

**2017-2021**  
**MEASURE K BICYCLE, PEDESTRIAN, AND**  
**SAFE ROUTES TO SCHOOL**  
**AND SMART GROWTH INCENTIVE**  
**PROGRAM GUIDELINES**

*September 28, 2017*

**San Joaquin Council of Governments**

**SAN JOAQUIN COUNCIL OF  
GOVERNMENTS  
MEASURE K BICYCLE, PEDESTRIAN, AND  
SAFE ROUTES TO SCHOOL  
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## **I. Introduction**

### **1. Background**

The Measure K Renewal Ordinance and Expenditure Plan as passed by the voters of San Joaquin County in 2006 includes a Bicycle, Pedestrian, and Safe Routes to School Funding Program. The Measure K Expenditure Plan specifies that 60% of the funds will be allocated according to a competitive process. The Expenditure Plan also specifies a minimum of \$65 million in federal transportation funding or Measure K funding will be made available during the life of the Measure K Renewal program for smart growth incentives to local jurisdictions in San Joaquin County. These funds will be available for infrastructure improvements that will assist local agencies in better integrating transportation and land use, such as street calming, walkable community projects, transit amenities and alternative modes of transportation. These funds will be available to enhance infill development, neighborhood revitalization and downtown improvements.

These guidelines describe the policy, standards, criteria, and procedures for the development, adoption and management of the 2017-2021 Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program.

### **2. Program Goals**

Pursuant to the Measure K Strategic Plan, the goals of the Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program are to:

- Meet the mobility needs for people of all ages and abilities in San Joaquin County by improving and enhancing the existing bicycle and pedestrian network
- Providing better connectivity, accessibility, and safety measures between specific origins and destinations referred to as Community Activity Centers (CACs)
- Assist local agencies in better integrating transportation and land use
- Support infill development, neighborhood revitalization, and downtown improvements

### **3. Program Schedule and Funding Years**

The guidelines for the first program of projects must be adopted by September 28, 2017

Programming capacity for the 2017 Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program will be for state fiscal years 2017/18 through 2020/21.

The following schedule lists the major milestones for the development and adoption of the 2017 Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program:

Draft Guidelines and Application Presented at Public Workshop	August 22, 2017
SJCOG Board adoption of Guidelines	September 28, 2017
Call for Projects	September 29, 2017
Electronic project applications due to SJCOG (postmark date)	December 15, 2017
Staff funding recommendations for program	February 1, 2018
SJCOG Board adopts funding recommendations	February 22, 2018

## **II. Funding**

### **4. Source**

The 2017-2021 Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program is funded from various Measure K sources. These are:

- \$3.85 million from the Measure K Bicycle, Pedestrian, and Safe Routes to School Competitive Program
- \$7.78 million from the Measure K Smart Growth Incentive Program
- \$8.17 million from the former Measure K debt service reserve fund that is available to either program.

In addition to furthering the goals of this program, all projects must meet eligibility requirements specific to at least one Measure K funding source.

### **5. Distribution**

The 2017-2021 Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program will be distributed as follows:

- \$170,000 will be taken off the top of the Bicycle, Pedestrian, and Safe Routes to School program or Smart Growth Incentive Program to provide project and application development assistance for the local jurisdictions.
  - \$20,000 each to the cities of Escalon, Lathrop, Lodi, Manteca, Ripon and Tracy
  - \$25,000 each to the City of Stockton and the County of San Joaquin
  - These funds will be available to the local jurisdictions for project and application development work upon entering into cooperative agreements with SJCOG. Eligible expenditures include but are not limited to procurement of consultant assistance, staff time, outreach, and preparation of technical studies, exhibits, and conceptual plans.
  - The terms for the use of the funds will be specified in a cooperative agreement entered into by SJCOG and each local jurisdiction.
- A minimum of \$3.85 million will be programmed on a competitive basis to Bicycle, Pedestrian, and Safe Routes to School projects
- A minimum of \$7.78 million will be programmed on a competitive basis to Smart Growth Incentive Program projects
- A goal of \$4 million will be programmed on a competitive basis to projects with a total project cost less than \$500,000 in jurisdictions with a population less than 200,000. These funds may be programmed to projects from both the Bicycle, Pedestrian, and Safe Routes to School Program and the Smart Growth Incentive Program, and are intended to promote geographic equity in the program. If an insufficient number of suitable projects that fulfill the goals of the program are submitted, SJCOG staff will make these funds available for other projects.
- For projects requesting funds from the Smart Growth Incentive Program, the maximum Measure K contribution is \$2 million per project
  - For project planning, the Measure K contribution is capped at \$250,000 per project
  - For environmental analysis, design, and engineering, the Measure K contribution is capped at \$250,000 per project
  - For project construction, the Measure K contribution is capped at the difference between the funds spent for other phases and an allocation limitation not to exceed \$2 million.

