

## Active Transportation Plan - 5-Year Implementation Plan

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The Metropolitan Transportation Commission (MTC) is committed to implementing the Complete Streets Policy and building out the Active Transportation (AT) Network, two key elements of the region's Active Transportation Plan. To help make the vision for regional active transportation outlined in the AT Plan a reality, MTC developed a 5-year Implementation Plan (IP) with near-term actions that serve to build capacity at the local level to deliver projects on the AT Network. Priorities include an emphasis on **funding and delivering** active transportation projects, offering new **technical assistance** that prepares active transportation projects for implementation, improving active transportation **data** collection, and enhancing **convening** efforts to improve delivery of active transportation projects.

Over the course of the pandemic, attention on active transportation became a central focus. The region experienced an unprecedented spike in walking and biking, and a wave of temporary street treatments, such as the Slow Streets programs in Oakland and San Francisco, a widespread repurposing of curb space transforming parking to commercial retail "parklets," passenger and food pick up and drop off zones, bike parking and more.

While some cities and counties have since ended their Slow Streets programs and curb repurposing, others are evolving to permanent treatments. Regardless, all jurisdictions continue to adjust their local practices to support further growth in bicycling and walking. In addition, active transportation considerations are a key component of disaster management and resilience planning.

### Active Transportation Momentum at the Statewide Level

A focus on the importance of active transportation has also been occurring statewide. The FY 2022/23 California state budget included \$1.5 billion for active transportation projects - the largest amount the state has budgeted for active transportation projects to-date. In addition, several state bills related to bicycling and walking became law in 2023 including:

- OmniBike Bill (AB 1909) amends vehicle passing code to improve safety for bicyclists.
- Freedom to Walk Act (AB 2147) prevents police from issuing jaywalking tickets unless the person was endangering themselves or others.

- The Plan for the Future Bill (SB932) sets a deadline for cities and counties to update their general plans to make biking and walking safer and provides funding for plan implementation.
- Pedestrian Crossing Signals (AB 2264) will bring Leading Pedestrian Intervals (LPI) to Caltrans-controlled streets. LPIs give pedestrians (and people on bikes) a head start of 3 to 7 seconds before cars get a green light, reducing collisions and near misses.
- California Environmental Quality Act (CEQA) Transportation-Related Project Exemptions (SB 922), which allows CEQA exemptions for active transportation infrastructure.

These active transportation laws support the state's effort to address active transportation implementation barriers. They also reinforce implementation of MTC's Complete Streets Policy and Active Transportation Network, as well as efforts at the local level to plan, design and implement local active transportation projects.

#### **Active Transportation Plan Implementation - Key Themes for Action**

Throughout the development of the AT Plan, four key themes emerged that will help guide its implementation. There should be continued support for active transportation **funding**, incorporation of the updated CS Policy into funding programs, and **delivery** of projects on the AT Network. In addition, **technical assistance** would help to advance active transportation project concepts to the preliminary design stage so that they are ready for funding and delivery.

Improvements in **data** collection and availability are needed to reinforce the need for active transportation projects and to help track the region's progress in meeting AT Plan goals and objectives over time. Finally, **convening** and training are needed to help the region overcome barriers to implementation and help prepare partners to plan and deliver active transportation projects at the local level.

The 5-year IP focuses on concrete actions within these four themes that MTC, along with partner agencies throughout the region, can advance over the next five years. Similar to the Implementation Plan for Plan Bay Area 2050, the IP outlines the action or strategy to be taken, the roles MTC or other organizations may play (lead, partner, or support), as well as the anticipated timeline for the action to be taken (today through year 2, years 3-5 or ongoing).

The 5-year IP uses the same general definitions of lead, partner, or support as the Plan Bay Area 2050 Implementation Plan, which defines these MTC/ABAG roles as follows:

- Lead: “Lead” does not mean “leading alone” — this role may involve serving as a champion, chief advocate, coalition leader or catalyst over the next five years.
- Partner: The strategy’s ultimate success will depend upon partnership among regional policymakers, local governments, partner agencies and civic organizations.
- Support: MTC and ABAG will offer support for strategy implementation efforts led by other entities.

The four IP themes – funding, technical assistance, data improvements, and convening are described further below. Attachment C includes a matrix with additional detail about specific actions and strategies for each theme, along with roles and timeframes.

