

TRANSPORTATION COMMITTEE

February 6, 2004

AGENDA ITEM NO.: **1**

Action Requested: APPROVE

APPROVAL OF JANUARY 16, 2004 MEETING MINUTES

The meeting of the Transportation Committee was called to order by Chair Joe Kellejian (North County Coastal) at 9:21 a.m. See the attached attendance sheet for Transportation Committee member attendance.

1. APPROVAL OF JANUARY 16, 2004 MEETING MINUTES

Action: Upon a motion by Councilmember Jim Madaffer (City of San Diego) and a second by Councilmember Bob Emery (Metropolitan Transit System [MTS]), the Transportation Committee approved the minutes from the January 16, 2004, meeting.

2. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS

Nathan Johnson, representing the Amalgamated Transit Union (ATU), Local 1309, asked the Committee to consider two issues: (1) the fact that the increased percentage of *TransNet* funds for operations didn't result in additional funds for San Diego Transit Corporation (SDTC), and (2) funds to continue transit operations. He also asked that the Independent Taxpayer Oversight Committee contained in the proposed *TransNet Extension* include representation from organized labor.

Chuck Lungerhausen, a member of the public, solicited contributions from Board members for the 2004 Multiple Sclerosis (MS) Walk that will take place March 13-14, 2004. He said that checks should be made out to the National MS Society. He thanked those who have supported this cause in past years.

Bob Maxwell, representing the University of California, San Diego (UCSD) Extension, made a brief announcement about an Extension course on Transportation, Policy, and Planning that was offered last year and will be offered again this year. He said that this class is an opportunity for students in the urban planning and development program to get an overall picture of some of the region's challenges. He noted a few guest speakers for this class including: Gary Gallegos, Pedro Orso-Delgado, Thella Bowen, and Tom Larwin. The class starts in March, one night a week on Wednesdays. He encouraged Committee members to spread the word about this class.

CONSENT ITEMS (3 through 8)

Chair Kellejian noted that the public has requested Items 5 and 8 be pulled from the Consent Calendar.

3. CITY OF ESCONDIDO TRANSPORTATION DEVELOPMENT ACT (TDA) CLAIM AMENDMENT (Resolution #2004-11) (APPROVE)

Action would adopt Resolution #2004-11 approving an increase of \$84,310 in the allocation to the City of Escondido for the Date Street bicycle and pedestrian bridge. The total allocation would increase to \$238,310.

4. NORTH BAY AND BEACH AREA TRANSIT FIRST PROJECT PRIORITY TREATMENT RECOMMENDATIONS (APPROVE)

Initial planning analyses on the North Bay and Beach bus transit priority treatments have resulted in recommendations to pursue three actions to improve transit speed and reliability in the North Bay and Beach area, including rerouting Routes 9 and 34, and advancing localized priority treatments for existing transit services in the area. In addition, the Transportation Committee is asked to approve a fund transfer agreement to receive \$225,000 in funds from the City of San Diego Redevelopment Agency to construct the Old Town Transit Center Queue Jump project and to provide the \$75,000 SANDAG share of funding for the project.

6. SENIOR/DISABLED ACCESS ISSUES TASK FORCE (INFORMATION)

A task force has been appointed by the Transportation Committee Chair to evaluate options and develop a response to issues raised at previous Transportation Committee meetings regarding senior/disabled transit access. Task Force members are: Councilmember Bob Emery (MTS), Mayor Pro Tem Phil Monroe (South County), and Councilmember Jack Feller (North County Inland).

7. INTERSTATE 5 (I-5) NORTH COAST HIGH-OCCUPANCY-VEHICLE (HOV)/MANAGED LANES PROJECT UPDATE (INFORMATION)

Caltrans has begun a series of public scoping meetings to discuss the future construction of general purpose lanes, operational improvements, and a 25-mile long HOV/Managed Lane facility on I-5 from Genesee Avenue to Vandegrift Boulevard. Construction is scheduled to begin in 2009.

Action: Upon a motion by Mayor Terry Johnson (San Diego County Regional Airport Authority) and a second by Councilmember Madaffer, the Transportation Committee approved Consent Items 3, 4, 6, and 7, including Resolution #2004-11.

