

1977

Annual Report 1976-77

Metropolitan Transportation Commission

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ANNUAL REPORT

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Annual Report
1976-77

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Metropolitan Transportation Commission
Hotel Claremont
Berkeley, CA 94705 · (415) 849-3223

September 1977

Commission Roster



MTC members are appointed for a four-year term. Nine of the 16 voting commissioners are either elected city council members or county supervisors (both indicated by an asterisk). MTC members and the dates they were appointed are:

- Louise P. Giersch, Chairman (1972)**
- A. W. Gatov, Vice-Chairman (1971)**
- John C. Beckett (1971)**
- *Joseph P. Bort (1971)**
- *John F. Cunningham (1975)**
- Lawrence D. Dahms (1977 non-voting)**
- *Donald F. Dillon (1971)**
- *Greta Ericson (1974)**
- Joseph C. Houghteling (1973)**
- Doris W. Kahn (1977)**
- *Quentin L. Kopp (1976)**
- *Richard LaPointe (1975)**
- William R. Lawson (1971)**
- *William R. Lucius (1971)**
- James E. Moriarty (1975)**
- *William H. Royer (1973)**
- *James Self (1975)**
- Vacant**
- Vacant**

- Association of Bay Area Governments
- Marin County
- Santa Clara County
- Alameda County
- Solano County
- California Business and Transportation Agency
- Cities of Alameda County
- Napa County
- San Francisco Bay Conservation and Development Commission
- City and County of San Francisco
- City and County of San Francisco
- Cities of Contra Costa County
- Cities of San Mateo County
- Sonoma County
- Contra Costa County
- San Mateo County
- Cities of Santa Clara County
- U. S. Department of Housing and Urban Development
- U. S. Department of Transportation

86-11-358

A Message from the Chairman



To the Residents of the Nine County Bay Area:

The 1976-77 fiscal year was an important one for the Metropolitan Transportation Commission. I believe the Commission has made major progress in the fulfillment of its role as the regional transportation planning, programming and coordinating agency for the San Francisco Bay Area.

In the twelve months covered by this report, the Commission has reviewed and approved many public transportation projects (both highway and transit). These federally funded projects totaled more than \$115 million. In addition, the Commission approved more than \$95 million for transportation assistance programs which included both State and federal funds. You will find descriptions of these projects and programs further on in this report.

One of the most important matters undertaken by MTC this past year was the San Francisco Bay Region Transit Financing Study. MTC — with the assistance of Bay Area transit operators and others — conducted an extensive study on the near- and long-term financial requirements of public transit in the Bay Area. The financing of public transportation is a difficult area as there is a vast gap between the projected needs and the available revenues. The finance study concluded: "Transit services existing today, if funded and managed according to this study's recommendations, will be made permanently self-sustaining." After months of cooperative effort, the Commission adopted a financial program for the

Bay Area which included recommendations on resource allocation, criteria and procedures, as well as suggested new sources of revenues for long-term solutions.

Another important matter undertaken by the Commission this past year was the Peninsula Transit Alternatives Project (PENTAP). This project studied future public transit service between San Francisco and San Jose. Involved in the project were the Counties of San Francisco, San Mateo and Santa Clara, as well as many cities, a number of local, State, and federal governmental agencies, several transportation agencies, and many individuals and organizations. All of these groups cooperated in the work of PENTAP; and after 18 months of intensive study, the Commission adopted a three-step plan to provide integrated rail and bus service between San Francisco and San Jose.

MTC and the Association of Bay Area Governments (ABAG) have been conducting an evaluation of transportation development, land use, sewer, and water facilities in the Santa Clara Valley. Based on the results of this Santa Clara Valley Corridor Evaluation, recommendations will be made on how funds for transportation development, land use, sewer and water facilities should be used.

Other important areas in which the MTC has made considerable progress this past year are:

- Completion of most of the work on the BART Impact Program
- Update of the Regional Airport Systems Plan
- Completion of Phase I of the Regional Seaport Plan
- Development of a Minority Transportation Needs Assessment Program
- Completion of the Annual Revisions to the Regional Transportation Plan.

Although MTC is still a young organization, it has already undergone an evolution from a purely planning organization towards a planning, programming, coordinating and action agency. The direction in which the Commission will be going in the year ahead will be one of implementing the plans and programs it has developed.

I sincerely hope that those reading this annual report will have a clearer understanding of MTC, its responsibilities and accomplishments. The Commission recognizes the cooperation and assistance of many individuals and organizations. I wish to express my personal thanks to these people and organizations and I look forward to their continued support, interest and help.


Louise P. Giersch, Chairman

Planning for Today and Tomorrow

In the San Francisco Bay Area, the Metropolitan Transportation Commission serves almost five million people. MTC works to assure an integrated public transportation system that is safe, efficient and environmentally responsive. The system must provide service at reasonable costs for the movement of people and goods. A regional transportation system is composed of public mass transit, highways, airports, seaports, railroads, bicycle and pedestrian facilities.

Planning for the expected future growth of the Bay Area requires MTC to make the best use of limited resources. MTC's "transit first" policy, as set forth in the Regional Transportation Plan, guides the agency in its allocation and grant approval decisions.

Without MTC, the development of a truly regional public transportation system might falter. Decisions about transportation must take place in a context that includes a broad view of what best serves the different mobility needs of the many residents of the Bay Area. MTC's ongoing planning efforts are required to ensure millions of dollars in federal transportation aid.

MTC's goal is to lend all possible support and help to local agencies and transit operators in providing the public with an expanding, reliable, financially stable, and widely accessible public transportation system.

