



Memorandum

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DATE: June 18, 2020

TO: Alameda County Transportation Commission

FROM: Gary Huisingsh, Deputy Executive Director of Projects
John Pulliam, Director of Project Delivery
Vivek Bhat, Director of Programming and Project Controls

SUBJECT: Approve Conceptual Funding Plan for the I-680 Southbound Express Lanes from SR-84 to Alcosta Boulevard Project

Recommendation

It is recommended the Commission approve a conceptual funding plan for the I-680 Southbound Express Lanes from SR-84 to Alcosta Boulevard project. Staff will provide the Commission periodic updates on the funding strategy based on the status of any grant application outcomes. All future programming and allocation actions would require Commission approval.

Summary

The Alameda County Transportation Commission (Alameda CTC) is the project sponsor and implementing agency for the I-680 Express Lanes from SR-84 to Alcosta Boulevard project, also referred to as the I-680 Express Lanes Gap Closure, which is located in the vicinity of the community of Sunol and the cities of Dublin and Pleasanton. The project is identified in the 2014 Measure BB Transportation Expenditure Plan (2014 TEP) and proposes to construct express lanes in both directions within a 10-mile segment to complete the I-680 Express Lane Network through Alameda County. Upon completion, it will result in continuous express lanes along I-680 from Marina Vista Boulevard in Martinez (Contra Costa County) to South Grimmer Boulevard in north Fremont, relieving congestion on two of the Metropolitan Transportation Commission's (MTC) ten most congested freeway segments.

The project is currently in the Project Approval and Environmental Document (PA&ED) phase, with the project report and environmental document scheduled for completion in summer of 2020. Based on the size and estimated cost of the project, it was anticipated that a phasing strategy would likely be required to deliver the project. As part of the PA&ED phase, staff and the engineering team carefully reviewed several options to deliver the project in phases, and it was determined that it would be most beneficial and

advantageous to construct the southbound express lane as the first phase. To further expedite the development and delivery of the project, the Commission approved the initiation of the final design and preparation of the Plans, Specifications, and Estimate (PS&E) for the construction of the southbound project.

The delivery of the I-680 Southbound Express Lane is currently being coordinated with an upcoming Caltrans pavement rehabilitation project along the same section of I-680. Coordination of these two projects will lead to a significant cost savings of approximately \$18 million and, more importantly, will minimize inconvenience and reduce impacts to the traveling public during the many months of construction in an already very congested corridor.

The current estimated total cost of the project is \$252 million, from inception to completion of construction. The project is currently funded by a combination of \$20 million of 2014 Measure BB, \$80 million of Regional Measure 3 (RM3) and \$ 10 million of MTC's share of Senate Bill 1 (SB1) Local Partnership Program (LPP) formula funds. MTC approved the RM3 and LPP funding in May 2020. The current funding needed to complete the funding plan is approximately \$142 million.

A major requirement for the delivery of the project is the execution of multiple cooperative agreements with Caltrans for project development and for construction contract administration. As often is the case for any agency investing in the state highway system, the State has many rigorous requirements including a requirement for the sponsor's commitment to identify a full funding plan for the construction of the project.

Staff recommends that the Commission approve the proposed conceptual funding plan which identifies funding options from a mix of potential federal, state, regional and local funds.

Background

The Alameda CTC is the project sponsor and implementing agency for the I-680 Express Lanes from SR-84 to Alcosta Boulevard project, also referred to as the I-680 Express Lanes Gap Closure Project, which passes through the community of Sunol and the cities of Dublin and Pleasanton. This project proposes to widen and implement High Occupancy Vehicle Lanes/Express Lanes (HOV/EL) along I-680 between SR-84 and Alcosta Boulevard (see Attachment A, Project Fact Sheet). The project is in the 2014 Transportation Expenditure Plan and proposes to construct a 10-mile segment with one express lane in both the northbound and southbound direction. Once implemented, this project will complete the I-680 Express Lane Network through Alameda County.

Based on the size and estimated cost of the project, it was anticipated that a phasing strategy would likely be required to deliver the project. As part of the PA&ED phase, staff and the engineering team carefully reviewed several options to deliver the project in phases, and determined that it would be most beneficial and advantageous to construct the southbound express lane as the first phase. Based on preliminary traffic studies and

operational analysis, within the proposed project limits, the I-680 southbound lanes are experiencing much higher traffic demand and congestion than the northbound lanes, and these conditions are expected to worsen in future years.

The I-680 Southbound Express Lanes from SR 84 to Alcosta Boulevard includes reconstruction of the concrete median barrier, construction of retaining walls, relocation of existing sound walls, and pavement widening and reconstruction to accommodate the addition of 9-miles of southbound HOV/EL from SR-84 to Alcosta Boulevard. Tolling equipment, including vehicle sensors, toll readers, rear-facing cameras, enforcement beacons, and utility cabinets will also be installed. The project includes HOV/EL signage, including larger signs mounted on cantilevered overhead sign structures spanning the HOV/EL, and smaller signs mounted on the concrete median barrier. The larger signs will include Variable Toll Message Signs (VTMS) to display the prices for using the express lane facility. No right-of-way acquisition is anticipated since the project improvements fits within existing Caltrans right of way.