### **Funding and Delivery**

MTC is the region’s transportation planning, financing, and coordinating agency. In its financing role, MTC can incorporate its adopted policies into regional discretionary funding program guidelines to achieve policy outcomes, including the Complete Streets Policy.

Over the past decade, MTC has allocated more than \$1 billion in regional discretionary funding to walking and bicycling infrastructure and programs, establishing the Bay Area as a national leader in active transportation investment. Key funding sources that implement active transportation projects in the region include the One Bay Area Grant (OBAG) Program, the Active Transportation Program (ATP), Regional Measure bridge toll funds (e.g., RM3) as well as Transit Development Act Article 3 (TDA3). Looking ahead, these funding sources, along with new state and federal active transportation funding, such as the Infrastructure Investment and Jobs Act and Inflation Reduction Act funding, will continue to be key to delivering active transportation projects in the region. Even with this funding, additional investment is needed to build out the AT Network as well as reach the AT Plan’s vision.

Assuming funding amounts based on historical averages for each of these funding sources, staff anticipates that approximately \$1.1 billion will be available in the near-term through 2030 for projects on the AT Network and \$3.6 billion will be available by 2050. See the [AT Plan 5-Year Implementation Plan Supplemental Document](#) for additional details about each funding source and anticipated revenue estimates.

**Cost Estimates**

The AT Network identified over 3,244 miles of paths and roadways, of which 992 known miles are built, 1,680 miles are planned, and 572 miles are unknown given the data received.

The AT Network calls for All Ages and Abilities (AAA) facilities, which include Class I-IV facilities, with a majority of Class I shared use paths, Class III Bike Boulevards, and many miles of new and improved sidewalks. Staff anticipates that at least 1,966 miles will need to be built to AAA design standards based on the Network’s 1,680 planned miles, as well as half – or 286 – of the 572 miles with unknown built/planned status. To approximate a high-level estimate of the cost to build out these AT Network gaps and incorporate AAA design standards, staff reviewed cost estimates from jurisdictions, active transportation projects that have been submitted to OBAG and ATP, and estimates included in Plan Bay Area 2050. Using an average, staff estimates that at least \$4.2 billion is needed to close gaps and incorporate AAA design standards for the planned and unknown facilities within the AT Network, as shown in Table 1. This is based on an average cost of \$2.5 million per mile to build trails, and \$500,000 per mile to build bike boulevards and sidewalks.

**Table 1**

**AAA Network: Average Cost by Facility Type**

Facility Type	Year Built	Cost Per Mile	Miles to Build	Total Cost
AAA	2023-2035	\$1.5m	879	\$1.3b
AAA	2036-2050	\$2m	879	\$1.8b
The Bay Trail**	2023-2035	\$2.5m	208	\$1.1b
<b>Total</b>			<b>1,966</b>	<b>\$4.2b</b>

Table 1 shows high-level planning estimates that include capital costs and not maintenance costs. The average of \$2.5m/mile for trails and \$500,000/mile for bike boulevards and sidewalks was used. The Bay Trail costs include current Bay Skyway estimates but not State Route 37. If adequate funding is identified, The Bay Trail may be completed by 2035. (The per-mile cost is converted to dollars representing the midpoint of the time-period.)

## **Regional Active Transportation Projects**

### **Bay Skyway**

The Bay Skyway will provide a new transportation option for Bay Area residents to walk, bike, or use micromobility vehicles to cross between the growing active transportation networks in San Francisco and the East Bay. Most notably for the AT Plan, the Bay Skyway will fill an important Bay Trail segment, and therefore an AT Network gap.

Two key components of the Bay Skyway are currently in the design phase. The West Oakland Link will extend the existing San Francisco-Oakland Bay Bridge East Span path further east by constructing the missing connection to West Oakland. The current Bay Skyway projects connecting the East Bay to downtown San Francisco are planned to open in 2028.

The Bay Skyway Phase 2 project will construct a bicycle and pedestrian pathway on the Bay Bridge West Span, allowing for a continuous walking and biking route between the East Bay and San Francisco. The estimated cost for the West Span is at least \$550 million, with limited sources of funding currently identified.

### **Bay Trail**

The Bay Trail is made up of over 350 miles of trails that circle the San Francisco Bay connecting communities, parks, open spaces, schools, and transit. It provides space for recreation and active transportation to work, school and other destinations in the community. The Bay Trail Gap Closure Implementation Plan will prioritize future projects to realize the Bay Trail vision to complete a comprehensive 500-mile Bay Trail network.

