



DRAFT Valley Subarea Plan

San Bernardino County Long Range Multimodal Transportation Plan

San Bernardino County, CA

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1 Subarea Overview

As the largest county in the contiguous United States in land area, San Bernardino County is geographically diverse, and each subregion has unique needs. This is recognized in the county's half-cent sales tax for transportation improvements, Measure I, which allocates funding to six subareas. In developing the LRMTP, the six subareas identified by Measure I were analyzed to ensure issues facing San Bernardino County's unique geographic areas are adequately addressed. This subarea plan focuses on the Valley subarea (Figure 1).

The Valley subarea consists of 15 incorporated communities: the cities of Chino, Chino Hills, Colton, Fontana, Grand Terrace, Highland, Loma Linda, Montclair, Ontario, Rancho Cucamonga, Redlands, Rialto, San Bernardino, Upland, and Yucaipa. The subarea had 463,153 households in 2019 and is projected to increase to 563,749 in 2035 and to 610,850 households in 2050 (Southern California Association of Governments [SCAG] 2024). Additionally, the number of jobs in the Valley is expected to increase from 704,495 jobs in 2019 to 799,111 jobs in 2035 and 856,109 jobs in 2050 (SCAG 2024). In 2019 the Valley subarea was home to 70 percent of the households countywide, and 82 percent of the jobs. In the SCAG region, the cities of Montclair and Ontario are the top ten growing jurisdictions in terms of percentage of households, and the cities of Grand Terrace, Highland, Ontario, and Yucaipa are the top 20 fastest growing jurisdictions regarding the percentage of employment (SCAG 2024).



Figure 1. Valley Subarea

Source: Existing Conditions StoryMap

2 Unique Challenges

Freight Traffic and Congestion on Highways and Arterials: Many of the County's warehouse and distribution facilities are clustered along the key goods movement highway corridors, including Interstate 10 (I-10), Interstate 15 (I-15), and State Route 60 (SR-60). These corridors provide access

to the major warehouse concentrations and truck terminals in Ontario, Fontana, Chino, Rancho Cucamonga, and San Bernardino. The bottleneck on I-10 at the I-15 interchange in Ontario is ranked 18th in the nation for the most congested bottlenecks (ATRI 2024) and I-10 and SR-60 have the highest annual average truck volume in the Valley subarea (Caltrans 2023). Congestion on these corridors increases the overall cost of transportation service for goods and for passengers in buses or personal vehicles due to travel delay and can also generate emission impact and safety issues.

State of Good Repair: Heavy trucks and freight equipment affect pavement conditions. Roads that are in poor condition impact the safety of users and can increase wear and tear on vehicles, increasing maintenance costs for drivers.

Transit Service and Quality of Bus Stops: Omnitrans is the primary transit provider in the Valley and the San Berardino Transit Center provides connections to Metrolink, Victor Valley Transit Authority, Mountain Transit, Riverside Transit Agency, Beaumont Transit, and Sunline Transit. Montclair also hosts multiple transit services, with Metrolink, Omnitrans, and Foothill Transit, all providing significant service there. Emerging transit centers are located in Fontana and Rancho Cucamonga Metrolink stations. Service frequency and scheduling can be a challenge for timely connections among the transit agencies. Omnitrans rider survey information was used to identify stops where riders most frequently reported safety concerns which has led the agency to implement several approaches to improving the public's perceptions and experience of safety at bus stops and transfer centers.

Air Quality: The Valley subarea experiences the worse pollution burden in the county, particularly from particulate matter 2.5 (PM2.5), nitrogen dioxide, and diesel particulate matter (Figure 5). The South Coast Air Basin is an extreme non-attainment area for ozone. Trucks and trains carrying goods from the Ports of Los Angeles and Long Beach, Los Angeles International Airport, and Ontario International Airport travel to warehouses and railyards located in San Bernardino County, and many of the major freight highway corridors and warehouses are located in the Valley subarea.

Gaps in Active Transportation Network: The Valley is the most urban and dense of the subareas. Given the higher density of this subarea, trips made by active transportation modes are more feasible due to the proximity of key destinations compared to the more rural areas of the county. However, gaps in sidewalks or bike lanes force users to travel on facilities designed for motorized vehicles or seek other modes of travel.