Commission Reorganizes

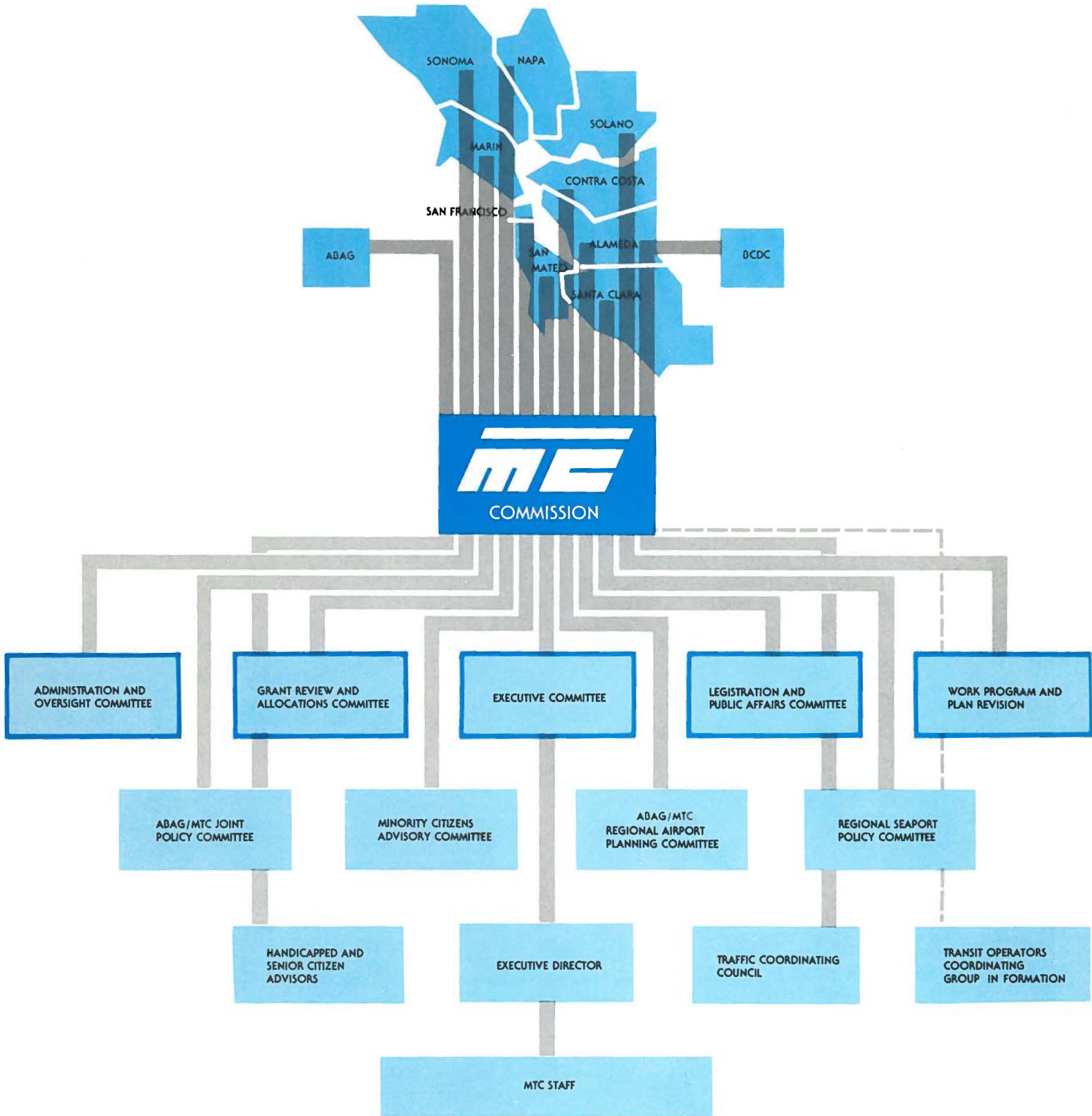
New officers were elected by the Commission to serve a two-year term beginning in September 1976. Elected as Chairman was Louise P. Giersch, former Mayor of Antioch and the representative of ABAG on MTC. Mrs. Giersch had served for three years as MTC's Vice-Chairman from 1973 to 1976, and was Chairman of the agency's Grant Review and Allocations Committee.



A. W. Gatov, one of the original commissioners appointed in 1971, was elected Vice Chairman. Commissioner Gatov represents Marin County.

The new chairman requested that the structure of the Commission's standing committees be reorganized to increase efficiency and prevent overlapping of authority.

The Commission now functions with five standing committees as shown in the chart on page 5.



