

**Board Report**

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**PLANNING AND PROGRAMMING COMMITTEE  
JANUARY 20, 2016**

**SUBJECT: ACTIVE TRANSPORTATION STRATEGIC PLAN UPDATE**

**ACTION: RECEIVE AND FILE**

**RECOMMENDATION**

RECEIVE AND FILE **Metro Active Transportation Strategic Plan Update.**

**ISSUE**

In July 2014, the Metro Board of Directors passed Motion #25, directing staff to develop an active transportation finance strategy (Attachment A). Staff is providing a status update on the Active Transportation Strategic Plan (ATSP), which supports Part A of Motion #25.

**BACKGROUND AND DISCUSSION**

The ATSP supports Motion #25, Part A, as well as further carries out a number of policies that the Board has previously adopted in order to improve mobility in the region for people who walk, bike, and take transit, including:

- Metro/SCAG Joint-Work Program, May 2015
- Complete Streets Policy, October 2014
- First Last Mile Strategic Plan and Planning Guidelines, April 2014
- Countywide Sustainability Planning Policy and Implementation Plan, December 2012
- Bicycle Transportation Strategic Plan, June 2006

The ATSP will serve as Metro's overall strategy for funding and supporting implementation of active transportation infrastructure and programs in Los Angeles County. The ATSP will identify strategies to improve and grow the active transportation network to expand the reach of transit and develop a regional active transportation network to increase personal travel options. It is intended to provide guidance to Metro and partner organizations, including local jurisdictions, regional government, and other stakeholders, in setting regional active transportation policies and guidelines to meet transportation goals and targets in support of the Regional Transportation Plan/Sustainable Community Strategy, Long Range Transportation Plan update, and other future planning efforts.

In most instances, Metro does not own or operate many elements of the public right of way, including pedestrian and bicycle facilities beyond our station footprint. However, effective walking and bicycling infrastructure are critical elements to facilitate first last mile connectivity to our extensive public transit network. Beyond the connection to transit, a high quality, safe, low stress regional active transportation network can provide more transportation options and improve mobility. The ATSP builds on local and sub-regional planning already underway in the region to weave a cohesive strategy for our county and identify opportunities for Metro to support local partners in achieving implementation.

### Stakeholder Engagement

During the development of the ATSP, the project team engaged and solicited feedback from various Metro departments, as well as agency partners, including the Metro Technical Advisory Committee and its Subcommittees, sub-regional Councils of Governments, the California Department of Transportation (Caltrans), Southern California Association of Governments (SCAG), local governments, and other stakeholders. We also formed a project Technical Advisory Committee, which consists of internal Metro departments and external stakeholders, to guide the development of the ATSP. During August 2015, we held seven stakeholder workshops across the county to solicit input. These workshops were attended by over 250 attendees and included representatives of local, regional, and state government agencies, elected offices, sub-regional councils of governments, nonprofit organizations, community groups, advocates, private firms, transit operators, transit riders, public health, and other stakeholders. We launched an online survey to gather additional input from stakeholders during Summer 2015. During December 2015, we held a second round of six stakeholder workshops across the county to provide an update on the ATSP and solicit additional input. Over 120 participants attended in total to provide feedback. We will continue to conduct outreach to key stakeholders.

### Status of ATSP Development

The project team has completed a needs and opportunities assessment and is currently developing strategies to support active transportation implementation, including the creation of tools and resources to better position partners for local, state, and federal grant funding opportunities that arise in the future.

### Status of Directives in Motion #25, Part A

Included within Motion #25, Part A, items 1 and 2, was direction to:

- 1) Define performance metrics to measure improvements for walking and biking, including: access to walking and biking infrastructure, access to education and encouragement programs, rates of Metro customers walking and biking to transit, collision and injury/fatality rates and greenhouse gas reductions from active transportation.
- 2) Set benchmarks based on the developed performance metrics and identify what level of annual investment is necessary to meet those goals.