3 Strategic Priorities

In developing the LRMTP, five areas of concern were identified throughout the county: mobility, goods movement, climate adaptation and resiliency, disadvantaged communities, and funding. The areas of concern are related to the goals and objectives of the LRMTP. This section describes how these areas relate to the Valley subarea.

Mobility: The Valley subarea is the most populated and developed portion of the County. The number of jobs per household for the Victor Valley in 2019 is 1.52, which is higher than the county average (1.31) and the SCAG region's (1.42). The majority of trips remain within the Valley subarea, with some trips extending to the Victor Valley subarea, Los Angeles County, and Riverside County. The Valley subarea is poised to experience future growth in transit-oriented development (TOD) as a result of improved Metrolink frequency, the Arrow Route Project, extension of the Metro Gold Line to Montclair, the planned Brightline West service, expanded bus rapid transit, and the future Ontario International Airport Connector. These services will attract more employment growth and higher-density housing

development into transit station areas and is an opportunity to improve transit connectivity and accessibility within the Valley and to other parts of the region. Figure 2 shows the overall transit vision for the Valley subarea. A key initiative is the advancement of priority transit corridors in the Omnitrans System-wide Plan, shown in Figure 3. These corridors are candidates for a range of transit investment, from targeted transit priority improvements to more robust BRT similar to the E Street sbX route (Green Line) and the West Valley Connector (Purple Line), currently under construction.



Figure 2. Valley Transit Vision



Figure 3. Omnitrans Priority Transit Corridors

Goods Movement: Goods movement in the Valley is accommodated through major truck flows on Interstates 10 and 15 and SR-60. Daily truck volumes on these freeways can reach 25,000-30,000 per day, and the SR-210 freeway has taken on added freight flows within the last 10 years. This network is supplemented by designated local truck routes and an extensive rail network (Union Pacific Railroad and BNSF) that transport goods from the Ports of Los Angeles and Long Beach to warehouses in the Valley. There are over 422 million square feet of warehouse/distribution facilities in the Valley Subarea, one of the largest clusters of logistics and industrial development in the United States and near major transportation hubs like Ontario International Airport, San Bernardino International Airport, and the BNSF and UP intermodal facilities in San Bernardino and Fontana (Robert Redford Conservancy for Southern California Sustainability 2024). The subarea experiences historically high pollution burden, and emissions from freight activity has been linked to health impacts such as cancer and a variety of respiratory and cardiovascular problems. This is why a strategic priority in the LRMTP is to collaborate with the private sector, local jurisdictions, and the two air quality management districts (South Coast and Mojave) to locate charging/fueling stations for zero-emission trucks along major freight corridors and to accelerate the transition to clean trucks.

Climate Adaptation and Resiliency: The Valley subarea is projected to experience more extreme heat days, impacting the comfortability and safety of individuals who walk or bike or use public transit. Mountainous and forested terrain is at risk for wildfire in the area, especially at the base of the San Bernardino Mountains, along I-15 near the Cajon Pass and Wrightwood. Infrastructure and operational resiliency against wildfires are essential for the transportation network, especially for the mobility of vulnerable populations, emergency services, and evacuations.

Disadvantaged Communities: Census tracts in Ontario, Rancho Cucamonga, Fontana, Rialto, Colton, Loma Linda, Redlands, San Bernardino have low median household incomes. Census tracts receiving the highest 25 percent of overall scores in CalEnviroScreen 4.0 are classified as

disadvantaged by Senate Bill 535 (Figure 4), indicating higher pollution burden and vulnerability. Sensitive populations in the region have an increased risk of asthma and cardiovascular disease, and experience housing burden and high exposure to PM2.5, nitrogen dioxide, and diesel particulate matter. As shown in Figure 5, the pollution burden percentile is higher for communities near I-10, I-15, and I-215.

Funding: Funding issues are not restricted to one geographic area, however, securing funding for transit operations, building out the regional managed lane network, making local roadway improvements, and expanding active transportation facilities are priorities for the Valley subarea.





