

**San Mateo County Express Lanes Joint Powers Authority  
(SMCEL-JPA)  
Board of Directors Meeting Notice**

Meeting No. 15

**DATE:** Friday, September 11, 2020

**TIME:** 9:00 A.M.

Join by Zoom:

<https://us02web.zoom.us/j/85371698320?pwd=Uy9Ta0g0YW5OUe50UXN3d1RkMUE3Zz09>

Meeting ID: 853 7169 8320

Password: 373493

Join by Phone:

(669) 900-6833

Meeting ID: 853 7169 8320

**Board of Directors:** Don Horsley (Chair), Diane Papan (Vice Chair), Alicia Aguirre, Emily Beach, Maryann Moise Derwin, and Rico Medina

\*\*\*\*\*

On March 17, 2020, the Governor issued Executive Order N-29-20 suspending certain provisions of the Ralph M. Brown Act in order to allow for local legislative bodies to conduct their meetings telephonically or by other electronic means. Thus, pursuant to Executive Order N-29-20, local and statewide health orders, and the CDC's social distancing guidelines, which discourage large public gatherings, SMCEL-JPA meetings will be conducted via remote conferencing only (no physical location). Members of the public may observe or participate in the meeting remotely via one of the options above.

Persons who wish to address the SMCEL-JPA Board on an item to be considered at this meeting, or on items not on this agenda, are asked to submit written comments to [mguilles@smcgov.org](mailto:mguilles@smcgov.org). Spoken public comments will also be accepted during the meeting through Zoom. Please see instructions for written and spoken public comments at the end of this agenda.

- 1.0 CALL TO ORDER/ ROLL CALL
- 2.0 BRIEF OVERVIEW OF TELECONFERENCE MEETING PROCEDURES
- 3.0 PUBLIC COMMENT

Note: Public comment is limited to two minutes per speaker. Public comment permitted on both items on the agenda and items not on the agenda.

#### 4.0 APPROVAL OF CONSENT AGENDA

This item is to set the final consent and regular agenda, and to approve the items listed on the consent agenda. All items on the consent agenda are approved by one action. There will be no separate discussion on these items unless members of the Board, staff or public request specific items to be removed for separate action.

4.1 Approval of the minutes of Board of Directors regular business meeting No. 14 dated August 14, 2020. ACTION p. 1

4.2 Accept the Sources and Uses of Funds for the FY21 Period Ending July 31, 2020. ACTION p. 8

#### 5.0 REGULAR AGENDA

5.1 Receive a presentation on the Equity Study Guiding Document, Public Engagement Strategy, and project status and schedule. INFORMATION p. 10

#### 6.0 REPORTS

- a) Chairperson Report.
- b) Member Communication.
- c) Executive Council Report - Executive Council Verbal Report.
- d) Policy/Program Manager Report.

#### 7.0 WRITTEN COMMUNICATIONS

7.1 Letter from Executive Council, Sandy Wong and Jim Hartnett, San Mateo County Express Lanes Joint Powers Authority, to Therese W. McMillan, Executive Director, Metropolitan Transportation Commission, dated 8/25/20. RE: Bay Area Express Lanes Project Performance in Plan Bay Area 2050. p. 14

#### 8.0 NEXT REGULAR MEETING

October 16, 2020

#### 9.0 ADJOURNMENT

**PUBLIC NOTICING:** All notices of San Mateo County Express Lanes Joint Powers Authority Regular Board meetings, standing committee meetings, and special meetings will be posted at the San Mateo County Transit District Office, 1250 San Carlos Ave., San Carlos, CA.

**PUBLIC RECORDS:** Public records that relate to any item on the open session agenda for a regular Board meeting, standing committee meeting, or special meeting are available for public inspection. Those public records that are distributed less than 72 hours prior to a regular Board meeting are available for public inspection at the same time they are distributed to all members, or a majority of the members, of the Board. The Board has designated the location of 555 County Center, 5<sup>th</sup> Floor, Redwood City, CA 94063, for the purpose of making public records available for inspection. Please note this location is temporarily closed to the public; please contact Mima Guilles at [mguilles@smcgov.org](mailto:mguilles@smcgov.org) to arrange for inspection of public records.

**PUBLIC PARTICIPATION:** Please refer to the first page of this agenda for instructions on how to participate in the meeting. Persons with disabilities who require auxiliary aids or services in attending and participating in this meeting should contact Mima Guilles at (650) 599-1406, five working days prior to the meeting date.

