

## Members

Joe Kellejian, Chair  
*Mayor, Solana Beach*  
(Representing **North County Coastal**)

Dick Murphy, Vice Chair  
*Mayor, City of San Diego*

Mickey Cafagna  
*Mayor, Poway*  
(Representing **North County Inland**)

Jack Dale  
*Councilmember, Santee*  
(Representing **East County**)

Phil Monroe  
*Mayor Pro Tem, Coronado*  
(Representing **South Bay**)

Ron Roberts  
*Supervisor, County of San Diego*

Bob Emery  
**Metropolitan Transit System**

Judy Ritter  
**North San Diego County Transit Development Board**

Terry Johnson  
**San Diego County Regional Airport Authority**

## Alternates

Christy Guerin  
*Councilmember, Encinitas*  
(Representing **North County Coastal**)

Jim Madaffer  
*Councilmember, City of San Diego*

Corky Smith  
*Mayor, San Marcos*  
(Representing **North County Inland**)

Hal Ryan  
*Councilmember, Santee*  
(Representing **East County**)

Jerry Rindone  
*Councilmember, Chula Vista*  
(Representing **South Bay**)

Dianne Jacob/Bill Horn  
*Supervisor, County of San Diego*

Leon Williams, *Chair*  
**Metropolitan Transit System**

Jack Feller/Dave Druker  
**North San Diego County Transit Development Board**

Mary Sessom  
**San Diego County Regional Airport Authority**

## Advisory Members

Pedro Orso-Delgado  
*District Director, District 11*  
**California Department of Transportation**

Bill Figge  
*Deputy District Director, District 11*  
**California Department of Transportation**

Gary L. Gallegos  
*Executive Director, SANDAG*



# TRANSPORTATION COMMITTEE AGENDA

Friday, November 12, 2004  
9 a.m. – 12 Noon  
SANDAG Board Room  
401 B Street, 7<sup>th</sup> Floor  
San Diego, CA 92101-4231

## AGENDA HIGHLIGHTS

- I-5 NORTH MANAGED LANES
- SMART GROWTH PILOT PROGRAM
- BUS ON FREEWAY SHOULDER DEMO

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# TRANSPORTATION COMMITTEE

Friday, November 12, 2004

ITEM #	RECOMMENDATION
+ 1. APPROVAL OF OCTOBER 15, 2004 MEETING MINUTES	APPROVE
2. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS	

Members of the public will have the opportunity to address the Transportation Committee on any issue within the jurisdiction of the Committee. Speakers are limited to three minutes each and shall reserve time by completing a "Request to Speak" form and giving it to the Clerk prior to speaking. Committee members also may provide information and announcements under this agenda item.

## CONSENT ITEM

+ 3. REPROGRAMMING OF FEDERAL TRANSIT ADMINISTRATION (FTA) CAPITAL FUNDS/TRANSIT CAPITAL PROJECT BUDGET AMENDMENTS (Susan Brown)	RECOMMEND
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As part of an annual grants review, SANDAG staff and MTS staff have identified approximately \$1.2 million from completed projects that can be transferred to new projects which would include rehabilitation/painting of light rail transit vehicles, rehabilitation of traction motors, renovation of MTS office space, and implementation of the MTS Comprehensive Operational Analysis (COA). The funds for the COA would supplement existing budget and a newly approved Caltrans grant for this purpose. The Transportation Committee is requested to recommend that the SANDAG Board: 1) approve proposed budget amendments and reprogramming of older grant funds; 2) adopt Resolution No. 2005-10, authorizing the Executive Director to receive the Caltrans grant for the MTS COA; and 3) authorize the Executive Director to execute a Memorandum of Understanding to transfer funds to MTS for payment of costs associated with the COA.

## REPORTS

+ 4. INTERSTATE 5 (I-5) NORTH COAST HIGH-OCCUPANCY-VEHICLE (HOV)/MANAGED LANES PROJECT UPDATE (Caltrans and Richard Chavez, SANDAG)	INFORMATION/ POSSIBLE ACTION
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Caltrans and SANDAG staff will provide an update on the status of the I-5 North Coast HOV/Managed Lanes project. The \$1.4 billion project (2002 dollars) will enhance regional mobility on I-5 between La Jolla Village Drive and Camp Pendleton. Five project alternatives are currently being evaluated. The Draft Environmental Document is scheduled for release to the public for review and comment in August 2006 with construction beginning in 2009 and construction complete in 2014.

- + 5. **PROPOSED APPROACH FOR INTEGRATING THE IMPLEMENTATION OF THE REGIONAL COMPREHENSIVE PLAN (RCP) AND THE UPDATE OF THE REGIONAL TRANSPORTATION PLAN (RTP) (Bob Leiter)** **ACCEPT**

The RCP identifies a number of strategic initiatives that are critical to achieving the plan's goals and policy objectives. These include a smart growth incentive program, an updated Regional Housing Needs Assessment, land use and transportation performance indicators and targets, a smart growth concept map, an updated regional growth forecast, and an update to the RTP. This item summarizes the proposed approach for implementing core RCP strategic initiatives and integrating them with the upcoming RTP update. The Transportation Committee is asked to accept the proposed approach.

- + 6. **CREATION OF A NEW REGIONAL PLANNING STAKEHOLDERS WORKING GROUP (Janet Fairbanks)** **RECOMMEND**

Staff recommends that SANDAG establish a new Regional Planning Stakeholders Working Group (SWG) to provide interested residents with a direct mechanism for involvement in Regional Comprehensive Plan implementation and the Regional Transportation Plan update. The attached report describes the proposed SWG's roles and responsibilities, and the process for selecting and appointing members. The Regional Planning Committee and Transportation Committee are requested to recommend approval of the creation of the new Stakeholders Working Group to the SANDAG Board of Directors.

- + 7. **PILOT SMART GROWTH INCENTIVE PROGRAM (Stephan Vance)** **APPROVE**

The Regional Comprehensive Plan recognizes that providing incentives is key to implementing smart growth. The current Regional Transportation Plan, MOBILITY 2030, calls for a five-year, \$25 million Pilot Smart Growth Incentive Program to foster the integration of smart growth land uses and transportation facilities in our communities. This report outlines the proposed approach and schedule for developing the pilot program. The Transportation Committee is asked to review and approve the proposed approach.

- + 8. **FREEWAY SHOULDER LANES DEMONSTRATION PROJECT (Dave Schumacher)** **INFORMATION/  
POSSIBLE ACTION**

As part of the 2030 Regional Transportation Plan (RTP), managed lane facilities are envisioned to provide priority access for many of our planned Bus Rapid Transit (BRT) services. Since these facilities are major capital projects that will take a number of years to build, an interim solution is needed to provide access for those BRT services that will be implemented over the short-term. We have been pursuing a proposal to use freeway shoulder lanes for transit vehicles as a low-cost strategy for providing transit priority on congested freeway corridors. This report highlights lessons learned from the transit freeway shoulder lane program in Minneapolis, Minnesota, and discusses our plans for a demonstration project on SR 52 and I-805 in San Diego.

**+ 9. STATE AND FEDERAL TRANSPORTATION PROGRAM FUNDING UPDATE (Jose Nuncio) INFORMATION/ POSSIBLE ACTION**

At the May 7, 2004, Transportation Committee meeting, a request was made for a monthly update on transportation program funding. This report includes an update on federal actions and state funding programs, including the State Transportation Improvement Program (STIP), the Traffic Congestion Relief Program (TCRP), and Grant Anticipation Revenue Vehicle (GARVEE) bonds. The report also includes discussion on the impacts of the defeat of Propositions 68 and 70 and a recent lawsuit against the tribal gaming compacts on the viability of the bonds that had been proposed to fund the STIP and the TCRP as part of the fiscal year 2004/05 state budget. Additional updates on these transportation programs will be made as significant changes occur.

**10. UPCOMING MEETINGS INFORMATION**

The next two Transportation Committee meetings are scheduled for Friday, December 10, 2004, and Friday, January 7, 2005.

**11. ADJOURNMENT**

+ next to an agenda item indicates an attachment

# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **1**

**Action Requested: APPROVE**

## TRANSPORTATION COMMITTEE DISCUSSION AND ACTIONS MEETING OF OCTOBER 15, 2004

The meeting of the Transportation Committee was called to order by Chair Joe Kellejian (North County Coastal) at 9:03 a.m. See the attached attendance sheet for Transportation Committee member attendance.

### 1. APPROVAL OF MEETING MINUTES

Action: Upon a motion by Vice Chair Mary Sessom (East County) and a second by Councilmember Jim Madaffer (City of San Diego), the Transportation Committee approved the minutes from the October 1, 2004, meeting.

### 2. PUBLIC COMMENTS/COMMUNICATIONS/MEMBER COMMENTS

Chuck Lungerhausen, a member of the public, referred to his letter that was published in the *San Diego Union-Tribune* newspaper on Sunday, October 10, 2004, rebutting the editorial that chided SANDAG for adding the \$2,000 exaction fee for new home development starting July 1, 2008. He said this fee is 0.44 percent of the average San Diego home cost, which is very small in the scheme of things. He didn't think a new homeowner would be happy if there were no roads from his new home to his place of employment. A "yes" vote on Proposition A would ensure that that road would be built. He mentioned that in 1977 he commuted from Huntington Beach to San Diego for a three-month period. He didn't think anyone would want that commute today with the congestion on Interstate 5 (I-5). He expressed his appreciation for the public transportation service available to him. He acknowledged that his commute to places on public transportation is getting longer due to the traffic congestion on local roads. He said that we cannot build our way out of congestion. Mr. Lungerhausen also expressed concern about Allan Hoffman's comments that public transit services are not helpful. He has found them to be very helpful.

### CONSENT ITEMS (3 through 5)

Chair Kellejian pulled agenda item 3 from the Consent Calendar.

4. TRANSPORTATION DEVELOPMENT ACT (TDA) CLAIM AMENDMENT (APPROVE)

The Metropolitan Transit System (MTS) annually submits one claim on behalf of all transit operators in its service area. The City of El Cajon has requested an amendment to the claim to use \$158,693 from its unallocated TDA reserve for various improvements at numerous bus stop locations and other transit facilities in the city. The Metropolitan Transit System (MTS) Board at its October 7, 2004, meeting approved amending the claim to reflect the request from the City of El Cajon. The Transportation Committee is asked to approve the claim amendment.

5. FEDERAL TRANSPORTATION ENHANCEMENT ACTIVITIES (TEA) PROGRAM: QUARTERLY PROGRESS REPORT (INFORMATION)

The Transportation Committee receives a progress report for the nine TEA-funded projects on a quarterly basis. This report covers the period July to October 2004. The entire \$23.2 million in TEA funds that were apportioned to our region have now been obligated. This will be the final separate report for the TEA program. Staff will continue to report on the status of the remaining TEA projects through the quarterly Progress Report on Transportation Projects.

Action: Upon a motion by Mayor Corky Smith (North County Inland) and a second by Supervisor Ron Roberts (County of San Diego), the Transportation Committee approved Consent Items 4 through 5, including Resolution No 2005-09, approving the TDA Claim Amendment.

3. 2004 REGIONAL TRANSPORTATION IMPROVEMENT PROGRAM (RTIP) AMENDMENT NO. 1 (APPROVE)

At its meeting on July 23, 2004, the SANDAG Board adopted the 2004 RTIP, the five-year program of major transportation projects in the San Diego region covering the period from FY 2005 to FY 2009. SANDAG has received requests to include new capacity-increasing projects as well as to revise existing projects in the 2004 RTIP. The addition of capacity-increasing projects to the approved RTIP requires a new regional emissions analysis. SANDAG updated the regional emissions analysis and released a draft report for public review on August 30, 2004. This report summarizes the final Air Quality Emissions Analysis on the additional capacity-increasing projects, and summarizes other revisions to existing projects. The Transportation Committee is asked to adopt Resolution No. 2005-09, approving Amendment No. 1 to the 2004 RTIP.

Sookyung Kim reported that the SANDAG Board adopted the 2004 RTIP. Amendment No. 1 would add several capacity-increasing projects, and staff has received direction from various jurisdictions to revise several projects. As a result, a new air quality emissions analysis was conducted as well as an additional fiscal constraint analysis for Amendment No 1.

Public Comment:

Mel Hinton, representing the San Diego Audubon Society, stated that the issue they are concerned about is the selection of an alternative to address the north-south

traffic in University City. He served on the University City North-South Public Working Committee. This is a very controversial issue--how to resolve traffic in University City. The Committee was tasked with developing four or five alternatives and ranking them. However, because of controversies within the Committee they could not rank them. Instead they ranked the criteria by which the alternatives should be judged. The Committee sent a report to the City of San Diego. The City has been drafting an Environmental Impact Report (EIR) and during that process added two more criteria. The main issue is the bridge versus other alternatives. The Audubon Society opposes any bridge construction. By the Transportation Committee selecting the bridge alternative, you are preempting the natural process given to the City to select a project. The San Diego City Council has the authority to make the decision. He asked if the bridge is not chosen as the alternative—is that money tied up for other alternatives.

Chair Kellejian clarified that Mr. Hinton is referring to the Regents Road project on page 22.

Debra Knight, representing the Friends of Rose Canyon and UC Golden, indicated that both organizations are deeply involved in the Regents Road Bridge Project and alternatives that the City of San Diego is now actively considering. For ten years this project has been highly controversial. Councilmember Scott Peters established a process that would fully and equally evaluate this project. An EIR is underway that is studying seven alternatives. Four of the seven alternatives would have the Regents Road Bridge never being built. The draft EIR for the UC North-South Transportation Corridor Study is due out in a couple of weeks. It has taken a year and \$1.5 million to complete. A lot of time, money, and community time has gone into a fair, open, and equal consideration for all of the alternatives. If you would put money towards one alternative, you would undermine this two-year process. It would send a message that this project would be built despite community concern. In requesting these funds for the Regents Road Project, the City is double dipping as this project was fully funded with Federal Transit Administration (FTA) monies for North University City. In June the city updated the project's costs and then raised developer fees to pay for it. She asked that this item be removed or the project name changed to the University City North-South Transportation Corridor Study, and that money is allocated to the alternative that the City selects.

Ms. Kim explained that the *TransNet* program is divided into thirds, one of which is local streets and roads. Each city and county determines the type of projects for which it will use *TransNet* funds. Although SANDAG provides oversight for highway projects, it does not provide oversight for local projects unless asked. SANDAG is not providing funds for this particular project. We anticipate that the City will provide sufficient community input and environmental clearance. We don't dictate to the cities how they use their funds.

Gary Gallegos, Executive Director, stated that at some point if the City concludes that it will pursue another alternative, the STIP will be amended to reflect that change.

