currently completing the required two months of carpooling to be eligible to receive their incentive.

Welfare to Work Programs:
The Welfare to Work Transportation Advisory met and developed three Low Income Flexible Transportation (LIFT) project proposals. These were submitted to MTC for LIFT grant funding. A Memorandum of Understanding (MOU) has been drafted and is being circulated to Rio Vista CalWORKs Vanpool Project partners for review and concurrence.

Bike to Work & Specialized City Services:
These activities are scheduled for implementation during the second half of the fiscal year.

Recommendation:
Informational.

Attachments:

A. FY04/05 Six-Month Progress Report
B. SNCI Work Program FY04/05

Solano Napa Commuter Information
FY04/05 Six-Month Progress Report

1. **Customer Service**
   SNCI staff assisted over 2,000 individuals who called in requesting rideshare, transit, and other information. Over 700 carpool/vanpool matchlists were processed; 492 were for newly interested commuters and 213 were updates.

   Tens of thousands of materials were distributed in response to phone calls, through numerous displays, at events, and through other means. Over 25,000 pieces of public transit schedules were distributed along with 4,390 SNCI Commuter Guides, 2,290 BikeLinks maps, and 2,814 SolanoLinks brochures.

2. **Employer Program**
   Employers throughout Solano and Napa Counties and a select few outside the counties have received a range of employer services. In October, all large Solano and Napa employers received Rideshare Thursday campaign packets to promote alternative transportation to their employees. SNCI program staff actively participated in the Solano BAAQMD Clean Air Coalition and Napa BAAQMD Clean Air Coalition. Presentations, detailing the benefits of alternative commute programs, have been made to 6 employers and employee density maps have been created for 5 employers.

3. **Vanpool Program**
   A total of 9 new vanpools have been formed. Two of these vanpools travel from the Sacramento area to Travis Air Force Base, two travel from Vacaville to the Sacramento area, and one travels from Vacaville to San Ramon.

   Vanpool support is very important to maintain the existing strong vanpool fleet. On-going support has been sustained with the completion of 237 vanpool assists. Vanpool assists include processing Motor Vehicle Reports per Department of Motor Vehicle requirements, issuing Sworn Statement Cards, processing driver medical reimbursements, distributing van signs and/or bridge scrip, researching information for vanpools, etc.

4. **Incentives**
   The development and implementation of five commuter incentive programs continued: Vanpool Back-up Driver Incentive, Vanpool Formation Incentive, Carpool Incentive, Bicycle Incentive, and the Guaranteed Ride Home Program. During the past six months, $2,750 has been distributed to these programs with 25 individual commuters participating. The two vanpool incentives are ongoing and continue to support new and existing vanpools. The carpool incentive program was marketed to the second set of target communities in Benicia, Suisun City, and Dixon in November 2004 and is ongoing. The bicycle incentive was fully implemented in September 2003 and is on-going. The program will be evaluated in early 2005 to

determine effectiveness. The Guaranteed Ride Home program is in the final stages of development.

5. **Rideshare Thursdays Campaign**
The purpose of this campaign is to encourage commuters to not drive alone at least one day a week on an on-going basis. The region-wide campaign kicked off in October 2004. Rideshare Thursdays (RST) ads were placed in monthly direct-mail magazines and web pages were created that allow commuters to register in the regional rideshare database and be eligible to win regional prizes. Additionally, KUIC in Solano County ran 8 weeks of radio advertisements and KVYN in Napa ran 4 weeks of radio advertisements. Staff completed a mailing to over 400 Solano and Napa employers, providing information and marketing materials for the RST Campaign and follow-up calls were made to the majority of these employers. The Campaign was kicked-off in October with a Rideshare Thursdays event in Downtown Napa. Preparation for the event included emails to employers, customized paycheck inserts and flyers, and an on-air interview on Napa's KVON-AM radio show "St Helena Business." The second wave of the campaign will take place in April – June 2005 and will coordinate marketing and outreach efforts with Bike to Work Week and other events.

6. **California Bike to Work Campaign**
This fiscal year, Bike to Work Week is May 15 – 21, 2005. SNCI program staff will attend the kick-off meeting with MTC and the Bay Area Bicycle Coalition hired to organize the 2005 Bike to Work Campaign regionally for the first time. Solano/Napa Bike to Work campaign planning will begin in earnest once a regional schedule is presented by MTC in late January.

7. **General Marketing**
Staff maintained 102 display racks throughout Solano and Napa Counties with SNCI literature and regional transit information – an increase from 67 the previous year. A total of 32 events were staffed throughout Napa and Solano Counties: 6 employer events and 26 community events with 1,545 people served at these events and 6,498 pieces of rideshare and transit materials distributed. Additionally, the STA/SNCI van was wrapped with a colorful design promoting the program and the 800 phone number.

   The SNCI Commuter Guide was inserted in the July/August edition of *Solano Magazine* and ads were placed in the Vallejo and Napa Chamber of Commerce Directories. Approximately 30 ads were run in local newspapers and monthly publications promoting general services, campaigns, and incentives.

8. **Rio Vista LIFT Solano WORKS Vanpool Project**
A Memorandum of Understanding (MOU) has undergone several drafts by STA legal staff, as well as initial Countyof Solano staff review, during this time. In January 2005, it will be circulated to project partners City of Rio Vista and the County of

Solano for legal review and concurrence. This document is necessary to provide guidance to project implementation.

9. **CalWORKS (Welfare to Work) Support**
   The Solano CalWORKS Transportation Advisory Committee was convened in August to provide support to a number of MTC LIFT grant proposals. Three proposals were submitted in support of CalWorks projects. SNCI took the lead on one submittal for an extended hours transit service. In December, MTC selected projects regionally for LIFT funding; none of these three projects were selected.

10. **Specialized City Services**
    SNCI staff has been working with Rio Vista and Dixon staff to implement transit improvements and community-based transit planning project priorities, respectively. The development of Work Plans for Fairfield and Vacaville will occur during the second half of the fiscal year.

Solano Napa Commuter Information
Work Program
FY04/05

1. Customer Service: Provide high quality, personalized rideshare, transit, and other non-drive alone trip planning services to the general public. Incorporate regional customer service tools such as 511, 511.org, TranStar and others.

2. Employer Program: Be a resource to Solano and Napa employers who need commuter alternative information including setting up internal rideshare programs. Maximize these key channels of reaching local employees. SNCI will continue to concentrate efforts with large employers through distribution of materials, events, major promotions, surveying, and other means. Coordinate with Solano EDC, Napa EDC, chambers and other business organizations.

3. Vanpool Program: Form 25 vanpools and handle the support of over 50 vanpools while assisting with the support of several dozen more.

4. Incentives: Increase promotion of SNCI's commuter incentives. Continue to develop, administer and broaden the outreach of carpool, vanpool, and transit incentive programs. One additional incentive (emergency ride home) will be launched this year and the promotion of the existing incentives will increase.

5. Rideshare Thursday Campaign: Work other agencies to plan and implement this new regional promotion to encourage commuters to not drive alone at least one day a week on an on-going basis.

6. California Bike to Work Campaign: Take the lead in coordinating the 2005 Bike to Work campaign in Solano and Napa counties. Coordinate with key State, regional, and local organizers to promote bicycling locally.

7. General Marketing: Maintain a presence in Solano and Napa on an on-going basis through a variety of general marketing activities for rideshare, bicycling, and targeted transit services. These include distribution of a Commuter Guide, offering services at community events, managing transportation displays, producing information materials, print ads, radio ads, direct mail, public relations, cross-promotions with other agencies, and more.

8. Rio Vista LIFT SolanoWORKS Vanpool Project: Implement vanpool program designed for SolanoWORKS clients who live in Rio Vista. Administer two vanpools to travel from Rio Vista to Fairfield and manage multi-agency grant.

9. CalWORKS Support: Manage SolanoWORKS Transportation Advisory Committee, coordinate with County of Solano Health and Social Services, and support Napa CalWORKS clients in need of transportation services. Partner with other agencies and seek funding for eligible projects.

10.Specialized City Services: Work with member agencies to develop and implement targeted services and outreach in their communities. Initiate development and implementation of Work Plans for Fairfield and Vacaville.

STA
Solano Transportation Authority

DATE: January 18, 2005
TO: STA TAC
FROM: Dan Christians, Assistant Executive Director/Director of Planning
RE: Review of Draft Three Elements of the Solano Comprehensive Transportation 2030 Plan

Background:
The three updated elements of the Solano Comprehensive Transportation Plan (CTP) have been drafted and copies will be provided to the TAC members at the meeting. Staff is planning to circulate the individual drafts of the elements to each of the three respective CTP committees for their input, then have the STA Board distribute all three elements for a 30-day review period by member agencies, interested partner agencies and the general public. Upon completion of the review period, staff will address and/or incorporate all comments received and prepare a Final Draft of the CTP for recommendation by the TAC and approval by the STA Board.

This month, the STA staff will be circulating an environmental checklist (per the California Environmental Quality Act) and submitting a Notice of Preparation of a Negative Declaration to the State Clearinghouse.

Three STA Board committees are providing policy input on each of the major CTP elements and are scheduled to meet to review the elements on the following dates:

- Arterials, Highways and Freeways – January 27, 2005, 9:00 a.m.
- Transit – January 31, 2005, 9:00 a.m.
- Alternative Modes – TBD

Members of the STA TAC and Consortium are encouraged to attend these committee meetings.

Discussion:
Presentations on funding each of the three CTP elements have been made at each of the last three TAC and STA Board meetings. Further refinements to the 2030 Funding Needs Summary have recently been made to reflect more recent data. The draft CTP identifies a total estimated funding need over the next 25 years for each of the three elements as follows:

Mode	CTP Needs
Arterials, Highways and Freeways	$4,176.4 M
Transit	$ 697.4 M
Alternative Modes	$ 179.5 M
Local	$ 140.0 M
TOTAL	**$ 5,193.3M**

With a currently anticipated $1,410.8 M of federal state and local funds over the next 25 years, the total estimated funding shortfall for Solano County has been updated to $3,782.5 M. This shortfall is staggering and reinforces the need to continue to prioritize short term needs to address the most critical problems first and to develop a range of new funding sources.

The new Napa Solano Travel Demand Model (see agenda item V.I.B) shows greater and greater congestion levels throughout the county, particularly increasing between the years 2015 and 2030. The need for increased efforts to implement the various recommendations of the recently completed studies (i.e. I-80/680/780 Major Investment and Corridor Study, I-80/680/780 Transit Corridor Study, Senior and Disabled Transit Study and Transportation for Livable Communities Plan) will become more and more apparent to the residents in Solano County as the county continues to grow.

To provide for a high quality of life in Solano County now and in the future, it is important to ensure adequate maintenance of roads and facilities, improved travel safety, maintain and provide expanded transit and alternative modes of travel. The comprehensive strategy recommended in the updated CTP will need to be a high priority of the STA, its member agencies and partners for many years to come.

Staff is planning to discuss with the STA Board funding the three Draft CTP elements at their Board Retreat on February 17, 2005. Based on the discussion at that meeting and depending on other comments received, it is expected that the Final Draft CTP will be completed by STA staff on March 23, 2005. The review and recommendation by the TAC and Consortium is scheduled for March 31, 2005 and an action by the STA Board is planned for April 13, 2005.

Recommendation:
Recommend the STA Board release the three elements of the Solano Comprehensive Transportation Plan (CTP) update for a 30-day review and comment period.

Attachment:
A. Draft three elements of the Solano Comprehensive Transportation Plan (CTP) (Update to be provided under separate cover).

STA
Solano Transportation Authority

DATE: January 19, 2005
TO: STA TAC
FROM: Dan Christians, Assistant Executive Director/Director of Planning
RE: Solano/Napa Multi-Modal Travel Demand Model (Phase 1)

Background:
Since January 2003, DKS Associates has been under contract with the STA to develop a new multi-regional, multi-modal "baseline" travel demand model for Solano and Napa counties that will forecast traffic to the year 2030. The Solano/Napa Model Committee, consisting of modelers and planners from the cities and counties of Solano and Napa, has been meeting monthly with the consultants to develop the new Solano/Napa Multi-Modal Travel Demand Model.

The new model is being developed utilizing the "TP+/Cube" program and will replace STA's current "TRANPLAN" traffic model that was originally developed in the early 1990's (and updated in 2001) as part of the monitoring requirements of the Solano Congestion Management Program (CMP). The traffic model is regularly used for long term and countywide modeling needs of the STA and member agencies including corridor studies, environmental impact reports, general and specific plans, and transit studies.

In 2001-02 the STA determined the need to prepare an entirely new multi-modal travel demand model with the horizon year of 2030 and using the latest modeling program ("TP+/Cube") because of the following major reasons:

- "TP+/Cube" has the multi-modal capabilities that STA and its member agencies will need now and in the future (i.e., rail, bus and HOV demand).
- The new program and model has a much greater capacity to add the necessary network links, traffic analysis zones, land use data, etc., to have it fully function as a multi-regional, multi-modal model.
- MTC, as well as some of the STA member agencies, have already secured and begun using the "TP+/Cube" program on their own (i.e., Fairfield, Vacaville and Vallejo) and most new models throughout the Bay Area are now using this program.
- The data for the new model is being developed with Geographic Information System (GIS) files to make it easier and quicker to conduct future model updates.
- It is expected that the accuracy of the travel behavior at the easterly gateways to and from Solano County (i.e., I-80 near Dixon and SR 12 in Rio Vista) will

be better with the inclusion of the Sacramento (SACOG) and the San Joaquin (SJCOG) regional models into this new STA model.

The model complies with the standards and guidelines established by Caltrans and MTC for regional and countywide models and has been provided regular input from the Model Committee. The consultants and committee have been meeting on a monthly basis and are in the final stages of completing Phase 1, the traffic component of the model.

A new traffic analysis zone structure and roadway network has been developed for the entire 16-county area. The modeling consultant is verifying the model to year 2000 traffic volumes on major roadways within Solano and Napa counties. Local land use data, provided by the cities and counties, have been used to develop trip generation inputs in both Solano and Napa counties consistent with U.S. Census data, recent traffic counts from key check points in the two counties, and Association of Bay Area Governments (ABAG) Projections 2003 housing and job forecasts.

Discussion:

Land Use Projections

Staff and consultants have met with planners in each of the eight STA member agencies to review local general plan land use data projections for consistency with ABAG Population Projections regional data. In order to provide a base travel model that is consistent with regional travel model guidelines and acceptable to MTC and Caltrans for projecting traffic volumes and building highway projects along the major corridors throughout Solano County, the decision was made by the Model Committee (with support from the Solano County Planning Director's Group) to provide information consistent with ABAG's *Projections 2003* population and employment forecasts. This is being done to create a baseline model so that related highway studies and projects (such as the I-80/I-680/SR 12 interchange) can be based on this model.

STA staff and consultants provided each local jurisdiction the opportunity to adjust the projections within the Traffic Analysis Zones (TAZ) located within their jurisdiction's boundaries, so that growing areas within each jurisdiction can be better incorporated into the model. The jobs and housing data requested from each model committee member was based on the actual amount of land use or actual rate of growth expected to occur in each member agency's general plan (for each traffic analysis zone) over the next 25 years, consistent with historic trends and *ABAG Projections 2003*.

This is a regional "baseline" model and is used as a tool to compare traffic volumes and congestion between what is currently occurring and what is expected in 5-year increments through 2030 (based on future expected growth factors). Therefore, it is important to provide consistent and realistic projections for the number of housing units and jobs that are likely to occur countywide so that future transportation facilities are appropriately sized to meet future needs.This may result in some future development occuring beyond the 2030 timeframe of this model. If planned development actually occurs sooner than initially projected, it will be reflected in the next model update that will take place every three to five years.

One consistency target is to have resulting household and employment projections within a 5 percent countywide control total of the regional projections. Each member agency

has provided projections that result in local forecasts that are within about 5 percent of ABAG totals for each jurisdiction. The committee and consultant team were then able to make final adjustments (with input from each member agency) to achieve countywide consistency (see Attachment C: "Year 2030 Land Use Comparison By Jurisdiction (Solano County).

In the next two months, the consultants will be completing the Phase 1 highway traffic model and preparing forecasts for review and refinement by the Model Committee, STA TAC and STA Board. The initial forecasts have been developed and are being reviewed by the Model Committee. Model consultants presented a preliminary overview of the new model at the TAC meetings of September 29, 2004 and December 22, 2004 and are scheduled for more technical presentations at the TAC meeting. A presentation to the Planning Director's Group is also being scheduled for January 20, 2005.

Like any new multi-regional model of this magnitude and complexity, refinements have been made during the past few months to make sure that the base year validation and projected traffic volumes for the major gateways and corridors of Solano County are sufficiently accurate to meet MTC and Caltrans conformity standards.

Staff has encouraged each TAC, Model Committee Member and/or Planning Director to discuss the model and the land use projections with their STA Board member. Based upon a favorable recommendation from the STA TAC (currently scheduled for January 26, 2005), the final model (including all technical data) is scheduled to be presented at the STA Board meeting for action on February 9, 2005. To maintain the current schedule of activities related to the I-80/680/12 interchange EIR/S, it is important that a new validated model be approved in the near future.

Some of the initial work needed to prepare a Phase 2 Model (transit component) has also been started, but will need additional time and resources to complete. The necessary steps and approach to completing a model design for Phase 2 will be developed as part of the completion of the Phase 1 model.

It is critical that the new Phase 1 model be completed so that a number of new plans and projects can utilize the new traffic model during the next year or two including:

<u>Short Term Projects (next 1-5 years)</u>

- I-80/I-680/12 Interchange project
- I-80 High Occupancy Vehicle Lane project
- SR 12 Rio Vista Bridge Feasibility Study
- SR 113 Major Investment Study

<u>Mid and Long Term Projects (beyond 5-years)</u>

- Updating the projections for the I-80, I-680, I-780 and SR 12 Corridors
- I-680 HOV lane project
- Updating ridership and stations projections to implement future regional rail service and expanded express bus services throughout Solano County

Joe Story of DKS Associates will make a presentation at this TAC meeting to present the Draft Final Report for the model. The Model Committee is also scheduled to review the final model and all technical appendixes and make a recommendation at their next meeting scheduled on January 20, 2005 at 1:30 p.m. at the STA. Any members of the TAC with detailed questions are requested to attend that meeting.

Attached is a description of the model and related data.

Recommendation:
Recommend the STA Board approve the new Solano Napa Travel Demand Model Phase 1 (Attachment A).

Attachments:

A. Solano/Napa Model Development Draft Final Report, dated January 18, 2005
B. Year 2000 Land Use Comparison By Jurisdiction (Solano County)
C. Year 2030 Land Use Comparison By Jurisdiction (Solano County)

DRAFT

DKS Associates
TRANSPORTATION SOLUTIONS

Solano/Napa Model Development Final Report

January 18, 2005

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1. Introduction

The Solano/Napa Phase 1 model is a model designed to provide traffic forecasts for major roadways in Solano and Napa Counties. Traffic forecasts are routinely needed to justify the performance of proposed highway network improvements and land use changes, so that the effects of change can be forecast on the transportation system.

Travel models generally follow a structure that has evolved since the 1960's. The Congestion Management Program requires that a travel model that is regionally consistent with the Metropolitan Planning Organization (the Metropolitan Transportation Commission for Solano and Napa Counties).

This model is designed to replace prior models created for Solano and Napa Counties. The model updating should address overall planning and modeling needs for countywide studies over the next 10 years.

The Solano/Napa Travel Model was developed using a systems-up approach. This is a process for model development that develops and tests all model components before validation of the full model is complete. This approach used initially available or estimated input data for model development available from MTC, SACOG and other survey and Census data.

This report contains detailed methods and results associated with the development of the Solano/Napa model. The model is a unique model structure, merging characteristics from the local land use databases, local countywide travel models, and regional travel models from the Bay Area, the Sacramento Region and San Joaquin County. The overall modeling framework is presented to describe the geographic coverage, trip purposes, modes, and time periods used in the model. For the remainder of this report, the travel demand forecasting model will be referred to as the Solano/Napa Travel Demand Model.

In the effort to develop a base year estimate and future year forecasts, considerably more effort has been required in order to adjust and verify different land use assumptions with each jurisdiction. This model documentation reflects this emphasis on local land use applicability.

2. Overview of Model Structure

Travel demand models are complex tools used to predict future travel behavior on transportation facilities, and to predict how adequate or congested these facilities will be in the future. To predict the future, a base condition must be established. In this way, the behaviors are "calibrated" to real world conditions, and the resulting traffic flows are "validated" to sample counts.

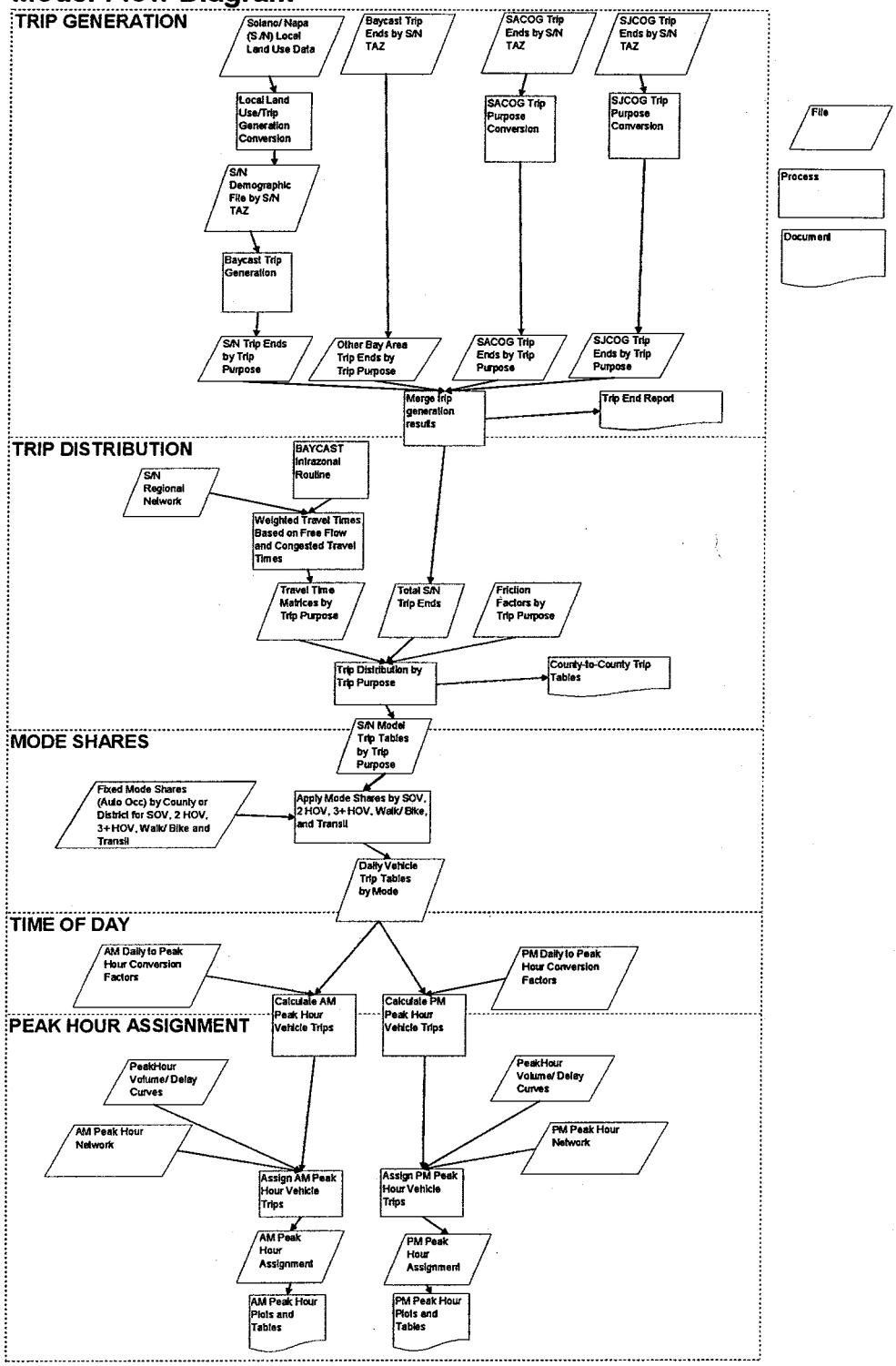
In the late 1980's early 1990s, both Solano and Napa Counties undertook independent travel model development efforts. These efforts have been refined over several years, and have fulfilled the need to examine traffic forecasts in a variety of settings. The model role was further solidified through a requirement of the Congestion Management Program (CMP). The resulting traffic forecasts were needed to address the transportation planning requirements CMP and associated studies. While the models are fully functional, their age and lack of inter-regional trip making within the model has resulted in a need to update the models to more current conditions.

To address these needs, the modeling capabilities of the Solano/Napa Travel Demand Model include these improvements:

- The Solano/Napa Travel Model incorporates a larger number of traffic analysis zones. The previous Napa County model had 161 TAZ, while the prior Solano County model had 559. As computer capabilities were substantially more limited when these prior models were developed, the time to operate models was substantially more constrained than it is today. The new Solano/Napa travel model has a total of 1372 traffic analysis zones.
- The Solano/Napa Travel Demand Model also involved creation of the model in Cube/TP+ software. This software enables easier control and operation of the model programs.
- The travel networks in the Solano/Napa Travel Demand Model are aligned to match actual roadway configurations. The use of new geographic information also allowed the new model to have street names added into the roadway segment data, so that the reader can identify the locations in the model.
- The Solano/Napa Travel Demand Model contains networks and traffic analysis zones from nine Bay Area counties, the Sacramento Region, San Joaquin County, and Lake County. This blending of models allows for Napa and Solano Counties to be a "focus" of the model, rather than other parts of Northern California. It should be noted that as a model developed for use in Solano and Napa Counties, other county data provide a framework for moving persons, but the forecasts are not designed to replicate travel in places far away from the study area.

The overall model structure involves several detailed steps. A diagram showing the steps is provided as Figure 1. As the diagram shows, there is data taken from several regional models and local city land use files, assimilated into a standard structure and then merged together to create the Solano/Napa Travel Demand Model.

Figure 1
Model Flow Diagram



The model project defined the base condition at 2000. This was used as the US Census was conducted at that time, and data from relevant regional surveys helps to feed the travel model information.

Trip Purposes

There are five primary trip purposes in the Solano/Napa Travel Demand Model. These are the same trip purposes defined by the MTC model for intraregional personal travel:

1. Home-based work (HBW),
2. Home-based shop and other (HBSH),
3. Home-based social and recreation (HBSR),
4. Home-based school (HBSK), and
5. Non-Home-Based (NHB).

Home-based school trips are further broken down into:

- Home-based school: Grade school (HBGS),
- Home-based school: High school (HBHS), and
- Home-based school: College (HBCol).

Time Periods

There are two time periods in the Solano/Napa Travel Demand Model; these are similar to those used by traffic engineers. The two time periods are typically defined as follows:

- AM peak period (generally 7:15 AM to 8:15 AM); and
- PM peak period (5:00 PM to 6:00 PM).

It is noted that some roadways may have slightly different peak hours; these are typical of the two counties as a whole.\

Development Overview

To predict the future, a base condition must be established. In this way, the behaviors are "calibrated" to real world conditions, and the resulting traffic flows are "validated" to sample counts. The model project has been validated and calibrated the base condition at 2000. This was used as the US Census was conducted at that time, and data from relevant regional surveys helps to feed the travel model information.

The travel model has also been developed in a manner that is an improvement over prior models. Using graphic information systems (GIS), the model road segments have been redesigned to more accurately represent an actual street map, and the street names have been attached to local links.

The travel model has also been developed to be viewable in Cube software, which also allows for color coding. This software, developed and maintained by Citilabs, is the replacement package designed to enable reading model networks and running model programs from several different platforms. The Cube software package allows for compatibility with much of the MTC model logic, as well as use of the MTC model network.

3. Traffic Analysis Zone (TAZ) Structure

The model contains 1372 traffic analysis zones, or TAZs. The general structure of the TAZs is shown in Table 3.1.

Table 3.1
TAZ Structure

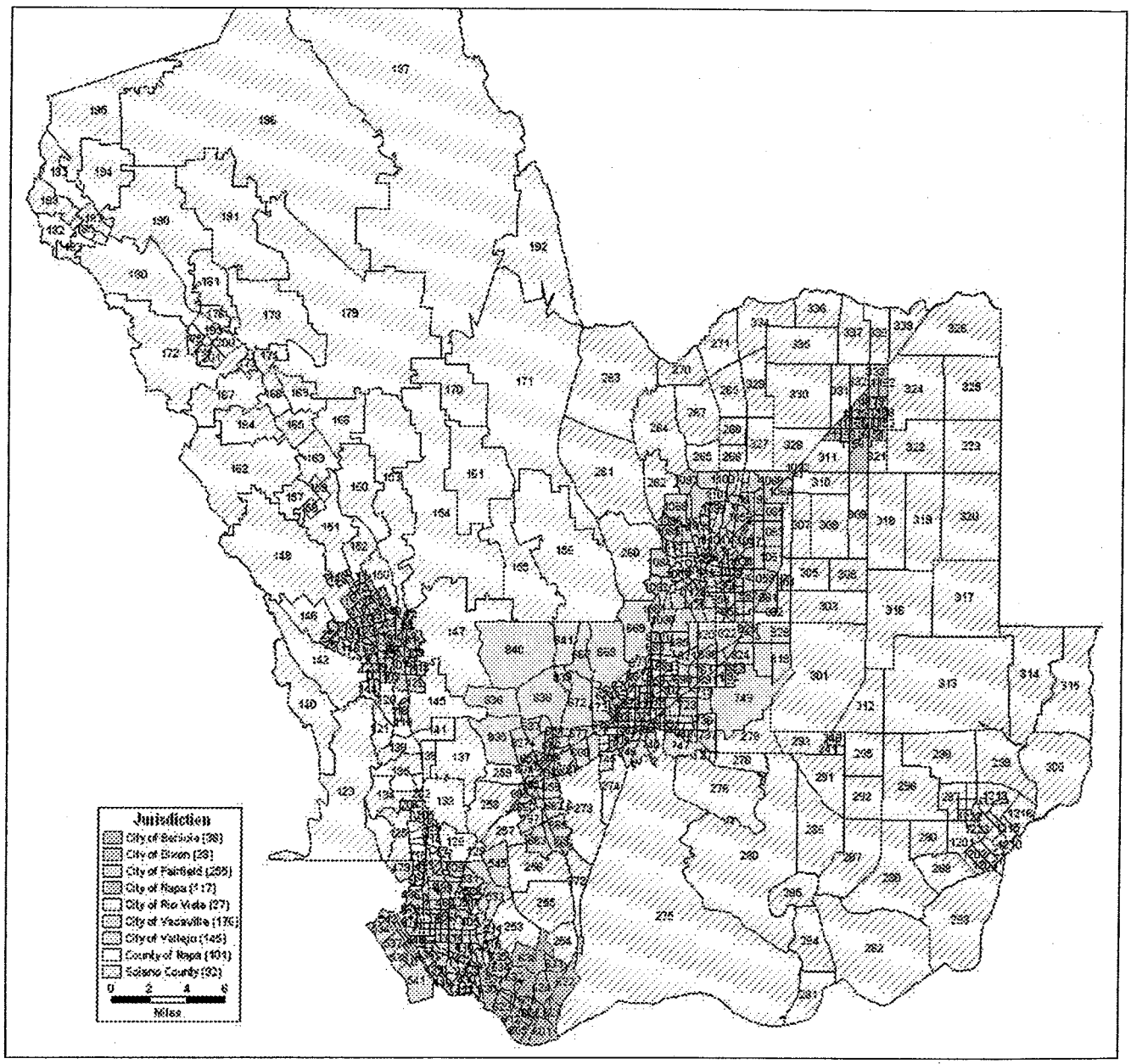
Jurisdiction	Original Solano Model TAZs	Original Napa Model TAZs	New Model TAZs
Vallejo	55	0	115
Benicia	24	0	38
Suisun City	13	0	35
Fairfield	86	0	221
Vacaville	65	0	176
Dixon	23	0	39
Rio Vista	17	0	27
Solano County (Unincorporated)	86	0	91
Napa County (includes City of Napa)	151	218	218
Other Counties	39	12	412
TOTAL	**559**	**230**	**1372**

The size of the TAZs is designed to get larger the further one moves away from Solano and Napa Counties. The smallest TAZs are found in the two counties. TAZs in western Sonoma County, northern Contra Costa County and Yolo County are also kept at a finer level. To allow for future development of mode choice models, dense employment areas such as Downtown Oakland, the northeast Quadrant of San Francisco and Downtown Sacramento are also structured with smaller zones. The other areas are represented in data are done so with larger TAZs.

A summary listing of the Traffic Analysis Zone numbering, and the associated County is provided in Appendix A.

Figure 2 is a map that diagrams the TAZ boundaries. The map is also color-coded to indicate which local land use data source was used for each various TAZ. TAZ maps are available in also available in GIS format.

Figure 2
Diagram of TAZs in Napa and Solano County



3. 2000 Land Use Data Development and Trip Generation

The Solano/Napa Travel Demand Model uses a complex set of numbers to develop input data as inputs. Prior to running the model, a pre-processing step creates each of input data that are used in the model. As the data come from a variety of sources, each component must be explained separately.

Trip Purposes

There are five primary trip purposes in the Solano/Napa Travel Demand Model. These are the same trip purposes defined by the MTC model for intraregional personal travel:

1. Home-based work (HBW),
2. Home-based shop and other (HBSH),
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4. Home-based school (HBSK), and
5. Non-Home-Based (NHB).

Home-based school trips are further broken down into:

- Home-based school: Grade school (HBGS),
- Home-based school: High school (HBHS), and
- Home-based school: College (HBCol).

Data for Solano and Napa Counties

At the direction of the Model TAC, local land use data were used at the basis for the Napa and Solano trip-making assumptions. These data are maintained in a variety of formats and categories, varying by jurisdiction.

Each land use data file was provided by staff from participating jurisdictions in Solano County communities. Many communities maintain existing local travel models, and thus keep good land use databases.

Table 4.1 summarizes the land use data sources within Napa and Solano Counties, and the contact people that provided them. In some cases, local TAZ data needed to be reallocated to smaller zones; this was done in accordance on a jurisdiction-by-jurisdiction basis.

Table 4.1
Napa/Solano Model Land Use Data Sources

Jurisdiction	Source of Land Use Data	Contact	Approximate Date	Comments
Napa City	NCTPA Model	John Ponte	Created 6/02	
			Sent 5/03	
Napa County	NCTPA Model	John Ponte	Created 6/02	
			Sent 5/03	
Benicia	Solano/Napa Model	Ken Harms, Brenda Gillarde	Created 8/02	2000 base was manually modified based on input from City staff;
			Sent 6/03	City staff currently updating future increments
Dixon	Dixon Model	Jason Riley (files originally created by Fehr-Peers)	Created 4/98	Files dated 2001 only had buildout
			Sent 11/03	Received new land use file dated 4/02
				TAZs were added for 2025 that are not on map
Fairfield	Fairfield/Suisun Model	Ken Harms	Sent 7/03	Separate projections for each 5-year increment
Rio Vista	Solano/Napa Model	Ken Harms	Created 8/02	
			Sent 6/03	
Suisun City	Fairfield/Suisun Model	Ken Harms	Sent 12/03	Has not been updated recently
Vacaville	Vacaville Model	Ozzie Hilton	Sent 12/03	Zones in file correspond to model TAZs, not land use zone map
Vallejo	Vallejo Model	Steve Lowens, Korve	Created 3/03	Land use as of 3/03
Unincorporated Solano County	Solano/Napa Model	Ken Harms	Created 8/02	
			Sent 6/03	

The resulting communities provided land use data in formats consistent with their
The CCTA master zonal database includes all the base economic conditions for the region. This file includes the following:

- Population,
- Number of households,
- Employment categories,
- Income classifications,
- School/college enrollment,
- Age categories, and
- Auto zonal level of service variables.

In order to implement the travel model, testing of the new Solano/Napa Travel Demand model, the missing data was generated using the existing MTC zonal data. Because all Napa/Solano zones nest within the MTC zones, it was possible to derive the values for each zone using the MTC data as a reference. Specific treatments are as follows:

- **Total population.** Computed total population to be the same ratio in each zone as household population.
- **Households in single and multi-family dwelling units.** Computed the percentage of households in single and multi-family dwelling units based on local data where available.
- **Income quartiles.** Used the MTC distribution and applied this to each Solano/Napa zone and adjusted as necessary to income quartile from the 2000 Census.
- **Share of total population over age 62.** Computed the percentage of population over age 62 in each MTC zone and applied this percentage to total population in each local model zone.
- **Agricultural, manufacturing, and wholesale employment categories.** Computed the sum of agricultural, manufacturing, wholesale, and other employment to derive total other employment for each jurisdiction's reported ABAG control total.
- **School and college enrollment.** Enrollment data for grade/middle school, high school, and college were assigned to the TAZ where each local facility is located in Solano and Napa Counties.

Based upon the Census data and land use files maintained by local jurisdictions, the DKS re-estimated the relationship between employment and household totals from these two sources. A comparison of these is shown in Table 4.2. The table summarizes how the overall estimates of households, population and employment categories match after using local land use conversion files from each of the jurisdiction's file. Generally, the land use files were adequate enough to show that there is comparability between the land use data and the Census data. It should be noted that these are summary totals; specific land use assumptions by TAZ may not adequately match the Census estimates for a variety of reasons.

Data for Other MTC Region Counties

Land use for the other counties in the MTC is based on available regional estimates. The source of data for Contra Costa, Alameda, Santa Clara, San Mateo, San Francisco, Marin and Sonoma Counties were model results published from the Metropolitan Transportation Commission, reflecting *Projections 2003*. As these data were already created to match the inputs for the trip generation program, no additional processing was required.