5. PROPOSED TRANSPORTATION DEVELOPMENT ACT (TDA) ADMINISTRATION POLICY (INFORMATION)

Staff reported that the purpose of this item was to turn the guidelines for TDA claims into a SANDAG Board Policy to recognize the partnership between the transit agencies and SANDAG, and to streamline the TDA claim paperwork process. The proposed process would allow the budgets submitted by the transit operators to take the place of the operating claims.

Public Comment:

Diane Hessler, North County Transit District's (NCTD's) Chief Management Accountant, sought clarification related to the wording of this policy. She wanted to ensure that the intent is consistent with Senate Bill (SB) 1703 and the agreement set forth in the agency consolidation plan where NCTD is responsible for preparing its own operating budget.

Chair Kellejian asked if NCTD staff had presented SANDAG staff with their concerns. *The NCTD Executive Director said that due to timing they did not have an opportunity to review their concerns about the guidelines with SANDAG staff prior to this meeting. The SANDAG Executive Director said that this item was before the Committee for information, and SANDAG staff would work with NCTD staff to resolve their concerns prior to this matter being brought back to the Committee in February.*

Action: Upon a motion by Councilmember Madaffer and a second by Councilmember Emery, the Transportation Committee accepted this report. (NOTE: Mayor Pro Tem Monroe voted as the South County representative on this item.)

8. WINTER 2004 SERVICE CHANGES (ACCEPT)

Chuck Lungerhausen, a member of the public, said that he had hoped these changes would be an expansion of service and instead it appears to be more of a service cutback. He thought that cutting service cultivates a negative service situation when we should have reasons to expand service with new Petco Park. He said that we cannot expect a change in culture if there is no increase in service. *Staff reported that these service changes were adopted by the MTD Board as a result of significant funding deficits in last year's budget. The trips being deleted are low-performing services.*

Action: Upon a motion by Councilmember Emery and a second by Councilmember Madaffer, the Transportation Committee accepted this report.

REPORTS

Chair Kellejian stated that Item No. 14 was pulled from the Discussion Agenda and will be presented at a future meeting.

9. FEDERAL TRANSPORTATION ENHANCEMENT ACTIVITIES (TEA) PROGRAM: QUARTERLY PROGRESS REPORT AND REQUEST FOR SCHEDULE EXTENSION (INFORMATION/ APPROVE)

Chair Kellejian noted that this item must be approved by a two-thirds vote.

Staff summarized the progress on the nine funded projects. Two are complete, six are on schedule, and one is asking for an extension. The Cities of Coronado and Imperial Beach are requesting a schedule extension for the Silver Strand Enhancement Project. According to the SANDAG policy, an extension can be requested if issues are beyond the control of the project sponsors. Only one bid was received for this project, and Caltrans raised additional encroachment permitting issues. The cities determined that a new bid process should be instituted. Also, due to environmental issues, construction cannot take place during certain periods of the year.

Public Comments:

Patricia McCoy, Mayor Pro Tem, Imperial Beach, stated that this project is a crucial part of South County's environmental efforts and an integral part of the trail system for that area. She encouraged the Committee's approval of this item.

Pedro Orso-Delgado, Caltrans District 11 Director, said that Caltrans staff met with Coronado and Imperial Beach representatives and developed a conceptual resolution to address the permitting issues. As soon as a set of revised detailed plans are received, the permit will be issued.

Mayor Pro Tem Monroe showed several slides related to this project. He requested the Committee's support.

Action: Upon a motion by Councilmember Madaffer and a second by Mayor Johnson, the Transportation Committee unanimously approved the request for a schedule extension for the Silver Strand Enhancement project. (NOTE: Mayor Pro Tem Monroe voted as the South County representative on this item.)

10. PUBLIC HEARING ON DRAFT REGIONAL SHORT-RANGE TRANSIT (SRTP) PLAN (DISCUSSION)

Chair Kellejian stated that the draft SRTP has been discussed by both the NCTD and MTD Boards. It was also on the Transportation Committee's agenda at the last meeting as an information item.