Councilmember Madaffer said that the comments of the speakers should be taken into consideration. If this project is not considered and there is another project looked at, the City can do another amendment and the funds can be programmed at that time.

Mayor Pro Tem Phil Monroe (South County) asked if it would be possible to change the name of the project. Councilmember Madaffer responded that until we see another project specifically identified the current title is okay as a placeholder.

Chair Kellejian said that it is up to the City of San Diego to change the project.

Leon Williams, MTS Board Chair, said that sometime members of the public interpret things differently and we should not send a negative symbol. They are asking that we not send a signal that can be misinterpreted.

Councilmember Madaffer said that he would not oppose revising the project name to the Regents Road/North-South Corridor, but SANDAG can't change the project title. This would have to be done at a future meeting.

Action: Upon a motion by Councilmember Madaffer and a second by Mayor Pro Tem Monroe, the Transportation Committee adopted Resolution No. 2005-09, approving Amendment No. 1 to the 2004 RTIP.

## REPORTS

### 6. COMMENTS ON LOS ANGELES-TO-SAN DIEGO PROPOSED RAIL CORRIDOR IMPROVEMENT STUDIES DRAFT PROGRAMMATIC ENVIRONMENTAL IMPACT REPORT/ENVIRONMENTAL IMPACT STATEMENT (PEIR/EIS) (APPROVE)

Linda Culp, Senior Planner, introduced Pat Merrill, Manager, Capital Projects, South, Caltrans Division of Rail, (the state is the lead agency for document), and Steve Schibuola with the IBI Group, the consultant on this project.

Mr. Merrill stated that the objective of this project is to review opportunities in the rail corridor, to set a vision for the corridor, and to see the opportunities to improve rail operations, safety, and traffic circulation at grade crossings.

Mr. Schibuola provided information on the process, study area, and the two alternatives studied: No-Action/No-Project Alternative (No-Project) and Rail Improvements Alternative. The No-Project Alternative is the baseline for comparison of the Rail Improvements Alternative. It represents the Los Angeles – San Diego (LOSSAN) region's transportation system (highway and conventional rail) as it would be following the implementation of programs or project currently programmed in the RTPs, funded for implementation, and expected to be in place by 2020. The Rail Improvements Alternative is trying to accomplish four major objectives: eliminate remaining single-track segments resulting in a multiple-tracked corridor, allow for maximum operating speeds, reduce at-grade crossings and use state-of-the-art safety and signal systems, and address and mitigate community and environmental issues.

Mr. Merrill reviewed the projects in San Diego County: in the City of Carlsbad, the City of Encinitas, the City of Del Mar, the City of San Diego – University City, and City of San Diego – Old Town to Santa Fe Depot.

Mr. Merrill stated that the Rail Improvements Alternative would significantly reduce travel time when compared with auto, existing conditions, and the No-Project Alternative. In the future, even with a broad range of improvements in the I-5 corridor, the automobile time is topping above three hours. The No-Project Alternative will improve travel time a little, but it will be short of a major improvement. Rail improvements are one to two hours, which will be competitive with a single-occupant automobile.

Mr. Merrill reviewed the advantages of the Rail Improvement Alternative over the No-Project Alternative as follows: increased capacity and average speed, significant reduction in travel time, increased reliability, enhanced multimodal opportunities, operational flexibility, reduction of vehicle/rail conflicts, and benefits to all corridor traffic (intercity rail, commuter rail, and freight service).

Mr. Merrill noted there were several issues in San Diego County including the coastal lagoons, the Coastal Rail Trail project, downtown San Diego grade separations, and Del Mar/Torrey Pines – Camino Del Mar and Penasquitos Bypass Tunnel options.

Mr. Merrill provided information about the LOSSAN public meetings that were held. He said that the comments received were generally supportive. He also went over the remaining project schedule.

Ms. Culp provided the six comments recommended by staff: (1) SANDAG appreciates the detailed work by Caltrans and the Federal Railroad Administration (FRA) on the release of this document and the high level of public and agency involvement; (2) SANDAG recommends that Caltrans and the FRA select the Rail Improvements Alternative as the preferred alternative; (3) SANDAG recognizes that specific projects included in either the Low Build or High Build option of the Rail Improvement Alternative require more detailed, project-level analysis; (4) the document should discuss the potential impacts to San Diego's existing Coaster commuter rail stations at Carlsbad Village and Encinitas relative to trenching and at Sorrento Valley relative to tunneling; (5) relative to proposed mitigation strategies, consider SANDAG's comments on Land Use (S-19)), Biology/Wetlands (S-20), and Growth Inducement (S-22); and (6) the region's vision includes a continuous 44-mile Coastal Rail Trail between the Oceanside Transit Center and the Santa Fe Depot, and that the project lead agency work with SANDAG, the coastal cities, the North County Transit District (NCTD) and MTS on relocation efforts to ensure the continuity of the Coastal Rail Trail.

Chair Kellejian noted that he had received a phone call on October 14 from a Del Mar City Councilmember notifying the Transportation Committee that on October 18, 2004, the Del Mar City Council will discuss its comments on this document. He wanted to let SANDAG know that it will be rejecting both of the alternatives that were presented here today. The Del Mar City Council is looking to completely take the railroad out of Del Mar and have passenger rail be diverted to I-5 and freight rail diverted to I-15.

Councilmember Jack Feller (North County Coastal) noted that the City of Oceanside has every form of public transportation, and he asked that it be included in consideration for a trench. He added that there are five rail crossings in downtown Oceanside.

Mayor Corky Smith asked if more information will be forthcoming from Caltrans to SANDAG. Mr. Gallegos replied that this is our response to the Draft Programmatic EIR/EIS that Caltrans and the FRA have released for public comment. Staff is recommending that SANDAG select the build alternative as the option but is suggesting that the agencies not select between the High and Low Build options but wait until the project level environmental documents are completed.

In response to Councilmember Feller's request related to trenching, Mr. Merrill stated that this is the first time a trench has been brought up specifically for Oceanside. Due to the layout of Oceanside, building roads over the railroad is a possibility but trenching would be more difficult. One of the advantages of a Programmatic EIR/EIS process is that it sets the big picture and then comes back with project specific work.

Councilmember Feller commented that the City of Oceanside would like to build a bridge to a project on Mission Avenue but he didn't know if you could build a bridge over that rail corridor.

Chair Kellejian suggested that Councilmember Feller meet with Mr. Merrill and Mr. Schibuola regarding the City of Oceanside's concerns.

Karen King, NCTD Executive Director, said that the issue Councilmember Feller raised has been discussed at an NCTD Board meeting. The cities that have largely been double tracked have not received benefits of the new thinking behind this new Programmatic EIR. In the past, grade separations and trenching were not considered an option. As this moves forward and we look at project segments there will be the opportunity to do an analysis and decide how to address those issues. There is more development and a more active community than there were a few years ago when this study was initiated. There is a Memorandum of Understanding (MOU) between all of the agencies along the corridor that this Programmatic EIR/EIS would serve as our long-range view and plan for this corridor, and we would all work to support those findings. As segments are prioritized and funded, the actual project segment analysis would be done and something different could come out of it.

Supervisor Roberts questioned the possibility of trenching in San Diego. He thought the only segment that has been looked at is between Sassafras Street and Cedar Street. He has had discussions with the Centre City Development Corporation (CCDC) and understands there is interest in an extension of that trench. Mr. Schibuola responded that the study area for this document did not extend south beyond the Santa Fe Depot.

Supervisor Roberts also expressed concerns about how a possible expansion of Lindbergh Field, along with changes that could occur in the area of Washington Street, that would impact the rail corridor grade crossings in the vicinity of the airport. He asked if we have established standards for grade crossings to evaluate potential grade crossing projects in an equitable manner throughout the county. In the intercity area, every time a 60-car

train comes through it creates an incredibly dangerous situation. Emergency vehicles cannot cross these intersections for about ten minutes. The Grape and Hawthorn Streets area is a potential site for trenching. There needs to be some standards and consideration given to what else is happening in this corridor. The wait for the train causes traffic congestion and creates a safety issue.

Chair Kellejian mentioned that we are developing criteria to rate grade separations all across San Diego County.

Mr. Gallegos noted that when the RTP was last adopted there were funds highlighted for constructing grade separations. The Transportation Committee directed staff to develop some regionwide criteria that this Committee would recommend for adoption by the SANDAG Board to use to help prioritize our investments. We will be bringing draft criteria to this committee to consider for that purpose.

Supervisor Roberts stated whatever we are doing it should leave us flexibility to respond to the environment in downtown San Diego through to areas like Washington Street due to other expansion plans such as with the airport.

Mr. Gallegos noted that today's recommendation is for the Build alternative. We will have the possibility of going further as we do detailed project EIRs. The goal is to have Caltrans develop the programmatic document on which we can base future decisions.

Vice Chair Sessom said that the Airport Authority has started the process of master planning for Lindbergh Field and it is looking at several options for terminal locations. Moving to Pacific Highway is only one option. We won't have that process done until June 2005.

Mayor Smith asked if Oceanside and Del Mar will make a decision about this at their councils. Mr. Gallegos replied that the idea was to encourage the cities to comment on this draft document.

Action: Upon a motion by Mayor Smith and a second by Councilmember Madaffer, the Transportation Committee approved forwarding the comments to Caltrans and the FRA by October 25, 2004, to include the comments recommended by staff, the comments made about grade separation criteria, and support for the Build option.

## 7. REGIONAL FARE POLICY (RECOMMEND)

Toni Bates, Division Director of Transportation Planning, reported that at last meeting, the Committee endorsed a regional fare policy with one exception related to fares for special event service. The Committee asked staff to come back with revised language for the fare policy that states these services should cover costs and perhaps generate a profit. Proposed language has been developed that reflects this direction. In Section 29.5.7 of the draft policy was split the section in two, with one section for special event services and the second section, in Section 29.5.8, dealing with fares for temporary promotional services. The Committee's direction was to reflect fares for exclusive services provided to special events to meet the costs of operation or to make a profit. The draft policy was reviewed by the transit agencies. NCTD had several alternative suggestions, which are reflected in shaded

parts of the Policy that included sponsorship fees as revenues for covering the cost of special event operation and other goals for special event services such as congestion relief or improved access to special events. Ms. Bates asked the Committee to: (1) select an option for this policy related to special event fares, (2) approve the revisions made to Sections 29.5.3 and 29.5.5 related to the public hearing process and the role of the Transportation Committee, and (3) recommend that the SANDAG Board of Directors adopt the Regional Fare Policy as revised.

Chair Kellejian asked for clarification with regard to meeting community goals such as congestion reduction as this is an ongoing goal. Ms. King responded that NCTD is not wed to that specific language but the concepts are important. The language SANDAG staff has proposed is acceptable, but she suggested that the words "Chargers" and "Padres" be deleted to make the events more generic. These fares for Chargers and Padres games could be looked at as seasonal rather than special events. The Coaster service to baseball games at Petco Park is costly to operate. If we charged fees that would cover the operating costs for bus service from North County to events like the Chargers games it would be cost prohibitive. However, this service would reduce congestion going to such an event. The NCTD Board endorsed the language contained in the original draft policy.

Mayor Pro Tem Monroe expressed his preference for the SANDAG option over the NCTD one. His issue is that we shouldn't be using public funds to facilitate public transit services for people to attend events where the owners make money at the expense of being able to provide regular transit services. The idea that the service provided should break even or make a profit, or the event organizers should subsidize the transit they need to make public access to an event easier. He liked the idea that additional transit service that is added to regular service to meet the demand for special events be exempt. He suggested that the sentence in Section 29.5.8 stating that the "special event fares should not adversely affect a transit agency's budget" be deleted. The issue is the project not the budget.

Councilmember Madaffer wondered why special event fares would not require a public hearing. Ms. King replied that many times we work to get a promotional fare for event service and it is only for one weekend, or it is very temporary, and we set the fare that takes into account the sponsorship fee. There are multiple scenarios, temporary and short-term, and we are trying to be responsive to the public and the desire to have public transportation serve a particular event. It is not necessary for the special event fares to be predetermined in advance.

Councilmember Madaffer was satisfied with that reasoning. He suggested that the words "temporary nature" be added after "these fares." Ms. King noted that service changes do go through the public hearing process.

Councilmember Madaffer said that the reality is there are 60,000 people wanting to move from one part of the community to another and, if this is going to cause a problem, the public agencies have to be responsive to facilitate the movement of people, including the subsidizing of public transportation. We need to look at everything in the aggregate.

Paul Jablonski, Chief Executive Officer of MTS, said that sometimes congestion is not the right term to use; it might be public safety. Usually any kind of special fares would go to

the local transit board for public comment. The issue that he sees is that there could be any number of special events that come up. Trying to provide language with specificity is dangerous. MTS and NCTD will have different special events. The special event fares should be a matter for the local transit board to decide.

Councilmember Judy Ritter (NCTD) added that if people are not using transit for special events, they are contributing to traffic congestion and air pollution. We ran the Coaster to Petco Park on Friday evenings. She was not sure that we received totally cost recovery for that operation, but it relieved traffic and parking. She didn't think we were in the business to make a profit.

Supervisor Roberts stated that the word "profit" has no meaning in government. We should let the operating agencies do their job. For special event services we should encourage full cost recovery of operational expenses.

Mayor Smith asked Ms. King if special event transportation has a negative effect on regular transportation. Ms. King responded that this last season we reduced the amount of service to sporting events on Friday evenings because we needed the vehicles for rush hour services. We only use surplus capacity for special events.

Mayor Smith agreed that the transit agencies should have more flexibility to decide on what is going on. He recommended that we send both of these options and let the SANDAG Board make the decision.

Mayor Pro Tem Monroe agreed to accept Supervisor Roberts' suggestion. He asked that something be added to the effect that when we get into the fare structure we look at service priorities. He personally would rather provide lifeline services than he would for people to go to a ballgame.

Motion: Upon a motion by Supervisor Roberts and a second by Mayor Pro Tem Monroe the Transportation Committee approved the Regional Fare Policy with the following revisions: (1) insert the following language into Section 29.5.7 "for special event services we encourage the transit agencies to achieve full recovery for their operational expenses" (2) in Section 29.5.8, the reference to the budget was deleted, (3) the revisions made to Sections 29.5.3 and 29.5.5 related to the public hearing process and Transportation Committee role, and (4) recommended that the SANDAG Board of Directors adopt the Regional Fare Policy as revised.

#### 8. REGIONAL BIKEWAY DEVELOPMENT PROGRESS REPORT (INFORMATION)

Stephan Vance, Senior Regional Planner, reported that over the past decade SANDAG has programmed over \$28 million in federal transportation funds towards bikeway improvements on this network and some of them are about to reach major milestones including the Bayshore Bikeway, Coastal Rail Trail, the Inland Rail Trail, and State Route (SR 15) Bikeway.

