

## VI. COSTS AND FUNDING

The preceding chapters of this County Bikeways Plan have recommended a large number of improved bikeway facilities, as well as participation in promotional and educational programs, as necessary components of the County's bicycle transportation program. This chapter summarizes the costs of these facilities and programs, discusses potential funding sources and outlines an expenditure plan.

### Previous Bikeway Expenditures

The County of San Luis Obispo has been actively developing bikeway facilities on County-maintained roads for over twenty years. These projects have been funded primarily from the State Bike Lane Account and from the County's General Fund contribution to the Roads budget. Table 4 below lists previous expenditures for bikeway construction in San Luis Obispo County:

Bike Plan Program Expenditures To Date						
Bikeway expenditures						
Road Name	From	To	Year Constructed	Approximate Const. Cost	Length (Miles)	Cost per Mile
Higuera Street	SLO City Limits	Highway 101	1974	\$29,600	1.58	\$18,770
Avila Beach Drive	San Luis Bay Drive	San Luis Street (Avila)	1978	\$32,000	1.12	\$28,546
Los Osos Valley Road	Pine Avenue	Palisades Avenue	1979	\$15,500	0.47	\$32,839
Foothill Road	SLO City Limits	O'Connor Way	1981	\$133,800	1.89	\$70,794
Los Osos Valley Road/ Pecho Valley Road	Pine Avenue	Rodman Drive	1981	\$29,000	0.83	\$34,772
Pine Avenue	Los Osos Valley Road	Ramona Avenue	1983	\$27,300	0.53	\$51,509
Santa Rosa Creek Road	Main Street	Coast Union High School	1983	\$41,300	0.80	\$51,625
Los Osos Valley Road	SLO City Limits	Foothill Road	1988	\$216,400	0.50	\$432,800
Cayucos Bike Path	Ocean Boulevard	Cabrillo Street	1989	\$73,200	-	-
Santa Ysabel Avenue	Second Street (Los Osos)	South Bay Boulevard	1992	\$78,000	0.99	\$78,788
Price Canyon Road	Pismo Beach City Limits	Ormonde Road	1993	\$52,600	2.58	\$20,411
Los Osos Valley Road	Highway 101	SLO City Limits	1993	\$39,300	0.74	\$53,108
Ramona Avenue	Pine Avenue	Fourth Street (Los Osos)	1993	\$20,400	0.35	\$58,286
Higuera Street	Highway 101	Ontario Road	1994	\$57,400	0.62	\$92,880
Higuera Street (Rehab)	SLO CL	San Luis Creek	1997	\$229,972	0.83	\$276,077
First Street (San Miguel)	San Juan	Centre	1999	\$67,430	0.06	\$1,142,881
Bib Jones Trail (Crossings)	Ontario	San Luis Bay Drive	1999	\$26,473	-	-
O'Connor Way	Foothill Road	Cuesta College	1995	\$516,000	3.18	\$162,264
Eleventh Street	El Moro Avenue	Santa Ysabel Ave	1995	\$39,000	0.68	\$57,692
Orcutt Road	Johnson Avenue	Tank Farm Rd	1997	\$197,033	0.98	\$202,085
South Bay Boulevard	Los Olivos Avenue	Los Osos Creek	1998	\$64,500	0.19	\$341,270
Tank Farm Road	Higuera Street	Highway 227	1997	\$259,391	1.49	\$174,088
Tefft Street	Las Flores Drive	Hazel Lane	1998	\$81,108	0.71	\$114,237
Vineyard Drive	Bethel Road	Vineyard Elementary	2001	\$126,270	0.50	\$252,540
16th Street, San Miguel	K Street	L Street	2000	\$23,466	0.07	\$335,229
13th Street (Oceano)	Hwy 1	Bellridge	2001	\$35,082	0.24	\$146,175
"Non-bikeway" projects with wide shoulders or Class II improvements						
Road Name	From	To	Year Constructed	Approximate Const. Cost		
Pomeroy Road	Tefft St	Willow Rd	1989	\$202,700		
Willow Road	Highway 1	Via Concha	1990	\$52,900		
Pier Avenue	Strand Alley	Lakeside Avenue	1990	\$26,900		
Los Osos Valley Road	Los Osos Creek bridge		1991	\$90,200		
Pier Avenue	Lakeside Avenue	Norswing Drive	1992	\$47,200		
Tefft Street	Orchard Avenue	Highway 101	1993	\$54,400		
Tefft Street	Highway 101	Oakglen Avenue	1994	\$13,400		
Tefft Street	Hazel Lane	Orchard Avenue	1994	\$34,300		
Orchard Avenue	Division Street	Southland	2001	\$1,514,000		
Las Tablas	Hwy 101	Bethel Road	1998	\$312,305		
Main Street, Templeton	Gibson	Creekside	2003	\$211,847		
Nacimiento Lake Drive, At Anthony Way	Sta 94+40	Sta 121+73	2004	\$181,226		