Anticipated benefits of the southbound project include improved efficiency of the transportation system on I-680 southbound lanes between SR-84 and Alcosta Boulevard to accommodate the current and future traffic demand, improved travel time and travel reliability for all users, including HOV and transit users, and optimization of freeway system management and traffic operations. When this project is complete, it will close the gap in Alameda CTC's southbound HOV/EL along I-680, and it will connect with MTC's I-680 HOV/EL in Contra Costa County, resulting in a 48-mile long I-680 southbound express lane network from Marina Vista Boulevard in Martinez (in Contra Costa County) to South Grimmer Boulevard in north Fremont. This will relieve congestion on two of MTC's ten most congested freeway segments, and will provide benefits such as significantly relieving congestion and improving regional and interregional traffic. This will allow for increased people-throughput by providing infrastructure for express buses and carpools, improve safety, and optimize freeway system management and traffic operations.

On September 21, 2017, the Commission authorized the execution of a contract with AECOM Technical Services, Inc. for Scoping and PA&ED services. That work is proceeding on schedule, with the project report and environmental document scheduled for completion in summer of 2020.

In early 2019, staff learned that Caltrans had begun the final design of a major project to rehabilitate the pavement along I-680 from SR-84 to Alcosta Boulevard. This Caltrans project is programmed to be funded with the State Highway Operation and Protection Program (SHOPP) funds and is scheduled to start construction in fall 2021. Alameda CTC staff approached Caltrans to discuss combining the Caltrans project with Alameda CTC's I-680 Express Lane Project. Caltrans was receptive to combining the southbound portion of their SHOPP project with Alameda CTC's I-680 Southbound Express Lane Project. More recently Caltrans has confirmed including the northbound scope of the SHOPP project as well. Combining the two projects required Caltrans to delay the construction of their project by one year, and Alameda CTC to expedite delivery of the I-680 Southbound Express Lanes from SR-84 to Alcosta Boulevard Project by one year. Staff has prepared an

expedited schedule to meet this deadline, including advancing the design of the southbound Project, which is currently at the 35% design phase.

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A major requirement for the delivery of the project is the execution of multiple cooperative agreements with Caltrans for project development and for construction contract administration. As often is the case for any agency investing in the state highway system, the State has many rigorous requirements including a requirement for the sponsor's commitment to identify a full funding plan for the construction of the project. In order to address Caltrans' requirements and to advance the project into the construction phase, staff is proposing a conceptual funding plan to strategically address this funding gap.

External Opportunities

State Transportation Improvement Program (STIP)

The STIP is a multi-year capital improvement program of transportation projects on and off the State Highway System that is administered by the California Transportation Commission (CTC) and funded with revenues from the State Highway Account and other State and federal funding sources, including SB1 funding.

For each STIP cycle, Alameda CTC adopts and forwards a program of STIP projects to MTC. As the Regional Transportation Planning Agency (RTPA) for the nine-county Bay Area, MTC is responsible for developing the regional priorities for the RTIP. MTC approves the region's RTIP and submits it to the CTC for inclusion in the STIP.

The biennial State Transportation Improvement Program (STIP) programming process begins with the development of the STIP Fund Estimate, which is approved by the CTC. The STIP Fund Estimate serves as the basis for determining the county shares for the STIP and the amounts available for programming each fiscal year during the five-year STIP period. Typically, the county shares represent the amount of new STIP funding available for programming in the last two years of the new STIP period.

Historically, the amount of funding available to Alameda County in a given STIP cycle has varied from highs in the \$200 million range to \$0. However, the passage of SB 1 has added some stability to the STIP program. Staff assumption includes an Alameda County fund estimate of approximately \$30 million each for the next two (2) STIP cycles (2022 STIP and 2024 STIP).

Staff recommends prioritizing funding up to \$40 million from the next two STIP cycles, towards the construction phase of the I-680 Southbound Express Lane Project.

SB 1 Local Partnership Program (LPP) – Formula share

The Road Repair and Accountability Act of 2017 (Senate Bill 1) created the Local Partnership Program and continuously appropriates \$200 million annually from the Road Maintenance and Rehabilitation Account to local and regional transportation agencies that have sought and received voter approval of taxes or that have imposed fees, which taxes or fees are dedicated solely for transportation improvements. The LPP funds are distributed through a 40% statewide competitive component and a 60% formulaic component. Alameda CTC's formulaic share for the upcoming 3-year programming cycle is \$12 million. Staff recommends prioritizing these funds towards the construction phase of the I-680 Southbound Express Lane Project in addition to the aforementioned STIP funding.

Assuming the Commission approves the STIP and LPP funds towards the I-680 Southbound Express Lane Project, the remaining funding need to fulfil the funding plan would be approximately \$90 million which can be addressed with any combination of external and internal grant opportunities.