Mr. Vance said that through the Bayshore Bikeway working group, we have been able to encourage development along the bayfront. Currently there are 13 miles of bike path

along the route; the remainder consists of bike lanes and bike routes. The most significant recent achievement was the Sweetwater River Crossing project. The bridge was named for Gordy Shields, a longtime bicycle advocate. The Western Salt project will connect the bike path along the Imperial Beach bayfront to Main Street in Chula Vista. This project will be built primarily on old San Diego and Arizona Eastern (SD&AE) Railway right-of-way and dikes constructed as part of the salt pond. An EIR is being developed and final design is expected to begin with construction in September 2005. Last June, SANDAG provided funding for the plan update. He reviewed several areas for improvement. This project would provide us a continuous bike path from Chula Vista to Coronado. The study is to be completed some time this spring. The Rainbow Spur bids came in over budget. Imperial Beach has had to defer that project and . will look to reduce the project scope to fit the bid amounts or redefine the project.

The concept for the Coastal Rail Trail was to build a continuous 44-mile bike lane from Oceanside to the Santa Fe Depot. In some areas along the corridor it is not possible to build a separate bike path due to right-of-way constraints though we may have some opportunities through grade separations. About \$13.8 million has been programmed for this project, but that does not fully fund the project. The project study report made some assumptions that may be changed and could result in cost reductions. This project will be built in segments, with each city being responsible for building its own section.

The first segment will be built in Solana Beach. This 1.7-mile project is nearly completed, and the ribbon cutting is scheduled for October 24, 2004. The cost of this project was \$2.2 million. Phase 1 in Oceanside costs about \$557,000 and will be done in December 2004. Phase 2 in Oceanside, will go north to the Oceanside Transit Center. Work has begun on this project and it is expected to be ready for construction in September 2005.

Carlsbad has gone out to bid for its first phase which is estimated to cost \$1.76 million. The second phase will take trail to the Poinsettia Coaster Station. There are some constraints with future double tracking and the only link along the trail with a lagoon crossing. The right-of-way also goes through the Encino power plant property. This project has no funds obligated for construction.

There are two parts for the trail in Encinitas. The first part is under design and there are several areas of constraint. It is hoped to be under construction next fall. Completion of the second phase will depend on resolution of future double tracking alignments and completion of grade separation studies underway.

In San Diego the trail will go along the railroad right-of-way through the loop. The original project study report and environmental document did not include this alignment. The bike path was constructed within the right-of-way in Sorrento Valley and most likely will go through University City on city streets to the Nobel Station, then into Rose Canyon as far as Gilman Drive. This current study will complete preliminary engineering and prepare the environmental document for the project, with a scheduled completion by spring 2006.

The Inland Rail Trail project was made possible by the purchase of right-of-way. It will construct a bike path from Escondido to Oceanside; San Marcos is the lead agency. Construction of Phase 1 in Escondido and San Marcos will be done as part of the Sprinter

construction. The opening of this trail depends on the phasing of the Sprinter. The next phase takes it west through the unincorporated portion of the right-of-way to Vista. San Marcos is about to award a contract for design.

The SR 15 bikeway will restore access to bikes along this north-south corridor. Bike access was eliminated when the SR 15 freeway was built. \$2.5 million has been programmed for this project. The City of San Diego expects to move forward with environmental design and be ready for construction by next summer.

Chair Kellejian thanked Mr. Vance for the report.

Mayor Smith asked if we know how many people use the bike lanes. He said that having this information would help to make the argument to spend this money. Mr. Vance replied that we haven't done any recent counts, but they have been done in the past. He estimated that peak period counts on the Bayshore Bikeway are on the order of 30-50 cyclists per hour, then you would add midday and weekend recreation trips. He recognized that we need to do a better job of monitoring these projects; however, bike counts are labor intensive.

Mayor Pro Tem Monroe expressed appreciation from the cities of Coronado and Imperial Beach for this committee being patient with the Bayshore Bikeway project. He said that it really is important that we start the process and get an updated plan. He added that Admiral Bettencourt has committed the Navy to this project.

Action: This report was presented for information only.

9. UPCOMING MEETING

The next meeting of the Transportation Committee is scheduled for November 12, 2004.

10. ADJOURNMENT

Chair Kellejian adjourned the meeting at 10:52 a.m.

Attachment: Attendance Sheet

**CONFIRMED ATTENDANCE  
SANDAG TRANSPORTATION COMMITTEE MEETING  
OCTOBER 15, 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	No	Out of town
North County Inland	City of Poway	Mickey Cafagna	Member	No	
	City of San Marcos	Corky Smith	Alternate	Yes	
East County	City of Santee	Jack Dale	Member	No	Out of town
	City of Santee	Hal Ryan	Alternate	Yes	
South County	City of Coronado	Phil Monroe	Member	Yes	
	City of Chula Vista	Jerry Rindone	Alternate	No	Out of town
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	No	
	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 Del Mar	Dave Druker	Alternate	No	
San Diego County Regional Airport Authority	City of Oceanside	Terry Johnson	Member	No	
	City of Lemon Grove	Mary Sessom	Alternate	Yes	
ADVISORY/LIAISON Caltrans	----	Pedro Orso-Delgado	Member	No	
	—	Bill Figge	Alternate	No	

# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **3**

**Action Requested: RECOMMEND**

## REPROGRAMMING OF FEDERAL TRANSIT ADMINISTRATION (FTA) CAPITAL FUNDS/TRANSIT CAPITAL PROJECT BUDGET AMENDMENTS

### Introduction

As a result of our annual review of open grants, SANDAG staff and the Metropolitan Transit System (MTS) staff have identified funding from completed projects that can be transferred to new projects. Approximately \$1.2 million from prior-year completed projects would be transferred to projects for the rehabilitation/painting of light rail transit vehicles, rehabilitation of traction motors, renovation of MTS office space, and implementation of the MTS Comprehensive Operational Analysis (COA). The funds for the COA would supplement existing budget and a newly approved Caltrans grant for this purpose.

### Recommendation

The Transportation Committee is requested to recommend that the SANDAG Board: (1) approve proposed budget amendments and reprogramming of older grant funds as shown in Attachment 1; (2) adopt Resolution No. 2005-10, authorizing the Executive Director to receive the Caltrans grant for the MTS Comprehensive Operational Analysis; and (3) authorize the Executive Director to execute a Memorandum of Understanding (MOU) for the transfer of funds to MTS to pay costs associated with the Comprehensive Operational Analysis.

### Discussion

#### *Existing FTA Grants:*

SANDAG staff has worked with MTS staff to conduct the annual review of open federal grants. As a result, five grants, including four of the five oldest ones, have been closed, and we have identified funding transfers that can address urgent operational needs, ensuring the earliest expenditure of the grant funds and the potential closeout of additional grants within the next 12 months. Attachment 1 identifies the proposed project budget reductions and, on October 28, 2004, the MTS Board of Directors recommended that the SANDAG Board budget the following capital projects to use a portion of the surplus funds shown in Attachment 1:

1.	U-2 Light Rail Vehicle (LRV) Traction Motor Replacement	\$358,145
2.	U-2 Car Body Renovation/Painting	380,000
3.	Mills Building Office Renovations	<u>250,000</u>
		\$988,145

- The U-2 LRVs are approximately 20 years old, so motors require more frequent replacement. The Traction Motor Replacement project would replace failed spare motors and is critical to keeping vehicles in service.

- The funds for the U-2 Car Body Renovation would continue the project to correct rust and other body damage and repaint these older, faded LRVs.
- The Mills Building Office Renovation would reconfigure offices on the 9<sup>th</sup> and 10<sup>th</sup> floors to facilitate the consolidation of MTS, San Diego Transit, and San Diego Trolley staff.

All of the projects from which the funds are to be transferred have been completed. The funds can be used only for projects that qualify under existing grant budget line items and cannot be reprogrammed outside of the grants. If the funds were otherwise deobligated, they would return to the U.S. Treasury, and would no longer be available to the region.

It should be noted that SANDAG staff is responsible for managing all FTA grants for the metropolitan area, and we are working toward reinstating the quarterly grants management review process previously employed at the former Metropolitan Transit Development Board. This, coupled with a policy of closing projects upon completion, should help us close old grants and make sure that grant funds are put to use in the most efficient manner.

*Comprehensive Operational Analysis:* After deducting the above new projects, the balance of surplus funds remaining from the \$1,210,639 shown in Attachment 1 is \$222,494. Staff proposes to use these prior year grant funds for completion of the MTS COA. The goal of this effort is to evaluate and restructure MTS services and operations as needed to more efficiently and effectively serve the MTS area transit needs and meet regional transportation goals within the constraints of the current financial and operating environment. This system evaluation is expected to provide the building blocks necessary to restructure the transit system according to current mobility needs and a refined service concept (based on the Regional Transit Vision).

In addition, SANDAG staff received approval of a federal grant estimated at \$240,000 for the COA. Combined with existing FTA and Transportation Development Act (TDA) planning funds in the MTS budget, the project funding for the COA is expected to exceed \$707,000, but is subject to change if the state is able to provide its own matching funds. The following is the proposed MTS budget for the project:

Existing MTS Planning Funds	\$185,000
Transfer of Surplus Capital Funds	222,494
Caltrans Grant	240,000
MTS Local Match	<u>60,000</u>
	\$707,494

In order to receive the funds from Caltrans, SANDAG is required to execute a state fund transfer agreement. Resolution No. 2005-10, Attachment 2, is required by Caltrans to authorize the Executive Director to sign that agreement. In addition, a Memorandum of Understanding (MOU) will be needed to provide a mechanism to transfer the \$240,000 for the COA to MTS. The SANDAG Board is requested to authorize the Executive Director to negotiate and execute that MOU.

RENEE WASMUND  
Director of Finance

Attachments

Staff contact: Susan Brown, 619/699-1913, [sbr@sandag.org](mailto:sbr@sandag.org)

## SAN DIEGO ASSOCIATION OF GOVERNMENTS PROPOSED GRANT PROJECT REDUCTIONS

Grant No.	Project No.	DESCRIPTION	Total (1)	Federal Share	Local Match
CA-90-X693	20426	MISSION VALLEY EAST PLANNING	\$157,155	\$139,129	\$18,026
CA-90-X867	10907	SECURITY CAMERAS	\$120,406	\$96,325	\$24,081
	10858	ENGINE REBUILDS	1,139	911	228
	10790	PC/PRINTERS/SOFTWARE	1,686	1,349	337
	NA	MISCELLANEOUS CLOSED PROJECTS	10,239	8,191	2,048
		Total	\$133,470	\$106,776	\$26,694
CA-90-X925	NA	MISCELLANEOUS CLOSED PROJECTS	11,801	9,441	\$2,360
	10443	IMPERIAL AVENUE FACILITY IMPROVEMENTS	26,250	21,000	5,250
		Total	\$38,051	\$30,441	\$7,610
CA-90-X971	10992	IMPERIAL AVE. TELEPHONES	\$7,085	\$5,668	\$1,417
	10991	MISCELLANEOUS OPS. CAPITAL	4,424	3,539	885
	10957	IMPERIAL AVE. NEW OFFICE	1,491	1,193	298
		Total	\$13,000	\$10,400	\$2,600
CA-03-0489	NA	MISC. CLOSED PROJECT	\$24,564	\$19,651	\$4,913
	10793	BLUE LINE SUBSTATION FENCING	22,542	18,034	4,508
	10782	MAINLINE DRAINAGE	11,418	9,134	2,284
		Total	\$58,524	\$46,819	\$11,705
CA-90-X793	10747	UPGRADE TICKET VENDING MACHINES	\$73,401	\$58,721	\$14,680
	10765	LIGHT RAIL VEHICLES BATTERIES	15,821	12,657	3,164
	10418	IMPERIAL AVE. TANK REMOVAL	34,801	27,841	6,960
	10766	WHEELCHAIR LIFT RETROFIT	20,133	16,106	4,027
	10452	CURVE STRAIGHTENING	121,239	96,991	24,248
	NA	MISCELLANEOUS CLOSED PROJECTS	34,605	27,684	6,921
		Total	\$300,000	\$240,000	\$60,000
CA-03-0493	NA	MISCELLANEOUS CLOSED PROJECTS	\$25,925	\$20,740	\$5,185
CA-03-0525	10925	INSULATOR REPLACEMENT	\$1,618	\$1,294	\$324
	10835	REMODEL CENTRAL CONTROL OFFICE	813	650	163
	10841	RECORD OF SURVEY	25,632	20,506	5,126
	10792	MASTER ALTERNATOR SET REPLACEMENT	36,686	29,349	7,337
	NA	MISCELLANEOUS CLOSED PROJECTS	47,046	37,637	9,409
		Total	\$111,795	\$89,436	\$22,359
CA-03-0590	11021	ASH STREET SIDEWALK	\$45,548	\$36,438	\$9,110
	11030	TROLLEY NON-REVENUE VEHICLES	11,973	9,578	2,395
	NA	MISCELLANEOUS CLOSED PROJECTS	3,392	2,714	678
		Total	\$60,913	\$48,730	\$12,183
CA-03-0541	10951	12TH/IMP. RAIL REPLACEMENT	\$869	\$695	\$174
	10953	BLDG. B CENTRAL HEATING	1,215	972	243
	10748	BLUE LINE CROSSOVER	25,389	20,311	5,078
	10950	ELECTRIFY SWITCHES	6,122	4,898	1,224
	NA	MISCELLANEOUS CLOSED PROJECTS	246,438	197,150	49,288
	10876	VITAL RELAY REPLACEMENT	31,774	25,419	6,355
		Total	\$311,807	\$249,446	\$62,361
		Total Remaining Available	<b>\$1,210,639</b>	<b>\$981,917</b>	<b>\$228,723</b>

(1) Amounts may change on some subject to final close out of projects.



