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ALAMEDA COUNTY TRANSPORTATION COMMISSION



Valley Link
Connecting People, Housing, and Jobs




Valley Link: TEP Amendment

A presentation to the Planning, Policy and Legislation Committee
September 14, 2020

Overview

- Project Background
 - BART to Livermore
 - Tri-Valley San Joaquin Valley Regional Rail Authority (TVSJVRRRA)
- Project Briefing: Michael Tree, Executive Director TVSJVRRRA
- Draft 2014 Measure BB Amendment Process
- Comments Received
- Proposed Amendment



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Valley Link TEP Amendment

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Rail in the Tri-Valley

- Long-standing commitment to rail service and connectivity
- **Planning and policy priority:** identified in state and regional rail planning
 - Alameda CTC Countywide Transportation Plans
 - 2007 MTC Regional Rail Plan
 - 2018 California State Rail Plan
- **Local land use planning:** Isabel Neighborhood Plan completed in May 2018 for development around a new rail station



2018 California State Rail Plan



Funding for Rail in the Tri-Valley

- **Financial commitment:** Voters consistently supported funding
 - 1986 Alameda County Measure B
 - \$170 million for a "Rail extension to Dublin Canyon"
 - 2000 Transportation Expenditure Plan
 - \$8.7 million for I-580 Corridor/BART to Livermore Studies
 - 2014 Alameda County Measure BB
 - \$400 million for BART to Livermore
 - Regional Measures (RM)
 - RM 1 bridge toll funding to advance planning, environmental and design work
 - RM 3 (2018) included \$100 million for Tri-Valley Transit Access Improvements



BART to Livermore

- 1980s: BART purchased a potential sites near I-580 and Isabel Avenue and Greenville Road to preserve land for extension
- 2010: BART completed a Program EIR evaluating station sites and alignments
- 2012: BART advanced conceptual engineering and environmental review of extension to Isabel Avenue
- 2017: BART released Draft Project EIR
- 2018: BART certified Final Project EIR and directed staff to not advance an alternative



Tri-Valley San Joaquin Valley Regional Rail Authority (TVSJVRRRA)

- Assembly Bill 758 created the TVSJVRRRA for the purposes of planning, developing and delivering cost-effective and responsive transit connectivity between BART and commuter rail service in the Tri-Valley and San Joaquin County
- TVSJVRRRA assumed responsibility to advance rail project in 2018 when the BART Board declined to advance the project
- TVSJVRRRA leveraged significant amount of previous work:
 - BART to Livermore
 - ACEForward planning and environmental work
- MTC Commission has included the Valley Link project in the Draft Plan Bay Area 2050



Valley Link

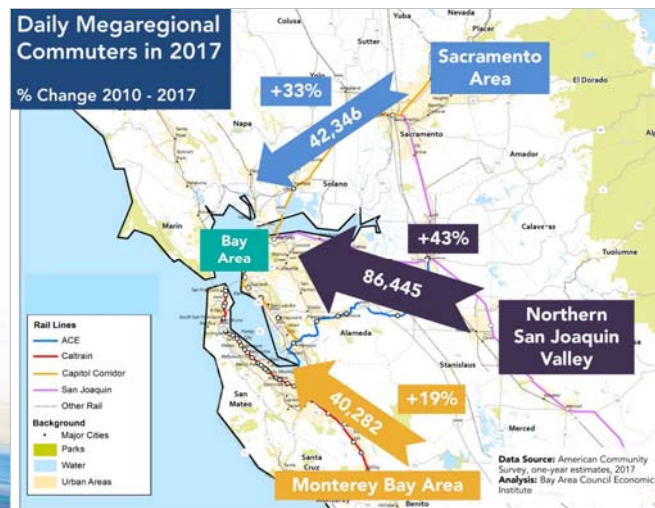
Connecting People, Housing and Jobs

Briefing
Materials



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More Commuters Making Megaregional Trips



Source:
www.bayareaeconomy.org



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Valley Link Project

Proposed Project

Phase 1:

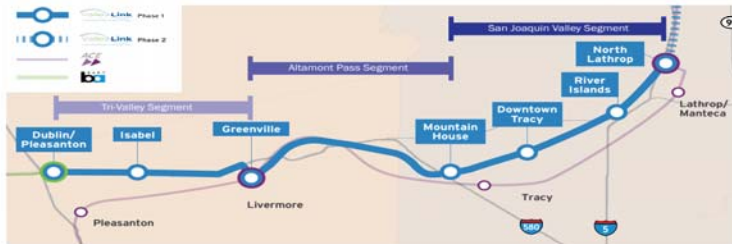
Rail service from the existing Dublin/Pleasanton BART Station to the proposed North Lathrop ACE Station, utilizing existing transportation rights-of-way where feasible.