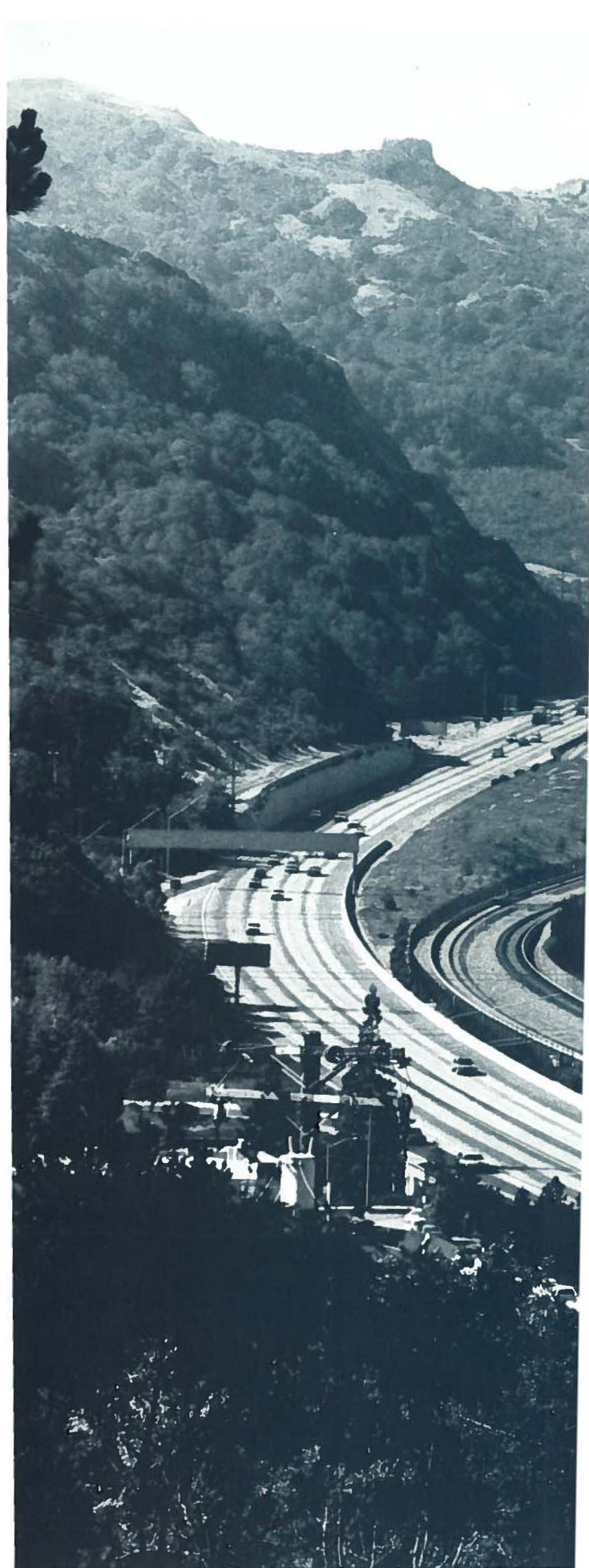
Regional Transportation Plan

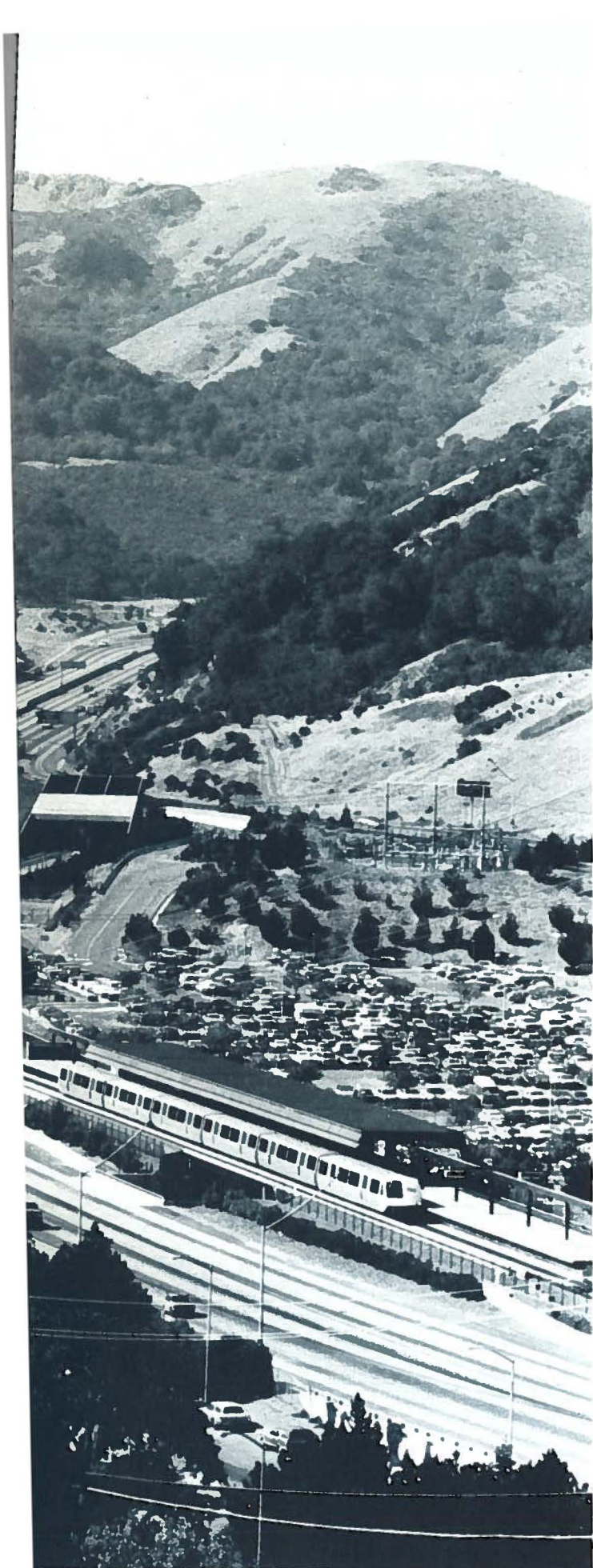
When the State Legislature created MTC in 1970, it gave the agency as one of its principal responsibilities the preparation of a Regional Transportation Plan (RTP). The entire Plan, as well as the ten-year forecast, is reviewed annually and is changed as regional needs change.

Extensive public hearings help maintain a viable, up-to-date document identifying regional needs. During the fiscal year 1976-77, the Commission held a series of eight public meetings on the Plan throughout the Region. Four of the meetings were held in late October and early November. Four were held during February and March.

The Plan is revised each year. The 1977 revisions adopted by the Commission in April amended the RTP in a number of ways. Changes were made in policies concerning special transportation needs, seismic safety, and air and water quality. Proposals for improving transit service in the Golden Gate Corridor were detailed and short-range and long-range strategies for transit development in the West Bay Corridor were introduced. A proposal for providing improved access to the Hunter's Point area in San Francisco was modified and changes were made in the ten-year time interval for airline passenger forecasts.

The RTP's Environmental Impact Report of 1974 was also amended to incorporate an Environmental Impact Report for the Peninsula Transit Alternatives Project revision to the RTP.





Transit Finance Study

A major accomplishment of the Commission during the year was the completion of a report, required by State law, on the near- and long-term financial requirements of the major transit operators in the San Francisco Bay Area.

The report was adopted by the Commission in December 1976, following months of public meetings, at which representatives of the Commission and transit operators studied a variety of proposals.

According to the report, by FY 1980-81, the total cost of operating the present transit systems in Alameda County, Contra Costa County and the City and County of San Francisco would be about \$319 million. If no new revenue sources were developed, the unfunded operating deficit for that year would amount to approximately \$15.8 million for AC Transit; \$21.1 million for San Francisco MUNI; \$63.9 million for BART and \$3.9 million for local buses in Eastern Contra Costa and Southern Alameda Counties.

To meet these operating deficits and to support additional needed services, a six-point program was recommended by the Commission to the Legislature. It included the following:

- Local taxing authorities will maintain established levels of transit support as a condition for receiving discretionary funds;
- Transit operators will make a 5% reduction in their operating costs in each of three years through increased efficiency;
- The Commission will establish regional fare guidelines which require transit operators to

generate 35% of their operating costs from operating revenues (fares and advertising income). Further, individual operators must hold increases in labor costs to not more than 5.5% per year. Any higher labor costs must be paid from increased fares;

- The present ½ cent sales tax in the three BART counties, due to end in June 1978, is to be extended indefinitely;
- To fund future transit services, the Commission urged the State to commit tideland oil revenues, increase the gasoline excise tax and/or automobile license fees and permit more flexible use of funds;
- MTC will equalize the automobile tolls on the San Francisco/Oakland Bay Bridge, the Dumbarton Bridge and the San Mateo/Hayward Bridge. The net revenues from this increase — ranging from 5¢ to 25¢ — will be used to alleviate auto congestion in the bridge corridors. In 1975 the Commission was authorized by the Legislature to set bridge tolls on State-owned Bay bridges. The new revenues can be used to support transit capital projects.

MTC also recommended that BART's remaining \$39 million obligation to the California Toll Bridge Authority for construction of the transbay tube be cancelled.

The Commission held a series of public hearings in Oakland, San Francisco, Redwood City, Fremont and Concord to receive comments on the proposed bridge toll schedules. After reviewing the comments received, the Commission set bridge tolls at 75¢ for the three bridges. The price of commute books was set at \$12 for twenty rides, effective July 1, 1977. The "free hours" for car pools and vans carrying three or more persons were limited to 6 to 9 a.m. and from 3 to 6 p.m., Monday through Friday.

A citizen group from southern Alameda County sought in Superior Court a preliminary injunction against the toll increases; this was denied.

It is expected that for the FY 1977-78 the new bridge toll schedules will produce \$7.7 million in net revenues. These funds would be allocated the first year to AC Transit and San Francisco MUNI on a project-by-project basis. In future years, all transit operators with operations that affect automobile traffic on the three Bay bridges may submit applications for the funding of capital projects from available net bridge toll revenues. These applications will be processed under procedures similar to those MTC uses for the allocation of funds from other sources for capital projects.

Legislation, introduced by the Speaker of the Assembly, Leo T. McCarthy, which would carry out many of the elements in MTC's transit financing program, is moving through the Legislature and chances for passage appear good.

