



Memorandum

Date: 10.06.15 **RE:** Plans and Programs Committee
October 20, 2015

To: Plans and Programs Committee: Commissioners Tang (Chair), Christensen (Vice Chair), Breed, Farrell, Yee and Wiener (Ex Officio)

From: Anna LaForte – Deputy Director for Policy and Programming *all*

Through: Tilly Chang – Executive Director *TJC*

Subject: **ACTION** – Recommend Allocating \$4,085,233 in Prop K funds, with Conditions, and Appropriating \$54,225 in Prop K funds, Subject to the Attached Fiscal Year Cash Flow Distribution Schedules

Summary

As summarized in Attachments 1 and 2, we have five requests totaling \$4,139,458 in Prop K sales tax funds to present to the Plans and Programs Committee. The San Francisco Municipal Transportation Agency (SFMTA) has requested \$135,000 for pre-environmental phase analysis of a potential alignment for the Geneva-Harney Bus Rapid Transit project through the Recology property between US-101/Alanna Way and Tunnel Avenue. SFMTA is also requesting \$80,000 to continue its youth bicycle safety education classes at nine middle and high schools during the 2015-16 school year; and \$193,000 for the design of up to 1,200 bicycle wayfinding signs to be installed citywide on the bicycle network. San Francisco Public Works is requesting \$3,677,233 to pave approximately 31 blocks of Ingalls and Industrial Streets, including sidewalk and curb repairs and curb ramps. We are requesting \$54,225 to leverage a Kaiser HEAL Zone grant and contributions from several community based organizations for a van sharing pilot program in the Bayview Hunters Point neighborhood, as recommended in the Transportation Authority's BVHP Mobility Solutions Study (adopted in 2013).

BACKGROUND

We have five requests totaling \$4,139,458 in Prop K sales tax funds to present to the Plans and Programs Committee at the October 20, 2015 meeting, for potential Board approval on October 27, 2015. As shown in Attachment 1, the requests come from the following Prop K categories:

- Visitacion Valley Watershed
- Street Resurfacing, Rehabilitation, and Maintenance
- Bicycle Circulation/Safety, and
- Transportation Demand Management/ Parking Management

Board adoption of a 5-Year Prioritization Program (5YPP) for Prop K programmatic categories is a prerequisite for allocation of funds from each of these categories.

DISCUSSION

The purpose of this memorandum is to present five Prop K requests totaling \$4,139,458 to the Plans

and Programs Committee and to seek a recommendation to allocate or appropriate the funds as requested. Attachment 1 summarizes the requests, including information on proposed leveraging (i.e. stretching Prop K sales tax dollars further by matching them with other fund sources) compared with the leveraging assumptions in the Prop K Expenditure Plan. Attachment 2 provides a brief description of each project. A detailed scope, schedule, budget and funding plan for each project is included in the attached Allocation Request Forms.

Staff Recommendation: Attachment 3 summarizes the staff recommendations for the requests, highlighting special conditions, 5YPP amendments and other items of interest.

Youth Bicycle Safety Education Classes: When the Plans and Programs Committee considered the last Prop K request for adult and youth bicycle safety education classes in spring 2015, the committee raised a number of concerns about the San Francisco Municipal Transportation Agency's (SFMTA's) bicycle safety education program. Specific concerns included:

- Strategy (e.g., how does bicycle education fit within SFMTA's transportation demand management and safety programs?)
- Equity (e.g., where are classes offered, and how does the program ensure geographic equity in program participation?)
- Cost-effectiveness (e.g., why is it important for SFMTA to invest in bicycle education classes for youth as opposed to other safety programs or capital investments, and how is the program evaluated and what defines success?)

SFMTA staff has addressed some of these concerns in the enclosed allocation request form for the Youth Bicycle Safety Education Classes and in the attached memo (Attachment 5). We recommend allocating Prop K sales tax funds to allow the youth bicycle education classes to continue during the 2015/16 school year. We anticipate bringing future Prop K requests for adult classes, which will run out of funding in November 2015, once SFMTA has completed its evaluation of the adult safety education program and completed the strategic planning it considers as required to inform the future of these classes.

Representatives from sponsor agencies will attend the Plans and Programs Committee meeting to answer questions.