## **6. Matching Requirements**

For projects with a total project cost over \$500,000, a minimum of 10% of the total project cost must be provided by the applicant as a local match. Matching funds may include Non-competitive Measure K Bicycle, Pedestrian, and Safe Routes to School funds and other Measure K funds derived by formula. This non-Measure K funding can only be considered “Matching” funding if it goes towards Measure K eligible costs. Matching funds must be expended concurrently and proportionally to the Measure K competitive funds as committed to the project application. The Matching funds may be adjusted before or shortly after contract award to reflect any substantive change in the bid compared to the estimated cost of the project.

## **7. Funding for Plans**

Funding from the Bicycle, Pedestrian, and Safe Routes to School Program may be used to fund the development of community-wide active transportation plans, including bicycle, pedestrian, safe routes to schools, or comprehensive active transportation plans. A list of the components that must be included in an active transportation plan can be found in Section 12, subsection C.

Funding from the Smart Growth Incentive Program will be available for planning studies. During the initial years of the program, a larger percentage of Smart Growth Incentive Program funds shall be used to support planning activities. Measure K competitive funds used for Smart Growth Incentive Program planning may only be allocated based on a 50 percent match.

Applications for plans may not be combined with applications for infrastructure or other non-infrastructure projects.

## **8. Reimbursement**

The Measure K Bicycle, Pedestrian, and Safe Routes to School and Smart Growth Incentive Program is a reimbursement program for eligible costs incurred. A cooperative agreement must be signed by SJCOG and the project sponsor before funds are available for the project.

Once a cooperative agreement has been signed by both parties, the project sponsor is required to submit monthly progress reports to the SJCOG. Also, monthly invoices may be submitted. Expenses are reimbursed in arrears, with the exception of a one-month advance for construction projects (upon request of the sponsor). Expenses incurred prior to the execution of a Measure K Renewal contract are not reimbursable. By the last day of each month, the SJCOG will pay all invoices received by the 10th of that month. The following items are not eligible for Measure K Renewal reimbursement under a cooperative agreement:

- Activities relating to obtaining matching funds for a project.
- Activities related to general Measure K Renewal administration (not specific to the project), education or preparation performed by the project sponsor or contractor.
- Activities relating to another project not covered in the cooperative agreement, even if it is a Measure K Renewal project.
- Activities conducted prior to executing a Measure K Renewal cooperative agreement

### **III. Eligibility**

#### **9. Eligible Applicants**

The applicant and/or implementing agency for Measure K funds assumes responsibility and accountability for the use and expenditure of program funds. Applicants and/or implementing agencies must be able to comply with all the federal, state, and local laws, regulations, policies and procedures required to complete the project. The following entities, are eligible to apply for Measure K Bicycle, Pedestrian, and Safe Routes to School and Smart Growth Incentive Program funds:

- The cities of Escalon, Lathrop, Lodi, Manteca, Ripon, Stockton, and Tracy
- The County of San Joaquin
- The San Joaquin Regional Rail Commission
- The San Joaquin Regional Transit District
- Any other public agency that is eligible for federal transportation funds is eligible to apply for only funding from the Smart Growth Incentive Program
- School districts and private nonprofit 501(c)(3)s may only apply for ancillary support need projects through the Bicycle, Pedestrian, and Safe Routes to School program. These are individualized community-based needs that are not part of a larger project. Examples include:
  - Bicycle racks and enclosed bicycle storage facilities
  - Lighting & signage
  - Bicycle and pedestrian education and promotion efforts
  - School site specific safe routes to school assessments

A project applicant found to have purposefully misrepresented information that could affect a project's score may result in the applicant being excluded from the program for the current cycle and the next cycle.