Table 4. Bike Lanes Construction

Bikeway Maintaince (By Fiscal Year)	
Year	Annual Expenditure
03-04	\$14,764
02-03	\$18,809
01-02	\$14,010
00-01	\$9,664
TOTAL:	

Table 5. Maintenance Costs

### Cost Estimates

The estimated costs of constructing the proposed bikeway improvements were listed in the tables in Appendix A. These may be considered "planning-level" estimates only, as

detailed design has not been performed for any of the projects. The estimates are based on typical unit costs for similar construction projects in this County in recent years. The estimates include the purchase of right-of-way if a purchase will be necessary. The costs for "designating" Class III bike routes, and Class II bike lanes where no pavement widening is required, are just those of installing the necessary signs, striping and pavement stencils. Table 6 summarizes the cost estimates by region and community.

<b>Community</b>	<b>Improvement Cost</b>
Arroyo Grande Fringe	\$3,820,000
Avila Valley	\$2,921,000
Cambria	\$1,065,000
Cayucos	\$183,000
Edna Valley	\$5,194,000
Heritage Ranch	\$21,826,000
Los Osos	\$4,110,500
Nipomo	\$10,260,000
Oceano	\$497,000
Paso Robles Fringe	\$113,000
San Luis Obispo Fringe	\$3,150,000
San Miguel	\$117,000
Santa Margarita	\$210,000
Templeton	\$7,300,000
Total =	\$60,766,500

Table 6. Bikeway Improvement Costs

Other costs associated with the recommendations of this Plan include participation in promotional and educational events, as described in chapter V, maintenance of existing bikeways and the administration of the program itself. The latter includes the staff time necessary to support the Bicycle Advisory Committee, to apply for grant funding for bikeway projects and to monitor the implementation of the Plan itself. Now that the Bikeways Plan is complete, the necessary staff time for these ongoing activities should be substantially less than it has been thus far. It is estimated that approximately \$15,000 should be allocated annually to promotional and educational activities, and \$5,000 to the administration of the program.

### Maintenance of Bikeways

One key element to encouraging use of bicycles for transportation is the provision of adequate maintenance of bikeways as they are developed.

Once Class I and II bikeway improvements recommended by this Plan are constructed they shall be routinely inspected for potential hazards and needed improvements. These include sweeping and litter removal; grates, manhole or valve covers; longitudinal or transverse pavement cracks; vegetation removal; and sight distance improvements at intersections or other locations. As more bikeways are developed

under the recommendations of this Plan it will be important to identify a predictable source of funding to carry out ongoing maintenance of the bikeway network.

Overall, the County looks at the entire transportation system in a holistic manner. This is reflected in the alignment of the maintenance program in that there is no specific funding set aside for the individual elements of the system, repairs are done to the entire street as needed including maintained bikeways and walkways. In this same vein when streets are improved or modified they are constructed with the appropriate width to accommodate the bikeways or walkways called out in the plans. The most recent example of this would be the recent widening of Nacimiento Lake Drive at Anthony Way; this roadway was constructed to include the width for a class II bikeway as is called for.

