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## Executive Summary

Solano County holds a special place in California's vast landscape, its history, and its future. It is blessed with fertile agricultural lands, attractive open space and recreational areas, and an economically advantageous location between two prosperous and growing urban areas; Sacramento and the San Francisco Bay Area. Its seven cities and surrounding lands provide its residents with an appealing choice of lifestyles, ranging from urban waterfront to suburban casual or rural tranquility.



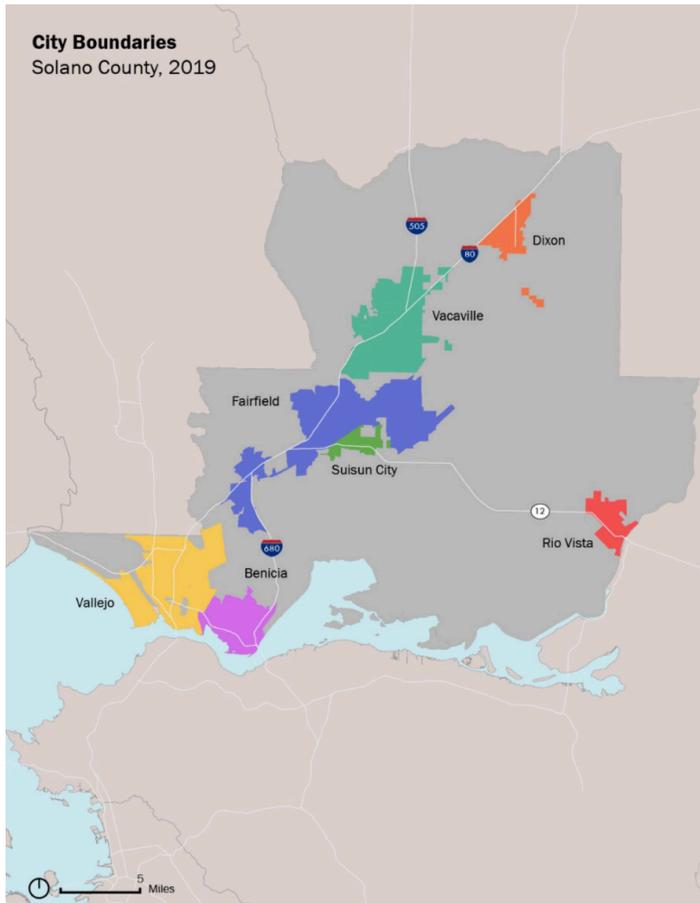
Photo: Kai Schreber

## Solano Transportation Authority (STA) Agency Profile

The Solano Transportation Authority (STA) was created in 1990 through a Joint Powers Agreement between the cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, Vallejo and the County of Solano to serve as the Congestion Management Agency for Solano. The Congestion Management System consists of all State highways within Solano County and principal arterials that provide connections from communities to the State highway system, as well as between the communities within Solano County.

The organization is overseen by a board of eight, with one county supervisor and each of the seven mayors in Solano County. The STA is responsible for countywide transportation planning, programming transportation funds, managing and providing transportation programs and services, delivering transportation projects, and setting transportation priorities in Solano County.

The mission of STA is *“To improve the quality of life in Solano County by delivering transportation projects to ensure mobility, travel safety, and economic vitality for all.”* The agency achieves its Mission through actively partnering with federal, state, and regional transportation agencies, the County of Solano and all seven Solano city governments, as well as through robust outreach and engagement with a broad spectrum of interested residents, and businesses.



After a difficult period resulting from the nation’s most severe economic recession since the Great Depression, Solano County is well positioned to flourish in the 21<sup>st</sup> century by building on the spirit of collaboration and strategic investment aimed at improving the lives of its residents and the success of a diversifying business community.

The Solano Transportation Authority (STA) reflects those community attributes through its careful allocation of transportation funds from a variety of sources, and its leadership role that brings transportation planning together with important land use, economic development, environmental, and social equity considerations to create the sustainable future that will serve current and future generations well.

### STA’s Mission

*“To improve the quality of life in Solano County by delivering transportation projects to ensure mobility, travel safety, and economic vitality for all.”*

Equally important, the agency has become a forum for a broad cross-section of the community and elected leaders to weave Solano's transportation system challenges and opportunities together with broader community efforts, such as housing, jobs, safety, and climate adaptation. This helps to achieve a strong community fabric where all residents can share in the promise of quality housing and work opportunities, cleaner air, habitat conservation, and healthier neighborhoods.

## CTP Purpose

The Solano County Comprehensive Transportation Plan will help fulfill the STA's mission by identifying a long-term and sustainable transportation system to provide mobility, reduce congestion, and ensure travel safety and economic vitality to Solano County.

## Comprehensive Transportation Plan (CTP) Purpose

The purpose of the **Comprehensive Transportation Plan** (CTP) is to help STA fulfill its mission by envisioning a safe, multi-modal transportation system that meets Solano's diverse mobility needs and sustainable development goals, and then identifies anticipated funding, and prioritized investments to advance the Vision as noted in STA's Sustainable Communities plan. STA has identified "sustainable" communities as those that endure and improve over time, and balance such factors as economic health, environmental impact, and social equity. This CTP analyzes the current state of Solano's transportation systems to establish a set of goals, identify strategies, and implement action plans that best bridge the gap between ideal and existing conditions.

There are two important reasons for STA to maintain an updated planning document. First, the Metropolitan Transportation Commission (MTC) requires local transportation agencies such as the STA to establish transportation plans as the basis for the

Commission's Regional Transportation Plan (RTP). The RTP is a federally required, 25-year planning document. Secondly, STA is responsible for programming numerous state and federal transportation funding sources for its projects. In order to meet this requirement, the STA needs to document the goals and policies that guide its programming or risk losing critical transportation dollars from those sources.

This CTP addresses the period between now and 2050. It is an update of the previous CTP, which was adopted in 2005.



## CTP Organization

STA's existing strategies have worked well to strengthen Solano's transportation infrastructure and increase mobility choices, but there is value in periodically reconsidering how best to serve Solano County residents and businesses going forward.

Three principles have guided this update of the Solano CTP:

1. Strengthen the System through innovative, cost-effective improvements
2. Reduce Stress by developing, operating and maintaining an integrated local and regional transportation system anchored on the I-80 corridor
3. Support Member Agency decisions related to transportation and land use choices, while respecting the Regional Framework set by MTC.

The CTP is comprised of this **Transportation Framework** which defines the agency's roots, its mission, key challenges and opportunities, and STA's approach toward them. It provides an introduction to the three Elements of the Plan:

- **Arterial, Highways, and Freeways**
- **Transit and Rideshare**
- **Active Transportation**

Also within this section, STA's extended history of linking quality land use decisions with transportation investments is described. In addition, it highlights STA's increasing commitment to policies, plans, and investments that prioritize the unique needs of Solano's disadvantaged communities and ensures that those populations are meaningfully included in STA's mobility planning.

Guided by the Principles identified above, the CTP presents specific goals, policies, gap analyses, and funding priorities for its three modal Elements. Based on established goals, explicit Policies define specific actions to guide their implementation. Policies contain clear action words such as *shall, will, assign, or invest* to add clarity and commitment. Utilizing clear Goals and Policies, STA and the community worked

together to identify gaps in infrastructure and/or services for all programs managed by the agency. These gap evaluations were followed with a process to designate the most effective steps to be taken to close them, including consideration of time involved, funding availability, equitable benefit for all users, and impacts on the environment.

All CTP Elements are designed to be both *internally* and *externally* integrated. *Internally* integrated means that each Element's selected projects and programs are complementary to the other Elements. Equally important, CTP recommendations are consistent with those contained in all STA member jurisdictions' planning documents where appropriate.

*Externally* integrated means each Element's specific choices are compatible with the networks overseen by MTC and Caltrans District 4. Externally integrated also means matching Solano's plans with the those of neighboring regions, such as Sacramento and San Joaquin counties. Staff has worked diligently to strengthen these important partnerships.

STA organizes its projects into three identified tiers that reflect design and funding readiness.

**Tier 1** – projects or programs already in place, or are ready for near-term implementation.

**Tier 2** – projects and programs that are important and have been advanced out of the conceptual stage, but are not yet ready for near-term implementation.

**Tier 3** – ideas and concepts that have had little to no work done to advance their implementation.

It is common for STA projects to begin in a lower tier and then be elevated as progress occurs. This information is especially helpful to regional and state funding partners, because it reflects the priorities and timing of a project when outside funding is sought.

**Performance Measures and Milestones** are the tools that STA uses to measure and track progress. Performance measures can be thought of as a unit of measure, such as the scoring of a road's condition or fare box recovery target for a transit service. Milestones are benchmarks that show how much progress has been made, such as how many miles of road have

reached a certain standard, or what percentage of transit routes should achieve the targeted fare box contributions. In the years ahead, STA will expand its collection of measurable baseline information associated with all of its mobility programs so that future decisions can be objectively made based on real world results.

Several important concepts have guided strategies in this CTP:

- I-80 is the backbone of Solano’s transportation network, deserving STA’s greatest planning emphasis.
  - Multimodal corridor planning is useful on Routes of Regional Significance and major interchanges.
  - A Complete Streets framework, meaning roadways are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities is the foundation for improving Solano’s quality of life.
- Funding in Priority Development Areas (PDA), Priority Conservation Areas (PCA), and Priority Production Areas (PPA) that best support Solano’s goal of a sustainable future.
  - The unique needs of Solano’s disadvantaged communities should be paramount to ensure that those populations fairly benefit from STA’s work.
  - Reducing Solano’s greenhouse gas emissions can be achieved with cleaner fuels, more efficient freight movement, expanded transit, and a safe network of sidewalks, pedestrian trails, and bicycling facilities.

STA is increasing its collection of data related to all forms of mobility in and through Solano County to continue to enable performance-based decisions going forwards.



The **Arterials, Highways, and Freeways Element** focuses on the analysis and enhancement of essential connections between key components of Solano County's transportation network, which are anchored by the regionally significant I-80 corridor. It identifies existing and future safety, capacity, and enhancement needs for the major arterials, highways, and freeways in Solano County that serve intercity and interregional travel.

The AHF system includes all interstate freeways, state highways, and selected local arterials. The AHF system also includes those facilities that are in the right-of-way and act to make the system more useable, such as ramp metering lights, overhead message boards, travel advisory and changeable message signs and landscaping - collectively known as Intelligent Transportation System (ITS) infrastructure.

Solano County roads must be able to adequately serve all modes of transportation, from bicycles to heavy equipment haulers. Caring for Solano's transportation network involves responsible, targeted investments and rests on a delicate balance between allocations to well-traveled highways without neglecting local arterials, and constructing new network links to meet increasing demand without neglecting maintenance of Solano County's existing network.

The AHF system actually impacts every aspect of the Transit and Rideshare system, and those portions of the Active Transportation system located along highly used routes. All of these facilities are a part of an interwoven transportation fabric of Solano County and the broader region, which the CTP addresses by distinguishing portions of the network as Routes of Regional Significance. The criteria for a road to be designated a Solano RORS are:

1. All roadways in the Solano Congestion Management Program network
2. Roadways providing access to and from Transit Facilities of Regional Significance
3. Roadways providing access to and from major employment centers, with higher traffic volumes
4. Roads providing intercity and Freeway/Highway connections
5. Other roads critical to providing countywide emergency response

There are 63 individual roadways in the Routes of Regional Significance network. The major elements of the State Highway system in Solano's defined Routes of Regional Significance consists of SR 12, SR 29, SR 37 and SR 113. There are other state routes (SRs 84, 128 and 220), but they experience no significant congestion. The AHF Element does not address local roadways that are not RORS, even though these roadways are connected to the RORS.

## Routes of Regional Significance

The criteria for a road to be designated a Solano RORS are:

- 1 All roadways in the Solano Congestion Management Program network
- 2 Roadways providing access to and from Transit Facilities of Regional Significance
- 3 Roadways providing access to and from major employment centers, identified by STA, with higher traffic volumes
- 4 Roads providing intercity and Freeway/Highway connections
- 5 Other roads critical to providing countywide emergency response

The state of the AHF system is measured in two ways - how well it performs, and how well it is maintained. As with so much of the overall transportation system, these two features interact with each other. There are additional measures of performance for roadways. These include Vehicle Hours of Delay (VHD), which also measures congestion, Vehicle Miles Traveled (VMT) and collision rates. Total volume for a roadway is reported as Annual Average Daily Trips (AADT). Another important measure is the percentage of trucks in the traffic flow, as trucks have an oversized impact upon congestion due to their large size and limited mobility. STA continues to increase its collection of data related to all forms of mobility in and through Solano County to continue to enable performance-based decisions going forward.