Written comments should be emailed in advance of the meeting. Please read the following instructions carefully:

1. Your written comment should be emailed to [mguilles@smcgov.org](mailto:mguilles@smcgov.org).
2. Your email should include the specific agenda item on which you are commenting or note that your comment concerns an item that is not on the agenda.
3. Members of the public are limited to one comment per agenda item.
4. The length of the emailed comment should be commensurate with the two minutes customarily allowed for verbal comments, which is approximately 250-300 words.
5. If your emailed comment is received at least 2 hours prior to the meeting, it will be provided to the SMCEL-JPA Board members and read aloud by SMCEL-JPA staff during the meeting. We cannot guarantee that emails received less than 2 hours before the meeting will be read during the meeting, but such emails will be included in the administrative record of the meeting.

Spoken comments will be accepted during the meeting through Zoom. Please read the following instructions carefully:

1. The SMCEL-JPA Board meeting may be accessed through Zoom at the online location indicated at the top of this agenda.
2. You may download the Zoom client or connect to the meeting using an internet browser. If using your browser, make sure you are using a current, up-to-date browser: Chrome 30+, Firefox 27+, Microsoft Edge 12+, Safari 7+. Certain functionality may be disabled in older browsers including Internet Explorer.
3. You will be asked to enter an email address and name. We request that you identify yourself by your name as this will be visible online and will be used to notify you that it is your turn to speak.
4. When the SMCEL-JPA Clerk or Chair call for the item on which you wish to speak, click on “raise hand” and if you joined the meeting by phone, dial \*9 to raise your hand. The Clerk will activate and unmute speakers in turn. Speakers will be notified shortly before they are called on to speak.
5. When called, please limit your remarks to the time allotted.

If you have any questions about this agenda, please contact:

Mima Guilles, Secretary - (650) 599-1406

# San Mateo County Express Lanes Joint Powers Authority Board of Directors Meeting Minutes

Meeting No. 14  
August 14, 2020

In compliance with Governor’s Executive Order N-29-20, and pursuant to the Shelter-in-Place Order issued by the San Mateo County Health Officer, this meeting was conducted via remote conferencing.

**Board of Directors:** Alicia Aguirre, Don Horsley (Chair), Emily Beach, Maryann Moise Derwin, Diane Papan (Vice Chair), and Rico Medina

\*\*\*\*\*

## 1.0 CALL TO ORDER/ ROLL CALL

Chair Horsley called the meeting to order at 9:00 a.m. Roll call was taken.

**Members Present:**

C/CAG Members:

Diane Papa, Maryann Moise Derwin, Alicia Aguirre (departed 10:00 a.m.)

SMCTA Members:

Don Horsley, Rico Medina, Emily Beach

**Members Absent:**

None.

**Staff Present:**

Sandy Wong – Executive Council

Jim Hartnett – Executive Council

Mima Guilles – Secretary

Tim Fox – Legal Counsel

Matthew Click – Program/Policy Manager for SMCEL JPA, HNTB

Sean Charpentier, Van Ocampo – C/CAG staff supporting SMCEL JPA

April Chan, Derek Hansel – TA staff supporting SMCEL JPA

Leo Scott – Gray Bowen Scott

Peter Shellenberger – PFM Financial- Financial Advisor for SMCEL JPA

Rudy Salo, Nixon Peabody- Finance Legal Counsel for SMCEL JPA

Other members of the public were in attendance.

## 2.0 BRIEF OVERVIEW OF TELECONFERENCE MEETING PROCEDURES

Mima Guilles, Secretary, provided an overview of the teleconference procedures.

## 3.0 PUBLIC COMMENT

*Note: Public comment is limited to two minutes per speaker. Public comment permitted on both items on the agenda and items not on the agenda.*

In accordance with the agenda for this meeting, persons who wish to address the SMCEL- JPA Board on an item to be considered at this meeting, or on items not on this agenda, were asked to submit comments in writing to [mguilles@smcgov.org](mailto:mguilles@smcgov.org) by 8:00 AM on Friday August 14, 2020. Mima Guilles, Secretary, reported there were no public comments received by the deadline. There was no spoken public comment made.

#### 4.0 APPROVAL OF CONSENT AGENDA

This item is to set the final consent and regular agenda, and to approve the items listed on the consent agenda. All items on the consent agenda are approved by one action. There will be no separate discussion on these items unless members of the Board, staff or public request specific items to be removed for separate action.

