

San Diego River Park

FUNDING FEASIBILITY ANALYSIS

PREPARED FOR



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K E A R N S  **W E S T**

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For more information about this report and the San Diego River Park, you can contact:

Lizzy Bendrick, Trails Program Manager, Resource Management Division, County of San Diego Department of Parks and Recreation, Lizzy.Bendrick@sdcounty.ca.gov

Mark Buckley, Project Director, ECONorthwest, buckley@econw.com

Table of Contents

1	BACKGROUND	6
1.1	INTRODUCTION	7
1.2	BACKGROUND ON THE SAN DIEGO RIVER PARK	11
1.3	PRIOR PLANNING EFFORTS	20
2	BENEFITS AND IMPACTS.....	33
2.1	BENEFITS	34
2.2	VISITATION ESTIMATES	47
2.3	IMPACTS	55
2.4	DISTRIBUTIONAL EFFECTS	58
2.5	CHAPTER SUMMARY.....	61
3	COSTS AND FUNDING NEEDS	64
3.1	COST OVERVIEW	65
3.2	PLANNED SDRP TRAIL COSTS IN WESTERN PORTION	66
3.3	PLANNED SDRP TRAIL COSTS IN EASTERN PORTION.....	88
3.4	ADDITIONAL COSTS	90
3.5	COST SUMMARY AND POTENTIAL FUNDING NEED.....	92
4	OUTREACH AND PUBLIC ENGAGEMENT	94
4.1	OUTREACH APPROACH	95
4.2	SUMMARY OF OUTREACH FINDINGS.....	97
5	FUNDING TOOLS	106
5.1	EXISTING FUNDING SOURCES	107
5.2	POSSIBLE FUNDING TOOLS	114
5.3	SUMMARY OF FUNDING TOOLS	146
6	FUNDING OPTIONS AND RECOMMENDATIONS.....	149
6.1	CRITERIA TO EVALUATE FUNDING TOOLS	150
6.2	RECOMMENDED FUNDING OPTIONS	155
6.3	CONSULTANT FUNDING RECOMMENDATIONS	180
6.4	ADDITIONAL RECOMMENDATIONS.....	185
7	APPENDICES.....	189

List of Acronyms

ADA	Americans with Disabilities Act
Analysis	Funding Feasibility Analysis
ASMD	Area-specific Management Directives
AV	Assessed Value
Board	County of San Diego Board of Supervisors
BTA	Bicycle Transportation Account
CALTRANS	California Department of Transportation
CAP	Climate Action Plan
CCC	California Conservation Corps
CEQA	California Environmental Quality Act
CFD	Community Facilities District
CINA	Capital Improvement Needs Assessment
CIP	Capital Improvement Program
CMAQ	Congestion Mitigation and Air Quality
CoC	Continuum of Care
COP	Certificate of Participation
The County	County of San Diego
CPG	Community Planning Group
CRIA	Community Revitalization and Investment Authority
CSA	County Service Area
CTC	Coast to Crest Trail
CTMP	Community Trails Master Plan
DIF	Development Impact Fee
DPR	Department of Parks and Recreation (County of San Diego)
DPW	Department of Public Works (County of San Diego)
EIFD	Enhanced Infrastructure Financing District
EMP	Environmental Mitigation Program
EPA	US Environmental Protection Agency
FSDRIP	First San Diego River Improvement Project
FYE	Full-year Equivalent
GHG	Greenhouse Gas
GO Bonds	General Obligation Bonds
GPR	General Purpose Revenue
HSI	Housing Supply Index
HUD	US Department of Housing and Urban Development
IFD	Infrastructure Financing District
IFP	Infrastructure Financing Plan
IRFD	Infrastructure and Revitalization Financing District
JPA	Joint Powers Authority
KDLC	Kumeyaay Diegueno Land Conservancy

LAFCO	Local Agency Formation Commission (County of San Diego)
LDMZ	Landscape Maintenance District Zone (City of San Diego)
LPPA	Local Park Planning Area
LWCF	Land and Water Conservation Fund
MAD	Maintenance Assessment District
MCWD	Minnehaha Creek Watershed District
MPCA	Minnesota Pollution Control Agency
MOU	Memorandum of Understanding
MPRB	Minneapolis Parks and Recreation Board
MSCP	Multiple Species Conservation Program
MVLF	Motor Vehicle License Fee
NEPA	National Environmental Policy Act
NIFTI	Neighborhood Infill Finance and Transit Improvements
OFF	Office of Financial Planning (County of San Diego)
O&M	Operations and Maintenance
PFA	Public Financing Authority
PFFP	Public Facilities Financing Plan
Plan	San Diego River Recreational Trail Plan
PLDO	Park Lands Dedication Ordinance
PSD	Public Services Division
RDF	Regional Decarbonization Framework
ROW	Right of Way
RMA	Rates and Methods of Apportionment
RMP	Resource Management Plan
RMV	Real Market Value
SAFETEA-LU	Safe, Accountable, Flexible, Efficient Transportation Equity Act
SANDAG	San Diego Association of Governments
SDG&E	San Diego Gas and Electric
SDRP	San Diego River Park
SDRP Trail	San Diego River Park Trail
South County Subarea Plan	County of San Diego Multiple Species Conservation Program South County Subarea Plan
SVRPD	Spring Valley Recreation and Park District
TDA	Transportation Development Act
TE	Transportation Enhancement
TIF	Tax Increment Financing
TOT	Transient Occupancy Tax
TRA	Tax Rate Area
USDRIIP	Upper San Diego River Improvement Project
VCM	Voluntary Carbon Market
USFS	U.S. Forest Service
VLF	Vehicle License Fee
VMT	Vehicle Miles Traveled

List of Tables

Table 1.2-1. Miles of Completed and Planned SDRP Trail Western Portion.....	16
Table 1.2-2. Planned, Proposed, and Existing SDRP Trail Miles by Ownership.....	18
Table 2.1-1. Consumer Surplus, 2022-2052	46
Table 2.2-1 Existing Annual Visitation by Trail Segment.....	49
Table 2.2-2. Trail Visitation Forecast (Western Portion), 2022-2052.....	53
Table 2.3-1. Estimated Impacts in the County from \$10 Million in Construction Spending (2022 Dollars)	57
Table 2.4-1. Total Population	59
Table 2.4-2. Per Capita Income	59
Table 2.4-3. Median Household Income	59
Table 2.4-4. People of Color	59
Table 2.4-5. Non-Hispanic White.....	59
Table 2.4-6. Age 65+	59
Table 2.4-7. Educational Attainment	59
Table 2.4-8. Housing Tenure.....	60
Table 2.4-9. English Limited Households	60
Table 2.4-10. Poverty.....	60
Table 2.5-1. Existing Annual Visitation by Trail Segment.....	62
Table 3.2-1. Land Ownership by Miles of Planned SDRP Trail Western Portion	67
Table 3.2-2. Types of SDRP Trail in Western Portion	68
Table 3.2-3. Construction and Development Cost Estimates by Trail Type	72
Table 3.2-4. Annual Operation and Maintenance Cost Estimates by Trail Type	75
Table 3.2-5. Estimated Development and Construction Costs for Planned SDRP Trail Western Portion.....	78
Table 3.2-6. Estimated Total Annual O&M Costs for Planned SDRP Trail Western Portion.....	78
Table 3.2-7. Estimated Acquisition and Easement Values based on 2022 Real Market Values for Planned SDRP Trail Western Portion.....	80
Table 3.2-8. Estimated Impact of Inflation on Construction Costs for Planned SDRP Trail Western Portion (2022–2052)	85
Table 3.2-9: Estimated Per Mile Trail Development and Operation & Maintenance Costs	86
Table 3.2-10. Annual and Cumulative Costs Over Time (Inflated, 2022-2052)	87
Table 3.3-1. Land Ownership of SDRP Trail Eastern Portion	88
Table 3.3-2. Estimated Total Implementation Costs for SDRP Trail Eastern Portion (2022 Dollars)	89
Table 3.5-1. Estimated Total Development and Construction Costs for All Needed Trail Segments.....	92
Table 3.5-2. Estimated Total Annual O&M Costs for All Needed Trail Segments	92

Table 3.5-3. Estimated Needed Land Acquisition and Easement Costs for All Needed Trail Segments.....	92
Table 4.1-1. Timeline of Outreach Activities	96
Table 4.2-1. Stakeholder Interviews.....	98
Table 5.2-1. Annual Tax Increment by Tax Rate Area Example (TRA 16001).....	120
Table 5.2-2. Summary of Key Tax District Funding Options.....	132
Table 5.3-1. Summary of All Funding Tools.....	147
Table 6.1-1. Summary of Estimated Debt Financing Option Costs for the SDRP Trail.....	153
Table 6.2-1. Comparative Table of Options	156
Table 6.2-2. Summary Table of Additional Expected County Implementation Costs	157
Table 6.2-3. Summary Table of Additional Expected County Time Frames	158
Table 6.2-4. Overview of Financing and Election Costs	159
Table 6.2-5. County EIFD Funding Estimates (30 Years, rounded to nearest million).....	163
Table 6.2-6. County and City of San Diego EIFD Funding Estimates (30 Years, rounded to nearest million).....	164
Table 6.2-7. County, City of San Diego, and City of Santee EIFD Funding Estimates (30 Years, rounded to nearest million)	165
Table 6.2-8. Estimated Costs for Forming an EIFD (excluding staff time).....	168
Table 6.2-9. Estimated Financing Costs for EIFD Tax Increment Revenue Bonds.....	169
Table 6.2-10. Estimated Financing Costs for CFD Special Tax Bonds	172
Table 6.2-11. Estimated Financing Costs for a Sales Tax Revenue Bond	173
Table 6.2-12. Estimated Financing Costs for a TOT Revenue Bond.....	175
Table 6.2-13. Estimated Financing Costs for a General Fund COPs	177
Table 6.2-14. Estimated Financing Costs for EIFD Tax Increment Revenue Bonds.....	178
Table 6.3-1. Summary of Consultant Recommendations and Option Characteristics	181

List of Figures

Figure 1.2-1. The Three Segments of the SDRP Trail	14
Figure 1.2-2. Completed and Planned Extent of the SDRP Trail.....	15
Figure 1.2-3. Land Ownership in the San Diego River Watershed	17
Figure 2.1-1. Floodplain Extents of the San Diego River and Tributaries.....	44
Figure 2.2-1. Existing San Diego Trail Segments	48
Figure 2.2-2. Existing Annual Visitation by Trail Segment Comparison	49
Figure 2.2-3. Existing Monthly Visitation by Trail Segment	50
Figure 2.2-4. Hourly Visitation Trends by Trail Segment	51
Figure 2.2-5. Forecasted Annual Visits per Mile, Planned SDRP Trail Western Portion, 2022	52
Figure 2.2-6. National Forest Visits to the Cleveland National Forest (2009 to 2019)	54
Figure 2.3-1. The Multiplier Effect from Project and Visitor Spending.....	55
Figure 2.4-1. Regional Census Tracts	58
Figure 2.5-1. Forecasted Annual Visits per Mile, Planned and Completed Segments, 2022	63

Figure 3.2-1. Parcels by Land Categories with Planned SDRP Trail Segments.....	67
Figure 3.2-2. Potential Cost Categories Associated with Implementation of the SDRP Trail	69
Figure 3.2-3. Ongoing Costs for Existing Trail Segments.....	69
Figure 3.2-4: Estimates of SDRP Trail Western Portion per Mile Trail Development Cost by Trail Type and Segment Length for Easements (Low-Cost Scenario)	82
Figure 3.2-5: Estimates of SDRP Trail Western Portion per Mile Trail Development Cost by Trail Type and Segment Length for Corridor Acquisition (Medium-Cost Scenario).....	83
Figure 3.2-6: Estimates of SDRP Trail Western Portion per Mile Trail Development Cost by Trail Type and Segment Length for Full Parcel Acquisition (High-Cost Scenario)	84
Figure 4.2-1. Responses to Question 1: How Do You Interact with Trails?	101
Figure 4.2-2. Responses to Question 2: Which Activities Do You Use Trails For?	101
Figure 4.2-3. Responses to Question 3: How Often Do You Use Trails Like the SDRP?	102
Figure 4.2-4. Responses to Question 4: Benefits of SDRP to the Larger Community	102
Figure 4.2-5. Responses to Question 5: Importance of SDRP Completion.....	103
Figure 4.2-6. Responses to Question 6: Will the Completion of a Connected SDRP Increase Economic Activity?	103
Figure 4.2-7. Responses to Question 7: Responses to Alternative Funding Sources	104
Figure 4.2-8. Responses to Question 8: Which of These Funding Mechanisms Are You Aware Of?	104
Figure 5.1-1. Upper San Diego River Improvement Project Area	112
Figure 5.2-1. Example of Tax Increment Financing (TIF) for Properties within the TIF Boundary	119

List of Appendix Items

Appendix 1. Trail Length by Jurisdiction	190
Appendix 2. Trail Needs Length by Jurisdiction, District, Municipal Jurisdiction	192
Appendix 3. Supervisor and Councilmember District by Trail Location, Planning Category, Municipality or Jurisdiction, and Length in Miles for Trail Needs, Western Portion.....	194
Appendix 4. Stakeholder Meeting Log	200
Appendix 5. References.....	203
Appendix 6. Public Notices	218
Appendix 7. Public Outreach Open-Ended Question 1.....	221
Appendix 8. Public Outreach Open-Ended Question 2.....	228
Appendix 9. Public Outreach Open-Ended Question 3.....	234
Appendix 10. Public Outreach Open-Ended Question 4	242
Appendix 11. Public Outreach Open-Ended Question 5	251

1 Background

1.1 Introduction

1.1.1 Overview of the San Diego River Park

The San Diego River flows 52 miles from the headwaters in the Cuyamaca Mountains near Julian to its mouth at the Pacific Ocean. It flows through multiple climates and habitats, such as woodland, chaparral, and scrub, winding from the coast to the desert, through valleys and mountains. The area surrounding the river is also biologically diverse, with numerous habitat types and endangered species. The river passes through the unincorporated area of the county of San Diego, Cleveland National Forest, Capitan Grande Reservation, through the unincorporated community of Lakeside and near the city of El Cajon in addition to the city of Santee and city of San Diego.

The County of San Diego (County) Department of Parks and Recreation (DPR), in addition to the other jurisdictions along the San Diego River and partner organizations, have been involved in ongoing regional efforts to preserve and enhance open space along the San Diego River, named the San Diego River Park (SDRP), and to create a contiguous trail that would provide residents and visitors an opportunity to connect with this unique resource. Some opportunities and benefits of this effort include additional recreational amenities, increasing connectivity, habitat conservation, and restoration of the area. This vision of a contiguous trail system along the full length of the San Diego River, called the SDRP Trail, has been in development for over 20 years and was first documented in the San Diego River Park Conceptual Plan (2002), which was funded by the San Diego River Park Foundation and the State of California Coastal Conservancy.

To achieve their goal of implementing this vision, the San Diego River Conservancy is collaborating with the County. The San Diego River Conservancy is a State agency overseen by a Governing Board; it consists of 17 members from State and local organizations and includes Supervisor Joel Anderson representing the County. The San Diego River Conservancy was established in 2002 to preserve, restore, and enhance the San Diego River and the surrounding area. The County also collaborates with the San Diego River Park Foundation, a nonprofit established in 2001, whose vision is to “protect and enhance the river’s valuable natural and cultural resources and encourage communities to embrace this legacy and to celebrate it with the creation of a river-long park system.”¹ There have also been additional partners who are key collaborators on this effort, including the County, the City of San Diego, the City of Santee, and the Lakeside River Park Conservancy.