The **Transit and Rideshare Element** serves to identify goals, policies, and actions needed for mass transit and rideshare facilities and services that maximize the ability of Solano residents, workers and visitors to reach destinations of their choice within Solano County, especially regionally significant population centers, employment and civic amenities.

For a transit system to be a viable travel choice, it must get travelers to where they want to go, when they want to go there, at a reasonable price, and it must do that in a manner that is perceived as a better

Solano County traditionally has one of the highest rates of ridesharing in the nine county Bay Area. It is the second most popular commute mode in Solano, behind driving alone.

alternative than driving alone. Focusing on moving people, not just vehicles, as efficiently as possible will maximize mobility, accommodate the needs of Solano's future population and workforce growth, and improve the quality of life in Solano County.

The Transit and Rideshare Element covers five modes of travel that will be referred to as Transit Strategies – four are modes and one is a focus on special users. The four traditional transit modes are:

- intercity buses,
- passenger rail,
- passenger ferry, and
- ridesharing (carpooling and vanpooling, including park and ride hub facilities)

The fifth strategy encompasses specialized transportation services and programs for older adults, people with disabilities, and low-income residents, often referred to as Mobility Management.



The Element is organized to identify individual components of the system today, describe the system's conditions, and then compare that with where it should be in the future. Like other Elements, it establishes three tiers to identify a project or program's status, with Tier 1 being those that are in place or ready to go, and Tier 3 being ideas that have not been fully defined.

The primary focus of this Element is on public transit, as most, but not all, transit service is delivered by the public sector. In addition, the following other private transit services exist in Solano County:

- Employer commuter buses
- Greyhound
- Megabus
- Airporter
- VA Medical Shuttles
- Transportation network companies, such as Lyft and Uber

STA's Solano Mobility and Lyft have partnered to provide 80% off Lyft rides up to \$25 dollars to and from participating transportation centers in the county. This includes all Solano Express Bus stops and the two Solano county train stations. Solano Mobility also offers free Lyft connections from Capitol Corridor train service when purchasing 10 rides.

Solano residents have traditionally had the longest average commute as compared to the rest of the Bay Area. Solano's proximity to job-rich Sacramento and Bay Area cities, combined with relatively local low housing costs, have made long-distance commutes commonplace. As a result, carpooling and vanpooling have played a key commute role with Solano County traditionally having one of the highest rates of ridesharing in the nine county Bay Area. Ridesharing is the most popular commute mode after driving alone. The long distances and lower density affordable development patterns have contributed to only 3 percent of Solano County's worker residents using transit to get to work, compared to 12 percent in the Bay Area region.

## Transit Facilities of Regional Significance

The criteria STA has established for **Transit Facilities of Regional Significance (TFORS)** are:

- 1 All passenger rail lines, and all passenger train stations, current or planned, identified in an adopted STA Plan.
- 2 All ferry facilities, including terminals, maintenance docks and fueling stations, current or planned, identified in an adopted STA Plan.
- 3 Bus stations providing all of the following services:
  1. Routes to destinations outside Solano County or between two or more cities in Solano County
  2. Peak hour headways of 1 hour or less
- 4 Maintenance and parking facilities for busses providing services identified in 1, 2 or 3 above.
- 5 Interchanges that provide access to and from the highway system for stations identified in 1, 2 or 3 above.

# Solano County 2020 Land Use Designations

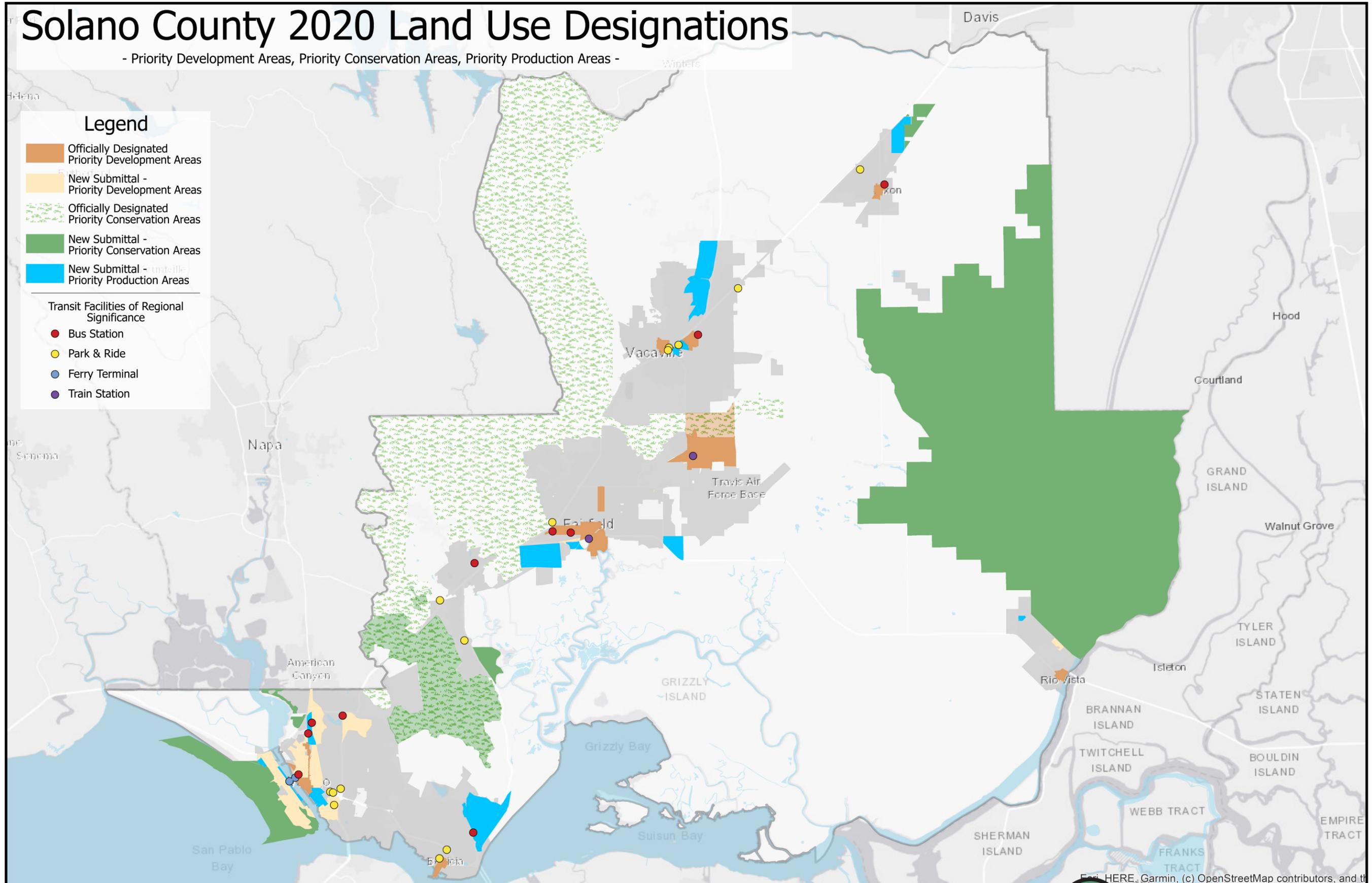
- Priority Development Areas, Priority Conservation Areas, Priority Production Areas -

## Legend

- Officially Designated Priority Development Areas
- New Submittal - Priority Development Areas
- Officially Designated Priority Conservation Areas
- New Submittal - Priority Conservation Areas
- New Submittal - Priority Production Areas

## Transit Facilities of Regional Significance

- Bus Station
- Park & Ride
- Ferry Terminal
- Train Station



From HERE, Garmin, (c) OpenStreetMap contributors, and the



## The Solano Transportation Authority's Vision

Solano Transportation Authority seeks to provide a balanced transportation system to enhance the quality of life, support economic development, and improve accessibility for all members of the community by efficiently linking transportation and land uses utilizing multiple transportation modes.

Many aspects of the Transit and Rideshare Element are addressed in adopted or pending countywide plans and studies, and the Transit and Rideshare Element simply brings their information together in a single location. These plans include:

- I-80/I-680/I-780/SR 12 Transit Corridor Study
- Solano Coordinated Short Range Transit Plan
- Solano Express Intercity Ridership Study
- Solano Rail Crossing Inventory and Improvement Plan
- Solano Rail Facilities Plan
- Solano Mobility Management Plan

STA has designated Transit Facilities of Regional Significance (TFORS) and assigned funding priority to them. All TFORS are located in PDAs. They include the following:

- All passenger rail lines, and all passenger train stations, current or planned, identified in adopted STA Plans.
- All passenger ferry facilities, including terminals, maintenance docks and fueling stations, local water channels, current or planned, identified in adopted STA Plans.
- Bus stations providing all of the following services:
  - Routes to destinations outside Solano County or between two or more cities in Solano County
  - Peak hour headways of one hour or less
  - Maintenance and parking facilities for buses providing services identified above.
  - Interchanges that provide access to and from the highway system for stations identified above.

Solano County relies upon several bus transit providers to serve Solano's intra-city and intercity needs:

**The Fairfield and Suisun Transit (FAST)** system offers both local and intercity transit bus routes. It operates intercity fixed-route bus service to Vacaville, Dixon, Benicia, YoloBus in Davis, Sacramento bus and light rail systems, Suisun City Amtrak station, Napa VINE service, and three BART stations in Contra Costa County. FAST is governed by the City of Fairfield.

**Solano County Transit (SolTrans)** was formed in 2011, when two local providers, Benicia Breeze and Vallejo Transit, consolidated their programs in partnership with STA. It provides the highest volume of Solano's intercity bus passengers primarily to/from the East Bay's BART system, but also the SF Bay Ferry Terminal in Vallejo, Napa Vine stops, and those in the Contra Costa County transit systems. It also offers local transit to the cities of Benicia and Vallejo and connects with FAST at key locations. SolTrans is a Joint Powers Authority (JPA) run by its own Board of Directors and consists of Benicia, Vallejo, and STA.

**SolanoExpress** consists of intercity bus routes that serve the areas with the highest travel demand, offer a higher level of service than the other intercity transit services, and carry the most riders. FAST and SolTrans manage SolanoExpress under operating and funding agreements with STA, which connect cities within Solano County to one another, as well as to regional destinations, including Davis, Sacramento, the Vallejo Ferry Terminal, and three East Bay BART stations.

Each of the SolanoExpress routes provide a headway (time between buses) of one hour or less during the peak commute times. The organizational structure for collaborative intercity transit service planning is the SolanoExpress Intercity Transit Consortium (Consortium) which is described in the Joint Powers Agreement (JPA) of the STA. Governance of the Consortium is guided by representatives from each of the five Solano County transit agencies, STA, and the County of Solano, which provide recommendations to the STA Board. STA hosts and staffs SolanoExpress meetings.

**Vine Transit** operates two weekday routes in Vallejo and Fairfield/Suisun City connecting to SolanoExpress and the Suisun-Fairfield Train Station, connecting Napa County to Solano County. The service is operated by the Napa Valley Transportation Authority (NVTa).

**Yolobus** with one route into Solano County, making roundtrips daily connecting Vacaville to Winters and Davis and SolanoExpress services. The Yolo County

Transportation District administers the service, which operates local and intercity bus service 365 days a year in Yolo County and neighboring areas.

**Dixon Redit-Ride** is a public dial-a-ride transit system, which provides curb-to curb transit service within Dixon city limits. It is administered by the City of Dixon.

**Rio Vista Delta Breeze** offers deviated fixed route bus service within the City of Rio Vista and between Isleton, Rio Vista, Fairfield, Suisun City, Pittsburg/Bay Point BART Station and Antioch with connections to Lodi. The system is administered by the City of Rio Vista with the actual service provided by STA in partnership with a contractor.