Phase 2:

Rail service extended from the North Lathrop ACE Station to the existing Stockton ACE / San Joaquin Station.

Alignment

Rail service from Dublin/Pleasanton BART Station to the proposed ACE North Lathrop ACE Station, utilizing existing transportation rights-of-way where feasible. Development of the three segments in the Valley Link alignment, and future visionary and universal alignments in the Altamont Corridor separate from freight, will offer improved opportunities for future collaboration and unification for both ACE and Valley Link service.



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Improving Statewide Connectivity

Key Policy Objective

Support the vision of California State Rail Plan to connect the Northern California Megaregion to the State rail system.

Valley Link closes critical transit gaps and improves connectivity within the Bay Area Megaregion by connecting two designated State Rail Hubs and providing a connection to High Speed Rail.



Transit Oriented Development Policy

ADOPTED DECEMBER 11, 2019

- Station area plans required that include zoning, design standards, parking policies and station access plans
- Station area plans that meet or exceed a corridor-level threshold of 2,200 housing units within ½ mile radius of stations



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Project Benefits to Alameda County

- Phase 1, D-P to North Lathrop: 33,000 daily riders in 2040
 - Tri-Valley Segment: 10,137
 - San Joaquin County Segment: 22,856
- Overall project benefits
 - Annual reduction of between 33,880 and 42,650 metric tons of GHG emissions in 2040
 - Reduction of approximately 570,000 average weekday vehicle miles traveled in 2040
- Alameda County benefits: 57% of mileage is in Alameda County



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Project Costs

- 2020 Capital Cost Estimate (mid-point YOE)
 - Phase 1: Dublin Pleasanton to North Lathrop
 - \$2.81 B to \$3.18 B
 - By segment (mid-point YOE)
 - D-P to Greenville: \$1.61 B
 - Greenville to Mountain House: \$424.97 M
 - Mountain House to North Lathrop: \$429.27 M
 - Segment costs exclude O&M facilities (\$198.67 M) and Vehicles (\$508.82 M)



Draft Funding Plan

Fund Source	Estimated Amount
Alameda CTC Measure BB	\$400 M
Regional Bridge Tolls	\$188 M
City of Livermore Impact Fees	\$40 M
Tri-Valley Transportation Council	\$40 M
City of Tracy Property Contribution	\$40 M
TOTAL	\$708 M

Additional Potential Sources

- San Joaquin COG exploring a 2022 Transportation Sales Tax that could contain the Valley Link project
- City of Lathrop impact/developer fees and tax increment financing
- San Joaquin Valley Pollution District
- State funding: TIRCIP or Congested Corridors



Potential Project Phasing

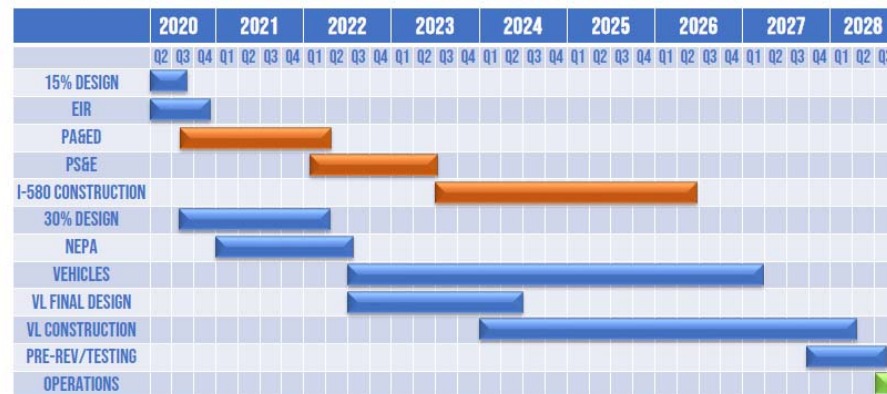
- Phase 1: D-P to North Lathrop
- Phase 2: North Lathrop to Stockton
- Project could be delivered in phases, including an initial operating segment. Options under consideration include:

Potential IOS	2025 Daily Ridership	GHG Emissions Reduction* (annual metric tons)	Capital Costs** (mid-point YOE)
D-P to Greenville	8,372	4,075 to 5,739	\$1.61 B
D-P to Mountain House***	11,101	3,980 to 7,172	\$2.04 B

*Range based on various technologies under consideration
 **Costs do not include O&M facilities (\$198.67 M) and Vehicles (\$508.82 M)
 ***Includes Southfront station