There have been numerous efforts to analyze and plan the future interconnected multi-use SDRP Trail and recreational network that would be located alongside the San Diego River. While the San Diego River Park Conceptual Plan set the foundation for the SDRP Trail, there have been other planning documents that identify the SDRP Trail as a key regional trail, as discussed further in Chapter 1.2 of this report. All of the planning efforts have been a result of decades of feedback

¹ San Diego River Foundation, *Our Vision*, available at: https://sandiegoriver.org/our_vision.html

and input from stakeholders, including residents, landowners, wildlife agencies, environmental groups, Native American tribes (tribal groups), and local agencies.

The San Diego River Conservancy completed the most recent planning effort, the *San Diego River Recreational Trail Plan*, in 2020. This planning effort determined that there are multiple gaps in the planned SDRP Trail alignment, and that there is a need for other activities such as open space protection, habitat enhancement, and public outreach and education to ensure that the San Diego River remains an ecological asset for generations to come.

Once fully developed, the SDRP would preserve and enhance open space along the San Diego River and provide residents and visitors an opportunity to access a unified, interconnected system of recreational amenities, including parks and community facilities, the SDRP Trail as a contiguous trail system stretching the full 52 miles of the San Diego River, and open spaces. Currently, there are approximately 50 miles of SDRP Trail already developed and open to the public. Once completed, the SDRP Trail is anticipated to be up to 130 miles in total length. The SDRP would enhance the biodiversity in the region by improving water quality and river health and expanding and conserving wildlife habitat. Implementation of the SDRP is aligned with multiple County sustainability initiatives, such as the County's Climate Action Plan and Regional Decarbonization Framework, to ensure alignment with the County's sustainability goal by increasing trail connectivity and conservation of preserved lands.

1.1.2 Purpose of This Report

A new focus was brought to the SDRP project in March 2021 when County Supervisor Nathan Fletcher convened the San Diego River Park Task Force (Task Force) to identify priorities for future projects along the San Diego River and opportunities to implement those priorities, including the development of the SDRP and the SDRP Trail. The Task Force consisted of Supervisor Nathan Fletcher, members of the County, the City of San Diego, the San Diego River Park Foundation, the San Diego River Conservancy, the Regional Task Force on the Homeless, and the Kumeyaay Diegueño Land Conservancy. The Task Force identified multiple priorities that include the Riverwalk trail alignment between the Mission Valley YMCA and Riverwalk Development in the Mission Valley community in the city of San Diego and connecting trails in the unincorporated areas of the county. The Task Force identified that one barrier to implementation of the SDRP and the SDRP Trail is that there is no dedicated funding source to implement the full vision. On November 3, 2021, the County of San Diego Board of Supervisors (Board) allocated \$500,000 and directed DPR to lead the effort to conduct an analysis of potential long-term funding mechanisms for the SDRP and to return to the Board with options and a recommendation for Board consideration.

In response to this direction by the Board in November 2021, DPR and Office of Financial Planning (OFP) selected Environmental Science Associates, ECONorthwest, and Kearns & West to conduct a Funding Feasibility Analysis (Analysis) to evaluate costs of implementing the full extent of the SDRP, including the SDRP Trail; identify and evaluate funding options based on

unfunded current and future needs; identify the types, magnitude, and distribution of benefits from the SDRP; and conduct outreach with stakeholders and interested parties.

The County has the opportunity to help move forward completion of the SDRP Trail for the full San Diego River corridor. This effort would happen in coordination with the many partners already engaged in the effort, including private and public groups and individuals, local state and federal resource managers, and tribal groups in the county. This study is intended to provide information to the Board to support such decision-making in an informed, evidence-based manner with empirical foundations to confidently move forward.

1.1.3 Report Organization

This report is organized into the following chapters and appendix tables:

Chapter 1. Introduction and Background: This section describes the vision for the SDRP, including progress to date, prior planning efforts, and partners.

Chapter 2. Benefits and Impacts of the San Diego River Park: This section details current use of the existing SDRP Trail segments, projected future use of the completed SDRP Trail, impacts from construction and visitor spending, and community benefits of the completed SDRP.

Chapter 3. Costs and Funding Needs for the San Diego River Park: This section estimates the costs of completing the full extent of the SDRP Trail.

Chapter 4. Stakeholder Outreach: This section summarizes the stakeholder outreach process and findings for this project.

Chapter 5. Funding Tools: This section details all the funding tools that are potential funding sources for the SDRP.

Chapter 6. Funding Options and Recommendations: This section presents the viable funding options in detail and describes the associated steps and costs with implementing each option.

Chapter 7. Appendices: This section includes summary tables of information supporting this Analysis, as listed below.

- Appendix 1. Trail Length by Jurisdiction
- Appendix 2. Trail Needs Length by Jurisdiction, District, Municipal Jurisdiction
- Appendix 3. Supervisor and Councilmember District by Trail Location, Planning Category, Municipality or Jurisdiction, and Length in Miles for Trail Needs, Western Portion
- Appendix 4. Stakeholder Meeting Log
- Appendix 5. References
- Appendix 6. Public Notices
- Appendix 7. Public Outreach Open-Ended Question 1

- Appendix 8. Public Outreach Open-Ended Question 2
- Appendix 9. Public Outreach Open-Ended Question 3
- Appendix 10. Public Outreach Open-Ended Question 4
- Appendix 11. Public Outreach Open-Ended Question 5

1.2 Background on the San Diego River Park

1.2.1 Project History and Partners

In 1974, Kevin Lynch and Donald Appleyard generated a concept for preserving the San Diego River valley as a dedicated and protected open space in their report, *Temporary Paradise? A Look at the Special Landscape of the San Diego Region*, which they drafted for the City of San Diego. The vision of a contiguous trail system along the San Diego River has been in place for over 20 years. From 2001 to 2002, the San Diego River Park Foundation and the San Diego River Park Alliance (now inactive) hosted a series of public workshops from Julian to Ocean Beach. Through these workshops, community members helped to shape the vision of the SDRP. The results of these efforts are memorialized in the *San Diego River Park Conceptual Plan (2002)*. Since this initial visioning and planning effort, work toward completing the SDRP has continued over the last 20 years. In this report, planned trail miles *downstream* of the El Capitan Reservoir refers to the *western portion* of the SDRP Trail that has been part of formal planning processes such as these and others described in more detail in this report. This portion of the SDRP Trail is herein referred to in this report as the western portion. The SDRP Trail *upstream* of El Capitan Reservoir refers to the *eastern portion*; this portion has not yet gone through a similar formal planning process, but for the purposes of this funding Analysis, representative proposed trail miles are included for consideration of funding needs they will require. This section of the SDRP Trail is herein referred to as the eastern portion.

Severe alterations to the land by mining, flood control, and development are what inspired motivation for the SDRP. Mining had since been phased out, but flood control and development pressures have persisted along the valley floor. Successful parks, such as Minneapolis' Chain of Lakes, Boston's Emerald Necklace and Esplanade, and Denver's Park and Parkway System were also sources of inspiration for the SDRP.²

The SDRP requires a partnership approach to complete because the envisioned SDRP Trail extent spans across multiple jurisdictions. The governmental, nonprofit, and private sector partners who have been working to complete the SDRP include the following:

- The **County** sponsored this project to build off the momentum of prior planning efforts, including that of the Task Force, to identify and prioritize funding for the SDRP. The County is currently in the initial phase of designing the Kumeyaay Valley Park along the San Diego River in the unincorporated county area east of the community of Lakeside. Kumeyaay Valley Park is located on a 30-acre site that includes a portion of the SDRP Trail. The County can potentially play a critical role in completing the SDRP, including planning, funding, and implementation activities.
- The **City of San Diego** in 2013 completed the San Diego River Park Master Plan, which provides guidance to develop a park and trail system along the San Diego River in the

² City of San Diego. (2013). San Diego River Park Master Plan. May.

city of San Diego that would serve the recreational needs of the local communities while reducing the impacts of urban development on the ecology of the San Diego River. The city of San Diego is home to portions of the SDRP Trail, including 24.4 miles of the existing trail extent and 19.5 miles of planned trail. The City of San Diego can potentially play a critical role in completing the SDRP, including planning, funding, and implementation activities. The City of San Diego's involvement in certain funding options would be necessary for funding option viability.

- The **city of Santee** has approximately 17.3 miles of the SDRP Trail, including 11.5 miles of existing trail and 5.8 miles of planned trail that are within the city's limits. The City of Santee's General Plan Trail Element describes the San Diego River bike and pedestrian trail system through the city of Santee as a "high priority" and specifies that the City of Santee shall coordinate with neighboring jurisdictions to develop the SDRP system. The City of Santee can potentially play an important role in completing the SDRP, including planning, funding, and implementation activities. The City of Santee's involvement in certain funding options would be valuable for funding option viability.
- The **San Diego River Conservancy** is a State agency that was established in 2002 to preserve, restore, and enhance the San Diego River and the surrounding area.³ One important San Diego River Conservancy goal is to build "a river-long park and hiking trail stretching fifty-two miles from the River's headwaters near Julian to the Pacific Ocean."⁴ The San Diego River Conservancy's actions are overseen by a Governing Board that consists of 17 members from State and local organizations and includes Supervisor Joel Anderson representing the County.⁵ The San Diego River Conservancy will continue to play a critical role for planning and funding the SDRP, particularly involving State funding sources, including grants.
- **San Diego River Park Foundation** is a nonprofit organization that was established in 2001. The vision of the San Diego River Park Foundation is to protect and enhance the San Diego River's valuable natural and cultural resources and encourage communities to embrace this legacy and to celebrate it with the creation of a river-long park system. San Diego River Park Foundation has acquired and conserved 2,100 acres to date. From 2018 to 2022, San Diego River Park Foundation received over \$6.2 million in contributions and grant funding. San Diego River Park Foundation is currently developing a 17-acre property—the River Center at Grant Park—along the San Diego River in Mission Valley that, once completed, is expected to provide educational opportunities for 25,000 students annually. San Diego River Park Foundation will continue to play a critical role in planning, funding, implementing, operating, and maintaining the SDRP. This includes access to private philanthropic funding sources.

³ The San Diego River Conservancy's nine-member governing board consists of both state and local representatives. The San Diego River Conservancy is one of nine California conservancies. It was established by California Legislature (AB 2156, Kehoe) to preserve, restore, and enhance the San Diego River Area. The San Diego River Conservancy is an independent, non-regulatory organization within the Resource Agency and maintains the www.sdrc.ca.gov website.

⁴ Conservancy, *About*, available at: <https://sdrc.ca.gov/about/>.

⁵ The full list of the Governing Board of the San Diego River Conservancy is available at: <https://sdrc.ca.gov/about/>.

- **Lakeside River Park Conservancy** is a nonprofit organization that was established in 2001. Their mission is to preserve and restore the biological integrity and beauty of the San Diego River while incorporating recreational, educational, and cultural opportunities for youth, seniors, and families. Lakeside River Park Conservancy has raised over \$22.5 million for projects and developed 3 miles of trail. It will likely continue to play an important role in funding, implementing, operating, and managing certain areas of the SDRP in the vicinity of Lakeside.
- The **U.S. Forest Service** manages the Cleveland National Forest, which has many existing trail resources and would be part of the future SDRP Trail extents in the eastern portion. It will play an important role for planning, implementing, operating, and maintaining portions of the SDRP Trail on Cleveland National Forest and east of El Capitan Reservoir. The U.S. Forest Service will likely also play an important role for coordination with Tribal groups, and with access to federal funding including grants.
- The **San Diego River Coalition** is chaired by the San Diego River Park Foundation and includes over fifty groups and organizations with a common interest in the San Diego River.⁶ It will likely play an important role in coordination across communities and interest groups, and potentially help support the SDRP implementation process.
- **Other nonprofit entities, private developers, businesses, and landowners** have also built and in some cases maintain trail segments. These entities will continue to play roles in funding, implementing, and maintaining portions of the SDRP.

We can expect that all these organizations and categories of stakeholders will continue to play critical roles moving forward with completion of the SDRP. In particular, the City of San Diego and the U.S. Forest Service will have many sections of trail to be developed within their jurisdictions. The City of Santee does have some minor sections that still require completion, but will continue to play a coordination, operation, and maintenance role. The San Diego River Conservancy will continue to play a critical role for access to state funding sources, as well as coordination and planning contributions. San Diego River Park Foundation will likely continue to play a lead role in fundraising, implementation, outreach, operation, and volunteer coordination as well as other critical roles in the full success of the SDRP.

1.2.2 Location, Features, and Ownership

1.2.2.1 SDRP Trail Location Overview

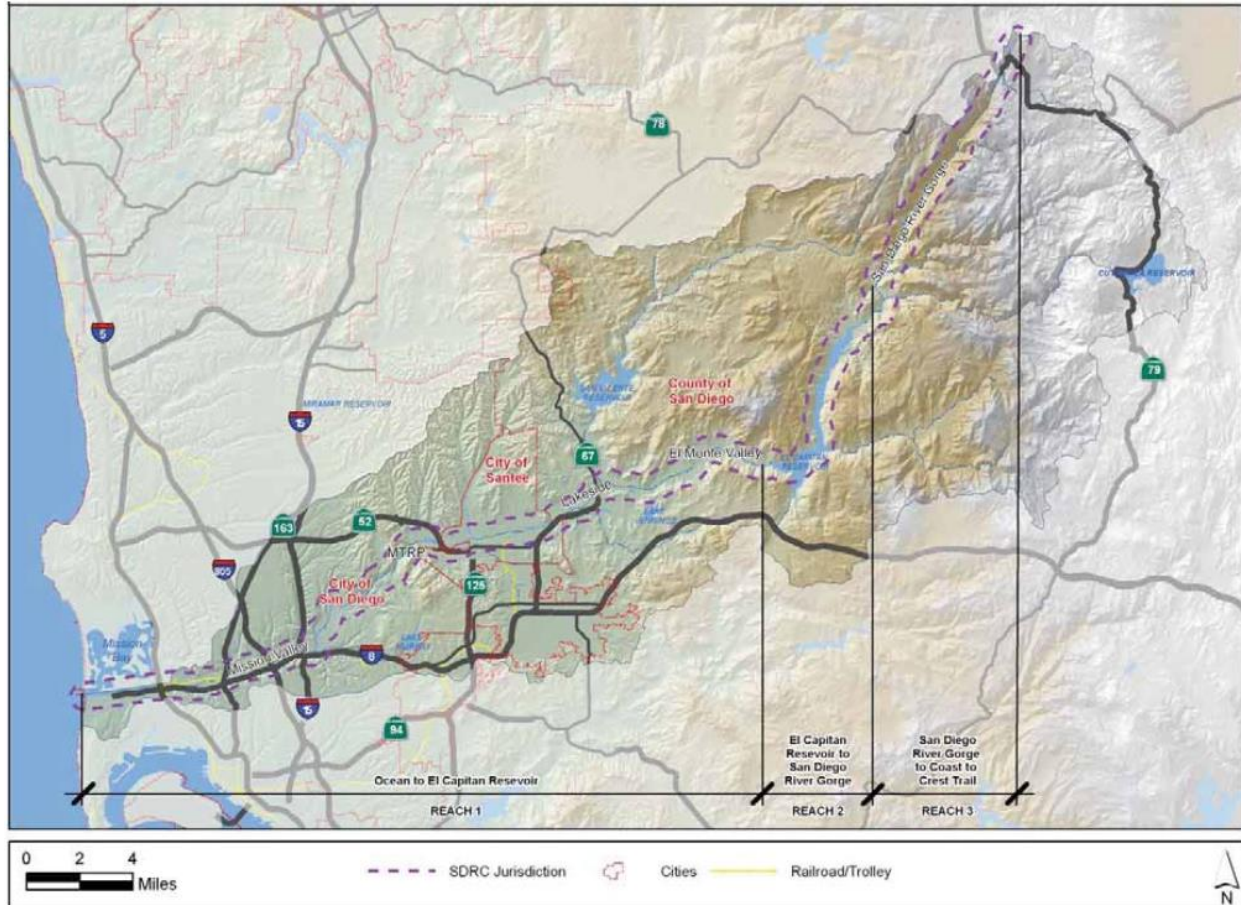
The San Diego River stretches 52 miles, from the headwaters in the Cuyamaca Mountains near Julian to its mouth at the Pacific Ocean. The SDRP Trail is envisioned to extend throughout the San Diego River's extent from the headwaters near Julian to the Pacific Ocean. In some instances, the planned trail segments of the SDRP Trail are on both sides of the San Diego River. There are

⁶ More information about the San Diego River Coalition and the members is available at: https://sandiegoriver.org/river_coalition.html

three segments of the SDRP Trail, based on these designations by the San Diego River Conservancy (Figure 1.2-1)⁷:

- **Segment 1** of the SDRP Trail is from the Pacific Ocean at Ocean Beach to the El Capitan Reservoir.
- **Segment 2** includes a connection from the El Monte Valley below the El Capitan Reservoir to the San Diego River Gorge and extending to Cuyamaca Rancho State Park.
- **Segment 3** includes the San Diego River Gorge to the Coast to Crest Trail (CTC).