#### **Vallejo Ferry Service**

Since 1986, Solano has had access to San Francisco by way of passenger ferry. Originally managed service, service was taken over by the San Francisco Bay Water Emergency Transit Authority (WETA) in 2012. By 2016,



annual ridership exceeded one million trips. Currently branded as the San Francisco Bay Ferry, frequent service from Vallejo to San Francisco is available at peak commutes, with more limited service to and from Mare Island and Richmond. In 2018, STA commissioned a study to evaluate the feasibility of expanding water transit from Benicia and Rio Vista to other Bay area destinations under a small boat, water taxi format. The ridership forecast shows additional demand for expanded service between Vallejo and San Francisco, modest demand for service to Marin County (Vallejo to Larkspur), and limited potential among the routes evaluated within the Carquinez Straight.

STA has identified ADA paratransit, the array of services that support Solano’s most vulnerable populations, as a particularly difficult challenge given the high costs of the services and limited funding available. Going forward, outside of this update of the CTP, a sustainable ADA paratransit program will be pursued in addition to regular short range transit

plan updates for each transit service provider.

The **Active Transportation Element** guides decisions that enable users of Solano County’s transportation network to lead a more physically active lifestyle; a group of biking and walking efforts referred to as Active Transportation. Its purpose is to contribute to a balanced transportation system that offers alternatives to the single occupant car, by supporting local land use actions that increase safety and livability in Solano communities.

The Plan focuses on a bikeway network that will provide origin and destination connections, add walkability in downtowns, to schools and transit hubs. Funds sources related to land use and transportation linkages will be prioritized for investments in Priority Development Areas and Priority Conservation Areas.

This Element also is designed to contribute to the state’s goals for cleaner air, by prioritizing vehicle trips using new and emerging clean fuel technologies,



public fleet demonstration programs, and increasing consumer access to alternative fuel infrastructure. Active Transportation projects, recently implemented or planned in the short-term include:

- Dixon West B Street Bicycle-Pedestrian Undercrossing – a critical safety improvement and multi-modal connection to a future train station (completed)
- Jepson Parkway Bikeway Phase I – planned cross-county route from SR 12 in Suisun City north to Leisure Town Road in Vacaville (partially completed)
- Vacaville-Dixon Bicycle Route (Hawkins Road)
- Vacaville Ulatis Creek Bicycle Facilities
- Vallejo Bay Trail/Vine Trail
- Bicycle and Pedestrian Wayfinding Signage (Planned)

The direction of the Active Transportation Element and its subsidiary plans has been guided by separate Bicycle and Pedestrian Advisory Committees to obtain different perspectives for the two modes of travel. These documents are organized to facilitate adoption of local plans by the seven cities and the County of Solano with minimal use of staff and financial resources.

At this time, STA is updating its Active Transportation plans, and has decided to blend the needs and interests of bicyclists and pedestrians into a single plan. This work is informed by numerous STA efforts including Safe Routes to School and Safe Routes to Transit Plans, the Solano Mobility Programs, and the Solano Travel Safety Plan.

## Challenges

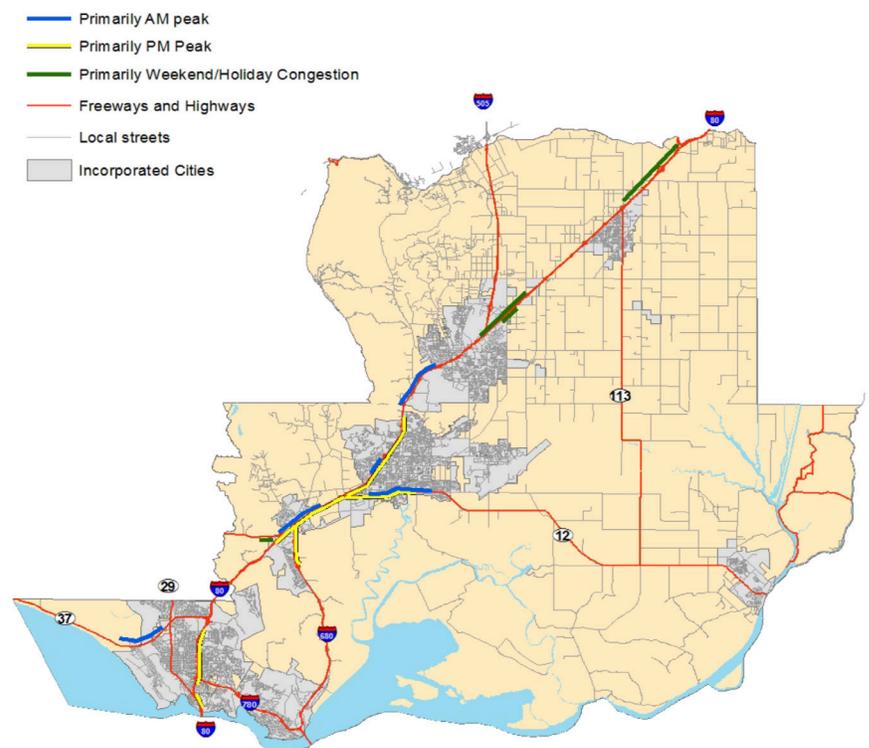
### Growth

Solano County and the nine-county Bay Area have both experienced significant growth since the 1970s. In 1970 the population of Solano County was approximately 170,000

and today it is more than 430,000, an increase of 153%. During this same time period, the Bay Area as a whole increased by 65%. The number of households in Solano County nearly doubled from 1970 to 2017. Meeting the mobility needs of this growing population will require expansion of the current infrastructure, combined with more innovative approaches to shifting individual trips away from single occupant rides to cleaner, more efficient solutions.

### Traffic congestion

In spite of significant investments in expanding roadway infrastructure on both state highways and local arterials, during peak morning and afternoon commute periods, traffic slows because of recurring congestion. The greatest congestion occurs on the state highway system, including I-80, I-680, I-780, SR12, and SR37 corridors. In 2017, California voters passed SB1, which increased the gas tax to support a number of road and transit funding categories. In 2018, Bay Area voters approved RM-3, which increased tolls on state-owned bridges in the Bay Area to fund improvements targeted at reducing congestion and expanding mobility alternatives.



**Recurring Highway Traffic in Solano County**

### **Systemwide Safety**

A primary goal of all transportation system planning is to reduce deaths and serious accidents. In 2017, the California Office of Traffic Safety ranked Solano County 37<sup>th</sup> out of 58 California counties in total auto-related fatalities and injuries. Many communities have created comprehensive, integrated plans under the branding of Vision Zero, to elevate their efforts to improve safety in their transportation systems.

### **Transportation system maintenance needs**

One of the most significant factors in a road's maintenance needs is simply its age. Pavement dries and it cracks, it bears loads unevenly, water seeps in and washes away the underlying sand and rock, leading to more cracking that allows in more water – all things that lead to the accelerating deterioration of a road. Early preventive maintenance of a roadway surface is a key, highly cost-effective method to reduce long-term repair costs.

An assessment of the Pavement Condition Index (PCI) score for individual roadways throughout the county is conducted periodically. The PCI is the tool to measure and grade roadway condition. PCI is a numeric score, with a PCI of 100 being a perfect, new road with no flaws in the pavement surface or substrata. Solano's roads are mostly in Fair Condition, as defined by their Pavement Condition Index. The 2019 Solano Pothole Report shows an annual shortfall of \$10 million dollars per year simply to maintain current PCI of 65, while an additional \$25 million per year is needed to reach a target PCI of 75 (good).

Solano County is the only Bay Area County without a voter approved local sales tax dedicated to transportation. Since 2013, Solano County has charged \$1,500 per dwelling unit as part of its Public Facility Fee (PFF) that brings roughly \$1.2 million annually to STA's Regional Traffic Impact Fee program. In 2019, the County Board of Supervisors increased the RTIF to \$2500 per dwelling unit, which will increase the annual RTIF amount to \$2 million.

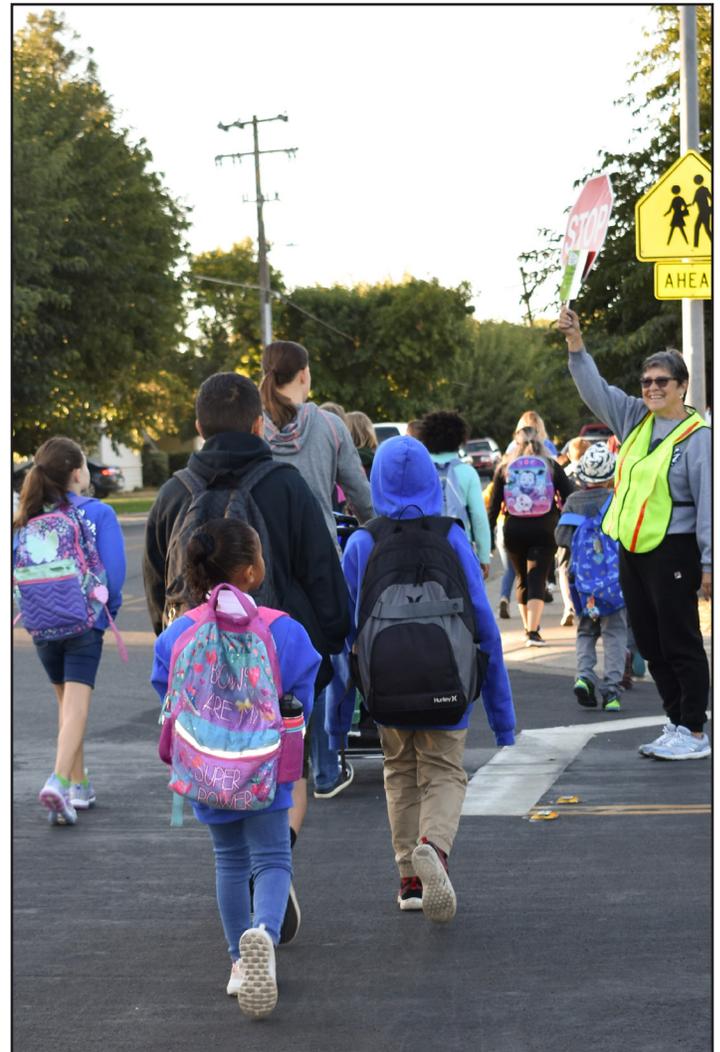
### **Gentrification**

Many of the Priority Development Areas (PDAs) in Solano County coincide with areas considered to be at

risk of, or undergoing, gentrification or displacement, according to the most recent data from the Urban Displacement Project at UC Berkeley. Between 2014 to 2019, Solano County experienced home and rent price growth at about the same pace as the greater Bay Area. However, home prices in Solano County remain about 50 percent lower than in the Bay Area, resulting in an outward migration of Bay Area families. This presents a long-term threat to the affordability of homes for current Solano residents. Solano County's new housing permit activity has been almost entirely for single-family homes, with the vast majority issued by the cities of Fairfield and Vacaville. To reach state housing production and affordability goals, there needs to be more multi-family housing.

### **Equitable Access**

In the past decade, MTC has undertaken a number of studies to determine the effect of transportation



investments in disadvantaged communities. As part of Plan Bay Area 2040, six measurable Equity Goals were selected to guide future transportation investments. In addition, using a set of health, wealth, and mobility indicators, MTC produced mapping of communities around the Bay that are most at-risk; labelled as Communities of Concern (COC). Five COCs have been identified in Solano County, making them eligible for special consideration for targeted funding to reduce, and eventually eliminate disparities in funding, and increase neighborhood quality of life. In addition, Solano's ADA paratransit needs far exceed the available budget to sustain a comprehensive program.

### **Clean fuel**

Transportation is the largest and fastest growing source of greenhouse gas emissions in the U.S. economy. STA has identified a number of programs that can collectively contribute to cleaner air, including demonstration projects for public agency clean fuel fleets, expanded fueling sites, active transportation gap closures, and support of transit-oriented development that contributes to reduced vehicle miles travelled (VMT) by locating jobs and housing in close proximity to transit hubs. Expanding and electrifying public transit to give large numbers of people a meaningful alternative to driving to work can go a long way in reducing our emissions. Doing so will provide a better chance of avoiding the most dangerous impacts of climate change.