**RESOLUTION**  
**NO. 2005-10**

401 B Street, Suite 800  
San Diego, CA 92101  
Phone (619) 699-1900 • Fax (619) 699-1905  
www.sandag.org

**RESOLUTION AUTHORIZING THE EXECUTION OF A FUND TRANSFER AGREEMENT  
WITH THE STATE OF CALIFORNIA FOR THE  
METROPOLITAN TRANSIT SYSTEM COMPREHENSIVE OPERATIONAL ANALYSIS**

WHEREAS, the Metropolitan Transit System (MTS) is planning to undertake a Comprehensive Operational Analysis (COA) to evaluate and restructure MTS services and operations as needed to more efficiently and effectively serve the MTS-area transit needs consistent with the San Diego Association of Governments (SANDAG) Regional Transit Vision and within the constraints of the current financial and operating environment; and

WHEREAS, SANDAG proposes to receive funding from the State of California to assist MTS in the completion of the COA; and

WHEREAS, the State of California has identified state and/or federal funds that it proposes to transfer to SANDAG for the MTS COA; and

WHEREAS, receipt of these funds will impose certain obligations upon SANDAG and may require SANDAG to identify local match funds;

NOW, THEREFORE, BE IT RESOLVED by the SANDAG Board of Directors that the Executive Director or his designee is authorized to execute and file certifications and assurances and other documents required by the State of California and the Federal Department of Transportation for award of the above-referenced financial assistance; and

BE IT FURTHER RESOLVED that the SANDAG Executive Director be authorized to execute all Fund Transfer Agreements, Program Supplements, and/or other funding instruments required, including any amendments thereto with the State of California.

PASSED AND ADOPTED this \_\_\_\_\_ day of \_\_\_\_\_, 2004.

\_\_\_\_\_  
CHAIRPERSON

ATTEST: \_\_\_\_\_  
SECRETARY

MEMBER AGENCIES: Cities of Carlsbad, Chula Vista, Coronado, Del Mar, El Cajon, Encinitas, Escondido, Imperial Beach, La Mesa, Lemon Grove, National City, Oceanside, Poway, San Diego, San Marcos, Santee, Solana Beach, Vista, and County of San Diego.  
ADVISORY MEMBERS: California Department of Transportation, Metropolitan Transit System, North San Diego County Transit Development Board, Imperial County, U.S. Department of Defense, San Diego Unified Port District, San Diego County Water Authority, and Baja California/Mexico.

# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **4**

## **Action Requested: INFORMATION/POSSIBLE ACTION**

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

### **Introduction**

Caltrans is continuing environmental studies and preliminary engineering on the I-5 North Coast HOV/Managed Lanes project. The project includes the construction of a 26-mile-long HOV/Managed Lanes facility in the median of I-5 from La Jolla Village Drive in the City of San Diego to Vandergrift Boulevard, north of the City of Oceanside on the Camp Pendleton Marine Corps Base. An update on this project was last provided to the Transportation Committee on January 16, 2004.

### **Project Need**

I-5 is a heavily congested corridor and a key lifeline for trade, commerce, and recreation between the metropolitan areas of Los Angeles, Orange County, San Diego, and Tijuana, Mexico. Lengthy periods of congestion occur on both weekdays and on weekends. Currently, the average daily traffic (ADT) on I-5 is 260,000 and is projected to reach 425,000 in 2030 just north of the I-5/I-805 merge. I-5 is a major freight and goods movement corridor with an average of over 10,000 daily trips on I-5 being made by truck. Only I-15 has a higher daily volume of trucks in the San Diego region.

### **Project Goals and Objectives**

The I-5 North Coast project goal is to maximize mobility for all modal choices including bicycle, buses, carpoolers, FasTrak customers, pedestrians, single-occupant vehicles, trucks, and vanpools. Maintaining free-flow conditions in the HOV/Managed Lanes is a key objective. Other objectives include maximizing the use of value-pricing techniques and other technology; minimizing impacts to aesthetic, historic, and environmental resources; and minimizing private property takes.

### **Project Features**

The HOV/Managed Lanes will be modeled after the existing HOV/Managed Lanes on I-15, but feature multiple access points to and from the general-purpose lanes. There will also be direct access ramps connecting local arterials directly to the HOV/Managed Lanes for buses, carpools, vanpools, and paying solo commuters (FasTrak customers). Locations being studied for the direct access ramps include Lusk Boulevard (at I-805) in the City of San Diego, Voigt Drive at the University of California, San Diego (UCSD), Manchester Boulevard in the City of Encinitas, Poinsettia Lane or Cannon Road in the City of Carlsbad, and Oceanside Boulevard in the City of Oceanside. Value-pricing technology would be used to "manage" the HOV/Managed Lanes facility. Additional

auxiliary lanes will be provided in heavy weave areas to optimize traffic operations. Direct HOV-to-HOV connectors will be provided at the I-5/I-805 merge. Freeway widening will necessitate the replacement of many of the existing bridges and the construction of numerous retaining walls along the corridor. Noise barriers meeting federal requirements will be provided along with corridor-wide replacement planting and other aesthetic treatments.

### **Other Corridor Projects**

The I-5 North Coast HOV/Managed Lanes project is one component of the overall strategy to improve mobility along the North Coast corridor. Recent projects include the Del Mar Heights Road northbound freeway auxiliary lane (open to traffic June 2004) and the I-5/I-805 Merge Widening project, currently under construction. Other planned projects in the corridor include: interchange modifications at Genesee Avenue, Sorrento Valley Road, Lomas Santa Fe Avenue, and Manchester Avenue; extending the existing northbound HOV lane to Manchester Avenue and providing a matching southbound HOV lane; constructing the missing freeway-to-freeway connectors at the I-5/State Route (SR) 56 and I-5/SR 78 interchanges; double tracking the coastal rail corridor; bus rapid transit (BRT) on the El Camino Real corridor; and various arterial street improvement projects.

### **Project Alternatives**

A number of project alternatives have been investigated to date and eliminated from further consideration. These alternatives include: extensive freeway widening outside of the existing right-of-way, double decking, arterial-only solutions, and transit-only solutions. These alternatives have been dismissed as being infeasible or not meeting the project goals and objectives.

The five alternatives being studied include the "No-Build," "8+4 with Buffer," "8+4 with Barrier," "10+4 with Buffer," and "10+4 with Barrier." The "No-Build" alternative would include operational improvements but leave the majority of I-5 in its current configuration as an eight-lane freeway. The "8+4" alternatives would provide eight general-purpose lanes and four HOV/Managed Lanes. The "10+4" alternatives would provide ten general-purpose lanes and four HOV/Managed Lanes. The "Buffer/Barrier" variation refers to the type of physical separation that would be provided between the general-purpose lanes and the HOV/Managed Lanes. The "Buffer" variation would provide a four-foot painted buffer separating the general-purpose lanes from the HOV/Managed Lanes. The "Barrier" variation would provide a safety-shape concrete barrier separating the general-purpose lanes from the HOV/Managed Lanes. These five alternatives are shown in Attachment 1.

### **Decision-Making Structure**

Ultimately, Caltrans will recommend a project alternative to the Federal Highway Administration (FHWA) for approval. Numerous governmental organizations and nongovernmental organizations will participate in the development of the project and will influence the final recommendation made by Caltrans. The Transportation Committee's role is to periodically review the status of the project, make project-related recommendations to Caltrans, and make project funding recommendations to the SANDAG Board of Directors.

## **Risk Assessment**

There are a number of risks that will potentially influence the scope, cost, and delivery of the I-5 North Coast project. Three of the higher risks include the ability to: (1) fund the project; (2) mitigate project environmental impacts; and (3) acquire new rights-of-way.

As of the writing of this report, it is not known for certain whether San Diego County voters extended the *TransNet* ½-cent sales tax program. The *TransNet Extension* would provide a significant portion (\$475 million in 2002 dollars) of the necessary funding for the I-5 North Coast project. Without the *TransNet Extension*, it would be uncertain if other funding sources would be available in time to meet the current project schedule.

The I-5 North Coast project is located in the sensitive coastal zone and will require freeway construction in six coastal lagoons. Successfully avoiding, minimizing, and mitigating environmental impacts and obtaining the necessary permits for construction will be an extremely challenging aspect of the project. Project impacts to coastal resources will be unavoidable. Wetland and upland habitat restoration and creation in the coastal zone will be necessary to meet state and federal mitigation requirements. The preferred strategy is to complete the habitat restoration and creation work before the I-5 HOV/Managed Lanes construction begins. This will better facilitate the acquisition of the required construction permits from the state and federal resource agencies and reduce project delay. The ability to complete mitigation requirements early will largely depend on the availability of project funding, including the success of the *TransNet Extension*.

Support for acquiring large amounts of new rights-of-way (i.e., acquiring public and privately owned property) for freeway widening is unknown at this time. There has been considerable opposition to the efforts to acquire even minimal new rights-of-way for other corridor projects like the I-5 Lomas Santa Fe Avenue interchange modification project. The ability or inability to acquire new rights-of-way will heavily influence the decision for alternative selection. Each alternative will have different rights-of-way requirements. The "No-Build" and "8+4 with Buffer" alternatives will have the least amount of new right-of-way required. The "10+4 with Barrier" alternative will have the greatest amount of new right-of-way required. The environmental impacts associated with the new rights-of-way requirement will also influence alternative selection and mitigation requirements.

## **Schedule**

Caltrans is currently developing numerous technical studies for this project. In an effort to expedite project delivery, SANDAG staff is assisting in this effort by conducting the value-pricing study, local traffic study, and the preliminary engineering for the direct access ramps at Lusk Boulevard and Voigt Drive. These studies will be used to develop the draft environmental document scheduled for release to the public for review and comment in August 2006. The final environmental document is scheduled for approval in April 2008. The final document milestone has slipped four months since the last report to the Transportation Committee on January 16, 2004. This is due to the addition of three new project alternatives ("8+4 with Buffer," "8+4 with Barrier," and "10+4 with Barrier") and the additional study these new alternatives will require. While the environmental document schedule has slipped, the project team still believes the original construction dates can be held with construction beginning in 2009 and completion in 2014. This construction schedule will require a concentrated effort on the engineering design and right-of-way acquisition phases of the project. In

addition, multiple and simultaneous construction contracts will be required. The current schedule for the project is shown below in Table 1.

**Table 1**  
**I-5 North Coast HOV/Managed Lanes**  
**Project Schedule**

Draft Environmental Document	Final Environmental Document	Begin Construction	Construction Complete
August 2006	April 2008	2009	2014

**Budget**

The Board of Directors has programmed \$12,837,000 for the environmental document and preliminary engineering for the I-5 North Coast project, of which \$11,031,937 has been spent to date. It is estimated that it will cost \$22 million to complete the environmental document and preliminary engineering for this project. The total project cost estimate is \$1.4 billion (2002 dollars). Additional engineering is being completed to develop a more detailed and precise project cost estimate. A revised project cost estimate is expected in February 2005.

JACK BODA  
Director of Mobility Management and Project Implementation

Attachment

Key Staff Contact: Richard Chavez, (619) 699-6989, rch@sandag.org

### I-5 North Coast Alternatives

No Build



"8 + 4"  
with buffer



"8 + 4"  
with barrier



"10 + 4"  
with buffer



"10 + 4"  
with barrier



# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **5**

**Action Requested: ACCEPT**

PROPOSED APPROACH FOR INTEGRATING THE  
IMPLEMENTATION OF THE REGIONAL COMPREHENSIVE PLAN  
AND THE UPDATE OF THE REGIONAL TRANSPORTATION PLAN

## **Introduction**

The Regional Comprehensive Plan (RCP) identifies several strategic initiatives that are critical to achieving key goals and policy objectives of the Plan related to land use and transportation. These core initiatives include:

- A smart growth incentive program
- An updated Regional Housing Needs Assessment
- Performance indicators and targets related to land use and transportation
- A smart growth concept map
- An updated regional growth forecast
- An updated Regional Transportation Plan (RTP) that contains:
  - An updated long-range regional transportation network plan
  - Updated short-range and mid-range plans
  - Supporting policies and transportation project evaluation criteria

The purpose of this report is to provide a summary of issues related to the implementation of these initiatives and to lay out an overall approach for implementing them, and ensuring effective coordination between the implementation of the RCP and the next update of the RTP. The Regional Planning Technical Working Group has discussed the proposed approach and its input has been integrated into this report. This report is scheduled to be reviewed by the Cities/County Transportation Advisory Committee (CTAC) on November 4, 2004, and by the Regional Planning Committee on November 5, 2004. Comments from CTAC and the Regional Planning Committee will be presented to the Transportation Committee at its November 12, 2004, meeting.

## **Recommendation**

The Transportation Committee is requested to accept the proposed approach for integrating the RCP and RTP activities outlined in this report. This report also will be presented to the SANDAG Board of Directors on November 19, 2004.

## **Discussion**

The RCP establishes a policy framework to better connect land use and transportation plans within our region. The following section provides an overview of the core RCP land use and transportation-related initiatives, their interrelationships, and issues to be resolved. Attachment 1 provides a draft flow chart and timeline for these efforts. The flow chart and timeline will be refined based on comments from the SANDAG Board of Directors, Policy Advisory Committees, and further staff work.

### ***Smart Growth Incentive Program***

Successful implementation of the RCP will require incentives for smart growth development. Policies included in the RCP and in the current RTP, MOBILITY 2030, call for the development and implementation of a smart growth incentive program at the regional level. Combined with other federal, state, and local incentives, a regional program would encourage local jurisdictions to plan for and implement smart growth land uses in areas that help support regional transportation investments envisioned in the RTP.

MOBILITY 2030 calls for an initial five-year, \$25 million pilot smart growth incentive program. The approach for developing this initial pilot program is described more fully in Agenda Item #7. The use of approximately \$17 million of Transportation Enhancement Activities (TEA) funds available during FY 2005–FY 2009 to fund the Pilot Smart Growth Incentive Program is proposed. Under the expected schedule, a call for projects for the full \$17 million would be completed by the end of FY 2005. (Identifying a specific funding source for the remaining \$8 million would occur after the adoption of a new federal transportation reauthorization act.)

The pilot program would be a precursor to the anticipated longer-term \$280 million funding program proposed in the extension of the *TransNet* local transportation sales tax (Proposition A). Proposition A includes a 2 percent set-aside that would provide an average of \$7 million per year over the 40-year measure (2008-2048). Lessons learned from the pilot program would be used to develop the longer-term incentive program.

### ***Regional Housing Needs Assessment***

The RCP recognizes the importance of providing adequate housing to the region in the future, and identifies the Regional Housing Needs Assessment (RHNA) process as an opportunity to help meet this goal. In September 2004, the SANDAG Board of Directors accepted for distribution the draft RHNA for the years 2005–2010. The draft RHNA sets forth an overall estimate of housing units that should be produced within the region during this period, an allocation of those housing units to the 19 local jurisdictions, and a proposed distribution of housing units in each jurisdiction by income category.

The 2005–2010 RHNA is an important first step because, once adopted, it will be used by local jurisdictions as a basis for updating the housing elements of their general plans. These housing element updates are likely to lead to amendments to the land use elements of local general plans to provide additional housing capacity through means such as re-designating nonresidential lands to residential, increasing the densities of existing residential land, and/or modifying development regulations (e.g., density bonus ordinances, accessory unit ordinances, mixed-use development ordinances).