Figure 1.2-1. The Three Segments of the SDRP Trail



Source: San Diego River Conservancy and Coastal Conservancy. 2013. *The San Diego River Trail Gaps Analysis Final*.

It should be noted that Segment 1 is also referred to in this report as the lower portion of the San Diego River watershed (western portion). Segments 2 and 3 are also referred to in this report as the upper portion of the San Diego River watershed (eastern portion). Parts of these eastern portion SDRP Trail sections will potentially utilize or improve portions of the San Diego Trans-County Trail. Based on coordination between the San Diego River Conservancy and Kumeyaay representatives from Capitan Grande Reservation, Viejas Band of Kumeyaay Indians, and Barona

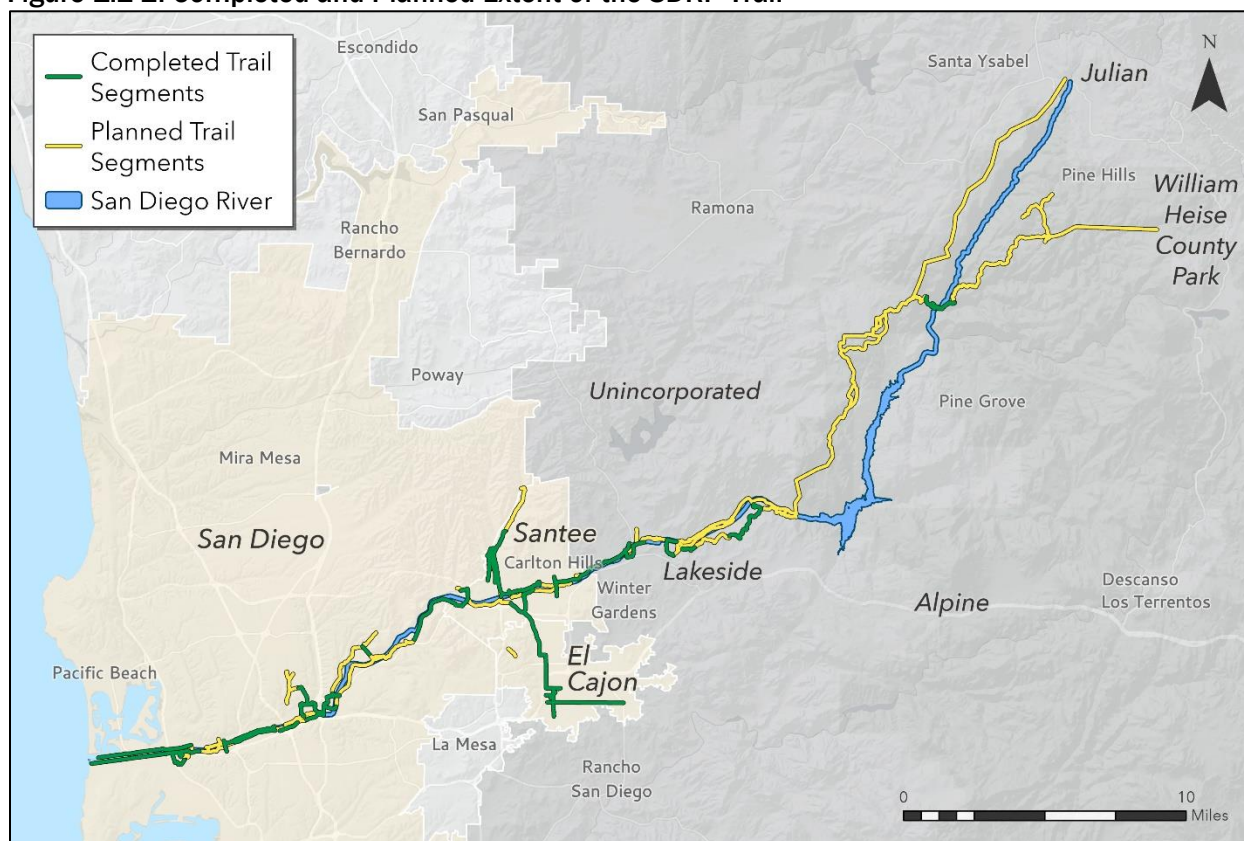
⁷ San Diego River Conservancy and Coastal Conservancy. 2013. *The San Diego River Trail Gaps Analysis Final*. Figure 2. SDRT Reaches.

Indian Reservation, there are intentions to avoid any SDRP Trail alignments across Tribal reservation lands in the eastern portion.

1.2.2.2 Detailed SDRP Trail Location

The SDRP Trail will extend from the Pacific Ocean to near the communities of Santa Ysabel and Julian through the city of San Diego, the city of Santee, and unincorporated county (including the community of Lakeside). The SDRP Trail will have connections in the city of El Cajon through existing sidewalks that extend to the San Diego River. East of El Capitan Reservoir, the land ownership and management include the unincorporated county, the Cleveland National Forest, the Capitan Grande Reservation (home of the Kumeyaay Indigenous Tribe), and the Barona Indian Reservation (home of the Barona Band of Mission Indians). The proposed SDRP Trail area will run primarily through the Cleveland National Forest and could potentially utilize sections of the Trans-County Trail while avoiding Tribal land. The SDRP Trail could also connect to the CTC near Santa Ysabel. Figure 1.2-2 depicts the completed and planned extents of the SDRP Trail.

Figure 1.2-2. Completed and Planned Extent of the SDRP Trail



Source: Created by ECONorthwest with data from the San Diego River Conservancy and San Diego River Park Foundation. Note that planned SDRP Trail segments have already been identified as part of formal planning processes described in this report. Proposed SDRP Trail segments are representative of likely trail routes but have not yet been part of the formal planning processes relied upon for this study.

The SDRP Trail's completed sections connect to parks, including Mission Trails Regional Park, Louis A. Stelzer County Park, and El Monte County Park. The western portion of the San Diego River touches on many landmarks, such as Dog Beach – Ocean Beach, the Flood Control Channel Southern Wildlife Preserve, Famosa Slough State Marine Conservation Area, and the future Snapdragon Stadium (the former Qualcomm Stadium area that is being developed by San Diego State University). Table 1.2-1 summarizes the miles of planned and completed SDRP Trail (including sidewalks) in the western portion.

Table 1.2-1. Miles of Completed and Planned SDRP Trail Western Portion

	Miles
Completed Sidewalk and Trail Segments	49.9
Planned Trail Segments	40.8
Total Completed and Planned SDRP Trail Miles in Western Portion	90.7

Source: Created by ECONorthwest with data from the San Diego River Conservancy.

Some of the 40.8 miles of planned SDRP Trail in the western portion are in the design or construction phases and have defined plans to be completed. Currently, there are planned redevelopments for the Riverwalk Golf Club in the city of San Diego, the Town and Country/Union Tribune Site in San Diego, the former Qualcomm Stadium location in the city of San Diego, Carlton Oaks Golf Course in the city of Santee, and the Karl Strauss Brewery in the city of Santee. When they are completed, these redevelopment efforts will lead to construction of the SDRP Trail by private entities.

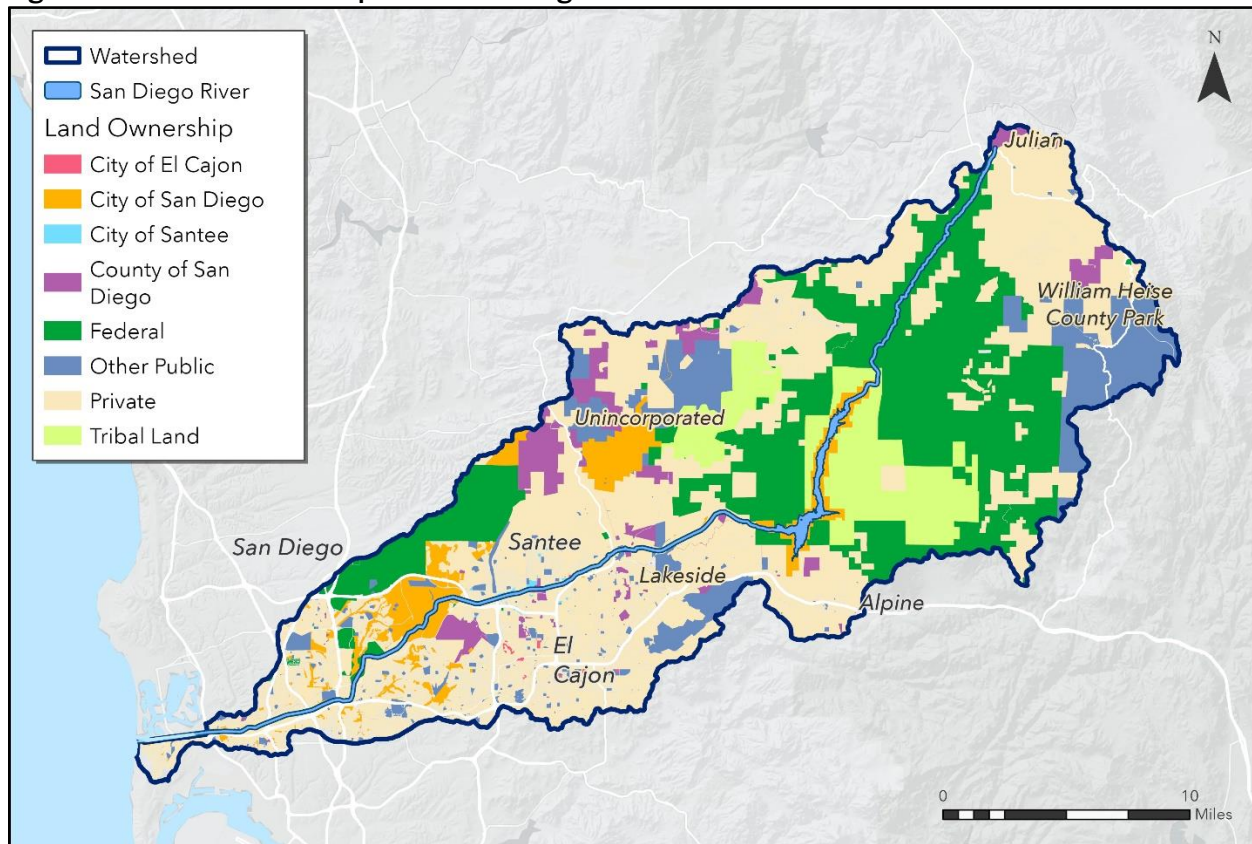
Three areas associated with the SDRP are currently being constructed by the County and nonprofit partners. The County is in the initial phase of designing the Kumeyaay Valley Park, a 30-acre site located east of Lakeside that includes a portion of the SDRP Trail. The San Diego River Park Foundation is in the construction phase for the River Center at Grant Park in the city of San Diego (Mission Valley), which will include a section of SDRP Trail (as of this writing). The Lakeside River Park Conservancy is beginning phased construction for the Lakeside River Park, adjacent to the completed section of the SDRP Trail that ends at Channel Road in Lakeside.

Much of the eastern portion of the SDRP Trail (Segments 2 and 3) is surrounded by preserves, such as El Capitan County Preserve, West Face Preserve, Eagle Peak Preserve, and Santa Ysabel Open Space Preserve. This eastern portion of the San Diego River is also surrounded by Capitan Grande Reservation, home of the Kumeyaay Indigenous Tribe. There are approximately 39 miles of needed SDRP Trail in the eastern portion.

1.2.2.3 Land Ownership

Land ownership across the San Diego River watershed is displayed in Figure 1.2-3. The eastern portion of the watershed is primarily in the Cleveland National Forest, owned and managed by the U.S. Forest Service. The City of San Diego is another large landowner, including lands owned around El Capitan Reservoir, as well as Mission Trails Regional Park.

Figure 1.2-3. Land Ownership in the San Diego River Watershed



Source: Created by ECONorthwest.

Approximately 46.5 miles of the 80 miles of trails needed to complete the SDRP Trail are on publicly owned land. The remaining 33.6 miles of needed trail are on privately owned land. Some of the needed sections of the SDRP Trail are on private land that is unlikely to be developed in the near future and would require easements or land acquisitions for public or nonprofit entities to construct those trail segments. Table 1.2-2 summarizes the miles of planned SDRP Trail by ownership type.

Major public landowners in areas of needed SDRP Trail include the County, the City of San Diego, the U.S. Forest Service, and other public entities, including federal (e.g., Bureau of Land Management).

Table 1.2-2. Planned, Proposed, and Existing SDRP Trail Miles by Ownership

	SDRP Trail Needs	Existing Trail Miles	Total Trail Miles
Private Land Total	33.6	17.6	51.2
Public Land Total	46.5	32.3	78.8
County of San Diego	4.5	3.7	8.2
City of San Diego	7.3	6.1	13.4
City of Santee	1.3	2.5	3.8
Multi-Jurisdictional Ownership	3.0	-	3.0
Other Public	15.4	20.0	35.4
U.S. Forest Service	14.9	-	14.9
Total Trail Length*	80.1	49.9	130.0
Trail on Private Land Under Development/ Expected to Be Developed	(5.1)		
Total Remaining Trail to Be Funded	75.0	-	75.0

Source: Created by ECONorthwest with data from the San Diego River Conservancy and County Assessor.

1.2.3 Challenges Associated with Completing the SDRP Trail

Completing the SDRP Trail will require a partnership approach over multiple years across dozens of parcels of land. The County is only one of multiple entities that could contribute resources to work toward completing the full SDRP Trail extent and performing the restoration needed to yield the benefits of the full vision of the SDRP. With additional funding, DPR and their partners can complete more of the SDRP Trail sooner. Without additional funding, DPR and their partners will continue to expend resources seeking funding and pursue projects only when funding and staff resources are available. However, additional funding alone will not ensure that the SDRP Trail is fully completed, either to El Capitan Reservoir or in the full planned SDRP Trail extent near Julian, due to the coordination required among project partners and landowners.

One major hurdle in the creation of the SDRP Trail is that much of the land along the San Diego River is in private ownership. Working with the owners of these properties to open the San Diego River corridor to public access will be critical. SDRP Trail segments on private lands could be built by private interests or constructed through acquisitions or easements, or by waiting until lands are developed or donated. Most of the private lands with planned SDRP Trail segments (14.9 miles, or 49 percent, of private lands) are not expected to be developed at this time (meaning the trail will not be built unless non-private entities build it). Additional funding cannot ensure that the land will be developed or donated by the private landowner; in other words, some property owners may be unwilling to sell land for any amount of money. Acquisitions will only occur when the property owner is a willing seller.