Peninsula Transit Alternatives Project

In December 1976, the recommendations developed by the two-year PENTAP study were approved by the Commission and forwarded to the California Legislature.

From twenty different alternatives, five were selected for in-depth review and study by the Citizens Advisory Committee and the project committee. The alternatives were presented to the public at numerous forums held throughout the Peninsula. Following extensive review, Alternative B was recommended for approval by the Commission.

This alternative calls for the development of integrated and improved rail and bus service. It mainly uses existing rail and freeway facilities. An appropriate public entity would be designated or created to manage rail transit in the West Bay Corridor and would contract with the Southern Pacific Company to develop the desired transit services between San Francisco and San Jose.

The Southern Pacific right-of-way between Daly City and San Bruno, which SP wishes to abandon, would be reserved temporarily for future transit development.

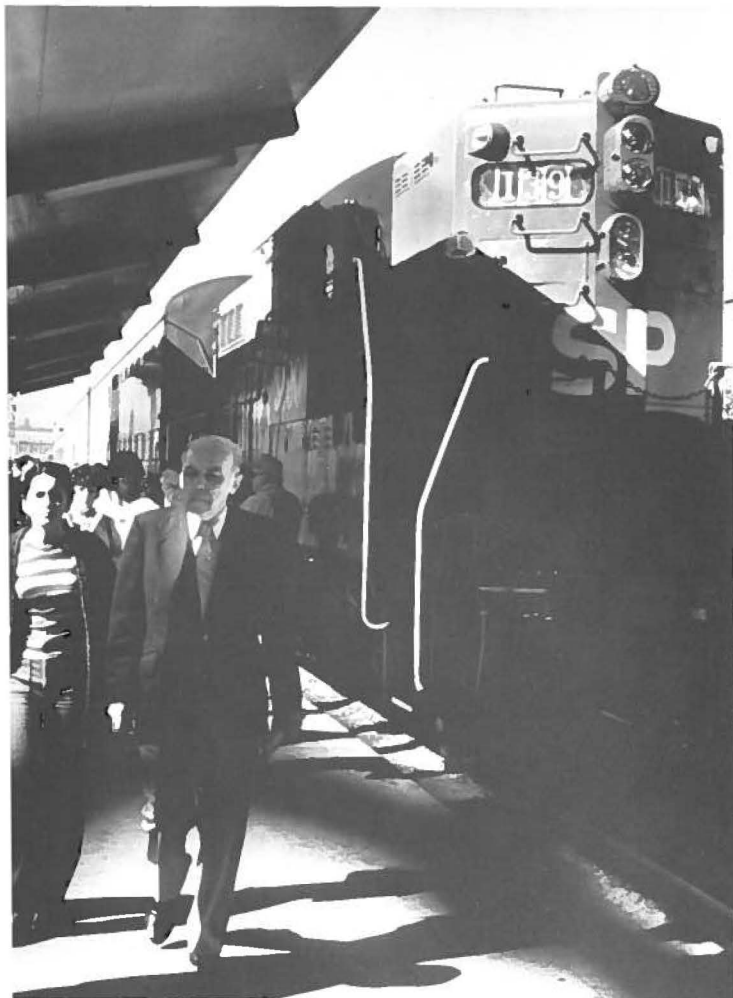
Many of the PENTAP recommendations were incorporated into AB 1853 by Assemblyman Louis Papan of San Mateo for consideration by the 1977 session of the Legislature. The bill would permit transit

operators in the Corridor to purchase SP commute tickets in bulk and resell them to commuters at a reduced rate. The legislation also calls for the State Public Utilities Commission to take into consideration the availability of public subsidies when setting rates or changes in the level of passenger rail service.

The San Mateo County Transit District (SamTrans) negotiated to take over the Greyhound Lines' commute service on the Peninsula during the summer of 1977. One of the elements of the PENTAP study will be partially achieved with an integrated service provided by SamTrans to Daly City's BART Station, San Francisco International Airport and downtown San Francisco.

However, Southern Pacific's requests for fare increases, along with its desire to sell its passenger service (1975), and its offer to provide vans for commuter use (1976), or to give \$8 million to buy commuter buses for transit districts on the Peninsula, leaves some doubt as to whether the railroad will negotiate a purchase of service contract under any conditions.

As of the end of June 1977, AB 1853 was moving through the Legislature in Sacramento.



Transportation Assistance Programs Highlights

The City of Vallejo's TDA allocation for 1977-78 will be used to construct two bicycle paths, support subsidized taxi service for the elderly and handicapped, support Vallejo Transit Lines and acquire a park-and-ride lot for the Mare Island Ferry.



All non-discretionary funding programs reviewed by MTC fall under the heading of Transportation Assistance and are derived primarily from the State's Transportation Development Act of 1971. MTC is the region's administrator of these funds. During the past year, the Commission approved allocations which included the following projects and programs:

TDA allocations for Rio Vista will fund two roundtrips a day to Stockton via Greyhound, and support local transit service for the elderly, handicapped and economically disadvantaged.

FY 1976-77 saw the delivery and operation of the first two Commission approved turbine powered ferries between San Francisco and Larkspur. The Golden Gate Bridge, Highway and Transportation District — owner of the ferries — also provides extensive feeder bus service to the new Larkspur Terminal.



Pittsburg, Antioch and Brentwood inaugurated local transit service provided by the Eastern Contra Costa Transit Authority. TDA funding is used to contract for operations with AC Transit.



TDA funding of Oakland Air-BART will provide frequent shuttle service between the Coliseum BART station and the Oakland International Airport.



San Francisco took delivery of 343 new electric trolley buses during the year which completely replaced and slightly expanded North America's largest fleet. Muni plans are underway to increase the use of these quiet, pollution-free buses financed in part with TDA funds.



San Mateo County Transit District (SamTrans) used TDA monies to expand their operations. SamTrans contracts with Greyhound for commute service between Palo Alto and San Francisco. New service includes routes serving the Daly City BART station and the San Francisco International Airport.



Project Review Highlights

All transportation projects which MTC reviews under California Government Code Sections 66518 and 66520 must be compatible with the RTP in order to be approved by the Commission. These are classified under Project Review and are submitted to the staff for comments and recommendations. Projects approved by the Commission included:



The Golden Gate Bridge, Highway and Transportation District successfully proposed a vanpool program. Some vans will provide door-to-door service for commuters. The vans will compliment commute service provided by the District's ferries and buses.



The first phase of long needed improvements to Route 17 (Hoffman Boulevard) in Richmond was approved. The Standard Avenue grade separation project will eliminate this congestion and delay near the approach to the Richmond-San Rafael Bridge.



A series of related improvements to Route 680 and the surrounding area in Pleasant Hill received Commission approval. Easier access to the Pleasant Hill BART station will result.



Santa Clara County received Commission approval for continued expansion of bus transit in the County. The transit district has been aggressive in providing transit vehicles fully accessible to the elderly and handicapped.