This Plan recommends that all bikeways identified in the County Bikeways Ordinance be swept of debris and other Necessary maintenance activities, such as those enumerated above, should be handled on a as needed basis, that is, only as such problems are reported to the County Public Works Department or as our staff notice problems starting to occur. Maintenance requests or comments should be directed the Public Works Department at 805-781-5252.

As new development occurs they occasionally are conditioned to build new bikeway facilities. It is the intention of this document that they be conditioned to maintain these facilities, unless then are class II facilities.

The County receives Transportation Development Account money that has a required 2.5% set aside for the maintenance and improvement of bicycle and pedestrian facilities this amounts to about \$50,000 annually. Traditionally the Public Works Department has used this money for large scale maintenance projects, such as a curb ramp replacement program or retrofitting an intersection or signal to be more accessible to bicyclists. Most of the routine bikeway maintenance is done in conjunction with the roadway maintenance and is funded thru the Roads Fund.

### Potential Funding Sources

#### **State Gas Tax Allocations**

Revenues from the taxes collected on fuel purchases are distributed in part to cities and counties within the state. The allocation considers the number of vehicle registrations and mileage of maintained roadways within each jurisdiction. Gas tax revenues have been the traditional funding source for much of the development of San Luis Obispo County's road system. In recent years, revenues have declined in real terms due to the increasing fuel efficiency of the motor vehicle population and the State using a portion of these revenues to make up for State budget shortfalls. These revenues are primarily used for maintenance of the County road system, and this trend could be expected to continue.

#### **General Fund Revenues**

General fund revenues accrue to the County from the imposition of sales taxes and

property taxes. These taxes fund a number of County services and are distributed through the budgetary process. However, the stability of these revenues is dependent on consistent allocation from the general fund.

### **Local Sales Taxes**

State law provides for imposition of a voter-approved optional one half cent or one cent sales tax that can be dedicated exclusively to transportation improvements. This approach could be used to implement a program of county-wide transportation projects. Generally, high-cost and high-priority projects with county-wide benefits would be the focus of this program.

### **Assessment District**

Another source of funding for public improvement projects is the creation of a special assessment district comprised of landowners most likely to directly benefit from the projects. California law provides for the issuance of bonds secured by the assessments and property liens. Costs for assessment districts are spread among properties on the basis of benefit. Typical factors used in measuring benefit include property frontage, acreage, or trip generation potential. Assessment district funding is often used to augment other sources of funding for projects. In the San Luis Obispo Fringe, portions of the costs of roadway corridor improvements could be financed with property assessments. In addition, property owners can voluntarily initiate assessment districts to fund improvements such as storm drainage, street lighting, and sidewalks.

### **State Bikeway Account (Bicycle Transportation Account)**

The State of California currently makes available about \$7.2 million annually to local agencies statewide, for the construction of bikeway facilities. Interested local agencies may apply for up to \$1.8 million per year for eligible projects.

### **Office of Traffic Safety Grants**

The California office of traffic safety has funding available for safety and education programs relating to all modes of transportation. These funds have been used in the past for the purchase of materials for helmet giveaways and other promotional materials but competition has been tight.

### **Transportation Development Act**

This funding source provides resources for the development of transit projects. Funding is derived from State sales tax revenues and is appropriated to the County and its incorporated cities on a population basis. Not all TDA funds are allocated to transit projects; a jurisdiction may fund road projects, bikeways and transit if no unmet transit service needs exist as determined annually by the San Luis Obispo Council of Governments. The transit percentage of TDA funds is variable, depending upon established unmet needs.

**Air Quality Mitigation Fees.** In southern San Luis Obispo County, an air quality impact fee is administered by a coalition of county agencies. The fee generates

revenues to be used to support transit service improvements, transit amenities including bus shelters, park-and-ride lots, and bicycle facilities. Bicycle routes also could be eligible for funding by this source.