In updating their housing elements, local jurisdictions ideally should locate additional housing units in smart growth opportunity areas close to public transit and other infrastructure and services. These areas could be illustrated on the Smart Growth Concept Map discussed below. In particular, locating multifamily housing in these areas will help support regional transportation investments. Providing additional housing opportunities and product types in the San Diego region also would likely reduce projected levels of interregional commuting from adjacent regions, such as Riverside County and Baja California, Mexico.

### *Performance Indicators and Targets*

The RCP calls for annual monitoring of performance indicators that will allow us to measure our progress toward meeting our regional quality of life goals. Several specific performance indicators related to transportation and land use are identified in the RCP:

- Share of new housing units and jobs located in “smart growth opportunity areas”
- Share of new housing units located within County Water Authority water service boundary
- Annual weekday transit ridership
- Commute mode shares (single-occupancy vehicles, carpools, transit, walking, biking, etc.)
- Travel times and volumes for key auto corridors and transit corridors
- Miles of deficient roads on Congestion Management Program network
- Annual hours of delay per capita

The first step in implementing a performance monitoring program is preparing a Baseline Monitoring Report that provides information about existing performance levels for each of the annual indicators identified in the RCP (Chapter 8). Where possible, historical information for these indicators, along with comparisons with other regions, would be provided in order to help benchmark our region’s performance.

This baseline and historical information would lead to a second step—setting future performance “targets” for each indicator. These performance targets would quantify specific short-term and long-term objectives, and help measure the progress we are making toward achieving our RCP goals, and readjust our directions, if needed.

### *Smart Growth Concept Map*

The RCP recommends that smart growth development be planned in locations near existing and future transit stations along regional transit corridors identified in the adopted RTP, as well as other appropriate locations, such as rural community village cores that can provide a focal point for commercial and civic uses that serve surrounding rural areas. The RCP defines seven categories of smart growth “place types,” ranging from “metropolitan center” to “rural community.”

The RCP calls for preparation of a Smart Growth Concept Map to identify specific locations where smart growth development exists, is planned, or has the potential to exist in the future. Areas with potential will be designated as “smart growth opportunity areas.” SANDAG will work with city and county planning and public works staffs, stakeholders, and the Policy Advisory Committees to identify specific locations of smart growth place types throughout the region.

To better connect land use and transportation, local plans for smart growth should be coordinated with regional plans, such as the RTP. An initial step in developing the Smart Growth Concept Map

would be to illustrate existing and planned land uses around the regional transit networks in MOBILITY 2030 (both the Reasonably Expected Revenue and Unconstrained Revenue scenarios).

While the focus of the Smart Growth Concept Map will be on identifying and illustrating the location of existing, planned, and potential compact urban development near regional transit, the map also should include other land uses, such as the locations of key open space preserve areas that are planned for acquisition through the various habitat conservation plans. Incorporating preserve areas into the concept map will help identify areas of the region where urban development should not occur, as well as appropriate locations for the rural community smart growth place type.

The Smart Growth Concept Map would be used in the update of the regional growth forecast and the development of RTP land use alternatives described below. It is anticipated that the map would be updated regularly to reflect general plan amendments and updates in a timely manner. A more detailed report on the approach and schedule for preparing the Smart Growth Concept Map will be presented in December.

### ***Regional Growth Forecast Update***

The RCP calls for preparation of an updated regional growth and development forecast, which is based on transportation and land use priorities as reflected in local general plans. The updated growth forecast would incorporate the amendments to housing and land use elements resulting from the RHNA process, other major general plan updates from local jurisdictions (e.g., County of San Diego, City of San Diego, City of Chula Vista), and input from the Smart Growth Concept Map that are acceptable for inclusion by the local jurisdictions. Ideally, the updated forecast also should include the location of existing and planned land uses on tribal reservations.

The updated regional growth forecast would be prepared in conjunction with the 2007 or 2008 comprehensive update of the RTP (discussed below). It would include both an updated 2030 regionwide forecast and an updated 2030 cities/county forecast.

### ***Regional Transportation Plan Update***

As the primary vehicle for integrating land use and transportation consistent with the RCP, the next update of the RTP will be one of the most important strategic initiatives. The ultimate objective is to develop a comprehensive update to the RTP that incorporates the policies from the RCP and makes progress in achieving the plan's vision and goals. However, several factors (described below) complicate the development of the next RTP update, and affect the schedule for implementing the other core initiatives described in this report.

#### ***Federal RTP Requirements***

Under existing law, an RTP update is required every three years, and the next RTP update for this region would need to be adopted in early 2006 (3-year cycle). Pending federal legislation could extend that deadline to 2007 or 2008 (4- or 5-year cycle). The deadline for the RTP update establishes the critical path for the various initiatives described in this report.

Since the adoption of MOBILITY 2030 in March 2003, SANDAG's regional planning efforts have focused on the development of the San Diego region's first RCP (adopted in July 2004) and the

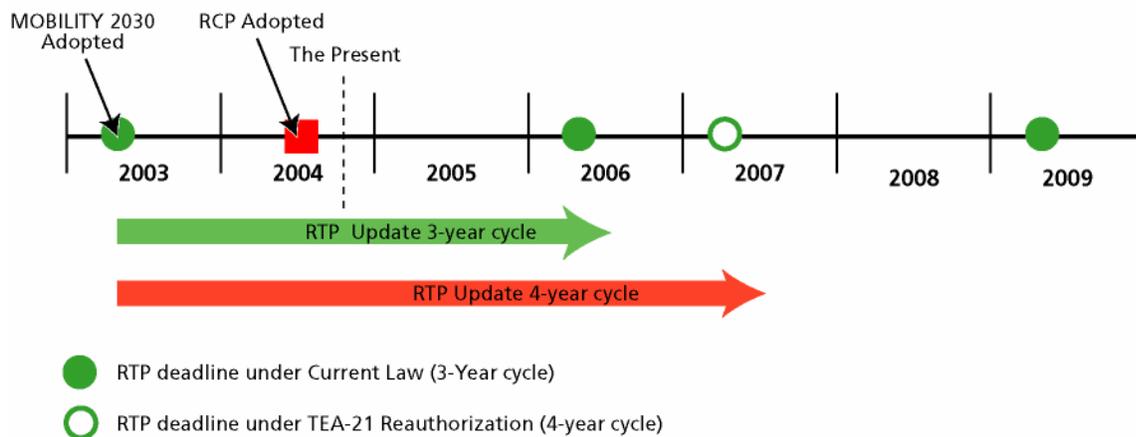
extension of the *TransNet* program. As specified in the current Overall Work Program and Budget, staff will begin preparing the next update of the RTP in early 2005, regardless of the due date.

If current federal law remains unchanged and SANDAG must adopt an RTP by early 2006, the tight schedule would not allow staff to incorporate many of the core initiatives described above. The 2006 update would be based on the currently adopted 2030 Regional Forecast, and would primarily incorporate updates to revenue forecasts and transportation project/program cost estimates. This approach affords the opportunity to satisfy existing law and adopt an RTP in 2006, while at the same time laying the groundwork for completion of a comprehensive update in 2007.

The more comprehensive RTP update would include input from the Smart Growth Concept Map, an updated regional growth forecast, and updated input from the various technical reports summarized below.

Figure 1 illustrates the major RTP deadlines under the current 3-year cycle and under the 4-year update cycle (which is the most likely of the current legislative proposals). The next update of the RCP would occur sometime after the first comprehensive RTP update in 2007.

**FIGURE 1  
CURRENT AND PENDING RTP UPDATE SCHEDULES**



#### *Elements of a Comprehensive RTP Update*

As identified in the RCP, the next comprehensive RTP update (under the 4- or 5-year cycle) should:

- Integrate the smart growth goals and policy objectives contained in the RCP, and incorporate local commitments for smart growth opportunity areas into the updated regional growth forecast
- Identify transportation improvement needs at intermodal connection points at key locations, such as transit centers, airports, rail stations, and major employment centers
- Address upcoming plans for new regional airport facilities

- Address multimodal access to other goods movement centers, such as intermodal rail yards, seaports, and ports of entry
- Address the relationship of intercity conventional rail and interregional high-speed rail service to RTP objectives

Other key issues that should be addressed in the comprehensive RTP update include:

- How well does the “Regional Transit Vision” contained in the adopted 2030 RTP meet the future needs of the region, taking into account the smart growth concepts contained in the RCP and the Smart Growth Concept Map?
- How well does the plan address existing and future freight movement within and through the region?
- What are the implications of existing and future development on tribal reservations on the regional transportation system?
- What are the implications of existing and future development in Mexico, as well as existing border crossing inspection programs, on our regional transportation system?
- What are the implications of existing and future development in Southwestern Riverside County and Imperial County on the regional transportation system?
- How does transportation affect energy demands and needs in our region, and what types of transportation strategies can reduce energy consumption and air pollution?
- How do public safety and homeland security issues affect transportation in our region?

In order to address these issues, a number of specific technical reports would be completed in conjunction with the overall preparation of the comprehensive RTP update. These reports would be reviewed by the various working groups (both technical and stakeholders), with recommendations brought to SANDAG’s Policy Advisory Committees.

The technical reports would be used in the development of transportation network alternatives for the RTP update. In addition, the technical reports could be used in the preparation of supporting policies, actions, and updated performance measures and targets to be included in the draft RTP.

Once a draft RTP has been prepared, an environmental impact report (EIR) also would be prepared to analyze the environmental impacts of the proposed plan, pursuant to the California Environmental Quality Act.

### *Integration of Key Elements*

The RCP provides an overall vision and a policy framework for better connecting transportation and land use plans. Coordinating the implementation of the core initiatives outlined above will result in an integrated regional transportation and land use “functional plan” comprised of the following elements:

- Updated Regional and “Cities/County” Growth Forecast
- Smart Growth Concept Map
- Regional Transportation Plan
- Performance Indicators and Targets
- Smart Growth Incentive Program

Once these work elements are completed, a summary document should be prepared which includes key provisions of each of the elements, and that describes their interrelationships.

### **Next Steps**

This report will be presented to the SANDAG Board of Directors on November 19, 2004. Following approval of the proposed approach for integrating the implementation of RCP and RTP update, staff will prepare work programs for each of the core initiatives described in this report and will begin implementing these work programs.

### ***Public Participation***

Effective public participation is a critical component to the success of the implementation of the RCP and the RTP update. As discussed more fully in Agenda Item #5, the creation of a Regional Planning Stakeholders Working Group is proposed to assist in the specific RCP implementation and RTP preparation activities.

In addition to the new Stakeholders Working Group, the integrated RCP/RTP public participation program would include activities such as subregional workshops, open houses, public meetings, survey research, websites, and other public involvement methods.

### ***Subregional Teams***

SANDAG would organize “subregional staff teams” to collaborate with local jurisdictions on many of the core initiatives described in this report. Staff from SANDAG and local jurisdictions would work together to develop the Smart Growth Concept Map, update the regional growth forecast, and review and update transportation networks for the RTP update. Four subregional teams would be organized focused on the following geographic areas: North County (Coastal and Inland), South County, Central, and East County.

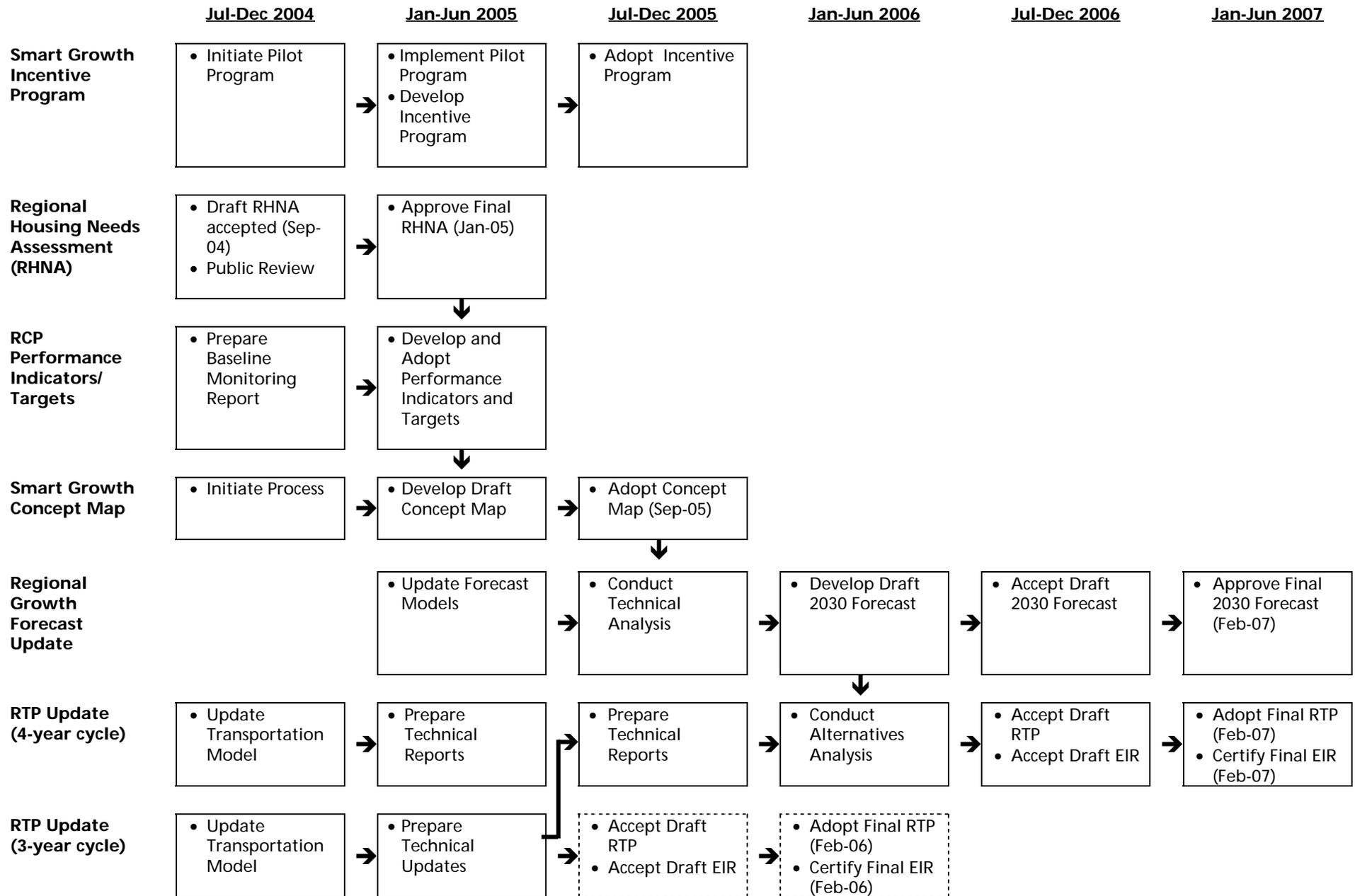
BOB LEITER

Director, Department of Land Use and Transportation Planning

Attachment

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**RCP/RTP Integration - Draft Flow Chart and Timeline**



# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **6**

**Action Requested: RECOMMEND**

## CREATION OF A NEW REGIONAL PLANNING STAKEHOLDERS WORKING GROUP

### **Introduction**

The Regional Comprehensive Plan (RCP) identifies a number of land use and transportation-related strategic initiatives that are critical to achieving the plan's goals and policy objectives. Agenda Item No. 5 describes these key RCP initiatives and summarizes the proposed approach for integrating them with the upcoming Regional Transportation Plan (RTP) update.