ALTERNATIVES

1. Recommend allocating \$4,085,233 in Prop K funds, with conditions, and appropriating \$54,225 in Prop K funds, subject to the attached Fiscal Year Cash Flow Distribution Schedules, as requested.
2. Recommend allocating \$4,085,233 in Prop K funds, with conditions, and appropriating \$54,225 in Prop K funds, subject to the attached Fiscal Year Cash Flow Distribution Schedules, with modifications.
3. Defer action, pending additional information or further staff analysis.

CAC POSITION

The CAC was briefed on this item at its September 30, 2015 meeting and unanimously adopted a motion of support for the staff recommendation.

FINANCIAL IMPACTS

This action would allocate \$4,085,233 and appropriate \$54,225 in Fiscal Year (FY) 2015/16 Prop K sales tax funds, with conditions, for a total of five requests. The allocations and appropriation would be subject to the Fiscal Year Cash Flow Distribution Schedules contained in the enclosed Allocation Request Forms.

The FY 2015/16 Prop K Allocation Summary (Attachment 4) shows the total approved FY 2015/16 allocations to date with associated annual cash flow commitments as well as the recommended allocations and cash flows that are the subject of this memorandum.

Sufficient funds are included in the adopted FY 2015/16 budget to accommodate the recommended actions. Furthermore, sufficient funds will be included in future fiscal year budgets to cover the recommended cash flow distribution for those respective fiscal years.

RECOMMENDATION

Recommend allocating \$4,085,233 in Prop K funds, with conditions, and appropriating \$54,225 in Prop K funds, subject to the attached Fiscal Year Cash Flow Distribution Schedules.

Attachments (5):

1. Summary of Applications Received
2. Project Descriptions
3. Staff Recommendations
4. Prop K 2015/16 Fiscal Year Cash Flow Distribution – Summary
5. Bicycle Education Program – Update

Enclosure:

1. Prop K Allocation Request Forms (5)

Attachment 1: Summary of Applications Received

Source	EP Line No./Category ¹	Project Sponsor ²	Project Name	Current Prop K Request	Current Prop AA Request	Total Cost for Requested Phase(s)	Prop K Leveraging		Phase(s) Requested	District
							Expected Leveraging by EP Line ³	Actual Leveraging by Project Phase(s) ⁴		
Prop K	27	SFMTA	Geneva Harney BRT Pre-Environmental Study Supplement	\$135,000		\$ 938,798	68%	86%	Planning	10, 11
Prop K	34	SFPW	Ingalls St and Industrial St Pavement Renovation	\$3,677,233		\$ 3,677,233	79%	0%	Construction	10
Prop K	39	SFMTA	Bicycle Wayfinding Signs	\$193,000		\$ 193,000	28%	0%	Design, Construction	Citywide
Prop K	39	SFMTA	Youth Bicycle Safety Education Classes	\$80,000		\$ 80,000	28%	0%	Construction	Citywide
Prop K	43	SFCTA	Bayview Moves Van Sharing Pilot	\$54,225		\$ 206,975	54%	74%	Construction	10
TOTAL				\$ 4,139,458	\$ -	\$ 5,096,006	73%	19%		

Footnotes

- ¹ "EP Line No./Category" is either the Prop K Expenditure Plan line number referenced in the 2014 Prop K Strategic Plan or the Prop AA Expenditure Plan category referenced in the 2012 Prop AA Strategic Plan, including: Street Repair and Reconstruction (Street), Pedestrian Safety (Ped), and Transit Reliability and Mobility Improvements (Transit).
- ² Acronyms: SFCTA (San Francisco County Transportation Authority); SFPW (San Francisco Public Works); and SFMTA (San Francisco Municipal Transportation Agency).
- ³ "Expected Leveraging By EP Line" is calculated by dividing the total non-Prop K funds expected to be available for a given Prop K Expenditure Plan line item (e.g. Pedestrian Circulation and Safety) by the total expected funding for that Prop K Expenditure Plan line item over the 30-year Expenditure Plan period. For example, expected leveraging of 90% indicates that on average non-Prop K funds should cover 90% of the total costs for all projects in that category, and Prop K should cover only 10%.
- ⁴ "Actual Leveraging by Project Phase" is calculated by dividing the total non-Prop K funds in the funding plan by the total cost for the requested phase or phases. If the percentage in the "Actual Leveraging" column is lower than in the "Expected Leveraging" column, the request (indicated by yellow highlighting) is leveraging fewer non-Prop K dollars than assumed in the Expenditure Plan. A project that is well leveraged overall may have lower-than-expected leveraging for an individual or partial phase.