Director Beach MOVED approval of Items 4.1 and 4.2. Director Medina SECONDED. Roll call was taken. **MOTION CARRIED 6-0-0**

4.1 Approval of the minutes of Board of Directors Special Meeting (meeting No. 13) dated July 17, 2020. APPROVED

4.2 Information on Statement of Revenues and Expenditures for the Period Ended June 30, 2020. INFORMATION

#### 5.0 REGULAR AGENDA

5.1 Presentation and update on the San Mateo 101 Express Lanes Project. INFORMATION

Leo Scott provided a PowerPoint presentation on the construction progress of the San Mateo 101 Express Lanes Project.

5.2 Presentation and update on the Equity Study for the US 101 Express Lanes Project. INFORMATION

Matthew Click provided an update on the Equity Study for the US 101 Express Lanes Project.

5.3 Authorize the Executive Council to sign off a letter to the Metropolitan Transportation Commission supporting the Bay Area Express Lanes Project Performance Strategies as included in Plan Bay Area 2050 Draft Blueprint. APPROVED

April Chan presented the draft letter to the Metropolitan Transportation Commission which is necessary to support the Bay Area Express Lanes Project to be included in Plan Bay Area 2050. Since the Bay Area Express Lanes project

was under-performing in the project performance evaluation relative to GHG and Equity measures, all express lanes operators in the Bay Area are being asked to submit this “form letter” to MTC committing to strategies to reduce GHG emission and to improve Equity. April Chan pointed out some of the key points as included in the draft letter, one of which speaks to all-lanes tolling on freeway corridors with robust transit.

Director Papan noted that to her understanding, a request was made to be put in the letter a reference to the reservations and concern of all-lanes tolling but did not in fact see it on the draft letter.

April Chan added that the draft letter does not specifically state such reservation but a note can be added to the letter prior to signing off by the Executive Council.

April Chan added that in her conversation with one of the San Mateo County MTC Commissioners, the Commissioner would like to make sure that the concern of all-lanes tolling will be on the record and be communicated to MTC.

Director Derwin asked about the statement in the letter regarding prioritizing converting of a general-purpose lane over adding a lane. She asked if the proposed express lanes from I-380 to SF county line will add a lane.

April Chan responded that the environmental study will evaluate all feasible alternatives. No alternative has been chosen yet.

Director Derwin asked if this letter would negatively impact the express lanes north of I-380 if adding a lane alternative is chosen.

April Chan said the MTC strategy prioritizes lane conversions.

Director Derwin asked if the regional means-based tolling pilot were successful, would the MTC require all express lanes to implement means-based tolling.

April Chan answered that San Mateo County (SMCEL JPA) owns its express lanes and gets to decide on how to operate it.

Director Derwin agreed with Director Papan’s earlier comment about all lanes tolling, and would like to add language to the letter or a supplemental letter expressing concerns about and reserving judgement until after the study of all lanes tolling.

Director Beach shared Director Derwin’s comments and appreciated that the MTC letter seeks to address some of the shortcomings with existing express lanes regarding equity, greenhouse gases, and cost benefit analysis.

Director Beach asked staff for confirmation that the letter did not commit us to all lane tolling, or implement the MTC’s equity program.

April Chan answered, yes. We are doing our own equity study and have made it clear that we will wait until the results of our Equity Study.

Director Beach said there is no harm in a study and agrees that we reserve judgement until the study is completed.

Director Medina agreed that the concerns need to be noted and we need to ensure that the comments are either in a supplemental letter that is referenced in the MTC letter or added to the MTC letter.

Director Papan agreed with Directors Medina and Director Derwin and wanted to ensure that the concerns raised by the SMCEL JPA are communicated now and not later when the study is done.

Gina Papan, a member of the Public and an MTC Commissioner, made a public comment at this point. She stated that both herself and fellow MTC Commissioner Warren Slocum were concerned that the letter makes it appear that the JPA has agreed to these terms. We need to preserve our point of view and rewrite the letter and present our specific concerns and preserve our rights. San Mateo County is different, has specific concerns, and there are other viable strategies that can be pursued to reduce greenhouse gases. Supported an amendment to the letter, or separate letter specifically listing reservations.

Chair Horsley asked how would all lanes tolling potentially effect our financial commitment.

Jim Hartnett noted that our decisions are within our control and the region can attempt to apply regional leverage. It is helpful to make clear that agreeing to study an item is not the same as agreeing to implement what is being studied.