## **Opportunities**

### **Priority Development Areas (PDA)**

MTC/ABAG has established a program for Bay Area cities and counties to voluntarily identify key locations with opportunities to expand jobs, housing, and the public realm in combination with access to frequent transit services. There are 13 identified PDAs in Solano, including at least one in each city. As part of MTC/ABAG's Plan Bay Area 2050, additional designations are being considered. STA has supported PDA studies intended to prioritize and incentivize investments. PDAs offer the greatest opportunity for Solano County communities to achieve a multitude of goals, ranging from affordable housing, to diversified mixed use employment centers and high quality built environments connected to regional transit service.

### **Priority Conservation Areas (PCA)**

MTC/ABAG has established a program for Bay Area cities and counties to identify particularly unique or sensitive habitat, recreation, and agricultural lands to be preserved to balance more focused development within urbanizing areas. Solano County has selected 5 areas for its PCA program and has an opportunity to expand its preservation areas and access to them in future years. Similar to PDAs, PCAs are being updated to potentially include new PCAs. Ensuring convenient, affordable access from all of Solano's disadvantaged communities should be considered a priority when funding opportunities arise.

### **Priority Production Areas (PPA)**

In addition to Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs), MTC/ABAG have introduced a new designation as part of Plan Bay Area 2050: Priority Production Areas (PPAs). The purpose of identifying PPA's is to identify manufacturing and large employment development priority locations and provide some resources for planning around those areas. The proposed PPA Program would create a third regional land use designation that would address a gap in planning for employment that was identified in Plan Bay Area. Specifically, this Program would provide the opportunity to plan for manufacturing businesses and employers that are often left out of the PDA framework.

Cities have self-identified the following PPAs as part of Plan Bay Area 2050 and are awaiting MTC/ABAG approval:

Benicia: Benicia Industrial PPA (conversion from a PDA)

Dixon: Northeast Quadrant PPA

Fairfield: Solano Business Park PPA

Rio Vista: Rio Vista Industrial Park PPA

Suisun City: East Side PPA, Gentry PPA

Vacaville: Northern PPA

Vallejo: North Sonoma & Broadway Corridor PPA

### **Regional Funding Opportunities for Designations**

The significance of PDAs and PCAs for the STA is that transportation funding was prioritized by the Metropolitan Transportation Commission (MTC) for those locations since the first federal One Bay Area Grant (OBAG) cycle in 2013. Solano County and the other North Bay counties were required to program 50% of the county OBAG share (approximately \$10 million out of \$20 million) within PDAs with a separate allocation of \$1.25 million for PCAs. This funding requirement and amounts carried over into OBAG 2 with \$2.5 million for Solano County for PCAs and will likely be similar in the 2022-23 OBAG 3 cycle.

### **I-80 Express Lanes**

Plan Bay Area created a program, branded as Express Lanes, of expanded access into existing highway High Occupancy Vehicle (HOV) lanes, providing an opportunity for single occupant vehicles to use the lanes for a toll if traffic remains at a minimum speed. Express Lanes rely on congestion pricing to set the cost of the tolls, meaning that the cost to enter the HOV lanes is based on the level of use at the time. Funds from the program will primarily be used to offset the cost of construction of expanded facilities, but over time, are expected to contribute to the cost of transit services. The STA Board has approved a list of priority Managed Lanes Implementation Program (MLIP) facilities located on I-80 and I-680, including extension and conversion of existing HOV lanes into Express Lanes that directly support carpool, vanpool and express bus services.

### **Expanded rail services**

Train service has a significant potential to connect Solano residents with employment centers throughout the Bay Area and in Sacramento, especially if conflicts between freight and commute services are addressed. A second Capitol Corridor rail station named after State Assembly Member Tom Hannigan was opened in Fairfield in 2017, adjacent to Vacaville, providing a new multi-modal hub surrounded by lands designated as a Priority Development Area. The Suisun-Fairfield station is also located in a PDA. In 2018, an update of the California State Rail Plan identified opportunities to improve rail services and facilities in Solano. In addition, the Sonoma Marin Area Rail Transit (SMART) agency published a report that evaluated the feasibility of starting public commuter rail services on existing lines between Novato and Suisun City. Train service has a significant potential to connect Solano residents with employment centers throughout the Bay Area and in Sacramento, especially if conflicts between freight and commute services are addressed.

### **Expanded ferry services**

Beginning in 2012, Solano residents gained increased access to San Francisco Ferry services. In 2018, Bay Area voters approved RM-3, which increased tolls on state-owned bridges in the Bay Area to fund transportation improvements, including expanded San Francisco Ferry capital and operational costs. Recently, STA has studied whether private ferries can increase the use of water transit, because of the mode's recognized preference for a number of persons seeking to get to San Francisco and other ferry sites from Sacramento River locations in Benicia and Rio Vista.

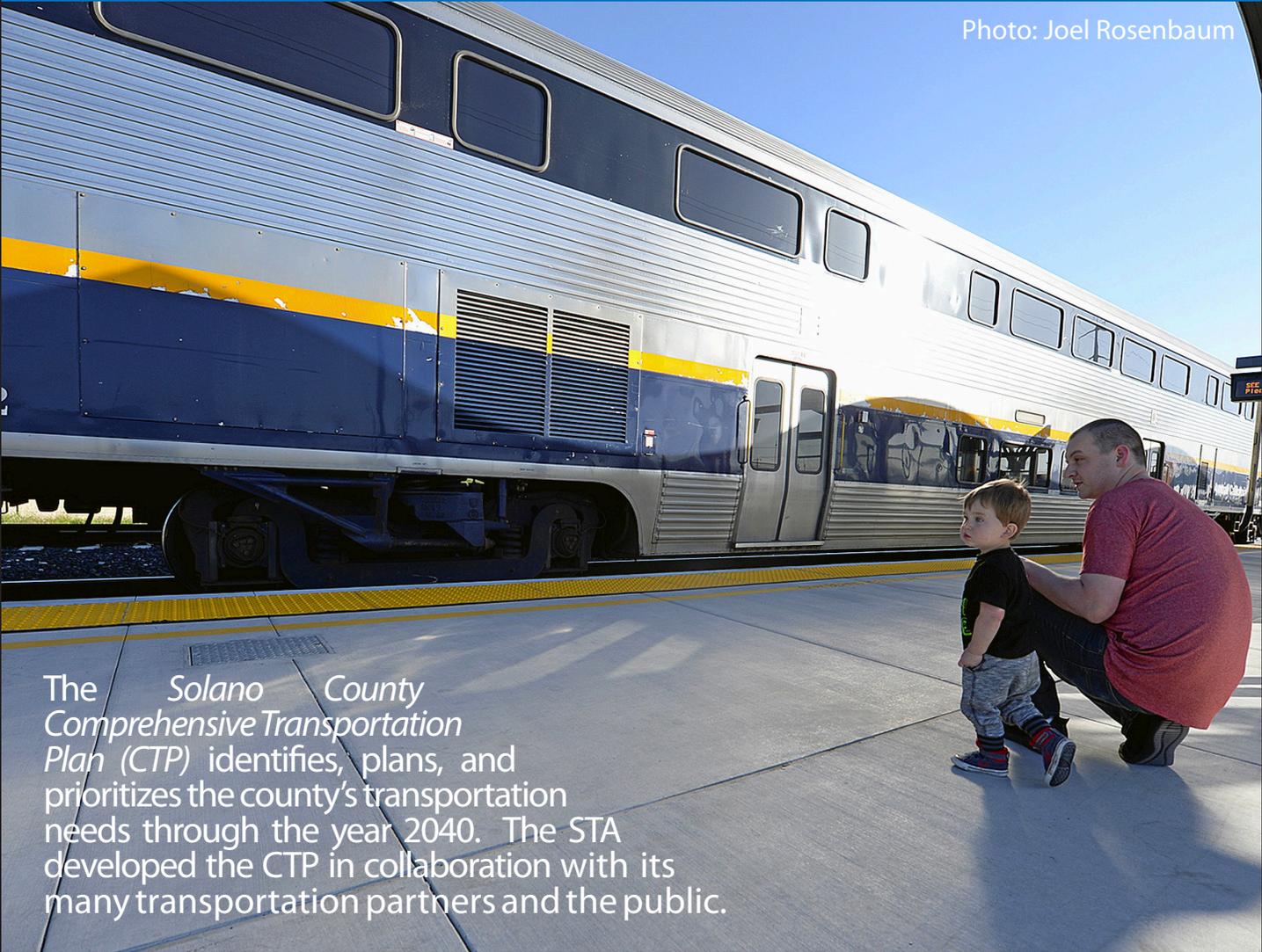


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# 2

## Introduction

Photo: Joel Rosenbaum



The *Solano County Comprehensive Transportation Plan (CTP)* identifies, plans, and prioritizes the county's transportation needs through the year 2040. The STA developed the CTP in collaboration with its many transportation partners and the public.

## Plan Organization

Programs and projects for the county and the seven cities must be listed in the most current CTP in order to be eligible for regional, state or federal transportation funds and to be included in Plan Bay Area. STA distributes funds based on the priorities identified in the CTP and Plan Bay Area. The previous CTP was finalized in 2005 and incorporated three elements: *Active Transportation* (approved in 2014), *Arterials, Highways and Freeways*, and *Transit and Rideshare*.

This update of the plan is comprised of four major sections:

- This section, the ***Transportation Setting Framework***, provides a broad overview of transportation issues, key infrastructure, and major investments across the county, summarizes goals and policies from the other elements, and connects transportation issues with land use and equity considerations.

Additionally three elements previously adopted in 2018, 2014, and 2017 respectively:

- The ***Arterials, Highways, and Freeways Element*** identifies key regional and local corridors throughout the county to develop and maintain in order to provide for safe and efficient travel.
- The ***Active Transportation Element*** identifies best practices and priority projects to improve facilities for pedestrians and cyclists. It also addresses efforts to support alternative fuel technologies and foster sustainable development patterns through focused growth.
- The ***Transit & Rideshare Element*** focuses on improving transit facilities and supporting transit operators in offering effective mass transit options, as well as promoting accessibility for all residents.

## Comprehensive Transportation Plan (CTP) Process

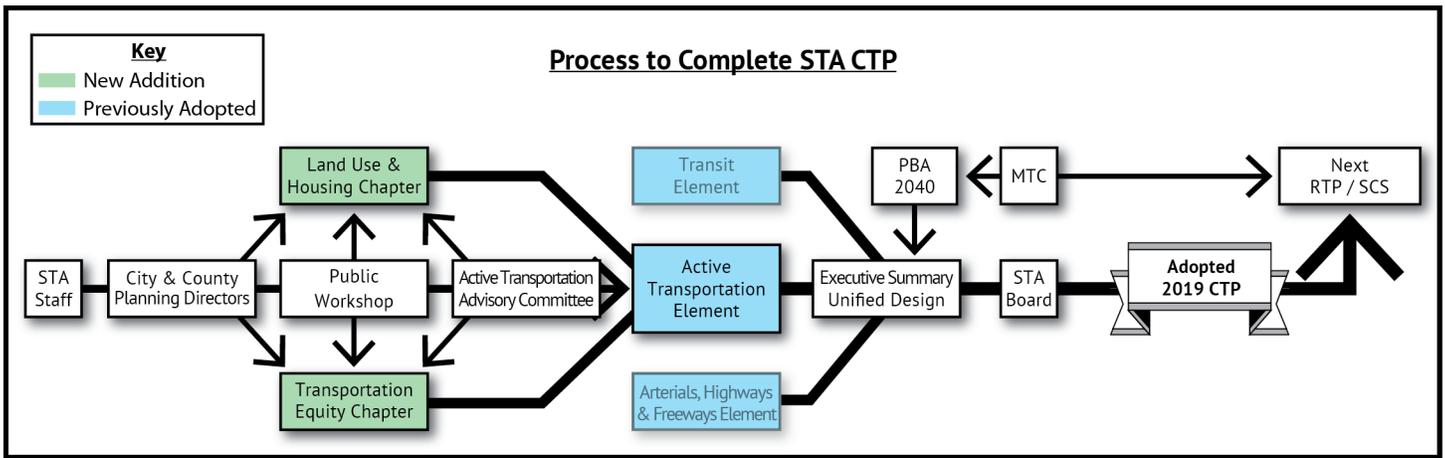
In 1988 State legislators approved Government Code Section 66531, which authorized Bay Area counties to develop Countywide Transportation Plans (CTPs) on a voluntary basis. As the federally designated regional metropolitan planning organization and the state designated regional transportation planning agency, MTC is charged by law to develop guidelines to assist CMAs and other appropriate agencies in the development of the CTPs. MTC adopted the original CTP Guidelines in 1989 as MTC Resolution 2120, and last updated the guidelines in 2016.