To provide a direct mechanism for stakeholder involvement in RCP implementation and the RTP update, staff recommends that SANDAG establish a new Regional Planning Stakeholders Working Group. This report describes the proposed working group's roles and responsibilities, and the general process for selecting and appointing members. The Regional Planning Committee considered the same recommendations at its November 5, 2004, meeting. The RPC's discussion and actions will be reported at the November 12, 2004, meeting. Both the Regional Planning and Transportation Committees are requested to recommend approval of the creation of the new working group to the SANDAG Board of Directors.

### **Recommendation**

The Transportation Committee is asked to recommend to the SANDAG Board of Directors the creation of a new Regional Planning Stakeholders Working Group to provide interested citizens with a direct mechanism for early and continuous involvement in RCP implementation and the RTP update. The working group would begin meeting in early 2005 and would conclude its work with the adoption of the next comprehensive update of the RTP, which is anticipated in early 2007.

In addition, the Transportation Committee should appoint two of its members to serve on the proposed selection team. (The Regional Planning Committee also was asked to appoint two of its members to serve on the selection team.)

### **Discussion**

Consistent with our adopted policies, SANDAG promotes active public participation in the development and implementation of our regional plans and programs. Typical public participation tools used include open houses, community workshops, Web sites, and public meetings. SANDAG also has routinely used working groups as one of the components of an effective public participation program.

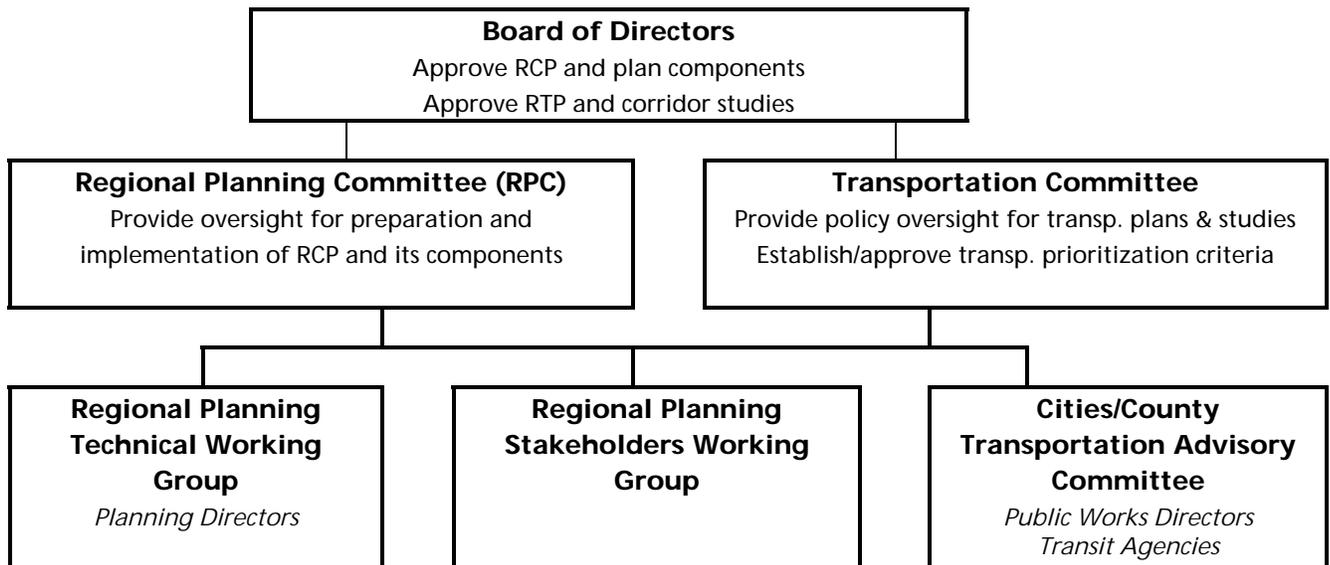
In December 2002, the Regional Planning Committee appointed a working group to directly involve regional stakeholders interested in contributing to the preparation of the RCP; that group completed its work with the adoption of the RCP in July 2004. In 2001, SANDAG appointed a 2030 RTP Working Group to assist in the development of MOBILITY 2030; that group began meeting in late 2001 and concluded its work with the adoption of the MOBILITY 2030 in March 2003.

***Relationship among SANDAG Board, Policy Advisory Committees, and Working Groups***

According to adopted SANDAG policies, the Board of Directors has the responsibility for approving the RCP and its components and for approving the RTP and its related corridor and system studies. The SANDAG Board has delegated certain responsibilities to its Policy Advisory Committees (PACs). Among other responsibilities, the Regional Planning Committee provides oversight for the preparation and implementation of the RCP and its components, and the Transportation Committee provides policy oversight for transportation plans such as the RTP.

SANDAG also has a variety of working groups that act in an advisory role to the PACs. The Regional Planning Technical Working Group (RPTWG), made up of the region’s planning directors, advises the Regional Planning Committee on land use planning issues. The Cities/County Transportation Advisory Committee (CTAC), which includes the region’s public works directors and transit agencies, advises the Transportation Committee on transportation-related issues.

The proposed Regional Planning Stakeholders Working Group (SWG) would act in an advisory capacity to both the Regional Planning and Transportation Committees on the specific RCP implementation and RTP preparation activities described below. The following figure illustrates the relationships among the Board, Committees, and working groups, and their primary responsibilities regarding the RCP and RTP.



### *Regional Planning Stakeholders Working Group Role*

The role of the proposed SWG would be to review and provide input into key RCP implementation and RTP update activities. These include the development of a smart growth concept map, a smart growth incentive program, land use and transportation performance indicators and targets, and the RTP update. (See Attachment 1 for a more detailed description.) The SWG would provide comments and feedback to the Regional Planning Committee and Transportation Committee.

The SWG also would assist with associated RCP/RTP public outreach, and help inform and encourage active public participation by outside groups. The previous stakeholders working group created for the RCP preparation reviewed various components of the RCP with other groups with which they were affiliated. In some cases this review generated new ideas that were incorporated into the RCP, making the document stronger, more comprehensive, and reflective of various ideas and points of view. The result was a plan that was supported and endorsed by many organizations and agencies in the San Diego region.

To help develop specific work products for the integrated RCP/RTP work plan, we also may form smaller ad hoc working groups that draw from the stakeholders and the technical working groups (RPTWG and CTAC). A good example may be the development of updated transportation evaluation criteria, which would include both transportation and land use objectives.

### *Relationship of Regional Planning Stakeholder Working Group to other SANDAG Working Groups*

In general, the SWG's focus would be on regionwide planning activities. It would not focus on specific subregionally based planning efforts or on individual transit project development activities. Other separate working groups would continue to advise either the Regional Planning or Transportation Committees on these more specific planning and project development activities.

However, SANDAG has several existing single-purpose working groups and task forces whose interests and responsibilities may overlap the proposed stakeholders working group. Two examples of these are the Walkable Communities Advisory Committee and the Regional Housing Task Force. With the creation of the SWG, staff will identify opportunities to eliminate or consolidate duplicative working groups and task forces.

### *Process for Selecting the Regional Planning Stakeholders Working Group*

The following section sets forth a proposed process for selecting the SWG. The same basic process was used to establish the stakeholders working group for the development of the RCP, which was viewed as successful:

*Membership* – Staff recommends selecting 22 to 25 SWG members. The working group should have balanced representation from the various subregions (i.e., North County Coastal, North County Inland, East County, South County, and the City and County of San Diego). The working group also should be balanced among urban design/development, housing, transportation, environmental, social equity, and infrastructure interest groups, consistent with the major elements of the RCP.

### *Selection Process*

- *Recruitment.* Staff recommends that membership applications and credentials be solicited from groups who have shown an interest in the RCP, the RTP, and other related projects; groups identified by the Regional Planning and Transportation Committees; and from the general public through advertisements in community newspapers, postings at local jurisdictions, and Internet postings.
- *Applications.* An application form will be developed whereby interested parties can provide information on their qualifications.
- *Selection Criteria.* Criteria should include balancing the group by geography and interests, maximizing the number of groups the member is associated with, skills and abilities, experience with regional planning issues, and a demonstrated commitment to serve.
- *Selection Committee.* The Regional Planning and the Transportation Committees would appoint two of its members to review applications. In addition, two members each from RPTWG, CTAC, and SANDAG staff would review applications. The Regional Planning and Transportation Committees would be asked to recommend the SWG slate to the SANDAG Board of Directors.
- *Reappointment Process.* Establishing a process for reappointments will help ensure active membership at all times. If a SWG member misses three meetings, he/she would be replaced. The Regional Planning and Transportation Committees would recommend that the SANDAG Board appoint a new member in the category in need of representation from the original candidate list.
- *Termination of Working Group.* The group would complete its work with the adoption of the comprehensive RTP update (anticipated in early 2007).

*Chair* – The Chair of the Regional Planning Stakeholders Working Group should be an elected official appointed by the SANDAG Board of Directors.

BOB LEITER  
Director, Land Use and Transportation Planning Department

Attachment

Key Staff Contact: Janet Fairbanks, (619) 699-6970; [jfa@sandag.org](mailto:jfa@sandag.org)

## **PROPOSED RCP/RTP ACTIVITIES FOR THE REGIONAL PLANNING STAKEHOLDERS WORKING GROUP (SWG)**

### **Smart Growth Incentive Program**

Successful implementation of the RCP will require incentives for smart growth development. The adopted RTP, MOBILITY 2030, and the RCP call for the development and implementation of a smart growth incentive program, as funding becomes available. The SWG would provide input into program development activities, such as the specific types of projects that are eligible, the project selection criteria, and program requirements.

### **RCP Performance Monitoring and Targets**

The RCP calls for the annual monitoring of performance indicators to measure progress meeting regional quality of life goals. The first step is to prepare a baseline report that provides information regarding existing performance levels for each of the annual indicators identified in the RCP. The baseline report would lead to a discussion regarding setting future targets for each performance indicator. The SWG would provide input regarding these targets, which quantify short-term and long-term objectives.

### **Smart Growth Concept Map**

The RCP calls for preparation of a “smart growth concept map” that illustrates locations where smart growth development exists, is planned, or could occur. Developing the map would include evaluating and identifying potential locations for smart growth place types throughout the region, and connections to existing and future regional and corridor transit services and stations. The SWG would provide input into potential locations and types of smart growth opportunity areas.

### **RTP Update**

The SWG would review and provide input into RTP activities, including:

- ***Vision, Goals, and Objectives.*** The vision, goals, and policy objectives of the RTP should be revisited to be consistent with the overall vision and goal of the RCP.
- ***Transportation Project Evaluation Criteria.*** The SWG can provide input as the project evaluation criteria are revised to reflect a transportation project’s relationship to smart growth development. This is a major effort over the course of the next year as we research new criteria to emphasize the land use-transportation connection.
- ***Preferred Alternative.*** The SWG can provide input into the preferred alternative for the RTP, including measures of performance that should be considered. While various transportation-related performance measures are typically used in evaluating alternatives, the SWG can provide input into other potential factors.

# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **7**

**Action Requested: APPROVE**

## PILOT SMART GROWTH INCENTIVE PROGRAM

### **Introduction**

One of the basic principles in the Regional Comprehensive Plan (RCP) is that coordinated regional planning for smart growth development should be encouraged through the use of incentives. The Regional Transportation Plan (RTP), MOBILITY 2030 also called for the development and implementation of a smart growth incentive program at the regional level. Combined with other federal, state, and local incentives, a regional program would encourage local jurisdictions to plan for and implement smart growth land uses in areas that help support the regional transportation investments envisioned in the RTP.

MOBILITY 2030 calls for the development of an initial five-year, \$25 million pilot smart growth incentive program. The use of approximately \$17 million of Transportation Enhancement (TE) funds is proposed to fund the Pilot Smart Growth Incentive Program. Ultimately, a longer-term smart growth incentive program would be funded through the extension of the *TransNet* program (Proposition A). This report outlines the proposed approach and schedule for implementing the initial pilot program.

### **Recommendation**

The Transportation Committee is asked to review and approve the proposed approach for the Pilot Smart Growth Incentive Program. The Regional Planning Committee is scheduled to discuss this item at its November 5, 2004, meeting.

### **Discussion**

The five-year, \$25 million pilot smart growth incentive program called for in MOBILITY 2030 was intended to “foster the integration of smart growth land uses and transportation facilities in our communities.” Implementing smart growth land use is one of the four key components of MOBILITY 2030; the other three components are continued development of our transportation system, better system management, and strategies to reduce demand on the transportation system. “Smart growth” refers to a more compact, efficient, and environmentally sensitive pattern of development that focuses future growth away from rural areas, and better connects housing with jobs, services, and transportation facilities.

Under the pilot program, grant funds would be made available to local jurisdictions for projects that help integrate transportation and land use, such as transit-oriented developments and other

smart growth projects that make areas more conducive to mixed land uses, walking, and biking. Broad principles for developing smart growth incentives were included in the RCP (see Attachment 1). One of those principles is that implementing ready-to-go demonstration projects should be the focus of the pilot program.

The pilot program would be a precursor to the anticipated longer term \$280 million funding program proposed in the extension of the *TransNet* local transportation sales tax, known as Proposition A (discussed below). Lessons learned from the pilot program would be used to develop this longer term incentive program.

### ***Proposed Funding Source***

Staff proposes to use the Transportation Enhancement (TE) program as a funding source for the initial \$25 million pilot program. The California Transportation Commission (CTC) has produced an estimate of federal TE funds available to regional agencies. Approximately \$17 million<sup>1</sup> is available to the San Diego region for the period covering FY 2005 to FY 2009. Identifying a specific funding source for the remaining \$8 million would occur after the adoption of a new federal transportation reauthorization act.