PROJECT SCHEDULE [UNCONSTRAINED FUNDING SCENARIO]



TEP Amendment Process

- TEP amendment process from the 2014 TEP
 - Amendments Require 2/3rds Support: To modify and amend this Plan, an amendment must be adopted by a two-thirds vote of the Alameda CTC Commissioners
 - Comment Period: All jurisdictions within the County were given 45 days to comment
- Staff returning to Commission to report on the comments received



Comment Period

- Commission approved initiation of the comment period on May 28, 2020
- Alameda CTC staff provided notification to the governing boards of all cities, the county and transit operators in Alameda County who are represented on the Alameda CTC Commission on May 29, 2020
- Comment period ended on July 13, 2020
- Comments received by August 28, 2020 are included in the summary matrix of comments and responses included as Attachment D with the full comment letters included in Attachment E
- All comments received between August 29, 2020 and 5 p.m. on September 11, 2020 were distributed as Handout, Attachment F and posted to the Alameda CTC website



Comments Received as of Sept 10, 2020

Agency	Support	Oppose	Questions/ Concerns
AC Transit – General Manager, not Board			X
Alameda County Board of Supervisors	X		
BART – Board Member McPartland	X		
BART – General Manager, not Board	X		X
City of Dublin	X		
City of Livermore	X		
City of Pleasanton	X		
City of San Ramon	X		
City of Union City	X		
LAVTA	X		
San Joaquin Regional Rail Commission	X		



Comments Received as of Sept 10, 2020

Public/Organization	Support	Oppose	Questions/ Concerns
Alameda County Taxpayers Association		X	
Assemblymember Bauer Kahan	X		
Bay Area Council	X		
Bay Area Transportation Working Group		X	
Bike East Bay			X
Building and Construction Trades Council of Alameda County, AFL-CIO	X		
California Automotive Retailing Group	X		
Chabot Las Positas College	X		
East Bay Economic Development Alliance, East Bay Leadership Council and Innovation Tri-Valley Leadership Group joint letter	X		



Comments Received as of Sept 10, 2020

Public/Organization	Support	Oppose	Questions/ Concerns
GILLIG	X		
Hacienda Business Park Owners Association	X		
Innovation Tri-Valley Leadership Group	X		
International Association of Sheet Metal, Air, Rail and Transportation Workers Local 104	X		
Jon Spangler		X	X
Laborers' Local 304	X		
Law Offices of Jason Bezis		X	X
Livermore Valley Chamber of Commerce	X		
Marshall Brothers Enterprises, Inc.	X		
Pleasanton Chamber of Commerce	X		
Ponderosa Homes	X		



Comments Received as of Sept 10, 2020

Public/Agency	Support	Oppose	Questions/ Concerns
US Representative Eric Swalwell	X		
Robert and Cynthia Panas	X		
Sensiba San Fillippo Certified Public Accountants and Business Advisors	X		
Sierra Club		X	X
Train Riders Association of California		X	X
Tri-Valley Conservancy	X		
Tri-Valley Transportation Council	X		
Wente Family Estates	X		



Key Themes - Support

- **Support:** Comments expressing support for the TEP Amendment focused on project benefits and the need for rail in the Tri-Valley
 - Fulfills a commitment made to the Tri-Valley to advance rail connectivity to Livermore
 - Assures Tri-Valley residents will benefit from the taxes they have paid
 - Reduction of over 99.4 million Vehicle Miles Traveled
 - Reduction of over 33,000 metric tons of greenhouse gas emissions per year
 - Support advancement of transit-oriented development
 - Protects open space
 - Supports businesses in the Tri-Valley by providing easy and convenient access
 - Provides an estimated 22,000 jobs during construction and between \$2.6 billion and \$3.5 billion in revenues



Key Themes – Oppose/Concerns

- Timing of the amendment
- Inadequate public noticing
- Insufficient alternatives analysis
- Interest in other transit alternatives in the corridor
- Benefits to San Joaquin and not Alameda County
- How an initial operating segment would be determined
- Potential project impacts related to sprawl and interregional commutes
- Measure BB equity considerations



Timing of the Amendment

- Commenters raised concerns that the TEP Amendment is being rushed. Commenters stated that there is no valid reason to amend the TEP at this point in time, and that the amendment should be delayed until the project's Environmental Impact Report (EIR) is available and the impacts of the COVID-19 pandemic on sales tax revenues and transit ridership are better understood.