Source: CalEnviroScreen 4.0

Figure 5. Pollution Burden Percentile, Valley



Source: CalEnviroScreen 4.0

The final LRMTP report identifies the projects being considered for the forthcoming San Bernardino County Transportation Authority (SBCTA) 2025 10-Year Delivery Plan, and presents projects listed for the "Baseline Level" of investment and additional projects at the "Aggressive Level" that can be considered with additional revenue for all subareas. Table 1 shows projects being pursued by local jurisdictions in the Valley Subarea over the next 10 years. Additional detail is available in the SBCTA 2025 10-Year Delivery Plan.

In addition, Omnitrans has conducted its own near-term planning in its Short Range Transit Plan (SRTP) for fiscal year 2023-2030, which can be found at: <u>Omnitrans Short-Range Transit Plan FY2023-2030</u>. Metrolink has presented a draft Service Growth Development Plan through 2031 with the goal of 30-minute frequencies on the San Bernardino Line by 2028 (Omnitrans 2023). This is in draft stage and not yet approved by the Metrolink Board of Directors. However, these upgraded frequencies will be important to support other transit projects such as Brightline West and the Ontario International Airport Connector (ONT Connector). The 218-mile Brightline West passenger rail service will operate from Las Vegas to Rancho Cucamonga, with 96% of its alignment within the median of Interstate 15. Construction is expected to take about 4 years with service beginning in 2028. It will also provide a new means for making the commute from the Victor Valley, down the Cajon Pass, with connections to Metrolink and to other employment destinations in the Valley.

Table 2 through Table 6 summarizes the strategic priority and key actions for each of the issues described in the previous section.

Freeway Program		Cost
1	I-215 Bi-County / I-215 Segment 5 Landscaping	\$18,498
2	I-10 Corridor Contract 1	\$963,043
	I-10 Contract 1 Measure I Investment	\$25,656
3	I-10 Truck Climbing Lane	\$39,155
4	I-15 Corridor Freight and Express Lanes Project - Contract 1	\$535,002
5	I-10 Corridor Freight and Express Lane Project - Contract 2A/B	\$980,140
TOTAL:		\$2,527,548
Interchange Prog	Interchange Program	
1	I-10/Cedar Avenue Interchange	\$112,668
2	SR 60/Central Avenue Interchange	\$36,624

Table 1. Proposed Valley Subarea Projects and Cost Estimates, by Program Through FY 2033/34

3	I-215/University Parkway Interchange	\$23,282
4	I-10/Mount Vernon Avenue Interchange	\$94,231
5	SR 210/Waterman Avenue Interchange	\$8,236
6	SR 210/5th Street Interchange	\$15,827
0	I-10/Wildwood Canyon Road Interchange	\$3,000
8	I-10/Riverside Avenue Interchange Phase 2	\$37,952
9	I-10/Euclid Avenue Interchange*	\$24,923
10	I-10/Monte Vista Avenue Interchange*	\$0
11	I-10/Vineyard Avenue Interchange*	\$0
	Interchange Phasing Program	TBD
TOTAL:		\$356,742
Rail Program		Cost
1	Arrow - Operations	\$184,890
2	San Bernardino Line Double Track	\$89,750
3	Gold Line to Montclair	\$97,460
4	Gold Line to Montclair - Operations	\$12,666
5	Convert Diesel Multiple Units on Arrow Line to Zero-Emission Multiple Units	\$7,875
TOTAL:		\$384,766
Bus Rapid Tran	sit Program	Cost
1	West Valley Connector Phase I - Capital	\$287,514
	West Valley Connector Phase I - Operations	\$40,739
2	Ontario International Airport Connector (dependent on substantial grant funding)	\$695,991
TOTAL:		\$1,024,244
Major Streets P	rogram	Cost
1	Mount Vernon Viaduct	\$244,811
2	I-10/Fourth Street Bridge Undercrossing*	\$0
TOTAL:		\$244,811