Director Beach expressed concern that the letter commits us to congestion pricing on all freeway lanes.

Gina Papan said that Director Beach is correct, and the letter, as is currently written, can easily be misunderstood by MTC staff as our support for these concepts. If we submit a letter of our own with the specific concerns, other jurisdictions might support us.

Directors continued to discuss the options of modifying the letter or rewriting a San Mateo County specific letter. Both options were aimed at conveying the willingness to study the strategy of all-lanes tolling but reserving judgement and not committing to implementation, and expressing concerns.

In addition, Director Derwin was concerned about the 55 miles per hour as included in the letter. April Chan noted that any change to highway speed on the State Highway System is under the purview of and would be implemented by Caltrans.

Director Beach made a motion to save as is this document, make sure staff changes the language, particularly in the Plan Bay Area Concepts section. That we support studying it but have reservations and are not committing until the studies are complete.

Director Papan asked if that includes removing language committing to specific policies.

Director Beach replied yes.

Director Derwin suggested to appoint Director Papan and Director Beach to a sub-committee to authorize and to review the re-written letter before it is sent out.

Chair Horsley mentioned that there were two separate motions. One was to write a letter by changing the language to indicate that we support studying the goals. Second was to have a sub-committee to review the letter to make sure the language was changed appropriately.

Director Papan **MOVED** to change the letter to indicate support for the studies and aspirational goals, but not commit to implementation, and to express concern in the policies. Director Medina **SECONDED**. Roll call was taken. **MOTION CARRIED 5-0-0** (Director Aguirre – Absent)

Director Horsley **MOVED** to appoint Director Papan and Director Beach to a sub-committee to review the letter. Director Medina **SECONDED**. Roll call was taken. **MOTION CARRIED 5-0-0** (Director Aguirre – Absent)

- 5.4 Review and approval of Resolution SMCEL 20-11 authorizing the SMCEL-JPA Chair to execute the US-101 Express Lanes Project Loan Agreement between the San Mateo County Express Lane Joint Powers Authority (SMCEL-JPA) and the San Mateo County Transportation Authority (SMCTA) for up to \$100 million.  
APPROVED

Chair Horsley reminded the Board that this item was not voted on because July 17, 2020 was a Special meeting and not a Regular meeting.

Peter Shellenberger provided an overview and a PowerPoint presentation on the US-101 Express Lanes Project Loan Agreement.

Director Papan wanted the record to reflect her concern that the MTC could tie adoption of means-based tolling to receiving certain regional funds. We might be in a position where some cities might lose OBAG or MTC funds due to the JPA's inability to implement a means-based tolling program in excess of what is allowed in Loan Agreement. She said that it is nuanced, but wanted to go on the record that there is a chance that cities could lose some money if we cannot do means-based tolling in the event that is a regional requirement.

Sandy Wong commented that during final negotiation of the loan agreement, she too had expressed the same concerns because in her experience in working with MTC, they have conditioned funding on the implementation of another policy. She had suggested to insert a clause into the loan agreement in such that the JPA can implement means-based tolling without going back to a formal amendment if it's to comply with such MTC condition. However, that suggestion was not accepted, hence that language was not included in the final draft.

Director Derwin agreed with Director Papan and had the same concerns. She also agreed with Sandy Wong's language clarification.

Director Beach appreciated and understood Director Papan's concerns but did not share the same level of concerns for three reasons. Director Beach asked Peter Schellenberger or Rudy Salo, the JPA's advisors, for input.

Peter Schellenberger articulated that the current language represents a compromise by balancing the ability to implement a means-based tolling policy as long as the loan is repaid each year by at least \$5 million and revenue does not decline by more than 10%.

Rudy Salo commented on two things, one that if we were dealing with a commercial lender this would not be acceptable. And second, anything other than the language that's in the agreement could possibly render this provision completely unenforceable under the law.

Director Beach expressed three reasons 1) the JPA's fiduciary hired experts are comfortable with the language and think it is reasonable. 2) the remedy to address the concern would essentially mean we would give our JPA full authority to change the rules on the loan agreement and only pay back as long they don't want to do a different policy. 3) the economic interest of both parties involved, TA and the JPA, their interests are aligned.

Director Papan appreciated Director Beach's acknowledging her concerns. She added the two agencies (TA and JPA) are independent entities and have separate missions.