Data for Other Counties

Data for Yolo and Sacramento Counties, as well as portions of Yuba, Sutter, Placer and El Dorado Counties – included in the Sacramento Area Council of Governments regional model – were taken directly from the trip generation inputs for this region. These model data contain fewer trip purposes than those in the Solano/Napa Travel Demand model, but the categories were similar. To disaggregate the categories, DKS allocated data proportionally, based on the proportions in each category found in Solano County.

Daily trip end data for San Joaquin County, provided by San Joaquin Council of Governments through their 2001 Regional Transportation Plan, were again used. The data were aggregated by study district within San Joaquin County, and the disaggregated to the trip generation categories in the Solano/Napa Travel Demand Model.

Daily trip end data Lake County were based upon statistics provided by the US Census for 2000 and State of California Department of Finance for 2030. These data were created by examining the overall control totals for Lake County, and disaggregating them to the same trip end proportions that are found in Napa County.

Summary land uses by Solano/Napa TAZs are provided in Appendix B. In Appendix C, detailed totals by local land use category are provided, in addition to conversion rates by jurisdiction local land use.

Table 4.2
Year 2000 Land Use Comparison by County

	HOUSING/POPULATION				EMPLOYMENT						
Jurisdiction	**SF**	**MF**	**Households**	**Population**	**Retail**	**Service**	**Other**	**Agriculture**	**Manu-facturing**	**Wholesale Trade**	**Total**
NAPA COUNTY											
ABAG (Proj 2003)			45,402	124,279	11,640	24,320	12,630	5,530	12,720		66,840
Local Data	38,965	7,322	46,287	125,000	11,667	25,646	11,610	5,385	9,957	2,490	66,756
Difference			885	721	27	1,326	-1,020	-145	-273		-84
Difference %			**1.9%**	**0.6%**	**0.2%**	**5.5%**	**-8.1%**	**-2.6%**	**-2.1%**		**-0.1%**
SOLANO COUNTY											
ABAG (Proj 2003)			130,403	394,542	26,130	28,790	51,340	3,030	13,920		123,210
Local Data	93,886	34,211	128,097	389,402	25,310	31,015	45,726	1,189	12,551	4,317	120,109
Difference			-2,306	-5,140	-820	2,225	-5,614	-1,841	2,948		-3,101
Difference %			**-1.8%**	**-1.3%**	**-3.1%**	**7.7%**	**-10.9%**	**-60.7%**	**21.2%**		**-2.5%**
NAPA + SOLANO											
ABAG (Proj 2003)			175,805	518,821	37,770	53,110	63,970	8,560	26,640		190,050
Local Data	132,851	41,533	174,384	514,402	36,978	56,661	57,336	6,575	22,508	6,807	186,864
Difference			-1,421	-4,419	-792	3,551	-6,634	-1,985	2,675		-3,186
Difference %			**-0.8%**	**-0.9%**	**-2.1%**	**6.7%**	**-10.4%**	**-23.2%**	**10.0%**		**-1.7%**

4. Network Development

The development of the networks for the Solano/Napa Travel Demand Model involved several major steps. These steps are outlined in this chapter.

Network Development Inside Solano and Napa Counties

The portion of the master network that falls in Solano and Napa Counties was developed through the following steps:

1. The networks provided by each County were obtained. These were then configured to have the major end points align with a street GIS layer.
2. The roadway segments within the counties were then modified to align with the networks.
3. New centroids and centroid connectors were added to the network. One round of review was provided on the centroid connector positioning to the network.
4. Street names were added to the roadway segments.

Roadway Segment (link) Data Attributes

These input data attributes were developed for each link in the system:

ID=Unique segment number
LENGTH*= Length in miles
DIR=One-way links = 1 or -1; Two way link = 0
CCONNECT= Centroid connector = 1
DISTANCE=Distance in miles
LANES= Number of lanes
CAPACITY= Effective hourly link capacity
LINKCLASS=Roadway classification from Solano Model
SPDCLASS=Free flow speed from Solano Model
CAPCLASS=Capacity classification from Solano Model
TIME=travel time in minutes
SPEED=Free flow speed
Region=Links within Solano/Napa = 1
FFS=Free flow speed
HOV_RESERV= HOV Links=1
TWOWAY=Number of directions
STNAMES= Names of Street
AMCOUNTS=AM peak hour validation data where available
PMCOUNTS= PM peak hour validation data where available

Network Development Outside Solano and Napa Counties

Three networks were imported for use for areas outside of Solano and Napa Counties. The MTC model networks (including link attributes) were used for the seven remaining Bay Area counties. These networks were then stripped of all local roadways, leaving major arterial roadways and freeways to be used in the travel model.

Similarly, the SACOG regional model networks (including link attributes) were used for the portions of Yolo, Sacramento, El Dorado, Placer, Yuba and Sutter Counties in the SACOG model. Again, these networks were then stripped of all local roadways, leaving major arterial roadways and freeways to be used in the travel model.

A similar process was used based on networks obtained from the San Joaquin Council of Governments.

5. 2000 Trip Generation and Distribution

The development of the Solano/Napa Travel Demand Model is unique in that the model covers a much wider area than other local models. This chapter summarizes the development of the trip distribution portion of the model.

Gravity models are the most common form of trip distribution models. Other forms include logit destination choice models (earlier Bay Area models) and intervening opportunities models (Chicago models). Fratar, or growth factor models, are also used for short-term extrapolation of base year trip tables. All of the new Bay Area trip distribution models are gravity in form.

The final set of friction factors used in the Solano/Napa Travel Demand Model gravity trip distribution models is included in Appendix D. Essentially, these are "lookup" tables to substitute friction values for travel time. These friction factors are generally consistent with the MTC model. DKS has to modify the friction factor values for very long trips in the model, as the MTC model does not provide for distribution of trips over 125 minutes. In addition, DKS found that very long trips in general were undercounted in the travel model. Thus, DKS extended the friction factors of trips above 100 minutes to be even up to 200 minutes.

Travel time used in the Solano/Napa Travel Demand Model, a gravity trip distribution model, is an off-peak period door-to-door drive alone travel time. This provided an adequate distribution of trip patterns for both Napa and Solano Counties when testing for county-to-county travel patterns.

The home-based work trip distribution model is actually four sets of friction factors applied to home-based work trip ends stratified by household income quartile level. Data from the 1990 Census-based "observed" home-based work trip tables were used in calibrating these friction factors.

Tables 6.1 and 6.2 contains summary comparisons between the MTC BAYCAST Model and the Solano/Napa model. As the table shows, the model generally replicates the county-to-county work patterns for percentages

Socioeconomic adjustment factors (k factors) are used in calibrating and validating trip distribution models. These k factors, along with model validation results that include average trip lengths, regional trip length frequency distributions, and modeled versus observed county-to-county and super-district-to-super-district trip tables, are included in the separate technical summary on calibration and aggregate validation. In studying trip distribution patterns, K factors were applied as shown in notes for Tables 6.1 and 6.2.

Once the land use conversions are verified, the next step is to convert the land uses and resulting assumptions of households, population and employment into trip ends. These trip ends are structured in ten categories:

- Home-Based Work Trips – four tables by income quartile
- Home-Based Shopping Trips
- Home-Based Social/Recreational Trips
- Home-Based Grade School Trips
- Home-Based High School Trips
- Home-Based College/University Trips
- Non-Home Based Trips

Tables 6.1 and 6.2 contain summary comparisons between the MTC Baycast Model and the Solano/Napa model. Table 6.1 contains information for Solano County, while Table 6.2 contains information for Napa County. As these tables show, the model generally replicates the county-to-county work patterns for both Napa and Solano County in 2000.

Table 6.1
Solano County 2000 Work Trip Distribution Summary -- Solano/Napa Model V5.23

ID	County/Area	From Solano	To Solano	From Pct	To Pct	MTC From	MTC To	From Pct Diff	To Pct Diff	From Trip Diff	To Trip Diff
1	SF	13156	117	6%	0%	7%	0%	-1%	0%	-1938	-379
2	SM	2954	96	1%	0%	2%	0%	0%	0%	-651	-297
3	SC	3428	126	2%	0%	1%	1%	1%	0%	1388	-708
4	Ala	17143	1239	8%	1%	8%	2%	0%	-1%	-570	-1304
5	CC	34275	9151	16%	6%	14%	6%	2%	0%	3906	-204
6	Solano	128718	128718	58%	82%	59%	80%	-1%	2%	-2233	3418
7	Napa	11872	5283	5%	3%	5%	3%	0%	0%	1057	562
8	Sonoma	2986	1819	1%	1%	2%	1%	0%	0%	-363	-433
9	Marin	6169	1372	3%	1%	3%	1%	0%	0%	-595	373
10	SJ	518	993		1%		0%		0%		218
11	Sac	27693	7244		5%		5%		0%		-534
12	Lake	146	35								

Notes:

Current K Factors:

Napa to Napa	*1.0*
Napa to Others	*0.7*
Solano to Napa	*0.7*
Solano to Solano	*1.5*
Solano to Others	*1.5*

Table 6.2
Napa County 2000 Work Trip Distribution Summary -- Solano/Napa Model V5.23

ID	County/Area	From Napa	To Napa	From Pct	To Pct	MTC From	MTC To	From Pct Diff	To Pct Diff	From Trip Diff	To Trip Diff
1	SF	2678	77	3%	0%	2%	1%	1%	-1%	560	-439
2	SM	1033	74	1%	0%	1%	0%	0%	0%	209	-42
3	SC	1235	83	1%	0%	1%	0%	1%	0%	669	-82
4	Ala	3096	729	4%	1%	2%	1%	1%	0%	1231	132
5	CC	4044	3015	5%	3%	4%	2%	1%	1%	908	1075
6	Solano	5283	11872	6%	13%	7%	14%	0%	0%	-404	-388
7	Napa	64051	64051	73%	72%	78%	75%	-5%	-3%	-4012	-2531
8	Sonoma	3833	5511	4%	6%	4%	6%	0%	0%	348	287
9	Marin	1912	983	2%	1%	2%	1%	1%	0%	491	312
10	SJ	72	606		1%		0%		0%		382
11	Sac	1626	2188		2%		1%		1%		1294
12	Lake	664	573								

Notes:

Current K Factors:

Napa to Napa	*1.0*
Napa to Others	*0.7*
Solano to Napa	*0.7*
Solano to Solano	*1.5*
Solano to Others	*1.5*

6. 2000 Mode Choice/Auto Occupancy

Once trip distribution has been made, the next step is to assign which mode travelers would take. In the Phase 1 model, these mode shares are set to be constant, reflecting mode share obtained from the US Census and MTC, as appropriate.

The available modes include:

- Drive alone vehicles.
- Two person vehicles.
- Three or more person vehicles.
- Transit.
- Bicycle/Walk

The percentages assigned to each mode by trip purpose reflect the shares in Solano and Napa Counties. The ratios are summarized in Table 7.1.

Table 7.1
Mode Choice Percentages by Trip Purpose

Trip Purpose	Drive Alone	Two Person	Three+ Person	Transit	Bicycle/ Walk
Home-Based Work					
Quartile 1	69%	18%	5%	3%	5%
Quartile 2	75%	14%	7%	2%	2%
Quartile 3	77%	12%	6%	2%	3%
Quartile 4	78%	11%	6%	3%	2%
Home-Based Shopping	56%	29%	14%	1%	0%
Home-Based Social/Recreational	40%	34%	25%	1%	0%
	Vehicle Driver	**Vehicle Passenger**		**Transit**	**Bicycle/ Walk**
Home-Based Grade School	0%	61%		5%	34%
Home-Based High School	15%	61%		4%	2%
Home-Based College/University	59%	36%		2%	3%
Non-Home Based	66%	19%		1%	14%

By having different tables, the model is able to produce a rough approximation of each of the modes. The Phase 2 model will enable mode shifts to be examined, and will include more detailed mode choice logic (such as tolls, parking costs, fares, and travel times for each mode).

Once these adjustments are made, nuances to account for higher mode shares in San Francisco and Alameda County were made.

7. 2000 AM Peak Hour Assignments

The development of AM peak hour trip tables is derived from the peak hour to daily percentages set forth by the MTC regional travel models. Specific AM peak hour factors used are shown in Table 8.1.

Table 8.1
2000 AM Peak Hour Assignments

Trip Purpose	Production to Attraction	Attraction to Production
Home-Based Work	0.14418 (DA); 0.18514 (SR2, SR3)	0.00352 (DA); 0.00158 (SR2, SR3)
Home-Based Shopping	0.05319	0.01549
Home-Based Social/Recreational	0.05319	0.01549
Home-Based Grade School	0.38	0.004
Home-Based High School	0.38	0.004
Home-Based College/University	0.0547	0.0053
Non-Home Based	0.02797	0.02797

Using these regional peak hour percentages does not take into account the sensitivity of choosing to concentrate travel in one hour for some trips, and spread travel across a wider time period for other trips. Thus, specific adjustments were applied to explain these behaviors and improve the validation to traffic counts. These are shown in Table 8.2.

Table 8.2
2000 AM Peak Hour Adjustments

Origin	Destination	Origin to Destination	Destination to Origin
Solano	Solano	1.5	1.5
Napa	Napa	0.7	0.7
Solano/Napa	SF	0.5	1.0
Solano/Napa	SM, SC	0.7	1.0
Solano	Alameda	1.3	10.0
Solano	Contra Costa	0.6	0.8
Sonoma	SF	0.5	1.0
Sonoma	SM, SC, Ala, CC	0.7	1.0
Sacramento	Napa	0.8	1.0
Sacramento	Solano	0.85	0.7
Sacramento	SM, SC	0.7	1.0
Sacramento	Ala	0.3	15.0
Sacramento	CC	0.9	0.8

The resulting AM peak hour vehicle trip table ready for assignment contains these trips by mode:

- Drive Alone
- Two Person
- Three Person or More
- Transit
- Bicycle or Walk

For comparative purposes, traffic counts were organized by "screen line" to indicate how well the model estimates the traffic during the 2000 condition. The screenline results are are provided in Appendix E.

9. 2000 PM Peak Hour Assignments

The development of PM peak hour trip tables is derived from the peak hour to daily percentages set forth by the MTC regional travel models. Specific PM peak hour factors used are shown in Table 9.1.

Table 9.1
2000 AM Peak Hour Assignments

Trip Purpose	Production to Attraction	Attraction to Production
Home-Based Work	0.10790 (DA); 0.00857 (SR2, SR3)	0.12661 (DA); 0.13595 (SR2, SR3)
Home-Based Shopping	0.03626	0.06325
Home-Based Social/Recreational	0.03626	0.06325
Home-Based Grade School	0.00	0.00
Home-Based High School	0.002	0.031
Home-Based College/University	0.0268	0.0212
Non-Home Based	0.08388	0.08388

Using these regional peak hour percentages does not take into account the sensitivity of choosing to concentrate travel in one hour for some trips, and spread travel across a wider time period for other trips. Thus, specific adjustments were applied to explain these behaviors and improve the validation to traffic counts. These are shown in Table 9.2.

Table 9.2
2000 PM Peak Hour Adjustments

Origin	Destination	Origin to Destination	Destination to Origin
Solano	Solano	1.5	1.5
Napa	Napa	0.7	0.7
SF	Solano/Napa	1.0	0.5
SM, SC	Solano/Napa	1.0	0.7
Alameda	Solano	10.0	1.3
Contra Costa	Solano	0.8	0.6
SF	Sonoma	1.0	0.5
SM, SC, Ala, CC	Sonoma	1.0	0.7
Napa	Sacramento	1.0	0.8
Solano	Sacramento	0.7	0.85
SM, SC	Sacramento	1.0	0.7
Ala	Sacramento	15.0	0.3
CC	Sacramento	0.8	0.9

The resulting PM peak hour vehicle trip table ready for assignment contains these trips by mode:

- Drive Alone
- Two Person
- Three Person or More
- Transit
- Bicycle or Walk

For comparative purposes, traffic counts were organized by "screen line" to indicate how well the model estimates the traffic during the 2000 condition. The screenline results are are also provided in Appendix E.

10. 2030 Land Use Forecasts

The development of 2030 travel conditions requires an updating of land uses and the inclusion of new highway projects. This chapter summarizes the development of these forecasts.

The 2030 land uses within Napa and Solano Counties were again developed to be comparable with the MTC regional travel model, and ABAG. For comparison, a decision to make the results similar to Projections 2003 was made. These are summarized in Table 10.1.

Using ratios developed in the Year 2000 analysis, the projected local land use files were compared to the ABAG household and employment forecasts, and adjustments were interactively made with local staff. The results are shown in Appendix F.

For other counties in the travel model, sources used include:

- Contra Costa, Alameda, Santa Clara, San Mateo, San Francisco, Marin and Sonoma Counties – Metropolitan Transportation Commission 2004 RTP (2030 Horizon Year)

- Yolo, Sacramento, Yuba, Sutter and El Dorado Counties – Sacramento Area Council of Governments RTP (2025 Horizon Year) with adjustments by the State of California Department of Finance to 2030

- San Joaquin County – San Joaquin Council of Governments (2025 Horizon Year) with adjustments by the State of California Department of Finance to 2030

- Lake County – State of California Department of Finance 2030 Horizon Year

Table 10.1
Year 2030 Land Use Comparison by County

	HOUSING/POPULATION				EMPLOYMENT						
Jurisdiction	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manu-facturing	Wholesale Trade	Total
NAPA COUNTY											
ABAG (Proj 2003)			57,230	153,400	14,650	34,040	15,840	6,030	18,430		88,990
Local Data	48,759	11,667	60,425	162,405	15,205	32,230	19,946	6,558	19,685	2,744	96,368
Difference			3,195	9,005	555	-1,810	4,106	528	3,999		7,378
Difference %			**5.6%**	**5.9%**	**3.8%**	**-5.3%**	**25.9%**	**8.8%**	**21.7%**		**8.3%**
SOLANO COUNTY											
ABAG (Proj 2003)			193,370	577,300	42,850	58,480	76,150	3,210	23,990		204,680
Local Data	150,386	40,058	190,444	582,566	43,649	48,126	81,235	1,205	28,075	9,801	212,115
Difference			-2,926	5,266	799	-10,354	5,085	-2,005	13,886		7,435
Difference %			**-1.5%**	**0.9%**	**1.9%**	**-17.7%**	**6.7%**	**-62.5%**	**57.9%**		**3.6%**
NAPA + SOLANO											
ABAG (Proj 2003)			250,600	730,700	57,500	92,520	91,990	9,240	42,420		293,670
Local Data	199,145	51,725	250,870	744,971	58,854	80,356	101,182	7,763	47,760	12,545	308,483
Difference			270	14,271	1,354	-12,164	9,192	-1,477	17,885		14,813
Difference %			**0.1%**	**2.0%**	**2.4%**	**-13.1%**	**10.0%**	**-16.0%**	**42.2%**		**5.0%**

11. 2030 Network Improvements

The level of growth anticipated in Solano and Napa Counties could clearly not be expected to be served by the existing major roadway system. As a result, a new set of projects were developed for introduction into the model.

Many of the projects are reflected in local General Plans, the Bay Area Regional Transportation Plan, Solano Transportation Authority's Comprehensive Transportation Plan and the Napa County Transportation Planning Agency's Strategic Transportation Plan.

Some of the more significant improvements include:

Major Solano County Projects --

- New SR 37/29 Interchange in Vallejo
- The I-80/680/12 interchange improvements in the Cordelia area
- I-80 HOV lanes from Air Base Parkway to I-680
- I-80 Auxiliary lanes in Vallejo
- Jepson Parkway Project including Leisure Town Road widening
- Peabody Road widening
- Nut Tree Road realignment in Vacaville
- California Drive project in Vacaville
- Manuel Campos Parkway project in Fairfield

Major Napa County Projects --

- New 29/Redwood/Trancas Interchange
- Widening of SR 12 from Cordelia to Napa Airport Business Park
- New 29/12 Interchange
- Devlin Road Connection
- Extension of Flosden Road in American Canyon
- Construction of SR 221 fly-over to SR 12

A comprehensive live of detailed projects is provided as Appendix G.

YEAR 2000 LAND USE COMPARISON BY JURISDICTION (SOLANO COUNTY)

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Benicia											
ABAG (Proj 2003)			10,352	26,928	2,070	1,860	4,750	90	2,900		11,670
Local Data Data	6,620	3,133	9,753	25,275	1,553	2,119	3,163	0	2,356	1,684	10,876
Difference			-599	-1,653	-517	259	-1,587	-90	1,140		-794
Difference %			-5.8%	-6.1%	-25.0%	13.9%	-33.4%	-100.0%	39.3%		-6.8%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Dixon											
ABAG (Proj 2003)			5,102	16,180	760	950	610	900	1,440		4,660
Local Data	4,313	750	5,063	16,050	589	973	642	1,052	1,579	106	4,940
Difference			-39	-130	-171	23	32	152	244		280
Difference %			-0.8%	-0.8%	-22.5%	2.4%	5.2%	16.9%	17.0%		6.0%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Fairfield											
ABAG (Proj 2003)			30,995	96,545	8,640	9,000	22,400	480	1,640		42,160
Local Data	22,471	9,564	32,035	101,020	8,204	11,192	22,297	0	1,593	504	43,791
Difference			1,040	4,475	-436	2,192	-103	-480	458		1,631
Difference %			3.4%	4.6%	-5.0%	24.4%	-0.5%	-100.0%	27.9%		3.9%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Rio Vista											
ABAG (Proj 2003)			1,940	4,715	570	530	800	160	20		2,080
Local Data	1,387	232	1,619	4,158	208	321	356	6	329	18	1,239
Difference			-321	-557	-362	-209	-444	-154	327		-841
Difference %			-16.6%	-11.8%	-63.5%	-39.4%	-55.5%	-96.1%	1636.9%		-40.4%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Vacaville											
ABAG (Proj 2003)			28,351	89,304	6,000	6,710	9,220	220	3,320		25,470
Local Data	22,064	6,180	28,245	88,980	6,446	6,560	9,900	0	3,079	733	26,718
Difference			-106	-324	446	-150	680	-220	492		1,248
Difference %			-0.4%	-0.4%	7.4%	-2.2%	7.4%	-100.0%	14.8%		4.9%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Vallejo											
ABAG (Proj 2003)			40,608	119,917	7,120	8,180	12,510	80	4,320		32,210
Local Data	26,976	13,016	39,992	117,995	7,037	8,759	8,851	0	2,992	1,137	28,776
Difference			-616	-1,922	-83	579	-3,659	-80	-191		-3,434
Difference %			-1.5%	-1.6%	-1.2%	7.1%	-29.3%	-100.0%	-4.4%		-10.7%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
Suisun City											
ABAG (Proj 2003)			8,158	26,640	780	1,540	1,040	420	220		4,000
Local Data	6,167	1,319	7,485	24,439	1,089	680	374	0	167	126	2,436
Difference			-673	-2,201	309	-860	-666	-420	73		-1,564
Difference %			-8.2%	-8.3%	39.6%	-55.8%	-64.0%	-100.0%	33.0%		-39.1%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
Solano Unincorporated											
ABAG (Proj 2003)			4,897	14,313	190	20	10	680	60		960
Local Data	3,887	17	3,905	11,485	184	410	144	131	457	9	1,334
Difference			-992	-2,828	-6	390	134	-549	405		374
Difference %			-20.3%	-19.8%	-3.3%	1951.2%	1339.2%	-80.8%	675.8%		39.0%

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
SOLANO COUNTY											
ABAG (Proj 2003)			130,403	394,542	26,130	28,790	51,340	3,030	13,920		123,210
Local Data	93,886	34,211	128,097	389,402	25,310	31,015	45,726	1,189	12,551	4,317	120,109
Difference			-2,306	-5,140	-820	2,225	-5,614	-1,841	2,948		-3,101
Difference %			-1.8%	-1.3%	-3.1%	7.7%	-10.9%	-60.7%	21.2%		-2.5%

YEAR 2030 LAND USE COMPARISON BY JURISDICTION (SOLANO COUNTY)

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Benicia											
ABAG (Proj 2003)			11,980	31,200	3,480	3,560	7,240	120	5,060		19,460
Local Data Data	8,186	3,756	11,942	31,466	1,536	2,157	7,658	0	6,851	1,675	19,878
Difference			-38	266	-1,944	-1,403	418	-120	3,466		418
Difference %			**-0.3%**	**0.9%**	**-55.9%**	**-39.4%**	**5.8%**	**-100.0%**	**68.5%**		**2.1%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Dixon											
ABAG (Proj 2003)			10,860	34,300	1,180	1,910	1,410	950	1,920		7,370
Local Data	9,089	1,536	10,626	33,692	1,450	1,699	1,376	1,112	1,667	515	7,819
Difference			-234	-608	270	-211	-34	162	262		449
Difference %			**-2.2%**	**-1.8%**	**22.9%**	**-11.0%**	**-2.4%**	**17.0%**	**13.7%**		**6.1%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Fairfield											
ABAG (Proj 2003)			47,180	144,700	14,200	17,050	31,760	520	3,640		67,170
Local Data	32,793	12,808	45,601	143,016	11,680	16,425	35,660	0	2,268	2,088	68,143
Difference			-1,579	-1,684	-2,520	-625	3,900	-520	716		973
Difference %			**-3.3%**	**-1.2%**	**-17.7%**	**-3.7%**	**12.3%**	**-100.0%**	**19.7%**		**1.4%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Rio Vista											
ABAG (Proj 2003)			7,560	18,500	1,260	2,910	1,350	160	290		5,970
Local Data	7,921	1,162	9,084	23,332	1,094	1,639	2,596	10	2,254	16	7,609
Difference			1,524	4,832	-166	-1,271	1,246	-150	1,980		1,639
Difference %			**20.2%**	**26.1%**	**-13.2%**	**-43.7%**	**92.3%**	**-93.8%**	**682.9%**		**27.5%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Vacaville											
ABAG (Proj 2003)			43,600	132,800	9,860	14,270	14,030	270	6,000		44,430
Local Data	40,217	2,352	42,569	137,467	10,742	11,468	19,439	0	5,039	837	47,525
Difference			-1,031	4,667	882	-2,802	5,409	-270	-123		3,095
Difference %			**-2.4%**	**3.5%**	**8.9%**	**-19.6%**	**38.6%**	**-100.0%**	**-2.1%**		**7.0%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
City of Vallejo											
ABAG (Proj 2003)			55,500	163,000	11,370	15,750	18,390	90	6,400		52,000
Local Data	38,532	16,362	54,894	164,401	14,353	12,940	13,565	0	9,446	3,413	53,718
Difference			-606	1,401	2,983	-2,810	-4,825	-90	6,459		1,718
Difference %			**-1.1%**	**0.9%**	**26.2%**	**-17.8%**	**-26.2%**	**-100.0%**	**100.9%**		**3.3%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
Suisun City											
ABAG (Proj 2003)			11,060	36,100	1,260	3,010	1,960	420	610		7,260
Local Data	8,891	2,064	10,955	35,246	2,591	1,292	845	0	208	1,251	6,188
Difference			-105	-854	1,331	-1,718	-1,115	-420	849		-1,072
Difference %			**-0.9%**	**-2.4%**	**105.7%**	**-57.1%**	**-56.9%**	**-100.0%**	**139.2%**		**-14.8%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
Solano Unincorporated											
ABAG (Proj 2003)			5,630	16,700	240	20	10	680	70		1,020
Local Data	4,756	17	4,773	13,945	203	505	96	84	340	5	1,234
Difference			-857	-2,755	-37	485	86	-596	276		214
Difference %			**-15.2%**	**-16.5%**	**-15.4%**	**2426.4%**	**864.9%**	**-87.7%**	**393.7%**		**21.0%**

Jurisdiction	HOUSING/POPULATION				EMPLOYMENT						
	SF	MF	Households	Population	Retail	Service	Other	Agriculture	Manufacturing	Wholesale	Total
SOLANO COUNTY											
ABAG (Proj 2003)			193,370	577,300	42,850	58,480	76,150	3,210	23,990		204,680
Local Data	150,386	40,058	190,444	582,566	43,649	48,126	81,235	1,205	28,075	9,801	212,115
Difference			-2,926	5,266	799	-10,354	5,085	-2,005	13,886		7,435
Difference %			**-1.5%**	**0.9%**	**1.9%**	**-17.7%**	**6.7%**	**-62.5%**	**57.9%**		**3.6%**

STA
Solano Transportation Authority

DATE: January 18, 2005
TO: STA TAC
FROM: Robert Guerrero, Associate Planner
RE: FY 2005-06 TFCA 40% Program Manager Guidelines and Call for Projects

Background:
The Bay Area Air Quality Management District's (BAAQMD) Transportation Fund for Clean Air (TFCA) Program annually provides funding to cities and counties within its jurisdiction for projects that reduce air pollution from motor vehicles such as clean air vehicle infrastructure, clean air vehicles, shuttle bus services, bicycle projects, and alternative modes promotional/ educational projects. Two air districts, the BAAQMD and the Yolo Solano Air Quality Management District, divides Solano County. The cities of Benicia, Fairfield, Suisun City, Vallejo, and southwestern portions of Solano County are located in the Bay Area Air Basin, and therefore are eligible to apply for these funds.

Funding for the TFCA program is provided by a $4 vehicle registration fee collected from counties within the BAAQMD air basin. The BAAQMD distributes regionally, through a competitive process 60% of the entire TFCA funds, the remaining 40% are for TFCA Program Manager projects. Program Manager projects are reviewed and approved by the Congestion Management Agency (or other BAAQMD designated agency) from each county in the BAAQMD. The STA is designated the "Program Manager" of the 40% TFCA funding for Solano County and manages approximately $340,000 in annual TFCA funding.

As the designated Program Manager, the STA Board adopts TFCA Program Manager Guidelines based on the annually updated BAAQMD's TFCA Regional and Program Manager Guidelines. The STA Board generally adopts the TFCA Program Manager Guidelines after the BAAQMD approves their set of guidelines in January of each year. The main difference between the STA's guidelines versus the BAAQMD's guidelines is that the STA guidelines pertains more directly to Solano County applicants by emphasizing the STA's program manager aspects of the BAAQMD's guidelines.

The BAAQMD TFCA application deadline has traditionally been in April of each year. Although Program Managers review and approve TFCA Program Manager Projects, the BAAQMD ultimately approves the funding for each project based on specific air emission/ air quality benefit cost effective formulas for each project category.

Discussion:
Attached is STA staff's proposed Solano TFCA 40% Program Manager Fund Guidelines which reflects Fiscal Year 2005/06 BAAQMD's adopted guidelines. The Solano TFCA Guidelines was improved to ensure consistency with the BAAQMD's adopted guidelines. The proposed Solano TFCA 40% Program Manager Fund Guidelines have been reorganized to focus primarily on the types of projects eligible for the program and includes a detailed section for light and heavy-duty clean air vehicles.

Previous guidelines focused on the program manager application process and the required application information. The proposed guidelines briefly provides an overview of the application process, but does not discuss required application information as detailed as in previous guidelines. Instead, the required application information will be included in the Solano TFCA 40% Program Manager Fund application package which will be sent to STA's member agencies along with the approved Solano TFCA 40% Program Manager Fund Guidelines.

Staff is recommending the TAC forward a recommendation to the STA Board to approve the proposed Solano TFCA 40% Program Manager Fund Guidelines and authorize the Executive Director to issue a call for TFCA 40% Program Manager Fund projects. The tentative schedule for the FY 2005/06 TFCA cycle is as follows:

1.	STA Board Approves TFCA Guidelines and Call for Projects.	Wednesday, February 9, 2005
2.	Tentative Deadline for FY05/06 Applications	Wednesday March 9, 2005
3.	TAC and Consortium reviews and recommends applications for STA Board to approve	Wednesday, March 23, 2005
4.	STA Board Approves TFCA Projects	Wednesday, April 13, 2005

Recommendation:
Recommend the STA Board approve the following:
1. 2005-06 Solano TFCA 40% Program Manager Guidelines
2. Authorize the Executive Director to initiate a Call for Projects for the FY 2005-06 TFCA Program Manager funds.

Attachment:
A. Proposed 2005-06 Solano TFCA 40% Program Manager Guidelines

ATTACHMENT A

Solano
Transportation for Clean Fund (TFCA)
40% Program Manager Guidelines

2005-06

BAY AREA
AIR QUALITY
TRANSPORTATION
FUND FOR
CLEAN AIR

STA
Solano Transportation Authority

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Introduction

The Bay Area Air Quality Management District's (BAAQMD) Transportation Fund for Clean Air (TFCA) Program annually provides funding to cities and counties within its jurisdiction for projects that reduce air pollution from motor vehicles such as clean air vehicle infrastructure, clean air vehicles, shuttle bus services, bicycle projects, and alternative modes promotional/ educational projects. Two air districts, the BAAQMD and the Yolo Solano Air Quality Management District, divides Solano County. The cities of Benicia, Fairfield, Suisun City, Vallejo, and southwestern portions of Solano County are located in the Bay Area Air Basin, and therefore are eligible to apply for BAAQMD TFCA funds.

Funding for the TFCA Program Manager Funds are provided by a 40% proportion from a $4 vehicle registration fee collected from counties within the BAAQMD air basin. The Solano Transportation Authority is designated the 'Program Manager' of the TFCA 40% Program Manager funding for Solano County and manages/administers approximately $340,000 in annual TFCA funding.

Available Funding:
Approximately $340,000.

Proposed Schedule:

2005-06 Applications Submitted to STA	**March 9th, 2005**
TAC Reviews and Recommend Applications	**March 23rd, 2005**
STA Board Approves applications	**April 13th, 2005**

Example Project Types:
The following are eligible project types for TFCA funding subject to BAAQMD TFCA Program Manager criteria:

- Voluntary trip reduction programs or implementation of ridesharing programs.
- Purchase or lease of clean fuel buses for school districts and transit operators.
- Provision of low emission and/or high ridership feeder bus or shuttle service to rail, ferry stations and to airports.
- Implementation and maintenance of local arterial traffic management, including, but not limited to, signal timing, transit signal preemption, bus stop relocation and "smart streets."
- Implementation of clean natural gas (CNG) and fuel cell demonstration projects.
- Clean air vehicles infrastructure projects for both fuel cell and CNG facilities.
- Implementation of bicycle facility improvement projects that are included in the adopted Solano Countywide Bicycle Plan or the Solano Congestion Management Program.
- Physical improvements that support "Smart Growth" projects which achieve motor vehicle emission reductions and implement Transportation Control

Measures (TCM) 19 (Pedestrian Improvements) or 20 (Traffic Calming) as listed in the BAAQMD's Clean Air Plan and 2001 Ozone Attainment Plan. Projects must be identified in an area-specific plan, redevelopment plan, traffic calming plan, bicycle plan, pedestrian plan, general plan, or other similar plan.

General Evaluation Criteria

1. Priority will be given to applicants in good standing. Project sponsors who have failed to fulfill project monitoring and reporting requirement for any previously funded TFCA Program Manager Funds will not be considered for new funding for the current cycle, until such time that the unfulfilled obligations are met.

2. Priority will be given to those projects that have the highest amount of local or non-TFCA matching funds.

3. Priority will be given to those projects having regional or sub-regional benefit (e.g. projects benefiting two or more jurisdictions or transportation systems).

4. Priority will be given to projects that has the greatest benefit to the reduction of vehicle trips and net reduction of air quality emissions (see attached lists of applicable data needed to calculate this information).

5. Based on the data submitted, all projects must achieve an overall TFCA cost effectiveness of $90,000 per ton of emissions calculated on a countywide aggregate basis.

6. All trip reduction or implementation of ridesharing programs must have clearly defined services including such activities as carpool matching, vanpool program support, direct employer services and a monitoring program to accurately identify number of trips reduced each fiscal year.

7. All transit coordination and information programs must directly support and implement the recommendations of the Solano Comprehensive Transportation Plan.

BASIC ELIGIBILITY

Reduce Emissions: A project must result in the reduction of motor vehicle emissions to be considered eligible for TFCA funds. Planning activities (e.g., feasibility studies) that are not directly related to the implementation of a specific project are not eligible for TFCA funds.

TFCA Cost-Effectiveness and Minimum Score: Annual expenditure plans for County Program Manager funds must achieve an aggregate TFCA cost-effectiveness of less than $90,000 per ton. To calculate aggregate cost-effectiveness, total TFCA Program Manager

funds allocated in the annual county expenditure plan are divided by the combined lifetime emissions reductions estimate for projects in the expenditure plan. Only funds allocated to projects for which cost-effectiveness worksheets are required, are included in the aggregate cost-effectiveness calculation. The following are excluded in the calculation of aggregate TFCA cost-effectiveness: TFCA Program Manager administrative costs, alternative fuel infrastructure projects, light-duty clean air vehicles with a gross vehicle weight (GVW) of 10,000 pounds or less, and TFCA Program Manager funds allocated for the Regional Rideshareing Program.

Viable Project: Each project application should identify sufficient resources to accomplish the project.

Responsible Public Agency: TFCA funds may only be awarded to public agencies. These agencies must be responsible for the implementation of the project and have the authority and capability to complete the project.

Non-Public Entities: A public agency may apply for TFCA funds for clean air vehicles on behalf of a non-public entity when one or more of the following conditions are met:

A. The non-public entity will use the vehicle(s) to provide, under permit or contract, an essential public service that would otherwise be provided directly by the public agency (e.g., refuse collection, street-cleaning, school bus service, paratransit services for senior or disabled people, etc.); or
B. The non-public entity will use the vehicle(s) to provide to the general public, under permit or contract, transportation demand management services (e.g., vanpools, shuttles to transit stations, door-to-door airport shuttles, taxi services, etc.) or services that provide members of the public with an opportunity to use light-duty clean air vehicles eligible under guideline #19 to #22, e.g., through station car projects, car rental services, or car-sharing programs.