Transportation Assistance Programs FY 1976-1977¹

COUNTIES	TRANSPORTATION DEVELOPMENT ACT ²				FEDERAL AID URBAN SYSTEM ³		UMTA SECTION 5 ⁴		PROPOSITION 5 ⁵	TOTAL
	Transit Operation	Transit Capital	Streets/Roads	Bicycles/Ped. Facilities	Transit Capital	Highways/Streets Capital	Transit Operation	Transit Capital	Transit Capital	
ALAMEDA	\$ 5,672	\$ 2,656	\$ —0—	\$314	\$1,546	\$ 5,177	\$ 6,012	\$ —0—	\$ —0—	\$21,377
CONTRA COSTA	1,669	1,438	—0—	123	—0—	3,266	2,147	—0—	—0—	8,643
MARIN	1,596	—0—	—0—	87	—0—	1,205	695	—0—	—0—	3,583
NAPA	288	321	424	170	—0—	254	—0—	—0—	—0—	1,457
SAN FRANCISCO	759	7,040	—0—	—0—	1,586	2,945	5,872	—0—	1,045	19,247
SAN MATEO	4,276	2,512	—0—	109	996	2,438	2,143	—0—	—0—	12,474
SANTA CLARA	11,385	—0—	—0—	—0—	723	5,848	5,268	—0—	—0—	23,224
SOLANO	515	176	779	13	—0—	934	326	—0—	—0—	2,743
SONOMA	1,433	—0—	247	79	—0—	667	299	—0—	—0—	2,646
REGIONAL TOTAL	\$27,593	\$14,145	\$1,450	\$895	\$4,851	\$22,734	\$22,763	—0—	\$1,045	\$95,436⁶

(All figures are in thousands)

(1) MTC implements the RTP goals and objectives through a set of transportation assistance programs. Included here are the major non-discretionary funding programs.

(2) TDA - The Transportation Development Act, also known as the Mills-Alquist-Deddeh Act, was passed in 1971 by the California Legislature. It designates MTC as the administrator of these funds in the Bay Area. The funds are derived from ¼ of 1% on taxable sales occurring in the Region. It provides that the funds be spent for better coordinated transportation services throughout the region.

(3) FAU - Federal Aid Urban Systems monies were made available by the Federal Highway Act of 1973 which provided for the first time that highway funds might be spent for capital improvements in transit. A substantial increase in the funds available was made possible by this Act.

Shown here are the actual federal apportionments by

county for FY 1976-77 plus Transition Quarter 7/1/76 to 9/30/76.

(4) UMTA - Section 5 - The Urban Mass Transportation Act of 1964 was amended by the National Mass Transportation Assistance Act of 1974 to provide over a six-year period federal assistance for operating deficits and capital improvement requirements incurred by the transit operators.

(5) Proposition 5 was approved by California voters in June 1974. It makes funds in the California Highway Users Tax Account available for exclusive public mass transit guideway research and planning, and for other such guideway capital purposes and payments on voter-approved bonds issued under specified conditions, as well as for highway purposes. Local Proposition 5 initiatives have been approved in Alameda, San Francisco, San Mateo, and Santa Clara Counties.

(6) Figures do not add exactly due to rounding.

MTC Project Review FY 1976-1977¹

COUNTIES	TRANSIT CAPITAL ²	STREETS/HIGHWAYS ³	TOTAL
ALAMEDA	\$ 1,350	\$ 1,978	\$ 3,328
CONTRA COSTA	2,037	16,202	18,239
MARIN	2,576	2,102	4,678
NAPA	—0—	—0—	
SAN FRANCISCO	1,350	5,258	6,608
SAN MATEO	5,960	2,541	8,501
SANTA CLARA ⁴	64,925	5,400	70,325
SOLANO	—0—	1,903	1,903
SONOMA	—0—	1,045	1,045
OTHER REGIONAL ⁵	1,098	—0—	1,098
REGIONAL TOTAL	79,296	36,429	115,725

(All figures are in thousands)

(1) The dollar amounts shown in the table reflect the estimated costs shown on the respective grant applications submitted to MTC for review. The actual amounts ultimately expended can vary significantly from these figures.

The Metropolitan Transportation Commission Act requires that any application containing a transportation element eligible for federal or state aid funding by any city, county or transportation district be submitted to MTC for review as to its compatibility with the RTP.

(2) It should be noted that only transit capital projects funded with UMTA Section 3 and FAU monies are included here. Proposition 5, TDA and UMTA Section 5 for transit capital and operations are not included.

In the case of AC Transit or BART projects, equal shares are assigned to each county served. GGBHTD projects are assigned to Marin County.

(3) Section 66518 of the California Government Code states that when allocating funds the California Highway Commission shall conform to the RTP.

Included here are all reviewed highway/street projects funded with federal monies, including FAU funds.

(4) This includes the Santa Clara County Transit District's five-year expansion program.

(5) Included here are state SB 283 mandated transit programs and UMTA Section 16(b)2 80% funding for vehicles for elderly and handicapped to private non-profit organizations.

Other Programs and Projects

Transportation Improvement Program

Approval by the Commission in June of the 1977-78 Transportation Improvement Program (TIP) was the required first action for nearly three quarters of a billion dollars in public transit and highway projects.

The TIP is a listing of public transit, streets and highways, and toll bridge projects which are proposed for implementation over the next five years in the region. Projects must be shown in the Annual Element or no federal funds will be available for implementation.

The Commission is required by federal guidelines to prepare and adopt a TIP each year. Caltrans, transit operators and local government officials cooperate in preparing the TIP which contains the following:

- The federal regulations and an explanation of how the TIP is developed.
- All sources of revenue which make available funds to the Bay Area for public transportation. Federal, State, BARTD sales tax, Golden Gate Bridge tolls, and local funding sources are shown on an annual basis for the five-year period covered by the TIP.
- The anticipated expenditures for both transit and highways on a regional and a subregional level — that is, BARTD counties, North Bay Counties, Peninsula counties.
- All transit programs planned or proposed for the next five years detailed on a project-by-project basis.
- All highway projects proposed by counties, cities or the State.
- The anticipated revenues and expenditures for projects to be funded by the California Toll Bridge Authority. These include the maintenance and improvement of all State-owned bridges in the Bay Area, as well as the bridges' bond redemption service. Capital improvement projects are listed for each bridge over the five-year period.

- Non-motorized projects, while not specifically required by federal regulations, have been included to emphasize their importance to the development of a comprehensive public transportation system in the Bay Area.

As projects listed in previous years' TIPs are begun or completed, their annual status will be indicated in the final section. It is anticipated that this section of the TIP will, over the years, serve as indicator of the progress the region is making in achieving public transportation goals.