### *Performance Metrics and Benchmarks*

Staff has identified a preliminary set of metrics and benchmarks to measure improvements to walking and bicycling, as shown in Attachment B. The metrics and benchmarks were informed by the Project

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Technical Advisory Committee; best practices from two key national sources of guidance, the National Complete Streets Coalition and the National Association of City Transportation Officials; and by a review of “cutting edge” peer agencies. These metrics are optimal for the county level, so Metro and partner agencies can understand the overall, county-wide effects of active transportation investments. Tracking at the county-wide level is critical as some metrics may see an exponential effect - where the observed increases or decreases are greater than the sum of the activity occurring right around the project location. The benchmarks are set as an opportunity for Metro to be a leader in the field of active transportation planning. They are specifically tied to the context of Los Angeles County in terms of our current baseline. The horizon year of 2025 was selected for most of the potential benchmarks because the ten-year horizon is generally the time frame in which active transportation plans are refreshed and updated, and would be a good point to revisit these targets. This time frame would allow us to track the implementation of active transportation projects and evaluate the performance of those projects against the baseline and benchmarks. Staff will continue to further refine the metrics and benchmarks and incorporate additional feedback obtained during the second round of stakeholder workshops that were held in December 2015.

### *Identifying Annual Investments Needed*

Per Board directive, staff developed a preliminary high-level estimate of the cost to build out a high quality active transportation environment throughout Los Angeles County. Linking the level of active transportation investment to meet benchmarks is a new concept for many organizations. This is an opportunity for Metro to pioneer this concept where the funding strategy is tied to targeted outcomes in order to help our region understand the overall countywide effects of active transportation investments over time. The costs are presented in Table 1 as a low-medium-high range, based on increasing magnitude of project and, therefore, cost. The ATSP will focus primarily on the regional active transportation network and first last mile access to major transit stops/stations in the County; therefore, the cost to implement improvements identified in the ATSP would be a subset of the overall costs mentioned in Table 1. These preliminary cost estimates will be further refined as we develop the ATSP.

**Table 1. Preliminary Estimate of Annual Active Transportation Needs In Los Angeles County**

Description	Cost (1)		
	Low	Medium	High
<b>Total Active Transportation Network - Annual Capital Costs (2)</b>	<b>\$509,599,106</b>	<b>\$801,356,246</b>	<b>\$1,397,181,236</b>
First Last Mile Access to Major Transit Stops/Stations (3)	\$456,709,788	\$654,974,183	\$872,166,210
Regional Active Transportation Network (4)	\$5,268,402	\$84,703,385	\$443,210,628
Local Active Transportation Networks (5)	\$47,620,936	\$61,678,679	\$81,804,398
<b>Metro Bike Services - Annual Capital Costs (6)</b>	<b>\$1,068,100</b>	<b>\$2,205,900</b>	<b>\$3,496,500</b>
<b>Metro Bike Services - Annual Operations &amp; Maintenance (6)</b>	<b>\$13,635,000</b>	<b>\$26,921,000</b>	<b>\$40,016,000</b>
<b>Education &amp; Encouragement Programs - Annual Costs (7)</b>	<b>\$24,357,776</b>	<b>\$30,010,552</b>	<b>\$35,734,663</b>
<b>Total Cost Range</b>	<b>\$548,659,982</b>	<b>\$860,493,698</b>	<b>\$1,476,428,399</b>

Note:

(1) Costs are in 2015 dollars and not escalated. Cost estimates are subject to change based on further refinements and economic conditions.

(2) Assumes total build out by 2035. Includes planning, design, engineering, environmental clearance, construction, and contingency costs. Cost range considers intensity of infrastructure improvement treatments. Includes annual capital costs for first last mile access improvements to major transit stops/stations, regional active transportation network, and local active transportation network.

(3) Includes first last mile active transportation improvements to 681 total station areas, which consist of existing and under construction Metro Rail, Metro Rapid, Metrolink, and high ridership local bus stops served by Metro and municipal transit operators. Each station area location may consist of multiple bus stops and rail stations that are close to each other---this enabled stops that are on opposite sides of the streets, rail stations that have bus stops nearby, or stations that have more than one portal, to be treated as one area rather than multiple areas with duplicative analysis.

(4) Regional active transportation network consists of bikeways and mixed used paths that connect cities and communities, major destinations, and transit hubs. These include local projects with regional benefits.

(5) Local active transportation networks provide connections to local destinations and feed into the regional network.

(6) Metro bicycle services include bike share and secure bike parking, such as bike hubs, lockers, and racks. Cost range considers scale of services.

