

**SEPTEMBER 27, 2013** 

# AGENDA ITEM NO. 13-09- **14**ACTION REQUESTED - APPROVE

# PROPOSED REGIONAL BIKE PLAN EARLY ACTION PROGRAM

File Number 3300200

#### Introduction

Riding to 2050: San Diego Regional Bicycle Plan (Bike Plan) was approved by the Board of Directors on May 28, 2010. The Bike Plan was developed to support implementation of the Regional Comprehensive Plan and the 2050 Regional Transportation Plan (RTP), both of which call for more transportation options and a balanced regional transportation system that supports smart growth and a more sustainable region.

#### Recommendation

The Transportation Committee recommends that the Board of Directors approve the Regional Bike Plan Early Action Program with Scenario 1 as the preferred implementation option.

On October 28, 2011, the Board of Directors made a major commitment to Active Transportation with the adoption of the 2050 RTP and its Sustainable Communities Strategy (SCS). The final action by the Board calls for beginning work on an Early Action Program (EAP) for the projects included in the Board-approved Bike Plan within six months of the 2050 RTP/SCS adoption as well as planning for a broader Active Transportation Program, including Safe Routes to School and Safe Routes to Transit, within two years of the 2050 RTP/SCS adoption. The Transportation Committee accepted the goals for the Bike Plan EAP framework on April 6, 2012. This action also included funding to initiate preliminary engineering and detailed cost estimates for the Bike EAP network.

The EAP and proposed implementation scenarios were presented to the Transportation Committee as an information item on July 19, 2013, and for action on September 20, 2013. Information about the July 19 Transportation Committee discussion is included in this report. Staff will provide a verbal summary of the September 20 discussion at the September 27, 2013, Board meeting.

#### Discussion

#### **Transportation Committee Follow-Up**

At its July 19, 2013, meeting, the Transportation Committee asked for a summary of the history of the Active Transportation Grant Program, which has provided competitive planning and capital grants to local jurisdictions since the 1970s. The Transportation Committee also noted the importance of having constituents and advocacy groups understand the impact the EAP would have on the Active Transportation Grant Program. Finally, the Transportation Committee asked that one of the scenarios that would eliminate the Active Transportation Grant Program (Scenario 4) be removed for further consideration. This report will address the issues raised by the Transportation Committee and present a

review of the three remaining Bike Plan EAP funding options, a summary of the funding assumptions, and description of the overall programmatic approach for implementation of the Bike EAP network.

### Active Transportation Grant Summary

Table 1 shows a historical summary of the Active Transportation Grant Program grant funding allocations from FY 2005 to FY 2012. During this period, the process for funding allocations has included a defined set of evaluation criteria approved by the Transportation Committee and applied to the projects submitted through a competitive call for projects. During this time, funding also was allocated to both local and regional bikeway projects. The EAP would potentially reduce the historical amount of grant funding allocated to local projects (that are not part of the regional network) from an average of \$1.8 million per year to \$1 million per year.

Percentage of Total Funding Local Plans and Regional Bikeway Funding for Fiscal Year Available **Projects Projects** Regional (in \$ millions) (in \$ millions) (in \$ millions) **Projects** 2005 4.2 1.7 2.5 59% 2006 3.7 45% 2.0 1.7 2007 3.7 1.5 2.2 60% 2008 4.2 1.0 3.2 77% 2009<sup>1</sup> 7.3 6.8 93% 2010 7.8 3.2 59% 4.6 2011<sup>2</sup> 2012 15.6 5.1 10.5 67%

Table 1 - Active Transportation Grant Program Historical Funding Summary

# Notes:

#### Active Transportation Advocacy Support

Staff has met with the Active Transportation-related advocacy groups in the region to explain the EAP and ensure that they understand that moving forward with the EAP could reduce the historical amount of funding available for local projects in the competitive Active Transportation Grant Program to \$1 million per year. Some examples of the types of projects that have been funded through the Active Transportation Grant Program include local bicycle and pedestrian projects, bicycle and pedestrian master plans, education and awareness initiatives, and bike racks. It should be noted that stand-alone bicycle and pedestrian projects are eligible for funding within the *TransNet* Local Streets and Roads Program. The San Diego County Bicycle Coalition, WalkSanDiego, Move San Diego, and BikeSD are in support of advancing the Bike Plan EAP.