Transportation Systems Management Element

Extensive effort was devoted by MTC to the planning and designing of the Transportation Systems Management Element (TSME) of the RTP as required by recent federal regulations. Basically, the TSME is a method of planning, rebuilding and maintaining the Bay Area's transportation system to make more efficient use of highways, transit and other transportation services already in place. This reduces the need for new capital investments without increasing operating costs.

The TSME is a management program whereby many elements (traffic flow, parking, transit service, etc.) currently being managed piece-meal will be integrated under a single comprehensive process.



In the TSME, over 100 specific actions have been identified in the following six categories:

- **More efficient use of highway facilities** through changes in traffic operations, preferential bus and carpool treatment, more non-motorized facilities, parking management, and shifts in travel patterns;
- **Reduction of vehicle use** through ride-sharing, control of vehicle access, and consolidation of goods movement, routes and terminals;
- **Broadening the transportation planning process** by strengthening the regional and comprehensive framework, intermodal integration, and encouraging private sector involvement;
- **Improving transit service** by providing service in under-served and new areas; providing feeder, express, or subscription bus service or para-transit; improving efficiency, and fare modifications;
- **Improving transit management and financing** through marketing improvements, information systems, improved maintenance, and organizational productivity;
- **Meeting elderly and handicapped special needs** through fully accessible vehicles, eliminating physical barriers, route/schedule realignment, and low/no fare service.

The TSME is designed to shift the emphasis from construction of high cost new facilities to relatively low cost improvements in existing transportation services. These will bring almost immediate and affordable benefits.

The Commission will be guided by the TSME in making decisions on the allocation of funds for long-range and short-range transportation projects which are found to be consistent with the RTP. TSME projects are contained in the Transportation Improvement Program (TIP) as well as the RTP.

Air Quality Maintenance Plan

Air pollution is a major problem in the Bay Area. It is also quite complex. The amount and type of pollution generated by factories, automobiles, home heating, dry cleaning establishments, and hundreds of other sources is one factor. Weather patterns in the Bay Area are another. Thus, any study of this problem necessitates a comprehensive approach.

The Air Quality Maintenance Plan (AQMP) is an attempt to do this. Three agencies are primarily responsible for developing the AQMP. They are the Association of Bay Area Governments (ABAG), the Bay Area Air Pollution Control District and MTC. In addition, a number of local, state and federal agencies are assisting in developing and reviewing this Plan.

The AQMP's goal is to attain air quality standards as expeditiously as possible with positive social, economic and other environmental effects. At least one suggested strategy being looked at would attain federal air quality standards by 1985.

MTC's responsibility in this effort is to evaluate techniques to reduce pollution generated by transportation sources. The traditional dependence on the auto by Bay Area residents will be a barrier to solutions. Public education to change travel habits may be an important step towards managing our environment.

Specific transportation control measures being studied include those which would improve vehicular traffic flow; manage auto access to encourage higher vehicle occupancy; and offer incentives to encourage people to travel by less polluting modes, such as transit and carpools. Control measures might include ramp metering, parking taxes, preferential bus and carpool lanes and additional transit service.

The AQMP is being coordinated with the regional water quality and solid waste planning efforts of ABAG. The final product will be an Environmental Management Plan which will provide a regional development strategy to meet environmental, social and economic goals. There is a strong public involvement program to assist citizens in understanding the issues and in shaping the final Environmental Management Plan.

BART Impact Program

The BART Impact Program (BIP) has entered its final year and is slated to be virtually concluded by April 1978. Four new projects were initiated during this fiscal year.

The Public Policy Project is examining the effects of BART on public policies of Bay Area local governments, regional agencies and the State Government.

Work began in January on the **Land Use & Urban Development Project**, one of the largest single studies in BIP. While this work will continue until October, 1978, MTC's involvement will be limited to managing the consultants' contracts.

The Implications for the Transportation Disadvantaged Project began in February. It is examining the particular significance of BART's impacts on ethnic and racial minority residents of the Bay Area.

Work on the **Federal Policy Implications Project** began in April. This study is examining the significance of BART's impact on emerging federal policy for transportation and urban development. The consultant's contract for this project is being managed directly by the federal government, but active liaison with the rest of the BIP is maintained.

Three other studies will be completed during the next fiscal year. The **Environment Project's** final report will be published in September, 1977. A draft final report for the **Institutions & Life Styles Project** was received in June. This will be concluded in the fall. **The Economics & Finance Project's** draft final report was

submitted in July, and will be completed some time late in 1977.

MTC continued to work closely with representatives of the Office of the Secretary of the Department of Transportation, the Urban Mass Transportation Administration, and the Department of Housing and Urban Development — which are the sponsoring agencies of the program.

Last summer, MTC hosted a meeting of the National Research Council Advisory Committee on BIP. The meeting was held in the Hotel Claremont and attended by about twenty committee members. The progress and findings from several studies were discussed at length with committee members, and their recommendations were used to improve the approach, analyses and reporting of all BIP projects. MTC staff has produced the first version of the BIP final report summarizing the results obtained. A second draft, including improvements on the format and organization, will be submitted for review early in July.

In October 1976, the Department of Transportation released nationally to 1,800 transportation-oriented agencies a series of reports describing the initial findings from the BART Impact Program. This included final reports and interpretive summaries from the first phases of the **Environment Project** and the **Transportation System and Travel Behavior Project**. (Each of these studies continued into a second phase.) Also included was the **Decision History Report**, describing the decision process which led to development of BART.

MTC staff and consultants presented several papers at the January meeting of the Transportation Research Board in Washington, D. C. Numerous requests from other cities for additional information to use in planning mass transit systems were received at that meeting. National interest in BART's effect on the Region is considerable because other metropolitan areas are considering rapid transit systems and are looking to BART's experience to guide their efforts.

Regional Airport Plan Update

In November 1976, the Metropolitan Transportation Commission received a grant from the Federal Aviation Administration to update its Regional Airport Plan. The \$225,000 study is scheduled to be completed next March. The Regional Airport Planning Committee (RAPC), made up of representatives of ABAG, MTC and the major airports, is responsible for the overall technical and policy guidance of the study. This is a coordinated effort involving the staffs of MTC, ABAG, Caltrans and the services of specialized consulting firms.

The purpose of the study is to review aviation requirements in the Bay Area over the next twenty years and to compare the expected travel needs to the available runway, terminal, and ground access



capacity in the region. After considering these factors, together with the anticipated impacts such as noise and air pollution on the regional environment, RAPC will make recommendations for refining the Regional Airport Plan.

MTC began the study by surveying air passengers, airport employees, and general aviation users to obtain a current data base for airport planning.

After a recent pause, aviation growth now appears to be on the upswing again. RAPC has adopted the following growth projections for planning purposes over the next twenty years:

- Air passenger traffic through Bay Area airports will increase from 22.4 million annual passengers in 1976 to between 45 and 56 million in 1997.
- The number of general aviation aircraft in the region will increase from 4,800 in 1976 to between 7,900 and 8,700 in 1997.
- The air cargo tonnage shipped through Bay Area airports will increase from 700,000 tons in 1976 to between 1.2 and 1.7 million tons in 1997.

