

# Active Transportation (AT) Plan 5-Year Implementation Plan (IP) Supplemental Funding Document

This document provides details about the assumptions that were used to determine the planning-level funding estimates for the AT Plan 5-year IP. The document offers additional context related to each of the four key active transportation funding sources that will be critical to building out projects on the Active Transportation Network – the One Bay Area Grant Program (OBAG), the Active Transportation Program (ATP), Regional Measure 3, and Transit Development Act Article 3 (TDA3) – along with the methodology used to forecast future anticipated revenues.

The document also offers additional planning-level cost estimates for building out the AT Network incorporating All Ages and Abilities design standards.

## FUNDING SOURCES AND REVENUE ESTIMATES

### One Bay Area Grant Program (OBAG)

First launched in 2015, the One Bay Area Grant Program (OBAG) guides distribution of Federal Highway Administration transportation funding to projects and programs that improve safety, spur economic development, and help the Bay Area meet climate change and air quality improvement goals. While [the OBAG program](#), now in its third cycle, funds a variety of projects and programs, over \$655 million has been programmed to bicycle and pedestrian projects in the region since OBAG 1. The percentage of OBAG funding that has been awarded to bicycle and pedestrian projects has also been steadily increasing each cycle, as shown in Table 1.

**Table 1**

**Percent of Bicycle and Pedestrian Funded OBAG Projects (millions)**

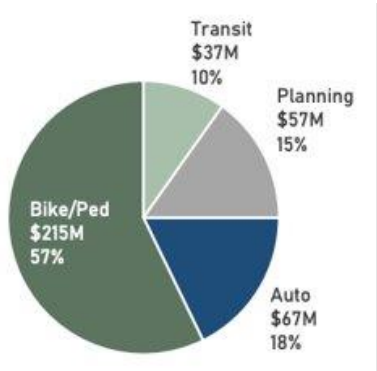
<b>Program</b>	<b>Total</b>	<b>Bike/Ped</b>	<b>Bike/Ped%</b>
OBAG 1	\$746	\$163	22%
OBAG 2	\$1b	\$241	24%
OBAG 3	\$766	\$252	33%
Total/Average	\$2.5b	\$656m	26%

OBAG is divided into a regional program managed by MTC, and a County and Local Program managed by MTC in partnership with the nine County Transportation Agencies (CTAs). The Regional Program targets critical climate and focused-growth goals included in [Plan Bay Area 2050](#), including programs that implement MTC’s Complete Streets (CS) Policy and Active Transportation (AT) Network. The County & Local Program supports a wide range of projects, including active transportation. Additional information about the Regional and County and Local Programs is found [here](#).

In January 2023, MTC approved the County and Local projects submitted for OBAG 3. More than half of this funding was awarded to bicycle/pedestrian projects, for a total of \$215 million (shown in Figure 1) which exceeds a \$200 million target set for active transportation projects by MTC in coordination with the CTAs. OBAG funds both active transportation capital

infrastructure projects, as well as non-infrastructure projects, such as planning and Safe Routes to School outreach.

**Figure 1: OBAG 3 Funding Distribution**



As part of the Regional OBAG programs, MTC staff have provided CS Policy and AT Network training to all program managers to ensure understanding of the updated policy, its relationship to the AT Network, and the Complete Streets Checklist requirements.

[Updated Complete Streets Policy and OBAG 3](#)

Of the 60 County and Local OBAG 3 capital projects that are in the public right of way, or those subject to the CS Policy, 100% of the projects submitted the updated Complete Streets (CS) Checklist, which is a requirement for projects seeking regional discretionary funding per MTC’s CS Policy. The CS Checklist was updated for consistency with MTC’s strengthened CS Policy, which was adopted in 2022 as a key component of the AT Plan. As noted, the CS Checklist was updated for consistency with MTC’s strengthened CS Policy. New elements of the CS Checklist include documenting coordination with transit agencies when transit facilities are within the project area and acknowledging whether a project incorporates All Ages and Abilities (AAA) design principles for facilities on the AT Network. Of these projects, 59, or 98%, are located on or partially on the AT Network, with all projects providing some or partial AAA design treatments, as shown in Table 2. The one OBAG project not located on the AT Network implements a local project identified in a county-wide plan as allowed in MTC’s CS Policy.

Since OBAG3 was the first regional discretionary program to award projects following the adoption of the updated CS Policy and AT Network, staff will assess how to improve guidance for incorporating AAA design standards for projects located on the AT Network for future regional discretionary funding cycles, as well as guidance for completing the CS Checklist.