The final phase of the current CTP was initiated by the STA board in November 2018 to incorporate the Land Use and Equity chapters. This document was produced in concert with the STA's Active Transportation Committee and an Equity Working Group designated by the STA board. It also incorporates feedback from public meetings including two Equity Workshops and a Housing Summit organized in concert with the Solano City County Coordinating Council in February of 2019.

## Solano CTP Background

Over the last forty years forward thinking residents and leaders in Solano have been committed to preserving the balance of their rural and urban lands, while steadily moving towards a sustainable future, with safe, livable communities underpinned by quality housing, services, jobs, and public gathering areas .

Solano County and the Bay Area have both experienced significant growth since the 1970s. In 1970 the population of Solano County was approximately 170,000 and today it is more than 430,000. During this same time period, the Bay Area as a whole has grown from around 4.6 million to 7.6 million. Sacramento, the other metropolitan area contributing to Solano's prosperity has seen growth of nearly 20% in the last decade, reaching a population estimated to be 2,414,783 in 2018.



Solano County’s growth was particularly rapid from 1970 to 1990, when it grew at three times the rate as the Bay Area. In recent years however, Solano County has grown slower than the region overall; especially impacted by the economic downturn of the last decade.

Solano County residents have made preserving the County’s agriculture and natural resources a priority, beginning in the 1980s. In 1984, the **Solano Orderly Growth Initiative** was first passed by voters, and was subsequently renewed in 1994 and 2006. The Orderly Growth Initiative limits the density of development in lands designated Agriculture or Open Space, preventing large scale residential or mixed-use developments outside of municipal areas. It requires a majority vote to change the designation or increase the density of development in those areas. This effort plays a crucial role in maintaining the character of Solano County and reinforces the value of focusing most future development in Solano’s thirteen designated Priority Development Areas.

The land use limitations established by the Orderly Growth Initiative inspired Solano’s numerous ongoing efforts to bring Solano’s transportation and land use planning together. In 1989, when it became apparent that long-term Interstate 80 corridor congestion would severely hamper Solano communities quality of life, planning for the Jepson Parkway began.

The **Jepson Parkway** was originally envisioned to be a complete streets corridor connecting the cities of Suisun City, Fairfield, Vacaville and portions of unincorporated Solano County. The vision included multimodal access along the corridor with the train station. The Jepson Concept Plan was completed in 2000 and is the 1st complete streets plan in Solano County.

The Jepson Parkway, a bypass through Fairfield and Vacaville’s industrial and residential subdivisions that spares commuters from getting onto I-80, epitomizes what can be achieved with long term vision and policy leaders’ unrelenting dedication to transportation goals. As time has passed, innovative integration of bus and rail transit, active transportation, and beautifying streetscape improvements have enriched the original Jepson Parkway Plan.

**In 2004**, STA adopted its first **Transportation for Livable Communities** (TLC) Plan. It defined a vision that formally linked transportation and land use as the key to Solano cities more vibrant, sustainable future. The plan identified historic suburban development patterns, often characterized as “sprawl”, as undesirable over the long term due to fiscal consequences, residents’ isolation from key services and public gathering areas, and the excessive travel required to reach many destinations. It recommended ten SMART Growth Principles to be utilized in future land use decisions, including focusing growth into existing communities, increasing the types and price ranges of housing options, expanding the variety of transportation choices, and incorporating public realm amenities that foster a proud sense of place.

**In 2006**, statewide voters approved a \$42 billion bond package that included \$2.85 billion in bond revenues for infrastructure and housing in California. Shortly thereafter, in 2007, ABAG and MTC, along with the Bay Area Air Quality Management District and the Bay Conservation and Development Commission, launched an incentive-based regional development and conservation initiative known as FOCUS to encourage more housing next to transit and to protect green spaces. Solano communities took advantage of planning funds to identify 9 sites within existing or planned growth areas that would meet the region's goals for compact, transit-oriented development.

At about that time, under a program sponsored by ABAG, five areas within Solano County were highlighted for their open space values and designated as Priority Conservation Areas. **Priority Conservation Areas** (PCAs) are locally identified areas for conservation which provide important agricultural, natural resource, historical, scenic, cultural, recreational, and/or ecological values and ecosystem functions.

**In 2012**, the **Transportation for Livable Communities Plan** was updated to provide details and justification to help the Solano Transportation Authority (STA) and its member agencies pursue and allocate funding to implement strategic projects and programs, which result in sustainable communities. Six goals with supporting objectives were developed to guide the selection of which candidate projects would best match the region's recently designated funding for smart growth projects aligned with regional initiatives. Market demand for more compact, mixed-use development and housing is expected to be strongly influenced by continued population growth and a shortfall in available and affordable housing. A substantial increase in the demand for transit service, housing near transit, and health and support services is likely to occur to support daily living for a growing senior population. Communities that foster attractive and safe places to walk, bike, and gather benefit from economic reinvestment, community pride and improved personal health.

## Solano Transportation & Land Use Milestones

- 1984** Proposition A- Citizen initiative reaffirming ag protection & city-centered growth
- 1994** Orderly Growth Initiative- extended Prop A until 2010
- 2000** Jepson Parkway concept approved as priority
- 2003** Transportation Land Use Toolkit
- 2005** 2030 Solano Comprehensive Transportation Plan
- 2007** Rio Vista Waterfront Specific Plan
- 2008** Orderly Growth Ordinance - amended and extended ag protections thru 2028  
  
North Connector Corridor TLC Concept
- 2012** Transportation for Sustainable Communities Plan
- 2013** PDA Growth & Investment Strategy Vallejo's Downtown Streetscape - first PDA project
- 2014** Updated Moving Solano Forward  
  
Jepson Parkway Concept Plan  
  
Five PDA Plans funded in OBAG 1
- 2015** Sonoma Blvd. (Vallejo) Specific Plan
- 2016** Benicia Industrial Park PDA Plan  
  
Suisun City Waterfront District PDA Plan
- 2017** Rio Vista Downtown Plan (PDA since 2011)  
Heart of Fairfield Plan (Specific Plan)
- 2019** Updated PDA and PCAS  
Introduced new PPAs

STA adopted its Solano *PDA Investment and Growth Strategy* in 2013 to inform planning and implementation of key transportation infrastructure projects that support sustainable land use development and enhance opportunities for multi-modal transportation. STA also supported cities' development of their own PDA plans – providing funds for the cities of Benicia (\$250,000), Dixon (\$75,000), Fairfield (\$850,000), Rio Vista (\$161,000), and Suisun City (\$163,000).

MTC's *Suburban Housing Incentive Pool* (SubHIP) Pilot Program will allocate \$5 million in competitive grant funding to encourage suburban counties to produce and preserve affordable housing. To be eligible, projects must be located in cities that have an updated housing element that complies with state law, and local policies that reflect recent state housing legislation for density bonuses, ADUs, and surplus land. STA was able to obtain \$4.1 million in funding in coordination with MTC and the cities.

The *California Complete Streets Act* of 2008 (AB 1358) was the primary guiding legislation for accommodating bicycle and pedestrian consideration as part of transportation and land use planning. Since that time,

## Solano PDA Strategy Goals

- Balance Transportation System
- Enhance Quality of Life
- Promote Economic Development
- Link Transportation and Land Use
- Support Public Health and Safety
- Conserve Environmental Resources

all seven cities and the County of Solano have adopted some form of a Complete Streets program, ranging from General Plan and zoning policies to supporting resolutions. Complete Streets is both a process and a finished product. Complete Streets include amenities for all users including wide sidewalks, street furniture, trees, bicycle lanes, crosswalks, and bus turnouts to make it easy, safe, and enjoyable for all modes of transportation. STA supports countywide implementation of Complete Streets concepts by assisting each member agency in implementing its own Complete Streets program.

# SOLANO COUNTY'S PROGRESS ON PDAS

Pre-OBAG 1	PDA Name	30 Min Transit	PDA Plan	First/Las t Mile
	Downtown Fairfield	✓	✗	✗
	Downtown Suisun	✓	✗	✗
	Allison Area (Vacaville)	✓	✗	✗
	Benicia Industrial Park	✗	✗	✗
	West Texas (Fairfield)	✓	✗	✗
	Downtown Vallejo	✓	✗	✗
	Sonoma Blvd (Vallejo)	✗	✗	✗
	Fairfield/Vacaville Train Station	✗	✗	✗
	Downtown Benicia	✗	✗	✗
	Downtown Vacaville	✗	✗	✗
	Downtown Dixon	✗	✗	✗
	Downtown Rio Vista	✗	✗	✗

3 Years into OBAG 2	PDA Name	30 Min Transit	PDA Plan	First/Las t Mile
	Downtown Fairfield	✓	✓	✓
	Downtown Suisun	✓	✓	✓
	Allison Area (Vacaville)	✓	✓	✓
	Benicia Industrial Park	✓	✓	✓
	West Texas (Fairfield)	✓	✓	✓
	Downtown Vallejo	✓	✓	✓
	Sonoma Blvd (Vallejo)	✓	✓	✓
	Fairfield/Vacaville Train Station	✓	✓	✓
	Downtown Benicia	✓	✓	✓
	Downtown Vacaville	✗	In Progress	✗
	Downtown Dixon	✗	In Progress	✗
	Downtown Rio Vista	✗	✓	✗

Source: Strategic Economics, July 2019

Presently all seven Solano cities and the County have adopted land use policies that transition from those formed in the Transportation for Livable Communities program of the past decade towards support for the new Priority Development Area (PDA) and Priority Conservation Area (PCA) programs. PDAs have become the key framework for linking regional development planning with transit access and transportation funding, as well as focusing growth in communities along key transit networks connecting homes and jobs to minimize development impacts on communities by leveraging existing infrastructure. There are currently 13 PDAs in Solano County, and many jurisdictions have developed PDA plans. A sixth PCA has been designated as the Suisun Valley PCA. With the recent development of MTC/ABAG's Plan Bay Area 2050 Plan, cities and the County have submitted proposals for new and/or modified designations. If all submittals are approved by MTC/ABAG, there will be a multitude of new and modified designations – which will be discussed in detail further into this document.

Continued funding for PDAs, PCAs, and a new pilot designation Priority Production Areas (PPAs) are nominated to be part of the next Plan Bay Area update process, currently underway.

Parallel with STA's steady progress strengthening the linkage between transportation and land use, the agency and its transportation partners have continued

making strategic investments in the infrastructure vital to mobility for the region and Solano County. Interstate 80, the backbone of Solano's highway system, has benefitted from long awaited improvements, and more are in the works. Improved eastbound freight truck scales in Cordelia were completed in 2013, and westbound scales are slated to be improved in the next few years.

Since 2012, the San Francisco Bay Ferry, managed by Water Emergency Transportation Authority (WETA), has expanded direct passenger service to San Francisco. Recently, Mare Island and Richmond stops have been added, and the possibility of private water taxi services may soon be extending the potential of water transit further.

Eighteen miles of *Express Lanes* on I-80 are planned, incorporating both existing and extended HOV lanes into a program that will reduce travel times while generating funds for other transit benefits. Expanding local funding sources for transportation infrastructure projects is increasingly important. Solano County began collecting a Regional Transportation Impact Fee (RTIF) in 2013 as part of the County's Public Facility Fee. RTIF funds are administered by STA and provide over \$2.1 million annually to supplement design and construction of projects that benefit multiple jurisdictions. RTIF revenues can only be used on projects that mitigate the impact of new development.



In November 2017, the **Fairfield-Vacaville train station** opened, adding a second Capitol corridors stop in Solano County. The new station will be the centerpiece of both a multimodal transit hub and a greenfield opportunity to illustrate the value and desirability possible within PDAs. Work around the new station included an overpass on Peabody Road to address safety concerns with the former at-grade crossing, a bicycle and pedestrian underpass, and numerous amenities including landscaping, bike lockers, and ticket machines.

Efforts to address longstanding issues with **State Route 37** are gaining momentum. Caltrans is moving forwards with plans to elevate the roadway to address increasing flooding and congestion. The STA continues to collaborate with regional partners to address broader goals, and recently approved a set of guiding principles to clarify their approach to those efforts.