As a condition of receiving TFCA funds on behalf of a non-public entity, the public agency must provide a written, binding agreement that commits the non-public entity to operate the clean air vehicle(s) within the Solano County for the duration of the useful life of the vehicle(s). In those situations where multiple non-public entities are under contract or permit to provide the service described in a) or b) above, the public agency must provide a written policy that demonstrates that the vehicle incentive funds will be offered on an equitable basis to all of the non-public entities that are providing the service.

Consistent with Existing Plans and Programs: All projects must conform to the types of projects listed in the California Health and Safety Code Section 44241 and the transportation control measures and mobile source measures included in the Air District's applicable Clean Air Plan (CAP) or the Bay Area 2001 Ozone Attainment Plan, and, when applicable, with the appropriate Congestion Management Program.

Readiness: Projects will be considered for funding only if the project will commence in fiscal year 2005/6 or earlier. For purposes of this policy, commence means to order or accept delivery of vehicles or other equipment being purchased as part of the project, to begin delivery of the service or product provided by the project, or to award a construction contract.

Maximum One Year Operating Costs: For projects which request operating funds to provide a service, such as ridesharing programs and shuttle and feeder bus projects, the STA will provide funding on an annual basis: i.e., the STA will approve funding for one annual budget cycle. Applicants who seek TFCA Program Manager Funds for additional years must re-apply for funding in the subsequent funding cycle.

Project Revisions: For Program Manager Funds, project revisions must be reviewed and approved by the STA and the BAAQMD. The revised project must maintain an aggregate TFCA cost-effectiveness of less than $90,000 per ton. Project revisions that result in higher aggregate cost-effectiveness for the year in which the project was originally approved will not be accepted.

APPLICANT IN GOOD STANDING

Monitoring and Reporting: Project sponsors who have failed to fulfill monitoring and reporting requirements for any previously funded TFCA Regional Fund project will not be considered for new funding for the current funding cycle, and until such time as the unfulfilled obligations are met.

Failed Audit: Project sponsors who have failed either the fiscal audit or the performance audit for a prior TFCA project may, at the discretion of the BAAQMD Air Pollution Control Officer (APCO), be excluded from future funding. Existing funds already awarded to the agency will not be released until all audit recommendations and remedies have been implemented.

A failed fiscal audit means an uncorrected audit finding that confirms an ineligible expenditure of TFCA funds. A failed performance audit means that the project was not implemented as set forth in the project funding agreement.

Implementation: Project sponsors that have a signed Funding Agreement for a prior TFCA project, but have not yet implemented that project by the current application deadline, will not be considered for funding for any new project. The phrase "implemented that project" means that the project has moved beyond initial planning stages and the project is being implemented consistent with the implementations schedule specified in the project funding agreement.

INELIGIBLE PROJECTS

Duplication: Applications for projects that duplicate existing projects, regardless of funding source, will not be considered for funding. Combining Program Manager Funds with TFCA Regional Funds for a single project is not project duplication. Applications requesting TFCA funding for project costs with duplicate funding sources will not be considered for funding.

Employee Subsidy: Projects that provide a direct or indirect financial transit or rideshare subsidy exclusively to employees of the project sponsor will not be considered for funding. For projects that provide such subsidies, the direct or indirect financial transit or rideshare subsidy must be available, in addition to the employees of the project sponsor, to employees other than those of the project sponsor.

USE OF TFCA FUNDS

Combined Funds: TFCA County Program Manager Funds may be combined with TFCA Regional Funds for the funding of an eligible project. For purposes of calculating TFCA funding effectiveness for TFCA Regional Funds, the 40% County Program Manager Funds will be included in the calculation of the TFCA cost of the project. TFCA Regional Funds will not be included in calculating the aggregate cost-effectiveness of each County Program Manager annual TFCA expenditure plan.

Cost of Developing Proposals: The costs of developing proposals for TFCA funding are not eligible to be reimbursed with TFCA funds.

Indirect Costs: Indirect costs are not eligible for reimbursement with TFCA funds.

Expend Funds within Two Years: TFCA Program Manager Funds must be expended within two (2) years of receipt of the first transfer of funds from the Air District to the STA in the applicable fiscal year, unless a longer period is formally (i.e., in writing) approved in advance by the STA. The STA may approve no more than two (2) one (1)-year schedule extensions for a project. A third schedule extension for a project can only be given if written approval is received by the STA from the Air District.

ELIGIBLE PROJECTS

1. CLEAN AIR VEHICLE (CAV) PROJECTS

Clean Air Vehicle Infrastructure: The TFCA may fund infrastructure to support natural gas vehicles and fuel cell vehicles. The infrastructure must be accessible, to the extent feasible, to other public agencies, private fleets, and the general public.

Clean Air Vehicle Weights: For TFCA purposes, light-duty vehicles are those 10,000 pounds gross vehicle weight (GVW) or lighter. Heavy-duty vehicles are those 10,001 pounds GVW or heavier.

1.a. Light Duty Clean Air Vehicles

Light-Duty CAV Eligibility: All light-duty chassis-certified vehicles certified by the California Air Resources Board (CARB) as meeting established super ultra low emission vehicle (SULEV), partial zero emission vehicle (PZEV), advanced technology-partial zero emission vehicle (AT-PZEV), or zero emission vehicle (ZEV) standards are eligible for TFCA funding. Gasoline and diesel vehicles are not eligible for TFCA funding. Hybrid-electric vehicles that meet the SULEV, PZEV, AT-PZEV, or ZEV standards are eligible for TFCA funding.

Light-Duty CAV Available Funding: For light-duty clean air vehicle projects for passenger cars, pick-up trucks, and vans, project sponsors may receive no more than the following funding incentive amounts:

Emission Rating Vehicle Type	Incentive Amount
SULEV Hybrid electric	$2,000
SULEV Natural gas / propane	$4,000
ZEV Highway battery electric	$5,000
ZEV City battery electric	$3,000
ZEV Neighborhood battery electric	$1,000
ZEV 3-wheel battery electric	$1,000

These incentive amounts above will be pro-rated for leased vehicles in those cases where the vehicle is available for purchase. The incentive amounts for partial zero emission vehicles (PZEV) and advanced technology-partial zero emission vehicles (AT-PZEV) are the same as for SULEV-rated vehicles.

1.b. Heavy Duty Clean Air Vehicles

New Heavy-Duty CAV Eligibility: To be eligible for TFCA funding, the engines of all new heavy-duty vehicles must be certified to CARB's optional reduced-emission NO_x plus non-methane hydrocarbon (NMHC) standard for 2004 (1.8 g/bhp-hr), or lower. Emission reductions for heavy-duty engine projects will be calculated by comparing the CARB certification level for the engine to the CARB emission standard or regulation that applies for the particular fleet or vehicle. To qualify for TFCA funding, the project must provide emission reductions beyond the requirements of the applicable CARB standard or regulation.

Heavy-Duty CAV Available Funding: For heavy-duty clean air vehicle projects, project sponsors may receive no more than the incremental cost of the new cleaner vehicle. Incremental cost is the difference in the purchase prices of the new clean air vehicle and its new diesel counterpart. However, public transit agencies, which have elected to pursue the "alternative fuel" path under CARB's urban transit bus regulation, may continue to apply for up to $150,000 per alternative fuel transit bus (30 ft. or bigger).

Heavy-Duty Vehicle Replacement Projects: Sponsors of heavy-duty vehicles purchased with TFCA funds must either:

A. Replace an existing similar or equivalent registered and operational diesel vehicle within the applicable vehicle fleet, or acquire and scrap an equivalent registered and operational vehicle from another fleet within the Bay Area. The vehicle being replaced must be removed from service and destroyed (i.e., destruction of the engine block and frame/chassis), or
B. Add a diesel emission control strategy to an existing similar or equivalent registered and operational vehicle within the applicable vehicle fleet or within the fleet of the project sponsor. The control strategy must be certified or verified by CARB to reduce emissions and be approved by CARB for use with the relevant engine. This option requires the use of ultra-low-sulfur diesel.

Applicants may request TFCA funds, pursuant to guidelines developed by BAAQMD staff, to offset the cost of complying with this policy. If the applicant requests TFCA funds to cover these costs, the funds will be included in calculating the TFCA cost-effectiveness of the project application.

Note: a "registered and operational vehicle" is a vehicle that has been registered with the California Department of Vehicles as an operational vehicle within the jurisdiction of the Air District for at least the two (2) years prior to the application date.

Emissions Reducing Projects from Existing Heavy-Duty Diesel Engines:
Options available to reduce emissions from existing heavy-duty diesel engines include:

A. Repowers – To be eligible for TFCA funding, the new engines selected to repower an existing heavy-duty vehicle must reduce NOx emissions by at least 15% compared to the existing engine that will be replaced.
B. Diesel Emission Control Strategies – Diesel emission control strategies compatible with existing heavy-duty diesel engines are eligible for TFCA funding, subject to the conditions described below:
    - All control strategies must be certified or verified by CARB to reduce emissions and be approved by CARB for use with the relevant engine.
    - The use of ultra-low sulfur diesel (15 ppm sulfur, or less) is required in conjunction with all control strategies.
    - TFCA will fund, at most, the incremental cost (over what is standard or required by regulation) of the control strategy.
    - Diesel emission control strategies must meet the CARB standard of no more than 20% NO_2 slip, when the standard is put into effect and strategies are available that meet it.
    - The project sponsor must install the highest level (most effective) diesel emission control strategy that is verified by CARB for the specific engine and which can be used without jeopardizing the original engine warranty in effect at the time of application.

C. Clean Fuels or Additives – Clean fuels or additives compatible with existing heavy-duty engines are eligible for TFCA funding, subject to the conditions described below:
   - All clean fuels or additives must be certified or verified by CARB to reduce emissions and be approved by CARB for use with the relevant engine.
   - Ultra-low-sulfur diesel is not eligible for funding.
   - TFCA will fund, at most, the incremental cost (over what is standard or required by regulation) of the clean fuel or additive.

Bus Replacements: For purposes of transit and school bus replacement projects, a bus is any vehicle designed, used, or maintained for carrying more than fifteen (15) persons including the driver. A vehicle designed, used, or maintained for carrying more than ten (10) persons, including the driver, which is used to transport persons for compensation or profit, or is used by any nonprofit organization or group, is also a bus. A vanpool vehicle is not considered a bus.

2. SHUTTLE/FEEDER BUS SERVICE PROJECTS

Shuttle/Feeder Bus Service: Shuttle/feeder bus service projects are those requesting funds to operate a shuttle or feeder bus route. The route must go to or from a rail station, airport, or ferry terminal, and the project must:

A. Be submitted by a public transit agency; or
B. Be accompanied by documentation from the General Manager of the transit agency that provides service in the area of the proposed shuttle route, which demonstrates that the proposed shuttle service does not duplicate or conflict with existing transit agency revenue service.

All shuttle/feeder bus service to rail or ferry stations must be timed to meet the rail or ferry lines being served. Independent (non-transit agency) shuttle/feeder bus projects that received TFCA funding prior to FY 2002/03 and obtained a letter of support from all potentially affected transit agencies need not comply with "b" above unless funding is requested for a new or modified shuttle/feeder bus route.

All vehicles used in any shuttle/feeder bus service must meet the applicable CARB particulate matter (PM) standards for public transit fleets. For the purposes of TFCA funding, shuttle projects comply with these standards by using one of the following types of shuttle/feeder bus vehicles:

A. An alternate fuel vehicle (CNG, LNG, propane, fuel cell);
B. A hybrid-electric vehicle;
C. A post-1994 diesel vehicle and a diesel emission control strategy certified or verified by CARB to reduce emissions and approved by CARB for use with the relevant engine (this option requires the use of ultra-low-sulfur diesel); or
D. A post-1989 gasoline-fueled vehicle.

No other types of vehicles, except for those listed in a through d above, are eligible for funding as shuttle/feeder bus service projects.

3. BICYCLE PROJECTS

Bicycle Projects: Bicycle facility improvement projects that are included in the Solano Countywide Bicycle Plan or Congestion Management Program (CMP) are eligible to receive TFCA funds. Eligible bicycle projects are limited to the following types of bicycle improvement facilities for public use:

A. New Class 1 bicycle paths;
B. New Class 2 bicycle lanes (or widening of outside lanes to accommodate bicycles);
C. New Class 3 bicycle routes;
D. Bicycle racks, including bicycle racks on transit buses, trains, shuttle vehicles, and ferry vessels;
E. Bicycle lockers;
F. Attended bicycle storage facilities; and
G. Development of a region-wide web-based bicycle trip planning system.

All bicycle facility improvement projects must, where applicable, be consistent with design standards published in Chapter 1000 of the California Highway Design Manual.

4. ARTERIAL MANAGEMENT PROJECTS

Arterial Management: Arterial management projects must specifically identify a given arterial segment and define what improvement(s) will be made to affect traffic flow on the identified arterial segment. Projects that provide routine maintenance (e.g., responding to citizen complaints about malfunctioning signal equipment) are not eligible to receive TFCA funding. Incident management projects are not eligible to receive TFCA funding.

Transit improvement projects are limited to transit bus priority and bus stop relocation projects. For signal timing projects, TFCA funds may only be used for arterial management projects where the affected arterial has an average daily traffic volume of 20,000 or more, or an average peak hour traffic volume of 2,000 or more.

5. SMART GROWTH PROJECTS

Smart Growth/Traffic Calming: Physical improvements that support development projects and/or calm traffic, resulting in the achievement of motor vehicle emission reductions, are eligible for TFCA funds subject to the following conditions:

A. The development project and the physical improvements must be identified in an approved area-specific plan, redevelopment plan, general plan, bicycle plan, pedestrian plan, traffic calming plan, or other similar plan; and
B. The project must implement one or more transportation control measures (TCMs) in the applicable Bay Area Clean Air Plan or Bay Area 2001 Ozone Attainment Plan. Projects that implement TCM 19 (pedestrian improvements) or TCM 20

(traffic calming) are encouraged. Projects that would implement other TCMs will also be considered for funding.

Traffic calming projects are limited to physical improvements that reduce vehicular speed by design. Improvements that rely only on driving behavior modification are not eligible for funding.

STA
Solano Transportation Authority

DATE: January 18, 2005
TO: STA TAC
FROM: Jennifer Tongson, Project Assistant
RE: Support for City of Fairfield's Office of Traffic Safety (OTS) Grant Application

Background:
Caltrans' Office of Traffic Safety (OTS) distributes federal grant funding on a competitive basis to mitigate traffic safety program deficiencies, expand ongoing activity, or develop a new program to reduce deaths, injuries and economic losses resulting from traffic related collisions. Priority attention will be given to applications requesting funds for alcohol/drug enforcement and education programs, police traffic services, emergency medical services, traffic records and tracking, roadway safety, seat belt enforcement and promotion, and pedestrian and bike safety programs.

Discussion:
The City of Fairfield is applying for the Federal FY 2006 OTS grant in the amount of $69,000. The funds will be used for equipment and educational materials for V-Calm signs and flashing beacons for the Gold Hill Road school zone and flashing beacons for the Canyon Hills Drive school zone. The City of Fairfield is requesting a letter of support from the STA for its OTS grant application. STA staff is also contacting other local agencies to determine if there are other OTS applications being submitted.

Recommendation:
Forward a recommendation to the STA Board authorizing the Executive Director to provide a letter of support for the City of Fairfield's FFY 2006 OTS grant application in the amount of $69,000.

Attachments:
A. Draft Letter of Support for the City of Fairfield's OTS Application.

ATTACHMENT A

January 26, 2004

Charles Beck
Public Works Director
1000 Webster Street
Fairfield, CA 94533

RE: A Letter of Support for the City of Fairfield's Application for the FFY 2006 Office of Traffic Safety (OTS) Grant

Dear Charlie:

The Solano Transportation Authority (STA) supports the City of Fairfield's application for the FFY 2006 Office of Traffic Safety (OTS) grant. The City of Fairfield is applying for $69,000 in OTS funding to provide equipment and educational materials for V-Calm signs and flashing beacons for the Gold Hill Road school zone and flashing beacons for the Canyon Hills Drive school zone. The STA fully supports the City of Fairfield's application for the OTS program.

If you have any questions, please contact Mike Duncan at (707) 424-6075.

Sincerely,

Daryl Halls
Executive Director

Cc: Karin MacMillan, Mayor, City of Fairfield
STA Chron File

DATE: January 18, 2005
TO: STA TAC
FROM: Daryl K. Halls, Executive Director
RE: Legislative Update – Jan 2005

Background:
Each year, STA staff monitors state and federal legislation that pertains directly to transportation and related issues. On January 12, 2005, the STA Board adopted its Legislative Priorities and Platform for 2005 to provide policy guidance on transportation legislation and the STA's legislative activities. The adopted version of the STA's Legislative Priorities and Platform for 2005 included several amendments requested by the Benicia City Council and subsequently amended into the Platform by the STA Board at the meeting. A copy of the adopted Priorities and Platform is attached

Discussion:
In December 2004, the State Legislature introduced two Assembly Constitutional Amendments consistent with adopted legislative priorities of the STA. These two bills have been added to the Legislative matrix for consideration by the STA Board.

ACA 4 (Plescia and Harman) – Support
This bill would eliminate the provision authorizing the State Legislature and the Governor to suspend the transfer of sales taxes on motor vehicle fuel revenues from the State General Fund to the Transportation Investment Fund for a fiscal year due to a fiscal emergency. This transfer of revenues to transportation was approved by California's voters with the passage of Proposition 42. This legislation is consistent with the STA's Legislative Priority # 7 – "Support efforts to prevent the future suspension of Proposition 42, diverting voter approved funds dedicated for transportation to the state general fund."

ACA 7 (Nation) - Support
This bill would lower the voting threshold for passing local option sales taxes from the current 2/3 voter requirement to 55 percent. This legislation is consistent with the STA's Legislative Priority #4 – "Support initiatives to pursue the 55% voter threshold for county transportation infrastructure measures."

Recommendation:
Forward the following recommendations to the STA Board:
1. Support for ACA 4.
2. Support for ACA 7.

Attachments:

A. STA's Legislative Priorities and Platform for 2005
B. Letter from Benicia City Council dated 1/5/05
C. Memo Summarizing STA Staff Analysis dated 1/12/05
D. Legislative Matrix – January 2005 (to be provided under separate cover)
E. ACA 4 (Plescia and Harman)
F. ACA 7 (Nation)

2005 STA LEGISLATIVE PRIORITIES AND PLATFORM

Solano Transportation Authority
2005 Legislative Priorities and Platform
(adopted by STA Board 1/12/05)

LEGISLATIVE PRIORITIES

1. Monitor and support, as appropriate, legislative proposals to increase funding for transportation infrastructure.

2. Oppose efforts to reduce or divert funding from transportation projects.

3. Pursue federal and state funding for the following priority projects and transit services:
    a. I-80/I-680/SR 12 Interchange *
    b. Jepson Parkway Project*
    c. Vallejo Intermodal Station*
    d. Vallejo Baylink Ferry Service
    e. Fairfield/Vacaville Intermodal Station*
    f. Capitol Corridor Rail Service and track improvements throughout Solano County
    g. Inter-city transit

4. Support initiatives to pursue the 55% voter threshold for county transportation infrastructure measures.

5. Monitor legislative efforts to merge MTC and ABAG governing boards and their respective responsibilities.

6. Monitor the progress of the $3 bridge toll, support the implementation of Regional Measure 2 funded projects, and oppose efforts to divert RM 2 funds from the RM 2 expenditure plan to cover cost increases on the Bay Bridge.

7. Support efforts to prevent the future suspension of Proposition 42, diverting voter approved funds dedicated for transportation to the state general fund.

* *Federal Priority Projects*

2005 STA LEGISLATIVE PRIORITIES AND PLATFORM

I. Air Quality

1. Support use of Petroleum Violation Escrow Account (PVEA) funds for clean fuel projects.

2. Monitor and review approval of the 2004 Ozone Attainment Plan by EPA.

3. Support legislation, which ensures that any fees imposed to reduce vehicle miles traveled, or to control mobile source emissions, are used to support transportation programs that provide congestion relief or benefit air quality.

4. Monitor legislation providing infrastructure for low, ultra-low and zero emission vehicles.

5. Monitor and comment on regulations regarding diesel fuel exhaust particulates and alternative fuels.

6. Support policies that improve the environmental review process to minimize conflicts between transportation and air quality requirements.

7. Monitor energy policies and alternative fuel legislation or regulation that may affect fleet vehicle requirements for mandated use of alternative fuels.

8. Support legislation to provide funding for innovative, intelligent/advanced transportation and air quality programs, which relieve congestion, improve air quality and enhance economic development.

9. Support legislation to finance cost effective conversion of public transit fleets to alternative fuels.

10. Support income tax benefits or incentives that encourage use of alternative fuel vehicles, van pools and public transit without reducing existing transportation or air quality funding levels.

II. Alternative Modes (Bicycles, HOV, Livable Communities, Ridesharing)

1. Support legislation promoting bicycling and bicycle facilities as a commute option.

2. Oppose expanded use of HOV lanes for purposes not related to congestion relief and air quality improvement.

3. Support legislation providing land use incentives in connection with rail and multimodal transit stations – transit oriented development.

III. Congestion Management

1. Support administrative or legislative action to ensure consistency among the Federal congestion management and the State's Congestion Management Program requirements.

IV. Employee Relations

1. Monitor legislation and regulations affecting labor relations, employee rights, benefits, and working conditions. Preserve a balance between the needs of the employees and the resources of public employers that have a legal fiduciary responsibility to taxpayers.

2. Monitor any legislation affecting workers compensation that impacts employee benefits, control of costs, and, in particular, changes that affect self-insured employers.

V. Funding

1. Protect Solano County's statutory portions of the state highway and transit funding programs.

2. Seek a fair share for Solano County of any state discretionary funding made available for transportation grants or programs.

3. Protect State Transportation Improvement Program (STIP) from use for purposes other than those covered in SB 140 of 1997 reforming transportation planning and programming.

4. Support state budget and California Transportation Commission allocation to fully fund projects for Solano County included in the State Transportation Improvement Program and the Comprehensive Transportation Plans of the county.

5. Support transportation initiatives that increase the overall funding levels for transportation priorities in Solano County.

6. Advocate for primacy of general transportation infrastructure funding over high-speed rail project and Bay Area Ferry Authority.

7. Support measures to restore local government's property tax revenues used for general fund purposes, including road rehabilitation and maintenance.

8. Seek a fair share for Solano County of any federal funding made available for transportation programs and projects.

9. Support legislation to secure adequate budget appropriations for highway, bus, rail, air quality and mobility programs in Solano County.

10. Support efforts to pass a new federal transportation reauthorization bill that maintains the funding categories and flexibility of TEA 21, provides a higher level of overall transportation funding, and provides a fair share return of funding for California.

11. Support state policies that assure timely allocation of transportation revenue, including allocations of new funds available to the STIP process as soon as they are available.

12. Support legislation or the development of administrative policies to allow a program credit for local funds spent on accelerating STIP projects through right-of-way purchases, or environmental and engineering consultant efforts

13. Support or seek legislation to assure a dedicated source of funding, other than the State Highway Account for local streets and roads maintenance and repairs.

14. Monitor the distribution of state transportation demand management funding.

15. Oppose any proposal that could reduce Solano County's opportunity to receive transportation funds, including diversion of state transportation revenues for other purposes. Fund sources include, but are not limited to, the Petroleum Violation Escrow Account (PVEA), State Highway Account (SHA), Public Transit Account (PTA), and Transportation Development Act (TDA) and any ballot initiative.

VI. Liability

1. Monitor legislation affecting the liability of public entities, particularly in personal injury or other civil wrong legal actions.

VII. Paratransit

1. In partnership with other affected agencies and local governments seek additional funding for paratransit operations, including service for persons with disabilities and senior citizens.

VIII. Project Delivery

1. Support legislation to encourage the Federal Highway Administration, Federal Transit Administration, and the Environmental Protection Agency to reform administrative procedures to expedite federal review and reduce delays in payments to local agencies and their contractors for transportation project development, right-of-way and construction activities.

2. Support legislation and/or administrative reforms to enhance Caltrans project delivery, such as simultaneous Environmental Impact Report (EIR) and engineering studies, and a reasonable level of contracting out of appropriate activities to the private sector.

3. Support legislation and/or administrative reforms that result in cost and/or timesavings to environmental clearance processes for transportation construction projects.

4. Continue to streamline federal application/reporting/monitoring requirements to ensure efficiency and usefulness of data collected and eliminate unnecessary and/or duplicative requirements.

IX Rail

1. In partnership with other affected agencies, sponsor making Capitol Corridor Joint Powers Authority an eligible operator for state transit assistance with funds to be apportioned to member agencies.

2. In partnership with other counties located along Capitol Corridor, seek expanded state commitment for funding passenger rail service, whether state or locally administered.

3. Support legislation and/or budgetary actions to assure a fair share of State revenues of intercity rail (provided by Capitol Corridor) funding for Northern California and Solano County.

4. Seek legislation to assure that dedicated state intercity rail funding is allocated to the regions administering each portion of the system and assure that funding is distributed on an equitable basis.

5. Seek funds for the development of intercity, regional and commuter rail service connecting Solano County to the Bay Area and Sacramento regions.

6. Continue to monitor and evaluate the proposed $10 billion High Speed Rail Bond scheduled for the November 2004 ballot.

X. Ferry

1. Protect the existing source of operating support for Vallejo Baylink ferry service, most specifically the Bridge Tolls–Northern Bridge

Group "1st and 2nd Dollar" revenues which provide a 5 percent and 2 percent set aside for transit operations and ferry capital, respectively.

2. Support the implementation of expanded Vallejo Baylink ferry and countywide express bus service funded from the "3rd Dollar" Bridge Toll (Measure 2) program and oppose proposals to divert these funds to other purposes than those stipulated in the expenditure plan for RM 2.

3. Work with MTC to obtain an increase to the federal Ferryboat Discretionary (FBD) Funds to provide an annual earmark for the Bay Area, similar to Washington State and Alaska, with priority given to existing ferry capital projects.

XI. Safety

1. Support legislation or administrative procedures to streamline the process for local agencies to receive funds for road repair from the Federal Emergency Management Agency (FEMA).

XII. Transit

1. Protect funding levels for transit by opposing state funding source reduction without substitution of comparable revenue.

2. Support an income tax credit to employers for subsidizing employee transit passes.

3. Support tax benefits and/or incentives for transportation demand management programs and alternative fuel programs to promote the use of public transit.

4. In partnership with other transit agencies, seek strategies to assure public transit receives a fair share of funding for welfare-to-work social services care, and other community-based programs.

5. Support efforts to eliminate or ease Federal requirements and regulations regarding the use of federal transit funds for transit operations in large UZAs.

6. Support efforts to change Title 23 restrictions pertaining to use of bridge toll revenues for federalized bridges for transit operations.

7. In addition to new bridge tolls, work with MTC to generate new regional transit revenues to support the ongoing operating and capital needs of transit services, including bus and ferry and rail.

Public Works Department
Engineering Division
www.ci.benicia.ca.us

by Fax and Regular Mail

January 5, 2005

Mr. Daryl Halls, Executive Director
Solano Transportation Authority
One Harbor Center, Suite 130
Suisun City, California 94585

SUBJECT: COMMENTS ON THE PROPOSED 2005 STA LEGISLATIVE PRIORITIES AND PLATFORM

Dear Mr. Halls:

On behalf of the City Council of the City of Benicia, enclosed are comments and revisions recommended by the Council at their January 4, 2005 meeting on the proposed 2005 STA Legislative Priorities and Platform.

The Council provided the following revisions, shown in underline/~~strikeout~~ format:

1. The Council suggests that the term "federal priority projects" listed in Legislative Priority No. 3 be defined to note that it includes transit projects.

2. **Legislative Priority.** Revise No. 4 to read, "Support initiatives to pursue the 55% voter threshold for county transportation infrastructure measures that are linked to land use."

3. **Section III - Alternative Modes.** Revise No. 3 to read, "Support ~~Monitor~~ legislation providing land use incentives in connection rail and multimodal transit stations – transit oriented development."

4. **Section VI - Funding.** Revise No. 6 to read, "Recognize that there must be a balance between ~~Advocate for primacy of~~ general transportation infrastructure funding, ~~over~~ high-speed rail project and Bay Area Ferry Authority."

5. **Section VI - Funding.** Revise No. 10 to read, "Support efforts to pass a new federal transportation reauthorization bill linked to land use that maintains the funding categories and flexibility of TEA 21, provides a higher level of overall transportation funding, and provides a fair share return of funding for California."

6. **Section VIII - Project Delivery.** Revise No. 1 to read, "Support legislation

that acknowledges the smart growth policies of the MTC and ABAG to the Federal Highway Administration, Federal Transit Administration…"

7. **Section IX - Rail.** Revise No. 6 to read, "Consider supporting ~~Continue to monitor and evaluate~~ the proposed $10 billion High Speed Rail Bond scheduled for the November 2006 ~~2004~~ ballot."

8. **Section X – Ferry.** Add No. 4, "Support the expansion to Benicia of the Vallejo Baylink Ferry service."

The Council also requested the December 9, 2004 Benicia Needs Assessment for the Comprehensive Transportation Plan submitted by our Director of Public Works be modified to indicate that "Widening of the State Park Road Overcrossing at I-780" be listed as a Route of Regional Significance, and that under Benicia's Local Needs that "Citywide Traffic Calming" be included in the listing.

Please feel free to contact me at (707) 746-4240 should you have any questions regarding these comments.

Sincerely,

Michael W. Throne, PE
City Engineer

MT:kt
DOCUMENT2

cc: James Erickson, City Manager
Daniel Schiada, Director of Public Works

To: STA Board
From: Daryl K. Halls, Executive Director
Subject: STA Staff Analysis of the revisions to the 2005 STA Legislative Priorities and Platform requested by the City of Benicia
Date: January 12, 2005

Background/Discussion:
On January 7, 2005, the STA received a letter from the City of Benicia, on behalf of their City Council, containing a list of eight comments and requested revisions to the proposed 2005 STA Legislative Priorities and Platform. List below is a brief analysis by staff of these eight requested comments/revisions.

The Benicia City Council provided the following revisions, shown in underline/~~strikeout~~ format:

1. The Council suggests that the term "federal priority projects" listed in Legislative Priority No. 3 be defined to note that it includes transit projects.

Staff Analysis: *Staff recommends modifying Legislative Priority #3 from "Pursue project funding for:" to "Pursue federal and state funding for the following priority projects and transit services:"*

2. **Legislative Priority.** Revise No. 4 to read, "Support initiatives to pursue the 55% voter threshold for county transportation infrastructure measures that are linked to land use."

Staff Analysis: *Legislative efforts to change the voter threshold from the current 66.7% to 55% for county transportation measures are being undertaken as a part of a statewide coalition. The STA Board has recently approved the Countywide Transportation for Livable Communities (TLC) plan for Solano County that provides the goals, projects and funding to plan for and implement transportation projects that better link transportation and land use. Consistent with other policies contained in the proposed platform, it is proposed that the linkages between transportation and land use be considered and implemented at the local and county level and encouraged by fiscal incentives, and not imposed by the state or through state mandates.*

3. **Section III – Alternative Modes.** Revise No. 3 to read, "Support ~~Monitor~~ legislation providing land use incentives in connection rail and multimodal transit stations – transit oriented development."

Staff Analysis: *Staff recommends making this revision as proposed.*

4. **Section VI – Funding.** Revise No. 6 to read, "Recognize that there must be a balance between ~~Advocate for primacy~~ of general transportation infrastructure funding, ~~over~~ high-speed rail project and Bay Area Ferry Authority."

Staff Analysis: *Staff recommends not modifying this policy as proposed. Four of the STA's priorities for federal earmarks and state funding has been the Vallejo Baylink Ferry Service, the Vallejo Station, the Fairfield/Vacaville Intermodal Station, and Capitol Corridor Rail Service and track improvements throughout Solano County, and which directly benefits Solano County commuters and users of transit. Support for a balance of funding from general transportation infrastructure funding (such as STIP and federal earmarks) for the high speed rail project and the Bay Area Ferry Authority would jeopardize or dilute the STA's efforts to obtain funding for the four priority projects and transit services previously mentioned.*

5. **Section VI – Funding.** Revise No. 10 to read, "Support efforts to pass a new federal transportation reauthorization bill linked to land use that maintains the funding categories and flexibility of TEA 21, provides a higher level of overall transportation funding, and provides a fair share return of funding for California."

Staff Analysis: *This proposed language maybe somewhat unnecessary and redundant. The current federal transportation reauthorization bill (TEA 21) and the proposed new reauthorization bill already provide the funding categories and flexibility that have resulted in the Metropolitan Transportation Commission's Transportation for Livable Communities (TLC), Housing Incentives Program (HIP) and Transportation and Planning Land Use Solution (T-Plus) programs. The STA has taken advantage of these federally funded regional transportation programs and is the first Bay Area County to develop both a Countywide TLC and Pedestrian Plan.*

6. **Section VIII – Project Delivery.** Revise No. 1 to read, "Support legislation that acknowledges the smart growth policies of the MTC and ABAG to the Federal Highway Administration, Federal Transit Administration. . ."

Staff Analysis: *The policy as written pertains to expediting review and reduce delays caused by federal agencies pertaining to the timely implementation of various federally funded transportation projects. Staff recommends that the proposed revision, if acceptable to the STA Board, would be better reflected in a separate policy statement.*

7. **Section IX – Rail.** Revise No. 6 to read, "Consider supporting ~~Continue to monitor and evaluate~~ the proposed $10 billion High Speed Rail Bond scheduled for the November 2006 ~~2004~~ ballot."

Staff Analysis: *If the Board is interested in considering this proposal, staff recommends this item be agendized as a separate item at a future Board meeting.*

8. **Section X – Ferry.** Add No. 4, "Support the expansion to Benicia of the Vallejo Baylink Ferry service."

Staff Analysis: *Support for expansion to Benicia of the Vallejo Baylink Ferry Service is not currently identified in the STA's Comprehensive Transportation Plan, MTC's T-2030 Plan or Vallejo Transit's Short Range Transit Plan (SRTP) for expanded Baylink Ferry Service. If the Board is interested in considering this proposal, staff recommends this item be agendized as a separate item at a future Board meeting.*

Attachment: "Comments on the Proposed 2005 STA Legislation Priorities and Platform," City of Benicia, January 5, 2005

ATTACHMENT E

CURRENT BILL STATUS

MEASURE : A.C.A. No. 4
AUTHOR(S) : Plescia and Harman (Coauthor: Bogh).
TOPIC : Transportation Investment Fund
HOUSE LOCATION : ASM

TYPE OF BILL :
Active
Non-Urgency
Non-Appropriations
2/3 Vote Required
Non-State-Mandated Local Program
Non-Fiscal
Non-Tax Levy

LAST HIST. ACT. DATE: 12/07/2004
LAST HIST. ACTION : From printer. May be heard in committee January 6.

TITLE : A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by amending Section 1 of Article XIX B thereof, relating to transportation.

BILL NUMBER: ACA 4 INTRODUCED
BILL TEXT

INTRODUCED BY Assembly Members Plescia and Harman
(Coauthor: Assembly Member Bogh)

DECEMBER 6, 2004

A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by amending Section 1 of Article XIX B thereof, relating to transportation.

LEGISLATIVE COUNSEL'S DIGEST

ACA 4, as introduced, Plescia. Transportation Investment Fund

Article XIX B of the California Constitution requires, commencing with the 2003-04 fiscal year, that sales taxes on motor vehicle fuel that are deposited into the General Fund be transferred to the Transportation Investment Fund for allocation to various transportation purposes. Article XIX B authorizes this transfer to the Transportation Investment Fund to be suspended in whole or in part for a fiscal year during a fiscal emergency pursuant to a proclamation by the Governor and the enactment of a statute by a 2/3 vote in each house of the Legislature if the statute does not contain any unrelated provision.

This measure would delete the provision authorizing the Governor and the Legislature to suspend the transfer of revenues from the General Fund to the Transportation Investment Fund for a fiscal year during a fiscal emergency.

Vote: 2/3. Appropriation: no. Fiscal committee: no. State-mandated local program: no.

Resolved by the Assembly, the Senate concurring, That the Legislature of the State of California at its 2005-06 Regular Session commencing on the sixth day of December 2004, two-thirds of the membership of each house concurring, hereby proposes to the people of the State of California, that the Constitution of the State be amended as follows:

That Section 1 of Article XIX B thereof is amended to read:

SECTION 1. (a) For the 2003-04 fiscal year and each fiscal year thereafter, all moneys that are collected during the fiscal year from taxes under the Sales and Use Tax Law (Part 1 (commencing with Section 6001) of Division 2 of the Revenue and Taxation Code), or any successor to that law, upon the sale, storage, use, or other consumption in this State of motor vehicle fuel, and that are deposited in the General Fund of the State pursuant to that law, shall be transferred to the Transportation Investment Fund, which is hereby created in the State Treasury.(b) (1) For the 2003-04 to 2007-08 fiscal years, inclusive, moneys in the Transportation Investment Fund shall be allocated, upon appropriation by the Legislature, in accordance with Section 7104 of the Revenue and Taxation Code as that section read on ~~the operative date of this article~~ *March 6, 2002* .

(2) For the 2008-09 fiscal year and each fiscal year thereafter,

moneys in the Transportation Investment Fund shall be allocated solely for the following purposes:

(A) Public transit and mass transportation.

(B) Transportation capital improvement projects, subject to the laws governing the State Transportation Improvement Program, or any successor to that program.

(C) Street and highway maintenance, rehabilitation, reconstruction, or storm damage repair conducted by cities, including a city and county.

(D) Street and highway maintenance, rehabilitation, reconstruction, or storm damage repair conducted by counties, including a city and county.