Due to the length of the SDRP Trail and array of landowners and partners that are associated with the SDRP Trail, coordination and planning activities can be expanded through a new funding source. Currently, each of the organizations involved with constructing the SDRP Trail works independently or through informal collaboration, particularly with the San Diego River Conservancy, and particularly when there are strategic opportunities to complete sections of the

SDRP Trail. With funding, completing the SDRP Trail could be accelerated by more proactive coordination among the public and nonprofit partners, as well as proactive identification and outreach for acquisitions and easements. These sorts of efforts would require funding for both staff and/or consultant time, as well as any planning, surveys, and permitting efforts.

Another barrier to completion of the SDRP Trail is that projects are not always ready to be constructed even if funding is available. To be “shovel ready,” projects need to have completed planning and permitting, which requires upfront costs. Under current conditions, general planning for the SDRP Trail occurs through each jurisdiction’s larger trail planning process or through other larger planning processes that have occurred in the past (the prior planning efforts are discussed in detail in Section 3). Permitting and design of SDRP Trail segments and parks, and restoration projects associated with the SDRP, would occur individually for each specific project. Funding for these upfront activities would further the development of the SDRP. Permitting, in particular, can be the most expensive cost and would require more than existing resources. Examples of prior permitting efforts include California Environmental Quality Act (CEQA) compliance for the Riverwalk Development,⁸ the Town and Country Development,⁹ and for the Stadium Site.¹⁰

⁸ The Environmental Impact Report (EIR) is available at: <https://ceqanet.opr.ca.gov/2018041028/2>

⁹ The Environmental Impact Report (EIR) is available at: <https://missionvalley.sdsu.edu/community-engagement>

¹⁰ The Environmental Impact Report (EIR) is available at: <https://missionvalley.sdsu.edu/community-engagement>

1.3 Prior Planning Efforts

1.3.1 Chronology and Overview of Relevant Plans

The vision of the SDRP is supported by decades of planning and investment efforts by these partner organizations. These existing planning efforts provide a basis for estimating the costs and identifying the benefits of completing the SDRP, and provide a basis for evaluating some dimensions of funding options. The following is a chronological list of major planning efforts that are relevant to the SDRP:

- **San Diego River Park Conceptual Plan (2002):** The San Diego River Park Conceptual Plan, developed in 2002, provides an inventory of existing resources and conditions in the San Diego River Watershed and proposes a conceptual plan for the SDRP Trail. This plan was completed by Cal Poly Pomona's Studio 606 program, with funding from the San Diego Foundation and the State of California Coastal Conservancy. This plan first documented the vision of the SDRP Trail: to create a contiguous trail system along the full length of the San Diego River.
- **City of Santee General Plan 2000-2020 (2003):** The City of Santee's General Plan was adopted by City Council in 2003. It includes a "Trails Element" that identifies and plans for Santee's needs in the future for the development of bicycle, equestrian, and pedestrian trails. Having a comprehensive San Diego River bike and pedestrian trail as the SDRP Trail system is listed as the top priority in the Plan.
- **County Trails Program and the Community Trails Master Plan (2005):** The San Diego Community Trails Master Plan was adopted in 2005 to address the recreational trail needs of the unincorporated portion of the county. In 2000, the Board acknowledged the need for more public recreational infrastructure in the county, and a county-wide trail system assessment identified the specific recreational needs and opportunities for the unincorporated areas of the county. This resulted in the creation of the County Trails Program that included both plans for regional trails that traverse communities in the County General Plan and the Community Trails Master Plan (CTMP), a plan for trails that serve local community needs.
- **San Diego Association of Governments (SANDAG) Regional Bicycle Plan (2010):** The San Diego Regional Bicycle Plan was developed in 2010 by SANDAG, a group of 18 Cities, and the County to address issues of traffic congestion, environmental pollution, health, and livability. This plan envisions development by 2050 of a regional bicycle system consisting of interconnected bicycle corridors, facilities, and programs to make the use of bicycling more practical and desirable in the region. SANDAG and Federal Aid Urban and Bike Lane Accounts could fund bike paths through money received from the Transportation Development Act (federal funds) and California Department of Transportation (state funds).
- **SDRP Master Plan (2013):** The SDRP Master Plan provides guidance to develop a park along the San Diego River that would serve the recreational needs of the local

communities while reducing the impacts of urban development on the ecology of the San Diego River. This plan was developed through a collaborative effort by the San Diego River Park Alliance (no longer active), San Diego River Park Foundation, and City of San Diego. The SDRP was envisioned to create a 0.5-mile buffer along the 17.5 miles of the San Diego River between the coast and the city of Santee and would incorporate Mission Bay Park and Mission Trails Regional Park. For each of the six distinct geographic areas of the San Diego River, this plan identifies the infrastructure and activities that would best meet the SDRP's purpose based on the local needs and contexts.

- **County Parks Master Plan (2016):** The County Parks Master Plan was created to guide future investments in parks and recreation facilities in the unincorporated county. This plan informs recommendations for future investments through an inventory of existing parks and recreational facilities, an analysis of current and future levels of service, distributional inequities, and alignment with goals set forth in other County planning documents. This plan also includes a section about potential alternative modes of funding and implementing its future investments, including: development impact fees, sales taxes, expanding their partnerships with community organizations like sports associations, and special loan mechanisms such as General Obligation (GO) Bonds and leasehold financing.
- **San Diego River Recreational Trail Plan (2020):** The San Diego River Recreational Trail Plan identifies the gaps in the existing recreational trail infrastructure along the San Diego River and the planned improvements needed to close those gaps. This plan was created by the San Diego River Conservancy with input from stakeholders. It also identifies connections between the SDRP Trail and the local neighborhoods and the potential SDRP Trail alignments in the eastern portion. While the plan provides guidance for the design and purpose of the SDRP Trail, each individual jurisdiction along the San Diego River corridor makes the final determination on the type of trail they would develop and what kind of users would be permitted.

Additional details about these plans are provided below in Section 1.3.2 through Section 1.3.5. In addition, other community plans, County plans, and materials from the Task Force have relevant information for the SDRP Trail and are summarized below. This overview of plans illustrates the decades-long effort by the County to implement such a trail, as well as illustrating the depth of consideration toward SDRP Trail needs, constraints, community engagement, and visioning.

1.3.2 Detailed Plan Summaries

1.3.2.1 San Diego River Park Foundation - San Diego River Park Conceptual Plan (2002)

The San Diego River Park Conceptual Plan, developed in 2002 by the San Diego River Park Foundation, provides an inventory of existing resources and conditions in the San Diego River watershed and proposes a conceptual plan for the SDRP. The plan provides an overview of the natural and cultural history of the San Diego River corridor. Through conversations with the community, which involved visioning and mapping workshops, the conceptual plan reflects the value that local communities derive from the San Diego River and their vision for the future SDRP, including its role in the local ecology.

The San Diego River Park Conceptual Plan identifies four planning goals for the SDRP: (1) preserving San Diego River's historic resources, (2) supporting its natural stream processes, (3) enhancing riparian habitat, and (4) providing access to recreation. To provide recreational opportunities, the plan proposes development of the SDRP, which would connect existing recreational areas into one cohesive system of parks and trails, including the SDRP Trail. The SDRP Trail would serve pedestrians and bicyclists commuting along the SDRP. This plan also provides guidelines for the SDRP to meet the other planning goals, including developing a habitat corridor for bobcats along with improving transportation and accessibility in the region.

1.3.2.2 City of Santee - General Plan 2000-2020 (2003)

Santee's City Council adopted the City of Santee's General Plan in 2003 as a comprehensive plan to guide the City of Santee's development through 2020. It covers guidance on planning for future land use, housing, circulation, recreation, and trails. The plan envisions a balance of a variety of land uses and housing opportunities connected through safe transportation networks and plenty of recreational opportunities. It also considers policies to reduce noise, increase public safety, enhance community aesthetics, and generally improve the quality of life in the city of Santee.

Recreation and trails are two important elements of this plan. The plan provides an overview of parks, recreational facilities, and a variety of trails, including infrastructure along the San Diego River in the city of Santee as of 2003. At that time, the city of Santee contained over 400 acres of local parks and recreational facilities, not including the 191 acres of Mission Trails Regional Park. Although the City of Santee did not meet its standard of providing 10 acres of parkland per 1,000 residents, the park facilities were distributed such that every residence had a park within 1 mile or less. This plan outlined the goals of developing more recreational facilities to meet the City of Santee's acreage standards as well as completing multiple trails, specifically the segment of the SDRP Trail that would run east to west through the city of Santee. Trails would serve bicycle, equestrian, and pedestrian users.

This plan identified a variety of funding options for future trail development depending on the intended use. SANDAG and Federal Aid Urban and Bike Lane Accounts could fund bike paths through money received from the Transportation Development Act (federal funds) and California Department of Transportation (state funds). Federal Aid Highway Program, Department of Housing and Urban Development, and the Department of Energy funding could be tapped to develop commuter trails. Land and water conservation programs could fund recreational bikeways and equestrian trails. Equestrian trails could also be funded through Park Land Dedication Ordinance fees, head taxes on pleasure horses, and maintenance assessment districts.

1.3.2.3 County - San Diego Community Trails Master Plan (2005)

In 2000, the Board acknowledged the need for more public recreational infrastructure in the county, and a county-wide trail system assessment identified the specific recreational needs and opportunities for the county. This resulted in the creation of the County Trails Program that included both plans for regional trails that traverse communities in the County General Plan and

the CTMP, and plans for trails that serve local community needs. The County adopted the San Diego Community Trails Master Plan in 2005 to address the recreational trail needs of the unincorporated area of the county. The SDRP Trail can contribute to these identified trail needs. This plan identifies regional trails, the SDRP Trail being one of them, moving forward.

The CTMP identified design standards and implementation guidelines to develop trails to meet the recreational demands of future populations. This plan emphasized the need for community involvement and establishment of adequate funding and management plans for trail development. It recognized a need for 316 miles of additional trails to serve the needs of the local population, but emphasized that trails should be focused within public lands, specifically parklands, open space preserves, and lands in habitat conservation programs. The plan also set guidelines to minimize impacts to adjacent lands, particularly environmentally sensitive habitat, and agricultural lands. According to the guidance, the future trails must be visually pleasing, safe, accessible to all, and designed to cater to non-motorized and motorized use.

DPR, the Department of Planning and Development Services, and the Department of Public Works (DPW) together are responsible for the management and implementation of the CTMP. The plan recommends the use of a variety of tools like discretionary permits, fee purchases, easements, and land dedications to develop trail connections on public lands. Income tax deductions, reductions in property taxes, and other incentive structures may also be used to develop trails on private lands.

1.3.2.4 SANDAG - Regional Bicycle Plan (2010)

SANDAG, a group of 18 Cities and the County, adopted the San Diego Regional Bicycle Plan in 2010 to address issues of traffic congestion, environmental pollution, health, and livability. The plan envisions the development of a regional bicycle system by 2050 consisting of interconnected bicycle corridors, facilities, and programs to make the use of bicycling more practical and desirable in the region. The SDRP Trail can contribute to these identified bike path and bike lane needs.

This plan outlines a range of recommendations for increasing the use of bicycles through developing infrastructure, safety, and awareness around biking in the region. It recommends the development of a network of bicycle routes, facilities like bike tracks and boulevards, bicycle parking, and increasing access to bike-friendly transit. The plan includes implementation strategies, policy guidelines, and design guidelines for development of the network. The build out of the infrastructure would cost \$419 million, while programming would entail ongoing annual costs of up to \$1.3 million. This plan discusses an overview of regional, state, and federal funding sources that may be tapped to fund it.

1.3.2.5 San Diego River Park Alliance, San Diego River Park Foundation, and the City of San Diego - San Diego River Park Master Plan (2013)

Increasing development pressures around San Diego River have been adversely impacting the quality of the San Diego River and the wildlife habitats it supports. The San Diego River Park Master Plan provides guidance to develop a park along the San Diego River that would serve the recreational needs of the local communities while reducing the impacts of urban development on the ecology of the San Diego River.

The plan—developed through a grassroots community effort by the San Diego River Park Alliance (no longer in existence), San Diego River Park Foundation, and the City of San Diego—created a vision for the SDRP that would meet recreational, ecological, and cultural goals of the surrounding communities. One component of this plan, of particular relevance to the western-most segment of the SDRP, is an identified priority to create a 0.5-mile buffer along the 17.5 miles of the San Diego River between the coast and the city of Santee, and that would incorporate the preexisting Mission Bay Park and the Mission Trails Regional Park. For each of the six distinct geographic areas of the San Diego River, this plan identifies the infrastructure and activities that would best meet the SDRP’s purpose based on the local needs and contexts.

The plan identifies that, because much of the land along the San Diego River is in private ownership, there would be a need for acquisitions and easements to develop the park. In particular, the plan recommends the use of discretionary development permits wherever environmentally sensitive lands and planned district ordinances exist. These permits could result in open space conservation for the SDRP because they require applicants to group structures on their properties to reserve land for open spaces and parks.

1.3.2.6 County DPR - Parks Master Plan (2016)

DPR created the Parks Master Plan in 2016 to guide future investments in parks and recreation facilities in the unincorporated areas of the county. The plan informs recommendations for future investments through an inventory of existing parks and recreational facilities, an analysis of current and future levels of service, an analysis of distributional inequities, and alignment with goals set forth in other County planning documents. This plan examines trends in recreational infrastructure, community demographics to project future recreational needs, and corresponding parkland acquisitions to achieve the County standards set in the County’s General Plan. Finally, it identifies potential sites and sources of funding to develop recreational infrastructure in the county.

The plan analyzed trends in recreational infrastructure, demographics, and level of service and developed recommendations for each of the 24 Community Plan Areas in the region. It also presented results from its 2015 survey of San Diego County residents regarding their priorities for parks and recreation services in the county. The needs analysis identifies trails as a top priority for residents. Planning for the SDRP Trail will need to consider the Parks Master Plan.

As of 2016, the 52,000 acres of unincorporated county contained 147 recreational facilities owned or operated by the County and 325 miles of recreational trails. Facilities include regional parks, local parks, preserves, camping parks, historic park sites and adobes, sports facilities, community centers, equestrian facilities, and botanical gardens. The current level of service standard is 3 acres of local parks and 10 acres of regional parks per 1,000 residents. The County would need to increase its investment in parks and recreation to meet its level of service goal of 10 acres of local parks and 15 acres of regional parks per 1,000 residents.

The County is already employing a variety of traditional revenue tools to fund its recreational infrastructure but could consider expanding its use of alternative revenue options. The County currently relies on or could easily employ methods like property taxes, legislative funding, Parkland Dedication Ordinance, Local Improvement Districts, and fee charges for recreational amenities. The County could consider developing alternative modes of funding and implementing its future investments, such as development impact fees, sales taxes, expanding their partnerships with community organizations like sports associations, and special loan mechanisms like GO Bonds and leasehold financing. This plan compiles a list of these options for the Board's consideration.

1.3.2.7 The San Diego River Conservancy - San Diego River Recreational Trail Plan (2020)

The San Diego River Recreational Trail Plan identifies the gaps in the existing recreational trail infrastructure along the San Diego River and the planned improvements needed to close those gaps for the SDRP Trail. The San Diego River Conservancy created this plan, using input from stakeholders, including the City of San Diego, City of Santee, City of El Cajon, County, USDA Forest Service, California State Parks, San Diego Canyonlands, San Diego River Coalition, Lakeside's River Park Conservancy, San Diego River Park Foundation, other nonprofit organizations, and members of the public such as volunteers who help clean up the watershed area. This plan identifies connections between the SDRP Trail and the local neighborhoods and the potential trail alignments in the eastern portion. While this plan provides guidance for the design and purpose of the SDRP Trail, each individual jurisdiction along the San Diego River corridor makes the final determination on the type of trail they would develop and what kind of users would be permitted. The plan identifies that, since 2010, over 10 miles of trail gaps have been filled, with an additional 34 miles of trails being planned for the SDRP Trail.