**Table 2**

<b>OBAG 3 Funded Projects &amp; Complete Streets Checklist</b>			
BPAC Review	Projects on AT Network	AAA on the AT Network	Exceptions
100%	98%	100%	0

Looking ahead to OBAG4 (FY27-FY31), staff will reinforce emphasis on active transportation in the development of the OBAG4 framework that guides program and project funding with the goal of implementing MTC's Complete Streets Policy and delivering projects with AAA design on the AT Network. Staff may recommend adjustments based on OBAG3 outcomes and other active transportation policy considerations.

#### Active Transportation Program (ATP)

California's Active Transportation Program (ATP) draws from both state and federal funds to provide a total of approximately \$320 million each year for bike and pedestrian projects across California. The program allows cities, counties, transit agencies and other public agencies to compete for grants to build bicycle/pedestrian paths, install bike racks, and pay for other projects or programs that make walking or biking easier, safer, and more convenient. MTC administers the Bay Area's share of California's ATP and works with local agencies to help them compete for funding in the statewide program. Since 2014, \$557 million has been awarded to projects in the MTC region through both the state and regional ATP competitions.

The ATP program is in its sixth cycle, which includes funding from FY24 through FY 27. Approximately \$853 million was available in the statewide component of the program, with \$143 million available in MTC's regional component.

For its regional share, MTC issued a call for projects in 2022, receiving 63 applications totaling over \$544 million. In January 2023, MTC adopted the Regional ATP program of projects, fully funding fourteen projects and partially funding one project, totaling the \$143 million available for the region. This represents 26% of the funding need submitted. The California Transportation Commission (CTC) approved MTC's regional ATP projects at its May 2023 meeting.

For the statewide component, at its December 2022 meeting, the CTC approved 6 projects in the MTC region totaling \$88 million, or 10% of the statewide total, and less than the region's 20% population share relative to the state.

Cycle 6 ATP projects were submitted before the Complete Streets Checklist was updated. Projects submitting to future ATP cycles will be required to complete the updated Checklist.

#### Historical ATP Statewide Awards to the MTC Region

Since the State created the ATP in 2013, the CTC has awarded \$1.9 billion to projects throughout California in the statewide component. The MTC region has received \$240 million or 12% of the statewide component funding. Regional performance in each statewide competitive cycle has varied, with Table 3 showing the Bay Area performance since ATP Cycle 1.

As noted above, the Bay Area population share relative to the state is 20%. MTC commonly compares regional performance in state competitive programs to the population share to track program success. The Bay Area has routinely received less than its 20% population share in the ATP, as shown in Table 3.

**Table 3**

**ATP Statewide Component Funding History (millions)**

<b>Cycle</b>	<b>Funding Available</b>	<b>Amount Awarded to Bay Area</b>	<b>Percent Share</b>
1	\$176	\$26.1	15%
2	\$184.8	\$20.3	11%
3	\$242.9	\$41.9	17%
4	\$237.6	\$12	5%
5	\$241.7	\$51	21%
6	\$853.5	\$88.3	10%
Total/Average	\$1.93b	\$239.5m	13%

To improve regional performance in the statewide competition, MTC is expanding the grant writing technical assistance it has offered in past cycles to help project sponsors better compete in the statewide ATP program. In 2023, MTC approved \$300,000 in OBAG3 funding for this purpose so that a greater number of applicants can receive assistance in completing the complex ATP application. This will help to better position Bay Area applicants for the upcoming ATP Cycle 7 anticipated in 2024.

Looking ahead to ATP Cycle 7, staff anticipates the amount of funding will be less than the amount available in Cycle 6 because Cycle 6 included a one-time \$1 billion state budget augmentation given the state budget surplus at the time. The state also withheld \$200 million from the ATP program to help offset the FY24 state budget shortfall. Staff anticipates that ATP funding will return to the historic funding ranges seen in Cycles 4 and 5, with approximately \$225 million available in the competitive state component and approximately \$37 million in the MTC regional component. Projects submitting to future regional ATP cycles will be required to complete the updated CS Checklist to ensure the CS Policy is being met.

[Regional \(Toll\) Measures \(RM\)](#)

Bay Area voters have approved toll increases for regional transportation improvements three times in the Bay Area, most recently approving [Regional Measure 3](#) (RM3) in 2018. RM3 toll revenues will be used to finance a \$4.45 billion slate of highway, transit and active transportation improvements in the toll bridge corridors and their approach routes to reduce traffic congestion and improve transportation options. The RM3 expenditure plan dedicates \$150 million for active transportation improvements in the San Francisco Bay Trail/Safe Routes to Transit funding category. Active transportation projects may also be included in larger RM3 highway and transit infrastructure projects, which can help to close funding gaps to implement projects that may be located on the AT Network or in local active transportation plans. Until Winter 2023, RM3 had been under litigation, with RM3 toll revenues collected and held in escrow. On January 25<sup>th</sup>, 2023, the California Supreme Court dismissed the RM3 legal challenges. With final resolution determined, RM3 funds will be made available for projects in the approved RM3 expenditure plan. Staff is in the process of determining a competitive funding cycle schedule for the Bay Trail/Safe Routes to Transit competitive funding categories, with additional information

expected by Fall 2023. Projects applying for RM3 will be required to complete the updated CS Checklist to help to ensure the CS Policy is being met.