Attachment 2: Brief Project Descriptions ¹

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
27	SFMTA	Geneva Harney BRT Pre-Environmental Study Supplement	\$ 135,000	\$ -	Funds would be used to supplement \$123,000 in previously allocated Prop K funds for conceptual engineering, cost estimating and feasibility analysis of an additional potential Geneva-Harney Bus Rapid Transit alignment through the Recology property between US 101/Alanna Way and Tunnel Avenue. Requested funds would also support analysis of parking and traffic impacts to Geneva Avenue in response to Daly City's concerns about the alternatives proposed in the feasibility study. The SFMTA expects pre-environmental work to be complete by June 2016.
34	SFPW	Ingalls St and Industrial St Pavement Renovation	\$ 3,677,233	\$ -	Funds would be used for the construction phase for approximately 31 blocks of repaving on Industrial Street from Oakdale Avenue/Selby Street to the Bayshore Boulevard/ Industrial Street on-ramp; and on Ingalls Street from Innes Avenue/Middle Point Road to Carroll Avenue. The scope includes paving, sidewalk and curb repairs at various locations, including 84 curb ramps. Construction will begin in June 2016 and be completed by September 2017.
39	SFMTA	Bicycle Wayfinding Signs	\$ 193,000	\$ -	In 2014, the SFMTA completed the Prop K-funded Bicycle Wayfinding Strategy, which provides best practice research, design recommendations and a preliminary deployment framework for a new citywide bicycle wayfinding system. The SFMTA is requesting Prop K funds to design up to 1,200 signs citywide on the bicycle network to improve safety and connectivity for bicyclists, as recommended in the strategy. Funds would also allow the SFMTA to implement a pilot in spring 2016 at six locations at the intersection of Valencia and McCoppin Streets to help inform the citywide project. SFMTA anticipates requesting additional Prop K funds in spring 2016 for the construction phase to match a \$792,000 in Cycle 1 Regional Active Transportation Program grant. The project will be fully implemented by summer 2019. See page 42 of the enclosure for a map of locations.

Attachment 2: Brief Project Descriptions ¹

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Requested	Prop AA Funds Requested	Project Description
39	SFMTA	Youth Bicycle Safety Education Classes	\$ 80,000	\$ -	Funds will provide for bicycle safety education classes in nine middle and high schools in the 2015-16 school year (see page 47 of the enclosure for a list of schools). Each class consists of two-week in-school bicycle safety physical education classes that are intended to both increase cycling amongst young people and reduce their chance of injury while doing so. Classes will be delivered through a contract with the San Francisco Bicycle Coalition and the YMCA's YBike program. SFMTA labor included in the request will fund program management and contract administration.
43	SFCTA	Bayview Moves Van Sharing Pilot	\$ 54,225	\$ -	Requested Prop K funds will leverage over \$150,000 in funding from a Kaiser Permanente HEAL Zone grant and contributions from several community based organizations (CBOs) for a van sharing pilot program in the Bayview Hunters Point (BVHP) neighborhood as recommended in the Transportation Authority's BVHP Mobility Solutions Study (adopted in 2013). The van sharing pilot will allow the CBOs to pool resources to provide point-to-point transportation for their target populations at a reduced cost when compared to numerous CBOs owning, operating, and maintaining their own vehicles. Potential uses include pooled trips for seniors, students, or others to medical institutions, community centers, after school programs, and other service facilities. The total project funding of \$206,975 will fund a mobility manager at Bayview Hunters Point Multipurpose Senior Services, Inc. and shuttle services for 10 months, and includes outreach and evaluation. The services would be available six days per week from 9 am to 9 pm, though the vans would only be utilized on an as-needed basis by the CBOs during that timeframe.
TOTAL			\$ 4,139,458	\$ -	

¹ See Attachment 1 for footnotes.