Other Federal, State and Regional Grant opportunities

Based on Alameda CTC's Strategic planning principles approved by the Commission in March, staff has embarked on an investment strategy to ensure that Measure BB funds are used to expediate the delivery of projects while also serving as the basis to attract external competitive funding to Alameda County such as RM3, SB1 programs, and U.S. Department of Transportation (USDOT) competitive programs.

On May 18, 2020, Alameda CTC submitted a grant application for the 2020 Better Utilizing Investments to Leverage Development (BUILD) program and will submit another application for the SB1 LPP discretionary funds, later this month. Staff also intends to pursue the 2021 Infrastructure for Rebuilding America (INFRA) discretionary grant program funds next spring. Alameda CTC has already successfully secured \$90 million Regional funds through the RM3 Express Lanes grant program and MTC's SB1 LPP formula funds, for this project.

Internal Grant Opportunities

As Alameda CTC continues to pursue external grants, there's a possibility that a funding shortfall would continue to exist. After all external funding options have exhausted, staff recommends exploring internal funding sources such as Measure BB to address any remaining shortfall including 2014 Measure BB discretionary grants such as the Major Commute Corridors, Local Bridge, Seismic Safety, (TEP-26) investment category, that targets investments in major commute corridors throughout the county including I-680. The funding strategy could also include addressing the shortfall with future toll revenues collected in the I-680 project corridor, or a combination of future toll revenues and Measure BB discretionary grants.

Staff recommends that the Commission approve the funding strategy which includes committing future STIP revenues and prioritizing LPP funds to the I-680 Southbound Express Lanes project. The funding strategy also includes addressing any remaining shortfall with external grant opportunities first, and then including Measure BB funds or future toll revenues. Based on the outcomes of grant application results, staff will bring this item back to the Commission in early spring 2021. All future programming and allocation actions would require Commission approval.

Fiscal Impact: There is no fiscal impact associated with the requested action.

Attachments:

- A. I-680 Express Lanes from SR-84 to Alcosta Boulevard Project Fact Sheet



I-680 Express Lanes from SR-84 to Alcosta Boulevard

OCTOBER 2019

PROJECT OVERVIEW

The Interstate 680 (I-680) Express Lanes from State Route (SR) 84 to Alcosta Boulevard Project will close the gap between existing and in-progress high-occupancy vehicle (HOV)/express lane projects directly to the north and south. The project extends for approximately nine miles on northbound and southbound I-680 through Sunol, Pleasanton, Dublin and San Ramon.

The Alameda County Transportation Commission (Alameda CTC) has started environmental and preliminary engineering studies for the project. An environmental document is planned for public circulation in late 2019. Potential project phasing options will be determined based on the traffic analysis and future funding availability.

Concurrent projects in the area include:

- [SR 84 Widening \(Pigeon Pass to I-680\) and SR 84/I-680 Interchange Improvements](#)
- [I-680 Sunol Express Lanes \(Phase 1\)](#)

PROJECT NEED

- Planned and existing express lanes from SR-84 to SR-237 and from Alcosta Boulevard to Walnut Creek will leave a nine-mile gap in the express lane network between SR-84 and Alcosta Boulevard.
- Heavy commute traffic to and from Silicon Valley, especially in the morning peak period, results in traffic congestion for approximately 10 hours each day.



PROJECT BENEFITS

- Increases the efficiency of the transportation system on I-680 between SR-84 and Alcosta Boulevard to accommodate current and future traffic demand
- Improves travel time and travel reliability for all users, including HOV and transit users
- Optimizes freeway system management and traffic operations



I-680 northbound approaching the Calaveras Road off-ramp.



I-680 northbound approaching the SR-84 off-ramp in Sunol.

STATUS

Implementing Agency: Alameda CTC

Current Phase: Preliminary Engineering/Environmental (PE-ENV)

- Project Study Report-Project Delivery Support (PSR-PDS) was approved in September 2018.

PARTNERS AND STAKEHOLDERS

California Department of Transportation, Alameda CTC, the Federal Highway Administration, Alameda County, Contra Costa County, the community of Sunol and the cities of Dublin, Pleasanton and San Ramon

Note: Information on this fact sheet is subject to periodic updates.

COST ESTIMATE BY PHASE (\$ X 1,000)

Planning/Scoping	\$1,000
PE/Environmental	\$6,500
Final Design (PS&E)	\$27,000
Right-of-Way	\$10,500
Construction	\$435,000
Total Cost Estimate¹	\$480,000

¹Cost estimate assumes construction occurs in two phases.

FUNDING SOURCES (\$ X 1,000)

Measure BB	\$20,000
Federal	TBD
State	TBD
Local	TBD
TBD	\$460,000
Total Revenues	\$480,000

SCHEDULE BY PHASE

	Begin	End
Scoping (PSR-PDS)	Fall 2017	Fall 2018
Preliminary Engineering/ Environmental (PE-ENV)	Fall 2018	Fall 2020
Final Design	Summer 2020	Fall 2022
Right-of-Way	Summer 2020	Fall 2022
Construction	Spring 2023	Fall 2026

Note: The project delivery schedule subsequent to PE-ENV is contingent upon funding availability.