### **Prior Uses of TE Funds**

The TE program was initiated by the federal government in 1991 under the ISTEA Program to support enhancements to the transportation system that were not normally funded under traditional funding programs. There are a variety of eligible uses for TE funds, but in the last funding cycle in the region, SANDAG focused the use of these funds on four project types that supported key regional priorities:

- Projects supporting transit-oriented development
- Regional corridor and feeder bikeways
- Scenic viewshed or wildlife corridor acquisitions
- Corridor or gateway enhancements

Attachment 2 summarizes the projects funded in the four previous cycles of the TE program (FY 1993 to FY 2004), as well as the eligible uses of TE funds. Several of these projects are examples of the kinds of projects that could be funded under a smart growth incentive program. For example, the San Diego Mid-City Gateway Project, the East Village Transit Station improvements, and the San Ysidro station improvements all enhanced the pedestrian environment in the immediate vicinity of existing or future transit station areas. The La Mesa El Cajon Boulevard enhancements resulted in an improved streetscape that, along with La Mesa's Mixed-Use Strategic Implementation Plan, has generated private sector interest in redevelopment projects within the corridor.

### **Adapting the TE Program to A Smart Growth Incentive Program**

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<sup>1</sup> The use of TE funds requires an 11.88 percent local match from project applicants. With this match, the TE program could fund a total of \$19.3 million in projects.

Staff proposes to adapt the existing structure of SANDAG’s TE program to function as a Pilot Smart Growth Incentive Program. Key recommendations are as follows:

- The \$17 million in TE funding should be allocated in a single call for projects.
- The pilot program should focus on implementing “ready-to-go” demonstration projects that improve access to transit in areas with high activity levels and on transportation-related improvements that encourage the smart growth development envisioned in the RCP.
- The existing TE program should be tailored to meet the needs of the pilot program. To assist SANDAG staff in program development activities, such as project selection criteria and program requirements, an ad hoc working group made up of members of the Regional Planning Technical Working Group (RPTWG) and Cities/County Transportation Advisory Committee (CTAC) should be created. The ad hoc working group recommendations would be brought to the full RPTWG and CTAC for their consideration.

The RPTWG discussed this item at its October 14, 2004, meeting. RPTWG members suggested that funds be made available in a single funding cycle. They also suggested that SANDAG consider funding planning studies with future cycles. (Planning studies are not an eligible use of TE program funds but could be eligible under other potential funding programs.) RPTWG members also suggested that SANDAG staff provide feedback to local jurisdictions who do not receive funding so that these jurisdictions could improve their projects for future funding cycles.

This item is scheduled to be discussed by the Cities/County Transportation Advisory Committee (CTAC) on November 4, 2004. Comments from CTAC and the Regional Planning Committee will be presented to the Transportation Committee at its November 12, 2004, meeting.

**Proposed Schedule and Next Steps**

The proposed schedule and next steps for developing the Pilot Smart Growth Incentive Program are as follows:

October/November 2004	RPTWG and CTAC review proposed concept for the pilot program.
November 2004	The Regional Planning and Transportation Committees review and discuss the proposed concept for the pilot program.
December 2004	RPTWG and CTAC review criteria for the pilot program and make recommendations to the Regional Planning and Transportation Committees.
January 2005	Regional Planning Committee and Transportation Committee approve pilot program criteria.
February 2005	SANDAG issues call for projects.

March 2005	Projects applications submitted by local agencies to SANDAG. Proposed projects are evaluated and ranked, and RPTWG and CTAC make recommendations on rankings to Regional Planning and Transportation Committees.
April 2005	Regional Planning and Transportation Committees recommend approval of pilot projects to SANDAG Board. SANDAG Board approves pilot projects.
May 2005 – July 2005	Caltrans review of projects, and CTC approval. Pilot projects are added to the Regional Transportation Improvement Program (RTIP).

### Longer Term Smart Growth Incentive Program

SANDAG envisions that a longer term Smart Growth Incentive Program would be funded through the extension of the *TransNet* program (Proposition A). Proposition A includes a 2 percent set-aside that would provide an average of \$7 million per year over the 40-year measure (2008-2048). “Lessons learned” from the pilot program would be used to develop the longer term program.

The longer term program would provide incentives to facilitate planning and development activities to foster a variety of smart growth “place types,” ranging from the “metropolitan center” to “rural communities.” As described in Agenda Item No. 5, the Smart Growth Concept Map would identify specific existing and planned smart growth areas eligible for incentives, as well as “opportunity areas” where there is potential for smart growth to exist. The longer term incentive program could fund capital improvements in existing and planned areas as well as, perhaps, studies in “opportunity areas” to foster smart growth planning activities.

BOB LEITER

Director of Land Use and Transportation Planning

Attachments

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## PRINCIPLES FOR DEVELOPING CRITERIA FOR SMART GROWTH INCENTIVES

The Regional Comprehensive Plan (RCP) established four principles to guide the development of criteria for smart growth incentives in the San Diego region. Item 2 in the list below pertains directly to the Smart Growth Incentive Program. The pilot program would support development of the demonstration projects called for in the principles.

1. **Regional Funding for Transportation Investments that Support Smart Growth.** In its development of the Regional Transportation Plan (RTP) and programming of transportation projects, SANDAG should ensure that its decisions regarding key regional transportation corridor investments give a higher priority to the implementation of smart growth by local jurisdictions in "smart growth opportunity areas," with a particular focus on opportunities for housing affordable to all income levels. Additionally, SANDAG should ensure that the design and implementation of its regional transportation facilities supports smart growth development by local jurisdictions.
2. **Regional Funding for Smart Growth Infrastructure and Planning.**
  - a. **Infrastructure Improvements.** SANDAG should provide direct financial incentives to local communities for needed infrastructure improvements in smart growth opportunity areas. Improvements funded under such a program might include transit access improvements, community parking, bicycle and pedestrian circulation improvements, traffic calming, streetscape improvements, transit-related roadway improvements, and others. The program should use a variety of available funding sources.
    - **Demonstration Projects.** SANDAG should initially focus on public infrastructure improvements for "ready-to-go" projects that will demonstrate smart growth principles and serve as a catalyst for additional smart growth development in key locations.
  - b. **Planning.** SANDAG should provide technical assistance and/or planning grants to local jurisdictions to implement regional smart growth goals and policy objectives through local plans and regulations. Assistance could support preparation of general plan amendments, community plans, specific plans, and development regulations that facilitate smart growth development.
3. **Local Incentives for Smart Growth.** Local jurisdictions should provide incentives for appropriate development in smart growth opportunity areas, such as priorities for infrastructure improvements, fee reductions, priority processing of development plans, and others. SANDAG should give priority in its funding decisions to jurisdictions that are providing local smart growth incentives.
4. **Funding for Other Smart Growth Activities.** SANDAG should work with other agencies (e.g., California Department of Housing and Community Development (HCD), U.S. Environmental Protection Agency (EPA), U.S. Fish and Wildlife Service, and private foundations) to coordinate the development of programs that provide incentives for other types of smart growth activities, such as affordable housing production, habitat protection, and the like.

**TRANSPORTATION ENHANCEMENT ACTIVITIES PROJECTS  
FOR THE SAN DIEGO REGION (CYCLES 1 THROUGH 4)**

<b>Agency</b>	<b>Project</b>	<b>Grant</b>
<b>Cycle 1</b>		
National City	Railroad Depot Purchase/Renovation	\$1,232,000
Metropolitan Transit Development Board (MTDB)	Old Town LRT Landscaping	\$528,000
City of San Diego/Centre City Development Corporation (CCDC)	King Promenade Bike Path Landscaping	\$2,000,000
Carlsbad	Jefferson Street Bike Lanes	\$163,000
Chula Vista	Sweetwater Bike/Jogging Trail	\$154,000
San Dieguito River Valley JPA	Lake Hodges Bike & Hiking Path	\$715,000
<b>Cycle 2</b>		
Caltrans	Bayshore Bikeway (Sweetwater River Crossing)	\$875,000
San Marcos	Inland Rail Trail	\$800,000
City of San Diego/CCDC	Santa Fe Depot Forecourt Improvements	\$3,200,000
Vista	Route 78 Corridor Enhancements	\$1,013,000
Coronado/Imperial Beach/City of San Diego	Route 75 Beautification	\$852,000
California State Parks	Old Town San Diego Entry Redevelopment	\$308,000
MTDB	South Line LRT Landscaping	\$666,000
San Dieguito River Valley JPA	Rutherford Ranch/San Felipe Viewshed	\$500,000
Santee	Santee Trolley Station/Civic Square Project	\$427,000
<b>Cycle 3</b>		
Carlsbad/Oceanside/ Solana Beach/ Encinitas	Coastal Rail Trail Project Development	\$600,000
California State Parks	Sentenac Canyon Purchase	\$880,000
Lemon Grove	Trolley Corridor Enhancement	\$346,000
City of San Diego	Mission Beach Board Walk	\$80,000
City of San Diego	El Cajon Boulevard Enhancement	\$565,000
State Fish & Game	Sycuan Peak Viewshed Acquisition	\$500,000
<b>Cycle 4</b>		
Carlsbad/Oceanside/ Solana Beach/Encinitas	Coastal Rail Trail Construction	\$4,513,500
City of San Diego	Mission Beach Board Walk	\$1,186,306
City of San Diego	Mid-City Gateway Project	\$4,254,874
Coronado/Imperial Beach	Silver Strand Enhancements	\$1,378,561
MTDB	San Ysidro Intermodal Transportation Center	\$1,895,000
Encinitas/Escondido	Biological Cove & Habitat Acquisition	\$1,880,000
County of San Diego	Escondido Creek Acquisition	\$2,000,000
MTDB	East Village Intermodal Transit Station	\$4,584,000
La Mesa	El Cajon Boulevard Enhancement	\$1,565,000
<b>Total</b>		<b>\$39,661,241</b>

Federal law identifies a variety of eligible uses of TE funds, including:

1. provisions of facilities for pedestrian and bicycles;
2. provision of safety and educational activities for pedestrians and bicyclists;
3. acquisition of scenic easements and scenic or historic sites;
4. scenic or historic highway programs;
5. landscaping and other scenic beautification;
6. historic preservation;
7. rehabilitation and operation of historic transportation buildings, structures or facilities;
8. preservation of abandoned railway corridors;
9. control and removal of outdoor advertising;
10. archaeological planning and research;
11. environmental mitigation to address water pollution due to highway runoff or reduce vehicle-caused wildlife mortality while maintaining habitat connectivity; and
12. establishment of transportation museums.

# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **8**

## **Action Requested: INFORMATION/POSSIBLE ACTION**

### FREEWAY SHOULDER LANES DEMONSTRATION PROJECT

#### **Introduction**

As part of MOBILITY 2030, managed lanes facilities are envisioned to provide priority access for many of our planned Bus Rapid Transit (BRT) services. Since these facilities are major capital projects that will be built over a number of years, an interim solution is needed to provide access for existing express bus services and those BRT services that will be implemented over the short term. We have been pursuing a proposal with Caltrans to use freeway shoulder lanes for transit vehicles as a low-cost, interim strategy for providing transit priority on congested freeway corridors. This report will highlight lessons learned from the transit freeway shoulder lane program in Minneapolis, Minnesota, and discuss our plans for a demonstration project in San Diego.

#### **Recommendation**

The Transportation Committee is asked to receive this report for information and provide input as desired.

#### **Discussion**

##### *Overview*

The Regional Transit Vision (RTV) calls for a network of fast and convenient transit services that connect our homes to the region's major employment centers and destinations. MOBILITY 2030 takes the first step in implementing the RTV by putting into service 17 Bus Rapid Transit (BRT) routes. The aim with these services is to create a rail-like customer experience in terms of service quality, travel speed and reliability, and customer amenities.

Probably the biggest challenge we face with BRT services is creating the kind of transit priority measures that will allow BRT routes to bypass traffic congestion along our arterial streets and freeways. To address this need on the freeway side, a key element of MOBILITY 2030 is creation of Managed Lanes facilities along many of the region's freeways where BRT services are proposed. These multimodal facilities will use a "freeway-within-a-freeway" design that gives priority treatment to BRT as well as carpools and vanpools while allowing access by a limited number of solo autos via the FasTrak value-pricing program. Transit stations located adjacent to the freeway corridor connected by direct access ramps will allow BRT services to operate at travel speeds competitive with the automobile and allow a high level of trip reliability not possible in the congested main lanes.

The Managed Lanes facilities are major capital projects and will require a long implementation lead time. Given that we have a number of existing freeway express bus routes that are negatively impacted by congestion, and the fact that several of our Transit First BRT services are proposed to be in operation prior to completion of the Managed Lanes system, there is a need for an interim transit priority measure solution along our freeways. The use of freeway shoulder lanes by transit vehicles during periods of congestion in the main lanes may be a promising interim solution. Minneapolis has an extensive system of transit shoulder lanes in operation. The following section discusses the Minneapolis experience and lessons learned on how it could be implemented in our region.

### *Minneapolis Transit Shoulder Lanes*

*History:* The use of shoulder lanes for transit evolved out of an emergency situation when a “Mother’s Day” flood in 1992 closed one of the major freeway bridges leading into downtown Minneapolis. The governor formed a team of Minnesota Department of Transportation (MinDOT) and Metro Transit officials to devise a plan to increase capacity on parallel bridges. A concept to have transit vehicles use shoulder lanes was born on a Thursday and by early the next week the shoulder lanes were re-stripped and limited signage was in place for transit to begin operations.

This first test of buses in the shoulder lanes went so smoothly that they began testing operations on other congested freeway segments. “Team Transit” was formed as a permanent group for interagency coordination, consisting of: Metro Transit and suburban bus operators, MinDOT, Minnesota State Patrol, and the Metro Council of Governments. They established a key contact person at MinDOT who serves as an advocate for the shoulder lane policy within the agency. The Team Transit group has continued to this day to periodically review existing operations and plan additional shoulder lane projects. The result is that the use of shoulder lanes by transit has expanded steadily over the last 12 years to the point today where 14 transit routes and 400 buses use over 200 miles of freeway shoulder lanes on a daily basis (including four interstates). A construction figure of \$100,000 per mile was quoted as the general overall cost to upgrade shoulder lanes, including rebuilding drainage grates and enhancing the pavement.