#### **10. Partnering With Implementing Agencies**

Applicants are encouraged to partner with other agencies/groups, including private and non-profit organizations, in applying for funds.

#### **11. Eligible Projects**

All projects must be selected through a competitive process and must meet one or more of the program goals:

- Infrastructure Projects: Capital improvements that will further the goals of this program. This typically includes the environmental, design, right-of-way, and construction phases of a capital (facilities) project.

A capital improvement that is required as a condition for private development approval or permits is not eligible for funding from Measure K.

- Plans: The development of a community wide bicycle, pedestrian, safe routes to school, or active transportation plan, or planning studies for a project through the Smart Growth Incentive Program.

- Non-infrastructure Projects: Education, encouragement, and enforcement activities that further the goals of this program. SJCOG intends to focus funding for non- infrastructure on start-up projects. A project is considered to be a start-up when no program currently exists. Start-up projects must demonstrate how the program is sustainable after Measure K funding is exhausted. Measure K funds cannot fund ongoing program operations. Non-infrastructure projects are not limited to those benefiting school students. Program expansions or new components of existing programs are eligible for Measure K funds as long as the applicant can demonstrate that the existing program will be continued with non-Measure K funds.
- Infrastructure projects with non-infrastructure components.

### **Example Projects**

Below is a list of projects considered generally eligible for Measure K funding. This list is not intended to be comprehensive; other types of projects that are not on this list may also be eligible if they further the goals of the program. Components of an otherwise eligible project may not be eligible. Development of new bikeways and walkways that improve mobility, access, or safety for non-motorized users.

- Improvements to existing bikeways and walkways, which improve mobility, access, or safety for non-motorized users
- Elimination of hazardous conditions on existing bikeways and walkways.
- Installation of traffic control devices to improve the safety of pedestrians and bicyclists.
- Safe Routes to School projects that improve the safety of children walking and bicycling to school, in accordance with Section 1404 of Public Law 109-59.
- Safe routes to transit projects, which will encourage transit by improving biking and walking routes to mass transportation facilities and school bus stops.
- Secure bicycle parking at employment centers, park and ride lots, rail and transit stations, and ferry docks and landings for the benefit of the public.
- Bicycle-carrying facilities on public transit, including rail and ferries.
- Establishment or expansion of a bike share program.
- Recreational trails and trailheads, park projects that facilitate trail linkages or connectivity to non-motorized corridors, and conversion of abandoned railroad corridors to trails.
- Development of a community wide bike, pedestrian, safe routes to schools, or active transportation plan.
- Education programs to increase bicycling and walking, and other non-infrastructure investments that demonstrate effectiveness in increasing active transportation.

## **12. Project Type Requirements**

As discussed in the Funding Distribution section (above), the Measure K Bicycle, Pedestrian and Safe Routes to School and Smart Growth Incentive Program include multiple, overlapping components. Below is an explanation of the requirements specific to these components.

### **A. Disadvantaged Communities**

For a project to be considered a Disadvantaged Community, the project must clearly demonstrate, with verifiable information, a direct, meaningful, and assured benefit to a disadvantaged community. To count as providing a benefit, a project must fulfill an important

need of low-income people in a way that provides a significant benefit and targets its benefits primarily to low-income people while avoiding substantial burdens on a disadvantaged community.

For a project to qualify as directly benefiting a disadvantaged community, the project must be located within or in reasonable proximity and have a direct connection, to the disadvantaged community served by the project; or the project must be an extension or a segment of a larger project that connects to or directly adjacent to that disadvantaged community. It is incumbent upon the applicant to clearly articulate how the project benefits the disadvantaged community; there is no presumption of benefit, even for projects located within a disadvantaged community.