Staff described the public outreach efforts related to the Draft SRTP and its relationship to other plans (e.g., the Regional Comprehensive Plan [RCP] and MOBILITY 2030). The FY 2005

service implementation plan includes frequency enhancements and route extensions, with implementation capability determined during the budget process; and \$2 million in annual operating subsidies. The primary objective of the SRTP is to enhance the existing transit system by incrementing short-term steps to move toward the Regional Transit Vision contained in the RCP and MOBILITY 2030. Staff provided a summary of the comments received from agencies and the general public. The next steps include adoption of the final SRTP at the February 6 Committee meeting and development of the FY 2005 service improvement recommendations during the budget process.

Councilmember Jack Dale (East County) asked about the \$2 million funding gap. Staff replied that this is \$2 million dollars of proposed service enhancements. If the enhancements are not implemented there is no funding gap.

Chair Kellejian asked if the Carmel Valley service is included in the proposed enhancements. *Staff responded affirmatively.*

Chair Kellejian asked staff to clearly identify where the proposed services are geographically located when this item comes back to the Committee.

Chair Kellejian convened the Public Hearing at 10:00 a.m.

Public Comments:

Stefan Marks, Manager of Service Development, NCTD, stated that overall NCTD supports the SRTP. He presented a number of comments related to gaps in service, a focus on efficiencies, proposed service in Carmel Valley, Transit First projects, bus stop maintenance and bus stop accessibility, and policy coordination and implementation.

Clive Richard, a member of the public, expressed concern that services have been proposed in the past but not always implemented. He hoped that some of these improvements will be implemented.

Councilmember Emery indicated that due to time constraints, the MTS Board was unable to discuss this item at its meeting on January 15, 2004, so information from MTS will be forthcoming.

Action: Upon a motion by Mayor Corky Smith (North County Inland) and a second by Councilmember Madaffer, the Transportation Committee closed the public hearing at 10:05 a.m.

Mayor Johnson encouraged the Committee to ensure better coordination with the airport to get people to use public transportation to this location.

Supervisor Ron Roberts (County of San Diego) reminded the Committee that a trolley station was located at Palm Avenue in San Diego because the airport had planned to build an adjacent parking structure with a connecting shuttle service between the trolley station and the airport.

Supervisor Roberts asked about the establishment of prioritization for service enhancements so there is a process to enable jurisdictions to get projects on the list.

Councilmember Madaffer noted that there is something on neighborhood circulation systems under the SRTP guiding principles. He said it would be great to provide shuttle services that connected neighborhood activity centers.

Action: This item was presented for discussion only; no action was taken. This item will be brought back to the Committee for approval at its February 6 meeting.

11. TEA-21 REAUTHORIZATION AND FY 2005 APPROPRIATIONS FUNDING REQUESTS (RECOMMEND)

Staff reported that in February 2003 the SANDAG Board approved a list of transportation projects for federal funding consideration in both the reauthorization of the Transportation Equity Act for the 21st Century (TEA-21) and the FY 2004 Appropriations bill. The Appropriations bill is pending approval by the U.S. Senate. TEA-21 expired on September 29, 2003, and is currently on a five-month extension that ends on February 29, 2004. Since reauthorization of TEA-21 is not finalized, there is an opportunity to review the project list developed last year. Staff has updated the project list to reflect updated cost estimates and the receipt/reduction of other revenue sources. Another change would combine the two phases of the Mid-Coast Light Rail Transit (LRT) project to see if there is interest in funding the whole project. The Solana Beach parking structure project is being listed as a separate project to give it more visibility. Staff is recommending two new projects; freeway connectors from State Route (SR) 125 to SR 54 and construction of a transit center in the San Luis Rey area of Oceanside. Staff is further recommending the broadening of the "Rail/Intermodal Improvements" category to include the region's railroads. The next steps are to begin briefing congressional staffs in Washington, D.C., come back to the Transportation Committee to compile the federal agenda, and prepare the Board members for meetings with our congressional delegation in Washington, D.C., in February and March.

The Executive Director stated that briefing the congressional staffs prior to meeting with the congressional delegation members was found to be helpful in starting the process to determine who would carry legislation and how to get the projects into the appropriations piece. This approach last year proved successful in obtaining federal funding for the San Diego region.