Table 2. Mobility Action Plan for the Valley Subarea

Strategic Priority	Key Actions
Further develop the Core Transit Network	Existing Metrolink and Omnitrans services represent the backbone of transit mobility. Their ability to deliver these services needs to be maintained.
	Continue to manage and improve other alternate mode initiatives, including vanpool, carpool, and active transportation modes.
	Work with SCRRA to achieve 30-minute daytime headways on the Metrolink San Bernardino Line as a high-frequency transit backbone in San Bernardino Valley and coordinate service planning to provide connections to Brightline West
	Complete the West Valley Connector BRT project
	Develop an implementation and funding plan for higher service levels and appropriate transit priority treatments (e.g. transit signal priority) on the Omnitrans priority transit network
	Position the priority transit network to be competitive for additional state and federal funding
	Pursue operating funds for increased service using strategies described in key issue 5
Incorporate Core Network into local land use plans and policies	Position the Omnitrans priority transit network to be attractive for higher density residential and commercial development, coordinating with local jurisdictions on land use planning.
	Coordinate with transit operators and corridor jurisdictions on land use plans that address state housing targets and local economic development goals along the core transit network
Develop coordinated program of first/last mile improvements	Build on the Non-Motorized Transportation Plan to define an active transportation priority list and advance project development to position for funding
	Deliver priority improvements

Deliver priority improvements

	Develop design guidelines for a tiered mobility hub network that co-locates transit and active transportation amenities such as bike sharing
Invest in multimodal connectivity and customer experience	Continue to coordinate service planning between transit providers to schedule convenient connections between modes
	Actively promote fare integration and adoption of interoperable fare payment and trip planning technology across San Bernardino County and regional public transportation services and modes
	Invest in physical improvements at bus stops and rail stations to improve rider safety and comfort, such as shelters, benches, and lighting
Manage congestion on freeways and arterials	Transition Valley freeways into a truly managed system by implementing the San Bernardino County portion of the regional multimodal managed lane system, with dynamic pricing, as included in the RTP/SCS
	Work with local jurisdictions to maintain the San Bernardino Valley Coordinated Traffic Signal System
	Implement the Smart Intersection and Smart Corridor recommendations from the Smart County Master Plan
	Coordinate overall signal system improvements with priority treatments for the Core Transit Network
	Define and deliver priority highway/rail grade separations
Promote strong vanpool, carpool, and TDM initiatives	Continue and expand partnerships with large and medium-sized employers to promote multimodal alternatives to single-occupancy vehicle commutes, including telecommuting
	Continue partnering with regional partners such as RCTC to share data and technology tools to support shared-ride opportunities for long-distance commuters
	Review transit fare structures and carpool/vanpool programs to provide flexibility that encourages hybrid workers to use alternative modes on days they must travel to an office

	Promote awareness of mobility alternatives and communicate the quality-of-life benefits of bus and rail transit, vanpool, and carpool as alternatives to driving alone
Develop vehicle miles traveled (VMT) mitigation bank	Leverage existing plans and work on strategic priorities to identify multimodal projects that can reduce VMT
	Implement the proposed "mode-choice based VMT mitigation bank" to incentivize commuters to reduce their VMT and make VMT credits available for purchase by proponents of highway and development projects.

Strategic Priority	Key Actions
Develop plan for designated freight corridors	Identify potential routes within and between major logistics hubs such as the areas around Ontario International Airport, San Bernardino Internation Airport, the Union Pacific West Colton Yard, and BNSF San Bernardino Intermodal facility
	Assist jurisdictions with guidelines for implementation of AB 98, to include identification of corridors that may be designated as truck routes
	Identify improvements to improve safety and operational efficiency along these corridors
	Work with Caltrans and CHP to enhance current incident management and monitoring systems to actively manage traffic along key freight corridors
	Coordinate with local jurisdictions on a set of guidelines and plans to incorporate proposed truck routes into their circulation elements as required by AB98
Collaborate with logistics industry to shift freight from truck to rail,	Prioritize connections to intermodal facilities in development of designated highway freight corridor plan
where practical and cost-effective	Collaborate with BNSF and Union Pacific to address key bottlenecks in the freight rail network to increase rail capacity
Accelerate transition to clean trucks	Partner with logistics and zero-emission charging/fueling companies to accelerate the transition to ZE truck operations and supporting infrastructure needs consistent with the CTC's SB 671 designated zero-emission corridors
	Partner with the private sector to seek grant funding for ZE trucks and charging/fueling stations
	Continue to coordinate with local jurisdictions and regional partners to build on goods movement decarbonization efforts such as the Riverside-San Bernardino-Ontario MSA Priority Climate Action Plan
	Collaborate with state, regional, and local partners to locate and fund hydrogen production hubs and an affordable H2 fueling supply chain to support both the logistic industry and transit needs
Prioritize investments in high- volume highway freight corridors	Deliver key highway improvements in the Measure I 10-Year Delivery Plan, such as the I-10 and I-15 Corridor Freight and Managed Lane Projects, and strategic improvements on other state highways

Table 3. Goods Movement Plan for the Valley Subarea

Strategically invest in improvements to key highway freight bottlenecks and that minimize conflict between trucks and other road users, such as the Cajon Pass I-15 Northbound Truck Climbing Lane Extension.