*Operations and Safety:* From the standpoints of traffic safety, benefits to transit operations, and public relations, the use of freeway shoulder lanes has been a success. Highlights from the Minneapolis experience are provided below:

- Bus drivers use the shoulders only when main lane travel speeds drop below 35 mph. Buses travel no more than 15 mph faster than mainline traffic speed, up to a maximum of 35 mph. If traffic is moving 35 mph or faster, buses must operate in the regular traffic lanes. Transit drivers yield to automobiles entering and exiting the freeway at interchanges. Transit drivers are not required to use shoulders but instead use their professional discretion on roadway conditions and personal comfort level. The policy was developed by Team Transit.
- If a disabled vehicle is blocking the shoulder lane, or the highway patrol has pulled a vehicle over in the shoulder lane, the transit vehicle merges into the main lanes to bypass the obstruction. Because the speeds are low for autos in the main lanes and the bus in the shoulder lanes, the merge is a relatively easy maneuver for the transit vehicle.

- Since 1992, there have been only 20 accidents with buses on the shoulders, mainly sideswipes and bent side mirror incidents. There have been only three minor injuries reported. Metro Transit occasionally does field checks to monitor whether drivers are exceeding the speed limit or operating in areas not a part of the shoulder lane system. Violations of the operating procedures are a rare occurrence. The Minnesota Highway Patrol can stop and ticket a bus operator, but this has not yet happened.
- Auto drivers in the main lanes have fully accepted buses operating in the shoulder lanes. Initially, there were some copycat drivers who followed the buses in the shoulder lanes, but education and enforcement has generally eliminated this problem.
- The freeway signage is fairly minimal. There are signs on freeway on-ramps to alert drivers to watch for buses on the shoulders, and the occasional sign between interchanges that designate the shoulders for use by buses.
- As to the impact the use of shoulder lanes has had on ridership, there is a general sense that it has had a positive impact. At the same time, it is hard to measure the effect since new service and park-and-ride lots have been implemented over the same period.
- While Metro Transit has not formally evaluated the impact the shoulder lanes have had on operating costs, the key benefit cited is increased trip reliability, a benefit both to the customer in getting to work on time and the operator in meeting transfer connections.
- Passenger reaction has been very positive, with 95 percent of riders surveyed indicating they felt they were saving time (generally perceived time savings are higher than actual), and 65 percent reporting that they had recommended the service to others.

*Lessons Learned:* Lessons learned from this experience indicate the potential for the Minneapolis freeway shoulder lane concept to work in San Diego for the following reasons:

- Use of the shoulder lanes is limited to transit vehicles driven by professional operators.
- Use of the shoulder lanes is at the transit operator's discretion; there is no requirement that the operator use the shoulders if he/she feels that conditions are unsafe (e.g., inclement weather).
- Use of the shoulder lanes is limited to times when the main lanes are congested; the low speeds in the main lanes, coupled with speed limitations on transit vehicles, means that transit vehicles are able to adequately respond to potential transit vehicle/automobile conflicts.
- Positive response from both transit passengers in terms of time savings and trip reliability, and automobile drivers in terms of accepting buses in the shoulder lanes.
- Benefits to transit operations in terms of schedule adherence and reliability.

## *SR 52/I-805 Freeway Transit Lane Demonstration Project*

While transit vehicles have been using freeway shoulder lanes safely and successfully in Minnesota for 12 years, there is no analogous California experience. There has been agreement for some time now between Caltrans District 11 and SANDAG staffs on the potential benefits of freeway shoulder lane use to existing freeway express transit and future BRT services. Currently, however, the California Streets and Highways Code prohibits use of the shoulder lanes as a travel lane. Allowing even a limited number of transit vehicles in the shoulders during the peak period is apparently not allowed either. To address these restrictions, we can pursue a demonstration project in which the shoulder lanes are converted to transit-only lanes. Pull-out areas outside of the transit-only lanes would be created for enforcement activities and disabled vehicles.

The state Streets and Highways Code allows for creation of transit-only lanes provided engineering studies are conducted on the effect of such lanes on safety, congestion, and highway capacity. SANDAG, in conjunction with Caltrans, is set to begin these studies starting this month. The chosen demonstration site is the State Route 52/Interstate 805 (SR 52/I-805) corridor between Kearny Mesa and University City (see Attachment A). These freeway segments represent prime candidates for the demonstration project due to the presence of several positive characteristics including sufficient existing shoulder width, no existing or planned construction activities, and heavy peak-period congestion levels. Route 960, an existing express bus route running between the Euclid Avenue Trolley Station and the University Town Centre (UTC) shopping center, operates along the demonstration site and would utilize the freeway transit-only lanes.

The intent of the freeway transit lane demonstration project is to gain local operational experience with the conversion of the existing shoulder lanes to transit lanes during the peak periods. In turn, this operational experience will help define the physical elements required to successfully operate freeway transit-only lanes in other freeway corridors where existing express services and future BRT services will operate. The demonstration project will address five key objectives:

- Safety – is there any change in accident rates with buses using the transit-only lanes, and do Highway Patrol officers and Caltrans' maintenance crews experience safety-related problems?
- Bus Travel Time and Reliability – do buses experience a measurable and repeatable travel time savings and enhanced trip reliability (on-time performance)?
- Bus and Auto Driver and Bus Passenger Perception – do bus drivers feel safe using the transit-only lanes and are auto drivers comfortable with buses merging in and out of the transit-only lanes; also, do transit riders perceive improved travel time and trip reliability, and do they feel safe with the bus operating in the transit-only lane?
- Maintenance – is there any reduction in freeway levels of service from the transit-only lanes, and is there an increased level of maintenance required?
- What kinds of physical improvements to shoulder lanes would be required if this concept were to be implemented permanently?

The demonstration project work plan will develop a detailed service plan on how the transit-only lanes would operate, and develop interagency agreements regarding liability, maintenance, and enforcement. From there, design studies will be prepared detailing the improvements that would be needed to support the demonstration project. Based on our preliminary assessment, we feel only minor improvements will be needed for the demonstration involving re-striping, signage, and the creation of breakdown/enforcement pull-out areas.

Once these improvements are made, a yearlong demonstration period would test how the transit lanes operate. A monitoring program will assess the expected versus actual effects of the transit-only lane. A final report following the demonstration period will be used to determine whether to make the freeway transit lane permanent, and if and how the concept could be applied to other freeway corridors. Assuming the design studies deem the demonstration feasible, we would implement the physical improvements necessary and could begin operation of the demonstration in 12-15 months.

BOB LEITER  
Director of Land Use and Transportation Planning

Attachment

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Attachment A  
**Proposed Freeway  
Transit Lanes Demonstration Site  
SR 52/I-805**



- SR 52/I-805  
Shoulder Lane  
Project
- Route 960  
Alignment
- Existing  
Transit Center
- Proposed  
Transit Center

# TRANSPORTATION COMMITTEE

November 12, 2004

AGENDA ITEM NO.: **9**

## **Action Requested: INFORMATION/POSSIBLE ACTION**

### STATE AND FEDERAL TRANSPORTATION PROGRAM FUNDING UPDATE

#### **Introduction**

This report provides an update on transportation program funding issues, as requested by the Transportation Committee at its May 7, 2004, meeting. This report includes an update on actions by the federal government that impact funding for transportation programs as well as an update on the State Transportation Improvement Program (STIP), Grant Anticipation Revenue Vehicle (GARVEE) bonds, and the Traffic Congestion Relief Program (TCRP).

#### **Discussion**

There was both positive and discouraging news from Washington, D.C., over the past month. The federal government approved an "ethanol fix" but unfortunately failed to re-authorize the transportation bill before the November elections. The continued longer term uncertainty on federal revenues coupled with concerns on the state side regarding the viability of bonding against projected revenues from tribal gaming compacts has forced the California Transportation Commission (CTC) to continue the suspension of STIP and TCRP allocations. The uncertainty may also impact the timing and amount of the next round of GARVEE bonds.

#### ***Federal Actions***

The so-called "ethanol fix" was approved by the federal government in early October, which will allow approximately \$2.7 billion in taxes collected from the sale of ethanol-blended gasoline to flow to California. The bill changed the way that taxes collected from the sale of ethanol-blended gasoline were treated for purposes of the Highway Trust Fund. The change will end the tax discount on this fuel, bring tax collection on ethanol-blended gasoline to parity with regular gasoline, and require that the full 18.3 cents be credited to the Highway Trust Fund. Previously, the amount of tax collected had varied depending on the amount of ethanol in the fuel blend, and 2.5 cents of the federal tax that was collected was being transferred to the General Fund instead of the Highway Trust Fund. California had technically been under-contributing to the Highway Trust Fund revenues because of the sale of ethanol-blended gasoline for air quality conformity purposes. This under-contribution was resulting in the state getting fewer dollars in return from the Highway Trust Fund.

Approximately \$2.7 billion of federal funding is expected to flow to California during the FY 2004/05-2008/09 STIP cycle. However, California, as with all of the states, will not actually receive this benefit until FY 2006/07 because of the way the distributions are calculated under the Minimum Guarantee Program. The Minimum Guarantee program calculates distributions based on the most recent information on tax contributions to the Highway Trust Fund, which are usually two years old.

By FY 2006/07 the state should return to the usual distribution it was receiving prior to the increasing use of ethanol-blended fuels in the state. This means that federal revenues will be greater than the current STIP Fund Estimate projection, which predicts a drop in revenue of over \$2.7 billion over the five-year FY 2004/05-2008/09 cycle. At this time, however, the CTC has not indicated that it will change the Fund Estimate prior to its next scheduled update in fall 2005 to include these ethanol-related revenues. It should be noted that this "ethanol fix" was approved as a combination of two legislative actions, one which contained the tax changes (House Resolution [H.R.] 4520) and another one (H.R. 5183) that extended the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) for another eight months.

In regard to the re-authorization of the transportation bill, Congress failed to come to agreement with the Bush Administration prior to the November elections. Given the deadlock, another two-month extension had been anticipated to take the lapsed TEA-21 through November 2004 and allow for re-authorization prior to the end of the year. The federal government, however, surprised the transportation community by approving an eight-month extension, through May 2005. There is nothing to prevent Congress from approving a multi-year transportation program prior to this expiration date. If Congress does not act on the re-authorization prior to the extension, however, nearly two years will have passed since TEA-21 officially ended, contributing to the level of uncertainty in transportation program funding.

### ***State Actions: STIP, GARVEE, and TCRP Funding Programs***

#### *STIP Program*

The CTC has continued its FY 2004/05 suspension of STIP allocations. At its October 28, 2004, meeting, the CTC indicated that due to the low Highway Account cash balance, the uncertainty regarding both the re-authorization bill, and the viability of the tribal gaming compact bonds for the TCRP and State Highway Accounts, compounded with the upcoming winter season when emergency allocations are more common, it is not anticipated to resume STIP allocations in December 2004 as it had originally planned earlier in the fiscal year. The 2004 STIP contains only one San Diego project programmed in FY 2004/05: the Planning, Programming, and Monitoring project. This project, which pays for SANDAG staff, has not yet been allocated. Other projects originally proposed for FY 2004/05 by SANDAG were moved out to future years by the CTC at STIP adoption in August 2004, including design work for the Mid-Coast Balboa Trolley extension. No date for a resumption of STIP allocations was offered by the CTC.

#### *GARVEE Bonds*

Subject to the successful resolution of current cash-flow problems, the CTC is still committed to implementing the GARVEE bond financing tool and has recommended setting aside programming capacity for \$500 million in bonds. The CTC has identified approximately \$1 billion in potential bond candidates. The CTC has established three tiers to categorize the various GARVEE bond candidates:

- Tier I: Major projects that improve corridors and gateways for interregional travel and goods movement that are ready to go or will be ready to go by the first quarter of calendar year 2005. The CTC did not place any San Diego region projects in Tier I. Statewide, approximately \$238 million in bonds would fall under its Tier I definition.

- Tier II: Major projects that improve corridors and gateways for interregional travel and goods movement that will be ready to go within one year after the first quarter of calendar year 2005. The CTC placed State Route (SR) 905 in this Tier II. Staff has argued and continues to argue that SR 905 belongs in Tier I as it is clearly the project that best fits the interregional goods movement criteria and because it would be ready to be awarded within six months of the issuance of the bonds. Statewide, \$488 million in GARVEE bond proceeds fall within their Tier II definition.
- Tier III: Projects that are more focused on regional corridors that are ready to go. Although SR 52 was included in Tier III, CTC staff indicated that SR 52 does not appear to be ready to go. SANDAG staff has pointed out that the initial GARVEE bond would be to cover right-of-way acquisition, which is in progress, and not construction. Some commissioners, however, have expressed strong reservations about utilizing GARVEE bond proceeds for right-of-way acquisitions instead of for construction projects. Approximately \$253 million in potential bond proceeds for projects statewide, including SR 52, have been identified under Tier III.

The CTC's official schedule continues to call for project selection to be determined in December and to request the Treasurer's Office to issue bonds in January 2005. This schedule is based on a positive outcome of cash balance reviews, defeat of tribal gaming ballot Propositions 68 and 70 (which preliminary results indicate did occur), resolution of recent legal action challenging the legality of the tribal gaming compacts, and action at the federal level. Given the federal government's eight-month extension and the legal challenge to the tribal gaming compacts, it is likely that the CTC will take a conservative approach and delay action on issuance of GARVEE bonds in January 2005. If the CTC does delay action, it may put SR 905 in a more competitive position to advance to Tier I status given its readiness in early FY 2005/06. SR 52, on the other hand, will continue to face a difficult challenge to convince the CTC to use bond proceeds for right-of-way acquisition.

#### *TCRP Program*

The state continues to reimburse project sponsors for TCRP funds that were previously allocated. New TCRP allocations continue to be on hold. It has now been two years since the last TCRP allocation. The Schwarzenegger Administration had proposed, as part of the FY 2004/05 budget, to issue bonds against projected revenues from tribal gaming compacts. Bond proceeds would be used for new TCRP allocations, including funds for the SPRINTER, SR 52, and the Mid-Coast Light Rail Transit projects. A lawsuit has been filed, however, challenging the legality of the tribal gaming compacts. The lawsuit challenges the urgency provision of AB 687, the legislation that approved the gaming compacts that were to serve as the fund source to guarantee the bonds. The plaintiffs argue that the urgency provision cannot be used if it grants special privilege or franchise. It is highly unlikely that the bonds could be sold if the court does not rule in the state's favor. The defeat of Propositions 68 and 70, a step that was initially thought to be critical for the successful issuance of the bonds has now taken a back seat to the need to resolve this lawsuit in the state's favor. Concerns from underwriters about full financial disclosure from the tribes has added further concern, resulting in a lower expectation of the amount of the bond proceeds, down to \$850 million from the initial figure of \$1.2 billion.

## **Next Steps**

Staff will continue to work with CTC staff as selection of projects for GARVEE bonds continues. As discussed earlier, this process may be put on a go-slow track until several factors impacting the cash balance are resolved. Future updates to transportation funding programs will be provided as significant changes occur.

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Director of Finance

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