1.3.2.8 Regional Community Action Plan to Prevent and End Homelessness in San Diego (2021)

In recent years, areas of the San Diego region (both in incorporated cities and unincorporated areas) have been home to several large homeless encampments situated in riverbeds, including the San Diego River. The County's Continuum of Care (CoC)—a regional body designated by the U.S. Department of Housing and Urban Development (HUD)—developed the Regional Community Action Plan in 2021 to convene stakeholders to end homelessness. The Action Plan announces a shared vision, principles, and foundations for ending homelessness across San Diego

County over the next 5 years, centering the provision of housing and supporting services for people seeking homes as the primary solutions. This plan follows several attempts to address the homelessness crisis through creation of various action plans and government agencies.

This plan identifies gaps and needs in the existing homelessness crisis response system. It outlines strategies that strengthen the regional collaboration on activities that help end homelessness, increase permanent housing options, meet the needs of people experiencing homelessness, create safe low-barrier shelters, and finally reduce the flow of people entering homelessness. It also describes the coordination and governance structure required to implement the plan and measure its performance.

1.3.2.9 City of Santee Parks and Recreation Master Plan (2017)

The city of Santee is a suburban community east of the city of San Diego and is home to about 58,000 residents. The City of Santee developed the Parks and Recreation Master Plan, informed by consultants, City of Santee staff, and feedback from the public, to assess its existing parks and recreation system while setting a vision for its future. This plan analyzed trends in demographics, including the participation in and use of existing recreational amenities. This plan also inventoried the existing recreational infrastructure and analyzed the level of service and quality of facilities compared to the population size and residents' priorities. This analysis informed the plan's goals and recommendations for new investments and action plan for facilities improvements.

The city of Santee currently has a variety of recreational amenities, including a community program center, neighborhood and community parks, and a YMCA-operated aquatics center. Feedback from the public indicated that the City of Santee needed to improve the quality and maintenance of existing facilities, protect open spaces and the natural environment, and enhance safety and security. This plan specifically identifies the need for a community recreation center, more investment in lighting and safety measures, and increase in parking capacity. It also indicates the need for more programming and communication from city of Santee Parks and Recreation. Lastly, this plan identifies trails and increasing connectivity in the City of Santee to facilitate walking as a top priority, requiring the need for a trails master plan.

1.3.2.10 City of San Diego Parks Master Plan (2021)

The City of San Diego's Parks Master Plan develops policies and recommendations to guide its future investments in parks and recreation. The city of San Diego, which is home to 1.4 million residents and spans 370 square miles, has been experiencing population growth and associated increase in demand for parks and recreation, but decreases in funding and staffing have resulted in disinvestments across all types of parks in the city. The plan recognizes that people who live in dense, built-up neighborhoods need access to public parks and programming but lack access to such facilities the most. This plan provides a summary of its existing assets, presents findings from its survey of the community, creates new standards for population-based parks, and creates specific implementation framework with policies and tools to create a park system for all residents.

The City of San Diego's park system spans 42,000 acres and includes parks, trails, and conserved open spaces, making it the second largest urban parks system in the United States as of 2019. This includes 200 miles of recreational trails. However, approximately 1 in 4 parks in the city of San Diego has a maintenance and capital backlog of 20 percent, increasing the level of reinvestment needed to improve the quality of existing park facilities.

Community feedback gathered through workshops, a survey, and online questionnaires identified community priorities and informed this plan's recommendations for future investments. Demographic trends are making the city of San Diego more populous, older, and more urban. Residents are interested in a diverse offering of park facilities and recreational programming for its diverse population. The community specifically identifies land acquisition for new parks, improving the quality and maintenance of existing facilities, and increasing safety as top priorities. They also prioritized development of new amenities, specifically neighborhood parks, open space and trails, dog parks, aquatic facilities, fitness and wellness programs, senior programs, and nature and outdoor programs.

The vision of Parks for All within this plan would require the acquisition of 100 new acres to build parks to cater to the increasing population in the first 10 years of the plan. The siting of these new parks would depend on each community's access to recreational facilities, equity considerations, demand for a park among neighborhood residents, population growth, and social factors like safety and maintenance. These population-based parks would not be graded on a land-based standard, such as the current 2.8 acres per 1,000 residents, but instead would be graded on a recreational-value based standard that assigns points to each park based on acreage, park activities, park's accessibility, and ability to create social connections. This would allow the City of San Diego to develop parks and recreational infrastructure with limited open land and rising land acquisition costs.

The 13 policy areas that would guide the City of San Diego's actions to achieve their vision for the updated parks system include equity, access, community building, regional parks, and funding, among others. The funding policies recommend the City of San Diego identify more opportunities for public-private partnerships to develop new park facilities, expand revenue generation through user and activity fees, transition to a citywide development impact fee structure, and pursue other avenues for funding, such as grants and bond measures.

1.3.3 General, Regional, and Community Plans

Communities along the San Diego River have created plans to manage their assets as well as achieve objectives such as improving social and economic conditions, and plan for growth. These plans can provide insight for how investment in the SDRP Trail can positively contribute to these communities, generating benefit and potentially increasing values that can support SDRP Trail funding needs. The County and City of San Diego have General Plans, as required by state law, that address specific planning areas and policies in their areas of jurisdiction. Smaller communities in the region have created plans in several cases as well. These plans provide

opportunities to coordinate SDRP investments and goals across the communities of the region. Below are descriptions of some of these plans that have potential relevance to the SDRP Trail.

1.3.3.1 Mission Valley Community Plan

Mission Valley is a community in the center of the city of San Diego with a thriving commercial center and several transportation amenities and open spaces. The City of San Diego adopted the Mission Valley Community Plan in 2019 to address gaps in the transportation infrastructure to increase ease of movement and access to various amenities.¹¹ The plan also encourages improvement in the overall quality of life of the community by reducing pollution and improving aesthetic resources. The community plan outlines implementation and design standards for new community infrastructure that the City of San Diego needs to meet the plan's goals. It also identifies policies and regulations that developers need to comply with in order to implement certain improvements. In total, this plan identifies the need for 186 acres of parks and open spaces to meet local needs in the future.

1.3.3.2 Lakeside Community Plan

The Lakeside Community Plan was adopted as part of the larger County General Plan and outlines goals for various land uses based on existing conditions and community vision. Lakeside is located 21 miles east of downtown San Diego and has historically been a rural community with several small-scale farms, including horse farms. The community plan develops guidance for future development of various land use types while retaining Lakeside's rural sensibility.¹²

The Lakeside Community Plan requires the provision of 15 acres of local recreational areas for 1,000 people, a third of which should be set aside for neighborhood facilities such as community parks and trails. This Community Plan also recommends connection of public stables and equestrian facilities by trails to parks while minimizing conflicts between trail users and adjacent properties. The plan suggests using public lands, floodplains, and utility rights-of-way to minimize costs and, where appropriate, trail easement dedications while reducing dependence on property taxes.

1.3.3.3 City of Santee General Plan (2003)

The City of Santee adopted their General Plan in 2003 to guide their future development through 2020. The plan includes descriptions of policies and goals that would help develop future land use, housing, circulation, recreation, and trails plans. It also discusses the City's plans for conservation of its natural resources, noise control, public safety in cases of natural hazards and emergencies, and enhancing the aesthetics and functionality of the community to improve overall quality of life.

¹¹ <https://www.sandiego.gov/planning/community/cpu/missionvalley>

¹² https://www.sandiegocounty.gov/pds/docs/CP/Lakeside_CP.pdf

As of 2003, residents enjoyed over 400 acres of local parks and recreational facilities, not including 191 acres of Mission Trails Regional Park. While this infrastructure does not meet the City of Santee's standard of 10 acres of parkland per 1,000 residents, it is distributed in such a way that every residence in the city has a park within 1 mile or closer. As a result, the City of Santee planned to develop more recreational facilities to meet its acreage standard. In addition to parks and recreational facilities, the General Plan also identifies a variety of trails for priority development by 2020. The City of Santee prioritized the development of the SDRP Trail that would run east to west through the city and pass through the town center. The SDRP Trail would be multi-use with bike paths and equestrian uses.

The plan also identified funding options for development of trails, depending on the type of trail. Bike paths could be funded through the Transportation Development Act and Federal Aid Urban and Bike Lane Accounts. Commuter trails may be funded through the Federal Aid Highway Program, Department of Housing and Urban Development, or the Department of Energy. Recreational bikeways could access funds through the Department of the Interior's land and water conservation program and the Department of Agriculture's Resources Conservation and Development program. Finally, equestrian trails may be funded through fees under Parkland Dedication Ordinances, Maintenance Assessment Districts, and grants.

1.3.4 County Conservation Plans

The SDRP Trail and potential trail connections to the SDRP Trail occur across many miles of unincorporated county lands that intersect with various County conservation plan areas and County-owned parks and preserves. The plans referenced here include established conservation plans that occur within the SDRP Trail alignment and potential trail connections and that are relevant to areas of needed investment to complete the SDRP Trail.

1.3.4.1 Multiple Species Conservation Program

The Multiple Species Conservation Program (MSCP) is a comprehensive habitat conservation planning program that addresses multiple species habitat needs and the preservation of native vegetation communities for a 900-square-mile area in southwestern San Diego County. The City of San Diego, portions of the unincorporated county, and 10 additional city jurisdictions make up the MSCP Plan Area. The Board approved the South County Subarea Plan for the southern portion of the county (South County Subarea Plan) on October 22, 1997. The County of San Diego entered into an Implementing Agreement with the Wildlife Agencies for the South County Subarea Plan on March 17, 1998. The MSCP, South County Subarea Plan, and Implementing Agreement work in tandem; local jurisdictions and special districts will implement their respective portions of the MSCP Plan through subarea plans, which describe specific implementing mechanisms for the MSCP. The MSCP will allow local jurisdictions to maintain land use control and development flexibility by planning a regional preserve system that can meet future public and private project mitigation needs.

The MSCP provides for large, connected preserve areas that address a number of species at the habitat level rather than species-by-species or area-by-area. This creates a more efficient and effective preserve system as well as better protection for the rare, threatened, and endangered species in the region. Mitigation from development and local, state, and federal funding protect land that has been set aside for preservation. This preservation may take the form of an open space or conservation easement that dedicates the land in perpetuity, or actual purchase of fee title by a public agency or environmental land trust. Out of the 582,000-acre area examined under the MSCP, the goal of the South County Subarea Plan is to acquire or permanently protect 98,379 acres within the unincorporated area.

In addition to the adopted South County Subarea Plan, there are two additional MSCP Plan subareas in the unincorporated area: the draft North County Plan and future East County Plan. The draft North County Plan will cover the northwestern portion of the unincorporated area and is currently in development. The eastern portion of the unincorporated area is covered by the future East County Plan, and is earlier in its planning stages than the North County Plan. Each of these plans have been or will be designed to meet the conservation needs of the habitats and species located within their respective plan boundaries.

The San Diego River is located in three MSCP Plan subareas in the unincorporated county (South County Subarea Plan, future East County Plan, and draft North County Plan).

1.3.4.2 Resource Management Plan for Louis A. Stelzer County Park (County of San Diego)

The Louis A. Stelzer County Park is a 374-acre day-use park located on Wildcat Canyon Road in Lakeside, an unincorporated community in the county. The park is located in the San Diego River watershed and could be a location for a future SDRP Trail connection. It also provides additional existing planning effort that can inform future SDRP Trail project planning. The Resource Management Plan (RMP) for the park is a comprehensive guidance document to manage and preserve the biological and cultural resources that are present in the park. Biological resources in the park consist of 7 special-status plant species, 192 identified plant species, 20 invertebrate species, 12 reptile species, 41 bird species, and 23 small to large mammal species, including bats.

The RMP for Louis A. Stelzer County Park will: guide the management of vegetation communities/habitats, plant and animal species, cultural resources, and programs to protect; where appropriate, enhance biological and cultural values; serve as a guide for appropriate public uses of the property; provide a descriptive inventory of the vegetation communities/habitats, plant and animal species, and the archaeological and/or historical resources that occur on this property; establish the baseline conditions from which management will be determined and success will be measured; and provide an overview of the operations and maintenance (O&M) requirements to implement management goals.

Currently, the park contains 1.1 miles of hiking trail that traverse through the understory of southern coast live oak riparian forest habitat. Smaller single-track trails connect to several dirt access roads that are used for facilities access by San Diego Gas and Electric.

1.3.4.3 Resource Management Plan for El Monte County Park

El Monte County Park is an 88-acre day-use park located in Lakeside, an unincorporated community of the county. It is 2 miles west of the El Capitan Reservoir in the San Diego River watershed and could be a location for a future SDRP Trail connections. Acquired in 1921, El Monte County Park is one of the first County parks in the county.

The RMP for El Monte County Park is a guidance document for the management and preservation of biological and cultural resources within the park and provides management directives. A multi-use trail and equestrian staging area is present at the park. The trail crosses El Monte Road at an existing crossing to connect to a proposed staging area on the north side of the road. The trail connects to an existing trail easement, the Historic Flume Trail, that adjoins El Monte Park to the south. The Historic Flume Trail travels west, ultimately connecting with Lake Jennings Campground and El Monte Road. The Historic Flume Trail provides a connection to the SDRP Trail.

1.3.5 San Diego River Park Task Force

While not a formal planning process, the San Diego River Park Task Force convened in 2021 by County Supervisor Fletcher identified priority actions that could be taken to further the development of the SDRP. These priorities can help identify early action targets for completing the SDRP Trail and allocating funding. The priority SDRP Trail segments identified by the Task Force include the following:

- YMCA West Valley Bridge Crossing
- Riverwalk trail alignment between YMCA and Riverwalk Development
- River Run trail gap connection between Qualcomm Way and San Diego State University West
- Dredging for Old Mission Dam, brush management, and fire breaks in Mission Trails Regional Park.
- Grantville Redevelopment Area
- San Diego Country Estates
- Thornbush – Easement Acquisition
- Upper Gorge Alignment – Thornbush trailhead to San Diego Country Estates to CTC, William Heise County Park

In addition to priority SDRP Trail segments, the Task Force has also identified priority public access points to connect to the SDRP Trail throughout the county:

- Lakeside Equestrian to San Vicente Reservoir: Trail/Pathway
- Cactus Park to Lakeside Equestrian Park

- El Capitan Preserve Trails
- Trans County Trail Acquisitions
- Santa Ysabel (Causa) Connection Trails
- Santa Ysabel Preserve through Volcan Mountain Preserve Trail
- Sycuan/Sloan Canyon Trail Implementation
- SR-67 Underpass
- Sycamore Canyon/Goodan Ranch
- Blossom Valley Road Trail
- Potts Flume
- Flume to El Monte Road
- Boulder Oaks Public Access

The Task Force also identified key water resource management investments:

- Lindo Lake Restoration Project
- Dos Picos Pond Restoration
- Los Coches Dry Weather Diversion
- Los Coches Sewer Lining
- Winter Gardens Regional Infiltration Basin
- Winter Gardens Boulevard Backbone Drainage and Green Streets
- Woodside Water Quality Basin Retrofit
- San Diego River Sewer Improvements

The Task Force identified strategy, planning, and design actions associated with development of the SDRP, including:

- Identify and coordinate with landowners on acquisitions.
- Prioritize ancestral ties to the San Diego River and look for ways to elevate the history of the San Diego River in project design.
- View short-term priorities through the long-term climate change lens.
- Prioritize watershed-wide invasive removal, brush management, and tree planting.
- Collaborate with partners to develop a strategy around homelessness.