Strategic Priority	Key Actions	
Encourage redundancy across the	Implement recommendations from the forthcoming the Emergency Evacuation Network Study (EENR)	
transportation network and improve operational resiliency on	Extend the I-15 truck climbing lane through the Cajon Pass	
major arterials	Continue development of managed lanes on major corridors such as I-10 and I-15, consistent with regional plans	
	Continue and expand transit partnerships with mountain area resorts to provide an alternative to driving congested routes to, from, and within the mountains	
Coordinate connections to Brightline West	Coordinate with Metrolink and Brightline West to ensure east-west regional connectivity via the Metrolink San Bernardino Line	
	Complete the West Valley Connector and coordinate other public and private bus connectivity to the Rancho Cucamonga Brightline station	
	Deliver the Ontario Airport Connector to create a direct transit connection between the station and the airport	
	Coordinate with Rancho Cucamonga, Ontario, and local employers to implement first/last mile improvements for access to employers and attractions in the West Valley	
Accelerate transition to clean trucks	Partner with trucking and zero-emission fueling/charging companies to accelerate the transition to zero-emission in the SB 671 corridors and for local logistics operations.	
	Seek grant funding for ZE trucking and transit	
Transition transit operations to zero-emissions	Implement transit zero-emission plans, taking advantage of lessons learned as agencies deploy new technologies	
	Collaborate with Metrolink to explore technology options for their transition to zero-emission	
Support development of hydrogen	Complete conversion of Arrow service from diesel to hydrogen fuel cell multiple units	
hubs and fueling	Partner with Metrolink, Omnitrans, and VVTA to identify opportunities for leveraging economies of scale in the sourcing of hydrogen fuel	
	Partner with the state and utility industry to site green hydrogen production in accessible Inland Empire locations	

Table 4. Climate Adaptation and Resiliency Action Plan for the Valley Subarea

Prioritize state-of-good-repair on highways and arterials	Reinvest new toll revenue into maintaining the managed lane system as well as excess revenue on transit, zero-emission and affordable housing
	Collaborate with Caltrans and local jurisdictions on criteria for prioritizing maintenance of alternate routes need for incident traffic management and emergency evacuation
Establish emergency procedures	Complete the Emergency Evacuation Network Resilience Study in cooperation with WRCOG and partner to implement key recommendations of the study
	Aid transit agencies, where possible, during periods of emergencies due to extreme events such as fire and flooding, as they support evacuation of local residents (and their pets) to safe centers and evacuation shelters.
	Collaborate with local and state emergency service agencies to establish and maintain strong and clear communication pathways so that in times of emergency, San Bernardino County residents are knowledgeable about where to turn for immediate transportation-related information

Table 5. Disadvantaged Communities Action Plan for the Valley Subarea

Strategic Priority	Key Actions
Continue to operate the local bus	Analyze potential impacts of major transit investments on transit service to disadvantaged communities.
and demand-responsive transit systems that particularly serve	Provide adequate maintenance, security, schedule information and cleanliness at local bus stops.
residents without access to cars	Consider needs of all users as electronic fare payment systems are further developed.
Take advantage of available	Deliver transit priorities identified in the LRMTP that particularly benefit disadvantaged communities
funding focused on disadvantaged communities	Ensure that transit and TDM programs are highlighted at employment sites where lower-wage workers tend to be employed
	Take advantage of equity-oriented programs like RAISE and the Reconnecting Communities Pilot
	Continue to leverage state GHG reduction fund sources such as TIRCP and SB 1 funds such as TCEP to accelerate the ZE transition
Free and reduced fare programs	Expand targeted programs to improve transit affordability for students, seniors, and low-income individuals
	Promote electronic fare payment options, particularly to support fare-capping, including for low-income individuals who otherwise pay more for successive trips than the cost of a monthly pass
	Communicate fare incentives to the public
Prioritize multimodal improvements to improve mobility	In developing the Core Transit Network, prioritize corridors that connect disadvantaged communities to key destinations
in disadvantaged communities	Invest in high-comfort off-street active transportation corridors such as the Santa Ana River Trail, Pacific- Electric Trail, and San Sevaine Bicycle/Pedestrian Trail
	Build on the Non-Motorized Transportation plan to deliver improvements in disadvantaged communities
Prioritize inclusive communications	Translate promotional materials, trip planning information, and other information on SBCTA programs into the most common languages for the targeted audience
	Develop target-group focused communications strategies – such as to seniors, to rideshare commuters, to potential transit users – that can promote mobility choices.
	Use the Public & Specialized Transportation Advisory and Coordination Council (PASTACC) to coordinate delivery of services to disadvantaged communities.