### **Bay Wheels Bike Share**

Bay Wheels is the Bay Area's regional bike share program serving Berkeley, Emeryville, Oakland, San Jose, and San Francisco, launched in 2017. Bay Wheels offers over 6,000 bicycles (both traditional bikes and hybrid electric bikes) at 550 stations.

Given Bay Wheels ridership, if compared to transit ridership in the region, it ranks as the 8th largest transit operator. Bay Wheels has provided 11 million trips since it launched in 2017 through 2022 and receives no public subsidy. It provides a vital first and last mile connection to regional transit.

In January 2023, MTC approved \$15.9 million for MTC's Bay Wheels Bikeshare E-Bike Expansion project to help bring more ebikes at an affordable rate. Over the next few years, MTC staff will be coordinate this ebike expansion. Looking ahead, MTC will work with partners to help analyze and deliver a sustainable model for this important public-private partnership.

### **Forward Commute Initiatives**

The "Forward" commute initiatives are a series of projects that seek to improve commuting and reduce greenhouse gas emissions. The initiatives include Bay Bridge Forward, Dumbarton Forward, Napa Valley Forward and Richmond-San Rafael Forward. The projects incorporate a variety of strategies and goals including improvements and programs that encourage biking and walking.

### Building Out the AT Network

Based on near-term cost and funding estimates through 2030 aligned roughly with the 5-year IP, staff estimate an approximate \$300 million shortfall in advancing projects on the AT Network to be on track for full build out by 2050 consistent with the Plan Bay Area 2050 horizon year.

Looking longer term to 2050, staff estimate an approximate \$600 million funding gap based on projected active transportation revenues of \$3.6 billion and an estimated \$4.2 billion AT Network full buildout cost as shown in Table 2.

**Table 2**

**AT Network Cost vs Projected Revenues 2023-2050**

	<b>2023-2030</b>	<b>2031-2050</b>	<b>Total</b>
Estimated Cost	\$1.4b	\$2.8b	\$4.2b
Projected Funding	\$1.1b	\$2.5b	\$3.6b
Difference	-\$300m	-\$300m	-\$600m

Table 2 includes only capital costs and does not include operating and maintenance. The Projected Funding includes a portion of OBAG, ATP, TDA Article 3 and RM3 estimated to be spent on the AT Network. To close these funding gaps listed and build the AT Network, the 5-year IP proposes several recommendations:

- Maintain and increase active transportation regional discretionary funding allocations, particularly for projects located on the AT Network.
- Improve Bay Area funding outcomes in the statewide Active Transportation Program (ATP) by investing in technical assistance to help project sponsors with grant applications. The Bay Area has routinely received less than the region’s 20% population share in the state ATP component, and TA will help project sponsors to better compete for statewide ATP funding.
- Continue to include active transportation in future regional measure expenditure plans, emphasizing the importance of active transportation in first/last mile transit connections to support transit ridership.

- Ensure Complete Streets Policy compliance when awarding regional funding, maximizing opportunities to add active transportation components to all projects.
- Encourage jurisdictions to continue investing funds from county sales tax or other local measures in incorporating Complete Streets and AAA design in projects located on the AT Network.
- Advocating for additional active transportation funding at the state and federal levels, including operations and maintenance.

While the 5-year IP focuses on regional discretionary funding that MTC can direct towards AT Network implementation, counties with local sales tax measures also direct significant funding to active transportation projects. Given that the AT Network incorporates local active transportation plans, staff anticipate that even a conservative portion of county sales tax revenues will be a key funding source that will also deliver projects on the Network to help close the funding gaps.

### **Technical Assistance (TA)**

#### **Direct TA**

MTC offers a variety of programs that provide planning and technical support to city and county agencies. Throughout the development of the AT Plan, MTC received feedback that local jurisdictions need additional support to scope projects for grant applications, write and review grant applications (especially the ATP application), design All Ages and Abilities facilities, and prepare active transportation projects for construction.