2 Benefits and Impacts

2.1 Benefits

This chapter provides an overview of available information regarding the types of benefits the current components of the SDRP provide, as well as the potential benefits of a fully completed SDRP Trail. It begins with an overview of key benefit categories, followed by estimation of level of usage, and an examination of census data concerning the communities most likely to use and benefit from the SDRP Trail. These benefits are relevant to the basis for funding priority. They also provide insights into fair and equitable approaches to designing funding programs. Benefits are generally concentrated among SDRP Trail users and in areas near the San Diego River. However, some benefits are distributed quite broadly and are enjoyed by diverse stakeholders. The key benefit categories described in this section include:

- Recreation
- Transportation
- Greenhouse Gas Emissions Reduction
- Community and Regional Economic Development
- Property Values
- Water Quality and Public Health
- Flood Risk Reduction
- Fire Risk Reduction
- Habitat Conservation

We also describe visitation and economic impacts of spending associated with the SDRP Trail.

2.1.1 Benefits Identified in Prior Planning Efforts

The many organizations, individuals, and planning efforts that have been working for decades to build the SDRP have identified the wide range of important benefits individual SDRP Trail sections and large connected segments provide. Similarly, they have provided insights to the emergent benefits likely to be provided by a complete and well-functioning SDRP Trail through the full corridor. The following pages provide a sample of quotes from existing planning efforts relevant to the SDRP that have articulated some of the key themes in terms of major categories of benefits provided by the current existing components of the SDRP Trail, and the promise of the full benefit potential when it is completed. While these benefits are most heavily concentrated among those living and working in close proximity to the trail and access points, the SDRP Trail also provides a regional draw for residents and visitors from across San Diego County.

Supports recreational activities, including hiking, biking, and horseback riding.

- “Participation in these activities [walking, running, jogging, and cycling] are often promoted as a means of spurring physical activity, and increasing public health.”¹³
- “Trails and community pathways are a significant recreational and alternative transportation infrastructure, but are most effective in increasing public health when they are part of a system.”¹⁴

Focuses public and private resources on protecting the waterway.

- “A common San Diego River Pathway system connecting the unique habitats of the river as well as linking to existing and future parks/open space will create a synergy of water, wildlife and people.”¹⁵
- “The San Diego River Park is an opportunity to link these locations, stimulate public interest in the river valley’s history, and expand the public’s knowledge about the prehistoric and historic people and land uses within the valley.”¹⁶

Improves wildlife habitat and the quality of the natural environment.

- “The San Diego River Park provides a strategy to reconnect existing habitat within and across the river valley.”¹⁷
- “The San Diego River Park planning effort seeks to identify viable patterns appropriate to each reach that will improve water quality, sediment transport, and ground water recharge, while also expanding riparian habitat.”¹⁸
- “The San Diego River Park Master Plan seeks...to accomplish connectivity on three primary levels: 1) Linear connectivity along the river allows animals, energy and nutrients to move more freely and extensively throughout the landscape system; 2) Lateral connectivity between the river and adjacent upland habitat areas reducing habitat fragmentation allows a natural progression of habitat types; 3) and Tributary connectivity between the river and its tributaries is vital to the health of the river, measured in water quality, and the health of the surrounding habitat.”¹⁹
- “Green spaces, trees, and restored habitat areas control runoff, provide stormwater treatment, contribute to clean air and water, and reduce heat in urban areas by expanding the urban tree canopy.”²⁰

¹³ City of Santee, California. (2017). Parks and Recreation Master Plan Update. Pg. 20.

¹⁴ Ibid., pg. 20.

¹⁵ City of San Diego. (2013). San Diego River Park Master Plan. Pg. 26.

¹⁶ Ibid., pg. 28.

¹⁷ Ibid., pg. 15.

¹⁸ Ibid., pg. 15.

¹⁹ Ibid., pg. 23.

²⁰ City of San Diego. (2021). Parks Master Plan. Pg 101.

Creates new options for wildlife viewing and stewardship.

- “The creation of the San Diego River Park offers many opportunities to educate communities about the river’s natural systems and its historic significance.”²¹

Increases regional connectivity and access.

- “Every neighborhood in and adjacent to the river valley should connect to the San Diego River Park, linking each of these neighborhoods to the city’s other great parks and to each other.”²²
- “The San Diego River Park’s most significant benefit may be its ability to create a new way to see the city. By linking two of the area’s richest natural and recreational resources, Mission Bay Park and Mission Trails Regional Park, the San Diego River Park will offer a new way to recreate and move within the city.”²³
- “Trails, bikeways, linear parks, and multi- use paths all become part of a continuous network. At a citywide scale, these links create convenient transportation options that connect residents to common destinations.”²⁴

Potentially reduces vehicle congestion and associated carbon emissions.

- “The planting of native trees and re-establishment of wetlands in the river corridor area may help mitigate climate change impacts through carbon sequestration, and creating key pedestrian and bicycle linkages through the San Diego River Pathway may help reduce automobile trips and CO2 emissions.”²⁵
- Trails, pedestrian paths, and bikeways expand mobility options, encouraging people to drive less.”²⁶

Reorients development near the San Diego River for residential/commercial benefits, using the San Diego River as an amenity resource.

- “By creating the San Diego River Park and improving the condition of the river’s health, property values will be enhanced. The river park will become an asset that will leverage higher quality design, land uses and development in the future.”²⁷
- “Further benefit should be anticipated by an increase in private reinvestment in the river park corridor by providing a variety of amenities, such as enhanced views, open space preservation, and access to convenient recreation opportunities.”²⁸

²¹ Ibid., pg. 17.

²² Ibid., pg. 16.

²³ Ibid., pg. 16.

²⁴ City of San Diego. (2021). Parks Master Plan. Pg 105.

²⁵ City of San Diego. (2013). San Diego River Park Master Plan. Pg. 153.

²⁶ City of San Diego. (2021). Parks Master Plan. Pg 101.

²⁷ City of San Diego. (2013). San Diego River Park Master Plan. Pg. 18.

²⁸ Ibid., pg. 18.

2.1.2 Recreation

Trail-based recreation has many benefits, including a positive effect on physical health. Studies frequently link outdoor recreation to increased cardiovascular health, lower rates of obesity, lower health care costs, and increased longevity.²⁹ Studies suggest trails increase weekly physical activity among residents.³⁰ Proximity to trails matters; the closer one lives to a trail, the more likely one is to use that trail and do so frequently. This is true across age,³¹ race, and income³² levels. Trends in outdoor recreation participation also signal increases in number of participants and frequency of participation.³³ As diversity and equity increase in outdoor recreation access and support, these numbers can further increase.³⁴ The COVID-19 pandemic has contributed to increased outdoor recreation as dense, indoor public amenities were inaccessible, and many people are choosing to continue to avoid them for public health reasons.

In addition to physical health, there is a large and growing body of literature that shows spending time in nature is beneficial, even necessary, for maintaining or improving our mental health. In addition to providing the mental health benefits of any kind of physical activity, a study³⁵ of 20,000 people has showed that being in nature for 2 hours a week has a substantial impact on psychological well-being. This and other studies point to how time in nature lowers blood pressure, reduces stress hormone levels, enhances immune systems functions, increases self-esteem, reduces anxiety, and improves mood and creativity. The calming power of nature has also been shown to reduce aggression and feelings of isolation.

Wildlife viewing and access to nature, particularly within a larger urban context, can improve the quality and health benefits of recreation, increasing demand and value. It can also contribute to education about the area's ecology and the community's impact on important natural systems that support the region and downstream. This can extend to issues such as invasive species and fire risk that might be associated at times with recreation. Development and management of the corridor can also improve public safety and reduce the opportunity for crime within the SDRP.

²⁹ Mitchell, R., & Popham, F. (2008). Effect of exposure to natural environment on health inequalities: an observational population study. *The lancet*, 372(9650), 1655-1660.

³⁰ VanBlarcom, B., & Janmaat, J. (2013). Comparing the costs and health benefits of a proposed rail trail. *Journal of Policy Research in Tourism, Leisure and Events*, 5(2), 187-206.

³¹ King, W. C., Brach, J. S., Belle, S., Killingsworth, R., Fenton, M., & Kriska, A. M. (2003). The relationship between convenience of destinations and walking levels in older women. *American Journal of Health Promotion*, 18(1), 74-82.

³² RRC Associates. (2016). *Enchanted Circle Trails: Final Survey Results*. Prepared for Taos Land Trust. Headwaters Economics. Boulder, CO: RRC Associates.

³³ California State Parks. (2021). California's 2021-2025 Statewide Comprehensive Outdoor Recreation Plan. Available at: <https://www.parksforcalifornia.org/scorp/2021>.

³⁴ Ibid.

³⁵ White, M. P., Alcock, I., Grellier, J., Wheeler, B. W., Hartig, T., Warber, S. L., ... & Fleming, L. E. (2019). Spending at least 120 minutes a week in nature is associated with good health and wellbeing. *Scientific reports*, 9(1), 1-11.

2.1.3 Transportation

One of the key objectives of completing the SDRP Trail is to improve connectivity and mobility across the region. Transportation objectives of the SDRP Trail also support the County's Active Transportation Program, which seeks to improve safety to reduce auto collisions with cyclists and pedestrians, increase accessibility and connectivity with an active transportation network, and improve public health by encouraging walking and biking.³⁶ In its current state, users cannot access multiple trail segments without using main roads to travel between them. This hinders use of the trail and minimizes its potential. By completing the SDRP Trail's full extent from Julian to Ocean Beach, the SDRP Trail will be a more effective means of transportation.

The City of San Diego River Park Master Plan states that "every neighborhood in and adjacent to the river valley should connect to the San Diego River Park, linking each of these neighborhoods to the City's other great parks and to each other."³⁷ Completion of the SDRP Trail will allow commuters to use the trail where they might have had to drive or take public transit before. Furthermore, being directly adjacent to the San Diego River, the SDRP Trail is a more direct route to many places compared to highways and byroads. Users may opt to bike or run on the SDRP Trail due to the combination of convenience and recreational enjoyment rather than drive.

In addition to general transportation benefits, completion of the SDRP Trail will increase regional connectivity by providing more isolated communities access to the rest of the region and creating equal access to amenities for all communities. The SDRP Trail will connect the San Diego River Valley, both physically and by forming a regional identity.

2.1.4 Greenhouse Gas Emissions Reduction

The County has made climate action and greenhouse gas (GHG) emission reductions top priorities. These priorities are identified and detailed across multiple programs, particularly the Climate Action Plan (CAP) and the Regional Decarbonization Framework (RDF).³⁸ While the details of the SDRP Trail and its contribution to these climate and decarbonization goals will be determined during specific project design and implementation, the principles of the SDRP rail are highly compatible. Fundamentally, the SDRP can contribute to these goals in many ways, some of which are briefly identified in this section. Priorities for SDRP planning processes will include a more thorough treatment of the potential for, and identification of opportunities for, the SDRP to contribute to these goals.

³⁶ County of San Diego. (2018). Active Transportation Plan Final. Available at: <https://www.sandiegocounty.gov/content/dam/sdc/pds/advance/activetransportationplan/FinalATPOctober2018.pdf>

³⁷ City of San Diego. (2013). San Diego River Park Master Plan. Pg 16.

³⁸ County of San Diego. Climate Action Plan. <https://www.sandiegocounty.gov/content/sdc/sustainability/cap.html>; Regional Decarbonization Framework. <https://www.sandiegocounty.gov/content/sdc/sustainability/regional-decarbonization.html>.

2.1.4.1 County Climate Action Plan

Although the County is currently in the process of updating the CAP, the current 2018 CAP has provided the roadmap for the County's progress and current objectives to address climate change both in terms of reducing GHG emissions and adapting to the effects of climate change.³⁹ The CAP provides a set of strategies that address the County's major sources of GHG emissions. The CAP also provides actions and tracking measures for GHG reductions. The SDRP directly and indirectly contributes to several of these actions and resulting GHG emission reductions. In particular, the SDRP currently contributes to the following CAP strategies, and when completed has the greatest potential for contribution toward:

- **Strategy T-1: Reduce Vehicle Miles Travelled**
 - *Measure T-1.1: Acquire Open Space Conservation Land*
- **Strategy T-2: Shift Towards Alternative Modes of Transportation**
 - *Measure T-2.1: Improve Roadway Segments as Multi-modal*
 - *Measure T-2.2: Reduce Emissions from New Nonresidential Development Vehicle Miles Traveled*
- **Strategy A-2: Increase Carbon Sequestration**
 - *Measure A-2.1 – Increase Residential Tree Planting*
 - *Measure A-2.2 – Increase County Tree Planting*

The SDRP Trail is also directly and indirectly contributing to many of the co-benefits the CAP identifies for strategies, such as improved water quality, improved air quality, job creation, community health, public health, and others.

The level of contribution of the SDRP to these CAP strategies is dependent on individual project (trail, park) design elements. The County's commitment to the CAP will extend to these design and implementation decisions, in ways that address SDRP Trail and SDRP park options that provide the most potential progress on climate. Increasing public access, awareness, visibility, and use of natural areas will also likely increase public awareness of issues related to the effects of climate change (e.g., drought, wildfire risk, habitat loss) and potentially increase individual motivation to participate in CAP goals.

Increased trail use for transportation, particularly among commuters, will reduce vehicle congestion and associated carbon emissions. Those who continue to commute via car or bus will spend less time idling in traffic and can get across town faster, also decreasing household spending on gas. Less idling time combined with fewer drivers in turn decreases carbon emissions. A fully connected corridor also increases access to recreation opportunities in terms of travel distance for residents and visitors, reducing vehicle usage and associated carbon emissions from recreation trips. Providing close-to-home recreation and nature access also improves access and equity for low-income households that might not be able to afford trips to more distant natural and recreational destinations.

³⁹ County of San Diego. Climate Action Plan. February 2018.

<https://www.sandiegocounty.gov/content/dam/sdc/pds/advance/cap/publicreviewdocuments/PostBOSDocs/San%20Diego%20County%20Final%20CAP.pdf>.

In addition, the SDRP expansion will increase the carbon storage potential of the vegetation and marine sediments along the San Diego River (i.e., blue carbon). This could provide opportunities to develop GHG offset credits as part of voluntary carbon credit protocol programs. Such a program would require project developers to follow strict protocols for offset credit creation and, upon securing those credits, they could sell those credits to individuals or companies to offset their emissions. Such a program could provide revenue for restoration efforts and also presents an opportunity to reach new stakeholders in estuarine systems.

The SDRP also contributes to the following CAP-identified adaptation strategies:

- Prepare for Increases in Temperatures and Extreme Heat
- Prepare for Changes in Precipitation Patterns and Water Supply
- Prepare for Increased Wildfire Risk
- Prepare for Increased Flood Risk
- Prepare for Sea-Level Rise

The SDRP provides increased natural areas within urban areas of the county, helping to counter urban heat island effects. It provides restoration of natural watershed functions for the San Diego River corridor, promoting water supply buffering benefits from changing precipitation patterns as well as contributing to reduced flood risk and sea-level rise. And restoration of habitat with control of invasive species provides the benefit of reduced wildfire risk.