**Clean Air and Transportation Improvement Act.** In 1990, the voters of California approved this initiative ballot measure, which provided millions of dollars statewide for a variety of alternative transportation projects, including bikeways. The San Luis Obispo County region alone received \$10 million to divide among the County and the seven incorporated cities. The County Engineering Department applied for, and received, just over \$1 million for bikeway improvements to O'Connor Way, Tank Farm Road and Orcutt Road, as shown in the tables in chapter III. Additionally, County General Services' Parks Division received \$350,000 for construction of a portion of the Avila Bikeway. Subsequent similar bond measures have been defeated by the voters, so it is unclear whether there is strong future potential for this type of funding source.

**Development Impact Fees.** Under the provisions of Ordinance No. 2379, the County of San Luis Obispo charges impact fees on new development within five of the unincorporated areas which have significant transportation needs. New development can only be charged for mitigating the impacts which it creates, not for correcting any existing deficiency or for the contribution of "through" traffic. Several of the recommended bikeway projects are on County roads which are already recommended for improvement under the development impact fee system and these bike lanes will be installed when these projects are constructed.

**Developer Exactions.** In a very few circumstances, the Circulation Studies around the County have identified roadways which construction and need are triggered by new development. Under standard County requirements, when that property develops, the developer will be required to construct the roadway at that time, and the adoption of this Plan will enable the County to require that such a roadway include the recommended bikeway facility, at no cost to the County.

**Parks and Trails.** As was mentioned in chapter IV, the County has adopted a Trails Plan, which outlines a variety of routes to serve recreational bicyclists, as well as hikers and equestrians. It was noted that a few routes in this Bikeways Plan would coincide with those in the Trails Plan, as they are able to serve both recreational riders and those making regular commuting trips. The County's General Services - Parks Division is encouraged to continue to secure funding for such routes.

**User Fees.** A fee charged to users of the bikeway system, such as a registration fee for bicycles, would directly assess those who benefit from the proposed improvements, and have been popularly supported by bicycling advocates. However, registration programs for bicycles are largely unsuccessful, due to the difficulty of enforcement, and the high cost of administering such a program in

comparison to the revenue it can generate. In fact, recently the City of San Luis Obispo has suspended its bicycle registration program altogether.

**Fines and Forfeitures.** It was suggested during public review to dedicate fines collected from bicyclists' violations of traffic laws to the Bikeway System Program. Unfortunately, fines and forfeitures fund the court system. As such, it is not available for bikeways purposes without new State legislation.

Implementation of the recommended bikeway improvements in San Luis Obispo County will require a combination of funding sources. Advance planning is required to secure federal funds or to implement optional county-wide sales taxes.

The additional on-going concern regarding transportation infrastructure investment is that of maintenance of the proposed facilities. Funding for roadway maintenance has also come from the same traditional state and federal sources, but has relied more heavily than new construction on contributions from the County's General Fund. As noted above, County funds have declined drastically over the last three years. At the same time, there are legislative restrictions on the allowable uses for State and Federal funds. For example, gas tax revenues may not be spent on anything which is not in the County-maintained road system. Several of the proposed Class I bicycle paths are to be located in exclusive rights-of-way, that is, they are not associated with an adjacent roadway. These bike paths, such as along the "paper streets" of El Moro Avenue in Los Osos, would not be eligible for maintenance funding from State gas tax revenues. The County will need to continue to seek out a funding source for maintenance of such bike paths. Other Class I bicycle paths are proposed to be built adjacent to, but separated from, arterial and collector roadways in the area. It has been determined that "road funds" could be used on maintenance of these bike paths, if the path is determined to be a "mitigation measure" for the roadway itself.

The identification of additional sources of funding for the recommended facilities and programs will remain one of the ongoing challenges of bicycle transportation planning in the future, and will be one of the key tasks for the Bicycle Advisory Committee following completion of the County Bikeways Plan. If adequate funding cannot be secured, it may prove to be necessary to modify some of the Plan's recommendations downward in order to make them more affordable. This is discussed further in the next chapter.