<sup>&</sup>lt;sup>1</sup> No FY 2009 call for local plans and projects. All allocated funding went to regional projects: Inland Rail Trail, Bayshore Bikeway, and Lake Hodges Bridge. Balance of funding went into reserves and was applied to the FY 2010 Call for Projects.

No FY 2011 call for local plans and projects. In April 2011, \$7.6 million was allocated to initial Regional Bike Plan implementation. Balance of funding was put toward combined FY 2011 and FY 2012 Call for Projects.

#### **EAP Framework Goals**

The accepted framework goals used to develop the Bike Plan EAP and funding strategy are as follows:

- Overall goal is to implement the Regional Bicycle Network High Priority Projects within 10 years
- Execute Regional Bicycle Programs to support the Regional Bicycle Network as outlined in the Bike Plan
- Continue to fund local bicycle and pedestrian plans, programs, and projects through a competitive grant program

In accordance with the framework goals, the projects proposed for the Regional Bike Plan EAP listed in Attachment 1 were prioritized using the criteria as shown in Attachment 2.

### **Preliminary Engineering and Cost Estimates**

The Regional Bike Plan cost estimates were developed by SANDAG engineering and planning staff with the assistance of two engineering consulting teams. The summary project costs shown in Attachment 1 are the estimated costs to complete the projects. Project costs include planning, environmental approval, preliminary engineering, design, right-of-way acquisition, review and permitting, construction, construction management, a project contingency, and administrative costs, including communications and legal. Similar to the way Transportation Demand Management measures are a part of regional major corridor projects, the estimated construction costs for regional bikeway projects also include programmatic elements, such as targeted marketing efforts and community-based travel planning that will support the capital investments for construction of the Regional Bicycle Network in order to maximize usage and safety.

#### Implementation Options

One of the EAP framework goals is to continue funding the local grant program. This goal is an influential factor in determining the funding capacity of the Bike EAP and was used to develop the proposed scenarios. Four preliminary financial scenarios were initially evaluated, and based on Transportation Committee feedback, one was eliminated, leaving the three scenarios shown in Table 2. No changes were made to Scenarios 1 to 3 from what was initially presented to the Transportation Committee in July. In each scenario, assumptions for the investment levels for the Bike EAP and the grant program varied. The analysis shows that positive fund balances and adequate debt service coverage are maintained for the program during a 20-year analysis period, from 2014 to 2033.

Table 2 - Bike EAP Financial Analysis (Year of Expenditure – Dollars)

	Scenario 1	Scenario 2	Scenario 3
EAP Amount	\$200M	\$170M	\$210M
Annual Grant Amount	\$1M	\$2M	\$1M
Grant Starting Year	2014	2014 2014	
Does it maintain positive fund balance and adequate debt service coverage through the 20-year analysis period (2014-2033)?	Yes	Yes	Yes

The analysis shows the impacts of having varying investment levels for the Bike EAP (\$170 million to \$210 million), different annual grant amounts (\$1 million or \$2 million), and different annual grant program starting years (2014 vs. 2024).

Attachment 1 shows the proposed project priority list, with the \$200 million Scenario 1 funding cut-off shown for illustration purposes. The other scenario funding cut-offs and corresponding project lists can be found by using the rolling total cost column in Attachment 1. Attachment 3 is a map showing all of the proposed projects that are listed in Attachment 1.

The scenarios illustrate how increasing the size of the annual grant program from \$1 million (Scenario 1) to \$2 million (Scenario 2) would reduce the size of the Bike EAP by approximately \$30 million. Deferring the start of a grant program from 2014 (Scenario 1) to 2024 (Scenario 3) adds approximately \$10 million to the potential size of the EAP, from about \$200 million to \$210 million. All three scenarios are similar in terms of the adequately covering the debt payments that would be required.

It is proposed to initially use the existing SANDAG commercial paper program as the means for financing the projects as the overall EAP ramps up. This strategy allows for borrowing only what is needed on an ongoing basis until the program is fully up and running. The potential to transfer the financing to long-term bonds could then be evaluated each time a new bond issuance is contemplated for the overall *TransNet* Program during the regular updates of the *TransNet* Program Plan of Finance (POF).