Transit Development Act Article 3 (TDA3)

Transit Development Act Article 3 has been providing counties with dedicated and flexible funding for pedestrian and bicycle projects since 2015. TDA funding is derived from a quarter cent general sales tax that is used to finance a wide variety of transportation projects. Counties are allowed to use up to 2% of TDA funds collected for eligible pedestrian and bike projects in each county. Historically these funds have been used to maintain bike and pedestrian facilities, fund pedestrian and bicycle safety programs, and support provisions that facilitate bicycle/transit or walk/transit trips, such as installing bike racks on buses, wayfinding signage or making bus stop improvements. Some counties select projects competitively, while others distribute funding directly to jurisdictions based on population. All projects must be reviewed by City or County Bicycle Advisory Committee (BPACs). The historical average amount of annual TDA3 funding available for active transportation by each county is shown in Table 4. Historically, counties program 60-90% of the total available to allocate each year. It is recommended that counties only program up to 90% for contingency if the year-end revenue is less than what is projected in the start of the fiscal fund estimate. Additionally, many jurisdictions “bank” funds, to combine funding from several years for a larger project.

While local jurisdictions appreciate TDA3 flexibility and its applicability to a wide variety of active transportation projects, there is an opportunity through the Active Transportation Plan’s 5-year Implementation Plan to assess how TDA3 funds may be better directed to achieve the objectives and vision of the AT Plan. Staff can work with local jurisdictions and county transportation agencies to determine how the TDA3 program can be enhanced to better support the implementation of MTC’s CS Policy and AAA design principles, as well as deliver projects on the AT Network. Staff can also review and update MTC’s TDA3 policies and procedures that outline how funds may be spent (MTC Resolution 4108).

**Table 4**

**TDA3 Average Annual Funding Amount 2015-2022 (Thousands)**

<b>County</b>	<b>Amount</b>
Alameda	\$2,820
Contra Costa	\$973
Marin	\$274
Napa	\$193
San Francisco	\$940
San Mateo	\$940
Santa Clara	\$2,451
Solano	\$442
Sonoma	\$543
Total	\$9,576

## 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.

**Table 5**

**All Ages and Ability Network: Average Cost by Facilities Type**

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

The high-level planning costs identified in Table 5 only include capital and not maintenance costs.

\*An average of \$2.5m/mile for trails and \$500,000 for Bike Boulevards and sidewalks was used.

\*\*The Bay Trail estimates include current Bay Skyway estimates but not SR 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.) Similar calculation assumptions were used to determine the cost estimates for Plan Bay Area 2050's Complete Streets Network.

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. In addition to building out the 1,680 planned miles, staff anticipates that at least half of 572 unknown miles, or 286 miles, would also need to be built to AAA standards for a total estimation of 1,966 miles. To approximate a high-level estimate of the cost to build out the AT Network gaps and incorporate AAA design standards to the planned and unknown facilities, 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 to the planned and unknown facilities within the AT Network, as shown in Table 5. 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.

To better understand the range of costs to provide typical Complete Streets and AAA treatments, Table 6 provides a sampling of construction cost estimates for active transportation projects in the region. The table includes projects ranging from Class I AAA facilities to Quick Build treatments. Costs for these treatments vary by project, as well as whether the project is in an urban, rural, or suburban context within the region. The examples are illustrative and meant to provide a point of reference for the costs to deliver active transportation projects in the Bay Area.

**Table 6**

**Sample Action Transportation Costs\* by Item (Thousands)**

<b>Linear Treatment</b>	<b>Unit</b>	<b>Range</b>
Standard Bike Lane (BL) Basic Class II	Per mi	\$90 - \$135
Buffered Bike Lane (BBL) Enhanced Class II	Per mi	\$108 - \$262
Bike Boulevard Class III	Per mi	\$156 - \$240
Protected Bike Lane (PBL) One-Way	Per mi	\$140 - \$3,300
Shared Use Path Class I	Per mi	\$746 - \$2,200
5' Sidewalk	Per mi	\$715 - \$2,307
Quick Build Median	Per mi	\$37
ADA Curb Ramp	Per sq feet	\$1.45 - \$230
Quick Build Protected Intersection	Per intersection	\$24
*Sampling of cost estimates from cities/counties in the Bay Area		

### Building Out the AT Network

Table 5 above illustrates high-level cost estimates to build out the AT Network, which total \$4.2 billion. Taking into consideration the four primary active transportation funding sources described above – OBAG, ATP (state and regional), RM3 and TDA3 – staff estimated future revenue for each funding source through the year 2050 assuming funding amounts similar to historical averages, revenue for these funding sources is projected at roughly \$3.5 billion as shown in Table 7.