(7) Cost range considers scale and intensity of activities for Metro-sponsored Adult Bicycle Safety Skills Classes, Metro-sponsored community rides, Metro Open Streets grant program, and Safe Routes to School non-infrastructure programs at public schools, which may be implemented by local municipalities or other external stakeholders.

Motion #25, Part A also included items 3 and 4, providing direction to:

- 3) Inventory available funding sources to meet the investment need.
- 4) Recommend possible changes to Metro, State, and federal policies to increase access to existing funding sources if the need exceeds available funding, including but not limited to an analysis of the funding priorities of Metro’s Call for Projects and the state Active Transportation Program.

Staff is currently developing an inventory of available funding sources that could be applied to the investment needs identified in Table 1. We will continue to monitor and analyze Metro, state, and

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federal policies to increase access to existing funding sources for active transportation. A concurrent report will be presented at the Ad-Hoc Sustainability Committee meeting in January 2016 regarding Cap-and-Trade Affording Housing and Sustainable Communities Program Strategy to position our County for competitiveness of this important new state funding source.

**NEXT STEPS**

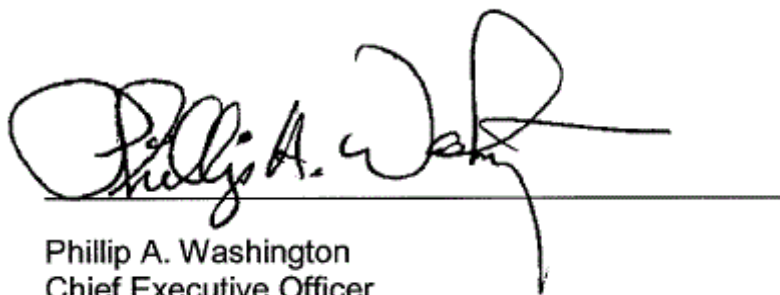
Staff will continue to develop the ATSP and conduct outreach to key stakeholders. Staff anticipates circulating the draft ATSP report for public comment in February 2016 and bringing the ATSP for Board action in April 2016.

**ATTACHMENTS**

Attachment A - Motion #25: Developing an Active Transportation Finance Strategy  
Attachment B - Preliminary Performance Metrics and Benchmarks

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Phillip A. Washington  
Chief Executive Officer

**Motion by Directors Bonin, O'Connor, Fasana and Ridley-Thomas****Developing an Active Transportation Finance Strategy**

Planning &amp; Programming Committee

July 16, 2014

Metro is considering adopting a 10-year Short Range Transportation Plan (SRTP) that reiterates its commitment from the 2009 Long Range Transportation Plan (LRTP) to invest in a rapid expansion of fixed-guideway transit and modernization of our freeway system.

The SRTP provides an investment strategy for all revenues controlled by Metro, including Propositions A and C, Measure R, and state and federal funds, to ensure the timely delivery of transportation projects throughout the county.

The Highway and Transit programs in the SRTP undergo a rigorous planning and needs assessment process that aid Metro in defining both the projects and the resources necessary to meet identified needs. However, the same process is not applied to the active transportation program.

Metro plans to spend close to a billion dollars on walk/bike projects in the next ten years absent a comprehensive planning process or an assessment of countywide needs.

Further, the draft SRTP does not adequately reflect MTA's Countywide Sustainability Planning Policy and joint work program with SCAG to expedite active transportation funding and implement the recently adopted First-Last Mile Strategic Plan.

While the SRTP does integrate sustainable principles and practices into planning activities using an evolving set of performance metrics, critical sustainability metrics, including safety and accessibility measures for walking and biking are not included in the plan.

The SRTP as drafted demonstrates shortcomings in countywide walk and bike planning that Metro should address to ensure that the full range of sustainable mobility options are incorporated into countywide planning efforts.