#### Preferred Implementation Scenario

Staff believes Scenario 1 (shown in Table 2) would provide the best balance among the EAP framework goals to advance the implementation of the Regional Bike Network and maintain funding for local projects through the Active Transportation Grant Program. The \$200 million proposed as part of Scenario 1 would enable the region to leverage and compete for non-local funding sources.

#### Revenue Assumptions and Other Funding Opportunities

The assumptions for the revenues include the 2 percent *TransNet* Bicycle, Pedestrian, and Neighborhood Safety Program, and the Transportation Development Act Non-motorized Program.

The Bike EAP is modeled after the Board's current *TransNet* EAP, which has advanced *TransNet* Major Corridor projects around the region. The EAP concept has enabled the construction of a number of major transportation projects, and has allowed others to move forward to construction readiness, which helps position the region well if additional funds become available. To maximize funding opportunities from other sources, the Bike EAP implementation would be timed to have different projects in every stage of development. All projects would be moving toward the construction phase on a rolling timeline, so at any given time there would be projects that are close to being "shovel ready" for construction. Partnerships and coordination with other regional and local projects are other opportunities that would be actively pursued by the project development team.

Potential funding opportunities could include the Transportation Alternatives Program that was included in the federal surface transportation authorization, Moving Ahead for Progress in the 21st Century, and for which specific state legislation is pending to determine the project selection and distribution processes. This program, in part, replaces the long-standing Transportation Enhancements

federal funding program under which the region has historically been successful in competing for past regional bicycle projects.

Other opportunities could include future state and federal funds, including infrastructure bond measures and grant funds from environmental conservancies. In the event that the region is successful in securing additional funds, they would be incorporated into the annual *TransNet* POF update to identify potential additional opportunities to defer debt financing or advance additional bike projects. Changes to assumptions in project costs and schedules, and to revenues, would be included in the annual *TransNet* POF update reviewed by the Board each year.

#### Other Issues

# **Supporting Programs**

With the implementation of the projects as part of the proposed Bike Plan EAP, it is proposed to integrate and coordinate other supporting programs within the individual project budgets, with the goal of increasing the number of people riding bikes for transportation. For example, targeted marketing efforts and community-based travel planning could be employed in a particular corridor to encourage greater usage of a new bike facility.

Data Collection, Evaluation, and Modeling

Proper planning for active transportation requires up-to-date and accurate data and model information on bicyclists, pedestrians, and the facilities they use. Development of the Regional Bike Plan EAP would be coordinated closely with ongoing data collection, evaluation, and monitoring efforts. Funding for this program was approved as part of the initial implementation efforts so that baseline data could be collected, and a bicycle/pedestrian model could be developed in time for incorporation into the Activity-Based Model that will be used to develop San Diego Forward: The Regional Plan. The Activity-Based Model under development relies on data to improve analyses of bicycle/pedestrian usage. Funding for this program is allowing SANDAG to collect pertinent data, establish evaluation criteria, and develop a framework to monitor the impact of investments in active transportation.

#### **Next Steps**

Pending approval by the Board of Directors on the Regional Bike Plan EAP, Capital Improvement Program budget amendments would be prepared for work that is anticipated for FY 2014 and FY 2015. These proposed budget amendments would be brought back to the Transportation Committee and Board of Directors for their future consideration.

GARY L. GALLEGOS Executive Director

Attachments: 1. Regional Bike Plan EAP – Proposed Project Priority

- 2. Regional Bike Plan EAP Prioritization for Proposed Phasing
- 3. Regional Bike Plan EAP Map

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# Regional Bike Plan EAP Proposed Project Priority