Attachment 3: Staff Recommendations ¹

EP Line No./ Category	Project Sponsor	Project Name	Prop K Funds Recommended	Prop AA Funds Recommended	Recommendation
27	SFMTA	Geneva Harney BRT Pre-Environmental Study Supplement	\$ 135,000	\$ -	
34	SFPW	Ingalls St and Industrial St Pavement Renovation	\$ 3,677,233	\$ -	5-Year Prioritization Program (5YPP) amendment: The recommended allocation requires a concurrent amendment to the Street Resurfacing, Rehabilitation and Maintenance 5YPP to re-program \$3,677,233 from the Guerrero St, San Jose Ave and Corbett Ave Pavement Renovation project, which was funded with other sources, to the subject project.
39	SFMTA	Bicycle Wayfinding Signs	\$ 193,000	\$ -	Multi-phase allocation: We recommend a multi-phase allocation given that the pilot will be implemented during the design phase.
39	SFMTA	Youth Bicycle Safety Education Classes	\$ 80,000	\$ -	
43	SFCTA	Bayview Moves Van Sharing Pilot	\$ 54,225	\$ -	
TOTAL			\$ 4,139,458	\$ -	

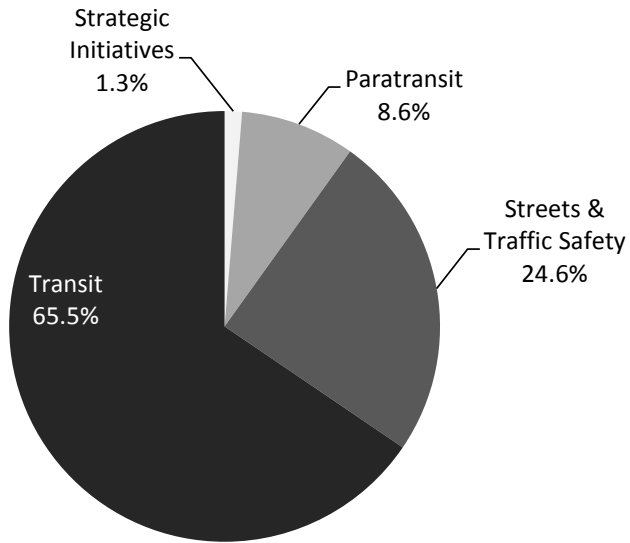
¹ See Attachment 1 for footnotes.

**Attachment 4.
Prop K Allocation Summary - FY 2015/16**

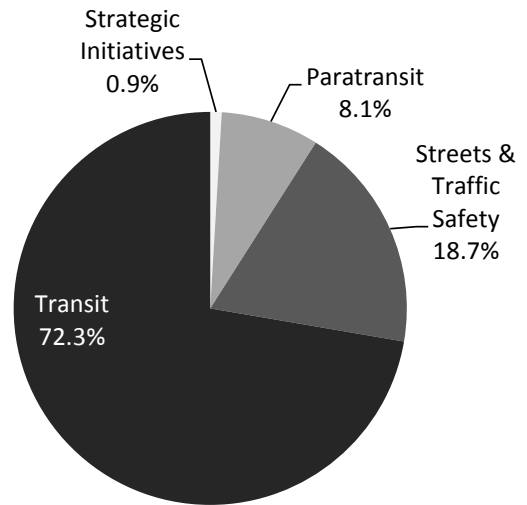
PROP K SALES TAX						
	CASH FLOW					
	Total	FY 2015/16	FY 2016/17	FY 2017/18	FY 2018/19	2019/20
Prior Allocations	\$ 123,598,314	\$ 95,179,273	\$ 27,653,927	\$ 765,114	\$ -	\$ -
Current Request(s)	\$ 4,139,458	\$ 286,827	\$ 3,386,151	\$ 417,052	\$ 49,428	\$ -
New Total Allocations	\$ 127,737,772	\$ 95,466,100	\$ 31,040,078	\$ 1,182,166	\$ 49,428	\$ -

The above table shows maximum annual cash flow for all FY 2015/16 allocations approved to date, along with the current recommended