I THEREFORE MOVE that the MTA Board direct the CEO to:

- A. Develop an Active Transportation Finance Strategy for Los Angeles County by January 2015 that:

1. Defines performance metrics to measure improvements for walking and biking, including: access to walking and biking infrastructure, access to education and encouragement programs, rates of Metro customers walking and biking to transit, collision and injury/fatality rates and greenhouse gas reductions from active transportation
  2. Sets benchmarks based on the developed performance metrics and identifies what level of annual investment is necessary to meet those goals
  3. Inventories available funding sources to meet the investment need
  4. Recommends possible changes to Metro, state, and federal policies to increase access to existing funding sources if the need exceeds available funding, including but not limited to an analysis of the funding priorities of Metro's Call for Projects and the state Active Transportation Program.
- B. Report back in October on what steps are necessary to incorporate walking and biking in Metro's travel demand model, with an assessment of best practices by other regional transportation agencies for accounting for active transportation with interim off-model approaches, and expanding data sets to include all trips not just commute data.

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**Preliminary Performance Metrics and Benchmarks**

<b>Potential Performance Metric</b>	<b>Initial Baseline (2015)</b>	<b>Potential Benchmark</b>	<b>Available Data Sources</b>
Number and percent bicycle-to-transit	4% (Rail) 3% (Bus)	100% increase by 2025	Metro On-Board Surveys
Number and percent walk-to-transit	68% Walk (Rail) 4% Skated (Rail) 83% Walk (Bus) 2% Skated (Bus)	10 percentage point increase (walk to rail) by 2025  5 percentage point increase by 2025 (walk to bus)	Metro On-Board Surveys
Percent trips completed by bicycle in Los Angeles County	1.4% Bike	100% increase by 2025	2009 National Household Travel Survey
Percent trips completed by walking in Los Angeles County	17.6% Walk	50% increase by 2025	2009 National Household Travel Survey
Means of transportation to work	3.8% Combined Bike + Walk (0.9% Bicycle, 2.9% Walk)	100% increase by 2025 in combined Bike + Walk	2013 American Community Survey 5-Year Estimate
Miles of installed bicycle facilities, by class	2012: Class IV = 6 miles (2015) Class III = 614 miles Class II = 1,046 miles Class I = 341 miles	100% increase per year for class IV  10% increase per year for each class I, II and III	Self-reported by jurisdictions



**ATTACHMENT B**

<b>Potential Performance Metric</b>	<b>Initial Baseline (2015)</b>	<b>Potential Benchmark</b>	<b>Available Data Sources</b>
Metro capital funding allocated to bicycle/pedestrian improvements	Identification of initial baseline currently underway	To Be Determined	Self-tracked/self-reported by Metro
Percent of bicycle/pedestrian improvement projects funded by Metro capital funding that is within the top 25% of CalEnviroScreen scores <sup>1</sup>	Identification of initial baseline currently underway	50% per funding cycle	Self-tracked/self-reported by Metro
Number of station areas receiving Metro capital funding or external funding allocated to bicycle/pedestrian access improvements	Identification of initial baseline currently underway	100% of 661 station areas served by 2030	Self-tracked/self-reported by Metro
Number of station areas with completed bicycle/pedestrian access improvements funded by Metro capital funding or external funding	Identification of initial baseline currently underway	100% of 661 station areas served by 2035	Self-tracked/self-reported by Metro
External (non-Metro) discretionary grant funding won within LA County for active transportation projects	Identification of initial baseline currently underway	Proportional to LA County population or greater	Self-reported by jurisdictions and implementing agencies

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<sup>1</sup> California Active Transportation Program sets their threshold at 25% of all funding awarded to “disadvantaged communities,” which they define by one of three parameters, including the top 25% of CalEnviroScreen scores.

**ATTACHMENT B**

<b>Potential Performance Metric</b>	<b>Initial Baseline (2015)</b>	<b>Potential Benchmark</b>	<b>Available Data Sources</b>
Collision statistics (number by mode, percent by mode for severe injury and fatal crashes)	Year 2012: Total Collisions=51,207 Total Injuries=50,622 Total Fatalities=585 Ped Collisions=5,024 Ped Injuries=4,821 Ped Fatalities=203 Bike Collisions=4,955 Bike Injuries=4,926 Bike Fatalities=29	Support benchmark of local municipalities with Vision Zero Policies  TBD	State-Wide Integrated Traffic Reporting System (SWITRS)
Greenhouse gas reductions	Identification of initial baseline currently underway	Evaluate against forecasts and inputs	Southern California Association of Governments

# Active Transportation Strategic Plan Update

Planning and Programming Committee  
January 20, 2016

# Active Transportation Strategic Plan Objectives

- Identify improvements that increase access to transit for people who walk and bike.
- Create a regional active transportation network.
- Develop supporting programs and policies related to education, encouragement, enforcement, and evaluation.
- Guide future investments.
- Develop a funding strategy.