2.1.4.2 Regional Decarbonization Framework

The RDF Technical Report consists of a series of studies to provide guidance as the County reduces the intensity of activities contributing to atmospheric carbon and other GHGs.⁴⁰ The RDF Technical Report provides a detailed picture of the County's best opportunities for decarbonization. The RDF adds to the CAP, providing a deeply science-based complement through a series of targeted, empirical studies of the carbon intensity of public and private systems in the county. The RDF provides pathways to decarbonization, and the SDRP contributes to these pathways. In particular, the SDRP can support efforts to:

- Embrace natural climate solutions through natural ecological carbon sequestration
- Accelerate reduction of vehicle miles traveled (VMT)
- Design walkable communities
- Expand pedestrian and bicycle communities using a network approach
- Expand modal options (e.g., bicycles)
- Increase urban forestry
- Create, protect, expand, and/or enhance blue carbon habitats (e.g., wetlands and marshes)

⁴⁰ McCord, Gordon C., Elise Hanson, Murtaza H. Baxamusa, Emily Leslie, Joseph Bettles, Ryan A. Jones, Katy Cole, Chelsea Richer, Eleanor Hunts, Philip Eash-Gates, Jason Frost, Shelley Kwok, Jackie Litynski, Kenji Takahashi, Asa Hopkins, Robert Pollin, Jeannette Wicks-Lim, Shouvik Chakraborty, Gregor Semieniuk, David G. Victor, Emily Carlton, Scott Anders, Nilmini Silva Send, Joe Kaatz, Yichao Gu, Marc Steele, Elena Crete, and Julie Topf. San Diego Regional Decarbonization Framework: Technical Report. County of San Diego, California. 2022.

The SDRP can contribute to SANDAG's Complete Corridors, corridors that provide multi-modal transportation options to reduce the need for vehicle transport, which are a key component of reducing VMT. Development of the SDRP can also potentially be designed to incorporate mobility hubs, another identified component of VMT reduction in the RDF.

2.1.5 Community and Regional Economic Development

Some of the largest benefits for urban projects occur when a community embraces a previously neglected river and the project incorporates flood reduction, increased recreational use, and/or adjacent development outside of the floodplain in tandem with restoration. Multi-benefit projects are advantageous because they can leverage multiple types of funding sources and garner broader stakeholder support.

Revitalization of riverfronts is happening across the country, often along rivers with histories of environmental degradation. This development frequently includes aspects of open space preservation, invasive species removal, floodplain restoration, and public access that is oriented toward the San Diego River. Increased development in adjacent areas outside of the floodplain can provide an economic benefit to the community through jobs, labor income, housing, and amenities.

There are many examples of floodplain restoration used in waterfront park redevelopment projects. The concept for Harold Simmons Park in Dallas, Texas, along the Trinity River provides an example of how a large urban park and associated development opportunities incorporated floodplain restoration. In addition to revegetation and widening of the Trinity River, Harold Simmons Park is designed to allow flooding during storm events. The \$150 million investment in Harold Simmons Park is expected to stimulate additional real estate development by \$3.5 billion and generate property taxes of \$1.2 billion by 2050.⁴¹ This large development impact estimate for a signature urban park is consistent with prior studies of New York City's High Line Park, Millennium Park in Chicago, Discovery Green Park in Houston, and others.

These riverfront development projects demonstrate how communities that had previously turned their backs on their rivers are now embracing them. Denver's South Platte River provides an example of how cleaning up the South Platte River initially allowed residents and developers to see the value of the South Platte River as an amenity. With that momentum, new development came in and demanded increased healthy habitat and river improvements as a component of the overall revitalization. The Auraria District in Denver, centered around the South Platte River, is an example of how rivers can play a key part in creating a "prosperous, walkable, distinctive, diverse, and green downtown" and contribute to City revenue.⁴²

⁴¹ ECONorthwest. (2019a). Economic, Social, and Environmental Benefits of Harold Simmons Park. Prepared for the Trinity Park Conservancy.

⁴² The 2018 Denver Downtown Area Plan Amendment is available at: www.denvergov.org/content/dam/denvergov/Portals/646/documents/planning/Plans/Downtown_Area_Plan_Amendment.pdf

Historically, Denver's South Platte River and Cherry Creek were heavily polluted rivers due to dumping and industrial activity. Over \$130 million has been invested in floodplain restoration in this region since 1970. Instream, riparian, and floodplain restoration projects have improved water quality levels in the South Platte River and Cherry Creek. Restoration projects and their associated environmental improvements have led to urban revitalization all along the South Platte and Cherry Creek waterways through Denver. As a result, the neighborhoods along the waterfront are desirable locations for people to live, work, and recreate.

Summit Economics (2017) evaluated the economic outcomes of multiple decades of restoration in the South Platte and Cherry Creek watersheds within Denver's urban areas.⁴³ The researchers found that properties within a half-mile of the water and greenways are valued 36 percent higher than properties in other areas of the city, on average. Fifty years ago, when the South Platte River was severely degraded, those same properties were valued 17 percent less than similar properties in Denver. This increased value also raised property tax revenues. In 2017, Denver collected \$64 million in additional property taxes due to improved river conditions, and an additional \$100 million in funding for Denver schools. Ecosystem services from the South Platte River provide an additional \$1.4 billion in annual benefits.

2.1.6 Property Values

Natural features such as rivers, parks, and lakes are, when properly maintained, considered attractive and desirable amenities. The San Diego River together with the SDRP Trail provide a valuable resource that can increase local property values and bring new development to the area.

From a residential perspective, proximity to a river is valuable to property owners because it provides a scenic view and recreational access that increase property values. A large field of literature known as "hedonic price valuation" estimates the impact of different amenities (such as number of bedrooms, square footage, or proximity to schools) on property value. A subset of this literature has looked at environmental amenities and found that proximity to urban greenspaces, rivers,⁴⁴ and trails⁴⁵ all increase the value of a residential property.

Proximity to the SDRP is also attractive from a commercial perspective because businesses can advertise the SDRP Trail system as a recreation perk as well as a commute option. In addition to increasing the value of existing properties, the San Diego River and SDRP can serve as a draw to new development.

Nearby properties will increase in value as the SDRP Trail is completed since the SDRP will be attractive for residential and commercial use. Higher property values are generally desirable

⁴³ Summit Economics. (2017). *The Economic Impacts of Transforming Denver's South Platte River and Cherry Creek: 1965-Present*.

⁴⁴ Nicholls, S., & Crompton, J. L. (2017). The effect of rivers, streams, and canals on property values. *River research and applications*, 33(9), 1377-1386.

⁴⁵ Crompton, J. L., & Nicholls, S. (2019). The impact of greenways and trails on proximate property values: An updated review. *Journal of Park and Recreation Administration*, 37(3).

because they lead to increased tax revenue for local governments and draw further private investment to the area.⁴⁶ However, increased valuation also leads to higher property prices, which can cause gentrification and the pricing out of low-income housing options. There are strategies available to mitigate such effects.⁴⁷ Furthermore, environmental attributes such as the SDRP Trail are attractive only when they are well maintained and considered safe. An unmaintained environmental resource can otherwise turn into a *dis-amenity*, lowering property values as well as visitation to the area.

2.1.7 Water Quality and Public Health

Improving San Diego River water quality is a regional priority. For example, one of the key principles of the City of San Diego San Diego Regional Park Master Plan is to “restore and maintain a healthy river system.”⁴⁸ To that end, a key benefit of the SDRP is an improved natural resource. The master plan describes the historical human activities, such as impounding, flow diversion, mining, urban runoff, and flood control, that have disrupted the flow of the San Diego River.⁴⁹ These disruptions can lower water quality, cause flooding, lower the water table, and deposit a high volume of sediment in the water, all of which adversely affect local communities.⁵⁰ By restoring the San Diego River, DPR will help improve the long-term usability and value of the resource. Water quality is an important and challenging issue for the San Diego River. And the water quality affects not only the San Diego River, but water and downstream (heavily used) beaches as well.

Water quality has been proven to directly affect public use of an amenity.⁵¹ Lower quality (particularly when visually apparent) areas will see less visitation. In addition, better water quality can lead to lower health risks associated with swimming and boating, and thus lower costs of medical visits, medication, and time missed from work and leisure.⁵² By focusing resources on improving water quality, SDRP will improve both the aesthetic value and the functional value of the San Diego River.

A related concern is the impact that trail expansion could have on the homeless population, including potential displacement. There are encampments located along the SDRP Trail where people are experiencing homelessness. Homeless individuals do not have access to local resources and tend to leave trash in the San Diego Riverbed, which affects the water quality and can discourage other trail users. In some cases, additional efforts will be necessary to mitigate

⁴⁶ City of San Diego. (2013). San Diego River Park Master Plan.

⁴⁷ See for example Curran, W. and Hamilton, T. eds., 2017. Just Green Enough: Urban Development and Environmental Gentrification. Routledge.

⁴⁸ City of San Diego. (2013). San Diego River Park Master Plan. Pg 2.

⁴⁹ Ibid.

⁵⁰ Ibid.

⁵¹ Environmental Incentives, and ECONorthwest. (2017). San Diego Bacterial TMDL Cost-Benefit Analysis.

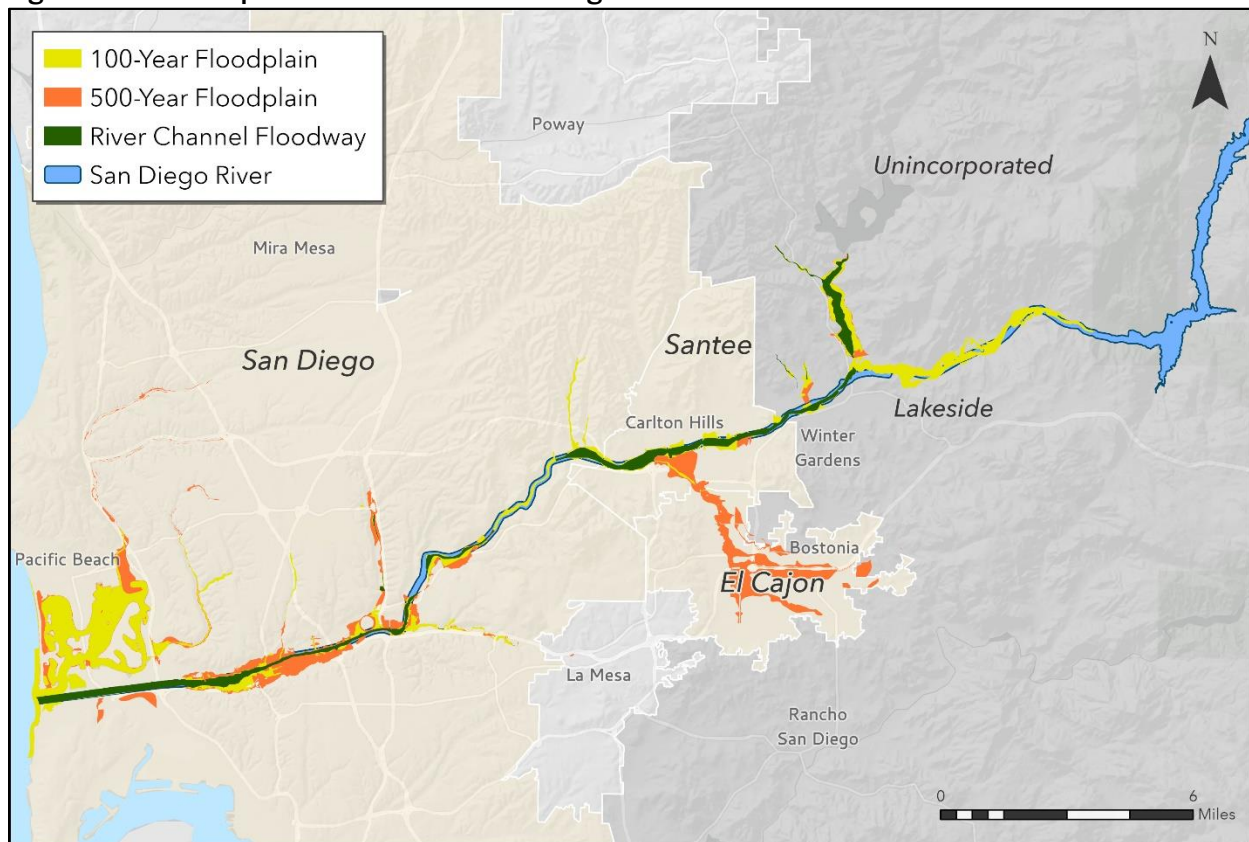
⁵² Ibid.

potential impacts on homeless populations. This is a critical reason for the ongoing involvement of the Regional Task Force on the Homeless⁵³ in the SDRP.

2.1.8 Flood Risk Reduction

Flooding can be catastrophic for the people, properties, and resources that it affects. To the extent that the SDRP projects reduce the flood risk from the San Diego River, there will be benefits from avoided costs of flooding. Figure 2.1-1 displays the 100-year and 500-year floodplain extents for the San Diego River and its tributaries. The 100-year floodplain represents where water levels will be in the event of a large flood that historically only happens around every 100 years. This holds the same for the 500-year floodplain, marking an extreme flooding event that happens once around every 500 years.

Figure 2.1-1. Floodplain Extents of the San Diego River and Tributaries



Source: Created by ECONorthwest with data from SANDAG/SanGIS Regional GIS Data Warehouse Open Data Portal, Flood plain, available at: <https://sdgis-sandag.opendata.arcgis.com/datasets/SANDAG::flood-plain-1/explore?location=32.796225%2C-117.042323%2C16.00>

⁵³ The Regional Task Force on the Homeless was a member of the 2021 Task Force on the SDRP, and was interviewed for this study.

2.1.9 Fire Risk Reduction

Fire risk is a known hazard in San Diego County. Approximately 334,020 housing units in the county, in both incorporated and unincorporated areas, are in either a very high, high, or moderate Fire Hazard Severity Zone Class.⁵⁴ Implementation of the SDRP Trail could reduce fire risks through two primary mechanisms. The first is purchasing land for conservation, restoration, and/or trail development. Land conservation provides a natural buffer and reduces the extent of housing in the wildfire risk areas, thereby reducing fire risk.⁵⁵ Restoration activities themselves can also reduce fire risk by removing vegetation, thus decreasing available fuel levels.

2.1.10 Habitat Conservation

The SDRP will also include restoration projects with goals to provide a healthy riparian habitat for native plant and animal species. Restoration efforts would involve removing invasive species, planting additional native species, and reconnecting wildlife habitat.

Invasive plant species tend to grow densely and close to the San Diego River, impeding flow and increasing the evapotranspiration of water from the San Diego River.⁵⁶ Removing invasive plant species in the SDRP area will also reduce their spread to nearby landowners. By replacing invasive plant species with native vegetation, water circulation will improve and in some cases water quality may also improve via biological filtration.⁵⁷

There are several riparian dependent federal and state endangered and threatened species native to the region, including the least Bell's vireo and the southwestern willow flycatcher, that would benefit from habitat restoration efforts in and adjacent to the San Diego River. In its current state, the SDRP Trail's disconnected segments do not provide a contiguous environment for movement of these and other local animals. Part of the SDRP Trail strategy for balancing recreation and conservation involves reconnecting wildlife habitat "within and across the River valley," as well as increasing opportunities for wildlife viewing and stewardship.⁵⁸

2.1.11 Consumer Surplus

In addition to local spending, recreation opportunities provide a large source of economic value to the users themselves. This value is known as "consumer surplus" and it is calculated as the amount that a user would be willing to pay to engage in the activity minus the amount that they

⁵⁴ California Department of Forestry and Fire Protection and Resource Assessment Program. (2018). *California's Forests and Rangelands: 2017 Assessment*. Available at: <https://frap.fire.ca.gov/assessment/>

⁵⁵ Butsic, V., Syphard, A. D., Keeley, J. E., & Bar-Massada, A. (2017). Can private land conservation reduce wildfire risk to homes? A case study in San Diego County, California, USA. *Landscape and Urban Planning*, 157, 161-169.