Phasing: EAP within \$200m cap

EAP exceeding \$200m cap

\*\* Continued from previous phase

	Pnas	ing: EAP within \$200m ca	ap EAP exceeding \$200m cap	** Continued from previous phase						
Dui a vita v	Fasility Toma	Dunings			Jurisdiction(s)	FY Starting	Existing	Funding Through	Cost	Polling Total Cost
Priority	Facility Type	Project	Unkous		.,	Starting	Project Phase	Project Phase		Rolling Total Cost
1	High-Priority Urban Bikeway High-Priority Urban Bikeway	3	Uptown Uptown		San Diego	14 14	Design		\$ 22,889,000 \$ 17,979,000	
1	High-Priority Urban Bikeway	7	Uptown		San Diego San Diego	14	Design Design		\$ 17,979,000	
2	High-Priority Urban Bikeway	2	North Park Mid-City		San Diego	14	Design		\$ 2,379,000	
2	High-Priority Urban Bikeway	4	North Park Mid-City		San Diego	14	Design		\$ 5,775,000	
2	High-Priority Urban Bikeway	5	North Park Mid-City		San Diego	14	Design		\$ 2,688,000	
2	High-Priority Urban Bikeway	6	North Park Mid-City		San Diego	14	Design		\$ 4,869,000	
2	High-Priority Urban Bikeway	14	North Park Mid-City		San Diego	14	Design		\$ 4,319,000	
3	Class I Bikeway	31A	San Diego River Trail - Qualcomm Stadium		San Diego	14	Design		\$ 829,000	
4	Class I Bikeway	31B	San Diego River Trail - Father Junipero Serra Tr	rail to Santee	Santee	14	Design		\$ 2,816,000	
5	Class I Bikeway	33	Coastal Rail Trail San Diego - Rose Creek		San Diego	14	Design	Const.	\$ 20,636,000	
6	Class I Bikeway	36	Bayshore Bikeway - Main St to Palomar		Chula Vista/Imperial Beach	14	Enviro	Const.	\$ 2,959,000	\$ 94,064,000
7	Class I Bikeway	39C	Coastal Rail Trail Encinitas - Chesterfield to G		Encinitas	14	Design	Const.	\$ 6,885,000	\$ 100,949,000
8	Class I Bikeway	39D	Coastal Rail Trail Encinitas - Chesterfield to Sol	ana Beach	Encinitas	14	Design	Eng.	\$ 100,000	\$ 101,050,000
9	Class I Bikeway	51 (A,B,C,D)	Inland Rail Trail		San Marcos, Vista, Co. of SD	14	Env/Design	Const.	\$ 32,691,000	\$ 133,740,000
13	Class I Bikeway	52	Coastal Rail Trail Oceanside - Wisconsin to Oce	eanside Blvd.	Oceanside	14	Const	Const.	\$ 200,000	\$ 133,940,000
14	Class I Bikeway	53	Plaza Bonita Bike Path		National City	14	Const	Const.	\$ 400,000	\$ 134,340,000
15	Class I Bikeway	55	Bayshore Bikeway - National City Marina to 32	nds St	San Diego/National City	14	Const	Const.	\$ 1,503,000	\$ 135,843,000
16	Class I Bikeway	54	I-15 Mid-City - Adams Ave to Camino Del Rio S		San Diego	14	Engineering	Const.	\$ 9,341,000	\$ 145,184,000
17	Class I Bikeway	50	Bayshore Bikeway - Barrio Logan		San Diego	14			\$ 4,604,000	
18	High-Priority Urban Bikeway	6A	Pershing and El Prado		San Diego	15			\$ 7,282,000	
18	High-Priority Urban Bikeway	7A	Pershing and El Prado		San Diego	15		Const.	\$ 613,000	\$ 157,684,000
19	High-Priority Urban Bikeway	8	Downtown to Southeast connections		San Diego	15			\$ 787,000	
19	High-Priority Urban Bikeway	9	Downtown to Southeast connections		San Diego	15			\$ 3,045,000	
19	High-Priority Urban Bikeway	10	Downtown to Southeast connections		San Diego	15			\$ 2,825,000	
20	High-Priority Urban Bikeway	13	San Ysidro to Imperial Beach - Bayshore Bikewa	av Connection	Imperial Beach/San Diego	15			\$ 1,726,000	
20	High-Priority Urban Bikeway	21	San Ysidro to Imperial Beach - Bayshore Bikewa		Imperial Beach/San Diego	15			\$ 860,000	