# Motion #25: Developing an Active Transportation Finance Strategy, Part A, Items 1 & 2

- 1) Define performance metrics to measure improvements for walking and biking
- 2) Set benchmarks based on the developed performance metrics and identify what level of annual investment is necessary to meet those goals



# Stakeholder Involvement

- Project Technical Advisory Committee (TAC)
- Metro TAC & Subcommittees
- Sub-Regional Councils of Governments
- Other Stakeholder Meetings
- 3 Rounds of Stakeholder Workshops
  - Round 1: August 2015 (~ 250 participants)
  - Round 2: December 2015 (~120 participants)
- Online Survey



# Preliminary Performance Metrics

Potential Performance Metric	Initial Baseline (2015)	Potential Benchmark (by 2025)
Number and percent bicycle-to-transit	4% (Rail) 3% (Bus)	100% increase
Number and percent walk-to-transit	72%(Rail) 85%(Bus)	10% point increase (rail) 5% point increase (bus)
Percent trips completed by bicycle in Los Angeles County	1.4%	100% increase
Percent trips completed by walking in Los Angeles County	17.6%	50% increase
Means of transportation to work (Bike & Walk)	3.8%	100% increase
Miles of installed bicycle facilities, by class	Class IV = 6 miles (2015) Class III = 614 miles (2012) Class II = 1,046 miles (2012) Class I = 341 miles (2012)	Class IV: 100% increase per year; Class I,II,III: 10% increase per year for each class

## Preliminary Performance Metrics (Cont.)

Potential Performance Metric	Initial Baseline	Potential Benchmark
Metro capital funding allocated to Bike/Ped improvements	Identification currently underway	TBD
% of bike/ped improvement projects funded by Metro capital funding that is within the top 25% of CalEnviroScreen scores	Identification currently underway	50% per funding cycle
Number of station areas receiving Metro capital funding or external funding allocated to bike/ped access improvements	Identification currently underway	100% of 661 station areas served by 2030
Number of station areas with completed bike/ped access improvements funded by Metro capital funding or external funding	Identification currently underway	100% of 661 station areas served by 2035
External (non-Metro) discretionary grant funding won within LA County for active transportation projects	Identification currently underway	Proportional to LA County population or greater
Collision statistics	(2012 data) Total Collisions=51,207 Ped Collisions=5,024 Bike Collisions=4,955	Support benchmarks of local vision zero policies. Additional benchmarks TBD
Greenhouse gas reductions	Identification currently underway	Evaluate against forecasts and inputs



# Preliminary Estimate of Countywide Annual Active Transportation Needs

Description	Cost		
	Low	Medium	High
<b>Active Transportation Network – Capital Costs</b>	<b>\$509.6 M</b>	<b>\$801.4 M</b>	<b>\$1.4 B</b>
First Last Mile Access	\$456.7 M	\$655 M	\$872.1 M
Regional Active Transportation Network	\$5.3 M	\$84.7 M	\$443.2 M
Local Active Transportation Networks	\$47.6 M	\$61.7 M	\$81.8 M
<b>Metro Bike Services – Capital Costs</b>	<b>\$1.1 M</b>	<b>\$2.2 M</b>	<b>\$3.5 M</b>
<b>Metro Bike Services – Operations &amp; Maintenance</b>	<b>\$13.6 M</b>	<b>\$26.9 M</b>	<b>\$40 M</b>
<b>Education &amp; Encouragement Programs</b>	<b>\$24.4 M</b>	<b>\$30 M</b>	<b>\$35.7 M</b>
<b>Total Cost Range</b>	<b>\$548.7 M</b>	<b>\$860.5 M</b>	<b>\$1.5 B</b>

# Anticipated Schedule

## February

- Continue outreach to key stakeholders
- Draft Plan circulated for public comment

## March

- Stakeholder workshop – Round 3
- Continue outreach to key stakeholders

## April

- Plan completion and Board action