Response: Timing of the Amendment

- Overall timeframe
 - Initial request was submitted in September 2019
 - Demonstrating a local funding commitment allows projects to be more competitive when seeking regional, state and federal funding
- Environmental Impact Report
 - The project must meet specific environmental deadlines and comply with regional, state and federal requirements
 - The TEP does not require that projects have completed an environmental document or have full funding plans before being in the TEP
 - Only four of the 21 specifically named capital projects in the TEP had an approved EIR when the TEP was approved by voters
- COVID-19 impacts
 - Long-term travel impacts of COVID-19 are unknown at this time
 - Alameda CTC is carefully monitoring the impact of COVID-19 on sales tax revenues



Inadequate Public Noticing

- Commenters raised concerns that the proposed TEP Amendment was not noticed to the public or posted on the Alameda CTC website. Requests were made for more time for the comment period, and for all comments to be posted by the end of July.
- Response
 - TEP Implementing Guidelines for a proposed TEP Amendment requires a comment period for jurisdictions
 - Following the Commission's May 28, 2020 approval to initiate the comment period, Alameda CTC staff provided notification to the governing boards of all cities, the county and transit operators in Alameda County who are represented on the Alameda CTC Commission
 - Staff were directed to include the full set of comments received in the PPLC materials and distribute those in advance of the meeting per standard Commission processes



Insufficient Alternatives Analysis

- Commenters stated that there had been insufficient analysis of alternatives, with specific focus on further analysis of a bus alternative in order to determine if there are better, more efficient uses of the funding
- BART and other commenters raised concerns regarding ensuring full understanding of and eligibility for BART core system impacts as part of the project and potential uses of the \$400 million
- A few commenters specifically referenced TEP Implementing Guideline #22 as a reason other projects could be eligible for the funding



Response: Insufficient Alternatives Analysis

- BART conducted extensive alternatives analysis, as both part of the 2010 Program Environmental Impact Report (EIR) and as part of the subsequent Project EIR certified in 2018
 - 2010 Program EIR included analysis of 10 alignment alternatives
 - 2018 Project EIR included extensive analysis of four alternatives plus a no project alternative
- Valley Link Feasibility Report further evaluated alternatives and continues to do so as part of the environmental document
- TEP Guideline 22



Response: Other Transit Investments

- TEP Guideline 22
 - Should a planned project become undeliverable, infeasible or unfundable due to circumstances unforeseen...funding for that project will be reallocated to another project or program of the same type
 - The Valley Link project is a Transit project as is the BART to Livermore Project and it is at the Commission's discretion to act on a plan amendment to use these funds for transit purposes
- BART Core impacts
 - The TVSJVRRRA has proposed to enter into an MOU with BART to address these future potential impacts
 - BART and the TVSJVRRRA continue to work closely to fully identify and understand all potential impacts and benefits
 - Faregate modernization for non-Valley Link stations does not appear to be directly linked to impacts of the Valley Link project



Benefits San Joaquin County Not Alameda County

- Concerns were raised that Alameda County residents would not benefit from the project, but instead the project will primarily benefit San Joaquin County residents. In addition, concerns were raised that San Joaquin County has not committed funding to the project
- Response: Measure BB funds will only be spent on transportation improvements in Alameda County



Response: Benefits to Alameda County

- Benefits of the project, including data specific to Alameda County residents where possible, as provided by the Valley Link staff is noted below. Data is based on an extension from Dublin-Pleasanton BART to North Lathrop.
 - 10,137 daily boardings in the Tri-Valley in 2040
 - 32,993 daily boardings in from Dublin-Pleasanton BART to North Lathrop in 2040
 - Annual reduction of between 33,880 to 42,650 metric tons of greenhouse gas emissions in 2040 depending on the vehicle variant under consideration
 - Reduction of approximately 570,000 average weekday vehicle miles travelled in 2040
 - Approximately 57% of the project track mileage is in Alameda County
 - Transit-oriented development in the Tri-Valley including developments at the proposed Isabel station and Southfront station alternative



Response: San Joaquin Funding

- Funds are for construction only in Alameda County and shall not be used until full funding commitments are identified and approved for the initial operating segment
- TVSJVRRA is working closely with cities in San Joaquin County, the San Joaquin Council of Governments (SJCOG), and the state to secure additional funding for the project
- In April 2020, the SJCOG Board approved an amendment to its 2018 Regional Transportation Plan to include the Valley Link project, including showing \$163.9 million for the project in the plan from future measures and state funds
- SJCOG also contributed funding for the environmental document



Determination of Initial Operating Segment

- Requests for more detail on how an initial operating segment would be determined
- Response: the TVSJVRRA Board is considering potential initial operating segments in order to more quickly deliver service