Investment Commitments, per Prop K Expenditure Plan



Prop K Investments To Date





Edwin M. Lee, *Mayor*

Tom Nolan, *Chairman*

Cheryl Brinkman, *Vice-Chairman*

Gwyneth Borden, *Director*

Edward D. Reiskin, *Director of Transportation*

Malcolm Heinicke, *Director*

Joél Ramos, *Director*

Cristina Rubke, *Director*

To: Chad Rathmann, Sr. Transportation Planner, Transportation Authority
 From: John Knox White, Sr. Transportation Planner, San Francisco Municipal Transportation Agency
 Date: September 22, 2015
 Re: Bicycle Education Program - Update

Background

In March 2015, the San Francisco Municipal Transportation Agency (SFMTA) requested funding to allow for a short extension of its existing bicycle education program contract. This contract provided three services: Adult Bicycle Safety Education, Middle School Bicycle Classes and Freedom from Training Wheels education. Over the course of two Transportation Authority hearings, Commissioners asked a number of questions about the adult bicycle education classes related to efficacy and cost-effectiveness. At that time, the funding request was approved and SFMTA staff indicated that the agency was embarking on a process to identify how we would like to proceed with bicycle safety education and that future funding requests would not be made until that strategic planning was completed.

Since that time, SFMTA has begun three strategic planning processes related to this:

- Development of a Transportation Demand Management (TDM) Strategy and work plan, which will address how best to support an increase in the number of people choosing to bicycle in San Francisco.
- Development of a Vision Zero Education Strategy and Work Plan, which will identify how to prioritize efforts in increasing safety for people who bicycle in San Francisco.
- Development of an In-class School Curriculum Strategy, which will identify a long term plan for teaching elementary, middle and high school students how to bicycle and how to be safe doing so during PE classes.

The SFMTA is also working with SFBC to better understand the impacts of the adult bike classes to be funded with Prop K.

SFMTA Vision for Youth Bicycle Education

TDM Strategy: The SFMTA is in the process of developing the SFMTA TDM Strategy, which will detail the Agency's vision for biking education in San Francisco. SFMTA staff members are currently researching best-practices in bicycle education in order to inform the components of this vision. It is the SFMTA's intention to develop a comprehensive, holistic education program that will encourage bicycling, and, in particular, safe bicycling behavior, among youth and adults in San Francisco; this program will also have an enhanced focus on communities of concern. The specifics of this program – aside from the imperatives that it be comprehensive, include an emphasis in proper cycling behavior, and reach communities of concern – are still being determined.

Bicycling education, engineering and enforcement are key components of the City's effort to promote bicycling. However, while engineering efforts create the bicycle network and enforcement efforts ensure bicyclists are biking safely and are not at risk from vehicles, these efforts do not address the fact that many San Francisco residents do not know how to bike, do not have confidence in their bicycling ability, and do not know the proper rules of the road. The outcomes of education efforts—ability, confidence, skills—simply cannot be produced through engineering treatments and enforcement efforts. With a bicycle mode share currently hovering at 3-4% and the goal of raising bicycle mode share to 8% by 2015, the SFMTA considers it necessary to use all tools available to encourage bicycling in order to succeed in meeting this goal. The SFMTA is confident that there exists a need to educate cyclists that cannot be

addressed solely by engineering and enforcement efforts, and as previously stated, will use the TDM Strategy to determine best practices for adult and youth bicycle education in San Francisco. Staff is committed to holding off on any significant education funding requests until the strategic planning work is completed at the end of 2015.

Vision Zero Education Strategy: The Vision Zero Education Strategy acknowledged that behavior change is a long term process and that creating new norms around traffic safety will require a sustained adherence to comprehensive, data-driven programs. To that end, the Strategy identified a series of potential long term actions, which included learn-to-ride and bike safety physical education programs at elementary, middle, and high school levels. The Education Subcommittee is currently in the process of evaluating the bike safety physical education programs, in addition to the other actions listed in the Strategy, to determine which will best help San Francisco create culture of traffic safety and reach its Vision Zero goal. SFMTA staff completed this work earlier this year.