(c) For the 2008-09 fiscal year and each fiscal year thereafter, moneys in the Transportation Investment Fund shall be allocated, upon appropriation by the Legislature, as follows:

(A) Twenty percent of the moneys for the purposes set forth in subparagraph (A) of paragraph (2) of subdivision (b).

(B) Forty percent of the moneys for the purposes set forth in subparagraph (B) of paragraph (2) of subdivision (b).

(C) Twenty percent of the moneys for the purposes set forth in subparagraph (C) of paragraph (2) of subdivision (b).

(D) Twenty percent of the moneys for the purpose set forth in subparagraph (D) of paragraph (2) of subdivision (b).

~~(d) The transfer of revenues from the General Fund of the State to the Transportation Investment Fund pursuant to subdivision (a) may be suspended, in whole or in part, for a fiscal year if both of the following conditions are met:~~

~~(1) The Governor has issued a proclamation that declares that the transfer of revenues pursuant to subdivision (a) will result in a significant negative fiscal impact on the range of functions of government funded by the General Fund of the State.~~

~~(2) The Legislature enacts by statute, pursuant to a bill passed in each house of the Legislature by rollcall vote entered in the journal, two-thirds of the membership concurring, a suspension for that fiscal year of the transfer of revenues pursuant to subdivision (a), provided that the bill does not contain any other unrelated provision.~~

~~(e)~~

(d) The Legislature may enact a statute that modifies the percentage shares set forth in subdivision (c) by a bill passed in each house of the Legislature by rollcall vote entered in the journal, two-thirds of the membership concurring, provided that the bill does not contain any other unrelated provision and that the moneys described in subdivision (a) are expended solely for the purposes set forth in paragraph (2) of subdivision (b).

ATTACHMENT F

CURRENT BILL STATUS

MEASURE : A.C.A. No. 7
AUTHOR(S) : Nation.
TOPIC : Local governmental taxation: special taxes: voter approval.
HOUSE LOCATION : ASM

TYPE OF BILL :
Active
Non-Urgency
Non-Appropriations
2/3 Vote Required
Non-State-Mandated Local Program
Non-Fiscal
Non-Tax Levy

LAST HIST. ACT. DATE: 12/07/2004
LAST HIST. ACTION : From printer. May be heard in committee January 6.

TITLE : A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by amending Section 4 of Article XIIIA thereof, by amending Section 2 of Article XIIIC thereof, and by amending Section 3 of Article XIIID thereof, relating to taxation.

BILL NUMBER: ACA 7 INTRODUCED
BILL TEXT

INTRODUCED BY Assembly Member Nation

DECEMBER 6, 2004

A resolution to propose to the people of the State of California an amendment to the Constitution of the State, by amending Section 4 of Article XIII A thereof, by amending Section 2 of Article XIII C thereof, and by amending Section 3 of Article XIII D thereof, relating to taxation.

LEGISLATIVE COUNSEL'S DIGEST

ACA 7, as introduced, Nation. Local governmental taxation: special taxes: voter approval.

The California Constitution conditions the imposition of a special tax by a city, county, or special district upon the approval of 2/3 of the voters of the city, county, or special district voting on that tax, except that certain school entities may levy an ad valorem property tax for specified purposes with the approval of 55% of the voters within the jurisdiction of these entities.

This measure would change the 2/3 voter-approval requirement for special taxes to instead authorize a city, county, or special district to impose a special tax with the approval of 55% of its voters voting on the tax. This measure would also make technical, nonsubstantive changes to these provisions.

Vote: 2/3. Appropriation: no. Fiscal committee: no. State-mandated local program: no.

Resolved by the Assembly, the Senate concurring, That the Legislature of the State of California at its 2005-06 Regular Session commencing on the sixth day of December 2004, two-thirds of the membership of each house concurring, hereby proposes to the people of the State of California, that the Constitution of the State be amended as follows:

First--That Section 4 of Article XIII A thereof is amended to read:

Section 4. ~~Cities, Counties and special districts,~~ *A city, county, or special district,* by a ~~two-thirds~~ *55 percent* vote of ~~the qualified electors of such district~~ *its voters voting on the proposition* , may impose ~~special taxes on such district~~ *a special tax within that city, county, or special district* , except *an* ad valorem ~~taxes~~ *tax* on real property or a ~~transaction~~ *transactions* tax or sales tax on the sale of real property within ~~such City, County~~ *that city, county,* or special district.

Second--That Section 2 of Article XIII C thereof is amended to read:

SEC. 2. ~~Local Government Tax Limitation.~~ Notwithstanding any other provision of this Constitution: (a) ~~All taxes~~ *A tax* imposed by any local government ~~shall be deemed to be~~ *is* either *a* general ~~taxes~~ *tax* or *a* special ~~taxes~~ *tax* . ~~Special~~ *A special* purpose ~~districts~~ *district* or ~~agencies~~ *agency* , including *a* school ~~districts,~~ ~~shall~~ ~~have~~ *district, has* no ~~power~~ *authority* to levy *a* general ~~taxes~~ *tax* .

(b) ~~No~~ *A* local government ~~may~~ *shall not* impose, extend, or increase any general tax unless and until that tax is submitted to the electorate and approved by a majority vote *of its voters voting on the proposition* . A general tax ~~shall~~ *is* not ~~be~~ deemed to have been increased if it is imposed at a rate not higher than the maximum rate so approved. The election required by this subdivision shall be consolidated with a regularly scheduled general election for members of the governing body of the local government, except in cases of emergency declared by a unanimous vote of the governing body.

(c) Any general tax imposed, extended, or increased, without voter approval, by any local government on or after January 1, 1995, and prior to the effective date of this article, ~~shall~~ *may* continue to be imposed only if *that general tax is* approved by a majority vote of the voters voting in an election on the issue of the imposition, which election ~~shall be~~ *is* held ~~within two years of the effective date of this article~~ *no later than November 6, 1998,* and in compliance with subdivision (b).

(d) ~~No~~ *A* local government ~~may~~ *shall not* impose, extend, or increase any special tax unless and until that tax is submitted to the electorate and approved by a ~~two-thirds~~ *55 percent* vote *of its voters voting on the proposition* . A special tax ~~shall~~ *is* not ~~be~~ deemed to have been increased if it is imposed at a rate not higher than the maximum rate so approved.

Third--That Section 3 of Article XIII D thereof is amended to read:

SEC. 3. ~~Property Taxes, Assessments, Fees and Charges Limited.~~ (a) ~~No~~ *An agency* *shall not assess a* tax, assessment, fee, or charge ~~shall be assessed by any agency~~ upon any parcel of property or upon any person as an incident of property ownership except: (1) The ad valorem property tax imposed pursuant to Article XIII and Article XIII A.

(2) Any special tax receiving a two-thirds *or 55 percent* vote *, as applicable,* pursuant to Section *1 or* 4 of Article XIII A *or subdivision (d) of Section 2 of Article XIII C* .

(3) Assessments as provided by this article.

(4) Fees or charges for ~~property related~~ *property-related* services as provided by this article.

(b) For purposes of this article, fees for the provision of electrical or gas service ~~shall~~ *are* not ~~be~~ deemed charges or fees imposed as an

incident of property ownership.

STA
Solano Transportation Authority

DATE: January 18, 2005
TO: STA TAC
FROM: Daryl K. Halls, Executive Director
RE: State Budget Update – January 2005

Background/Discussion:
The State of California has faced significant budget challenges since FY 2001-02, although the full magnitude of the problems did not surface until late 2002. On January 10, 2005, Governor Arnold Schwarzenegger released his proposed 2005-06 State Budget. His proposed budget strives to eliminate an estimated $8.1 billion state budget deficit through a combination of suspension of fund transfers from the State General Fund to schools (Proposition 98) and transportation (Proposition 42), cuts to various state funded programs such as Health and Social Services, borrowing, and some modest revenue augmentations. This proposed budget is projected by the Administration to offset the state budget deficit and result in a $500 million budget reserve.

Under this proposal, Proposition 42 would be suspended for the third year in a row. The Governor's proposal to suspend all of Proposition 42 in FY 2005/06 would restore an estimated $1.31 billion to the State General Fund. This suspension would leave no funds for the Traffic Congestion Relief Program (TCRP), State Transportation Improvement Program (STIP), local streets and roads, or public transportation. If enacted by the State Legislature, this would result in an estimated loss of $5 to $6 million in STIP and local streets and roads funds from Solano County. The loss of TCRP funds could result in delays to the project development activities for the I-80/I-680/SR Interchange and SR 12 Jameson Canyon projects.

Attached is a copy of the excerpts from the California Transportation Commission's (CTC) 2004 Annual Report to the State Legislature that was released in December of 2004. This report documents and highlights the continuing fiscal crisis facing California's transportation infrastructure.

Recommendation:
Informational.

Attachments:
A. Shaw/Yoder Report on the Governor's Proposed 2005-06 State Budget
B. Excerpts from the CTC's 2004 Annual Report to the State Legislature

ATTACHMENT A

SHAW / YODER, inc.
LEGISLATIVE ADVOCACY

January 10, 2005

To: Board Members, Solano Transportation Authority

Fm: Shaw / Yoder, Inc.

RE: GOVERNOR'S PROPOSED 2005-06 BUDGET

The Governor has now released his Proposed 2005-06 State Budget. In it, the Governor summarizes that California's economy continues to grow and expand, but is still not yet capable of sustaining program expenditures to which the state has already committed. As a result, the Governor estimates that "left unchecked, expenditures would exceed available revenues by $9.3 billion in 2005-06." However, the "real" shortfall that the Governor is attempting to tackle is closer to $8.1 billion. The difference can be attributed to what otherwise would have occurred versus planned current year and budget year suggestions. He proposes the following mechanisms to bring the state's budget in balance, without raising taxes:

Suspend Proposition 98 (schools)	$2.284 billion
Suspend Proposition 42 (transportation)	$1.311 billion
Cuts to Health and Human Services	$1.167 billion
Cuts to General Government	$928 million
Cuts to Other Programs	$1.310 billion
Borrowing	$1.683 billion
Revenue Issues	$409 million
Total	**$9.092 billion**

According to the budget, these actions will balance the state's budget, and allow for a $500 million budget reserve.

Transportation

Specifically to transportation, the Governor proposes the following adjustments and initiatives:

- **Suspend Proposition 42** - The Governor proposes suspending all of Proposition 42, estimated to be $1.31 billion, leaving nothing for Traffic Congestion Relief Program projects, the State Transportation Improvement Program, local streets and roads or public transportation. He does offer to designate this suspension yet another loan from transportation funds, as opposed to a straight grab. It should be noted that this revenue would be in addition to other outstanding loans the state has taken the last several years, raising the overall total to more than $3.4 billion.

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Sacramento, CA 95814

The Governor will introduce a repayment program and schedule (estimated to be over 15 years beginning in 2006-07), but is not specific on where those repayment funds would come from.

In addition to the repayment offering, the Governor will propose a Constitutional Amendment to prevent further taking of Proposition 42 funds out of transportation effective starting in 2007-08. Language of that initiative is not revealed in the budget document, but it is good news that the Governor is publicly supporting the constitutional preservation of transportation funds beyond the budget year.

- **Tribal Gaming Revenue** – As part of last year's budget package, the Legislature agreed to send revenue available through tribal gaming compacts (about $1.4 billion) to transportation as a way to backfill the revenue loss associated with the suspension of Proposition 42 in the current budget year. The Governor's budget notes that money has not yet been received due to litigation over the issuance of the bonds. The Governor will propose budget trailer bill language to direct those funds to transportation when the sale of the bonds are final. This will prevent other entities from seeking these funds for non-transportation purposes.

- **Spillover Funds** – The Governor estimates that the Public Transportation Account is supposed to receive a bump of $216 million in spillover funds in the budget year as a result of certain economic conditions in California. However, instead of allowing that revenue to flow to public transportation, he proposes to suspend that transfer and leave it in the General Fund.

- **High-Speed Rail Authority** – The Governor intends to increase the funding for the High Speed Rail Authority from the current $1.8 million budget to $3.9 million.

To highlight the Governor's long-term support for transportation, he has called upon the Business, Transportation and Housing Agency, and specifically the Department of Transportation to implement a concept and program called **GoCalifornia.** In his budget, the Governor summarizes this concept in the following ways:

> "The continuing budget crisis forces fiscal actions in the short term that limit the availability of traditional transportation resources. However, the Administration proposes a comprehensive initiative, 'GoCalifornia,' to enhance the impact of transportation investments now and in the future. As part of this effort, new performance measures for both the transportation system and State management have been developed in partnership with statewide transportation stakeholders and are being implemented. Faster completion of transportation projects will save money and public-private partnerships will attract new money to improve mobility. In addition, the Administration will focus on improving and facilitating the movement of goods into ports and across the state, both to support growing industries, as well as to relieve congestion on freeways. Professional management, close collaboration with transportation partners, and responsible land use planning are important first steps in ensuring that transportation dollars are used most efficiently. However, the best use of transportation resources demands that the full range of delivery tools including design-build contracting, public-private partnerships, and other innovative methods be fully explored. The Administration will propose a comprehensive package of management and project delivery proposals for the 2005-06 legislative session."

These are the major issues raised by the Governor's Proposed 2005-06 State Budget. We will continue to analyze his documents and statements and continue to apprise you of relevant budget-related information.

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CALIFORNIA TRANSPORTATION COMMISSION

2004 ANNUAL REPORT TO THE CALIFORNIA LEGISLATURE

Adopted

December 9, 2004

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A Message from the Chair

Dear Members of the Legislature:

I am pleased to submit to you the California Transportation Commission's annual report to the Legislature for 2004. State law mandates that the Commission report to you each year identifying timely and relevant transportation issues facing the state and summarizing the Commission's major policy decisions in the past year. The law also mandates that our report summarize the impact of loans from transportation funds to the General Fund.

This year, we must report to you that the state transportation program stands at a crossroads. Our highways are growing ever more congested and our aging road and transit system infrastructure is deteriorating. While our needs for transportation infrastructure expansion and repair are expanding geometrically, we have been reducing our investment to meet these transportation needs dramatically.

This failure to invest in transportation is jeopardizing the future of California's economy, reducing the mobility of both people and goods. It is reducing productivity, increasing user costs, increasing system operating and maintenance costs, and leading to the loss of jobs. In this year alone, the construction work being held back for lack of funding will mean the loss of well over 50,000 jobs.

An effective transportation program requires stable and reliable resources because it usually takes several years of planning, design, and right-of-way work to make a transportation project ready for construction. Until just five years ago, we had a stable program, funded primarily from user fees that were protected by the California Constitution. Today, however, we have a highly unstable program, built primarily on the promise of motor fuel sales tax revenues—revenues that have been held back for each of the last four years to meet General Fund needs. This reliance on funds that may be (and consistently have been) suddenly withdrawn has brought the state transportation program to a breaking point.

We cannot continue to base our planning and project development on resources that never materialize. The viability of the entire program is at stake. This year, the Commission will be adopting the fund estimate for the 2006 State Transportation Improvement Program (STIP), which will plan resource investments through 2010-11. Over $3.6 billion, most of the funding for the STIP, now hinges on the decisions to be made by the Governor and Legislature on the Proposition 42 transfer for 2005-06 and on guarantees for future transportation funding. Without this funding, the Commission will be faced with the prospect of deleting many, perhaps most, projects from the current program.

California's voters have spoken on the importance of funding transportation. In March 2002, Proposition 42 was approved by more than 69% of the voters. In November 2004, voters in seven counties approved local sales tax measures for transportation, each by more than the required ⅔ vote.

The Commission looks forward to working with you and the Administration on reconciling the need for dedicated and reliable transportation funding with the need to resolve the State's ongoing structural budget deficit.

Sincerely,

Bob Balgenorth

Bob Balgenorth, Chair
California Transportation Commission

ISSUES FOR 2005

Trends and Outlook for State Transportation Financing

California's transportation program is in crisis and on the verge of collapse. Where the state once had a transportation program funded almost exclusively from user fees protected by the California Constitution (gasoline taxes and weight fees), we now have a program dependent primarily on motor fuel sales taxes, without constitutional protection. For each of the last 4 years, transportation funds have been taken to close the General Fund deficit. For the last 2 years, the California Transportation Commission has been forced to stop making new allocations to projects from all three of the major components of the state transportation program, the State Transportation Improvement Program (STIP), the State Highway Operation and Protection Program (SHOPP), and the Traffic Congestion Relief Program (TCRP). Cities and counties have not been receiving the state subventions committed to them in statute for local road rehabilitation and repair and state transit assistance.

California's transportation program is in crisis and on the verge of collapse.

In all, these programs account for about $2.6 billion in state and local transportation projects that should be ready to go to construction this year but will not for lack of funding. Reduced spending on pre-construction work means the delay of billions more in future years. This represents a loss to California's economy in terms of reduced productivity, increased congestion, increased user costs, and increased system operating and maintenance costs. Applying standard economic multipliers, the work not going to construction this year alone will result in the loss of well over 50,000 jobs.

...the work not going to construction this year alone will result in the loss of well over 50,000 jobs.

Some projects in the STIP and the TCRP have been kept on schedule by means of borrowing, either through the advancement of funds by local agencies in return for the promise of later repayment or through the Commission's issuance of bonds against future federal transportation fund apportionments. The capacity for such borrowing, however, is reaching its limit as current transportation funding is cut off and future funding is placed in greater doubt. Meanwhile, the backlog of pavement and other rehabilitation needs on the State highway system is growing, and the cost to meet those needs is increasing as more and more work is deferred.

The Transportation Program in Crisis

Since June 2003, the Commission has been forced to cease all funding allocations for new STIP projects and to severely restrict SHOPP allocations.

The STIP and the SHOPP constitute the major part of the State's transportation program. Together, they constitute the planned commitments of state and federal transportation dollars. They are approved by the Commission and developed in cooperation with the Department of Transportation (Caltrans) and the state's regional transportation planning agencies. The STIP consists of improvements to the State highway system, the intercity rail system, and other road and transit facilities of regional significance. The SHOPP is the program for rehabilitation and safety work on the State highway system that does not involve increases in roadway capacity.

Since June 2003, the Commission has been forced to cease all funding allocations for new STIP projects and to severely restrict SHOPP allocations. Needed improvements are being delayed, and the rehabilitation backlog is growing, only increasing ultimate costs. By June 2004, $800 million in STIP and SHOPP projects were either ready to go and placed on the shelf or could have been ready except for the lack of funding. By June 2005, that figure is expected to climb from $800 million to $1.3 billion. These figures do not take into account other projects that could have been ready in 2004-05, but were reprogrammed in the 2004 STIP. The 2004 STIP, the five-year plan to guide program allocations from 2004-05 through 2008-09, delayed $5.4 billion in projects by 2 years or more.

... STIP projects were able to proceed this year only by borrowing against future STIP funds.

Over $1.1 billion in scheduled STIP projects were able to proceed this year only by borrowing against future STIP funds. About $490 million of that borrowing is the advancement of funding by local agencies, with a STIP commitment of repayment at a later date. Another $658 million is borrowing through State bonding against future federal transportation funding apportionments.

The Traffic Congestion Relief Program (TCRP), the other major element of the state transportation program, consists of $4.9 billion designated for 141 specific projects in the Traffic Congestion Relief Act of 2000. By law, the program was funded through the Traffic Congestion Relief Fund (TCRF), which received $1.6 billion from the General Fund and gasoline sales tax in 2000-01 and was scheduled to receive a series of annual transfers from gasoline sales tax revenues over five years. The Commission allocates funds to the

Since the program's inception, TCRF funds have been borrowed back for the General Fund and subsequent sales tax transfers have been postponed or suspended.

specific projects as they are ready. Since the program's inception, TCRF funds have been borrowed back for the General Fund and subsequent sales tax transfers have been postponed or suspended. Through 2002, the TCRP was kept intact only by using funds borrowed from the STIP. Throughout 2003 and 2004, the Commission could make no new project allocations at all. By the end of 2004, the Commission had received $314 million in TCRP allocation requests (including $132 million for construction projects) that are now being held back for lack of funding. Caltrans and local agencies report that $1.7 billion in TCRP projects (including $900 million for construction) will be ready to go by June 2005.

The Traffic Congestion Relief Act of 2000 also created a program of local subventions to cities and counties for local road rehabilitation and repair. The TCR subvention program was supported in 2000-01 by a $400 million transfer from the General Fund and was to be supported in later years by a portion of the sales tax on gasoline. For 2001-02 and 2002-03, however, the Legislature postponed the sales tax transfers and instead funded the program with $350 million in transfers from the State Highway Account that would otherwise have supported the STIP. For 2003-04 and 2004-05, trailer bills to the Budget Act suspended the TCR subvention altogether, eliminating $392 million for local road rehabilitation and repair.

The near elimination of the state transportation construction program over the past two years is unprecedented, the result of a basic structural problem in California's system of transportation financing.

Revenues Lost

The near elimination of the state transportation construction program over the past two years is unprecedented, the result of a basic structural problem in California's system of transportation financing. Until a few years ago, the state's transportation programs relied almost exclusively on user fees in the form of gasoline taxes and commercial vehicle weight fees. Article XIX of the California Constitution built a firewall around these revenues, protecting them from diversion for other purposes. In general, this provided a reliable basis for developing multiyear programs, and it could reasonably be assumed that funding would be available as projects were delivered. To be sure, the program went through cycles as funding fell behind delivery or delivery behind funding. The buying power of the revenues declined over time as cars became more fuel efficient, project costs increased with inflation, and gasoline taxes were seldom increased to keep pace. Sometimes earthquakes and other

natural disasters diverted dollars for unplanned work. Changes in federal law or policy might also bring about unexpected changes.

To some extent, these factors are still at work. Recent cost increases reported for the toll bridge seismic retrofit program, particularly for the San Francisco-Oakland Bay Bridge, could lead to the loss of future funding from the STIP, depending on the funding plan approved by the Legislature. Over the last two years, expectations for future federal transportation funding have declined and risen and still remain in doubt. The last six-year federal transportation authorization act expired in September 2003, and the latest temporary extension continues prior funding levels through May 2005. On the other hand, recent federal legislation eliminating the special tax treatment of ethanol-blended gasoline promises the end of another source of revenue loss by 2006.

As important as the changes and uncertainties in federal revenue may be, their effects on the state transportation program pale by comparison to the impacts of state budget actions in recent years.

As important as the changes and uncertainties in federal revenue may be, their effects on the state transportation program pale by comparison to the impacts of state budget actions in recent years. The problems began soon after the enactment of the Traffic Congestion Relief Act of 2000 (AB 2928). That act not only made promises and commitments that have not been kept, it made the entire state transportation program subject to the vagaries of the annual budget process. The constitutional firewall that had protected transportation funding for decades vanished over the next 3 years.

An effective transportation program cannot survive when resources are suddenly advanced and withdrawn on an annual basis.

Transportation projects usually take several years to bring to fruition. Planning and environmental studies, design work, permits and mitigation strategies, and right-of-way acquisition all must precede construction. An effective transportation program cannot survive when resources are suddenly advanced and withdrawn on an annual basis. Further compounding the instability inherent in the TCRP was that many of the 141 designated projects were not vetted through the transportation planning and programming process. Some projects were not deliverable within the original 6-year schedule designated for the program. Many projects were not fully funded, leading either to a skewing of priorities or the wasting of resources. Though some were of high priority, others were not part of any plan supported at either the state or regional level.

Traffic Congestion Relief Act of 2000

The Traffic Congestion Relief (TCR) Act of 2000 committed $4.9 billion to the 141 designated projects...

The Traffic Congestion Relief (TCR) Act of 2000 committed $4.9 billion to the 141 designated projects of the Traffic Congestion Relief Program (TCRP), with funding originally to be provided through 2005-06, later extended to 2007-08. All $4.9 billion is funded through the Traffic Congestion Relief Fund (TCRF) created for that purpose. The TCR Act provided that the TCRF would be funded with:

- $1.5 billion from the General Fund in 2000-01 (including $400 million appropriated outside the TCRP for the TCR local road maintenance and repair subvention program).
- $500 million from the State sales tax on gasoline in 2000-01.
- $3.314 billion to be transferred from the Transportation Investment Fund (TIF), at the rate of $678 million per year for 5 years, originally from 2001-02 through 2005-06 and now from 2003-04 through 2007-08.

The erosion of this major new source of transportation funding began almost immediately.

The TCR Act created the TIF to receive the revenues from the sales tax on gasoline and provided that each quarter, a fixed amount would be transferred to the TCRF, with the balance to be divided by formula, with 40% to cities and counties for local road maintenance and repairs, 40% to the STIP, and 20% to the Public Transportation Account (PTA). Of the 20% for the PTA, half would augment the State Transit Assistance (STA) program, which is distributed by formula to the state's transit operators, and half would augment STIP revenues. The TIF and the transfers to the TCRF were originally to sunset in June 2006.

The First Year: 2001-02 Budget and AB 438

The erosion of this major new source of transportation funding began almost immediately. AB 438, the transportation trailer bill to the 2001-02 Budget Act, borrowed or delayed over $4.6 billion in transportation funds, including $1.16 billion in STIP funding either borrowed directly or used to backfill for TCR Act commitments. The General Fund was in trouble, and the stated intent was to borrow the transportation funds without delaying transportation projects. At the time, the three transportation funds (SHA, PTA, and TCRF) held cash balances that were more than enough to meet the short-term cash needs of active STIP and TCRP projects. The TCRP had been jump started

in 2000-01 with $1.6 billion, even though most TCRP expenditures were not expected for several years. For the STIP, program funding had been running ahead of program delivery since 1998. That was primarily because of circumstances peculiar to the 1998 and 2000 STIPs that made new funding capacity available earlier than it could be expended. For these reasons, the initial General Fund borrowing could be accommodated without delaying current STIP or TCRP projects. The borrowing, however, did mean that projects added in the 2002 STIP would be delayed by several years.

The borrowing [meant] that projects added in the 2002 STIP would be delayed by several years.

AB 438 accomplished its borrowing through the following specific actions:

- It suspended implementation of the TIF for two years so that the state sales tax on gasoline would be dedicated to transportation from 2003-04 through 2007-08 rather than from 2001-02 through 2005-06. This retained about $2.35 billion for the General Fund in 2001-02 and 2002-03.
- It continued funding for the TCR local road subvention program for 2001-02 and 2002-03, funding it with $350 million from the SHA. The SHA was to be repaid by receiving the 80% rather than 40% of the TIF balance in 2006-07 and 2007-08. This meant that the TCR subvention program would not be funded in the latter two years.
- It authorized money in the TCRF to be loaned to the General Fund through the annual budget act, with loans to be repaid by June 2006. The 2001-02 Budget transferred $238 million. The 2002-03 Budget transferred another $1.145 billion, for a total of $1.383 billion.
- To backfill for the TCRP, it authorized loans of $275 million from the PTA and $180 million from the SHA to the TCRF, with SHA loans to be repaid by June 2007 and PTA loans by June 2008. The 2001-02 Budget implemented loans of $180 million from the PTA and $180 million from the SHA. The 2002-03 Budget added the other $95 million from the PTA.

The Second Year: 2002-03 Budget and SB 1834

The Commission took into account all of the transportation fund borrowing authorized by the AB 438 TCR refinancing package when it adopted the 2002 STIP fund estimate.

However, SB 1834, the transportation trailer bill for the 2002-03 Budget Act, authorized the borrowing of another $647 million to the fill the General Fund deficit, again with the stated intent of doing so without delaying projects. Because SB 1834 and the Budget had not taken the 2002 STIP (adopted in April 2002) into account, this new borrowing meant new project delays, despite the statement of intent. Among SB 1834's specific provisions:

Proposition 42, a legislative constitutional amendment [was] approved by 69 percent of the voters in March 2002...

- It increased the authority to make budget loans from the SHA to the TCRF from $180 million to $654 million. The $474 million increase was subject to repayment from the General Fund, with interest, by June 2007. The $474 million was included in the 2002-03 Budget.
- It authorized the Director of Finance, outside the budget, to order a direct loan of $173 million from the SHA to the General Fund, under the terms of Article XIX of the California Constitution. A loan in this amount was made in 2002-03 and repaid in 2003-04.

Proposition 42

Proposition 42, a legislative constitutional amendment approved by 69 percent of the voters in March 2002, removed the June 2008 sunset date for the TIF and permanently dedicated the revenues from the sales tax on gasoline to the purposes already identified in statute. The prior statute, including the TCRP, was continued through 2007-08. Then, beginning with 2008-09, no further funding would be transferred to the TCRF for the TCRP designated projects, and all TIF revenues would be divided by formula, with 40% for local road subventions to cities and counties, 40% for the STIP, and 20% for transfer to the PTA. With half of the PTA augmenting the STIP, one-half of all TIF revenues would accrue to the STIP.

One provision of Proposition 42... was a constitutional bar to suspending transfers to the TIF or using TIF revenues for other purposes.

One provision of Proposition 42 that went into effect for 2003-04 was a constitutional bar to suspending transfers to the TIF or using TIF revenues for other purposes. It required a finding by the Governor and the enactment of a bill passed by a two-thirds vote of both houses of the Legislature to suspend or reduce transfers to the TIF for a fiscal year. With a two-thirds vote of both houses, the Legislature could also change the percentages allotted to each purpose (local subventions, STIP, and PTA), but no statute could redirect TIF funds to any other purpose, including the TCRP.

The Third Year: 2003-04 Budget, SB 1750, and SB 1751

The protections of Proposition 42 were quickly set aside in 2003-04, the first year they came into effect.

The protections of Proposition 42 were quickly set aside in 2003-04, the first year they came into effect. SB 1750 partially suspended the 2003-04 General Fund transfer to the TIF transfer, limiting it to $289 million for transfer to the TCRF. The balance, estimated at $856 million, was retained for the General Fund. Of the $289 million transferred, SB 1751 appropriated $189 million for the TCRP and directed that $100 million be transferred to the State Highway Account for expenditure on the STIP as a partial repayment of loans made to the TCRF by the SHA under SB 1834 (2002).

The clear message was that Proposition 42 and the TIF, as great as their promise was, could not be relied upon for long-term support of the state transportation program.

SB 1751 also created the Transportation Deferred Investment Fund (TDIF) and specified that an amount equal to the suspended portion of the 2003-04 TIF transfer, with interest, be transferred to the TDIF by June 2009, with revenue to the TDIF to be available for the same purposes for which the suspended TIF transfer would have been available. The purpose of this was to treat the suspension as a loan, with the repayment not protected by Proposition 42. The clear message was that Proposition 42 and the TIF, as great as their promise was, could not be relied upon for long-term support of the state transportation program.

The Fourth Year: 2004-05 Budget, SB 1099, and SB 1098

That message was confirmed this year when the Legislature... [suspended] the Proposition 42 TIF transfer for 2004-05.

That message was confirmed this year when the Legislature enacted SB 1099 to suspend the Proposition 42 TIF transfer for 2004-05, this time in full, retaining $1.138 billion for the General Fund. A companion bill, SB 1098, treated the suspension as a loan, specifying that an amount equal to the suspended 2004-05 TIF transfer, with interest, be transferred from the General Fund to the TDIF by June 2008, with the TDIF revenue to be available for the same purposes for which the 2004-05 suspended TIF transfer would have been available.

The 2004-05 Budget did provide $183 million to repay the TCRF for loans to the General Fund. Of this amount, $43 million was transferred from the General Fund and $140 million was taken from sales tax revenues that would otherwise have gone to the Public Transportation Account (as part of the "spillover" formula). That reduced STIP revenues by $70 million and the State Transit Assistance (STA) program for local transit operators by $70 million. Of the

$183 million loan repayment to the TCRF, the Budget directed that $163 million be retained for TCRP projects and that $20 million be transferred to the State Highway Account for partial repayment of SHA loans to the TCRF.

Using Tribal Casino Bonds to Repay Loans: AB 687

AB 687 has added another level of complexity and further uncertainty to the transportation funding picture.

Another measure affecting transportation funding was enacted this year through AB 687, which ratified tribal casino revenue compacts and provided authority to bond against future state revenues from those and any additional tribal-state compacts, with up to $1.5 billion in proceeds to be dedicated to the repayment of transportation program loans to the General Fund. AB 687 was ostensibly to be a solution for transportation funding in 2004-05, in effect a replacement for the suspended Proposition 42 transfer. In reality, however, AB 687 has added another level of complexity and further uncertainty to the transportation funding picture. None of the proceeds is yet available. It is not clear when or over what period of time the bonds may be sold, and it is not yet clear what effect potential procedural constraints will have on making the funds available.

Until [the] legal obstacle is resolved, the bonds cannot be sold.

No sale of bonds could proceed before the November 2004 election, since the passage of either of two casino revenue initiatives, Proposition 68 and Proposition 70, would have nullified the underlying compacts negotiated by the Governor and ratified by AB 678. The defeat of the initiatives, however, did not resolve the salability of the bonds. A lawsuit filed in September 2004 challenges the ratification of the compacts through urgency legislation, which precluded opponents from petitioning for a referendum against them. Until that legal obstacle is resolved, the bonds cannot be sold.

If those questions are resolved, other issues will remain. Though the language of AB 687 seems to imply that $1.2 billion would be made available immediately, the State Treasurer has indicated that bond proceeds would likely be closer to $850 million. In any case, the amount and timing of bond proceeds will depend on several unknowns:

- The resolution of the legal challenge to the ratification of the compacts.
- The timing and magnitude of the underlying casino revenue revenues upon which the tribal-state compact revenues are based.

- The cost of credit enhancements, such as bond insurance. The State Treasurer indicates that this cost is likely to be high because of the unwillingness of the sovereign tribes to make their financial operations a public record.

The authorized bond sale might not occur at one time, but could consist of a series of sales. AB 687 even includes a provision for the compact revenues to be applied directly to transportation if bond sales are determined not to be feasible.

The $1.5 billion in authorizations for transportation loan repayments are laid out in priority order by AB 687:

- The first $1.214 billion would go to the TCRF to repay its loan to the General Fund. This amount would be available for use in the following priority order:

  1) $457 million to repay the State Highway Account for its loan to the TCRF. These funds would accrue to the STIP.

  2) $290 million for allocation to TCRP projects.

  3) $384 million to be split with equal priority, with:

     - $192 million to the PTA to repay part of its loan to the TCRF. These funds would accrue to the STIP.
     - $192 million to the TCR local streets and roads program, to pay the amount due from the TDIF for that program in 2008-09 as a result of the TIF suspension for 2003-04.

  4) $83 million to the PTA to repay the remainder of its loan to the TCRF. These funds would accrue to the STIP.

  5) From any portion of the $1.214 billion that might remain (e.g., because the higher priority loan repayments are made earlier from other funding), funding of the amount due to the STA program in 2008-09 as a result of the TIF suspension for 2003-04 (about $47 million).

- The remainder of the $1.5 billion (no more than $286 million, unless higher priority loan repayments are made from other funding), would go to the TDIF for payment toward the amount due in 2007-08 as a result of the TIF suspension in 2004-05. The total TDIF due in 2007-08 is about $1.138 billion (plus interest).

- Any remainder to the TDIF for payment toward the remainder due in 2008-09 as a result of the TIF suspension for 2003-04. This total is about $909 million

(plus interest), including the amounts identified in items three and five above.

AB 687 further mandates that bonds be exempt, as much as possible, from federal taxation of interest. That should effectively preclude the use of bond proceeds to cover past expenditures, for example by liquidating TCRP letters of no prejudice or STIP cash reimbursements due under AB 3090 arrangements. It will further require that projects to be funded from the proceeds of a bond sale be identified in advance. That may introduce further administrative complexity, especially with regard to the TCR local streets and roads program and the STA program for local transit.

Summary of Scheduled Transfers and Loan Repayments

The following table summarizes the annual Proposition 42 TIF transfers and loan repayments as they are now scheduled. The table includes the original General Fund transfer from 2000-01. The loan repayments now scheduled to be paid from the proceeds of tribal casino revenue bonds pursuant to AB 687 are shown in a separate line.

...the Commission has responded to the diversion and loss of transportation funds by suspending new allocations, by monitoring cash flow closely, by encouraging local agencies to advance local funding for projects where they could, by bonding.

Scheduled TIF Transfers and Loan Repayments
($ millions)

	TCRP	STIP	Loc Rds	STA	Total
Prior Years	$1,051	-$ 839	$ 0	$ 0	$ 212
2003-04	189	100	0	0	289
2004-05	163	20	0	0	183
AB 687	290	732	192	0	1,214
2005-06	678	238	190	48	1,153
2006-07	678	438	0	49	1,164
2007-08	1,280	770	184	106	2,340
2008-09	581	880	512	176	2,149
Total	$4,910	$2,338	$1,078	$ 378	$8,704

The Commission's Response

Over the past two years, the Commission has responded to the diversion and loss of transportation funds by suspending new allocations, by monitoring cash flow closely, by encouraging local agencies to advance local funding for projects where they could, by bonding against future federal transportation apportionments to fund a few large projects, and by reprogramming projects in the 2004 STIP, delaying over $5.4 billion in projects by two years or more.

- In December 2002, the Commission suspended allocations to all STIP, TCRP, and SHOPP projects

except SHOPP projects for emergency repair, seismic retrofitting, and traffic safety.