Mayor Pro Tem Monroe asked about the rail improvements for north/south travel. He did not think that all of the South Bay cities were supportive of these improvements. *The Executive Director said that a strategy starting to evolve is to build an intermodal transportation center in the Otay Mesa/San Ysidro area. This strategy would tie into improvements in the Regional Transportation Plan (RTP). The concept has been that the managed lanes on selected freeways, such as Interstate 5, in the off-peak times could be used to move goods and services out of the region.*

The Deputy Executive Director for Policy added that under the reauthorization, there is \$10 million available, but some language clarification is needed for funding flexibility purposes.

Councilmember Emery stated that we need to recognize the economic benefits that would result from the reopening of the San Diego and Arizona Eastern (SD&AE) Railway. One of the issues is that the federal money was specifically intended for a multimodal facility and cannot be used for rail construction. *The Executive Director said that staff, with assistance from Caltrans, has attempted to work through the Federal Highway Administration and Congressman Filner to get changes to the law that would allow us to go beyond the multimodal center.*

Action: Upon a motion by Councilmember Jerry Rindone (South County) and a second by Councilmember Emery, the Transportation Committee recommended that the SANDAG Board of Directors approve the list of transportation project federal funding requests for use in the ongoing multi-year TEA-21 reauthorization and FY 2005 appropriations process.

12. DRAFT 2004 STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP) (DISCUSSION)

Staff provided information related to the amount of money available in the STIP for the next five fiscal years. It was noted that there is no additional funding for the 2004 STIP. The total amount available for projects in the 2002 STIP (\$203.8 million) is to be spread out over the five years with most of the money coming in the last two years. Some adjustments in programming will have to be made. About \$126 million will need to be moved from the first three years to the last two years. In addition to the projects included in the 2002 STIP, there are four other, major projects in need of funding now that the TCRP Program has been cancelled.

Staff reviewed the programming priorities discussed at previous Committee meetings: (1) programmed previous financial commitments, (2) ready-to-go construction projects, (3) ready-to-go right-of-way acquisition projects, (4) development of major projects, (5) operations projects, and (6) regionwide programs.

Staff presented three potential funding options: Option A - no more GARVEE (Grant Anticipation Revenue Vehicle) bonds, Option B - Limited GARVEE, and Option C - Maximize GARVEE. Option A follows the pay-as-you-go approach, and would result in significant delays on a number of projects. This option does not fully fund projects, resulting in a \$202 million funding gap. Option B includes GARVEE bonds for two additional projects (GARVEE bonds are already authorized for the I-15 Managed Lane project): right-of-way acquisition for SR 52 and construction for SR 905. There would be an increase in debt service with this option from \$17.1 million to \$26.5 million over the next ten years. The funding gap would still be \$167 million. Option C nominates GARVEE bonds for SR 52 right-of-way acquisition and construction, SR 905, I-15 managed lanes, I-15 BRT, and the Sprinter. Debt service would grow from \$17.1 million to \$55.2 million over the next ten years. The funding gap would be \$36 million. Staff noted that there will be another STIP funding cycle prior to the start of SR 52 construction, which the Board may want to use to keep this project on schedule. A summary noting the differences between the three options was provided.

The Executive Director stated that the STIP usually provides the San Diego area with about \$200 million per 2-year cycle. In Option C, approximately half of the dollars coming to the region would go to pay debt.

Staff also reported that the future estimated unprogrammed federal funds total about \$200 million. These include the Regional Surface Transportation Program (RSTP), Congestion Mitigation and Air Quality (CMAQ), and Transportation Enhancement (TE). Staff reviewed the risks and opportunities to these plans: the California Transportation Commission (CTC) and California Department of Finance (DOF) must approve the GARVEE bonds, the CTC has indicated that it does not want regions to submit "new" projects, the reauthorization of TEA-21, the financial constraints of STIP projects, interregional STIP projects, the *TransNet Extension*, and state budget issues.

The Executive Director stated that it will be important to make the connection between the loss of transit funding and the loss of jobs. The Governor and the Secretary of Business, Transportation, and Housing are proposing to conduct an evaluation of the elimination of projects with the possibility of providing \$400 million to \$500 million from a bond initiative on the March 2004 ballot. After May, the state will have a better idea of revenues from state income taxes. The State Administration would look at more federal matching funds, the current status of projects (construction/procurement), economic opportunities, the economic linkage between housing and transportation, and increasing mobility. At the same time, it will be looking to decrease congestion.