Seaport Planning

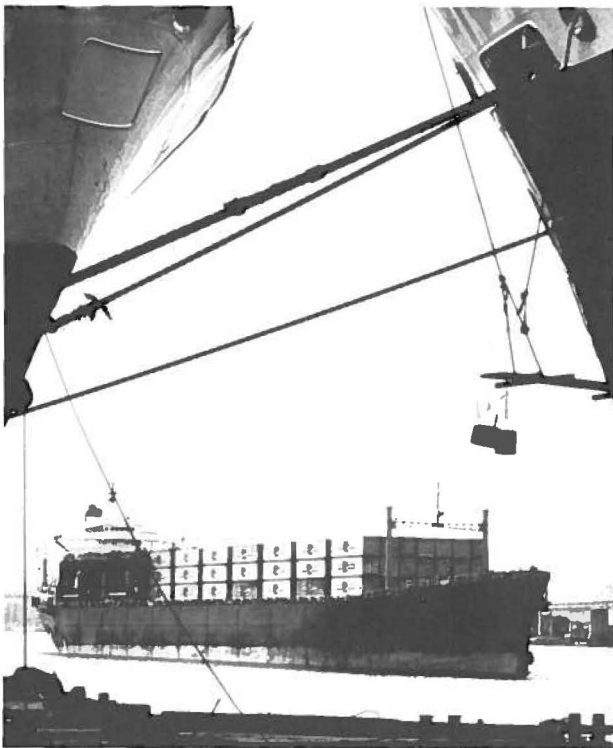
In 1974, the Commission established the Regional Seaport Policy Committee as an advisory body to provide guidance in the development of the maritime element of the RTP.

The first part of a three-part study, jointly undertaken with the Bay Conservation and Development Commission, was completed this year. Included in Phase I were these major elements:

- Development of waterborne commerce forecasts for the Bay Area through the year 2000
- An inventory of existing Bay Area marine terminal facilities
- Estimates of the capacity of the regional port system
- Identification of Bay shoreline sites which have potential for future marine terminal development
- Development of the method to be used in calculating how much port capacity will be needed to handle the forecast amount of waterborne commerce.

It is anticipated that by the year 2000, at the lowest projected level, the movement of waterborne commerce through Bay Area seaport facilities will increase 200% over today's level.

Next year, the maritime element of the RTP will undergo extensive revisions. The seaport study will help the Commission's efforts to ensure that the San Francisco Bay Area will maintain its position as a major world port — an important factor in the economic stability of the Region.



Santa Clara Valley Corridor Evaluation

The purpose of the Santa Clara Valley Corridor Evaluation is to determine the types of transportation, sewer and water facilities that can best serve Santa Clara County's future needs between now and 1990.

It is being conducted jointly by ABAG and MTC — in cooperation with the fifteen cities in Santa Clara County and the County itself. The study is directed by the ABAG/MTC Joint Policy Committee. The Corridor Evaluation fulfills the requirements of the federal Urban Mass Transportation Administration for systems analysis of transportation alternatives essential to qualify the County for future federal grants.

The study has five phases. In the first three phases, the study has gathered information concerning existing conditions; has determined issues of regional significance; and has performed preliminary evaluation of a number of different land use and transportation alternatives.

In the next fiscal year, Phase IV will include a detailed analysis of land use patterns and transportation systems. Three land use alternatives are being considered: 1) the land use pattern in Santa Clara County in 1990 based on existing city and county general plans and present trends; 2) the land use pattern in 1990 based on existing city and county plans and a reduction in commuting distances between jobs and housing. City councils and the public are now considering a proposal for a single land use plan for 1990. If agreement is reached, detailed analysis of this proposal would take place instead of alternatives 1 and 2; and 3) the land use pattern based on "full buildout." This alternative assumes all development shown on existing local general plans has occurred — something that is not projected to happen until after the year 2000.

There are three transportation alternatives for 1990 being considered. The first assumes that by 1990 all freeway and expressway construction shown on local general plans will have been completed; that the County bus system will have been expanded to 1,500 buses (it now consists of 236 buses, soon to be increased to 516 buses); and that transportation systems management techniques will be employed, such as freeway ramp metering and carpooling.

The second transportation alternative assumes that by 1990 there will have been only a minimal amount of additional highway construction; that the County bus system will consist of 750 to 1,500 buses; and that a 25-55 mile light rail transit system will have been constructed. Major emphasis will have been given to transportation systems management techniques including not only freeway ramp metering and carpooling but also designating special lanes on freeways and expressways for buses and carpools.

Recommendations from the Santa Clara Corridor Evaluation are expected to be completed by the spring of 1978. In Phase V, they will be considered by the Commission for inclusion in the RTP.

Subregional Transportation Studies

The Commission conducts transportation alternative studies in parts of the region to ensure that RTP policies and projects are responsive to the existing needs of the region. During FY 1976-77, the following subregional studies were undertaken:

State Route 238 Corridor Evaluation

Five alternatives are being studied in the Route 238 corridor which includes Hayward and Southern Alameda County. These alternatives range from a do-nothing approach, with currently proposed projects that ease the flow of traffic, to the building of a full freeway system. Work is underway on the evaluation of these alternatives for environmental, growth and development, transportation and fiscal impacts. Meetings have been held in the corridor area with local citizen groups, local agencies, Caltrans, BART and AC Transit. It is anticipated that revisions to the RTP for FY 1977-78 will contain proposals concerning the Route 238 corridor.

San Leandro Bay Transportation Study

Late in the fiscal year, the initial meetings were held on a possible study of transportation alternatives in the San Leandro Bay area. Major issues (such as handling increased Oakland Airport and Bay Farm Island traffic and the proposed regional park) and the objectives of the study are under discussion. It was agreed that MTC would coordinate the study. Work will extend through the next fiscal year.

Interstate 580 Bus Lane Study

Staff effort will result in recommendations to the Commission on the advisability of establishing high occupancy vehicle facilities on Interstate 580 from Livermore to the Bay Bridge. MTC will be working closely with AC Transit, Caltrans and the local communities.

Solano County Study

An extensive study is underway to determine to what extent unmet transit needs exist in Solano County and

to support the County's applications for TDA funds during the next fiscal year. MTC, Caltrans and Solano County are participants in this study.

Golden Gate Recreational Travel Study

During the FY 1976-77, an innovative study was completed which focused on public transportation to the Golden Gate National Recreational Area (GGNRA) in Marin and San Francisco. The GGNRA was created by Congress in 1972 and, in the same legislation, a study of the impact on local public transportation systems was authorized.

The policies developed by the study addressed two principal problems: 1) the accelerated weekend travel demand in areas already congested by traffic; 2) the need to provide better transit access to this major new Bay Area recreational resource.