In-class School Curriculum Strategy: The School Curriculum plan is expected to be finished by spring 2016 and involves the SFUSD, SFMTA, SFDPH and other stakeholder groups. As SFUSD has been offering in-class bicycle training – facilitated through the YMCA's YBike program – to middle and high school students for the past four school years, SFMTA is proposing a one-year continuation of the existing middle school program in order to ensure that students who are in the school during the 15/16 school year will not miss out on this training while the School Curriculum is finalized and implemented. It will not be possible to complete the in-school strategy, request funding and implement the middle school training classes within the current school year given the amount of time needed to organize classes and finalize other program components.

The SFMTA, SFUSD and Department of Public Health (DPH) are in agreement that the model used for providing these classes is a best practice and will be included in the long-term strategy moving forward. Therefore, all are comfortable in supporting the Prop K funding request for the one-year program with YBike while the overall School Curriculum strategy is developed. While the alternative is to provide no in-school bicycle education during the 15/16 school year, SFMTA staff believes that these classes are an important component of the Agency's ongoing efforts to encourage bicycling and ensure safe behavior amongst those who use bicycles, and consequently recommend that these classes continue throughout the planning effort.

Youth Bicycle Safety Education Program Impact: Neither YBike nor the SFMTA currently possesses data demonstrating the long-term impact of the Bicycle PE Unit on participants. To date, staff has been unable to identify any long-term longitudinal studies that have analyzed the impact of in-school PE bicycle education upon students. SFMTA staff is working with YBike and other parties to identify methods to collect this data for future inclusion in program planning. Conversations with third-party entities are underway, but they are in the very early stages and unfunded. Such a study would need to occur over a very long timeline, likely a decade or more, to truly understand the impact of middle school education. Many life skills taught to middle school students do not fully develop into habits and behaviors until after graduation and entry into the workforce. However, in-school education has been demonstrated to be a powerful tool in instilling safe behavior in kids, transmitting safety information to adults in families via students, and normalizing transportation options that individuals may be interested in using but were not aware of until exposure through schools.

YBike instructors have noted that YBike program participants genuinely enjoy learning a skill that they will carry with them for the rest of their lives, and that participants in PE programs often go on to join other YBike offerings, such as after school bike riding clubs and bike shop programs. Graduates from the bike shop program actually end up with their own bike & helmet and the knowledge and skills to ride it.

Leveraging Past Instruction: Many schools that have received training in the past now possess their own bike fleets and continue to offer classes independent of the SFMTA's funding and contractor

instruction. As such, the number of students receiving bicycle education is growing and the number of schools at which bicycle education is offered is greater than just the schools identified for instruction in the current school year. The collected anecdotal information from physical education teachers shows that up to an additional 2,000 students are reached per year beyond the number directly served through classes taught directly by contractor staff.

Bicycle Education in Other Cities: A number of cities and school districts in the Bay Area and around the country offer bicycle education to students. Bike East Bay has run classes in coordination with schools for years. For example, in the City of Alameda, such classes are offered as a one-day, after-school activity that students can opt into participating in. Although this set-up keeps costs low, it leaves a number of students out of the loop because they did not know about the classes, they had competing after-school activities, or lacked equipment. San Francisco's program is a more intensive, multi-day program that provides bikes to all students. Other cities have also recognized the importance of teaching youth to bike: Washington, DC is about to launch universal bike-riding program for 2nd grade youth. It is the only universal bicycling curriculum in the country and one that SFMTA and SFUSD are looking at within our strategic planning process.

Update on Adult Bicycle Education Program Evaluation

SFMTA would like to report that the SFBC was asked to conduct a more rigorous evaluation of their adult bike education classes as discussed during the 2015 contract extension request last spring. The produced enhanced evaluation includes a pre-class survey distributed to participants at the start of each class and a follow-up survey sent via email to class participants six weeks after the conclusion of their bicycle education course. The goals of evaluation are to determine:

- Who is taking the SFBC bike education classes?
- How do students' bicycling habits change following a bike education class?
- How do students' confidence levels change following a bike education class?
- How do students' levels of perceived safety while biking change following a bike education class?
- How do students' levels of knowledge surrounding traffic laws change following a bike education class?

The SFBC is currently compiling the results of these surveys and will present the results in their final report which is due to the SFMTA at the end of their contract (December 2015). The findings of this evaluation will be used in the development of the SFMTA's TDM Strategy and help to guide how the agency moves forward with new education efforts.