Mayor Corky Smith (San Marcos) asked when the project list must be submitted to the CTC. *Staff replied that it needs to be submitted by April 12, 2004.*

Councilmember Madaffer asked how the GARVEE bonds differ from other bonds. *The Executive Director explained that GARVEE bonds are a loan based on future federal funds.* Councilmember Madaffer spoke in favor of Option C.

Supervisor Roberts expressed concern about several issues: an evaluation of the impacts and benefits of each project on the residents of the county, SANDAG's project priority list doesn't match that of the state, the need for some form of criteria to measure how many people will benefit from these projects, and a debt profile for each project. He added that we need the flexibility to make different decisions as situations change.

In response to a question from Supervisor Roberts, the Executive Director clarified that the projects being nominated by staff for GARVEE funding include: SR 52 acquisition and construction, SR 905, I-15 Managed Lanes, I-15 BRT, and the Sprinter. These projects would result in \$381 million in total GARVEE debt service. The Executive Director clarified that without GARVEE bonding, these projects would experience anywhere from a 2- to 5-year delay.

Staff added that the GARVEE bond period would be 10 years with interest at 5 percent per year.

Supervisor Roberts asked staff to provide a project priority list in order to make a determination of implementation depending upon the funding level provided by the CTC.

Mayor Terry Johnson expressed his support for Option C. He asked how San Diego projects compared, as a region, with Riverside County. *The Executive Director thought that in general San Diego's projects will compare favorably.*

Councilmember Christy Guerin (North County Coastal) expressed concern with Option C as it doesn't leave any flexibility for future projects. She asked if the GARVEE bonding will restrict the implementation of new projects during that ten-year period. She also wanted to know the impact on future projects and future funding. She asked if the CTC does not approve the maximum amount in GARVEE funding, will staff come back to the Transportation Committee to prioritize the projects that will be funded. *The Executive Director replied that depending upon CTC action, staff will report back with a list of projects that are ready for implementation. His advice was to only GARVEE bond good projects. If we don't GARVEE bond, then we would do Option A and our next opportunity for new projects from the state would be in the 2006 STIP cycle.*

Mayor Pro Tem Monroe suggested that for Option A there will be an increased cost of delaying the projects, and we need a definition of project escalation costs. *Staff agreed to report back with this information.*

Councilmember Bob Emery (MTS) said he leaned toward supporting Option C. He added that the best we can do is to finish these projects.

Pedro Orso-Delgado suggested that staff also show how much money has already been spent on these projects.

Mayor Smith favored Option C.

In response to a question posed by Pedro Orso-Delgado, the Executive Director answered that we receive one-third of the region's funds from sales tax, one-third from federal sources, and one-third from the state. Most of the federal dollars are passed through the state to the region.

Chair Kellejian expressed concern about escalating construction costs as well as having to redo studies and permits on current projects as a result of project delays.

The Executive Director summarized the direction from the Committee to look at escalation costs, conduct a project evaluation to confirm priority, report on the money that has already been spent on these projects, and try to assess any permit delays that may arise with lengthened project implementation.

Supervisor Roberts said he is leaning toward Option C, but wanted to see additional information including a debt profile graph that shows how much money is available to pay the debt, and what is available for projects not on this list for the next 10-15 years.

Action: The report was presented for discussion only; a draft 2004 STIP proposal will be presented at the February 6 meeting.

13. FY 2005 TRANSIT CAPITAL IMPROVEMENT PROGRAM (CIP) (RECOMMEND)

Staff reported that the CIP forms the basis for updating the Regional Transportation Improvement Program (RTIP) and federal grant applications. The FY 2005 transit CIP funding sources were reviewed. The federal formula programming includes capital, operating, and capital replacement projects. Staff described the CIP development process. Based on submittals by transit operators, the FY 2005 CIP transit capital needs total about \$185 million and the estimated funding is approximately \$85 million, for an unfunded total of \$100 million. Staff then reviewed the CIP challenges for FY 2005 including operating assistance and multi-year project funding.