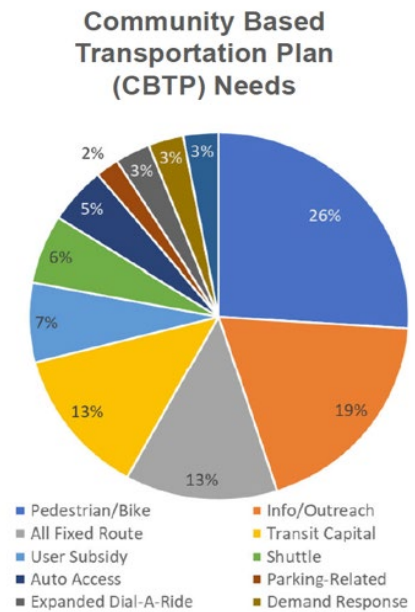
The following four areas will be the focus of MTC's Active Transportation Technical Assistance Program. Technical assistance will prioritize projects on the AT Network, which includes the Bay Trail, as well as active transportation components emerging from MTC's Community Based Transportation Program.



**Community Based Transportation Planning Projects**

MTC will offer TA to help advance active transportation projects emerging from plans completed through MTC’s Community Based Transportation Planning Program, which brings residents, community organizations and transportation agencies together to improve mobility options for low-income communities. Bicycle and pedestrian projects consistently rank as one of the highest transportation needs identified through the CBTP process. Over 30 plans across all nine counties have been completed. These projects may be smaller scale than other projects within a jurisdiction and may need additional attention to take these recommendations from concepts to well-developed projects ready for implementation.

Offering design assistance will help to create a pipeline of projects in the region that are ready to apply to competitive funding programs, improving chances of success.



**Grant Application Technical Assistance**

Over the six cycles of state’s ATP, the Bay Area has routinely received less than its 20% population share in the ATP. To better position project sponsors for success and increase the amount of funding awarded in the region, MTC programmed \$300,000 in OBAG 3 funding in January 2023 to expand the technical assistance it has offered to jurisdictions in scoping and drafting ATP applications. This funding will build upon the lessons learned from previous grant assistance and will aim to help a greater number of applicants.

**New Simplified Process**

In response to feedback from jurisdictions, MTC will organize a single Active Transportation Technical Assistance (TA) call for TA projects. MTC will provide jurisdictions with a user-friendly form to submit a brief project summary and indicate their desired TA support including the topics mentioned above. An initial \$5 million through the OBAG3 program is available to launch this new process.

MTC staff will coordinate to ensure alignment between the needs and available funding. The goal is to provide a streamlined and efficient active transportation TA program that empowers jurisdictions to successfully secure additional grant funding to deliver projects on the AT Network.

### **Capacity Building TA**

In addition to direct technical assistance for design and grant applications, MTC also heard the need for capacity building assistance, or training and tools that help agencies strengthen institutional knowledge or help staff to reach regional and local goals. Capacity building TA can help agencies launch new programs, strategies or policies that are aligned with the AT Plan goals and vision.

Subject areas under consideration for capacity building TA include:

- Upgrading facility design to serve All Ages and Abilities across contexts (urban, suburban, rural)
- Bay Trail on the Regional Network: linking people to open space
- How to better collaborate with emergency responders on Complete Streets design
- Support for direct community participation: Bike to Work/Wherever Day, community rides, participatory budgeting, Safe Routes to School
- Design charettes focused on emergency response, traffic calming and quick builds
- Green infrastructure and complete streets – how to improve storm drainage while designing and delivering Complete Streets projects
- Best practices and guidelines for bike and micromobility parking

Paired with the direct Technical Assistance, these trainings and workshops can help to turn challenges identified by jurisdictions into implementation opportunities. Given an expanded menu of technical assistance, MTC is evaluating the most efficient and effective way to communicate these offerings to stakeholders and will leverage MTC's [Technical Assistance Web Portal](#).

## **Data**

Data contributes to planning analysis, maps, and forecasts that guide transportation funding and policy decisions. The 5-year IP focuses on data strategies that support MTC's CS Policy and CS Checklist, the AT Network, as well as active transportation counts to understand the usage of active transportation infrastructure and facilities.

### **Complete Streets Policy & Checklist**

MTC's CS Policy requires that a Complete Streets Checklist is completed for projects applying for regional discretionary funding and endorsements. The Checklist ensures that Complete Streets elements are implemented in active transportation projects located on the AT Network. The Checklist has been updated to reflect the strengthened direction of the Policy, as well as connections to other MTC Policies such as Vision Zero and the Transit Oriented Communities Policy.