## Relationship to other STA Plans

### **Community Based Transportation Plans – 2004 through 2012**

MTC created the Community Based Transportation Plan (CBTP) program to address the needs of economically disadvantaged communities through community transportation planning. The objective of the program is to develop a plan through a collaborative process that identifies transportation gaps, proposes and prioritizes strategies to address them, and identifies potential funding sources and projects for implementation. The program is designed to ensure that the population directly affected by the transportation plan is guiding the process. CBTPs have been developed for Dixon, Vallejo, East Fairfield, Vacaville, and a combined plan for Cordelia-Fairfield-Suisun.

### **Corridor Plans**

The STA has long recognized the value of corridor plans, which can bring the interests of a variety of modes and users into consideration within the context of federal, state, and regional policies and guidance. The approach has been used to develop the I-80/ I-680/ I-780 Transit Corridor Study, I-505 Corridor

## Bicycle & Pedestrian Priorities

In 2012 Countywide Bicycle Plan identified the following priority projects for implementation in the short-term :

- **Jepson Parkway Bikeway Phase I**  
Planned cross county route from SR 12 in Suisun City north to Leisure Town Road in Vacaville
- **Dixon West B Street Under-crossing**  
a critical safety improvement and multi- modal connection to a future train station
- **Vacaville-Dixon Bicycle Route (Hawkins Road)**
- **Vacaville Ulatis Creek Bicycle Facilities**
- **Bicycle and Pedestrian Wayfinding**
- **Vallejo Downtown Streetscape Improvements**

Plan, SR 113 Major Investment Study, SR 12 and I-80 E Corridor System Management Plan, Caltrans Corridor System Management Plan and Jepson Parkway Plan.

### **STA Solano Transportation Study for Seniors & People with Disabilities (2011)**

The Study for Seniors & People with Disabilities analyzed transportation barriers faced by the disabled and elderly population in Solano County. Given the significant proportion of aging, rural, and auto dependent communities in Solano, the study proposed expanding transit, paratransit and on-demand transportation services, providing transportation training for seniors, partnering with providers of goods and services to provide delivery and transit coordinated scheduling and improving bus stops and stations.

### ***Safe Routes to Transit – 2012***

In 2012, STA adopted its Safe Routes to Transit Plan. This Plan identified the most common hazards for transit riders in and around five Transit Facilities of Regional Significance. The plan prioritizes projects that improve access and safety to promote increased ridership, such as crosswalk improvements for pedestrian safety improved signalization near transit stops.

### ***Countywide Bicycle Plan & Countywide Pedestrian Plan – 2012***

These plans were last updated in 2012 and are currently in the process of being updated and integrated into a unified plan. Many of the projects identified as near-term priorities have been completed, including the Dixon West B Street Bicycle-Pedestrian Undercrossing, Allison Drive Sidewalk & Bike Path, and other streetscape improvements.

### ***Safe Routes to School Plan – 2013***

For over a decade STA has worked to reverse the downward trend of walking and biking to school. In 2008 the Safe Routes to School program was launched to encourage students to walk and bicycle to school to reduce traffic congestion around schools, increase physical activity and create a sense of community. The program brings together city planners, traffic engineers, law enforcement, educators and parents to identify engineering projects near schools that make walking and bicycling easier and safer for students. The 2013 Solano County Safe Routes to School Report identifies challenges and priority projects in school districts across the county. In the past 10

years, 28 infrastructure projects were completed, with 7 additional projects nearing completion, and efforts to evaluate successful strategies and priorities are ongoing.

### ***Alternative Fuels and Infrastructure Plan – 2013***

The STA recognizes the importance of alternative transportation fuels in reducing dependency on petroleum, providing environmental benefits, and cost savings. The Alternative Fuels and Infrastructure Plan was compiled to: reduce emissions of greenhouse gas and other pollutants, encourage alternative fuels and vehicle technologies that provide economic benefits to Solano, and take advantage of alternative fuel funding opportunities. The plan includes consideration of ethanol, biodiesel, natural gas, propane, hydrogen, and electricity

### ***Congestion Management Plan - 2015***

The Congestion Management Program (CMP) is a mobility monitoring and planning tool for California counties that contain an urbanized area with a population of 200,000 or more. The 1991 CMP legislation allowed the local Congestion Management Agency (CMA) to prepare, monitor, and update the CMP. As the CMA for Solano County, STA has revised the Solano County CMP frequently since 1991. STA adopted its most recent CMP in December of 2015. The next update to the Congestion Management Program is taking place in 2019.

### ***Solano Pothole Report – 2019***

STA's Pothole Report reports the Pavement Condition Index (PCI) for roadways throughout the county. The PCI is the tool to measure and grade roadway condition on a 100 point scale. Solano's roads are mostly in Fair Condition, as defined by their Pavement Condition Index. Early preventive maintenance of a roadway surface is a key, highly cost-effective method to reduce long-term repair costs. The Report shows an annual shortfall of \$10 million dollars per year simply to maintain current PCI of 65, while an additional \$25 million per year is needed to attain a target PCI of 75. The recent passage of Senate Bill (SB) 1 in 2017 will invest \$54 billion across the state over the next decade and includes a goal of bringing 90% of roads to fair or better condition.



### ***Solano Rail Facilities Plan – 2015***

The Solano Rail Facilities Plan evaluates the demand for freight facilities, additional passenger rail stations along the Capitol Corridor, and new passenger rail opportunities between Napa and Solano counties in great detail. While it predicts only limited increase in demand in the near term, it emphasizes the importance of prioritizing rail investments to gain the most in a competitive funding environment. The Plan also mentions significant infrastructure enhancement concepts that are currently being considered as part of vision efforts for the Capitol Corridor, and it suggests that in the future new alignments may bring considerable change to Solano’s rail system.

### ***Moving Solano Forward - 2017***

Moving Solano Forward is a collaborative effort of the County of Solano, the seven cities, and the Solano Economic Development Corporation. It is intended to develop a countywide strategic approach to diversify the economic base of Solano County to enable residents and businesses to thrive and prosper. The economic diversification study project builds upon the Shared Economic Framework that emerged from past collaborative efforts to understand and move the economy forward. The project is currently raising additional public and private funding to take action on the priorities identified by the study. STA is partnering with Solano EDC to link economic opportunity zones with new Priority Production Areas (PPAs) and updated Priority Development Areas (PDAs).

### ***Solano Mobility Management – 2017***

In February 2014, the STA expanded their services to include The Solano Mobility Call Center. This was one of four Solano Mobility priorities identified in the Solano Transportation Study for Seniors and People with Disabilities, completed in 2011. In addition to providing commuters and Solano county employers with information on a variety of transit services and incentive programs, the Mobility Call Center provides older adults and people with disabilities with a range of mobility information.

## **Goals of Moving Solano Forward**

- Enhancing industry sectors and concentration
- Fostering existing business and industry expansion
- Developing and deploying human capital aligned with jobs
- Improving infrastructure and the efficiency of the built environment
- Creating effective public and civic institutions

## **Relationship to other Regional Plans**

### ***MTC/ABAG’s Plan Bay Area - 2017***

Plan Bay Area (PBA) is intended to be a roadmap to help Bay Area cities and counties plan for transportation needs and preserve the diverse character of existing communities while adapting to the challenges of future population growth. The federal and state-mandated, integrated long-range transportation, land-use and housing plan aims to support a growing economy, provide more housing and transportation choices and reduce transportation-related pollution. It fulfills state requirements to maintain both a Regional Transportation Plan and a Sustainable Communities Strategy. The next update is currently underway and is intended to be adopted in 2021 by MTC/ABAG.

In addition to addressing transportation and land use issues, PBA has developed a broad range of goals to improve equity in the region. Six goals to improve equal access to transportation, housing and economic opportunity, for all communities within the Bay Area are identified in the plan. To target efforts to address those goals, the plan identifies Communities of Concern (COCs) which have a concentration of vulnerable populations including minority, senior, disabled, and rent burdened residents.

## California State Rail Plan - 2018

In 2018 Caltrans released an updated California State Rail Plan (Rail Plan). Caltrans' mission in developing the plan was to provide a framework for a safe, sustainable, integrated, and efficient California rail network that successfully moves people and goods while enhancing the State's economy and livability. The Rail Plan recognizes that commuter rail services are essential to supporting and connecting regional economies. It emphasizes "connectivity" between transportation services as a key goal, and establishes a statewide vision describing a future integrated rail system that provides comprehensive and coordinated service to passengers through more frequent service, and convenient transfers between rail services and transit. It also identified the Suisun Train Depot as a major hub for a SMART East-West connection as well as a more frequent (15 minute) service facility directly to San Francisco.

The State has committed to fund transformative capital improvements that focus on connectivity between systems. Commuter rail capital funding comes from Federal, State, and local sources, while operating funding is the responsibility of local and regional entities.

The Rail Plan recommended evaluating expansion of passenger service connecting the SMART system to the Capitol Corridor system in Suisun City, and a study was recently released. SMART is a voter-approved commuter rail service that runs from Santa Rosa in Sonoma County to San Rafael in Marin County. Rail service on the initial segment commenced in 2018 and will soon be expanded to Larkspur. In 2019 SMART released a high level engineering evaluation of expanding to Solano County that estimated service could begin within 5 years and would cost between \$780 mil to \$1.3 billion. Before passenger rail service can be implemented the Rail Plan proposes using express bus service to connect Marin, Sonoma, and Napa with the state rail network at the Fairfield-Suisun station or in Vallejo at Six Flags/Fairgrounds on SR-37.

## Legislative Context

### SB 375 (2008)

SB 375 requires metropolitan planning organizations to develop a "Sustainable Communities Strategy" that integrates transportation, land-use and housing policies to reduce automotive greenhouse gas emissions to levels determined by the California Air Resources Board. The last two Regional Transportation Plans (RTPs), Transportation 2035 and Plan Bay Area 2040 comply with SB 375.

### SB 535 - CalEnviroScreen 3.0 (2012)

SB 535 created California's cap and trade system to reduce greenhouse gases and generate funding for emissions reduction projects. SB 535 requires that a minimum of 25 percent of the available proceeds be allocated to projects that provide a benefit to disadvantaged communities; and at least 10 percent of the available proceeds are to be allocated to projects located within disadvantaged communities.

SB 535 directed CalEPA to identify disadvantaged communities based on geographic, socioeconomic, public health, and environmental hazard criteria. These communities may include, but are not limited to:

- Areas disproportionately affected by environmental pollution and other hazards that can lead to negative public health effects, exposure, or environmental degradation.
- Areas with concentrations of people that are of low-income, high unemployment, low levels of home ownership, high rent burden, sensitive populations, or low levels of educational attainment.

New state funding sources for affordable housing production are starting to come online, following Governor Brown's 2017 housing package and a voter-approved bond for \$4 billion that passed in 2018. These funding sources, administered by the Department of Housing and Community Development (HCD), are awarded via the following programs:

- The **No Place Like Home Program**, which dedicates nearly \$2 billion in bond proceeds for the development of permanent supportive housing, targeted to assist persons with mental illness and persons experiencing homelessness.
- The **Multifamily Housing Program** (MHP), which provides deferred long-term loans for construction, rehabilitation, and acquisition-rehabilitation of permanent and transitional affordable rental housing.
- **Infill Infrastructure Grants** (IIG), which were formerly funded by Prop 1C in 2006. This program provides gap funding to the infrastructure improvements required for transit-oriented development and infill development.
- **CalHome Program**, which provide grants to local agencies and developers to develop ownership housing and provide other housing assistance to low-income homeowners.
- **SB 2** (Building Homes and Jobs Act) imposed a new real estate recording fee of \$75 on selected real estate transactions. SB 2 funding will be dedicated to local governments for various eligible uses, including: planning and technical assistance to streamline housing development, development or preservation of affordable housing, and assistance for persons experiencing or at-risk of homelessness (rapid rehousing, emergency shelters, rental assistance, etc.)

and the California Emergency Solutions and Housing Program (CESH), both administered by HCD; the other 50 percent will go to local jurisdictions for planning and technical assistance. In the second year and beyond, 70 percent of SB 2 funds will be allocated to local jurisdictions, with a mix of competitive and non-competitive allocations. These funds can be used for a variety of eligible uses, including the development or preservation of affordable housing and provision of services and housing for the homeless. The remaining 30 percent will go to farmworker housing, CalHFA Missing Middle housing, and other incentives to streamline housing development.