**Table 7**

**Projected AT Network Funding 2023-2050 (millions)**

<b>Source</b>	<b>2023-2030</b>	<b>2031-2050</b>	<b>2023-2050</b>
OBAG	\$595	\$1.7b	\$2.3b
ATP State	\$70	\$201	\$272
AT Regional	\$132	\$378	\$510
Regional Measure 3	\$180	-	\$180
TDA Article 3	\$76	\$217	\$294
Total*	\$1.1b	\$2.5b	\$3.6b

The assumptions used to create Table 7, are found in Table 8.

**Table 8: Projected Regional and State Active Transportation (AT) Funding 2023-2050 (\$1,000s)**

Program	Year	Program Projected	% on AT Network	Total	2023-2030	2031-2050	2023-2050	Notes
OBAG	2026	\$781,320	35%	\$273,462	\$595,366	\$1,701,046	\$2,296,412	Program Projected 2% increase from OBAG 3, included in Plan Bay Area (PBA) 2050. Percentage on AT Network originates from historical percentage spent on AT projects, adjusted by 2%, then 5% increase.
	2030	\$804,760	40%	\$321,904				Program Projected 3% increase from OBAG 4, included in PBA.
ATP Regional	2025	\$37,777	90%	\$33,999	\$132,170	\$377,627	\$509,797	The Bay Area has received 12% average of the statewide competitive program. The Governor's FY24 budget excludes \$200M in funding for the ATP, making Cycle 7 smaller.
	2027	\$54,539	90%	\$49,085				ATP funding sources have stayed constant and aren't adjusted for inflation.
	2029	\$54,539	90%	\$49,085				100% on AT Network requires ATP Policy change to include AT Network in policy. Since MTC has policy control over regional program, 90% is used for AT Network.
ATP State	2025	\$27,868	65%	\$18,114	\$70,418	\$201,195	\$271,614	MTC doesn't have policy control over ATP state program. Given the AT Network was created from the counties', Caltrans' and 3 big cities' networks, a 65% estimate has been used. More analysis would benefit this projection.
	2027	\$40,234	65%	\$26,152				
	2029	\$40,234	65%	\$26,152				
TDA Article 3	2023	\$12,200	50%	\$6,100	\$76,106	\$217,446	\$293,552	Program Projected 12.4% increase, which is historical sales tax revenue growth since 2018. To keep TDA3 flexibility, % on AT Network is low.
	2024	\$13,664	50%	\$6,832				
	2025	\$15,413	50%	\$7,707				
	2026	\$17,324	50%	\$8,662				
	2027	\$19,472	50%	\$9,736				
	2028	\$21,887	50%	\$10,944				
	2029	\$24,601	50%	\$12,301				
	2030	\$27,651	50%	\$13,826				
RM3	2024	\$200,000	75%	\$180,000	\$180,000		\$180,000	\$150M = Bay Trail + Safe Routes to Transit + \$50M of AT from transit/highway. Assumes no other RM.
<b>TOTAL</b>		<b>\$2,193,483</b>		<b>\$1,054,060</b>	<b>\$1,054,060</b>	<b>\$2,497,314</b>	<b>\$3,551,374</b>	



Given the cost estimate of \$4.2 billion and \$3.6 billion in projected active transportation revenues, the funding gap to build out the AT Network by 2050 is approximately \$600 million as shown in Table 9.

**Table 9**

**AT Network Cost & Projected Funding Difference 2023-2050**

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

Table 9 was created by including the “Projected AT Network Funding” total from Table 7 and including the “All Ages and Ability Network: Average Cost by Facilities Type” total from Table 5. The Estimated Cost was adjusted to the new timeline of 2023-2030 and 2031-2050, by calculating the average miles built per year, and then multiplying the cost per mile to the new time frame of 2023-2030, totaling 7 years, instead of the 2023–2035-Table 5 12-year time frame. The same calculation was also adjusted for the 2030–2050-time frame.

Endorsements

In addition to directly funding projects directly with regional discretionary funds, MTC endorses projects applying to major state and federal funding programs such as the state’s Transit and Inter City Rail Capital Program (TIRCP), the federal New Starts and Small Starts programs, as well as other funding programs through the Bipartisan Infrastructure Law. MTC does not, however, endorse projects applying to the ATP since MTC reviews and awards the regional component of the ATP.

The updated CS Policy applies to projects seeking MTC endorsement as well as regional discretionary funding. Applicable projects must also complete a Complete Streets Checklist before seeking MTC endorsement. An action included in the 5-year IP is to develop and implement a process for projects seeking endorsements.