Policies contained in the study range from minor changes to be implemented by local transit operators to major changes affecting the funding policies of MTC, Caltrans, and the federal government.

While the study addressed both short- and long-range alternatives, it was agreed by the study committees (Board of Control, Technical Advisory and Citizens Advisory) that the emphasis of the study's recommendations should be primarily the short-range (to 1982) solutions.

From the outset, it was recognized that funding for recreational transit is part of the financial planning for all local and regional networks and probably would have a low priority at this time. The National Park Service will be encouraged to revise its policies to provide funding for recreational transit.

The present streets and highways programs of Caltrans, Marin County and the City and County of San Francisco must be revised to take into consideration the impact of automobile traffic being generated by the GGNRA. The study determined that use of the parks, especially on the weekends, has enormous impact on available parking space, as well as the streets and highways leading to the GGNRA. Further, the study determined those using the limited available transit service did not reduce — to any appreciable level — the impact of the automobile in getting to the recreational opportunities in the GGNRA.

Continuous effort must be devoted by the National Park Service, the State, MTC, Marin and San Francisco to evolve solutions to the public transportation problems which have arisen as the result of the opening of these magnificent recreational areas.

Perhaps the most significant result of the study has been the guidelines developed which can be used in other national recreational areas. This study has become a prototype for similar studies for parklands in Massachusetts, Florida and Southern California.





Special Needs Program

In responding to the special transportation needs of elderly and handicapped citizens of the region, MTC has made some significant advances starting with the nine county *Social Service Agency Survey*. This report was developed after a telephone survey of 1601 agencies to determine what transportation services are provided.

MTC's Resolution 299, passed in January 1976, requires transit operators to make a good faith effort in making transit services reasonably accessible to elderly and handicapped. To meet the requirements of this resolution, studies on the transportation needs of this special segment of the public were begun by Napa County; the Golden Gate Bridge, Highway and Transportation District; AC Transit and the San Francisco MUNI — with the assistance of MTC. San Mateo County Transit District is conducting such a study on its own.

The MTC's Special Needs Program is designed to assist transit operators of the Bay Area to meet the requirements of MTC's Resolution 299 as well as the 1976 regulations established by the federal Urban Mass Transportation Administration.

Cannon Kip Community House in San Francisco is developing a driver's manual for future use by all providers of paratransit service. The Community House is also perfecting its dispatch system under an MTC sponsored demonstration project. The Center for Independent Living in Berkeley is working on another Commission approved demonstration project to set up an outreach program to expand the use of its transportation system to other community groups.

In order to keep in touch with the agencies that provide services to the elderly and handicapped, MTC publishes a bimonthly *Special Needs Newsletter*.

Each of the sixteen MTC Commissioners has appointed advisors to ensure that all transportation issues of importance to the elderly and handicapped are communicated to the Commission.

Citizen Involvement

The Commission has created an ongoing citizen participation program designed to involve the public in transportation planning. A dozen public hearings; and numerous forums, workshops and informational meetings were held throughout the region on every major MTC study and issue. MTC produced and distributed a variety of informational materials including brochures, newsletters, facts sheets and releases to the news media. Commissioners and staff discussed transportation issues on television and radio. A number of special projects were undertaken for specific communities.

The Minority Citizens Advisory Committee (MCAC) is the principal means for non-white population groups of the region — Black, Asian and Spanish heritage — to advise the Commission on unique minority and ethnic transportation needs. This 24-member committee meets regularly to review and make recommendations on the programs being conducted by MTC. Revisions to the RTP were the subject of special meetings the MCAC held in various communities.

The original concept for the Minority Transportation Needs Assessment Project — a first in the nation — was developed by MCAC, which serves as the project's policy task force. The study will identify the locations of ethnic minority populations in the Bay Area and document the transportation needs and issues affecting these population groups.

The Commission initiated a public transportation awards program. Sixty-two nominations were received in the competition, designed to give recognition for significant achievement in helping improve and expand Bay Area public transportation.

Five trophies and twenty-seven certificates of achievement were awarded by a blue ribbon jury composed of Bay Area citizens who had demonstrated a special knowledge of public transportation.

The grand trophy went to the people of Santa Clara County for their successful election to levy a one-half cent sales tax to expand the County's transit system.

Napa County MTC Commissioner Greta Ericson originated the awards program.

A workshop for local officials, "The Transportation Puzzle," was presented in San Rafael in April. Presentations by Commissioners and staff addressed the major issues and problems in transportation.

MTC participated in the two-day "Energy Conservation Expo" at De Anza College in Cupertino. More than 2000 people saw MTC's display based on the theme, "Transit Saves Energy." The *Regional Transit Guide* and a special energy fact sheet were distributed at the exposition.

Agency Revenue Statements Fiscal Year 1976-77

MTC receives funds from federal, state and local sources to finance its general planning and administrative activities, and for a number of technical studies and special projects. Other transportation agencies in the region also sponsor and conduct technical studies and special projects. MTC is the grantee and has ultimate fiscal and performance responsibility for these tasks. However, since none of

these funds are available for MTC operations, but are given to the sponsoring agency, they are referred to as "pass through" funds. Funds that MTC uses for its own operations and those funds which are passed through are indicated separately in the table below.

The breakdown of revenues and expenditures which are shown below are currently being audited. Minor changes may result from this annual audit.

1976-77 Revenues and Expenditures (Rounded to nearest \$1,000)

FUNDING SOURCE	REVENUES	MTC OPERATING EXPENSE		
		GENERAL PLANNING AND SPECIAL STUDIES	ADMINISTRATION OF TRANSPORTATION DEVELOPMENT ACT (TDA)	MANAGEMENT OF BART IMPACT PROGRAM & SPECIAL PROJECTS
URBAN MASS TRANSPORTATION ADMINISTRATION (UMTA)	1,698,000	886,000		90,000
FEDERAL HIGHWAY ADMINISTRATION (FHWA)*	1,373,000	935,000		
CALIFORNIA DEPARTMENT OF TRANSPORTATION (CALTRANS)	181,000	150,000		
TRANSPORTATION DEVELOPMENT ACT (TDA) (SB 325)	1,827,000	1,036,000	261,000	
SECRETARY OF TRANSPORTATION (U. S. DOT)	879,000			336,000
FEDERAL AVIATION AGENCY (FAA)	61,000	61,000		
STATE TRANSPORTATION BOARD	260,000	260,000		
OTHER	111,000	111,000		
TOTAL	6,390,000	3,439,000	261,000	426,000

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GOLDEN GATE UNIVERSITY

"PASS THROUGH" FUNDING

BART IMPACT STUDY CONTRACTS	ABAG/MTC JOINT PROGRAM	TECHNICAL STUDY GRANTS & SPECIAL PROJECTS
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356,000	152,000	214,000
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	438,000	
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	31,000	
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	94,000	436,000
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543,000		
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899,000	715,000	650,000
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BARTD

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