To qualify as a disadvantaged community the community served by the project must meet at least one of the following criteria:

- The Median Household Income (Table ID B19013) is less than 80% of the statewide median based on the most current Census Tract (ID 140) level data from the 2010-2014 American Community Survey (<\$49,191). Communities with a population less than 15,000 may use data at the Census Block Group (ID 150) level. Unincorporated communities may use data at the Census Place (ID 160) level. Data is available at:  
<http://factfinder2.census.gov/faces/nav/jsf/pages/index.xhtml>
- An area identified as among the most disadvantaged 25% in the state according to the CalEPA and based on the California Communities Environmental Health Screening Tool 3.0 (CalEnviroScreen 3.0) scores (score must be greater than or equal to 36.62). This list can be found at the following link under SB 535 List of Disadvantaged Communities:  
<http://www.calepa.ca.gov/EnvJustice/GHGInvest/>
- At least 75% of public school students in the project area are eligible to receive free or reduced-price meals under the National School Lunch Program. Data is available at <http://www.cde.ca.gov/ds/sd/sd/filessp.asp>. Applicants using this measure must indicate how the project benefits the school students in the project area. Project must be located within two miles of the school(s) represented by this criteria.

## **B. Safe Routes to School Projects**

For a project to qualify for Safe Routes to School designation, the project must directly increase safety and convenience for public school students to walk and/or bike to school. Safe Routes to Schools infrastructure projects must be located within two miles of a public school or within the vicinity of a public school bus stop and the students must be the intended beneficiaries of the project. Other than traffic education and enforcement activities, non-infrastructure projects do not have a location restriction.

## **C. Active Transportation Plans**

A city, county, or transit district may prepare an active transportation plan (bicycle, pedestrian, safe-routes-to-school, or comprehensive). An active transportation plan prepared by a city or county may be integrated into the circulation element of its general plan or a separate plan which is compliant or will be brought into compliance with the Complete Streets Act, Assembly Bill 1358 (Chapter 657, Statutes of 2008). An active transportation plan must include, but not be limited to, the following components or explain why the component is not applicable:

- The estimated number of existing bicycle trips and pedestrian trips in the plan area, both in absolute numbers and as a percentage of all trips, and the estimated increase in the number of bicycle trips and pedestrian trips resulting from implementation of the plan.

- The number and location of collisions, serious injuries, and fatalities suffered by bicyclists and pedestrians in the plan area, both in absolute numbers and as a percentage of all collisions and injuries, and a goal for collision, serious injury, and fatality reduction after implementation of the plan.
- A map and description of existing and proposed land use and settlement patterns which must include, but not be limited to, locations of residential neighborhoods, schools, shopping centers, public buildings, major employment centers, and other destinations.
- A map and description of existing and proposed bicycle transportation facilities, including a description of bicycle facilities that serve public and private schools and, if appropriate, a description of how the five Es (Education, Encouragement, Enforcement, Engineering, and Evaluation) will be used to increase rates of bicycling to school.
- A description of existing and proposed policies related to bicycle parking in public locations, private parking garages and parking lots and in new commercial and residential developments.
- A map and description of existing and proposed end-of-trip bicycle parking facilities.
- A map and description of existing and proposed bicycle transport and parking facilities for connections with and use of other transportation modes. These must include, but not be limited to, bicycle parking facilities at transit stops, rail and transit terminals, ferry docks and landings, park and ride lots, and provisions for transporting bicyclists and bicycles on transit or rail vehicles or ferry vessels.
- A map and description of existing and proposed pedestrian facilities, including those at major transit hubs and those that serve public and private schools and, if appropriate, a description of how the five Es (Education, Encouragement, Enforcement, Engineering, and Evaluation) will be used to increase rates of walking to school. Major transit hubs must include, but are not limited to, rail and transit terminals, and ferry docks and landings.
- A description of proposed signage providing wayfinding along bicycle and pedestrian networks to designated destinations.
- A description of the policies and procedures for maintaining existing and proposed bicycle and pedestrian facilities, including, but not limited to, the maintenance of smooth pavement, ADA level surfaces, freedom from encroaching vegetation, maintenance of traffic control devices including striping and other pavement markings, and lighting.
- A description of bicycle and pedestrian safety, education, and encouragement programs conducted in the area included within the plan, efforts by the law enforcement agency having primary traffic law enforcement responsibility in the area to enforce provisions of the law impacting bicycle and pedestrian safety, and the resulting effect on collisions involving bicyclists and pedestrians.
- A description of the extent of community involvement in development of the plan, including disadvantaged and underserved communities.
- A description of how the active transportation plan has been coordinated with neighboring jurisdictions, including school districts within the plan area, and is consistent with other local or regional transportation, air quality, or energy conservation plans, including, but not limited to, general plans and the SJCOG Regional Transportation Plan/Sustainable Community Strategy
- A description of the projects and programs proposed in the plan and a listing of their priorities for implementation, including the methodology for project prioritization and a proposed timeline for implementation.