21	High-Priority Urban Bikeway	18	Terrace Dr/Central Ave - Adams to Wightman	<u>'</u>	San Diego	15		Const.	\$ 1,407,000	
22	Class I Bikeway	31C	San Diego River Trail - I 805 to Fenton		San Diego	16			\$ 1,741,000	
23	Class I Bikeway	31D	San Diego River Trail - Short gap connections		San Diego	16			\$ 1,370,000	
24	Class I Bikeway	39B	Coastal Rail Trail Encinitas - Leucadia to G Stree	et	Encinitas	16			\$ 4,763,000	
25	Class I Bikeway	45	Coastal Rail Trail San Diego - UTC		San Diego	16			\$ 791,000	
26	Class I Bikeway	46	Coastal Rail Trail San Diego - Rose Canyon		San Diego	16	Env/Design		\$ 2,508,000	
27	Class I Bikeway	48D	Coastal Rail Trail San Diego - Pac Hwy (W. Was	hington Street to Laurel Street)	San Diego	16	LIIV/ Design		\$ 4,050,000	
28	Class I Bikeway	48E	Coastal Rail Trail San Diego - Pac Hwy (V. Was		San Diego	16			\$ 7,628,000	
8**	Class I Bikeway	39D	Coastal Rail Trail San Diego - Encinitas Chesteri		Encinitas	17			\$ 127,000	
29	Class I Bikeway	48C	Coastal Rail Trail San Diego - Pac Hwy (Taylor S	· · · · · ·	San Diego	17			\$ 3,994,000	
20**	High-Priority Urban Bikeway	13, 21	San Ysidro to Imperial Beach - Bayshore Bikewa		Imperial Beach/San Diego	18			\$ 6,204,000	
30	Class I Bikeway	48B	Coastal Rail Trail San Diego- Pac Hwy (Fiesta Isl		San Diego	18			\$ 7,270,000	
4**	Class I Bikeway	31B	San Diego River Trail - Father Junipero Serra Tr	, ,	Santee	19			\$ 7,412,000	
17**	Class I Bikeway	50	Bayshore Bikeway - Barrio Logan (construction		San Diego	19			\$ 13,591,000	
19**	High-Priority Urban Bikeway	8, 9, 10	Downtown to Southeast connections (constructions		San Diego	19			\$ 17,015,000	
25**	Class I Bikeway	45	Coastal Rail Trail San Diego - UTC (construction		San Diego	19			\$ 2,691,000	
31	High-Priority Urban Bikeway	11, 16, 16A	City Heights /Encanto/Lemon Grove	Tyridae	Lemon Grove/San Diego	19			\$ 7,045,000	
32	High-Priority Urban Bikeway	12, 12A	City Heights/Fairmount Corridor		San Diego	19			\$ 12,216,000	
33	High-Priority Urban Bikeway	14A	Roland to Grossmont/La Mesa		La Mesa/El Cajon/San Diego	19		Const.	\$ 2,469,000	
34	High-Priority Urban Bikeway	15, 15A, 20, 20A	La Mesa/Lemon Grove/El Cajon connections		Lemon Grove/La Mesa	19			\$ 5,458,000	
26**	Class I Bikeway	46	Coastal Rail Trail - Rose Canyon (construction p	nhasa)	San Diego	20			\$ 8,433,000	
35	Class I Bikeway	31E	San Diego River Trail - Qualcomm Stadium to V		San Diego	20			\$ 1,568,000	. , ,
36	Class I Bikeway	31F	San Diego River Trail - Qualconni Stadium to v		San Diego	20			\$ 263,000	
37	Class I Bikeway	33A			San Diego	20			\$ 3,990,000	
38	Class I Bikeway	33A 38B	Coastal Rail Trail San Diego - Rose Creek Missic Coastal Rail Trail Carlsbad - Reach 4 Cannon to		Carlsbad	20			\$ 5,084,000	
39	Class I Bikeway	38C	Coastal Rail Trail Carlsbad - Reach 4 Carlifon to	•	Carlsbad	20			\$ 5,084,000	
40	Class I Bikeway	39A	Coastal Rail Trail Encinitas - Carlsbad to Leucac		Encinitas	20			\$ 6,634,000	
40	High-Priority Urban Bikeway	41	Coastal Rail Trail Elicinitas - Carisbad to Leucac	aru -	Del Mar	20			\$ 396,000	
41	Class I Bikeway	42	Coastal Rail Trail Del Mar Coastal Rail Trail San Diego - Del Mar to Sorrer	nto via Carmel Valley	Del Mar/San Diego	20			\$ 396,000	