In addition to those funding sources, the state has also implemented new bills to streamline housing development projects, allow cities to enact inclusionary ordinances. These bills are described below:

- **SB 35** (Weiner) – Streamlined housing approval process for developments that have not met their housing targets, provided that development is on an infill site and conforms with local zoning plan. At least 10% of units must be affordable for lower- income families.
- **AB 1505** (Bloom) – Authorized cities to enact inclusionary ordinances (on-site or off-site low- income housing)
- **SB 540** (Roth) – Created an opt-in mechanism for cities to create Workforce Housing Opportunity Zones (WHZO) close to jobs and transit where workforce and affordable housing is streamlined
- **SB 73** (Chiu) – Created opt-in mechanism for cities to create housing sustainability districts to streamline housing by completing zoning and environmental reviews up front.

Revenues from SB 2 began being collected on January 1, 2018. In the first year, 50 percent of SB 2 funds go towards statewide homelessness programs, namely the Housing for a Healthy California Program

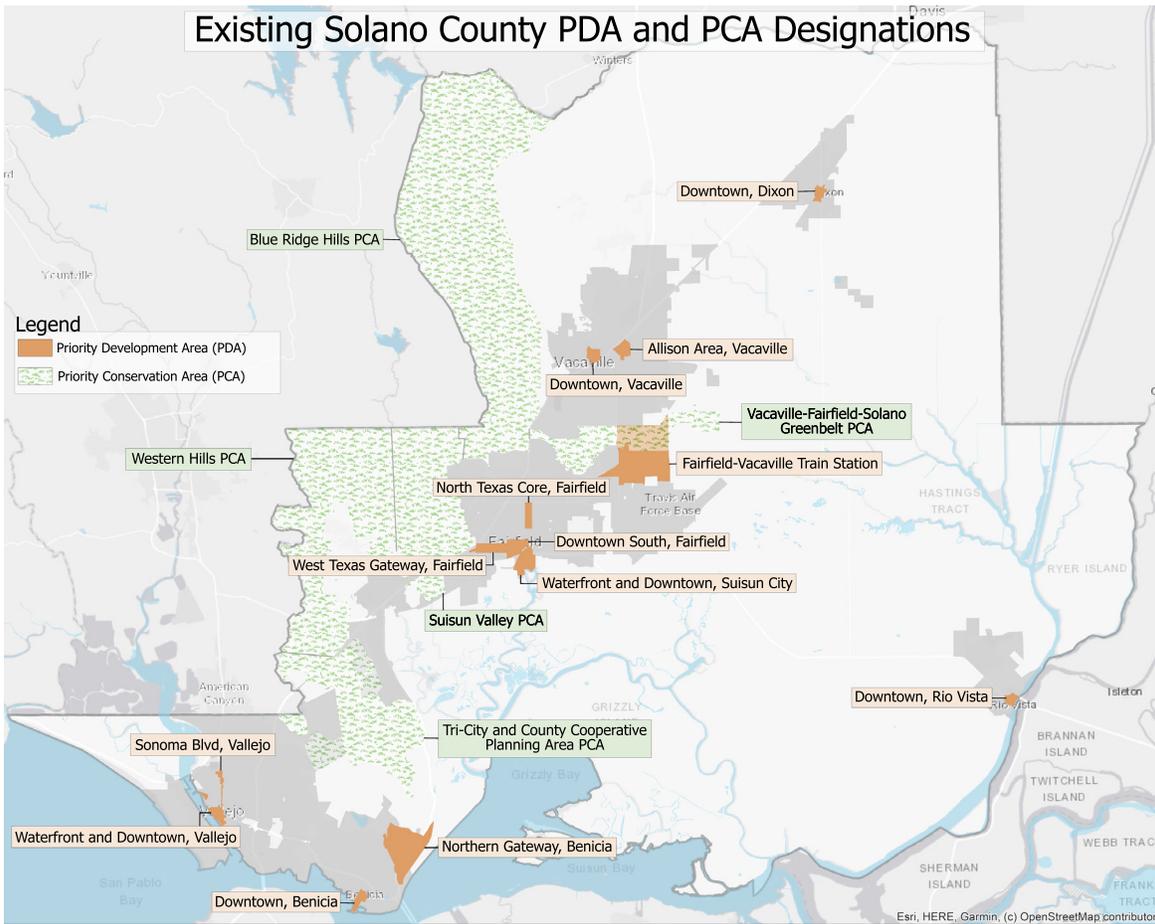
**Availability of Housing Grant Funding in Solano County**

<b>Jurisdiction</b>	<b>Population</b>	<b>AB 101</b>	<b>SB 2</b>
Benicia	27,570	\$150,000	\$160,000
Dixon	19,794	\$65,000	\$160,000
Fairfield	117,149	\$500,000	\$310,000
Rio Vista	9,416	\$65,000	\$160,000
Solano County	19,580	\$65,000	\$160,000
Suisun City	29,447	\$150,000	\$160,000
Vacaville	98,807	\$300,000	\$310,000
Vallejo	119,544	\$500,000	\$310,000
<b>Total Grant Funding:</b>		<b>\$1,795,000</b>	<b>\$1,730,000</b>

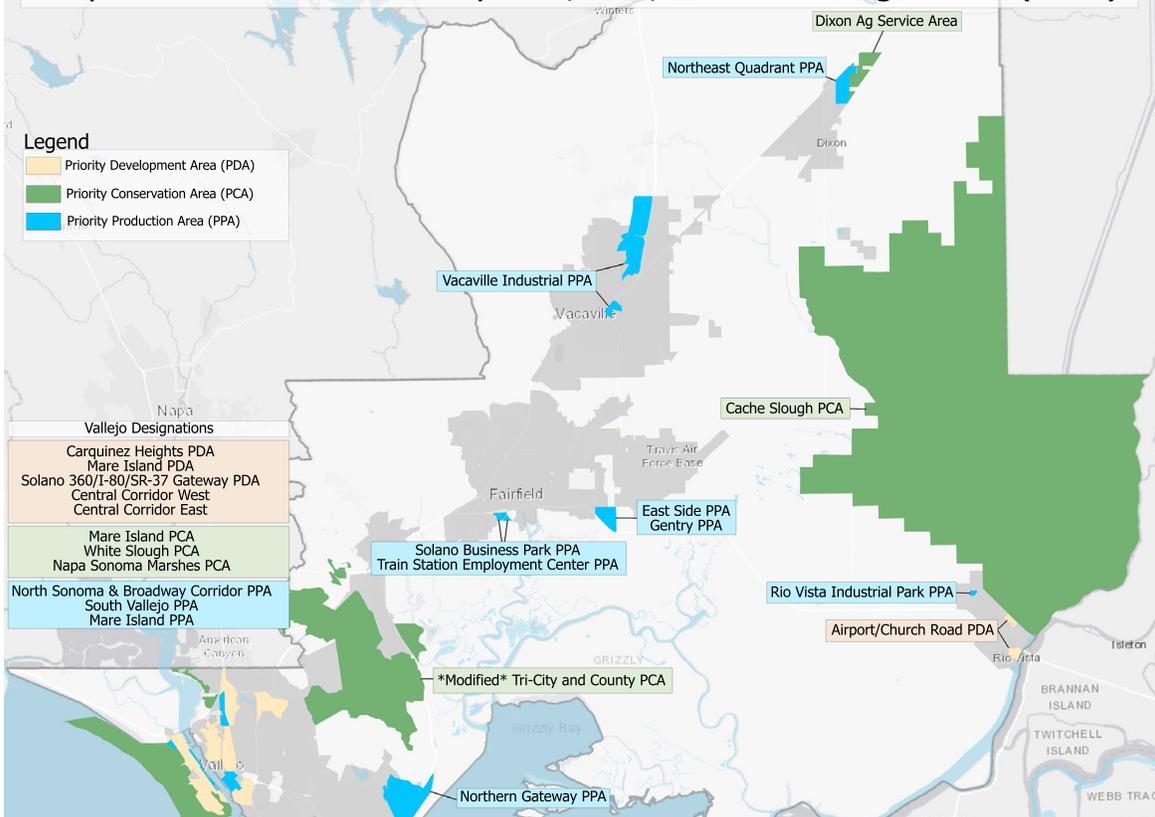
### 2019 Legislation

There is a wide variety of housing and land use policy currently under consideration at the state level that would expand resources for affordable housing, incentivize housing production, and facilitate housing development near transit.

## Existing Solano County PDA and PCA Designations



## Proposed New Solano County PDA, PCA, and PPA Designations (2019)



# 5

## Looking Forward

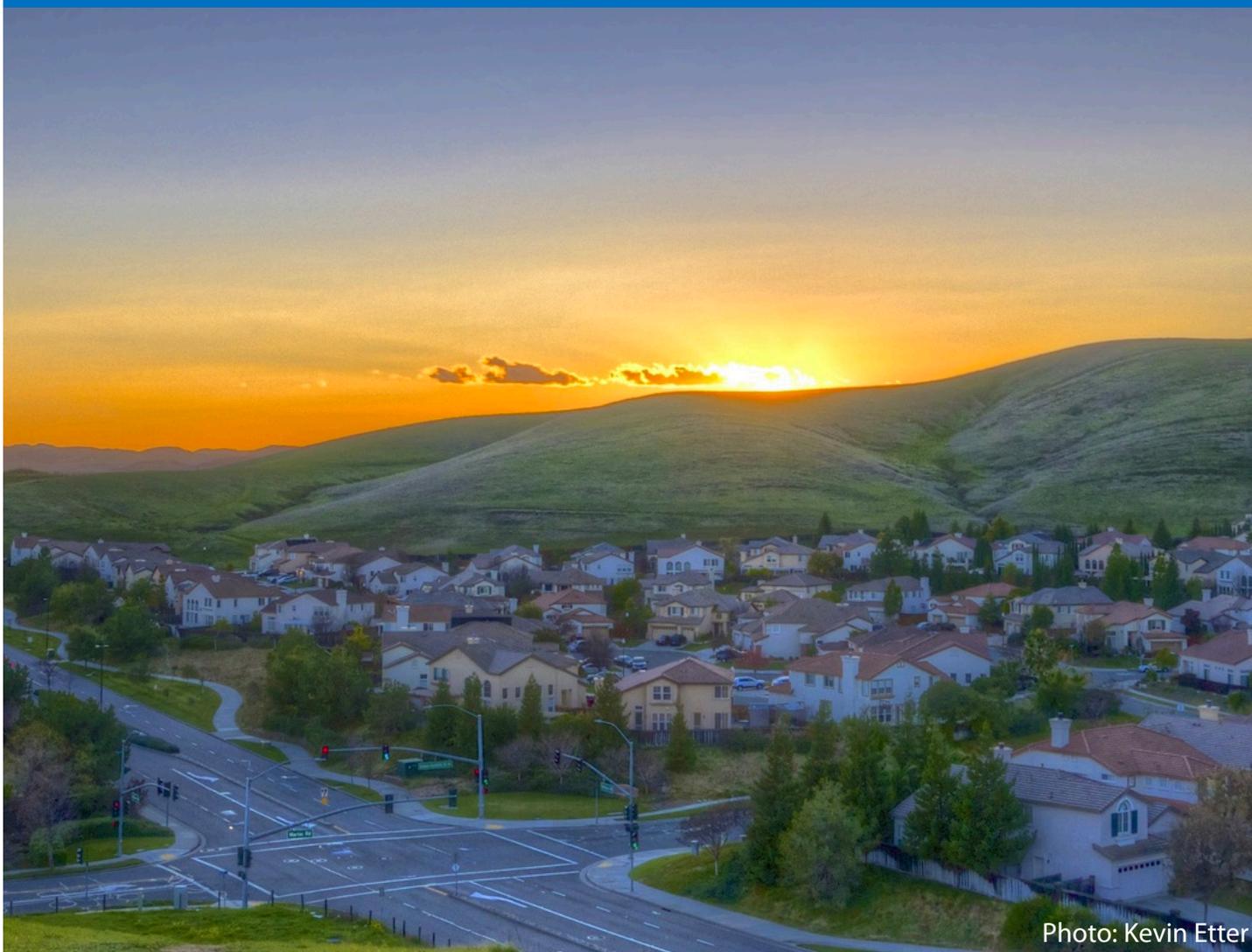


Photo: Kevin Etter



U.S. Air Force photo  
Master Sgt. Robert Wade

The value of this Plan is that it provides a framework for addressing our community's near-term needs while also looking ahead to ensure that STA continues to lead the way to a strong future for Solano County. This chapter will highlight several key strategies that are at the forefront of our effort.