Public Comment:

Clive Richard, a member of the public, expressed a concern about the lack of notice to the public related to monitoring by cameras on ATC/VANCOM buses. He thought it was important that signs are placed in the vehicles notifying people that they are being monitored.

Action: Upon a motion by Councilmember Emery and a second by Councilmember Rindone, the Transportation Committee recommended that the SANDAG Board of Directors approve: (1) the submittal of federal Section 5307 and 5309 applications for the FY 05 Transit CIP, and (2) the transfer of \$1.75 million (\$1.4 million federal Section 5307 funds and \$350,000 SDTC Capital Replacement funds) from the Imperial Avenue Division Land Purchase project to the San Ysidro Intermodal Transportation Center project.

14. GUIDELINES FOR DEVELOPMENT OF FY 2005 TRANSIT OPERATING BUDGETS (APPROVE)

This item was pulled from the agenda.

15. SOFAR AGREEMENT ANALYSIS (INFORMATION)

Staff reported that SANDAG and SOFAR (Save Our Forests and Ranch Lands) signed a settlement agreement in July 2003 related to the adoption of the RTP (MOBILITY 2030). A section of the agreement outlines the substantive analysis that must be completed to comply with the terms of the agreement. Pursuant to this agreement the technical analysis of the SOFAR Transportation Network Alternative (referred to as the "SOFAR Alternative") must be substantially completed no later than December 31, 2003. SANDAG agreed to analyze this alternative to compare the effects of eliminating specified roadway improvements in North and East County (e.g., SR 76, SR 67, and SR 94) and reprogramming the cost savings for enhanced transit service in San Diego's urban core: Route 616, Old Town to Mira Mesa via Clairemont; Route 632, Balboa Station to University Towne Centre via La Jolla Boulevard; and increased headways on Routes 570 and 627. The alternatives were compared against the goals and performance measures in MOBILITY 2030 that gauged mobility, accessibility, reliability, equity, livability, sustainability, and efficiency.

The outcome of the performance measures did not yield significant regional differences between the two networks.

Action: This item was presented for discussion only; no action was taken.

16. UPCOMING MEETINGS

The next meetings of the Transportation Committee are scheduled for February 6 and February 20, 2004.

14. ADJOURNMENT

Chair Kellejian adjourned the meeting at 12:06 p.m.

Attachment: Attendance Sheet

**DRAFT CONFIRMED ATTENDANCE
SANDAG TRANSPORTATION COMMITTEE MEETING
JANUARY 16, 2004**

GEOGRAPHICAL AREA/ORGANIZATION	JURISDICTION	NAME	MEMBER/ ALTERNATE	ATTENDING	COMMENTS
North County Coastal	City of Solana Beach	Joe Kellejian (Chair)	Member	Yes	
	City of Encinitas	Christy Guerin	Alternate	Yes	
North County Inland	City of Poway	Mickey Cafagna	Member	No	
	City of San Marcos	Corky Smith	Alternate	Yes	
East County			Member		
	City of Santee	Jack Dale	Alternate	Yes	
South County	City of Chula Vista	Jerry Rindone	Member	Yes	Arrived during discussion on Item 10
	City of Coronado	Phil Monroe	Alternate	Yes	Voted for South County prior to Councilmember Rindone's arrival
City of San Diego	----	Dick Murphy (Vice Chair)	Member	No	
	----	Jim Madaffer	Alternate	Yes	
County of San Diego	----	Ron Roberts	Member	Yes	
	----	Dianne Jacob	Alternate	No	
	----	Bill Horn	Alternate	No	
Metropolitan Transit Development Board	City of Poway	Bob Emery	Member	Yes	
	MTDB	Leon Williams	Alternate	Yes	
North County Transit Development Board	City of Vista	Judy Ritter	Member	Yes	
	City of Oceanside	Jack Feller	Alternate	Yes	
	City of Carlsbad	Ann Kulchin	Alternate	No	
San Diego County Regional Airport Authority	City of Oceanside	Terry Johnson	Member	Yes	
	City of Lemon Grove	Mary Sessom	Alternate	Yes	
ADVISORY/LIAISON Caltrans	----	Pedro Orso-Delgado	Member	Yes	
	—	Bill Figge	Alternate	Yes	