Potential IOS	2025 Daily Ridership	GHG Emissions Reduction* (annual metric tons)	Capital Costs** (mid-point YOY)
D-P to Greenville	8,372	4,075 to 5,739	\$1.61 B
D-P to Mountain House***	11,101	3,980 to 7,172	\$2.04 B

*Range based on various technologies under consideration

**Costs do not include O&M facilities (\$198.67M) and Vehicles (\$508.82M)

***Includes Southfront station



Potential Impacts to Sprawl and SB 375

- Commenters stated that the project will increase sprawl and further the distances between where people live and work. It was noted that this would violate the “inter-regional commuting” policy of Senate Bill 375 (SB 375) and Plan Bay Area
- Response:
 - SB 375 applies to regional transportation plans/sustainable communities strategies (RTP/SCS) that are adopted by metropolitan transportation organizations (MPOs) in the state of California
 - MTC Commission recently voted to include Valley Link in Plan Bay Area 2050, the RTP/SCS currently in development in the Bay Area region
 - SJCOG’s most recent RTP/SCS was amended in early 2020 to include the Valley Link project
 - MTC’s robust project performance assessment did not identify performance concerns with the Valley Link project regarding the project conflicting with the guiding principles of Plan Bay Area and identified it as a relatively well performing regional rail project.
 - The TVSJVRRRA has adopted a Transit Oriented Development (TOD) Policy to support the advancement of transit-oriented development (TOD) in Valley Link station areas.
 - The policy mirrors the TOD guidelines outlined in MTC Resolution 3434 TOD guidelines



Measure BB Equity Considerations

- Commenters stated that the amendment would require the entire TEP to need to be reopened because it would dramatically change the distribution of benefits across the county. That would therefore require the basic allocation formula for local streets and roads to need to be reconsidered
- Response:
 - When the 2014 TEP was crafted by the Commission, it was done so to address geographic equity in investments and to reach consensus on a set of projects and programs that would provide benefits in all areas of Alameda County
 - The \$400 million was identified in the TEP for a rail extension in the Tri-Valley so the proposed amendment does not change the geographic distribution of the benefits of the overall TEP



Today's Action



TEP Project Requirements

- All implementing guidelines will be applicable to the project and project sponsor, similar to all other TEP projects
- Strict Project Deadlines: Each project will be given a period of seven years to receive environmental clearance approvals and to have a full funding plan for each project
- Commitments from Fund Recipients: All recipients of funds allocated in this expenditure plan will be required to sign a Master Funding Agreement, which details their roles and responsibilities in spending sales tax funds, and includes local hiring requirements
- No expenditures outside of Alameda County



Proposed Changes

~~BART to Livermore~~ Valley Link Rail in Alameda County (\$400 M)

This project funds the first phase of a ~~BART~~ Valley Link Rail Extension from the existing Dublin/Pleasanton BART Station within the Tri-Valley and Altamont Pass in Alameda County ~~I-580 Corridor freeway alignment to the vicinity of the I-580/Isabel Avenue interchange~~ using the most effective and efficient technology. Funds are for construction for any element of this first phase project in Alameda County and shall not be used until full funding commitments are identified and approved for the initial operating segment that most effectively meets the adopted project goals, and a project-specific environmental clearance is obtained. The project-specific environmental process will include a detailed alternatives assessment of all fundable and feasible alternatives, and be consistent with mandates, policies and guidance of federal, state, and regional agencies that have jurisdiction over the environmental and project development process.

- Blue denotes new language added
- Red denotes language removed



Today's Action

- It is recommended that the Commission approve the Tri-Valley-San Joaquin Valley Regional Rail Authority (TVSJVRRA) request for an amendment to the 2014 Measure BB Transportation Expenditure Plan (TEP) to:
 - 1) acknowledge TVSJVRRA as a new agency in Alameda County that can be an eligible recipient of Measure BB funds;
 - 2) remove the BART to Livermore project and associated \$400 million Measure BB funding;
 - 3) add Valley Link in Alameda County project with \$400 million in Measure BB funding; and
 - 4) make associated technical amendments.
- The Commission Plan Amendment Resolution recommended for approval is included as Attachment B and the proposed 2014 Measure BB Expenditure Plan redline markups and technical amendments are detailed in Attachment C.
- This is an action item and requires majority approval at the Planning, Policy and Legislation Committee (PPLC) and 2/3 of the Authorized vote for approval at the Commission meeting per the Implementing Guidelines of the 2014 TEP.





Thank You

For more information, visit
www.AlamedaCTC.org

Alameda County Transportation Commission • 1111 Broadway, Suite 800
Oakland, CA 94607 • 510.208.7400