Table 6. Funding Action Plan for the Valley Subarea

Strategic Priority	Key Actions
Secure additional state and regional funding for transit operations	Increase availability and flexibility of future Measure I funding for use in transit operations
	Lobby for greater predictability of state and federal transportation revenue streams and flexibility to use new and existing state and federal transportation funding sources for operating expenses
Align future funding sales tax measures with the priorities of the LRMTP	Ensure that a potential Measure I renewal or additional tax measure would allow the key actions for the strategic priorities as eligible expenditures, including capital investments for all modes and ongoing operating costs for transit
	Ensure that a potential Measure I renewal provides flexibility in future allocations to allow SBCTA and its partners to adapt to the uncertain future and changing investment needs
Use excess toll revenue for transit improvements	Identify transit needs along planned express lane corridors such as I-10 and I-15 and fund solutions with toll revenue
	Expand use of tolled express lanes to manage congestion while providing additional revenue for investment in alternate modes of travel
Partner with community-based organizations (CBOs) and the business sector to build support for projects and promote alternatives	Maintain relationships with CBO leaders and business sector partners
	Leverage CBO and private sector contact networks to disseminate information in a targeted manner and collect feedback from communities and businesses affected by projects
	Leverage CBO and business sector networks to disseminate information about new and existing multimodal services and incentives available to the public
Support local agency grant pursuits	Monitor grant funding opportunities at federal, state, and regional levels and connect collaborate with local partners on grant pursuits
	Provide technical support for local grant applications

5 Conclusion and Next Steps

SBCTA has placed a particular emphasis on the importance of the transition to clean trucks, given their level of nitric oxide emissions that contribute to ozone non-attainment and to their contribution of a significant amount of regional greenhouse gas emissions. Significant action from South Coast Air Quality Management District, California Air Resource Board, the U.S. Environmental Protection Agency, and federal and state energy departments is being taken to improve air quality from freight activities. One of the major opportunities is to continue SBCTA's and SBCOG's coordination with private sector vendors and other state and regional agencies who are seeking to implement charging and fueling infrastructure for zero-emission trucks.

The West Valley Connector is planned to operate weekday hours only. Omnitrans is working with SBCTA to identify funding to support increased operating hours, particularly on the weekends. Omnitrans is also prioritizing transitioning to a zero-emission bus fleet, improving frequency to attract new riders, and providing real-time bus information and improving bus stop amenities to enhance riders' experience. Future transit investments are detailed in Omnitrans' SRTP.

The LRMTP report contains a comprehensive list of active transportation projects that have been in development by local jurisdictions, a large number of which are in the Valley subarea. These are either already funded through the Transportation Development Act Article 3 Program, have been submitted as Caltrans Active Transportation Program applications as priority projects, or represent other identified bicycle/pedestrian project priorities. In addition, the active transportation plans (Non-Motorized Transportation Plan, Points of Interest Pedestrian Plan, Regional Safe Routes to School Plan) detail recommendations for a school site or neighborhood for each jurisdiction in the Valley; however, these recommendations are largely unfunded. SBCTA has been collaborating with the San Bernardino Department of Public Health to implement educational campaigns and workshops for students. SBCTA can support coordination between cities for interjurisdictional improvements, if necessary. However, there needs to be a renewed focus on project delivery to bring these active transportation projects to fruition.

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