Director Derwin asked if there have been studies on how much impact would toll discount have on revenues, do they reduce more than 10%.

April Chan said they don't know yet.

Chair Horsley appreciated the excellent presentation done by Mr. Shellenberger and thanked Director Beach and Director Papan for all the hard work they have done.

Director Beach **MOVED** to approve item 5.4. Director Medina **SECONDED**. Roll call was taken. **MOTION CARRIED 5-0-0** (Director Aguirre – Absent)

## 6.0 REPORTS

### a) Chairperson Report.

None.

### b) Member Communication.

None.

### c) Executive Council Report - Executive Council Verbal Report.

Sandy Wong thanked Director Beach and Director Papan for their hard work for getting this \$100M loan agreement in place. Staff will start working on the next set of agreements to prepare for express lane operations. Those agreements will be presented to the JPA Board for approval in the coming months.

Jim Harnett thanked Director Papan and Director Beach, Mr. Shellenberger and acknowledges the hard work the staff has done.

Director Beach thanked the staff and consultants for their guidance and the work they have done.

d) Policy/Program Manager Report.

None.

7.0 WRITTEN COMMUNICATIONS

None.

8.0 NEXT REGULAR MEETING

September 11, 2020

9.0 ADJOURNMENT – 11:30 a.m.

## San Mateo County Express Lanes Joint Power Authority Agenda Report

Date: September 11, 2020

To: San Mateo County Express Lanes Joint Powers Authority (SMCEL-JPA) Board of Directors

From: Executive Council

Subject: Accept the Sources and Uses of Funds for the FY21 Period Ending July 31, 2020  
(For further information, contact Derek Hansel, CFO, at 650-508-6466)

---

### **RECOMMENDATION**

That the SMCEL-JPA Board accept and enter into the record the Sources and Uses of Funds for the FY21 Period Ending July 2020.

The statement columns have been designed to provide year to date current actuals for the current fiscal year and the annual budget for the current fiscal year.

### **BACKGROUND**

Year to Date Sources of Funds: As of July year-to-date, the Total Sources of Funds are \$0, because there have not been advances for FY21 under the two operating loan agreements between the SMCEL-JPA, the San Mateo County Transportation Authority and the City/County Association of Governments.

Year to Date Expenditures: As of July year-to-date, the Total Uses of Funds are \$29,402. Major expenses are in Staff Support \$24,506 and Administrative Overhead \$4,451.

Budget Amendment:

There are no budget amendments for the month of July 2020.

### **ATTACHMENT**

1. Sources and Uses of Funds Fiscal Year 2021 (July 2020)

**SAN MATEO COUNTY EXPRESS LANE JPA**  
**SOURCES AND USES OF FUNDS**  
**Fiscal Year 2021**  
**July 2020**

	ACTUAL		BUDGET	
	As of 7/31/2020		Annual	
<b>SOURCES OF FUNDS:</b>				
	Advance from the City/County Association of Governments of San Mateo County	\$ -	\$	917,244
1	Advance from the San Mateo County Transportation Authority	-		1,270,463
2	<b>TOTAL SOURCES OF FUNDS</b>	<b>-</b>		<b>2,187,707</b>
<b>USES OF FUNDS:</b>				
3	Staff Support	24,506		814,700
4	Administrative Overhead	4,451		53,415
5	Business Travel	-		3,000
6	Office Supplies	-		3,000
7	Printing and Information Svcs	-		5,000
8	Legal Services	-		60,000
9	Consultant	-		1,171,432
10	Insurance	-		-
11	Miscellaneous	445		77,160
12	<b>TOTAL USES OF FUNDS</b>	<b>29,402</b>		<b>2,187,707</b>
13	<b>EXCESS (DEFICIT)</b>	<b>\$ (29,402)</b>	<b>\$</b>	<b>-</b>
<b>Additional Information:</b>				
	Loan payables to the City/County Association of Governments of San Mateo County	\$ 444,695		
	Loan payables to the San Mateo County Transportation Authority	\$ 444,695		

## San Mateo County Express Lanes Joint Power Authority Agenda Report

Date: September 11, 2020

To: San Mateo County Express Lanes Joint Powers Authority (SMCEL-JPA) Board of Directors

From: Matthew Click, Policy and Program Manager (PPM)

Subject: Receive a presentation on the Equity Study Guiding Document, Public Engagement Strategy, and project status and schedule.