- From April to June 2003, the Commission temporarily resumed STIP and SHOPP allocations, following an allocation plan for rationing programmed funding adopted in April. During those months, the Commission approved allocations to $1 billion of the $1.4 billion in projects that were ready to go.
- For 2003-04, the Commission once again suspended all STIP and SHOPP allocations except SHOPP projects for emergency repair, seismic retrofitting, and traffic safety. Allocations for other SHOPP were resumed on a limited basis in January 2004. For all of 2003-04, however, the Commission approved no new STIP project allocations and $800 million in SHOPP, as compared with $1.3 billion programmed.
- For 2004-05, the Commission continued the suspension of all STIP and SHOPP allocations, except for emergency and safety projects, through January 2005. On the basis of December 2004 cash projections; the Commission now anticipates no more than $720 million in STIP and SHOPP allocations through June 2005, against over $2.0 billion programmed, including over $1.9 billion for the SHOPP. In January 2005, the Commission will consider the extent to which 2004-05 allocations may be extended beyond SHOPP emergency and safety projects.
- The Commission has approved $455 million in STIP AB 3090 arrangements, under which a local agency advances a project with its own funds and in return receives programming either for cash reimbursement or for a replacement project in a later year.
- The Commission approved the issuance of Grant Anticipation (GARVEE) bonds, secured by future federal transportation apportionments, to cover $658 million in costs for 8 major STIP projects. The bond issuance was approved in January 2004.
- During 2003, the Commission approved $269 million in TCRP letters of no prejudice (LONPs). Under an LONP, a local agency implements a TCRP project with its own funds, retaining the option to claim the state TCRP funds dedicated for the project when and if they later become available. Given the uncertainties of TCRP funding, the Commission stopped approving new LONPs in 2004, and

has since built a backlog of $590 million in pending but unapproved LONPs.

- In August 2004, the Commission adopted the 2004 STIP, which added two new years (out to 2008-09) and no new project funding capacity. The new STIP reprogrammed $5.4 billion in projects carried forward from the 2002 STIP, delaying them by an average of two years. In accordance with statute, the fund estimate on which the STIP is based assumed that TIF transfers would proceed as scheduled, without suspension, and that all prior loans would be repaid as scheduled.
- The Commission, together with the Department, continues to monitor the demand and availability of cash flow for STIP, the SHOPP, and the TCRP.

The outlook for transportation funding in California depends on the resolution of unknowns in four areas: ...toll bridge seismic retrofit... federal reauthorization... legality of the tribal casino revenue bonds... and most important of all... approval or suspension of Proposition 42.

Future Outlook

The outlook for transportation funding in California depends on the resolution of unknowns in four areas: the approval of a revised funding plan for the toll bridge seismic retrofit program by the Legislature; the approval of a federal reauthorization act by Congress and the President; the resolution of the legality of the tribal casino revenue bonds and the determination of cash availability from their proceeds; and, most important of all, the actions of the Legislature with regard to the approval or suspension of Proposition 42 transfers and the repayment of outstanding loans.

In August 2004, Caltrans reported that projected costs for the toll bridge seismic retrofit program (including contingencies) was now $8.3 billion – about $3.2 billion more than the funding provided for by AB 1171 (2001). The letting of additional contracts to complete the east span of the San Francisco-Oakland Bay Bridge is now on hold pending the adoption of a new funding plan by the Legislature. The existing funding plan draws primarily on bridge tolls, state general obligation bonds (Proposition 192), and state transportation revenue drawn from the State Highway Account and the Public Transportation Account. Any further draws on those two accounts would reduce STIP funding already severely at risk.

The last six-year federal transportation authorization act expired September 30, 2003, and its terms have been extended six times, most recently until May 31, 2005. Most

observers now expect the approval of a new authorization act sometime in 2005. By May 2004, both the Senate and House of Representatives had passed six-year reauthorization bills, which would extend federal authorizations to 2008-09. The Senate-passed version would provide $318 billion in contract authority and the House version $283 billion, while the White House has opposed any figure over $256 billion. The White House position roughly equates to the levels assumed for the 2004 STIP fund estimate. House and Senate conferees have yet to complete work on a conference bill to send to the President, though present indications are that there is support for a compromise in the neighborhood of $299 billion. If enacted and signed by the President, that could provide a 15-20% increase in federal funding over the amount assumed in the fund estimate, or roughly $2.3 billion overall for California, including $1.4 billion in additional STIP capacity over the six-year period. The doubt is whether the President will agree to sign a bill approved by Congress or whether the Congress would override a presidential veto.

More than anything, the future of transportation in California will depend on decisions made by the Governor and the Legislature in the 2005-06 budget process.

In 2004, the Legislature dedicated up to $1.5 billion in bond proceeds from tribal casino revenue compacts to repay loans due from the General Fund to various transportation funds. With both the legality of the compact ratifications and the economic viability of the bonds in doubt, it is uncertain when, whether, and how much of these funds will be realized to repay the existing loans. Most troubling is the uncertainty even as to when these questions will be resolved.

More than anything, the future of transportation in California will depend on decisions made by the Governor and the Legislature in the 2005-06 budget process. The state transportation program has become largely and increasingly dependent on sales tax revenues. Under the California Constitution, as amended by Proposition 42, gasoline sales tax revenues are transferred to the Transportation Investment Fund to support both the TCRP and the STIP, as well as local road subventions and the state transit assistance program. Over the last 4 years, however, the scheduled transfers have been postponed or suspended to backfill for General Fund deficits. Of the $5.4 billion reprogrammed in the 2004 STIP, for example, about $4.0 billion (75%) was scheduled to come from sales tax revenues - $3.3 billion from Proposition 42 transfers (including repayments of prior loans) and $0.7 billion from other sales tax revenues to the PTA, including the sales tax on diesel fuel.

The state transportation program has become largely and increasingly dependent on sales tax revenues.

If the annual TIF transfer is postponed or suspended for the fifth year in a row, it would seem prudent for the Commission to assume... that no TIF transfers will be available... this would mean the virtual collapse of the STIP.

By law, each STIP fund estimate is adopted on the basis of revenues in existing law. The 2004 STIP fund estimate assumed that Proposition 42 TIF transfers would be made each year and that outstanding loans would be repaid on schedule. In August 2005, the Commission will be adopting the fund estimate for the 2006 STIP (for the 5-year period ending 2010-11). If the annual TIF transfer is postponed or suspended for the fifth year in a row, it would seem prudent for the Commission to assume, on the basis of the record, that no TIF transfers will be available for the STIP. That assumption would mean the loss of over $3.6 billion to the 2006 STIP. With most, and perhaps all, available State Highway Account funds needed to support safety and rehabilitation work through the SHOPP, this would mean the virtual collapse of the state transportation improvement program.

ISSUES FOR 2005

Structural Reform of Transportation Finance

The crisis in transportation funding, part of the larger and ongoing state budget crisis, has exposed the need and created the opportunity for a major restructuring of transportation finance in California.

The crisis in transportation funding, part of the larger and ongoing state budget crisis, has exposed the need and created the opportunity for a major restructuring of transportation finance in California. That restructuring should address both the sources of revenue applied to transportation and the relationship of the state budget process to performance and accountability for delivery of the program.

Need for Restructuring of Transportation Finance

The state's current financial crisis illustrates how untenable California's current transportation financial structure has become...

The state's current financial crisis illustrates how untenable California's current transportation financial structure has become for the long-term maintenance and development of the state's transportation system. The state needs a transportation program supported by a stable and reliable source of revenue that can keep pace with California's needs. The Traffic Congestion Relief Act of 2000 and Proposition 42, despite the promise they held when enacted, have simply not worked. A transportation program that depends on volatile or unreliable funding sources can only be a dysfunctional program. Even when the state's economic fortunes improve, the current statutory dedication of gasoline sales tax revenues for transportation will not provide the long-range reliability needed to plan and implement projects that require years to develop.

In hindsight, it appears that the diversion of a portion of the sales tax to transportation has contributed to the state's overall structural budget deficit. To remedy that deficit will require either:

1) an increase in the general sales tax or other taxes to make up for the dedication to transportation;
2) reductions in non-transportation programs to make up for the dedication to transportation;
3) permanent reductions in transportation investment to return the sales taxes to non-transportation programs, or
4) the establishment of an alternative financial structure for transportation while returning the sales taxes to non-transportation programs.

The postponements, loans, and suspensions of the last four years all point to the third option, reductions in the transportation program, even while promising that the funds would be returned at a later date. Without a change in overall program structure, making the scheduled Proposition 42 transfers and transportation loan repayments would almost surely mean choosing between the first two options, increasing other taxes or cutting other programs, a most unpalatable choice for the Legislature. Even the prospective use of tribal casino bond proceeds to repay transportation loans, as welcome as it might be, has introduced one more element of volatility and uncertainty to the state transportation funding structure.

California needs a transportation financial structure that guarantees a stable and reliable source of funding...

In order to meet the state's growing needs for maintaining, rebuilding, and improving transportation, California needs a transportation financial structure that guarantees a stable and reliable source of funding across the years, preferably a structure under which revenues can rise with construction costs and needs. Historically, California's state transportation program has relied most heavily on fuel taxes and commercial vehicle weight fees, with inviolable protections built into Article XIX of the California Constitution. When revenues from these state sources failed to keep pace with needs, 19 counties representing 87% of the state's population enacted local transportation sales tax measures. In November 2004, voters in 7 of the 9 counties with ballot measures for new or renewed transportation sales taxes, approved them by more than the required 2/3 vote. Revenues from all of these measures are protected from non-transportation uses by authorizing statutes, by local voter-approved ordinances, and by the terms of bond covenants.

Proposition 42 promised a boost in state transportation funding that was much needed... In fact, 75% of the funding needed to support... the 2004 STIP would come from sales tax revenues.

Proposition 42 promised a boost in state transportation funding that was much needed, even if relatively modest. It promised about $1.2 billion per year, roughly equivalent to a gasoline tax of 7 cents per gallon. With half of the revenue in future years dedicated to the STIP, it would have allowed the STIP to be maintained at levels roughly equal to earlier years. The new revenue would have mostly made up for growing rehabilitation needs on the State highway system, growth in travel, and the steadily declining revenue per mile from the existing per-gallon gasoline tax. In fact, 75% of the funding needed to support the $5.4 billion reprogrammed in the 2004 STIP would come from sales tax revenues. Proposition 42 also promised an important though modest increase in funding for local road rehabilitation, where the

Commission's SR 8 study of 1999 found an unfunded backlog of over $10 billion in needs, growing at an annual rate of $400 million per year.

...the Commission urgently recommends that the Legislature take action that will assure a steady and reliable structure for the multiyear financing of transportation capital improvements in California...

While increasing the gasoline tax, with its Article XIX protection, may be the simplest means for funding the state transportation program, there are other options that might be considered. The constitution could be amended to afford the gasoline sales tax the same protections now provided the per-gallon tax under Article XIX, although that would likely lead to one of the first two options described above, either an increase in other taxes or cuts in other programs. The state could explore new means of tolling highways and bonding against toll revenues. A gasoline tax increase could be implemented directly by the Legislature or conditioned upon voter approval (as was done with Proposition 111 when the gasoline tax was last raised, in 1989). Gasoline taxes could be enacted incrementally or indexed. In any case, the Commission urgently recommends that the Legislature take action that will assure a steady and reliable structure for the multiyear financing of transportation capital improvements in California, including the rehabilitation and reconstruction of existing facilities.

Program Delivery Performance and Accountability

The current state transportation financial structure also lacks the kind of accountability needed to ensure that funding is spent effectively.

The current state transportation financial structure also lacks the kind of accountability needed to ensure that funding is spent effectively. The current financing and budgeting system involves no measurement of project delivery and management performance, discourages innovation to achieve performance goals, and diffuses program accountability. Because of the length of time required to develop transportation capital projects and bring them to fruition, the uncertainties and constraints imposed by an annual budget cycle and the imposition of rules intended for the operation of General Fund agencies add costs and time to an already lengthy process.

This inattention to performance and results seriously handicaps transportation policy and decision-making. The ordinary budgeting process, based on a review of year-to-year adjustments, impairs the ability of policymakers and managers to impose or adapt to new priorities. Transportation financing and budgeting should be focused instead on results and ensuring accountability for achieving results.

The Commission recommends that the Legislature reform the budget process as it applies to the transportation capital outlay program, including capital outlay support.

The Commission recommends that the Legislature reform the budget process as it applies to the transportation capital outlay program, including capital outlay support. Without compromising the Legislature's oversight authority, the focus of the process should be shifted from budget controls to performance objectives, from annual budget change increments to multiyear program goals. Budgets based on program outcomes should replace the focus on positions, classifications, and dollars by fund source. Such budget controls can reduce or eliminate a manager's ability to respond to changing conditions and to take advantage of opportunities to deliver the program more effectively. Under the current process, key decisions affecting the delivery of the state transportation program are too often driven by control agencies rather than by transportation policy makers in the Administration, at the Commission, or in the Legislature.

The focus of the budget should instead be on performance in delivery of the state transportation program...

Under the leadership of the Secretary... Caltrans has recently developed... transportation system performance measures that should provide a useful basis for setting program goals and measuring outcomes.

The focus of the budget should instead be on performance in delivery of the state transportation program, which is developed by state and regional agencies under the structure created in state law. Under the leadership of the Secretary of the Business, Transportation and Housing Agency, Caltrans has recently developed and is now testing a set of transportation system performance measures that should provide a useful basis for setting program goals and measuring outcomes. The system was designed by the Department in collaboration with a team of transportation stakeholders, including Commission staff and representatives from the Federal Highway Administration, regional agencies, metropolitan planning organizations, transit operating agencies, local transportation agencies, and the Commission's Rural Counties Task Force. The team built on earlier efforts by the Department and metropolitan planning organizations—most notably the Southern California Association of Governments and the Metropolitan Transportation Commission. In July 2004, the Department published a report summarizing and outlining the team's recommendations for measuring performance outcomes in nine areas:

1. Coordinated transportation and land use.
2. Economic development.
3. Environmental quality.
4. Equity.
5. Mobility, reliability, and accessibility.
6. Productivity.

7. Return on investment.
8. Safety.
9. System preservation.

Caltrans is now using these recommendations to develop a prototype "state of the system" report to use as a model for future annual system reports. The prototype, scheduled for completion in January 2005, will be used to solicit stakeholder feedback on content, structure, format, and presentation of data. Development of the prototype will help the Department to organize and communicate information, to identify and understand target audiences and their needs, to define and clarify data collection roles and responsibilities, to define and clarify data aggregation levels and analysis timeframes, and to identify data gaps and close them. The preparation and completion of the first annual state of the system report would follow later in 2005.

ISSUES FOR 2005

Outlook for the STIP and SHOPP

In August 2004, the Commission adopted the 2004 STIP, adding two new program years (through 2008-09) and no new programming capacity. Constrained by the 2004 STIP fund estimate, projects from the 2002 STIP were rescheduled, with most of them delayed by two years or more. The schedule of projects in the 2004 STIP includes:

2004 STIP Programming by Year
($ millions)

	Prior Yr	2004-05	2005-06	2006-07	2007-08	2008-09	Total
GARVEE bond debt service	$ 0	$ 68	$ 73	$ 73	$ 73	$ 73	$ 359
AB 3090 cash payments	0	18	44	125	76	70	332
Caltrans environmental, design	625	5	35	24	16	24	730
Caltrans R/W, including support	661	3	132	110	122	10	1,038
Caltrans construction	0	68	905	769	659	898	3,299
Local projects, Caltrans rail	0	60	390	255	343	363	1,395
Enhancement (TE) projects	0	73	122	69	71	64	407
Total	**$1,286**	**$295**	**$1,701**	**$1,426**	**$1,360**	**$1,503**	**$7,571**

The program year represents the year project funding is scheduled for allocation, not the year in which cash is expended. In the case of Caltrans environmental, design, and right-of-way (which are not allocated to individual projects by the CTC), it represents the year in which work is scheduled to begin.

The $7.6 billion STIP total includes $1.286 billion in Caltrans environmental, design, and right-of-way costs programmed in prior years for projects that remain in the STIP and have not yet been allocated funds for construction. It also includes $359 million in GARVEE bond debt service payments scheduled through the STIP period, $332 million in scheduled AB 3090 cash reimbursements, and $407 million in Transportation Enhancement (TE) projects and reserves. TE projects are funded from federal TE funds, which can be used only for this purpose. The $4.7 billion remainder of the STIP is programmed for allocation to Caltrans construction (including construction support) and local agency projects (excluding TE).

Of the $4.7 billion scheduled for STIP project allocations, just $128 million was scheduled for the new STIP's first year, 2004-05, with another $1.295 billion scheduled for 2005-06. The STIP adoption also set aside $65 million in

program capacity for 2004-05 to allocate the non-federal match for GARVEE bonding that might be approved in 2004-05. With STIP capacity severely restricted for 2004-05, many projects that were already delivered or that could be ready in 2004-05 were programmed in later years.

With STIP capacity severely restricted for 2004-05, many projects that were already delivered or that could be ready in 2004-05 were programmed in later years.

Among the major STIP projects programmed for allocation in 2004-05 or 2005-06 are:

- Amador. Route 88 passing lanes, Pine Grove.
- Butte. Route 149 4-lane expressway, Route 70 to Route 99.
- Colusa. Route 20 passing lanes, Steer Ditch Bridge to Sycamore.
- Contra Costa. Route 80 westbound HOV lane, Carquinez Bridge to Route 4, and Route 680 auxiliary lane, Danville/San Ramon.
- El Dorado. Route 50 operational improvements, Placerville.
- Fresno. Route 99 widening, Kingsburg to Selma.
- Glenn. Route 32 realignment, Orland.
- Kern. Route 178 Fairfax Road interchange, Route 14 widening north of Mojave, and Westside Parkway, Phase 1.
- Lassen. Skyline Road improvements.
- Los Angeles. MTA light rail vehicles, Route 5 Western Avenue interchange in Glendale, Route 134 Hollywood Way interchange in Burbank; Route 138 widening at Twin Bridges; Route 60 HOV lanes, Route 605 to Azusa Avenue.
- Madera. Route 99 freeway at Fairmead.
- Marin. Route 101 reversible HOV lanes.
- Merced. Route 99 freeway at Livingston and at Mission Avenue interchange.
- Orange. Route 90 Imperial Highway grade separation near Orangethorpe; Route 5 HOV lanes, Route 91 to Los Angeles County Line.
- Placer. Route 49 improvements, Route 80 to Dry Creek Road.
- Riverside. Route 60 HOV lanes, Route 15 to Valley Way.
- Sacramento. Traffic operating system, Routes 5 and 80
- San Bernardino. Route 215 HOV lanes, Route 10 to Route 30; Route 10 widening, Orange St to Ford St.
- San Diego. Route 905 Otay Mesa freeway.
- San Joaquin. Route 5 widening, Mossdale.
- San Luis Obispo. Route 41/101 interchange, Atascadero.
- San Mateo. Route 101 auxiliary lanes, 3rd Ave to Millbrae Ave.
- Santa Barbara. Route 101 6-lane freeway, Santa Maria.
- Santa Clara. Route 152/156 interchange improvements.
- Santa Cruz. Route 1/17 connector.
- Shasta. Cypress Avenue Sacramento River bridge; downtown Redding improvements on Routes 273 and 299.
- Solano. Route 80 westbound HOV lane, Route 29 to Carquinez Bridge.
- Sonoma. Route 101 HOV lanes, Route 12 to Steele Lane, and Steele Lane interchange.
- Stanislaus. Route 132 widening, Riverside Drive to Empire.
- Sutter. Route 99 widening, Route 70 to Garden Highway.

- Trinity. Hyampom Road realignment at Hayfork.
- Tulare. Road 80 expressway, Goshen to El Monte Way (right-of-way).
- Ventura. Route 23 widening, Route 118 to Route 101, and Tunnel 26 seismic improvements on Metrolink.

Near-Term Outlook for STIP Funding

As required by statute, the 2004 STIP was based on the STIP fund estimate adopted in December 2003. That fund estimate assumed, among other things, that the STIP would receive gasoline sales tax revenues each year through Proposition 42 Transportation Investment Fund (TIF) transfers. It also assumed that the STIP would receive a $464 million loan repayment for the State Highway Account in 2006-07 and a $275 million loan repayment for the Public Transportation Account (PTA) in 2007-08. The capacity to make allocations in any given year depends not only on the program revenues available that year, but also on the revenues expected for the following two years, when most of the project expenditures will actually occur.

The prospects for funding STIP projects as programmed for 2004-05 and 2005-06 have been dimmed by the suspension of the Proposition 42 transfer for 2004-05...

The prospects for funding STIP projects as programmed for 2004-05 and 2005-06 have been dimmed by the suspension of the Proposition 42 transfer for 2004-05, a direct loss of about $230 million in STIP revenues. Under legislation tied to the suspension, the suspension was to be treated as a loan, with the lost revenue to be replaced through the Transportation Deferred Investment Fund (TDIF) in 2008-09. As another part of the 2004-05 budget package, AB 687 dedicated tribal casino bond revenues to advancing the repayment of the SHA and PTA loans due in 2006-07 and 2007-08. The net result of the suspension, the TDIF loan, and the AB 687 payments would have been to make some STIP revenues available earlier than anticipated by the fund estimate (an increase of $522 million in 2004-05, with $477 million advanced from 2006-07 and $45 million from 2007-08). However, all but $20 million of the $522 million was tied to the tribal casino revenue bond sale, which is now under a legal cloud. A lawsuit filed in September 2004 challenged the legality of the Legislature's ratification of the tribal compacts, and the bonds cannot be sold until the legal issues are resolved.

...the Commission now anticipates capacity to allocate no more than $720 million for STIP and SHOPP projects in 2004-05, against over $2.0 billion programmed...

Through December 2004, the Commission had made no STIP allocations (except for TE projects). On the basis of cash projections updated in December 2004, the Commission now anticipates capacity to allocate no more than

$720 million for STIP and SHOPP projects in 2004-05, against over $2.0 billion programmed, including over $1.9 billion for the SHOPP. In January 2005, the Commission will consider the extent to which any of this limited capacity should be made available for STIP projects.

GARVEE Bonding

Under state and federal law, the Commission may select some projects from the STIP and SHOPP to be funded from the proceeds of federal grant anticipation (GARVEE) bonds, a form of borrowing against future federal funding for the STIP. The Commission approved the first issuance of GARVEE bonds in January 2004 for $658 million for eight projects from the 2002 STIP.

GARVEE bond proceeds can cover only the federally-funded portion of a project's cost (generally 88.5%). GARVEE bonding in California is structured so that the state's future federal transportation apportionments cover all debt service payments. This requires that the entire nonfederal portion of project cost (including costs of issuance and interest) be provided during the construction period on a pay-as-you-go basis. In adopting the 2004 STIP, the Commission set aside $65 million as a reserve to provide the nonfederal match.

The Commission's ability... to proceed with the [GARVEE] bonding, will depend on tribal casino revenue bonds.

After receiving information and proposals from the Department and regional agencies, the Commission identified 6 projects with programmed costs of $312 million for potential GARVEE bonding in 2004-05. The Commission's ability to provide the nonfederal match, and thus to proceed with the bonding, will depend on the receipt of revenues from the AB 687 tribal casino revenue bonds. The GARVEE projects identified in a STIP amendment presented at the December 2004 Commission meeting include:

GARVEE Bonding STIP Amendment, December 2004
($1,000's)

					Nonfederal Match	
PPNO	County	Rte	Project	GARVEE	TCRP	STIP
16W	Butte	149	4-lane expressway, Route 70-Route 99	$ 70,000	$ 0	$12,500
261F	Contra Costa	80	Westbound HOV lanes, Rte 4-Carquinez Br	16,649	0	3,287
1530	Fresno	99	6-lane freeway, Kingsburg-Selma	29,880	20,000	0
2808A	Los Angeles	5	Carmenita Av interchange, right-of-way	81,494	71,000	0
7965B	San Joaquin	205	6-lane freeway, Route 5-11th Street	67,000	25,000	0
789A	Sonoma	101	HOV lanes, Route 12-Steele Lane	41,327	6,000	2,000
			TOTAL	**$306,350**	**$122,000**	**$17,787**

AB 3090 Advancements

It is the Commission's policy to encourage local agencies who wish to use local funds to advance the delivery of projects programmed in the STIP when state funds are not sufficient to support direct project allocations. Under AB 3090 (1992), the Commission may approve an arrangement under which the local agency is programmed to receive either an undesignated replacement project or a cash reimbursement in a later fiscal year. Replacement projects are subject to reprogramming as funding conditions change, and so uncertainty in future funding creates a risk for the local agency. Cash reimbursements, on the other hand, represent another form of borrowing against the future. The reimbursements cannot be changed and have the highest priority, after GARVEE bond debt service, for any STIP capacity available in the year reimbursement is due. The local agency takes some risk that no STIP capacity may be available to make the reimbursement. The greater risk, however, is to the proponents of every other project programmed in the state. For this reason, the Commission's policy is to give preference to replacement projects wherever feasible. Generally, reimbursements are considered only where the source of local funds could not or would not be made available for an AB 3090 replacement project.

Uncertainty in the availability of future STIP funding may reduce the willingness of local agencies to advance STIP projects...

The Commission's policy is to ensure that the annual programming of cash reimbursements is no more than $200 million statewide and no more than $50 million for any single county. At the close of 2004, the Commission already had AB 3090 cash commitments of $125 million for 2006-07, $76 million for 2007-08, and $70 million for 2008-09.

Uncertainty in the availability of future STIP funding may reduce the willingness of local agencies to advance STIP projects in return for the promise of a replacement project at an uncertain future date. The uncertainty of future funding

also makes it more problematic for the Commission to approve an AB 3090 cash reimbursement, knowing that insufficient funding will mean that other projects will be delayed in order to provide the reimbursement.

Outlook for the 2006 STIP and SHOPP

Notwithstanding the cash flow challenges for the 2004 STIP, the 2006 STIP and SHOPP could have a modest level of capacity for new project commitments in 2009-10 and 2010-11,

- if added toll bridge seismic retrofit costs are not taken from existing STIP revenues,
- if the federal reauthorization act meets prior expectations,
- if the Governor and Legislature do not suspend Proposition 42 transfers, and
- if transportation loans are repaid on time.

Assuming the programming capacity identified in the 2004 STIP fund estimate, making adjustments for the recent federal ethanol fix and the impacts of the 2004-05 state budget, and projecting current revenue estimates into 2009-10 and 2010-11 yields the following rough estimate of potential new capacity for the 2006 STIP and SHOPP:

The funding of additional SHOPP needs (perhaps $1-2 billion) will need to be considered as part of the 2006 STIP fund estimate...

Projection of Potential New 2006 STIP/SHOPP Capacity
($ millions)

$1,672	State Highway Account, 2009-10 and 2010-11
146	Less committed GARVEE debt service, 2009-10, 2010-11
$1,526	Net new capacity, State Highway Account
1,300	Proposition 42 TIF transfers, 2009-10 and 2010-11
140	Public Transportation Account, 2009-10 and 2010-11
$2,966	**Potential 2006 STIP/SHOPP capacity projection**

This is not a STIP forecast or estimate. It is but a rough estimate of the capacity potential for both the STIP and SHOPP if all current revenue sources remain intact and are projected into the future. It assumes that annual TIF transfers will resume and that all loans to the General Fund are repaid. The funding of additional SHOPP needs (perhaps $1-2 billion) will need to be considered as part of the 2006 STIP fund estimate and would have to come from this capacity. The 2006 STIP fund estimate will cover the five-year period from 2006-07 through 2010-11 and govern both the 2006 STIP and the 2006 SHOPP.

...over $3.6 billion of 2006 STIP capacity is at risk if there is no fix for the structural imbalance in the state budget...

However, over $3.6 billion of 2006 STIP capacity is at risk if there is no fix for the structural imbalance in the state budget

and if transportation funds are not protected by the California Constitution. The amount at risk includes:

STIP Transfers at Risk
($ millions)

$ 238	Prop 42 TIF transfer, 2005-06
438	Prop 42 TIF transfer, 2006-07
540	Prop 42 TIF transfer, 2007-08
230	TDIF transfer, 2007-08 (repayment for 2004-05 TIF suspension)
620	Prop 42 TIF transfer, 2008-09
260	TDIF transfer, 2008-09 (repayment for 2003-04 TIF suspension)
640	Prop 42 TIF transfer, 2009-10
660	Prop 42 TIF transfer, 2010-11
$3,626	**Total STIP gasoline sales tax transfers at risk**

Without [a] budget fix or constitutional protection, the Commission faces a 2006 STIP in which no new projects are added and many, perhaps most, current projects are deleted.

These figures illustrate the importance of correcting the state budget structural imbalance or protecting transportation funds from the annual budget process. Without that budget fix or constitutional protection, the Commission faces a 2006 STIP in which no new projects are added and many, perhaps most, current projects are deleted. The decision on Proposition 42 transfers for 2005-06 will drive the 2006 STIP fund estimate and have implications for the long-term viability of the program.

The decision on Proposition 42 transfers for 2005-06 will drive the 2006 STIP fund estimate and have implications for the long-term viability of the program.

In the absence of funding protection, an alternative approach to the 2006 STIP would be to develop a tiered STIP, with one tier based on the funding level that can be assumed with some level of confidence and the other based on at-risk funding. In that case, the first tier would delete many or most projects and delay the rest by two years or more. The second tier could hold project schedules and add new projects for 2009-10 and 2010-11. This approach might paint the clearest picture of the effects of uncertainty on the state transportation program. But the uncertainty hardly meets the statutory intent for the STIP in SB 45 (1997), to be "a resource document to assist the state and local entities to plan and implement transportation improvements and to utilize available resources in a cost-effective manner."

ISSUES FOR 2005

Outlook for the Traffic Congestion Relief Program

The program has a history of promises unfulfilled, and it has been faced with unstable funding and an uncertain future ever since it was first created.

The Traffic Congestion Relief Program (TCRP) consists of the 141 specific projects that were designated by the Governor and the Legislature for $4.9 billion in the Traffic Congestion Relief Act of 2000. The program has a history of promises unfulfilled, and it has been faced with unstable funding and an uncertain future ever since it was first created. Funds originally intended for the program have been repeatedly withheld, postponed, or borrowed for the General Fund. At one point, in November 2003, the Governor actually proposed to repeal the program altogether. The Commission has not been able to approve any new allocations for TCRP projects since December 2002, and the Legislature has provided just enough funding over the last 2 years to continue reimbursements for projects already allocated.

In mid-2004, the Governor and Legislature approved the dedication of proceeds from tribal casino revenue bonds to the repayment of transportation loans, with $290 million to be made available for the TCRP. The bonds, however, are tied up in litigation, and the prospects for new TCRP funding this year remain highly uncertain.

The TCRP is funded through the Traffic Congestion Relief Fund (TCRF), which was created by the TCR Act for that purpose. The TCRP was scheduled to be funded through the TCRF with:

- $1.595 billion in 2000-01 from a General Fund transfer and directly from gasoline sales tax revenue.
- $3.314 billion in transfers from the Transportation Investment Fund (TIF), originally scheduled in statute over the years from 2001-02 through 2005-06, and now scheduled from 2003-04 through 2007-08. The transfers were to be $678 million per year for the first four years and the balance of $602 million in the fifth year. The TIF derives its revenues from the sales tax on gasoline.

The original $4.9 billion commitment was to be funded entirely from the General Fund and gasoline sales tax. To date, however, progress on TCRP projects has been slowed by the continuing uncertainty over program funding. Most of

the state funds expended on the TCRP have actually come from funds diverted from the STIP.

Program Status

By December 2004:

- The California Transportation Commission had approved $3.841 billion in TCRP project applications, including at least one application for each of the 141 designated projects. An application defines the scope, cost, and schedule of a particular project or project phase. Application approval is equivalent to project programming and generally includes project expenditures planned for future years.
- Of the $3.841 billion in application approvals, the Commission had approved $1.494 billion in project allocations. An allocation encumbers state funding for a particular project or project phase.
- Of the $1.494 billion allocated, $1.116 billion had been expended and invoiced.
- The Commission had received another $314 million in allocation requests and had received a report from Caltrans that another $1.7 billion in projects would be ready for allocation in 2004-05.
- The Commission had approved $269 million in letters of no prejudice (LONPs). Under a letter of no prejudice, a local agency may expend its own funds on a project and qualify for later reimbursement when and if funds become available.
- The Commission had received another $595 million in requested LONPs, which it had placed on a pending list, without approval.

The Commission has not made any new project allocations since December 2002...

The Commission has not made any new project allocations since December 2002, when it became evident that TCRF revenues might not be sufficient to fund the TCRP allocations that had already been approved, much less to fund additional allocations. At that point, the Governor had proposed to suspend General Fund transfers to the TIF, and thus TIF transfers to the TCRF, to help close the General Fund deficit. Since then, the Governor and Legislature have suspended scheduled TIF transfers and provided just enough to continue funding existing TCRP allocations.

Program Challenges and Opportunities

The funding outlook for the TCRP in 2005 and later years will depend on whether or not the Governor and Legislature decide to continue suspending scheduled Proposition 42 TIF transfers, and whether and when loan repayments due to the TCRP are made.

The funding outlook for the TCRP in 2005 and later years will depend on whether or not the Governor and Legislature decide to continue suspending scheduled Proposition 42 TIF transfers, and whether and when loan repayments due to the TCRP are made. At present, the scheduled transfers and loan repayments due to the TCR include:

TCRP Scheduled transfers and loan repayments
($ millions)

$ 290	Tribal casino bond proceeds (AB 687)
678	Proposition 42 TIF transfer, 2005-06
678	Proposition 42 TIF transfer, 2006-07
602	Proposition 42 TIF transfer, 2007-08
678	TDIF transfer, 2007-08, repayment of suspended 2004-05 TIF transfer
389	TDIF transfer, 2008-09, repayment of suspended 2003-04 TIF transfer
192	TDIF transfer, 2008-09, AB 687 shift of TCRF to local road program
$3,507	**Total revenues due, Traffic Congestion Relief Program**

The annual TIF transfers ($1.958 billion) are covered by Article XIX B of the California Constitution, added by Proposition 42 (2002). Under Proposition 42, the transfer may be suspended for a fiscal year only if a fiscal emergency is declared by the Governor and is approved by a 2/3 vote of each house of the Legislature in a bill separate from the annual budget act. In 2003-04, the TIF transfer was partially suspended, and in 2004-05, it was fully suspended. Each time, the Legislature treated the suspension as a loan, with the repayment to be made through the Transportation Deferred Investment Fund (TDIF) in a future year. These future TDIF payments ($1.259 billion) are not covered by the constitutional protection of Proposition 42.

Tribal Casino Revenue Bonds, AB 687

In mid-2004, the Governor negotiated tribal compacts that were ratified by the Legislature in AB 687. AB 687 also authorized the issuance of bonds against state revenues from tribal casino revenue to repay up to $1.5 billion in transportation loans. Of the first $1.214 billion in proceeds, $290 million would be dedicated to the TCRP. If proceeds exceed $1.214 billion, the remainder (up to $286 million) would be used to repay the TDIF payment due in 2007-08 as a result of the TIF suspension in 2004-05.

The sale of the authorized bonds was at first delayed by Propositions 68 and 70, two casino revenue initiatives on the November 2004 ballot. Passage of either would have

effectively nullified the compacts. Both initiatives were defeated. However, the bonds face other legal hurdles and are more complicated than typical state borrowings.

The tribal casino bonds face a legal challenge from *Glendon B. Craig, et al v. Arnold Schwarzenegger et al,* which challenges the urgency provision of AB 687. The plaintiffs contend that AB 687, which ratified the gaming compacts, grants geographic monopolies to the tribes, thereby violating a provision of the California Constitution that bars the Legislature from granting any special privilege or franchise in an urgency statute. Until the legal challenge is resolved, the bonds will not be sold. That places the timing and availability of this $290 million in doubt.

Program Outlook for 2005

During the 2004-05 budget hearings, the Commission was asked to develop the cash needs for a series of options ranging from closing out the TCRP to funding it fully. Based upon the information received from regional agencies, the implementing agencies, and Caltrans, the Commission estimated that the following cash transfers would be needed, assuming that new TCRP allocations were not restricted:

...$290 million in TCRP funding anticipated from the tribal casino bonding... would clearly be insufficient to meet... project cash demands for 2004-05, even if it becomes available.

Estimated TCRP Cash Needed to Meet Project Schedules
($ millions)

	Cash in 2004-05	Cash in 2005-06
For prior allocations	$163	$ 65
For existing letters of no prejudice	6	113
New non-construction allocations	197	254
New construction allocations	132	329
Total cash needs	**$498**	**$761**

Additional cash needs were estimated at $866 million for 2006-07 and $1.546 billion for later years.

The 2004-05 budget provided only the $163 million need to support current expenditures on projects with prior allocations. The additional $290 million in TCRP funding anticipated from the tribal casino bonding authorized under AB 687 would clearly be insufficient to meet the remaining TCRP project cash demands for 2004-05, even if it becomes available. If it does become available, the Commission will need to determine TCRP priorities for applying the bond proceeds.

Current Commission policy is that up to one-half of any new TCRP allocations would be dedicated to retiring existing

LONPs. AB 687, however, specifies that the interest on the bonds shall, to the greatest extent feasible, be exempt from federal taxation. To qualify for the tax exemption, the bond proceeds generally cannot be used to reimburse prior capital expenditures. That would effectively preclude their use to retire LONPs.

If... $290 million becomes available for new allocations... The Commission will look to the Governor and Legislature for guidance.

Whether any new capacity comes from the tribal casino bonds or from other transfers, the Commission will need to consider whether it can or should assume that additional funding will follow. Projects allocated funds in any one year will generally expend funds over an average of three years. If, for example, $290 million becomes available for new allocations, the Commission would need to decide whether to

- limit its allocations to $290 million, because future transfers are not assured, or
- allocate more than the $290 million, because the $290 million would be sufficient to cover first-year expenditures, and assuming that sufficient future transfers would be made to cover expenditure needs in later years.

The Commission will look to the Governor and Legislature for guidance. The history of the program suggests the more conservative approach unless the Governor and Legislature provide assurance of their intent that the Commission assume that future transfers and repayments will be made as scheduled. The first approach would allow a relatively small number of TCRP projects to proceed, while leaving a larger number of projects to be held in abeyance, either to be completed with lengthy delays while local and other funds are secured or to be truncated to match other funding available. The latter approach could allow perhaps $1 billion in projects to be started, with the remaining funds to come from later transfers.