MTC will develop an easy-to-complete web-based CS Checklist form. Data from the Checklists can provide information about key performance indicators about funded projects, which can be used to assess the effectiveness of MTC's CS Policy and other AT Plan goals and objectives.

### **Active Transportation Network**

AT Network implementation actions are focused on maintaining and updating the data on the Network by tracking funded projects, as well as including new or updated active transportation plans. Staff will work with partner agencies that helped to create the AT Network on an ongoing basis, including county transportation agencies, Caltrans District 4, Oakland, San Francisco, San Jose, and the Bay Area Trails Collaborative.

Another AT Network action is to incorporate the AT Network into MTC's StreetSaver, which is a pavement management system developed by MTC that helps Bay Area cities and counties better maintain their local streets and roads. Adding the AT Network to StreetSaver can help jurisdictions incorporate Complete Streets and All Ages and Abilities facilities into local paving plans.

### **Active Transportation Counts**

To help evaluate AT Plan project and plan performance, and to assist jurisdictions in active transportation grant applications, the AT Plan picked up where [\*The Pedestrian and Bicycle Count Program for the San Francisco Bay Area Recommendation Booklet\*](#) (January 2020) left off to develop factor group locations. Factor groups are the grouping of permanent counter locations that share similar location characteristics (geographic and site-specific conditions) and travel patterns. The primary purpose of developing factor groups is to enable agencies and analysts to estimate annual pedestrian and bicyclist volumes for locations that have short duration counts by applying adjustment factors. The 5-year IP AT counts implementation action focuses on using these factor groups to further evaluate options for developing an automated counter loan or purchase program, or similar type of program, to expedite increasing pedestrian and bicycle count locations regionwide.

Caltrans is also exploring a state-wide counts database program. MTC will continue to participate in these discussions, sharing the results of the AT Plan factor groups analysis, which may help to develop a state-wide program.

### **Convening**

MTC has long supported committees and working groups that include staff from local jurisdictions, CTAs, Caltrans, advocates, and others that work directly or indirectly with bicycling and walking. Convening with these partners is key to implementing MTC's strengthened CS Policy and delivering projects on the AT Network. Five-year IP convening actions revolve around continuing to support these working groups including:

- Regional Active Transportation Working Group (ATWG): a cross-sectional group of professionals including staff from MTC, public transit, county transportation agencies, local jurisdictions, public health professionals, transportation advocates, consulting firms and mobility companies that meet bi-monthly, focusing on policies and projects that increase walking, biking, using scooters, wheelchairs and other forms of micro-mobility or active transportation. Meeting information is distributed to over 300 professionals.

- Bay Area Vision Zero Working Group: a cross-sectional of group professionals from cities, counties, transit agencies, universities and advocacy groups working toward the shared goal of making the region’s streets safer for everyone.
- Spare the Air Youth Technical Advisory Committee: practitioners implementing transportation, climate, or air quality focused youth programs throughout the Bay Area.

Convening also occurs through many active transportation projects, such as through the Bay Trail strategic plan and gap closure implementation plan efforts.

**Tracking Plan Progress**

To monitor 5-year IP implementation progress, MTC will track key active transportation metrics identified through the regional AT Plan development process. They will be monitored through MTC’s Vital Signs or will be newly established to specifically assess MTC CS Policy and AT Network implementation. Vital Signs is MTC’s interactive website that tracks data and trends related to transportation, land and people, the economy, the environment, and social equity. This data-driven website compiles dozens of indicators, which allows for an understanding of areas in which the region may be succeeding or falling short. New metrics are shown in Table 3.

**Table 3**

AT Plan Metrics
<b>Metrics pre-established and tracked through Vital Signs</b>
Commute mode choice by active modes
Number of pedestrian and bicyclist fatalities and serious injuries from crashes
<b>New Metrics to track as part of the AT Plan</b>
Miles of the AT Network built
Amount funded on the AT Network through MTC’s regional discretionary funding
Percent of Bicycle and Pedestrian Funded OBAG Projects
Percent of the AT Network funded and built in EPCs

### **Attachment C**

Attachment C includes a matrix with specific actions identified in each of the implementation action themes highlighted above. Each action identifies the specific policy or program to which the action applies, a brief description of the action or strategy, MTC's role as well as the role of partner organizations that may be involved in implementation, and when the action will be undertaken within the 5-year timeframe of the IP.

Additional information about funding sources and estimates is found in the [AT Plan 5-Year Implementation Plan Supplemental Document](#).