(For further information please contact Matthew Click at (703) 999-8444)

### RECOMMENDATION

That the SMCEL-JPA Board receive a presentation on the Equity Study Guiding Document, Public Engagement Strategy, and project status and schedule. No Board action is required.

### FISCAL IMPACT

This is an informational item. There is no fiscal impact related to receiving this information.

### SOURCE OF FUNDS

NA

### BACKGROUND

One of the fundamental reasons for forming the SMCEL-JPA was to ensure local control over the formulation and implementation of policies/programs as well as operation of the US 101 Express Lanes Project. Central to the desire for local control was to ensure that equity would be a primary consideration and influence how the project would be operated and project revenues would be used. The SMCEL-JPA selected ARUP to perform the equity study under the leadership and direction of the Policy and Program Manager (PPM). The Equity Study was officially kicked-off on May 13, 2020. The first Equity Study Advisory Committee (ESAC) meeting occurred on July 20, 2020. The second ESAC meeting occurred on September 3, 2020. The purpose of this item is to present the Draft Guiding Document, literature review, and Public Engagement Strategy to the Board of Directors; and to update the Board on the progress and schedule. See Attachment 1 for the Draft Guiding Document.

### ATTACHMENTS

1. Draft Equity Study Guiding Document
2. Powerpoint presentation on Equity Study Guiding Document, Public Engagement Strategy, and project status and schedule, to be provided on-line at: <http://www.ccag.ca.gov/express-lane-jpa/>

# San Mateo 101 Express Lanes Equity Study

## Draft Guiding Document

---

### Introduction

This document is intended to guide the creation of the San Mateo 101 Express Lanes Equity Study. This study will recommend a first-in-the-region Pilot Equity Program for consideration and adoption by the San Mateo County Express Lanes Joint Powers Authority (SMCEL-JPA) in Spring 2021.

This Guiding Document identifies the Vision, Desired Outcomes, Challenges and Target Populations for the Equity Study. Interim and final work products prepared for this study, as well as critical path decisions in the process, will refer back to the Guiding Document to provide direction, focus, and a sense of priority.

This Guiding Document is based on interviews with key stakeholders conducted by the project team in July and August of 2020, and will incorporate feedback from the Equity Study Advisory Committee and SMCEL-JPA Board of Directors.

### Our Vision

The Pilot Equity Program will be responsive to the transportation needs of historically underserved communities in San Mateo County and provide meaningful benefits to those communities. The Equity Study will prioritize program flexibility so that the Pilot Equity Program can be adaptive and evolve over time, in parallel with the phased implementation of the San Mateo 101 Express Lanes and in response to changing community needs. The Pilot Equity Program will also strive to integrate seamlessly into a regional equity strategy across the Bay Area's express lanes network.

### Desired Outcomes

- Develop an implementable Pilot Equity Program that is flexible and can adapt to changing needs and community feedback over time.
- Identify equity strategies that are most beneficial to underserved communities who live near the lanes, as well as low-income travelers who are likely to utilize the Express Lanes.
- Where possible, identify equity strategies that are replicable and could potentially be applied or expanded to other express lanes in the region.
- Ensure communities who have had historically low involvement with planning decisions see their input broadly reflected in Equity Program design and implementation.
- Encourage mode shift from single-occupancy vehicles to transit and other high-occupancy modes, especially within the Express Lanes.
- Improve the safety and connectivity of the active transportation network in communities adjacent to the corridor.
- Ensure the Pilot Equity Program supports the Express Lanes project benefits and goals, including improving mobility, travel time, and reliability.

### Challenges

The Express Lanes pose several challenges that the Pilot Equity Program aims to address, including:

- Charging single-occupant vehicle users for access to infrastructure may generate inequity by improving mobility only for those who have the means to pay a toll.

- Those without the same means to pay are often those who face more severe consequences for being late as a result of traffic, like job loss, late fees, etc.
- The impact of the housing crisis and the resulting pattern of displacement means that underserved communities are increasingly forced to commute greater distances, and potentially have a greater need to utilize the Express Lanes to reach job centers and other opportunities.
- The Express Lanes will only benefit those without cars if they have access to affordable public transit or other shared modes that utilize the lanes to substantially reduce travel time and improve reliability.
- There are significant barriers to implementing an Equity Program (e.g., eligibility requirements, lack of digital access to resources, banking/credit limitations, language barriers) that may limit the ability of underserved communities to benefit from it.