The continuing uncertainty in funding for the TCRP makes it difficult for the Commission, the Department, regional agencies, and local implementing agencies to plan, program, and implement TCRP projects. The delivery outlook for TCRP projects depends largely on the confidence of implementing agencies that transfers and repayments to the TCRF will actually occur as scheduled. The continuing postponements and suspensions of TIF and TCRF transfers, the suspensions of TCRP project allocations, and the threat that current allocations might not be reimbursed have all worked to erode that confidence. For most projects, the

The history of suspended transfers and TCRF loans indicates that the TCRF is a vulnerable and unreliable source of project funding.

Without some assurance that TCRP funding will become available, it is likely that some of these projects will be delayed further or dropped altogether.

TCRP commitment provides only a portion of the project's cost, requiring that a funding package be assembled that includes other sources. In many cases, project delivery depends on the willingness and ability of an individual agency to provide other funding sources to keep a project alive and moving.

The history of suspended transfers and TCRF loans indicates that the TCRF is a vulnerable and unreliable source of project funding. Generally, the projects that are proceeding are those sponsored by agencies that are the least reliant on TCRF funding for reimbursement. As of December 2004, the Commission had approved $269 million in TCRP letters of no prejudice (LONPs). Another $595 million in LONPs is pending Commission action. Other agencies have proceeded with TCRP projects using STIP funds, hoping to recover the TCRF funding at a later date. At the same time, the Commission is holding $314 million in TCRP allocation requests, waiting for assurance that funding will be sufficient to proceed with them. In December 2004, Caltrans reported that another $1.7 billion in projects should be ready for allocation in 2004-05 (including $869 million ready for construction). Without some assurance that TCRP funding will become available, it is likely that some of these projects will be delayed further or dropped altogether.

The following tables list the TCRP projects identified by Caltrans as either ready now or to be ready by June 2005:

Traffic Congestion Relief Program
Construction Projects Ready in 2004-05
($1,000's)

#	Project Description	New 2004-05 Allocation	Pending STIP Allocation	STIP FY
9.2	Capitol Corridor; improve between Oakland and San Jose (Emeryville station)	$ 2,925		
26	ACE Commuter Rail; add siding on UPRR line in Livermore Valley in Alameda Co.	1,000	$ 1,000	07/08
27.1	Vasco Rd, Alameda & Contra Costa (Vasco Rd re-alignment)	6,350	1,400	08/09
27.2	Vasco Rd, Alameda & Contra Costa (Vasco Rd ACE parking)	1,204		
28	Parking Structure at Transit Village at Richmond BART Station	4,320	2,000	06/07
32.5	North Coast Railroad; environmental remediation projects	2,954		
35.2	Pacific Surfliner; triple track intercity rail line within Los Angeles County	66,936		
35.3	Pacific Surfliner; fifth lead track, Los Angeles County	4,675		
37.1	Los Angeles Mid-City Transit Improvements; Wilshire Bus Rapid Transit	180,700		
38.2	Los Angeles-San Fernando Valley Transit Extension; North-South bus transit	98,000		
44	Rte 47 (Terminal Island Fwy); interchange at Ocean Blvd Overpass in Long Beach	2,726		
54.1	Alameda Corridor East; grade separations, Los Angeles County	68,995	1,042	08/09
54.2	Alameda Corridor East; grade separations, Los Angeles County (Santa Fe Springs)	15,300	14,489	07/08
54.3	Alameda Corridor East; grade separations, Los Angeles County (Pico Rivera)	4,400		
58	Route 10; widen freeway through Redlands, Route 30 to Ford Street	5,704	12,473	04/05
63	Route 60; add 7 miles of HOV lanes west of Riverside, Rte 15 to Valley Way	21,000	7,381	04/05
70.2	Route 22; HOV lanes, Route 405 to Route 55 in Orange County (design/build HOV)	123,700		
73	Alameda Corridor East; (Orangethorpe Corridor) grade separations in Orange Co.	11,800	3,300	04/05
74.1	Pacific Surfliner; within San Diego Co. (Oceanside double tracking)	5,500		
74.3	Pacific Surfliner; within San Diego Co. (maintenance yard)	32,750		
75.2	San Diego Transit Buses; low-emission buses (NCTD)	7,700		
79	North County Light Rail; Oceanside to Escondido in San Diego County	80,000		
83.1	Route 15; managed lane project north of San Diego (Stage 1) (Transit elements)	23,000		
90	Route 99, widen freeway to 6 lanes, Kingsburg to Selma	16,140	42,616	05/06
91	Route 180; new expressway, Clovis Ave to Temperance Ave in Fresno County	7,439	36,781	08/09
92	San Joaquin Corridor; improve track & signals near Hanford in Kings County	10,000		
95	Route 41; improvements at Friant Road interchange in Fresno	8,070		
96	Friant Road; widen to four lanes from Copper Avenue to Road 206 in Fresno County	9,488		
97.1	Operational improvements near California State University at Fresno (City of Clovis)	215		
97.2	Operational improvements near California State University at Fresno (City of Fresno)	5,782		
99.2	San Joaquin Corridor; improve track and signals (Stockton to Escalon)	12,000	24,200	08/09
103	Route 99; improve interchange at Seventh Standard Road, north of Bakersfield	6,100		
107	Route 205, widen freeway to 6 lanes, Tracy to I-5	25,000	66,327	06/07
112	Jersey Avenue; widen from 17th Street to 18th Street in Kings County	1,500		
118	Sacramento Clean Air/Transportation Plan; reduce diesel engine emissions	34,500		
119.2	Low emission replacement buses (Yolo bus service operations)	1,227		
123	Oceanside Transit Center; parking structure	590		
159	Route 101, Steele Lane interchange, Sonoma County	6,000	13,759	04/05
	Total	**$915,690**	**$226,768**	

Traffic Congestion Relief Program
Non-Construction Projects Ready in 2004-05
($1,000's)

#	Project Description	Phase(s)	New 2004-05 Allocation	Pending STIP Allocation	STIP FY
1.1	Extend BART to Downtown San Jose (Fremont to Warm Springs)	ROW	$ 40,000		
1.2	Extend BART to Downtown San Jose (Warm Springs to San Jose)	Design, ROW	568,567		
2	Fremont-South Bay Commuter Rail; BART to San Jose (Alt project)	ROW	35,000		
11	San Francisco Bay Southern Crossing; feasibility and financial studies	Env	1,800		
12.1	Bay Area Transit Connectivity: I-580 Corridor study and improvements	Env	5,000		
14	CalTrain; extension to Salinas in Monterey County	Design, ROW	12,115		
16.2	Route 4 improvements, Contra Costa County (Loveridge Rd)	ROW	9,000	$ 11,000	05/06
30	Commuter rail service, Marin-Sonoma	Env	1,200		
32.3	North Coast Railroad; complete of rail line from Willits to Arcata	Design	600		
32.4	North Coast Railroad; upgrade rail line to Class II or III standards	Env, Design	600		
32.7	North Coast Railroad; local match funds	Design	180		
32.9	North Coast Railroad; long term stabilization projects	Env,Design,R/W	6,030		
40	Route 10; add HOV lanes over Kellogg Hill, near Pomona	Design, ROW	37,959	35,848	05/06
42.2	Route 5; widen to 10 lanes (Segment B, Rte 605 interchange to Rte 710)	Env, Design	8,000		
42.3	Route 5; widen to 10 lanes (Segment C, Rte 710 interchange)	Env, Design	8,000		
43	Route 5; improve Carmenita Road Interchange in Norwalk	ROW	33,460	80,744	07/08
46	Route 1; reconstruct intersection at Route 107 in Torrance	Env,Design,ROW	1,300		
47	Route 101; California Street off-ramp in Ventura County	Design, ROW	3,380		
50	Route 71; complete 3 miles of 6-lane freeway through Pomona	ROW	17,000		
59	Route 10; Live Oak Canyon Interchange, Yucaipa	ROW	330		
77	Route 94; downtown San Diego to Rte. 125 in Lemon Grove	Env	6,000		
80	Mid-Coast Light Rail; extend Old Town light rail to Balboa Ave	Design	4,411	4,000	05/06
88	Route 5; realign at Virginia Av, approaching San Ysidro Port of Entry	Design	7,000		
98	Peach Ave; widen to 4 lanes, ped overcrossings for 3 schools, Fresno	ROW	2,200		
105	Route 99; 6-ln fwy, Madera Co Line to Buchanan Hollow Rd, Merced Co.	ROW	1,700		
106	Campus Parkway; in Merced County from Route 99 to Bellevue Road	Design, ROW	1,440	2,045	07/08
109	Route 132; 4-lane expressway in Modesto, Dakota Avenue to Route 99	ROW	1,859		
115	South Line Light Rail; extend 3 miles, Sacramento County	ROW	6,940		
116	Route 80 Light Rail Corridor; double-track, Sacramento County	Design	4,000		
128	Airport Road; reconstruction and intersection improvement, Shasta Co	Design, ROW	293		
157	Route 12; improvements from Route 29 to I-80 through Jamison Canyon	Env	1,900		
	Total		**$827,264**	**$133,637**	

STA
Solano Transportation Authority

DATE: January 19, 2005
TO: STA TAC
FROM: Daryl Halls, Executive Director
RE: STA Board Retreat to Discuss Funding CTP and New Initiatives

Background:
Each year, the Solano Transportation Authority (STA) identifies and updates its priority projects. These projects provide the foundation for the STA's overall work plan for the forthcoming two fiscal years. In follow up to the STA Board's approval of the FY 2004/05 and 2005/06 budget in July 2004, staff reviewed and updated all of the priority projects contained in the STA's Overall Work Plan (OWP). This topic was presented in a workshop styled format at the STA Board meeting of September 8, 2004 to provide members of the STA Board with the opportunity to query staff, discuss various projects and set priorities. In October 2004, the STA Board adopted its updated Overall Work Program/Priority Projects for Fiscal Years 2004/05 and 2005/06 consistent with the adoption of its two-year budget.

Discussion:
The updated OWP includes a list of 42 specific priority projects and programs. Several of these programs are new initiatives that will require the following: 1) Detailed analysis of the issue, 2) Development of implementation alternatives, specifics, and pros and cons for each alternative, 3) Initiation and implementation of an extensive public education, outreach and input effort, and 5) The development of consensus, collaboration and support for each of these specific programs among the Cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville and Vallejo, and the County of Solano. Based on discussions with the new STA Chair Mary Courville and the STA Board's Executive Committee and the recognition that the successful implementation of several of these new efforts will require early participation and support by the STA's member agencies, the STA Board has scheduled a special Board Retreat on Thursday, February 17, 2005, at the Travis Credit Union in Vacaville. Both STA Board Members and their Board Alternates have been invited to attend and participate. Interested members of the STA TAC and the Transit Consortium are also invited to attend. At the meeting, staff will provide an overview of some of the proposed topics scheduled to be discussed by the STA Board at the retreat.

Recommendation:
Informational.

Attachment:
A. STA's Adopted Overall Work Program (Priority Projects) for FY 2004-05 and FY 2005-06

STA
Solano Transportation Authority

SOLANO TRANSPORTATION AUTHORITY
PRIORITY PROJECTS FOR FY 2004-05 and 2005-06
LAST UPDATED 9-29-04
(NOT IN ORDER OF PRIORITY)

	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
1.	I-80/680/SR 12 Interchange A. Interchange EIR/EIS B. Cordelia Truck Scales Relocation Study (Completed) Status: Env Scoping Meeting held in May 2003. Environmental studies are underway. Estimated Completion Date (ECD): 2007	STA	TCRP	X	X	$8.1 mil for EIR/EIS $740 mil. -$1 bil. (Capital cost)
2.	North Connector EIR/EA Status: Env Scoping Meeting held in March 2003. Environmental studies are underway. ECD: Spring/Summer 2005	STA	TCRP	X	X	$2.7 mil for EIR/EA $68 mil. (Capital Cost)
3.	I-80/680 Auxiliary Lane Project Status: Bids opened on 11/5/03. Construction started in March 2004. ECD: December 2004	Caltrans	ITIP SHOPP	ECD: December 2004		$15 mil. (Capital Cost)

01/19/2005 kac

ATTACHMENT A

SOLANO TRANSPORTATION AUTHORITY
PRIORITY PROJECTS FOR FY 2004-05 and 2005-06
LAST UPDATED 9-29-04
(NOT IN ORDER OF PRIORITY)

	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
4.	I-80-SR 12 West-Truck Climbing Lane Project Status: The project is in the 2004 SHOPP and is currently in design. Construction is scheduled to start in 2006 depending on the availability of SHOPP funds. STA to pursue construction funding for FY 05-06. ECD: 2007	Caltrans	SHOPP (2004)	X	X	$7 mil.
5.	I-80 HOV Projects Status: A. SR 12 W to Air Base Parkway – This portion of the project is included as part of the I-80/I-680/SR 12 Interchange Project. Construction is programmed with RM-2 funds. ECD: 2008-2009 B. Air Base Parkway to I-505 – This project is Long-Term project #25 and is unfunded.	STA	TCRP RM-2 Unfunded	X	X	$78 mil. (Capital Cost) $111 mil. (Capital Cost)
6.	I-80 Red Top Slide Project Status: North side complete. South side under construction. ECD: December 2005	Caltrans	SHOPP	ECD: Fall 2005		$11.3 mil.
7.	I-80 Corridor Project PSR's Status: I-80/I-680/I-780 Corridor Study identified eligible projects. ECD: Recommended to be an ongoing program.	Caltrans STA	STIP STP/CMAQ Swap		X	NA

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
8.	Develop funding strategy for I-80/680/780 Corridor Study Mid-term and Long-term Projects including Corridor Management and ITS. ECD: 2004/2005	STA	STIP-PPM	X		N/A
9.	Benicia-Martinez Bridge Status: After several delays, bridge construction is continuing. ECD: 2007	Caltrans	RM-1	X	X	$1.1 bil.
10.	Hwy 12 Jameson Canyon EIR/EIS Status: Only $4.1M in TCRP funds and $1.5M in Napa STIP funds were allocated for the EIR/EIS. Caltrans has reported the EIR/EIS is back on schedule. ECD: 2006	Caltrans	TCRP STIP (Napa)	X	X	$5.6 mil for EIR/EIS $104 mil (Capital Cost)
11.	Highway 12 SHOPP Projects A. Road Improvements Scandia to Denverton B. Road Improvements Denverton to Currie Status: Environmental for both projects underway. Programmed in 2004 SHOPP Program. ECD: 2008 for both projects.	Caltrans	 SHOPP SHOPP	 X X	 X X	$36.5 mil.
12.	SR 12 MIS Operational Strategy Status: The Operational Strategy will provide a list of prioritized projects based upon the MIS completed in 2001. ECD: 2004/2005	STA	Gas Tax	ECD: 2004/2005		$10,000

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
13.	S.R. 12 Re-alignment and Rio Vista Bridge Feasibility Study Status: Preparation of new planning grant application and request for support letters complete and submitted. Waiting decision by Caltrans. STP/CMAQ swap funds also available for funding. ECD: 2006	STA	State Planning Grant STP/CMAQ Swap		X	$250,000
14.	SR29 MIS Status: New project, unfunded	STA	Unfunded		X	$150,000
15.	Highway 37 Project A. Phases II B. Phase III and Landscaping Status: Construction is underway and on-schedule for both projects. ECD: January 2005 for Phase II and December 2005 for Phase III.	Caltrans	STIP ITIP, RTIP	X X	ECD: December 2005	$118 mil.
16.	Highway 113 SHOPP Projects A. Maintenance Project (SR12 to Cherry)(Complete) B. In Downtown Dixon – Reconstruct SR 113 Status: Project A is complete. Project B is being designed by the City; approved in 2004 SHOPP. ECD: Project B – 2005.	Caltrans	SHOPP	X	Construction in Summer 2005	$2.5 mil.
17.	SR 113 MIS Status: FY 2005-06	STA	STP/ CMAQ Swap		X	$150,000

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
18.	Jepson Parkway Project					
	A. EIS/EIR	STA	STIP Fed Demo	X		$1.4 mil.
	B. Walters Road Widening	Suisun City	Fed Demo Local	X		$6.1 mil.
	C. Leisure Town Interchange	Vacaville	Fed Demo STP Local	X	X	$22 mil.
	D. Update Concept Plan upon completion of Environmental		STP		X	$25,000
	Status: Project A is underway. Project B and C are under construction. ECD: Project A – 2005. Project B – 2004/2005. Project C – 2006. Project D – 2005/2006					
19.	Develop Local Interchange and Highway Landscaping Policies ECD: 2004.	STA	General Fund	Complete in 2004/05		NA
20.	Union Street/Main Street Reopening Feasibility Study Status: Draft is complete. ECD: 2004/2005	STA	STIP-PPM	Complete 2004/2005		$10,000

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
21.	Update of Countywide Traffic Safety Plan A. Highway Segments B. Local Intersections C. Safe Routes to Schools Projects Status: Update underway. ECD: Fall 2004/2005	STA	Gas Tax	Complete 2004/2005		$5,000
22.	Congestion Management Program/Regional Impact Fee Study A. Phase 1 – Feasibility and Overview Options – 2005 B. Phase 2 – Implementation Plan Status: No action to date. ECD: A-2005; B-2006	STA	Phase 1 STP Planning STP/TLC Planning Phase 2 Unfunded	CMP Update and Phase 1	X	$50,000 $25,000
23.	Countywide Traffic Model/GIS A. Development of new model (traffic) B. Development of new model (transit) C. Maintenance of model Status: Phase 1 forecasts (traffic) underway; Phase 2 (transit) will commence in FY 04-05 ECD: Phase 1: December 2005; Phase 2: July 2005.	STA	RTIP STP-Planning NCTPA	X X Ongoing	Ongoing	$360,000 $80,000

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
24.	Transit Management Service A. Route 30 Service Implement to Sacramento Complete Marketing B. Solano Paratransit Status: Ongoing C. Create, identify and increase awareness of Solano Paratransit Status: Ongoing Programs.	STA	TDA BAAQMD YSAQMD Fares STAF	Ongoing A. Marketing 2004/2005	Ongoing X	$177,000 $494,000 $5,000
25.	Local Transit Studies A. Rio Vista – Draft under review B. Fairfield C. Vallejo D. Benicia – Consultant retained ECD: June 2005	STA Fairfield Vallejo Benicia	STAF	X X X X		$36,000 $60,000 $60,000 $20,000
26.	SR 12 Transit Study ECD: Summer 2005	STA	STAF NCTPA	X	X	$25,000 $15,000
27.	Transit Consolidation Study Status: To be initiated after completion of local Transit Studies. Initiate Summer 2005	STA	STAF	X	X	$75,000

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
28.	Community Based (CBO) Transit Planning A. Dixon – Completed – Sept. 2004 Dixon Implementation (04/05) B. Cordelia Study C. Vallejo Study ECD: Dixon, Completed; Cordelia, FY05/06; Vallejo, FY06/07	STA/MTC	CBO	 X X	 X	 $30,000 $20,000 $30,000
29.	Solano Works Plan Implementation A. Rio Vista LIFT Project Status: LIFT grant obtained and implementation underway.	STA	TDA LIFT TANF	X	X	$99,000
30.	Capitol Corridor Rail Station- Fairfield/Vacaville Station and Fairfield-Suisun-Benicia track improvements. Status: Station and track improvements designs underway. $25 million included in Regional Measure 2. Priority for federal funding. Status: Preliminary designs and environmental document for Fairfield/ Vacaville Station to be completed by June 2005. Negotiations with Union Pacific initiated.	Fairfield/ Vacaville STA CCJPA	ITIP RTIP ADPE-STIP Local	X	X	$35 mil. FF/VV Station

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
31.	Commuter Rail Stations A. Benicia B. Dixon Status: Environmental studies and Basis of Design Report underway for Benicia Intermodal Station; Plans underway for Dixon Intermodal Station; RTIP funds expected to be moved into later years of 2004 STIP. Oakland-Sacramento Regional Rail Study is developing preliminary cost estimates for each of these stations. Further detailed feasibility analysis, track improvements and refined cost estimates will be needed for each station. ECD: Summer 2005 for Environmental Studies and Designs for Benicia. Dixon station construction in 2005.		RTIP E. CMAQ YSAQMD Clean Air Funds RM2	X X	X X	$20 mil. $20 mil. (Preliminary estimates for required track access and platform improvements.
32.	Commuter Rail Study Oakland to Sacramento (Auburn) Status: Track modeling underway to complete Phase 1 analysis; Phase 2 (implementation) analysis proposed to be initiated in 2005. ECD: Summer 2005 for Phase 2.	Sacramento Regional Transit District	STAF	X		$25,000
33.	Phase 2 Napa Solano Rail Study Status: TBD	STA NCTPA		Completed		Initial Project Complete

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
34.	Baylink Ferry Support and Operational Funds	Vallejo				
	A. Vallejo Station		RTIP	X	X	
	B. New Ferry		Fed Demo Fed Boat			$52 mil.
			TCRP	X		
			Fed RM2			$10.8 mil.
	C. Maintenance Facility Status: Ongoing		RTIP	X	X	$0.5 mil.
35.	Development of STA's TLC Program	STA	Regional TLC CMAQ TE			$68 mil. (Capital Costs)
	A. Further define/implement Land Use Strategies-TLC Best Practices Plan			X Sept. 2004	X	
	B. New TLC guidelines - completed					
	C. TLC Corridor Studies (i.e. North Connector, Jepson Parkway and S.R. 12 Design Concept) funding strategy		STP-Planning		X	
	D. County TLC Plan - Completed			Oct. 2004		
	ECD: FY 2004-05					

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
36.	Implementation of Countywide Bicycle Plan Priority Projects A. Solano Bikeway Feasibility-Phase 2 Vallejo-(Hiddenbrook) to Fairfield B. Jepson Parkway Bikeway (next phase(s) C. Benicia Bike Route: State Park/I-780 D. Central County Bikeway gap closure (Marina Blvd.-Amtrak Station on SR 12 in Suisun City) Status: Countywide Bicycle Plan and new 5-year priority list completed in June 2004 ECD: Ongoing	Fairfield Fairfield/ Vacaville Benicia	TDA-Art 3 TLC STIP CMAQ Regional Bike/Ped. Program	Ongoing X X X X	Ongoing	$5mil. -$7 mil. (Capital costs)
37.	Countywide Pedestrian Plan and Implementation Plan. Status: Countywide Pedestrian Plan is completed.	STA Solano County	State TEA Bay Trails TDA-ART3	ECD: Oct. 04		$3.0 - $5.0 mil. (Capital Cost)
38.	Solano Napa Commuter Information Program A. Marketing SNCI Program B. Full Incentives Program C. Completion of Guaranteed Return Trip (GRT) Program D. Employer/Vanpool Program E. Web Services Status: Marketing, Incentives, and implement GRT ECD Jan. 2005 for GRT Program: others are ongoing programs.	STA	TFCA YSAQMD RIDES CMAQ	Ongoing	Ongoing	FY 04-05 $124,385 FY 05-06 $99,354

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
39.	STA Marketing/Public Information Program A. Website B. Events C. Transit Marketing brochures D. Route 30 promotion Status: Contract amendment with marketing consultant to develop new materials. Marketing Plan Development and Implementation ECD: Ongoing	STA	STAF Sponsors	Ongoing	Ongoing	FY 04-05 $155,980 FY 05-06 $146,000
40.	Monitor Delivery of Local Projects/Allocation of Funds Status: ongoing activity. ECD: ongoing activity.	STA	STIP-PPM STIP-TAP STP/STIP Swap	Ongoing	Ongoing	NA
41.	Develop a Funding Plan for the Solano County Comprehensive Transportation Plan (CTP) • Arterials, Freeways & Highways Element • Transit Element • Alternative Modes Element ECD: Spring 2005	STA	All Sources	X	TBD	$4.6 billion Transportation Need over 25 years

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	PRIORITY PROJECTS	LEAD AGENCY	FUND SOURCE	2004-05	2005-06	EST. PROJECT COST
42.	Regional Measure 2(RM 2) Implementation		RM-2	Ongoing	Ongoing	
	• Vallejo Station	Vallejo				$28 million
	• Solano Intermodal Facilities	STA				$20 million
	• I-80/680/SR 12 Interchange	STA				$100 million
	• Capital Corridor Improvements	STA, CCJPA				$25 million
	• Regional Express Bus North Capital and Operating	MTC				$ 16 million and $3.4 million per year for operating (competitive)
	Status: Funding reserves submitted					

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STA
Solano Transportation Authority

DATE: January 20, 2005
TO: STA TAC
FROM: Dan Christians, Assistant Executive Director/ Director of Planning
RE: Overview of the STA's Solano Congestion Management Program (CMP) and Related Plans, Studies, and Mitigation Measures

Background:
In its role as the Congestion Management Agency for Solano County, STA has prepared this report and the attached white paper entitled "Discussion Paper on STA is Solano Congestion Management Program Update and related Plans, Studies and Mitigation Measures" to provide the STA TAC, Consortium and STA Board an overview of its current congestion management program as well as to identify the major issues that staff proposes to be addressed in the new Congestion Management Program (CMP) update scheduled to be completed by the end of 2005.

The STA's 1991 CMP was initially developed to meet the requirements of a bi-partisan legislative package developed by the State Legislature in 1989, and approved by the voters in 1990. This legislation also increased transportation revenues and changed state transportation planning and programming processes. The specific CMP requirements were originally included in the "Transportation Blueprint for the 21st Century" which raised the gasoline tax by 9-cents (Proposition 111) and authorized the letting of bonds to pay for transit projects (Proposition 108).

According to a study prepared by the non-profit organization called:"Transportation California", consisting of a coalition of business and labor organizations including the Alliance for Jobs, funding for roads and bridges has been only about 70 percent of the level intended under the state's 1990 Blueprint. This is a result in changes in the economy, driving patterns, the failure of some of the originally proposed transportation funding bonds, and increases in fuel efficiency during the past decade.

The Solano CMP has been amended 6 times since 1991 incorporating new components and data but its overall structure, requirements and standards have remained substantially the same for the past 14 years. This includes the following:

- -CMP network of major roadways
- -Level of Service Standards
- -Performance Measures
- -Countywide Travel Demand Model
- -A Program to Analyze Impacts of Land Use Decisions made by Local Jurisdictions
- -A Seven Year Capital Improvement Program

-Other Components Including In-fill Opportunity Zones, references to new MTC goals and programs such as the TLC/HIP Program and the Association of Bay area Governments (ABAGs) Projections 2003 and "Smart Growth Livability Footprint Project."

Based on the requirements of the Metropolitan Transportation Commission (MTC), STA is beginning to develop its biennial update of its CMP. On October 13, 2004, the STA Board identified the "Congestion Management Program/ Regional Impact Fee Study" as a priority project in the STA's Overall Work Plan for 2004-05 and 2005-06.

Discussion:
To better meet the growing transportation needs of Solano County residents and businesses, staff is proposing the STA conduct a comprehensive update of the Solano Congestion Management Program and to review various transportation mitigation programs, including regional impact fee programs, that have proven to be the most successful in other counties in the Bay Area and throughout the state.

STA has prepared the attached CMP issue paper to identify some of the main issues that are proposed to be addressed during the next comprehensive CMP update. The paper is organized as follows:

-Purpose of CMPs
-The Role of MTC and the CMP
-STA's Planning Authority
-History of the CMP in Solano County
-Countywide Travel Demand Model
-Performance Measures
-Deficiency Plans
-CMP Capital Improvement Program
-Land Use Mitigation Measures
-Relationship of the CMP to the CTP
-Issues Proposed to be Addressed in the Solano Congestion Management Program Update and Regional Impact Fee Study (Phase 1)

At the STA Board retreat on February 17, 2005, staff plans to discuss this topic with the Board. Based on the input and policy direction from the Board, a recommendation for a scope of work and a request for proposals for the Solano Congestion Management Program/Regional Impact Fee Study (Phase 1) would be provided at the February 23 TAC for a recommendation and the March 9 STA Board meeting for action.

Recommendation:
Informational.

Attachment:
A. Discussion Paper on STA's Solano Congestion Management Program Update and Related Plans and Studies and Mitigation Measures

Discussion Paper on STA's Solano Congestion Management Program Update and Related Plans and Studies and Mitigation Measures (Dated 1/20/05)

Purpose of CMPs

Congestion Management Programs (CMPs) were established as part of a bi-partisan legislative package in 1989, and approved by the voters in 1990. This legislation also increased transportation revenues and changed state transportation planning and programming processes. The specific CMP provisions were originally chartered by the Katz-Kopp-Baker-Campbell Transportation Blueprint for the 21st Century AB 471 (Katz); and subsequently amended by five bills (AB 471, AB 1791, AB 1963, AB 2419 and SB 1636).

CMPs are not required in a county if a majority of local governments and the Board of Supervisors adopt resolutions electing to be exempt from this requirement per AB 2419. However, for counties which opt out of preparing a CMP, the Metropolitan Transportation Commission (MTC) directly works with the appropriate county agencies to establish project priorities for monitoring, evaluating and funding the system in accordance with state and federal requirements.

CMP statutes establish requirements for local jurisdictions to receive certain gas tax subvention funds. Additionally, CMPs play a role in the development of specific project proposals for the Regional Transportation Plan (RTP) and the Regional Transportation Improvement Program (RTIP).

The main purpose of the CMP is to establish a procedure to alleviate or control anticipated increases in roadway congestion to ensure that federal, state, and local agencies join with transit operators, business, private and environmental interests to implement comprehensive strategies needed to develop appropriate strategies and responses to transportation needs.

The Role of MTC and the CMP

CMP biennial updates are required by MTC to monitor the major congestion, transportation improvements and programs in Solano County. This program also ensures that local gas tax subventions (authorized by Proposition 111) and federal funding through the TEA-21 Surface Transportation Program (STP) and Congestion Mitigation and Air Quality Program (CMAQ) continue to be received by Solano County jurisdictions.

The Metropolitan Transportation System (MTS) is the Bay Area's multimodal network of highways, major arterials, transit services, rail lines, seaports and transfer hubs critical to the regions movement of people and freight. The MTS is the focus of MTC's planning and investment activities. The Solano Comprehensive Transportation Plan (CTP) identifies "Routes of Regional Significance", the major intercity routes in Solano County that provide for intra and intercounty mobility. The Solano Congestion Management Program identifies a network including of the all interstate freeways and state highways

in Solano County and certain major arterials and major intersections. The Solano Napa Travel Demand Model includes all of the Routes of Regional Significance, the CMP network plus a number of major and minor arterials and collector roads throughout the county. Each of these networks serve different purposes and, depending on the purpose and use, include different sets of countywide and/or local roadways.

MTC prepares CMP consistency guidelines to ensure compliance of the CMP with the Regional Transportation Program (RTP). The RTP is the 25-year regional transportation program, prepared by MTC with input from the public, local agencies and congestion management agencies, to respond to transportation needs throughout the nine Bay Area counties including Solano County.

STA's Planning Authority

STA is mandated by state law to review and comment on planning matters that impact Solano County transportation; however, it does not exercise land use authority such as a city does in approving specific projects within their jurisdiction. STA's planning powers arise from two primary sources:

- The California Government Code provisions on Congestion Management Programs and local Comprehensive Transportation Plans.
- The Joint Powers Authority Agreement between Solano County and the seven cities in the county that established the STA.

History of the CMP in Solano County

The first CMP for Solano County was adopted by the STA in 1991 and has been updated every two years since then. The CMP also follows MTC guidelines regarding consistency of the CMP with the RTP. The STA Board approved the most recent CMP on February 11, 2004.

The STA has continued to adopt a biennial CMP because it: 1.) ensures receipt of certain gas taxes subvention funds; 2.) provides a basic monitoring tool on traffic congestion; 3.) serves as an up-to-date informational document for all major Solano transportation modes; and 4.) serves as a resource guide on transportation and land use strategies and improvements suggested for the county.

The CMP is intended to enhance or maintain mobility on the transportation system, encourage examination of the links between land use decisions and the transportation system, arrange for mitigations for the effects of land use decisions on the countywide transportation system, improve air quality, increase the use of alternate transportation modes to the single occupant automobile, improve the efficiency of the existing transportation system, and plan for the future coordination of land use and transportation decisions. It includes provisions regarding infill developments to encourage compact residential and mixed use development in proximity to transit.

State CMP legislation allows each congestion management agency (CMA) to prepare and adopt a CMP and to monitor conformance to that program of local agencies within the

county. The STA has been designated as the CMA for Solano County. The CMP is to be implemented and biennially updated, consistent with the schedule for adopting the RTP.

The role of the CMP in the countywide and regional transportation processes include:

- Identifying specific near term projects to implement the longer-range vision established in the countywide transportation plan.

- Addressing the transportation investment priorities of the multiple jurisdictions in each county can be addressed in a countywide context.

- Establishing a link between local land use decision making and the transportation planning processes.

- Serving as a building block for the federally required Congestion Management System.

The CMA is permitted to withhold the increase in the gas tax subvention to cities and counties, in accordance with the passage of Proposition 111 if consistency with the CMP is not achieved. In Solano County, this sum of gas tax subventions has generated a total estimated $3-4 million per year for the eight member jurisdictions since 1991.

To be effective, the CMP was initially developed as a program of cooperation rather than confrontation. To this end, this document was created through a joint effort of the cities and the county. Public Works, Transit and Planning staff from each of the Cities and the County has aided in the preparation of this program.

The Solano CMP contains the following elements and components:

- An established level of service standards to monitor and adopted system of highways and principal arterials in Solano County.
- A performance element that includes performance measures to evaluate current and future multimodal system performance for the movement of people and goods.
- A travel demand element that promotes alternative transportation methods
- A program to analyze the impacts of land use decisions made by local jurisdictions on regional transportation systems.
- A seven-year capital improvement program, developed using the CMP performance measures element, and consistent with transportation-related vehicle emission air quality mitigation measures provided by the Bay Area Air Quality Management District (BAAQMD) and Yolo Solano Air Quality Management Districts (YSAQMD).
- Infill Opportunity Zones- Permits local jurisdictions to use alternative methods for determining a level of service for that zone, or to approve a list of mitigation options that include transit, pedestrian, and other alternative transportation programs.

- Safety- Incorporates the goal of safety for system users.
- MTC Resolution 3434 (Regional Transit Expansion Plan)- Establishes long-range priorities for transit expansion in the 2001 RTP.
- TLC/HIP- MTC expanded this program in the 2001 RTP and includes a county TLC/HIP component.
- Smart Growth Vision or Smart Growth Policies- Includes components of the Smart Growth Strategy Regional Livability Footprint Project. MTC's principles on Transportation/ Land Use Integration look to the CMAs to play a stronger role in this area.
- Projections 2003- Projections 2003 is being used in the new RTP (T-2030) and the current Solano CMP as the basis for job and housing forecasts.
- Modeling Smart Growth at the Local Level- MTC encourages CMA modeling practices to more fully incorporate the impact and benefits of higher density mixed-use developments on transportation demand.

Some tasks involved in maintaining the CMP have been assigned to the individual jurisdictions. Every two years, the member jurisdictions must certify to the STA that the requirements of the program have been fulfilled.

The Level of Service for the Solano County CMP system has been set at Level E except for roadways already operating at Level F in 1991. Performance measures are used to determine the effectiveness of projects included in the Capital Improvement Program. They are also useful to help determine the effectiveness of proposed actions in deficiency plans.

The State CMP legislation and MTC's CMP guidelines also ensure CMP consistency with air quality plans. Since the southwestern half of Solano County is in the Bay Area Air Quality Management District (BAAQMD) and the northeastern half is in the Yolo-Solano Air Quality Management District (YSAQMD), air quality consistency is a more involved process in Solano County than in other Bay Area counties.

Countywide Travel Demand Model

The analysis and mitigation of impacts to the transportation system caused by land use decisions are being monitored on a cumulative basis in the STAs Countywide Travel Demand Model by compiling and monitoring the traffic impacts created by increased land use densities authorized by general plans for Solano County jurisdictions in which the project is planned. The countywide traffic model was last approved in 2001 and is currently being updated in 2005 to reflect more recent changes in projected jobs and housing units forecasted for each of the cities and the county jurisdictions over the next 25 years.

Although the Countywide Travel Demand Model was initially developed as part of the requirements of the Solano CMP program, it is being used more and more for transportation planning, environmental studies and project development purposes.

Performance Measures

The Solano CMP has established performance measures to monitor the CMP network including level of service, travel times to and from work, ridership for intercity transit and bicycle and pedestrian movement. These measures provide periodic indicators of how well the system is performing but are not a very detailed or comprehensive set of measures.

The CMP makes it the responsibility of each STA member agency jurisdiction to measure and report the level of service (LOS) on segments or intersections within its jurisdiction. Per state law, a number of categories of trips may be excluded from the LOS calculations such as:

- Interregional travel (those vehicle trips starting in Solano County and ending in another county or visa versa)
- Freeway ramp metering
- Traffic signal coordination if such coordination is done by the state or multi-jurisdictional agencies
- Traffic generated by low or very low income housing
- Traffic generated by high density residential development located within ¼ mile of a fixed rail passenger station
- Compact or in-fill development within a locally adopted Infill Opportunity Zone.

If an actual LOS falls below the minimum standard and is not within a locally adopted In-Fill Zone, member agencies could face possible sanction of a loss of the gas tax increment provided by Proposition 111. However, the main purpose of the STA's CMP has always been to monitor the LOS standards on a regular basis to avoid serious traffic congestion but not to be punitive to member agencies. It has always been the STA's practice not to pursue withholding gas tax, because this action could actually make other problems worse (i.e. local road maintenance), and it should only be considered in an extreme situation if there were no other options available.