- A description of past expenditures for bicycle and pedestrian facilities and programs, and future financial needs for projects and programs that improve safety and convenience for bicyclists and pedestrians in the plan area. Include anticipated revenue sources and potential grant funding for bicycle and pedestrian uses.
- A description of steps necessary to implement the plan and the reporting process that will be used to keep the adopting agency and community informed of the progress being made in implementing the plan.
- A resolution showing adoption of the plan by the city, county or district. If the active transportation plan was prepared by a transit district, the plan should indicate the support via resolution of the city(s) or county(s) in which the proposed facilities would be located.

## **IV. Project Selection Process**

### **13. Project Application**

A project application must include the signature of the Chief Executive Officer or other officer authorized by the applicant's governing board. Where the project is to be implemented by an agency other than the applicant, documentation of the agreement between the project applicant and implementing agency must be submitted with the project application. A project application must also include documentation of all other funds committed to the projects.

### **14. Scoring Criteria**

Proposed projects will be scored and ranked on the basis of applicant responses to the below criteria. Project programming recommendations may not be based strictly on the rating criteria given the various components of the Measure K Bicycle, Pedestrian, and Safe Routes to School and Smart Growth Incentive Program and requirements of the various fund sources.

- Benefit to disadvantaged communities. (0 to 10 points)
- Potential for Increased Walking and Bicycling and Transit Use (0 to 20 points)
- Collisions & Safety (0 to 20 points)
- Public Participation and Planning. (0 to 10 points)
- Improved Public Health (0 to 10 points)
- Leveraging of Non-Measure K Funds (0 to 20 points)
- Project Readiness (0 to 20 points)
- Project Location (0 to 20 points)
- Transit Access (0 to 20 points)
- Employment Potential (0 to 20 points)
- Mixed Land Uses and Development Intensity (0 to 15 points)
- Housing Diversity and Affordability (0 to 15 points)

### **15. Project Selection between Project Applications with the Same Score**

If two or more projects applications receive the same score that is the funding cut-off score, the following criteria will be used to determine which project(s) will be funded:

- Construction ready infrastructure projects
- Highest score on Question 2

### **16. Project Evaluation Committee**

SJCOG staff will form a multidisciplinary Project Evaluation Committee to assist in evaluating project applications. In forming the Project Evaluation Committee, staff will seek participants with expertise in bicycling and pedestrian transportation and land use, including Safe Routes to Schools type projects, and in projects benefiting disadvantaged communities, and will seek geographically balanced representation from local jurisdictions and non-governmental organizations.

### **17. Project Programming**

SJCOG staff will program funding to projects based upon the project scores and input from the Project Evaluation Committee. For projects that request funding from both the Bicycle, Pedestrian, and Safe Routes to School Program or the Smart Growth Incentive Program, SJCOG staff will attempt to fund projects from only one of the funding types if possible. Final programming recommendations are subject to review and consideration by the SJCOG committees before adoption by the SJCOG Board.