The CTP reflects our agency's commitment to meet Solano's diverse mobility and sustainable development goals by moving beyond a traditional definition of transportation planning as devising a simple transaction to get from here to there; moving people and goods from one destination to another. STA will increasingly plan with a broader focus in recognition that our communities' health and prosperity demand solutions that intertwine transportation solutions with housing affordability, economic opportunity, and heightened consideration of our most vulnerable populations. Employing a holistic planning framework

is integral to the development of a more sustainable Solano County; one that recognizes the triple bottom line of economy, environment, and equity.

At the time of this writing, it is important to acknowledge that the unfolding nationwide coronavirus crisis presents formidable challenges to our community's immediate well-being, with grave consequences for our personal health, economy and mobility. More than any other aspect of our multi-modal network, Solano's transit operators face unprecedented operational and funding challenges, leading to lasting impacts unless we have the will to reimagine how to more efficiently organize for the future. STA will remain focused on helping people get to work during the crisis and continue doing so until the lingering disruptive effects of the pandemic have been resolved.

## Transportation & Land Use

STA has long recognized the value of integrating land use and transportation considerations. STA's vision statement, which calls for the organization to enhance the quality of life, support economic development, and improve accessibility for all members of the community, acknowledges that those goals can only be realized through united planning efforts. Focused growth that creates housing with active transportation opportunities and transit access to jobs will bring cascading benefits including reduced congestion, improved air quality, better public health, and more fulfilling lives. Achieving these linked rewards depends upon STA's continued leadership in aligning PDA, PPA, and PCA designations with varied funding streams to achieve transformative results.

Achieving compact growth in PDAs will become the signature demonstration of Solano's longstanding orderly growth policy. Every city in Solano has designated PDAs where future growth will be focused. STA's expanding land use coordination role will be especially helpful to our cities and the County,

attracting regional and state funding to increase affordable housing production, especially in PDAs with integrated transit opportunities.

The more recent addition of the PPA designation to STA's regional planning framework aligns well with our efforts to promote economic vitality in the county. Relative to the region, there is an abundance of housing in Solano, but fewer jobs. STA's work with the Solano EDC and interested jurisdictions has focused on supporting existing businesses while attracting specifically targeted new ones. We will continue helping forge Public/Private Partnerships, as recommended in Solano EDC's *Moving Solano Forward* report, to generate matching funds for projects that accelerate economic growth and improve workforce income.

Equally important, designating PCAs that protect Solano County's unique natural resources will provide current and future generations with places for recreation, renewal, and appreciation of the natural world's vital role in our lives.

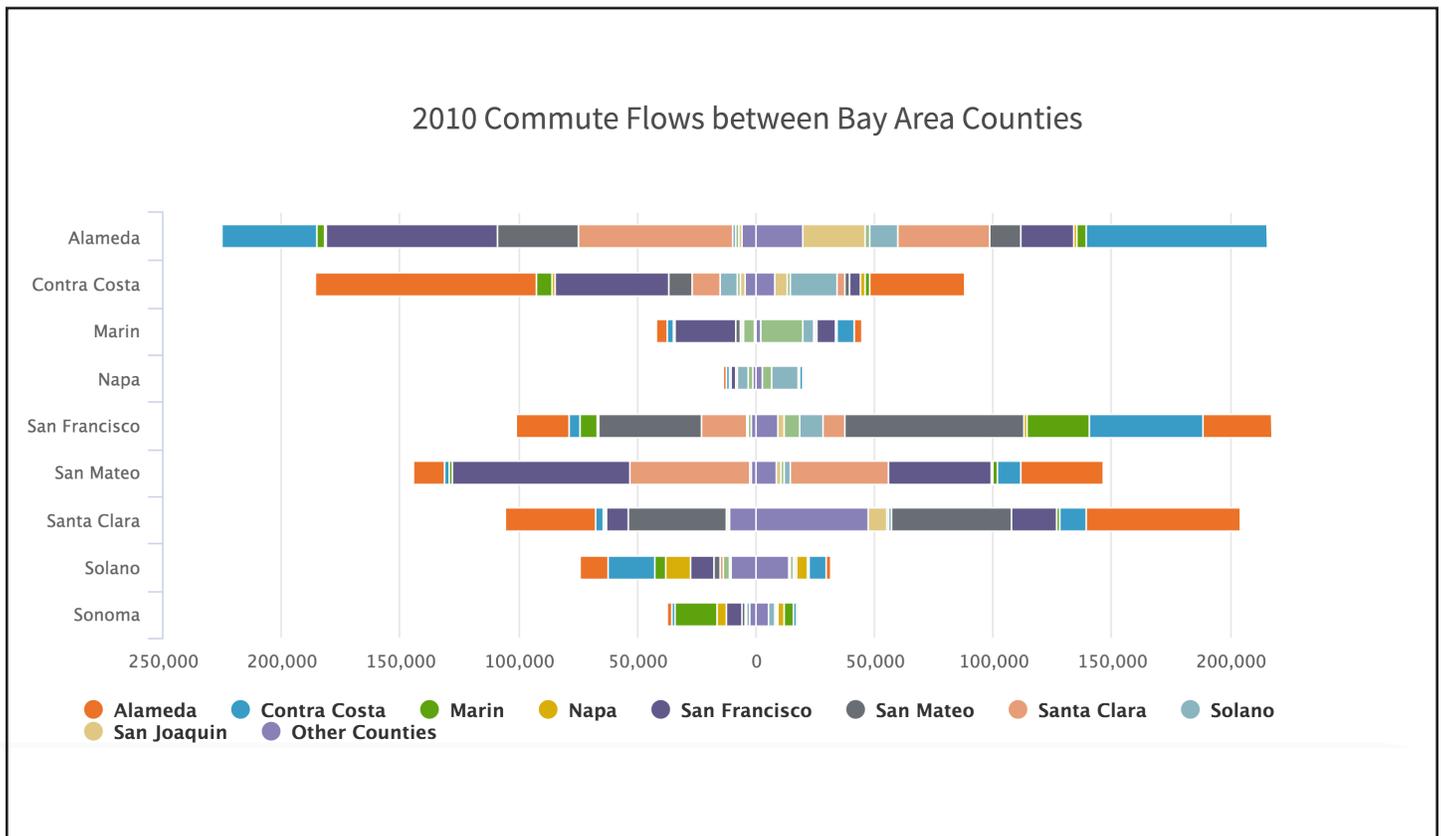


## Performance-based Planning

Understanding the impacts of major transportation investments over time is critical to gauging their effectiveness. An ever increasing pool of information is available to identify the interrelationships between transportation, housing, and economic opportunity. STA will keep expanding our inventory of GIS data and refining traffic models to enhance our ability to make decisions based on expected benefits. Selecting key metrics to watch in the coming years and regularly assessing the result of our actions will provide us with a deeper understanding of challenges facing Solano communities and the impact of our investments to address them.

Extensive regional resources are also being made available to STA to help us understand key issues from a countywide perspective and community by community. *MTC's Vital Signs* program maintains data by county and census block that STA can use to compare our performance with the region as a whole. The various metrics being tracked provide valuable information on transportation, housing, health, and economics.

Increased tracking and availability of data will also lead to improved safety for everyone traveling in Solano. Accurate and comprehensive mapping of traffic incidents helps target dangerous locations and facilitates planning safety improvements. Monitoring STA's 2018 Travel Safety Plan results as projects are implemented will help us identify the most impactful investments.



## Equity

In this CTP, STA has broken new ground with the inclusion of the Equitable Access, Benefit, and Participation chapter. Its Key Principles codify our commitment to work collaboratively with communities and regional authorities to improve the quality of life for all persons throughout Solano County.

Ensuring that all residents benefit from transportation investments will become a key measure of fulfilling STA's mission. Concentrating development in PDAs can provide many benefits, but it can also add displacement pressure on existing vulnerable communities. Increasing economic vitality while minimizing displacement requires a delicate balance to ensure that projects retain Solano's character as a diverse, affordable place to live, while encouraging beneficial growth that realizes the County's full economic potential. Including affordable workforce housing in the mix of new development is essential to reduce unacceptable displacement of senior, disabled, and low-income persons.

Through the *Solano Mobility* program, STA has been a leader in addressing the transportation needs not just for the everyday commuter, but for older adults, people with disabilities and youth/students. Innovative micromobility offerings, such as the First/Last Mile Program and the Benicia Subsidized Lyft Program, will continue to grow, increase transportation efficiency and allow for expanded access, especially in areas where fixed route transit is not viable.

Going forward, STA will make an extra effort to engage Solano's diverse communities, in project planning, performance reviews, and funding decisions. We will expand our communication capacity to include multiple languages. Incorporating new ideas, such as Vallejo's participatory budgeting process, will engage a greater community cross-section in transportation decisions, increasing a sense of civic pride and personal growth.

Maintaining progress in transportation equity will also require STA to collect accurate information of needs, investments, and outcomes. Continued monitoring will help us confirm that our choices have achieved their goal of improving the lives of all residents and workers in Solano.

## Funding

At a time when most existing transportation funding sources are devoted to maintain the existing system, expanding federal, state, and regional government partnerships will be key to developing the mobility infrastructure required to support new housing and economic opportunities. STA will be proactive in developing revenue streams with agencies at all levels of government, and our own business community. Improvements will need to utilize novel financing mechanisms, bonds, and loan programs to support. Strengthening partnerships with key transit agencies, including WETA and Capitol Corridor can help link local needs with larger regional efforts and funding sources.



Photo: Robert Couse-Baker



The Moving Solano Forward Report by the Solano Economic Development Corporation identified several tools to help generate funding for infrastructure necessary to propel economic growth. Those tools include Special Assessment Districts, Tax Increment Financing, developer funding, financing and incentives, as well as Federal and State loan programs. STA will continue to work to secure a local source of transportation funds, because those dollars will significantly attract and leverage other sources.

Increasing regional funding sources for transportation projects is critical to allow making the infrastructure investments necessary around the bay. The recent passage of RM3 will enable numerous regional connection improvements to move forward. The measure designates over \$250 Million for improvements to I-80, \$100 Million for SR-37, as well as supporting increased ferry service and expanded offerings from Solano Express.

To make the most effective impact on regional transportation challenges we must increase our collaborative planning alongside fundraising efforts. FASTER Bay Area, a group of policy, government, business, transportation and community leaders, has been working with stakeholders and community leaders throughout the Bay Area to create a plan for a seamless, modern transit system that provides more affordable transportation options, reduces pollution and improves economic opportunity for low- and middle-income residents. FASTER's goal is to raise \$100 Billion through a sales tax measure that could be in front of voters as soon as 2021.

## Innovative Technologies

As the twenty-first century proceeds, a wide variety of changes have the potential to dramatically reshape our communities. In some instances, internet technologies will replace the need to travel at all, reducing congestion and benefitting cleaner air at the same time. New modes of travel such as on-demand transit, ridesharing, autonomous vehicles, electric bikes, and motorized scooters are emerging as attractive micro-transit alternatives.

SolTrans has already identified these services as potential components of a unified transportation platform through its Solano County Transit Mobility-on-Demand (SCT-MOD) Project. The long range vision of the effort is to make a range of flexible, on-demand services and traditional transit offerings available through a single portal. Importantly, the SCT-MOD project has the potential to improve access for underserved communities while simultaneously reducing costs through improved efficiency. It is an excellent example of how public-private partnerships can achieve mutually beneficial results.

Expanding use of electric vehicles, such as through the Solano Electric Vehicle (EV) Transition Program, will be an integral component of California's strategy to reduce greenhouse gas emissions and increase energy independence. Efforts are currently underway to install new charging facilities at key locations around the county and will increase in support of this technological shift.

In sum, STA is dedicated to integrating innovation, strategic partnerships, increased community participation, and focused community development collaboration into our ongoing delivery of projects and programs that Solano residents and businesses rely upon.