Since the first Solano CMPs were prepared, much more detailed on-going data collection and monitoring of the system is now provided directly by the Countywide Solano Napa Travel Demand model and from special studies the STA prepares, such as the Solano Comprehensive Transportation Plan, I-80/680/780 Major Investment and Corridor Study, and as part of environmental impact studies conducted by the STA as the lead agency (i.e. Jepson Parkway EIS/R, I-80/680/12 interchange EIS/R and North Connector EIS/R).

Deficiency Plans

STA's current process is to review various environmental impact reports and general plan amendments for new proposed land use developments in the county. If the STA determines that the proposed general plan amendment contains land uses not included in the most recently updated model, staff requests the member agency to have a special model run conducted to determine if the proposed project will exceed any of the level of service (LOS) standards as a result of the unanticipated project. If based on the LOS data obtained from a special model run, it is determined that a segment or intersection of the CMP system will deteriorate below the LOS standard (within the seven year timeframe of

the capital improvement program), the jurisdiction is required to prepare a "deficiency plan" in time for the mitigation to be placed in the next update of the CMP. A deficiency plan would include an analysis of the cause of the deficiency, improvements to the affected facility that would be needed so that it meets the LOS standard, cost estimates for the improvements, and an action plan with a specific implementation timetable. In the past few years, STA has conducted special CMP modeling runs (i.e. Sky Valley - Benicia, Lambie Business Park – Solano County, and Del Rio Hills – Rio Vista) and has written various comment letters, suggested mitigation measures and requested model runs on other new projects, Draft EIRs and general plan amendments (i.e. Rio Vista General Plan, Fairfield Comprehensive General Plan Amendment, Dixon Downs – Dixon, Lagoon Valley - Vacaville, Bordoni Ranch – Vallejo).

CMP Capital Improvement Program

CMP state law requires that a seven year capital improvement program be established. It basically includes all federal and state funds programmed in the current Transportation Improvement Program (TIP). The Solano County Comprehensive Transportation Plan and special studies such as the I-80/680/780 Major Investment and Corridor extend out at least 20-25 years and more. A longer time frame than the seven years required in the CMP is needed to fully address the cumulative impacts associated with major new developments.

Land Use Mitigation Measures

The Solano CMP recognizes that mitigations for all land use decisions should be determined at the local level where the land use authority in vested by state law. However, STA has noted that for many projects impacts on the interstate freeways, state highways and major intercity arterials are sometimes not fully addressed by the project. This is primarily because most local impact fees are usually expended only in the jurisdiction where the project is located for transportation facilities either on site, immediately adjacent to the site or provides a proportionate share to improve a roadway or interchange leading from a new development to a state or interstate highway. Currently, local impact fees are not required to directly contribute to state-owned mainline improvements (the major components of the CMP network such as I-80 or SR 12) or to contribute to a transportation facility that a project may cause impacts to an adjacent jurisdiction.

Other counties such as Contra Costa, Merced, Placer, and Riverside have utilized the development of regional impact fees to directly address impacts to the transportation system. In Contra Costa, Sacramento and Riverside counties) the impact fee is co-ordinated with a local transportation sales tax measure program and in other counties, such as Placer and Merced where there are no local transportation sales tax measure, they are stand-alone programs.

Some regional traffic impact fees are collected and expended on a countywide basis (i.e. Merced County) and other fees are collected by certain city and county agencies (usually through a joint powers agreement) located along a specific corridor or portion of a county. Contra Costa County has six different regional impact fees for specific subareas

of the county and Placer County has both a countywide regional impact fee as well as corridor-based fees.

Several other counties are also considering the development of a regional traffic impact fee program, including the counties of Los Angeles, Monterey, Napa, and San Joaquin.

Relationship of the CMP To the CTP

The Solano County Comprehensive Transportation Plan (CTP) provides the most comprehensive set of countywide transportation policies and includes a summary of transportation needs and costs for various transportation modes throughout the county. The Solano CMP serves best as a monitoring program (such as the development and maintenance of the travel demand model). The Solano CMP has been instrumental in providing additional state gas taxes to our member agencies starting in 1991, it meets the state and federal requirements for monitoring the congestion management system, (and qualifies STA member agencies to receive their share of state and federal transportation funds).

Issues Proposed to be Addressed in the Solano Congestion Management Program Update and Regional Impact Fee Study (Phase 1)

Although the CMP is intended to address transportation impacts through the deficiency plan process, until now the CMP has proven to be a cumbersome and ineffectiveness program to actually mitigate development impacts on the Solano County Transportation System.

During 2005, STA staff is recommending a comprehensive update of the Solano Congestion Management Program as well as to develop an initial Regional Impact Fee Study (Phase 1). Some of the specific questions that are proposed to be addressed in this study include:

- Should the Solano CMP network be the same as the Solano County CTP network and/or Solano Napa travel demand model network?
- Should the biennial reporting of levels of service on the CMP system continue to be primarily based on data submitted by STA member agencies, or should the new Countywide Travel Demand Model be used to ensure that a standardized methodology and uniform dataset be used for each monitoring period.
- Should future CMPs and CTPs be combined into single, more integrated program to more effectively address both short term and long term transportation needs, provide more effective and regular monitoring efforts, prioritize projects, develop short and long term capital improvement programs and mitigate major impacts from unanticipated land use?
- Should the Solano CMP level of service (LOS) standard be modified from the current LOS of "E" or "F"?
- Should STA develop a multimodal (transit) component of the new model to better identify and monitor the performance of existing and proposed transit services (i.e. bus, ferry, rail and HOV)?

- How could the review and commenting on unanticipated land use developments be made more effective and proactive between STA staff and member agencies?
- What new or revised performance measures should be incorporated into the Solano CMP, CTP and/or future model updates to better identify how the overall system is functioning?
- Could additional tools be developed by the STA (i.e. geographic information system, traffic count database, and land use/TAZ database) be developed to provide the STA and member agencies with current, quicker and cumulative land use and other transportation information to assist in preparing comment letters on new proposed developments and project mitigation recommendations?
- Are there other options, incentives and/or mitigation measures that would be more proactive and should be considered in the next CMP (in addition to the required deficiency plan and potential loss of gas tax subvention provisions) if the CMP standards are determined to be exceeded by a jurisdiction?
- Should a regional impact fee be developed as a potential mitigation measure that ensures that major new development in the county pays for its "fair share" of impact on the countywide or corridor transportation systems?
- Should such a regional impact fee be collected and expended for a countywide program or only along certain designated corridors?
- Should a regional impact fee only be used directly for roadway improvements or should it also be spent on transit facilities or pay for environmental mitigation.
- Would there be advantages to considering a regional impact fee program in addition to and coordinated with a future transportation sales tax measure?

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Dan Christians, Assistant Executive Director/Director of Planning
RE: Status of Congestion Management Program (CMP) Consistency Review

Background:
The Solano County Congestion Management Program (CMP) requires the STA to review all member agency general plan amendments and/or environmental impact documents for development projects that are not included in the currently adopted CMP model. For any amendments not included in the model, the STA may require the applicant to have a special model run, conducted by the STA modeler and paid by the project sponsor. Should any of the Level of Service (LOS) standards of the CMP be exceeded as a result of the new unanticipated projects, the STA can require a deficiency plan be prepared to mitigate the additional impacts on the countywide CMP system.

Discussion:
During the past year, the STA staff has been reviewing three new development projects for consistency with the Solano Congestion Management Program (CMP). These projects are in various stages of general plan amendment and/or environmental study. The projects under CMP review are included in Attachment A.

STA staff is currently reviewing these projects and has either had a meeting with the city and/or developer or submitted a comment letter requesting a special modeling run per the stipulation of the CMP. A copy of the letter is also provided to the STA Board members for that jurisdiction. If warranted, the sponsor will be required to pay for a special traffic modeling run to determine the actual impacts on the CMP network.

In addition, there are other future large projects the STA staff is aware of and plans to monitor and evaluate for CMP consistency as additional information becomes available (Attachment B).

On a periodic basis, STA staff plans to continue to provide updates to the STA Board, TAC, and the Solano City and County Planners Group on the status and consistency of any additional major new proposed projects that require a general plan amendment and/or CMP model run and analysis.

Recommendation:
Informational.

Attachments:
A. CMP Consistency Review
B. Future EIR or General Plan Review

ATTACHMENT A

CMP Consistency Review – As of 1-14-05

Jurisdiction	Project	Location	Review Status
Dixon	Dixon Downs/office project	North Dixon Area near I-80	Draft EIR is under development and has not yet been received by STA; STA letter requesting special model run sent November 19, 2003; special model run by STA is pending.
Vacaville	Lagoon Valley	South Vacaville area/I-80	Draft EIR received by STA in March 2004; STA letter requesting special model run sent April 19, 2004; City has agreed to conduct special modeling run as part of Project Study Report (PSR) process and referenced in revised EIR on project.
Vallejo	Bordoni Ranch	Columbus Parkway	Draft EIR received by STA in December 2004; STA letter requesting special model run sent 1-3-05

Attachment B

Future EIR or General Plan Review

Jurisdiction	Project	Location	Review Status
Fairfield	Alan Witt Project	Between West Texas Street and Woolner Avenue; East of Beck Avenue	STA staff has received presentations on the project; STA will reviewing and commenting on the Draft EIR and General Plan Amendment.
Rio Vista	Del Rio Hills	South of S.R. 12/E. of Church Road	Special modeling run was conducted by the STA; STA has not yet received a Draft EIR or General Plan Amendment for review and comments.
Solano County	Rockville Trails Estates Project	East of Green Valley Road, North of Rockville Road	STA is reviewing the Notice of Public Scoping meeting on the draft EIR and GP Amendment; STA is planning to submit a comment letter.
Vallejo	The Mills Company	Fairgrounds Drive and Turner Avenue	STA has not yet received a Draft EIR or General Plan Amendment for review and comments.

STA
Solano Transportation Authority

DATE: January 14, 2005
TO: STA TAC
FROM: Elizabeth Richards, SNCI Program Director
RE: Status of Unmet Transit Needs Process for FY05/06

Background:
Transportation Development Act (TDA) Article 4/8 funds are distributed to cities and counties based upon a population formula and are primarily intended for transit purposes. However, TDA funds may be used for streets and roads purposes in counties with a population of less than 500,000, if it is annually determined by the regional transportation planning agency (RTPA) that all reasonable unmet transit needs have been met.

Solano is the one county in the Bay Area that has local jurisdictions using TDA funds for streets and roads. Five out of eight jurisdictions currently use TDA funds for streets and roads (Dixon, Rio Vista, Suisun City, Vacaville and the County of Solano). Annually, the Metropolitan Transportation Commission (MTC), the state designated Regional Transportation Planning Agency (RTPA) for the Bay Area, holds a public hearing in the fall to begin the process to determine if there are any transit needs not being reasonably met in Solano County. Based on comments raised at the hearing and written comments received, MTC staff then selects pertinent comments for Solano County's local jurisdictions to respond to. The STA coordinates with the transit operators who must prepare responses specific to their operation.

Once STA staff has collected all the responses from the transit operators, a coordinated response is forwarded to MTC. Evaluating Solano County's responses, MTC staff determines whether or not there are any potential comments that need further analysis. If there are comments that need further analysis, MTC presents them to MTC's Programming and Allocations Committee (PAC) to seek their concurrence on those issues that the STA or the specified transit operator would need to further analyze as part of the Unmet Transit Needs Plan.

If the transit operators, the STA and Solano County can thoroughly address the issues as part of the preliminary response letter, MTC staff can move to make the finding that there are no unreasonable transit needs in the county. Making a positive finding of no reasonable transit needs allows the five agencies who claim TDA for streets and roads purposes to submit those TDA article 8 claims for FY04/05. All TDA claims for local streets and roads are held by MTC until this process is completed.

Discussion:
MTC held its Unmet Transit Needs hearing for the FY05/06 TDA funding cycle on Wednesday, December 1 at the Ulatis Community Center in Vacaville. MTC is compiling the comments received at the hearing and those received through other means through December 15, 2004. Although the STA has not yet received MTC's list of comments, MTC expects to forward them to the STA prior to the Consortium and TAC meetings on January 26. The STA will forward the comments electronically to Consortium and TAC members as soon as they are received.

At the Consortium, the comments will be reviewed and distributed to the appropriate transit operator to work with the STA in drafting a response to each of the issues. STA staff will draft a coordinated response for Solano County to MTC. The draft responses will be returned to the Consortium, TAC, and STA Board for review and approval before submittal to MTC. The goal is to secure the STA's Board approval by May 2005 to complete the MTC process by the end of June and allow the FY05/06 TDA claims to be promptly processed.

Recommendation:
Informational.

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: FY 2004-05 Federal Appropriations

Background:
Major transportation projects typically receive federal funding through specific projects identified by Congress as part of the Transportation Authorization Act. The last transportation authorization act, the Transportation Equity Act for the 21st Century (TEA-21), expired on September 30, 2003, has been extended several times, but has not been reauthorized. Therefore, major projects have not received Federal "earmarks" through this process since that time.

In addition to the transportation authorization act, projects may receive funding through the annual appropriations bills that fund transportation and other areas of government.

Discussion:
The President signed the FY 2005 omnibus appropriations bill on December 8, 2004. This bill includes funding for many government programs, including transportation. The Bay Area received $147 million for specific projects in the bill (see Attachment A).

Solano County received "earmarks" for two projects as follows:

- Fairfield/Vacaville Intermodal Station ($496,000)
- Vallejo Baylink Intermodal Center ($1,240,000)

The STA continues to promote these projects and our other Federal priority projects, the I-80/I-680/SR 12 Interchange and the Jepson Parkway, for both annual appropriations and for inclusion in the reauthorization of TEA-21.

Recommendation:
Informational.

Attachment:
A. MTC Memorandum, FY 2005 Federal Appropriations (January 5, 2005)

ATTACHMENT A

Agenda Item 2.3

METROPOLITAN
TRANSPORTATION
COMMISSION

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Memorandum

TO: Joint Finance Working Group

DATE: January 5, 2005

FR: Rebecca Long

RE: FY 2005 Federal Appropriations

Background

On December 8, the President signed the FY 2005 omnibus appropriations bill, H.R. 4818, which includes funding for transportation, as well as other domestic programs. This memo provides a summary of the funding amounts contained in the bill, as well as specific earmarks for San Francisco Bay Area projects. The amounts included in this memo reflect the 0.8 percent across-the-board rescission made on the House Floor to all amounts in the bill.

FY 2005 Highway and Transit Funding Levels Remain Relatively Flat

Overall, the bill provides a very modest increase over FY 2004 funding levels. The total highway funding in the bill is $34.4 billion, a 2 percent increase over last year. This is slightly less than the House-passed reauthorization proposal ($34.6 billion) and substantially less than the Senate version ($37.9 billion). The bill deducts approximately 4% of the core highway program for discretionary spending. While California's usual return from the core highway program is 8.5 percent, the state received about 4.5 percent of total highway earmarks in FY 2005, totaling $54.5 million.

The transit program received $7.6 billion, a 4 percent increase over FY 2005. This is in comparison to $8.6 billion in the Senate bill and $7.7 billion in the House bill. Amtrak funding also remained flat at $1.2 billion, despite earlier threats in the House to drop it to $900 million. Attachment 1 provides a detailed comparison of FY 2005 funding with the last two years.

San Francisco Bay Area Receives Boost in Earmark Funding

As in recent years, project earmarking has continued to take up a larger share of the total funding. Congress provided funding to 1,827 highway and transit earmarks at a cost of $4.2 billion — almost 10 percent of the total funding. Here at home, the San Francisco Bay Area received a 7 percent increase in earmark funding for a total of $147 million, up from $138 million in FY 2004. Full details on the earmarks are provided in Attachment 2.

For New Starts, the region received funding for each of the three projects requested. Specifically, BART to SFO received $100 million, consistent with its Full Funding Grant Agreement. SF Muni Third Street Light-Rail Transit Phase 2/New Central Subway received $10 million for preliminary engineering, while the Silicon Valley Rapid Transit Corridor received $2.5 million. In addition, the conference report contains the language Muni has sought to clarify that the calculation of the local match for the Third Street project shall include all non-New Starts contributions made towards Phase 1.

The region received $18 million for 10 surface transportation program (highway) earmarks, including a number of bicycle/pedestrian projects. In addition, the Golden Gate Bridge, Highway and Transportation District received $5 million for seismic retrofit of the Golden Gate Bridge. In the Bus and Bus Facility program, seven of the ten projects included in our 2004 Report to Congress received funding, for a total of $10.5 million, up from $8.4 million last year. With regard to Clean Fuels (funded as part of the Bus program), three out of the four requests were fulfilled, including that of Muni, San Mateo County Transit District and Sonoma.

The region received a big jump in funding for the Job Access and Reverse Commute (JARC) program, from $2.5 million last year to $6 million. This funding fulfilled both of the region's requests: AC Transit ($5.5 million) and Santa Clara Valley Transportation Authority (VTA) ($600,000).

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FY 2005 U.S. Department of Transportation Budget (in Millions)

Attachment 1

Figures in millions $	FY 2003 Enacted (after 0.65% reduction)	FY 2004 Enacted (after 0.59% reduction)	FY 2005 Enacted (after 0.8% reduction)	Percent Change FY 2004-2005
Federal-aid Highway Program (Obligation Ceiling)	31,593	33,643	34,422	2%
Amtrak	1,043	1,218	1,207	-1%
Total Transit Program	7,179	7,270	7,583	4%
Formula Program	3,764	3,816	4,000	5%
Urbanized Area and Rural Formula [1]	3,663	3,667	3,850	5%
Major Capital Investment Program	3,111	3,169	3,312	5%
New Starts	1,251	1,316	1,438	9%
Fixed Guideway Modernization	1,207	1,199	1,204	0.4%
Bus & Bus Facilities	653	653	670	3%
Access to Jobs/Reverse Commute	104	124	124	0%
Elderly and Disabled	90.1	91	95	5%
Planning and Research	121	125	127	1%
Clean Fuels	50	50	50	0%
Bay Area Earmark Projects				
Highway	13.5	16.0	18.2	14%
New Starts	102.8	108.4	111.6	3%
Bus and Bus Facilities	10.2	8.4	10.5	25%
Job Access and Reverse Commute Grants	4.7	2.5	6.0	240%
Total Earmarks	130.6	137.7	147.1	7%

Source: President's Proposed Budget as detailed on FHWA and FTA websites & Senate and House Reports on DOT Appropriations Bill, Conference Reports and Committee Reports

(1) This amount for FY 2005 is an estimate based on the 5% increase in the formula program overall.

Federal Highway Administration (FHWA) Projects	FY 2005 Enacted (after 0.8% rescission)
Intelligent Transportation Systems (ITS)	
Transportation Management and Emergency Operations Center/City of Oakland [1]	$744,000
Bridge Replacement And Rehabilitation Program	
Golden Gate Seismic Retrofit	$4,960,000
Federal Lands Highway	
Doyle Drive Replacement Project	$992,000
Golden Gate National Park Conservancy	$992,000
Marin Parklands/Muir Woods visitor access	$1,267,776
Ferryboats and Ferry Terminal Facilities	
S.F. Bay Area Water Transit Auth. Oyster Point Ferry	$992,000
Surface Transportation Program	
Alamaden Express Pedestrian Overcrossing, San Jose	$496,000
Cherryland/Ashland Streetscape Improvements	$1,240,000
Healdsburg Pedestrian & Bicycle Path	$1,240,000
Highway 101 Corridor Widening Project	$992,000
Port of Oakland, California Interregional Intermodal System	$992,000
Route 152 Safety Improvements, Santa Clara County	$992,000
Vasco Road Safety Improvements	$496,000
San Francisco, VanNess Avenue - Landscaping Improvements	$992,000
Ygnacio Valley Road Pedestrian/Bicycle Improvements	$793,600
Subtotal For FHWA Earmark Projects	**$18,181,376**
Federal Transit Administration (FTA) Projects	
Job Access and Reverse Commute (JARC)	
AC Transit - CALWORKS	$4,960,000
AC Transit - Hayward	$496,000
Santa Clara Valley - Guaranteed Ride Home Program	$595,200
New Starts	
BART to SFO	$99,200,000
Muni Third Street Light Rail Project, Phase 2 [2]	$9,920,000
VTA Silicon Valley - San Jose PE	$2,480,000

Section 5309 Bus and Bus Facilities	
Ed Roberts Campus, Ashby BART Station	$496,000
Fairfield/Vacaville Intermodal Station [3]	$496,000
LAVTA Bus and Bus Facility [4]	$496,000
LAVTA Satellite Maintenance, Operations & Admin. Facility	$297,600
Napa Transit Center	$496,000
Palo Alto Intermodal Center	$744,000
SamTrans Zero Emission Bus Project	$744,000
San Francisco Muni, Bus and Bus Facilities	$3,968,000
Santa Clara VTA Bus Signalization Project	$744,000
Sonoma County CNG fueling facility upgrade	$297,600
Union City Intermodal Station	$496,000
Vallejo Baylink Intermodal Center	$1,240,000
Subtotal for FTA Earmark Projects	**$128,166,400**
General Services Administration	
San Francisco Muni, communication system upgrade	$744,000
Grand Total for all Earmark Projects	**$147,091,776**

Source: Senate, House, and Conference Reports on Transportation Appropriations Bill. Amounts reflect across-the-board rescissions made to funding levels specified in bill (.80% reduction in FY 2005).

Notes:

(1) Shaded rows indicate requests that were included in MTC's 2004 Report to Congress

(2) Provision modifies the calculation of the non-New Starts share of funding for the Muni Third Street Light Rail Project, as provided in House bill

(3) The FY 2005 Appropriations Bill provides that funds made available for the Alameda Aerial Gondola Project ($497,050) in FY 2004 shall be redirected to the Fairfield/Vacaville Intermodal Transit Station.

(4) The FY 2005 Appropriations Bill directs FTA not to reallocate funds provided in the FY 2002 transportation appropriations bill for the Livermore Amador Valley Transit Authority Bus and Bus Facility Project.

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: FY 2004-05 STP/CMAQ Projects

Background:
Projects funded with Federal Surface Transportation Program (STP) and Congestion Mitigation and Air Quality Improvement Program (CMAQ) funds are subject to the new project delivery guidelines and deadlines established by Caltrans and the Metropolitan Transportation Commission (MTC). Solano County projects receiving STP and CMAQ funds in FY 2004-05 are shown in Attachment A.

Discussion:
Projects programmed in FY 2004-05 with STP and CMAQ federal funds must have the request for obligation to Caltrans by April 1, 2005. Additionally, these projects must be identified in the Transportation Improvement Program (TIP). The amendment to the TIP to include the projects in Attachment A has been processed by MTC and should be approved by the Federal Highway Administration (FHWA) by mid-February.

Recommendation:
Informational.

Attachment:
A. MTC list of STP and CMAQ Projects for FY 2004-05

METROPOLITAN TRANSPORTATION COMMISSION
FFY 2004-05 Obligation Plan Status
STP / CMAQ Funds
January 1, 2005

County	Agency	Fund Source	Federal Project ID	TIP ID	Mode	Project Title	STP Program Amount	CMAQ Program Amount	Fund	STP Obligation Amount	CMAQ Obligation Amount	Obligation Date	Obligation Remaining Balance
FFY 2004-05 Obligation Submittals to be submitted to Caltrans by April 1, 2005													
Alameda	AC Transit	CMAQ-T3-1-AQ		ALA010063	Bus	Acquire 416 Bus Catalyst Devices		$68,000	CMAQ				$68,000
Alameda	Alameda County	STP-T3-2-BF		ALA010046	Local Road	Vasco Road Safety Imps. - Phase 1	$3,900,000		STP				$3,900,000
Alameda	LAVTA	CMAQ-T3-1-AQ		ALA030015	Bus	Acquire 25 Bus Catalyst Devices		$203,000	CMAQ				$203,000
Alameda	LAVTA	CMAQ-T3-1-AQ		ALA030017	Express Bus	Express Bus - Route 70 and Subscription Routes - FY 04-05		$89,000	CMAQ				$89,000
Contra Costa	CCCTA	CMAQ-T3-1-AQ		CC-030016	Bus	Acquire 103 Bus Catalyst Devices		$114,000	CMAQ				$114,000
Contra Costa	Clayton	STP-T3-2-SF-LSR		CC-050016	Local Road	Clayton Rd/Marsh Creek Rd Rehab	$284,000		STP				$284,000
Contra Costa	Danville	STP-T3-2-SF-LSR		CC-050021	Local Road	Diablo Road Rehabilitation (PSE)	$13,000		STP				$13,000
Contra Costa	Danville	STP-T3-2-SF-LSR		CC-050021	Local Road	Diablo Road Rehabilitation (CON)	$520,000		STP				$520,000
Contra Costa	Martinez	STP-T3-2-SF-LSR		CC-050018	Local Road	Alhambra Avenue Rehabilitation (CON)	$534,000		STP				$534,000
Contra Costa	Martinez	STP-T3-2-SF-LSR		CC-050018	Local Road	Alhambra Avenue Rehabilitation (PSE)	$66,000		STP				$66,000
Contra Costa	Oakley	STP-FY00RAB	STPL-5477(001)	CC-010012	Local Road	O'Hara Avenue Overlay	$217,000		STP			PENDING	$217,000
Contra Costa	Oakley	STP-FY00RE	STPL-5477(001)	CC-991053	Local Road	East Cypress Road Overlay	$214,000		STP			PENDING	$214,000
Contra Costa	Richmond	STP-T3-2-SF-LSR		CC-050015	Local Road	Carlson Boulevard Rehabilitation	$309,000		STP				$309,000
Contra Costa	Richmond	STP-GFY01TLC	STPLER-5137(028)	CC-010019	Bicycle	TLC - Richmond Greenway and Bikeway	$1,900,000		STP			PENDING	$1,900,000
Contra Costa	Richmond/BART	STP-FY01 HIP	5137	CC-010021	Pedestrian	HIP - Richmond Transit Village Transit/Ped Imp. (ENV)	$145,000		STP			PENDING	$145,000
Contra Costa	Richmond/BART	STP-FY01 HIP	5137	CC-010021	Pedestrian	HIP - Richmond Transit Village Transit/Ped Imp. (CON)	$720,500		STP			PENDING	$720,500
Contra Costa	TriDelta	CMAQ-T3-1-AQ		CC-030017	Bus	Acquire 54 Bus Catalyst Devices		$438,000	CMAQ				$438,000
Marin	GGBHTD	CMAQ-T3-1-AQ		MRN010032	Bus	Acquire 82 Bus Catalyst Devices		$114,000	CMAQ				$114,000
Region-Wide	BAAQMD	CMAQ-T3-1-AQ		MTC050016	Other	AQ Strategy - Garbage Truck Repower / Catalytic Devices		$2,000,000	CMAQ				$2,000,000
Region-Wide	BAAQMD	CMAQ-T3-1-AQ		MTC050017	Other	AQ Strategy - Hydrogen Fuel Cell Station		$25,000	CMAQ				$25,000
Region-Wide	BAAQMD	CMAQ-T3-1-AQ		MTC050018	Bus	AQ Strategy - Spare The Air - Free Regional Transit		$2,861,000	CMAQ				$2,861,000
Region-Wide	BAAQMD	CMAQ-T3-1-AQ		MTC050019	Other	AQ Strategy - Auto Catalytic Device Replacement - FFY 04-05		$2,250,000	CMAQ				$2,250,000
Region-Wide	BAAQMD	CMAQ-T3-1-AQ		MTC990015	Other	Spare the Air - FY 04-05		$1,000,000	CMAQ				$1,000,000
Region-Wide	BART	STP-T3-2-BF		BRT050001	Rail	Platform Edge Tile Replacement Program	$2,000,000		STP				$2,000,000
Region-Wide	MTC	CMAQ-T3-1-RO	CML-6084(095)	MTC990002A	Bus	TransLink® FY 04-05 (CMAQ portion)		$19,800,000	CMAQ		$19,800,000	11/18/2004	
Region-Wide	MTC	STP-T3-2-RO	6084(###)	MTC990014	Bus	Regional Transit Information System (RTIS)		$2,000,000	CMAQ				$2,000,000
San Francisco	MUNI	CMAQ-T3-1-AQ		SF-030008	Bus	Acquire 45 Motor Coach Clean Air Device Retrofit		$365,000	CMAQ				$365,000
San Mateo	SamTrans	CMAQ-T3-1-AQ		SM-030018	Bus	Acquire 265 Bus Catalyst Devices		$454,000	CMAQ				$454,000
San Mateo	SamTrans	CMAQ-T3-1-AQ		SM-030019	Express Bus	Express Bus - El Camino Real Corridor - FY 04-05		$306,000	CMAQ				$306,000
San Mateo	San Mateo Co	STP-T3-2-BF		SM-050024	Local Road	Pescadero Creek Road Resurfacing Project	$310,000		STP				$310,000
Santa Clara	VTA	CMAQ-T3-1-AQ		SCL030021	Bus	Acquire 99 Bus Catalyst Devices		$802,000	CMAQ				$802,000
Santa Clara	VTA	CMAQ-T3-1-AQ		SCL030021	Bus	AQ Strategy - 129 Bus Catalyst Devices		$1,057,000	CMAQ				$1,057,000
Solano	Dixon	CMAQ-T3-2-SOL	5056	SOL030001	Bus	Dixon Intermodal Facility		$875,000	CMAQ				$875,000
Solano	Fairfield	CMAQ-T3-1-AQ		SOL030018	Bus	Acquire 24 Bus Catalyst Devices - FY 04-05		$195,000	CMAQ				$195,000
Solano	Rio Vista	CMAQ-T3-2-SOL	STPLER-5099(005)	SOL991091	Pedestrian	Rio Vista Main St. Improvements (CMAQ portion)		$100,000	CMAQ				$100,000
Solano	Rio Vista	STP-FY00RAB	STPLER-5099(005)	SOL991091	Pedestrian	Rio Vista Main St. Improvements (STP Portion)	$37,500		STP				$37,500
Solano	Solano County	CMAQ-T3-2-SOL		SOL050024	Bicycle	Vacaville-Dixon Bicycle Route		$200,000	CMAQ				$200,000
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050025	Bicycle	Ulatis Creek Bike Path (PSE)		$50,000	CMAQ				$50,000
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050025	Bicycle	Ulatis Creek Bike Path (ENV)		$100,000	CMAQ				$100,000

METROPOLITAN TRANSPORTATION COMMISSION
FFY 2004-05 Obligation Plan Status
STP / CMAQ Funds
January 1, 2005

County	Agency	Fund Source	Federal Project ID	TIP ID	Mode	Project Title	STP Program Amount	CMAQ Program Amount	Fund	STP Obligation Amount	CMAQ Obligation Amount	Obligation Date	Obligation Remaining Balance
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050025	Bicycle	Ulatis Creek Bike Path (CON)		$250,000	CMAQ				$250,000
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050026	Bicycle	Southside Bikeway (PSE)		$150,000	CMAQ				$150,000
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050026	Bicycle	Southside Bikeway (ENV)		$150,000	CMAQ				$150,000
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050027	Bicycle	Centennial Park Bike Path (PSE)		$150,000	CMAQ				$150,000
Solano	Vacaville	CMAQ-T3-2-SOL		SOL050027	Bicycle	Centennial Park Bike Path (ENV)		$150,000	CMAQ				$150,000
Solano	Vallejo	CMAQ-T3-1-AQ		SOL010033	Bus	Acquire 27 Bus Catalyst Devices - FY 04-05		$219,000	CMAQ				$219,000
Sonoma	SantaRosa Bus	CMAQ-T3-1-AQ		SON030008	Bus	Acquire 22 Bus Catalyst Devices		$179,000	CMAQ				$179,000
							$47,884,000	$11,170,000	$36,714,000		$19,800,000		$28,084,000

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: Project Delivery Update

Background:
The Bay Area has had an excellent record for project delivery over the six-year period of Transportation Equity Act for the Twenty-First Century (TEA-21). The region delivered 110 percent of the federal Obligation Authority (OA) and 100 percent of the federal apportionment during this period and continues to receive additional OA due to this excellent record of delivering projects. Reemphasizing the current project delivery policy is important as the obligation deadline (April 1st) approaches for FY 2004-05 federally funded projects.

Discussion:
In an effort to maintain the Bay Area's excellent delivery record and to ensure the maximum amount of federal funds continue to flow to the region, in 2003 the Metropolitan Transportation Commission (MTC) and the Bay Area Partnership revised the regional policies for project delivery. The adopted policy is intended to strengthen the region's ability to deliver projects and establishes standard guidance for all regional STP and CMAQ programming cycles.

Although the region has been very successful in delivering federally funded projects, project packages submitted to Caltrans Local Assistance have often been delayed due to a variety of factors. Late submittal of project paperwork makes it very difficult for Caltrans Local Assistance to ensure the project can be submitted to Caltrans Headquarters and FHWA (or FTA) prior to the deadlines established by these agencies. Additionally, staffing for the Caltrans Local Assistance Office at District 4 has been reduced by 10 positions from 38 to 28. The current project delivery policy provides a more structured schedule for project submittals, allowing Caltrans Local Assistance to more effectively process requests from local agencies.

The primary components of the Project Delivery Policy are as follows:

- Funds must be obligated the same year as programmed in the TIP.
- Field reviews must be requested within 6 months of MTC's approval of the project in the TIP.
- Complete environmental submittal to Caltrans 12 months prior to obligation deadline.
- April 1st deadline for submittal of obligation request to "ensure" approval.

- New encumbrance/liquidation/project close-out deadlines.
- Sponsors with inactive projects may be subject to OA or programming limitations.

The goal of the current policy is to ensure the Bay Area continues to receive the maximum amount of federal funding in the TEA-21 Reauthorization by continuing to emphasize timely project delivery.

Recommendation:
Informational.

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: Regional Measure 2 (RM 2) Program Update

Background:
In March of 2004, Bay Area Voters approved Regional Measure 2 (RM 2) increasing the toll and seven state-owned Bay Area bridges from $2.00 to $3.00 beginning on July 1, 2004. Regional Measure 2 establishes the Regional Traffic Relief Plan and identifies specific transit operating assistance and capital projects and programs eligible to receive RM 2 funding. Solano County is eligible to receive RM 2 funds for a number of capital projects and express bus operations (see Attachment A).

Discussion:
Due to restrictions on using bridge tolls for transit operations on bridges receiving Federal funds, MTC was unable to award transit operations funds during the first half of FY 2004-05. MTC requested and received approval from the Federal Highway Administration (FHWA) to use an "administrative" method for providing the transit operating funds by using only tolls generated from the five bridges in the Bay Area that do not receive Federal funds. This approval allows MTC to begin meeting the requirements of SB 916 (the RM 2 implementing legislation) for allocating RM 2 funds to transit operations.

Additionally, as part of the approval process for the Regional Transportation Plan (RTP), Federal regulations require RM 2 capital projects to be included in the air quality conformity analysis for the Transportation Improvement Program (TIP). MTC has amended the RM 2 capital projects into the TIP (Amendment No. 5 to the 2005 TIP). These projects conform to the new air quality conformity analysis being conducted as part of the RTP (also called Transportation 2030). Although MTC provided the TIP amendment for all RM 2 projects for the initiation of the RM 2 program, in the future project sponsors will be responsible for updating their RM 2 projects in the TIP as allocations are received.

Project allocation requests are processed as they are received. The MTC website (see information in Attachment B) has information and a calendar outlining the specific dates required for allocation requests. As projects receive allocations, quarterly progress reports will be required by MTC from the project sponsor. MTC is currently developing a format for the quarterly reports.

Recommendation:
Informational.

Attachments:

A. Regional Measure 2 Solano County Projects
B. MTC Memorandum, Regional Measure 2 Program Updates (December 15, 2004)

Regional Measure 2
Solano County Projects
(Costs in $000's)

			FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09	FY 09-10	Future	
RM 2 ANNUAL OPERATING										
Vallejo Ferry ($2.7M/yr)										
- Vallejo			100.0	2,700.0	2,700.0	2,700.0	2,700.0	2,700.0	2,700.0	
Regional Express Bus North Pool ($3.4M/yr)										
- FST/Benicia (I-680)			120.1	126.1	132.4	139.0	146.0	1,700.0	1,700.0	
- Vallejo (I-80)			850.0	1,725.5	1,751.4	1,777.7	1,804.3	1,700.0	1,700.0	
CAPITAL PROJECTS	Project Cost		FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09	FY 09-10	Future	Total RM2
Vallejo Station ($28M, Vallejo)										
- Vallejo	52,000.0		0.0	5,000.0	10,000.0	13,000.0				28,000.0
Solano Express Bus Intermodal Facilities ($20M, STA)										
- Vallejo - Curtola	15,000.0		1,000.0	200.0	3,000.0	1,800.0				6,000.0
- Benicia Intermodal (Ph 1)	5,000.0					3,000.0				3,000.0
- Fairfield Transportation Ctr	12,000.0		800.0	200.0	4,500.0					5,500.0
- Vacaville Intermodal (Ph 1)	9,000.0		500.0	2,000.0	3,000.0					5,500.0
Solano Corridor Near I-80/I-680 ($100M, STA)										
- North Connector (East end)	50,552.0					23,552.0				23,552.0
- I-80 HOV Lane (12W to AB)	85,848.0		1.0	1.0	10,346.0	64,102.0				74,450.0
Capital Corridor Improvements ($25M, CCJPA and STA)										
- CCJPA Track Improvements	10,000.0		500.0	5,000.0	2,250.0					7,750.0
- FF/VV Rail Station and	35,000.0		500.0	800.0	9,000.0	6,950.0				17,250.0
Track Improvements										
Regional Express Bus North ($20M, $4M Committed, MTC)										
- Vallejo										
-- Curtola	15,000.0				2,000.0	4,000.0				6,000.0
--										0.0
- FST										
-- FTC Parking Structure	12,000.0					2,500.0				2,500.0
-- I-680/Industrial PnR	2,075.0		500.0	1,000.0						1,500.0
-- Vacaville Intermodal (Ph 1)	9,000.0			2,000.0						2,000.0

ATTACHMENT A

Regional Measure 2
Solano County Projects
(Costs in $000's)

OTHER PROJECT CATEGORIES			FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09	FY 09-10	Future	Total RM2
TransLink ($22M, MTC)										
- FST										0.0
- Vacaville										0.0
- Vallejo										0.0
Real-Time Transit Info ($20M, MTC)										
- FST	5,000.0			1,000.0	1,000.0					2,000.0
- Vacaville										0.0
- Vallejo										0.0
Safe Routes to Transit ($22.5M, $2.5 Committed)										
- FST										
-- Bike Route to FF/VV Statio	2,000.0				1,000.0					1,000.0
SUMMARY OF PROJECTS REQUESTING RM 2 FUNDS FROM MORE THAN ONE CATEGORY										
Vallejo - Curtola										
- Solano Express Bus Facilities			6,000.0							
- Regional Express Bus North			6,000.0							
	Total		12,000.0							
Fairfield Transportation Ctr										
- Solano Express Bus Facilities			5,500.0							
- Regional Express Bus North			2,500.0							
	Total		8,000.0							
Vacaville Intermodal (Ph 1)										
- Solano Express Bus Facilities			5,500.0							
- Regional Express Bus North			2,000.0							
	Total		7,500.0							

METROPOLITAN
TRANSPORTATION
COMMISSION

Joseph P. Bort MetroCenter
101 Eighth Street
Oakland, CA 94607-4700
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TDD/TTY: 510.464.7769
Fax: 510.464.7848

Memorandum

TO: Regional Measure 2 Project Sponsors

DATE: December 15, 2004

FR: Melanie Choy and Vince Petrites

RE: Regional Measure 2 Program Updates

Regional Measure 2 Policies and Procedures

On November 17, 2004, MTC approved an amendment to the Regional Measure 2 (RM2) Policies and Procedures. The amendment incorporates performance measures for transit operating assistance as well as minor technical amendments to the Policies and Procedures. The updated policies and procedures can be accessed online at: http://www.mtc.ca.gov/funding/RM2/policies_procedures.pdf.