## Target populations

The Pilot Equity Program proposes to address these challenges by prioritizing the transportation needs of underserved communities in San Mateo County whose members either use the Highway 101 corridor and/or live near it. Both groups are prioritized for different reasons.

Freeway users from underserved communities in San Mateo County are prioritized because they may be unable to afford the toll or meet the minimum carpool requirements to use the Express Lanes. Residents of neighborhoods near the freeway are prioritized because of the longstanding impacts on health, accessibility, and quality of life that are associated with living near the freeway.

Target populations to be analyzed in this study include **low, very low, or extremely low income households** with a particular emphasis on those households that intersect with one or more of the following characteristics:

- Latinx
- Black
- Southeast Asian or Pacific Islander
- Indigenous/Native American
- Limited English proficiency
- Single female-headed
- No- or low-vehicle ownership (defined as 1 car per 3 or more working adults)
- Transit-dependent
- Older adults
- Youth (17 and under)
- Disabled/Paratransit users

This list is deliberately expansive for the purpose of analysis. Eligibility criteria for the Pilot Equity Program will be defined in subsequent phases of work and will likely include some combination of the aforementioned characteristics.

### *Analysis of Target Populations*

For the purposes of analyzing travel behavior, demand, and unmet needs, this Equity Study will define target populations geographically. We will identify census tracts that show an over-representation of groups with the characteristics noted above. Initial mapping shows that the majority of these census tracts are within one mile of Highway 101.

### *Directing Equity Program Benefits to Target Populations*

Equity Program strategies that take the form of capital improvements, fixed-route transit service, and other place-based investments should target the census tracts with the highest concentration of targeted populations, as identified through the course of this study.

Equity Program strategies that take the form of direct payments or incentives for individuals or households should be directed to all San Mateo County residents who meet eligibility criteria consistent with the characteristics listed above, as refined through further analysis.

DRAFT

# San Mateo County Express Lanes Joint Powers Authority (JPA)

City/County Association of Governments of San Mateo County ❖ San Mateo County Transportation Authority

## Board of Directors

Don Horsley, Chair  
Diane Papan, Vice Chair  
Alicia Aguirre  
Emily Beach  
Maryann Moise Derwin  
Rico Medina

August 25, 2020

Therese W. McMillan  
Executive Director  
Metropolitan Transportation Commission  
375 Beale Street Suite 700  
San Francisco, CA 94105

RE: Bay Area Express Lanes Project Performance in Plan Bay Area 2050

Dear Ms. McMillan:

This letter is in response to the Plan Bay Area 2050 Project Performance Assessment (PPA) findings for the Regional Express Lanes Network. The PPA indicated a few performance shortcomings for the Regional Express Lanes Network, including underperforming benefit-cost ratios, equity and GHG scores. We are writing to convey the regional plan to address these underperformance issues.

For the last year, a working group consisting of Bay Area Express Lanes partners has met to develop an Express Lanes Strategic Plan. This group is collaborating to shape the future of the Express Lanes Network, consistent with the vision and goals of Plan Bay Area 2050. We believe it shows promising benefits if integrated cost-effectively with transit, affordability, and other Plan Bay Area programs. The working group recently developed network scenarios that integrate Plan Bay Area goals and presented them to the MTC Operations Committee in May for Commissioner feedback. Having implemented the recommended changes and presented to the MTC Operations Committee in June, the working group will soon submit a revised Regional Express Lane Network for inclusion into Plan Bay Area 2050.

This letter demonstrates the working group's commitment to improving the network's cost effectiveness, equity and GHG reduction performance while meeting Federal and State operational requirements by: prioritizing segments that support transit/carpooling and provide seamless travel, incorporating projects that utilize conversion of existing right of way over expansion where possible, committing to a means-based toll discount pilot, and implementing public engagement best practices. In addition to revising the Network for Plan Bay Area 2050, the group plans to develop a series of white papers over the summer of 2020 to inform policies and future project development. The outcomes of these white papers along with the revised Regional Express Lanes Network will be documented in a final

---

Regional Express Lanes Strategic Plan at the end of 2020. Some highlights of work to date and upcoming work include:

**Increasing Benefits; Decreasing Costs**

The working group is revising the Regional Express Lanes Network to reflect:

- Segments that can more realistically be built in the next 15 years as well as the next 30 years based on available funds, including local funding commitments to project development and construction, and financing. For example, the costly 580/680 and 680/80 direct connectors most likely will not fit within the funding envelope for this period.
- Segments that support existing and potential future public transit services that advance the equity and GHG goals outlined in the Strategic Plan.
- Prioritization of HOV lane and general-purpose lane conversions (pending changes in legislation and traffic impact analysis) over construction of new lanes to reduce per-mile capital cost and the risk of induced demand/GHG. For example, Ala-580, SF-101/280, SCL 680/280 and SM-101 will evaluate take-a-lane and/or shoulder lane strategies as potential alternatives during the environmental process to evaluate impacts on GHG emissions and operations. Where new lanes are added, it may be possible to use paved right of way to reduce costs.