42	Class I Bikeway	43	Coastal Rail Trail San Diego - Del Mar to Sorrer  Coastal Rail Trail San Diego - Carmel Valley to I		San Diego	20			\$ 411,000	
43	Class I Bikeway	44	<u> </u>	NOSENE VIA SUITEINU		20				
44 45	•		Coastal Rail Trail San Diego - Roselle Canyon		San Diego Chula Vista/National City					
	High-Priority Urban Bikeway	13B, 24	Chula Vista National City connections			21				
46	High-Priority Urban Bikeway	19, 30	Pacific Beach to Mission Beach		San Diego	21			\$ 9,509,000	
47	High-Priority Urban Bikeway	25, 26, 26A	Ocean Beach to Mission Bay	on Field to Mission Valley VMCA	San Diego	21			\$ 23,815,000	
48	Class I Bikeway	31H	San Diego River Trail - Bridge connection (Sefto		San Diego	22			\$ 7,259,000	
49	Class I Bikeway	311	San Diego River Trail - Mast Park to Lakeside b		Santee	22			\$ 10,335,000	
50	Class I Bikeway	35	I-8 Flyover (Camino del Rio South to Camino de		San Diego	22			\$ 9,914,000	
51	Class I Bikeway	37B	Coastal Rail Trail Oceanside - Broadway to Eato	on	Oceanside	22			\$ 445,000	
52	High-Priority Urban Bikeway	17, 23, 29, 29A	El Cajon - Santee connections		El Cajon/La Mesa/Santee	22			\$ 12,289,000	
53	Class I Bikeway	31J	San Diego River Trail - Father JS Trail to West F	Hills Parkway	San Diego	22			\$ 2,883,000	
54	Class I Bikeway	32	Inland Rail Trail Oceanside		Oceanside	22			\$ 18,786,000	
55	Class I Bikeway	38A	Coastal Rail Trail Carlsbad - Reach 3 Tamarack	to Cannon	Carlsbad	22			\$ 4,814,000	
56	High-Priority Urban Bikeway	22	Clairemont Drive (Mission Bay to Burgener)		San Diego	23		Const.	\$ 7,688,000	
57	High-Priority Urban Bikeway	25A	Harbor Drive (Downtown to Ocean Beach)		San Diego	23			\$ 6,980,000	
58	High-Priority Urban Bikeway	28	Mira Mesa Bike Boulevard		San Diego	23		Const.	\$ 3,751,000	\$ 441,008,000
59	Class I Bikeway	13C	Sweetwater River Bikeway Ramps		National City	23		Const.	\$ 8,883,000	\$ 449,891,000
60	Class I Bikeway	37A	Coastal Rail Trail Oceanside - Alta Loma Marsh	bridge	Oceanside	23		Const.	\$ 4,684,000	\$ 454,575,000
61	Class I Bikeway	48A	Coastal Rail Trail San Deigo - Mission Bay (Clair	remont to Tecolote)	San Diego	23		Const.	\$ 3,092,000	\$ 457,667,000
01		49						Const.		

Scenario 1 - \$200M with \$1 million annual grants

# REGIONAL BIKE PLAN EAP PRIORITIZATION FOR PROPOSED PHASING

#### Note: Urban projects and Class I projects prioritized separately

#### **Urban Projects:**

- 1. Continue working on and finish projects started in the Initial Implementation phase
- 2. Base prioritization on existing results/criteria adopted by Transportation Committee when Initial Implementation was presented
  - a. Demand Base Criteria
    - i. Gravity model based on Smart Growth Opportunity Areas (SGOAs)
    - ii. Higher land use intensities and shorter distances between SGOAs lead to greater estimated demand
  - b. Facility Based Criteria
    - i. Network gaps
    - ii. Bicycle crashes
    - iii. Public comments
- 3. Group similarly prioritized projects together geographically

<u>Class I Projects:</u> Finish projects started in the Initial Implementation phase and continue working on projects SANDAG is lead implementation agency

- 1. Project readiness
- 2. Group geographically with other Urban Projects where feasible/efficient
- 3. Capitalize on other regional project implementation efforts