Inclusion into the 2005 Transportation Improvement Program

As part of the approval process for the regional long-range plan, Transportation 2030 (T-2030), federal regulations require that the air quality conformity for the Transportation Improvement Program (TIP) be redetermined. This action also provides an opportunity for the region to amend new non-exempt projects, which have recently become fully funded through the passage of several local sales tax measures and Regional Measure 2 (RM2), into the TIP. Consequently, we have used the opportunity to amend the RM2 capital program funds and projects into the TIP. Generally, the RM2 operating program funds do not need to be included into the TIP. Amendment No. 5 to the 2005 TIP, conforms projects in the 2005 TIP to the new air quality conformity analysis being conducted as part of the T-2030 approval process. To review projects in the amendment, visit: http://www.mtc.ca.gov/publications/tip/tipind.htm and select "Proposed TIP Amendments." Any comments or corrections are due to MTC by Monday, January 10, 2005. Amendment 05-05 will be presented to the Commission at its February meeting for approval.

In the future, project sponsors will be responsible for updating their RM2 project listing in the TIP based on approved RM2 allocations. RM2 funds in the TIP have been categorized as local, capital or operating. Only allocated funds are coded with capital or operating in the fund code and represent the approved cash flow plan from the approved MTC allocation resolution. Unallocated RM2 funds are coded with "local" to indicate a commitment of RM2 funding to the project in the TIP.

Website Updates

MTC's website page for the RM2 program has been updated. You will find general information regarding the RM2 program and information for RM2 project sponsors and implementing agencies. The allocation process and various document formats are posted online for project sponsors or

implementing agencies that are requesting RM2 funding through both the capital and operating program. Please refer to http://www.mtc.ca.gov/funding/rm2.htm for more information.

Capital Program Allocation Requests

MTC is currently processing the January allocation approval requests. Beginning with February allocation approval requests, the 60-day and 30-day deadlines for MTC staff receipt of the allocation request materials will be adhered to. If you intend to request a February allocation approval, please submit your allocation request by Wednesday, December 22, 2004. A calendar has been posted on the website outlining the specific dates for receipt of various documents (see http://www.mtc.ca.gov/funding/rm2capital.htm).

To initiate an allocation, you may submit your allocation request (allocation request form and draft Initial Project Report) via e-mail to Melanie Choy at mchoy@mtc.ca.gov. Thereafter, MTC Staff will confirm receipt of your request and contact you to proceed with your allocation request.

Operating Program Allocation Requests

The Program for operating support of Regional Express Bus services (North and South) and Owl Service will be reviewed by the Commission in January. It is anticipated that operating allocations consistent with these programs will commence in February.

Quarterly Progress Reports and Invoicing

As a reminder, the first quarterly progress report for RM2 capital program allocations will be due on April 30, 2005 covering the period from the date of allocation to March 31, 2005. A format for the quarterly progress reports is forthcoming. Project sponsors should submit any quarterly invoices along with the quarterly progress report. A format for the invoices are available online and supporting documentation must accompany the invoices, including documentation of the derivation of your mark-up rate for direct staffing costs.

For More Information

If you have any questions or comments regarding the administration of the RM2 Program, please contact:

Capital Program
Melanie Choy at (510) 464-7865 or mchoy@mtc.ca.gov

Operating Program
Vince Petrites at (510) 464-7742 or vpetrites@mtc.ca.gov

J:\PROJECT_RM 2\RM2 update.doc

Regional Measure 2 Capital Program
Allocation Requests
(As of December 30, 2005)

Below is a summary of the RM2 allocation requests submitted to MTC from project sponsors and implementing agencies for the upcoming months.

January 2005				
RM2 No.	Project Title	Sponsor/ Implementing Agency	Proposed Allocation Amount	Phase
20.2	Safe Routes to Transit Program	MTC/TALC/EBBC	$45,000	Environmental (Planning)
Total			$45,000	

February 2005				
RM2 No.	Project Title	Sponsor/ Implementing Agency	Proposed Allocation Amount	Phase
3	E-Line Historic Streetcar	Muni	4,290,000	Construction
18	Translink	MTC/ GGBH&TD	$250,000	Environmental
Total			$4,540,000	

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: Transportation Improvement Program (TIP) Update

Background:
All projects receiving Federal funds and/or that need Federal approvals (e.g., permits, environmental clearance, etc.) must be included in the Transportation Improvement Program (TIP). The Metropolitan Transportation Commission (MTC), as the Regional Transportation Planning Agency, monitors the TIP for the Bay Area and processes proposed changes to the TIP. The TIP is required to be financially constrained and only includes projects with sources of funding that Federal Highway Administration officials agree are likely to be available.

Discussion:
Over the past few months, MTC has processed three TIP amendments. One major amendment amended into the TIP all of the local streets and roads projects receiving 2nd Cycle STP funds and other projects receiving 2nd Cycle STP and/or CMAQ funds. Approval of this major amendment is anticipated to be received by the end of January 2005.

One minor amendment makes several revisions to State Transportation Improvement Program (STIP) projects for financial constraint purposes and was approved in early January. The other amendment is a major amendment that conforms the 2005 TIP to the Regional Transportation Plan and adds several new projects to the TIP. This amendment is currently in the public review and comment process.

Jennifer Tongson of the STA staff is available to help agencies with TIP amendments or to answer specific questions regarding TIP amendments.

Recommendation:
Informational.

Attachment
A. MTC Memorandum, Transportation Improvement Program Update (January 5, 2005)

METROPOLITAN
TRANSPORTATION
COMMISSION

Joseph P. Bort MetroCenter
101 Eighth Street
Oakland, CA 94607-4700
Tel: 510.464.7700
TDD/TTY: 510.464.7769
Fax: 510.464.7848

Memorandum

TO: Joint Working Group

DATE: January 5, 2005

FR: Raymond Odunlami, Joint Working Group

RE: Transportation Improvement Program Update

Pending Amendments

TIP Amendment 05-02 is a major amendment that programs TEA 21 Reauthorization second cycle STP/CMAQ projects. The amendment was approved by the MTC commission on December 15, 2005 and is pending Caltrans approval. Federal approval is anticipated before the end of January.

TIP amendment 05-03 is an administrative amendment that should be approved by MTC on January 5, 2005 and by Caltrans on January 12, 2005. Amendment 05-03 makes several revisions to STIP projects for financial constraint purposes.

TIP Amendment 05-04 is pending development and will be the January minor/administrative amendment.

TIP Amendment 05-05 is a major amendment that conforms the 2005 TIP to the Transportation 2030 Plan. The amendment adds several new projects (including non-exempt) projects into the 2005 TIP, and also delays some 2004 STIP projects for financial constraints purposes. The amendment is currently out for a public review and comment period ending on January 17, 2005.

STIP Financial Constrain

In August 2003 after the FY 2003-04 State budget had confirmed that actual STIP allocations in FY2003-04 were to be considerably lower than originally programmed, FHWA/FTA imposed a financial constraint freeze on the California FSTIP. This action prevented MPOs in the state from processing any TIP amendment until they were able to demonstrate that their TIP was financially constrained. Up until February of 2004, MTC was the only MPO that was able to reconstrain its TIP – thanks to self-help counties and their unprogrammed sales tax and measure funds.

Due to the continued uncertainty of the STIP, another TIP freeze or, lockdown is anticipated again this July. To minimize the impact of the freeze on the regions TIP, we have taken necessary action to temporarily reprogram most of the 2004 STIP (RTIP and ITIP) funds. We assumed no STIP funds would be available in FY 2004-05, only half of the funds would be available in FY2005-06 and that FY 2006-07 would be held at current funding levels.

We programmed the STIP funds in the TIP accordingly, taking advantage of the Air Quality Conformity analysis for the T-2030 and taking advantage of TIP amendment 05-05. This will prevent us performing another air quality conformity analysis necessary to take the same programming action after July. Please keep in mind that the TIP is a three-year document (FY2004-5 thru FY2006-07) and any funding outside of those three years is for informational purposes only.

Should STIP funding come through, the funds will be available in the current year through an administrative TIP amendment.

This financial constraint programming action is being done through TIP amendment 05-03 and TIP amendment 05-05 and has no impact on the priority or delivery of the projects. Should you have any questions do not hesitate to contact me at (510) 464-7717 or Kenneth Folan at (510) 464-7804.

The listings for these TIP amendments are available on the Internet at:

http://www.mtc.ca.gov/publications/tip/proposed.htm

METROPOLITAN TRANSPORTATION COMMISSION

2005 TRANSPORTATION IMPROVEMENT PROGRAM (TIP)

MAJOR TIP AMENDMENT SCHEDULE

AMENDMENT REQUEST SUBMISSION DEADLINE	PAC APPROVAL	COMMISSION APPROVAL	STATE APPROVAL*	FED. APPROVAL*
October 22, 2004	December 8, 2004	December 15, 2004	January 7, 2005	January 21, 2005
November 19, 2004	February 9, 2005	February 23, 2005	March 11, 2005	March 31, 2005
January 28, 2005**	March 9, 2005	March 23, 2004	April 8, 2005	April 22, 2005
March 11, 2005	May 11, 2005	May 25, 2005	June 10, 2005	June 30, 2005
June 10, 2005	August 10, 2005	August 24, 2005	September 9, 2005	September 30, 2005
September 9, 2005	December 7, 2005	December 14, 2005	January 6, 2006	January 20, 2006

Minor and Administrative Amendments will continue to be processed monthly.
* Dates are anticipated approval dates.
** 2005 FTA Program of Project Amendment will be processed as soon as the Federal Register is released.

METROPOLITAN TRANSPORTATION COMMISSION
2005 TRANSPORTATION IMPROVEMENT PROGRAM (TIP)
TIP AMENDMENT PROGRESS

Amendment	Type	Description	MTC Approval Date	Caltrans Approval Date	FTA/FHWA Approval Date
05-05	Major	Amendment 05-05 reconforms the 2005 TIP to the latest emissions standards and amends in several non-exempt projects thorughout the region.	Pending	Pending	Pending
05-04	Minor	Pending Development	Pending	Pending	N/A
05-03	Minor	Amendment 05-03 revises funding programmed to several STIP projects for financial constraint purposes and makes other minor revisions to projects throughout the region.	1/5/05	Pending	N/A
05-02	Major	Amendment 05-02 programs 2nd Cycle STP/CMAQ projects into the 2005 TIP. 2nd Cycle projects include numerous Local Street and Road Rehabilitation projects, new TLC projects and funding for CMA planning activities. The amendment also constraints several STIP projects to the adopted STIP and makes other corrections to projects throughout the region.	12/15/04	Pending	Pending
05-01	Minor	Amendment 05-01 constrains several projects in the 2005 TIP to the adopted 2004 State Transportation Improvement Program (STIP); made revisions to the Catalytic Device procurement program and made minor revisions to other projects throughout the region.	11/17/04	11/22/04	N/A
05-00	Major	Adoption of the 2005 Transportation Improvement Program (TIP).	7/28/04	9/10/04	10/4/04

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: Update of Small UZA Payback Plan

Background:
The Federal Transit Administration (FTA) provides funding for transit operations and capital. Large urbanized areas (UZA's), like San Francisco-Oakland, receive funding directly from FTA. Small UZA's receive funding from the State through the Governors apportionment. In California, 31 small UZA's (including Fairfield, Vacaville and Vallejo) receive FTA funding from the Governor's apportionment.

Prior to the 2000 census, Santa Rosa was a small UZA and received an advance of funds from the Governor's apportionment. Santa Rosa then transitioned from a small UZA to a large UZA and was no longer eligible to receive funds from the Governors apportionment. Due to this change in status, Caltrans requested that Santa Rosa City Bus return $1,490,209 that had been advanced. Santa Rosa City Bus denied Caltrans' request based on their interpretation that the funds were a grant and not an advance of apportionment.

In order to recover the $1,490,209 advanced to Santa Rosa, Caltrans has proposed that the current small UZA's in the Bay Area (Fairfield, Vacaville, Vallejo, Gilroy, Morgan Hill, Livermore, Napa and Petaluma) foot the bill over three federal fiscal years starting with FFY 2004-05. For the Solano County transit agencies, this "remedial plan" proposed by Caltrans will result in a loss of $280,051 for Fairfield, $196,858 for Vacaville and $416,173 for Vallejo, or a total of $893,082 for Solano County transit agencies to pay a bill owed by Santa Rosa.

Discussion:
On October 6, 2004 MTC sent a letter to Caltrans strongly opposing this plan and proposing Caltrans work directly with Santa Rosa City Bus to remedy this situation. Additionally, the STA, Napa County Transportation Planning Agency (NCTPA), Santa Clara Valley Transportation Authority (VTA), and the City of Fairfield, the City of Vacaville and Vallejo Transit sent letters to Caltrans strongly opposing this proposed plan.

Due to the intense pressure from the above agencies, Caltrans responded to MTC and informed them that funding for small transit operators would not be reduced for FY 2004-05 and they would continue to seek repayment of these funds from Santa Rosa (see Attachment A). However, Caltrans did not say they were abandoning the proposal and

reiterated that a deficit exists in the Governor's Apportionment because of the advance to Santa Rosa and would need to be resolved.

STA staff will continue to work with MTC, Caltrans and the other Bay Area CMA's to resolve this issue without an adverse affect on the small transit operators in the Bay Area.

Recommendation:
Informational.

Attachment
A. Caltrans Letter to MTC (January 7, 2005)

STATE OF CALIFORNIA—BUSINESS, TRANSPORTATION AND HOUSING AGENCY ARNOLD SCHWARZENEGGER, Governor

DEPARTMENT OF TRANSPORTATION
OFFICE OF THE DIRECTOR
1120 N STREET
P. O. BOX 942873
SACRAMENTO, CA 94273-0001
PHONE (916) 654-5368
FAX (916) 654-6608
TTY (916) 653-4086

Flex your power!
Be energy efficient!

January 7, 2005

Steve Heminger, Executive Director
Metropolitan Transportation Commission
Joseph P. Bort Metro Center
101 Eighth Street
Oakland, CA 94607-4700

Dear ~~Mr. Heminger~~ Steve:

This responds to Therese McMillan's letter of last October regarding the $ 1,490,209 of Federal Transit Administration (FTA) section 5307 funds advanced to Santa Rosa CityBus and Sonoma County Transit beginning in 1997. As you know, these were funds contained in the Governor's Apportionment administered by Caltrans that had not been programmed for timely use by other small-urbanized area transit operators. In order for operators with projects "earmarked" in the FTA Section 5309 program to access those earmarked funds, all funds in the Governor's Apportionment needed to be programmed. Thus, advances of unprogrammed funds to operators with immediate needs benefited the small operators as a whole.

We believed there was agreement at the time that the funds advanced to Santa Rosa would be paid back to the Governor's Apportionment and would thereafter be available for use by other small operators. Apparently Sonoma County Transit understood the arrangement to be an advance and they have agreed to repay funds they received under this agreement. We had redirected unprogrammed funds to other agencies in the past, and those advances had been repaid, usually by reducing future allocations. Several "timing" issues have allowed Santa Rosa CityBus to serendipitously take the position that no payback is required, the most significant of which was the 2000 Census which moved the Santa Rosa urbanized area out of the Governor's Apportionment, and into the position of receiving FTA Section 5307 transit funds administered by the Metropolitan Transportation Commission (MTC). Therefore, Caltrans could no longer withhold funds from future allocations to Santa Rosa to accomplish a "repayment" of the advance.

Over the past several years, we have attempted to work with Santa Rosa and MTC to equitably resolve this dispute. We believed that MTC would want to recover funds advanced to one operator in the Bay Area so that the funds might be available to other operators as needed. Your staff had supported the advance, and although they have been actively engaged in our discussions with Santa Rosa, we have been unable to reach agreement.

First and foremost, we expect that the funds will be recovered from Santa Rosa CityBus. However, one option considered in the interim was the idea of reducing funds available to small operators in the MTC area to recover the funds advanced to Santa Rosa. This option has understandably caused considerable concern for those other Bay Area operators. It should be noted that other operators in the Bay Area who received advances in the past repaid them. I understand

this issue has become critical because you are in the process of determining what transit funds are available from a number of sources in 2004-2005 and developing necessary Transportation Improvement Plan (TIP) amendments.

To allow you to conduct the region's business effectively, I have decided that we will not reduce the Section 5307 funding available to small transit operators in the Bay Area in the current year. Please note that this means that all small transit operators can expect to receive allocations based on the 2005 federal apportionment. However, until the Santa Rosa issue is resolved there remains a deficit that impacts the Governor's Apportionment.

In the interest of small transit operators statewide, we will continue to seek reimbursement from Santa Rosa and would appreciate any suggestions and assistance you and your staff can provide. If you have any further questions, feel free to contact Ms. Gale Ogawa, Acting Division Chief for Mass Transportation via phone at (916) 654-8144.

Sincerely,

BRIAN J. SMITH
Deputy Director
Planning and Modal Programs

c:

Kate Miller,MTC
Robert Dunlavey, Santa Rosa City Bus
Bryan Albee, Sonoma County Transit
Mark K Akaba, City of Vallejo
Carolyn Gonot, Santa Clara Valley Transit Authority
Kevin Daughton, Fairfield-Suisun Transit
Barbara Duffy, Livermore Amador Valley Transit Authority
Trent Fry, City of Vacaville
Bill Dodd, Napa County Transportation Planning Agency
Nina Rannells, Golden Gate Bridge, Hwy, & Transp. District
Carol Wilson, City of Benicia
Carolyn Gonot, Santa Clara Valley Transit Authority

STA
Solano Transportation Authority

DATE: January 13, 2005
TO: STA TAC
FROM: Mike Duncan, Director for Projects
RE: Local Streets and Roads Update

Background:
The Local Streets and Roads (LS&R) Committee of the Partnership Board is comprised of Public Works and Congestion Management Agency (CMA) personnel from throughout the Bay Area. This committee is tasked with providing recommendations to the Partnership Board regarding the streets and roads in the Bay Area and potential policies for addressing the needs of agencies to adequately maintain local streets and roads.

Over the past year, the LS&R Committee has been working with staff from the Metropolitan Transportation Commission (MTC) on two major tasks:

- Evaluation of the Metropolitan Transportation System (MTS)
- Equitable distribution of Federal funding for local streets and roads

Discussion:
EVALUATION OF THE MTS
Based upon a thorough evaluation of the Metropolitan Transportation System, including the reasons for the formation of the MTS and its application, the Committee determined that the MTS was a subjective system (except for Interstate highways and state routes) whose criteria were inconsistently applied across counties and even at MTC. As such, the Committee concluded the MTS should not be used as a basis for funding decisions or for determining which of the region's roadways are eligible for Federal funds.

The LS&R Committee developed a proposal to replace the MTS with the Federal Functional Classification System (FFCS), a system used by the Federal Highway Administration (FHWA) and Caltrans to classify roadways based upon an objective set of criteria. The Federal Government requires roadways to be on the FFCS to be eligible to use federal funding. The FFCS is defined as the system of roadways inclusive of all streets and roads classified as urban collectors and above or rural major collector and above. The Committee proposes that replacing the MTS with the FFCS will provide an objective and rational means by which local streets and roads funding needs and eligibility are determined. The Committee plans to present this proposal to the CMA directors on January 28, 2005 and to forward their recommendation to the Partnership Board in February. Attachment A is the proposal from the Local Streets and Roads Committee to change the MTS to the FFCS.

EQUITABLE DISTRIBUTION OF FEDERAL FUNDS

The current distribution of Federal funds for local streets and roads is based on the MTS shortfall for each Bay Area county. The LS&R Committee concluded that the MTS, as a highly subjective and inconsistent system of roadways, was a poor indicator of the local streets and roads needs and that MTS shortfall should not be the basis for the distribution of Federal funds identified in the Regional Transportation Plan. The Committee recognized that allocations must take shortfall into account in order to prevent jurisdictions with roads in poor condition from falling further behind. However, other factors, including population and roadway miles, must also be considered so that jurisdictions are not being rewarded for "neglecting" roadway improvements, thus resulting in roadways in poor condition and large funding shortfalls. Using population and centerline miles of roadway to determine a funding distribution also has precedent at the State level with Proposition 42 revenues distributed based on a population/centerline miles model (when these funds become available).

In December 2004, the LS&R Committee developed a tentative proposal to have a funding distribution model based on 1/3 population, 1/3 centerline miles and 1/3 roadway condition. However, in order to reward jurisdictions that have invested in their roadways and thus have "good" roadways while still recognizing the need to help jurisdictions with "poor" roadways, the Committee proposed splitting the 1/3 for roadway condition into FFCS arterials and collectors shortfall (75% of the 1/3) and Pavement Condition Index (25% of the 1/3).

On January 7, 2005, the LS&R Committee refined the formula further by defining setting the following criteria:

- Population shall be based on the latest Department of Finance population numbers for a county
- Lane miles should be used instead of centerline miles to compensate for the larger number multi-lane roadways within urban areas
- Roadway condition would still be split as shown above between shortfall and PCI; however, the "formula" for applying the PCI would be developed and approved at a later meeting

Although the final details of the proposed distribution are still being evaluated by the LS&R Committee, specifically the methodology for determining the "weight" for various ranges of PCI, the Committee unanimously agreed that a 1/3 population – 1/3 lane miles – 1/3 pavement condition model will provide a more equitable model distribution of regional local streets and roads funds than the current MTS shortfall model. The table below shows the **tentative** funding distribution based upon the proposed model using 2000 census population numbers, centerline miles, and the original PCI methodology. The distribution will change with the final model development and any revisions from the Partnership Board and/or MTC; however, the table below provides a general idea of the magnitude of changes between the current 2nd Cycle distribution of Federal streets and roads funds and the distribution proposed by this new model.

COUNTY	CYCLE 2 REVENUE %	CURRENT CYCLE 2 REVENUE	PROPOSED REVENUE	PROPOSED REVENUE %
Alameda	10%	$5,696,110	$9,546,699	17%
Contra Costa	11%	$6,103,407	$7,875,591	14%
Marin	6%	$3,360,803	$3,037,643	5%
Napa	6%	$3,357,296	$1,928,584	3%
San Francisco	9%	$5,315,974	$5,901,444	10%
San Mateo	7%	$3,717,401	$5,209,758	9%
Santa Clara	28%	$15,985,248	$12,979,167	23%
Solano	3%	$1,876,269	$4,548,725	8%
Sonoma	20%	$11,587,492	$5,972,389	10%
TOTAL		$57,000,000	$57,000,000	

The LS&R Committee distributed the originally proposed model to Public Works Directors throughout the Bay Area and received no substantive comments.

In December, the Committee could not reach a consensus on when the proposed model should take effect (third cycle or next RTP); therefore, they decided to only say that the proposed model would be equitable for the Regional Transportation Plan. However, many members of the Committee had strong opinions that a revised distribution model must be applied to the third cycle (FY 07-08 and FY 08-09) of Federal funding. On January 12, 2005, the STA Board approved the recommendation to revise the MTS and apply the revised funding formula to Cycle 3 of federal funding.

STA staff and the Solano County members of the LS&R Committee will continue to work with the LS&R Committee members, other CMA's and MTC to develop a more equitable policy for the Third Cycle of Federal funding in the TEA-21 Reauthorization and for subsequent Federal authorization bills.

Recommendation:
Informational.

Attachment:
A. LS&R Committee Proposal to Replace the MTS with the FFCS

Agenda Item 2A

SUMMARY AND RECOMMENDATION FOR DETERMINING THE PORTION OF THE LOCAL STREET AND ROAD REHABILITATION NEED THAT IS "REGIONALLY SIGNIFICANT"

The Local Streets and Roads Committee recommends that the portion of the City/County streets and roads system that should be used for the purpose of determining both Pavement and Non-Pavement regional maintenance and rehabilitation needs, and for determining eligibility for regional funding for this purpose shall be the portion deemed eligible by FHWA and Caltrans for Federal funding, inclusive of all streets and roads classified as urban collector and above, or rural major collector and above, and as shown on a current approved version of the map depicting streets and roads classified by the Federal Functional Classification System (FFCS).

It is further recommended that the portion of the City/County road system described above be included in its entirety in the Metropolitan Transportation System ("MTS") of roadways, and that future additions/deletions of streets and roads to the MTS be processed in accordance with State and Federal standards for amending the FFCS.

BACKGROUND

The MTS was introduced in 1991. It included all interstate highways, state routes, and a portion of the street and road system operated and maintained by Cities and Counties. The stated purpose at the time was to set up a system of roadways recognized as "regionally significant" to be subsequently analyzed and potentially "managed" to help relieve congestion through the application of system management techniques like signal coordination, special lane designation, etc. At around the same time, state legislation and local sales tax measures were setting criteria for "regionally significant roadways" (Contra Costa Measure C) and the Congestion Management network for purposes of congestion measurement and evaluation, compliance reporting, and other purposes. Preceding this, there existed for many years a sub-set of local streets and roads designated as eligible for federal funding. This sub-set was the Federal Aid to Urban (FAU) and Secondary (FAS) system, and was used by Counties to allocate federal money to cities and to county road projects.

In ensuing years, the MTS was not utilized in the manner that it was originally intended, and eventually reverted to being a system whose meaning and purpose became increasingly identified with distribution of regional funding to Cities and Counties and not system management. The importance of other system designations also evolved into something other than what was originally intended, and at this time, most "congestion management" and "regionally significant" roadway system designations are incorporated into more global and all encompassing network analyses that recognize the interrelationship of freeways, all types of arterial and collector local streets and roads and other modes of transportation, such as transit, bicycles, pedestrian travel and ferries.

On the Federal side, the FAU/FAS system evolved into the Federal Functional Classification System, which classified all streets, roads and highways according to an

accepted system of classification that assigned levels of importance to each road segment based on a number of criteria. This functional classification was very similar to that used by cities and counties since the 1970's to classify their roadways within their respective General Plans Circulation Element. For the past several federal funding cycles, all roadways classified as urban collector and above, or rural major collector and above have been deemed to be important enough to be eligible for federal funding. However, MTC has, for the most part, taken a more restrictive position by limiting needs assessment and eligibility to the streets and roads included in the MTS.

The implication that the MTS would be utilized in some way to "manage" the roadway system on a regional level, coupled with the growing identification of the MTS as the basis for regional fund allocation, has confused local jurisdictions and caused a certain amount of ambivalence regarding the designation and the process for including (or excluding) road segments in the MTS. This has been exacerbated by the fact that the original MTS was developed with minimal participation by local officials (MTC dealt with CMA's in establishing the MTS, not with the jurisdictions in charge of the local street and road system), and that the process for amending the MTS, which was intended to be flexible and to recognize changing times, priorities, etc. has become convoluted, increasingly subjective through modification and amendment of the criteria, and generally a mystery to the local jurisdictions most directly affected.

The ambiguity surrounding what should or should not be included on the current MTS, according to the specified criteria, results in an implied, if not real threat of loss of local control, and has resulted in local agencies seeking removal of streets from the MTS, thereby shooting themselves in the pocketbook, in a manner of speaking. Conversely, agencies seeking approval to add streets to the MTS have had their requests refused without gaining a clear understanding as to why the roadways being reviewed could not be considered "regionally significant". This has raised the suspicion on the part of local agencies, warranted or not, that there is an effort to keep the MTS restricted in size so as to keep the local streets and roads rehabilitation need "manageable" within the context of limited regional funding.

ANALYSIS

When it comes to using the MTS as the criteria for both establishing regional rehabilitation funding need as well as regional rehabilitation and system preservation funding eligibility, the picture is even more muddled. First of all, the relationship between a roadways structural condition and its "regional importance" is tenuous at best. While it is true that greater traffic (especially truck traffic) means greater wear and tear, it is not true that less traffic means that the road will be in better structural shape, or that a deteriorated road will become less congested because it is maintained to a higher standard. While to a degree, driving habits are dictated by road conditions, unless the condition is extremely poor, this influence is relatively minor when compared to other factors. As a result, restricting regional funding to MTS rehab will not solve the regional congestion problem, but could result in poor rehab strategy decisions by local jurisdictions, as described below.

The most rationale approach to maintenance of the roadway system is a scientifically based pavement management system, like the MTC PMS, which recognizes the relative traffic impacts on, as well as the importance of various road classifications, and integrates that information with road history, condition, prior maintenance record, etc., into a logical, systematic set of priorities and funding recommendations. Superimposing on such a system another system like the MTS, defined entirely on the basis of "regional importance" and not structural condition or rehabilitation needs, to define need and priorities, runs counter to the logic inherent in the PMS and can force local jurisdictions into making poor decisions regarding rehab strategy based on what is eligible and not what is needed. The FFCS, by broadly defining rehabilitation funding eligibility as encompassing all arterials and collectors, provides far greater flexibility and consistency with the MTC PMS (and other PMS systems) logical approach to system rehabilitation and preservation.

The bottom line is, there is not now, nor will there ever be in the foreseeable future enough regional funding to meet the regional need. In addition, this need will grow due to diminishing size of the local road rehabilitation funding pie and the accumulated effect of deferred maintenance that results from inadequate funding. However, the argument over what should be the size of the regional system for purposes of establishing need and funding priority is more than academic – it's practical in the sense that it is used to arrive at a formula to divide up what limited amount of regional funding is available, and it is also used to dictate to local jurisdictions how the funding, once allocated, should be spent.

In summary, the use of the MTS, or any other system designation for determining a fair split of regional funding need between competing interests as well as funding eligibility should be predicated on:

- being fair and comparable to how other systems, notably transit, are treated
- consistent with how the federal government allocates funding
- reasonably tied to regional importance according to as objective a set of criteria as possible
- objective in its construct and participatory as to the process by which the designation is assigned.
- Broad enough in scope to allow local jurisdictions maximum flexibility to apply both local and regional funds toward system management in a rationale, scientifically based manner.

In the opinion of the LS&R Committee, the current MTS fails to fulfill any of these objectives.

To aid in the process of analyzing the current MTS system and developing a recommendation on how that system might be revised, a sub-committee of the Local Streets and Roads Committee was formed. The sub-committee developed a matrix in order to compare various alternatives—for defining a system of regionally significant roadways—against the criteria generally described in bullet points above. The matrix

attached to this recommendation is an abbreviated version of what the sub-committee used in the process of developing its recommendation.

Arguments Against the Current MTS:

- While comparing transit and streets and roads brings to mind "apples and oranges" the outcome of the current approach is that 30% of the transit shortfall is recognized as "regional" while only 13% of the streets and roads shortfall is represented by the MTS.
- The MTS has no direct relationship to the FFCS or to federal funding eligibility standards. Some streets on the MTS are not eligible for federal funding and many that are not on the MTS are.
- Current MTS criteria is largely subjective and not related to existing road system designations such as those included in local jurisdictions' General Plans, Federal classification system, sub-regional congestion management plan designations, or other established standards. As the criteria and its application has evolved, the MTS has become a stand alone system unique (probably in all of the US) in its construction and application to determining how much federal funding goes to local streets and roads.
- from the local jurisdiction perspective, the process for adding/deleting streets from the MTS is mysterious, non participatory, and perceived as threatening to local control.
- It is not coordinated with the FFCS, and as a result, streets that are eligible for federal funding but not on the MTS are excluded from funding consideration and streets that are on the MTS but not classified as arterials or collectors on the FFCS are counted towards the "need" but ineligible to receive any federal monies.
- There is no built in "hierarchy" within the MTS, so if a decision needs to be made on prioritizing limited funds, its either all or nothing.
- Because the MTS is an artificially constructed subset of arterials and collectors it narrows local jurisdictions' options in applying sound principles of pavement management to prioritize limited available funding. As a result, an MTS street may get paved when it doesn't need to be, just because it can – a bad reason for deciding to do something.

Arguments Supporting Using the FFCS to Determine Regional Significance:

- Is comparable to transit in that both result in roughly 30% of the overall system shortfall being deemed "regional" in nature.
- It is the basis for federal funding eligibility
- The designation of "arterial" or "collector" is assigned to a road segment on the basis of a process that involves local, regional, state and federal concurrence, is closely linked to typical General Plan designations, and is generally more objective, consistent and understandable than the MTS designation process.
- Broadens local jurisdictions' discretion on how to use regional funding in a prudent manner consistent with the PMS.

- Provides an objective basis, if needed, to determine priority for use of limited funding, either by use of the PMS or by assigning higher priority to arterials over collectors.

CONCLUSION

How the use of the MTS to determine the local streets and roads share of the funding pie is perceived by local city/county jurisdictions can be illustrated by the following analogy:

> Most parents have heard of the age-old strategy for dividing a pie fairly between two of their kids - one gets to cut the pie and the other gets to pick the piece they want. Rightly or not, use of the MTS to determine the streets and roads share of the funding "pie" is perceived as the same kid cutting the pie and picking the piece they want.

Until the MTS is replaced with a more rational and objective means by which local streets and roads funding need and eligibility is determined, the results of the funding pie cutting, from the local jurisdiction perspective, will always be perceived as less than satisfactory, and MTC, like the hapless parent cutting the pie, blamed by one of the "kids" for giving the other preferential treatment. Substituting the FFCS for the MTS in this context won't make everyone happy, but it will increase MTC's credibility with local jurisdictions by making an important part of the "pie" cutting process separated from the politics of who gets what share.

For the reasons outlined in the paragraphs above, it is the recommendation of the Local Streets and Roads Committee, that the system of roadways deemed "regionally significant" for the purposes of determining the regional local street and road "need" for pavements and non-pavement rehabilitation, consist of all streets and roads with a Federal Functional Classification of Urban Collector and above or Rural Major Collector and above.

ATTACHMENT – MTS ALTERNATIVES COMPARISON MATRIX **10/25/2004**

	1 **Current MTS**	2 **Arterials**	3 **Arterials & Some Collectors (Transit)**	4 **Federal System** (Arterials & eligible Collectors)
Meets Criteria for Federal Funds?	Yes	Yes	Yes	Yes
Objective	No—Based on subjective criteria.	Based on FFC[1]	Based on FFC plus + required data from local agencies regarding eligibility of collectors	Based on FFC
Consistent & Comparable	Current MTS is not consistent with other established route systems; i.e., FAU, Functional Class, CMP, etc…	Consistent with current FFC classifications. Does not change frequently. Comparable with major Transit routes.	Consistency would depend on the definition of eligible collectors. Example: All arterials and those collectors that carry Transit vehicles.	Consistent with current FFC. Does not change frequently. Covers more LS&R mileage than used by Transit vehicles; however, comparable in percentage of total shortfall represented by top Transit score
Simplifies	Most cities/counties do not currently track MTS routes (condition, traffic, etc…) There are no special management requirements for the MTS.	Already Defined – No subjective criteria	Would need to define the collectors that were eligible in a consistent manner. Some monitoring (ADT/ Transit route/ etc.) may be required	Already Defined – No subjective criteria
Defensible	Many major roadways are not included in the MTS. Difficult to understand application of criteria in determining "regional significance" of a roadway.	Only slightly greater than the current MTS. Arterials carry the most traffic (people/goods), therefore, it is easy to justify the definition of "regional significance".	If the route is utilized by Transit, it should be considered "regional" since all of Transit is considered regional.	Score 16+ for Transit also equates to roughly 30% of the total Transit shortfall
Participatory	Not currently. Procedure for determining eligibility *could* be changed to allow more participation from public works representatives.	Requires minimal participation since it is based on the FFC	Would require input from local jurisdictions on eligibility criteria for collector routes	Requires minimal participation since it is based on the FFC
Shortfall Comparison (Approx.)	$990,500,000 (13% of total)	$1,357,000,000 (18% of total)	$1,717,000,000 (23% of total)	$2,287,000,000 (30% of total)
% Total Mileage	8%	14%	19%	28%

[1] *Federal Functional Classification (FFC) refers to the functional class of the roadway – Arterial, Collector, or Residential/Local. This classification is used in the Federal System to determine eligibility for the use of federal funds.*