**Local Funding**

Express lanes bring considerable resources to the table to fund their construction, operations and maintenance. This sets them apart from other transportation management strategies.

- The express lanes operating and maintenance costs are covered by express lanes toll revenue and require no regional funds to keep the express lanes in a state of good repair.
- There is \$300 million in capital funding set aside for the express lanes network in Regional Measure 3. MTC is proposing a framework for local RM3 express lane funding to leverage state and federal funding to the greatest extent possible.
- The county transportation agencies plan to leverage over \$80 million in local funds to build the Regional Express Lanes Network.
- Express lane toll revenue can be used to finance the buildout of the network. The financial analysis used in Plan Bay Area 2040 demonstrated the ability to finance up to 60% of the total capital cost. In addition, several projects already in operation and under construction have financed a share of their capital costs with future toll revenue.

**Green House Gas**

To decrease GHG emissions, the working group is focusing on projects and programs that increase mode shift and average vehicle occupancy, including:

- Focusing on early delivery of projects with a high potential for express bus ridership and identifying policies that support future express bus service.
- Exploring the use of express lane revenues to support investments in express buses, mobility hubs and other investments to increase bus ridership and carpooling.

- 
- Prioritizing projects that convert existing travel lanes (general-purpose and HOV lanes) to mitigate induced vehicles miles traveled and achieve GHG reduction goals. A white paper will be developed that looks in more detail on the impacts of interregional express lanes segments and dual express lane segments on VMT/GHG.

### **Equity**

The working group recognizes that equity is a key objective for the Express Lanes Network and is supportive of means-based tolling as one of various strategies in Plan Bay Area 2050 that could address equity. In the near-term, the working group supports a BAIFA-led pilot of means-based tolling on BAIFA's express lanes. At the same time, San Mateo and SFCTA are undertaking studies to better understand and advance equity. These studies may result in additional pilots that complement BAIFA's pilot.

### **Plan Bay Area Concepts**

San Mateo County understands a number of high-performing policies and projects are proposed in the Plan Bay Area 2050 Draft Blueprint, including some of the concepts outlined below. While San Mateo County supports the study of these concepts by the region, our support for exploring these concepts does not in any way commit San Mateo County to implementing them. Several of our leaders have expressed concerns about and objections to congestion pricing on all county freeway lanes. However, we are willing to support studying these concepts to lead to a better understanding of their benefits, challenges and suitability for implementation:

- Eventual transition to congestion pricing on all freeway lanes in corridors with robust transit options. Express lanes can be a stepping stone to more extensive congestion pricing strategies. Prior to such implementation, further investigation is needed to better understand how congestion pricing on freeways may be implemented and the potential impacts on express lane operations as well as local roadways and transit.
- Lowering the speed limit to 55 miles per hour on freeways to improve safety. During congested periods the general-purpose lanes typically flow well below that speed, and so the express lanes could still offer a travel time and reliability advantage.
- Expansion of local bus services and non-motorized modes that serve shorter trips of all types and thus complement express lanes and express bus service, which tend to serve longer, largely commute trips.
- Integrated transit fares and payment platforms, which can help implement affordability policies and provide incentives for using transit, ridesharing and first and last mile services.

We are submitting this letter to support the region in implementing an Express Lane Network that serves the community and the surrounding environment equitably, cost-effectively and sustainably in order to advance the goals of Plan Bay Area 2050. We look forward to hearing your thoughts and discussing this further.

---

Sincerely,

SAN MATEO COUNTY EXPRESS LANES JOINT  
POWERS AUTHORITY (SMCEL-JPA)



---

Jim Hartnett, Executive Council

SAN MATEO COUNTY EXPRESS LANES JOINT  
POWERS AUTHORITY (SMCEL-JPA)



---

Sandy Wong, Executive Council

Date: August 26, 2020

Date: 8/25/20