⁵⁶ City of San Diego. (2013). San Diego River Park Master Plan. Pg 37.

⁵⁷ Ibid.

⁵⁸ City of San Diego. (2013). San Diego River Park Master Plan. Pg 15.

actually paid – hence the “surplus.” Note that the amount they actually paid includes non-transferred payments, such as the cost of time or travel effort.

We estimate the consumer surplus as a dollar value per visit. The value per trip we use is \$9.33 per recreation trip associated with rail-trails in an urban setting.⁵⁹ To get total annual consumer surplus, we multiplied this value per trip times the number of annual visits.

Table 2.1-1 shows the consumer surplus estimates by year. The base 2022 consumer surplus generated by the SDRP Trail system is \$5.2 million (\$13.4 million for a high estimate). By 2052, consumer surplus will increase to \$10.3 million (\$26.7 million for a high estimate).

Table 2.1-1. Consumer Surplus, 2022-2052

Year	Annual Consumer Surplus (\$) (Low Estimate) (million)	Annual Consumer Surplus (\$) (High Estimate) (million)
2022	5.219	13.486
2032	10.059	25.994
2042	10.268	26.534
2052	10.360	26.771
Sum (undiscounted)	289.261	747.445
Sum (discounted)	184.907	477.796

Source: Created by ECONorthwest with data from the San Diego River Conservancy and Siderelis and Moore. 1995.

Note: All values are in 2022 dollars except where indicated. We used a 3% discount rate.

⁵⁹ Siderelis, C., & Moore, R. (1995). Outdoor recreation net benefits of rail-trails. *Journal of Leisure Research*, 27(4), 344-359., CPI Inflation Calculator.

2.2 Visitation Estimates

This section estimates current visitation and forecasts future visitation along the SDRP Trail system for the next 30 years. The magnitude of the benefits described above depends on the amount of people engaging with the SDRP. In addition, the number of users helps contextualize our later discussion of potential funding mechanisms. Some mechanisms are more or less appropriate depending on the scale of the befitting user base.

2.2.1 Description of Activities

Completed and future segments of the SDRP Trail are designed to support a variety of activities. The SDRP Trail itself may be used by pedestrians and bikers as a way of commuting through the region. Communities may enjoy recreational facilities and activities such as picnics, dog walking, running, biking, or sitting and observing nature and wildlife. Some segments of the SDRP Trail also allow for equestrian use and fishing. Interpretive overlooks create places for visitors to learn more about the ecology and cultural history of the region. The SDRP Trail is also connected to parks along the San Diego River with their own offerings of recreational and other activities. Mission Trails Regional Park contains a visitor and interpretive center, an amphitheater, and picnic areas. The SDRP Trail would also allow access to boating on Lake Murray, camping in the Kumeyaay Lake Campground, and access to the Old Mission Dam site. Visitors to parks such as Lake Jennings Park and the El Capitan Reservoir can enjoy water-based recreational activities like boating, water sports, and fishing. Western reaches of the SDRP Trail also connect to the estuary, where visitors may enjoy birdwatching, and to facilities like the Robb Field Recreation Center with its skateboard park.

2.2.2 Current Trail Use

2.2.2.1 Methodology

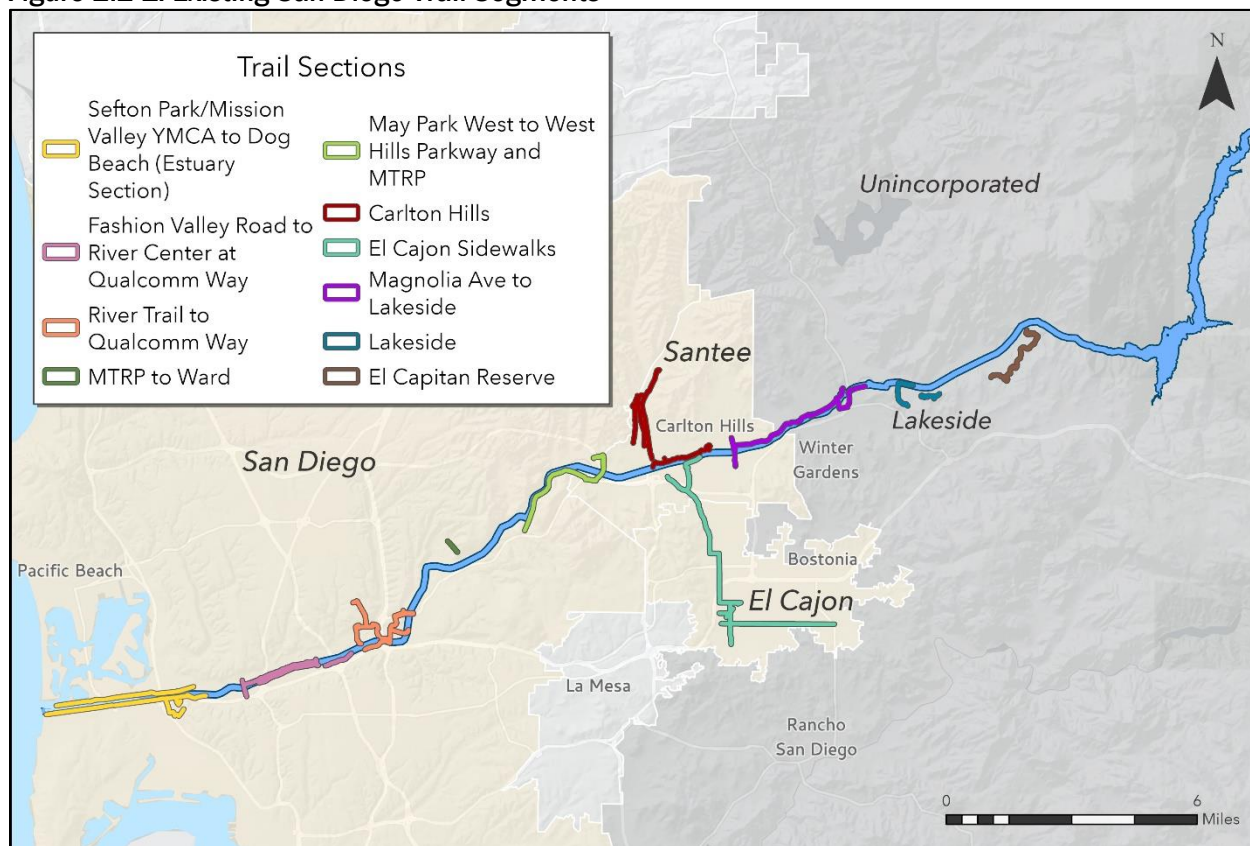
We estimated current visitation for 10 completed trail segments along the SDRP Trail. The estimates used information extrapolated by the analytics company Placer.ai, which aggregates data using location-based services on devices such as cellphones (for users who have enabled location sharing). We used Placer.ai's proprietary private services in the absence of consistent and reliable publicly available user data. We submitted shapefiles of the trail areas we are interested in, and they sent back a dashboard with data on visitation, visitor profiles, and location trends.

To validate Placer.ai estimates, we compared them to the County's park visitation data. The limitations to Placer.ai data mean that there are likely visits that they do not capture (i.e., from children or people with their location services turned off). The County confirmed that Mission Trails Regional Park has an average of approximately 2 million annual visits. By comparison, Placer.ai's estimate for the same geography was 774,000. This meant Placer.ai's data underestimates visitation to the trail system. To improve accuracy, we used Placer.ai's data as a

low range estimate of visitation. To get a high range of visitation, we assumed the County's estimate was correct and used the ratio (2.58) as a multiplier to scale up the low estimates. Both the high and low estimates are shown in Table 2.2-1 for comparison.

The 10 completed trail segments are shown in Figure 2.2-1. Three of these segments did not have enough visitation to meet Placer.ai's minimum requirements for estimating visitation: Mission Trails Regional Park to Ward, Lakeside, and El Capitan Reservoir. These segments were thus not included in the 2022 visitation numbers, which further supports the necessity of a high range estimate.

Figure 2.2-1. Existing San Diego Trail Segments



Source: Created by ECONorthwest with data from the San Diego River Conservancy.

2.2.2.2 Annual Visitation

Table 2.2-1 presents the annual visitation extrapolated for each of the seven available trail segments. Segments are listed ordinally from west to east.

The highest total visitation was to the Carlton Hills trail segment (167,000 to 433,000 visits) followed by the Estuary Section (129,000 to 333,000 visits). The least visitation occurred on the Magnolia Ave to Lakeside segment (20,000 to 52,000 visits). The total existing visitation is 560,000 (low estimate) to 1.4 million (high estimate).

Table 2.2-1 Existing Annual Visitation by Trail Segment

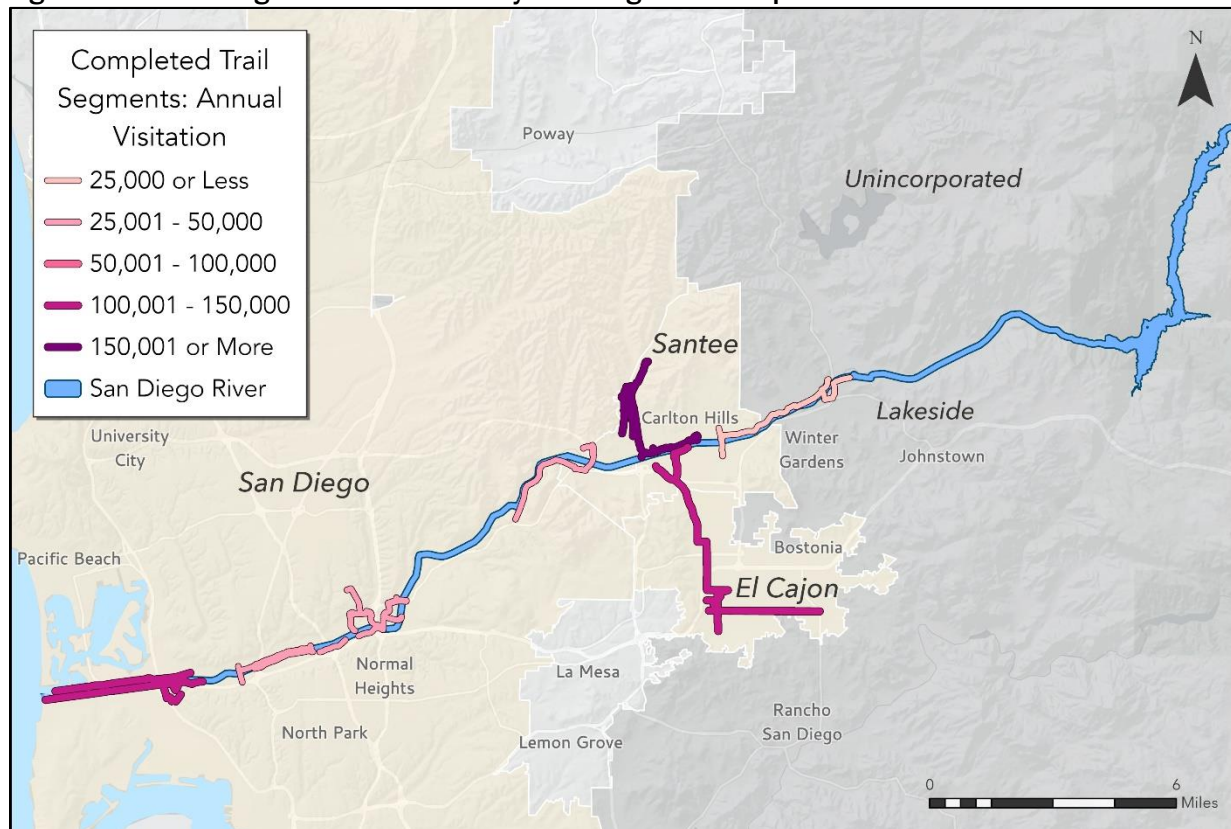
Segment Name	Total Annual Visits (Low Estimate)	Total Annual Visits (High Estimate)
Sefton Park/Mission Valley YMCA to Dog Beach (Estuary Section)	129,000	333,307
Fashion Valley Road to River Center at Qualcomm Way	49,500	127,897
River Trail to Qualcomm Way	40,100	103,610
May Park West to West Hills Parkway and MTRP	38,200	98,700
Carlton Hills	167,800	433,558
El Cajon Sidewalks	114,600	296,101
Magnolia Ave to Lakeside	20,200	52,192
Total	559,000	1,445,366

Source: Created by ECONorthwest with data from Placer.ai.

Note: Three trail sections (MTRP to Ward, Lakeside, and El Capitan Reservoir) do not have data available. Annual visits are from the March 2021-March 2022 year.

Figure 2.2-2 allows us to compare the same visitation data visually. The color and line thickness indicate that visitation along the trail is concentrated near the major population centers of downtown San Diego and El Cajon and in the tourism-based Estuary Section.

Figure 2.2-2. Existing Annual Visitation by Trail Segment Comparison



Source: Created by ECONorthwest with data from Placer.ai.

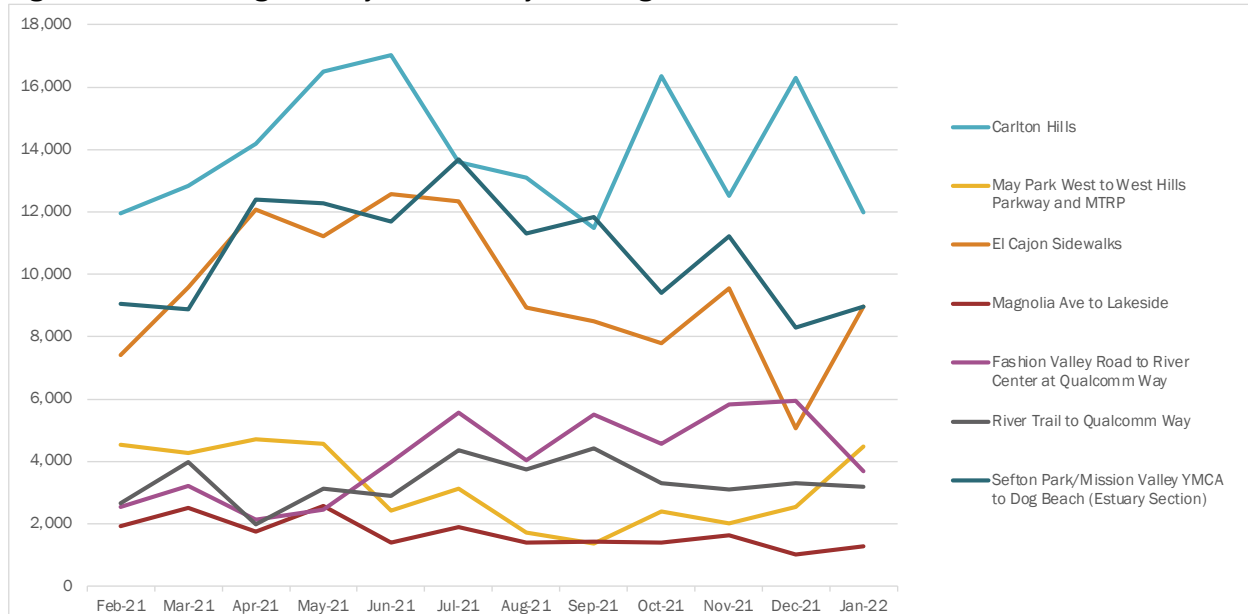
2.2.2.3 Monthly Trends

Figure 2.2-3 presents visitation data at the monthly level. We used this data to draw conclusions on seasonal trends across the trail segments. We found half the trail segments show higher visitation in the summer and lower visitation in the winter. One segment showed lower visitation in the summer compared to the winter. The remaining two segments had no distinct trends.

In the three most visited trails (Carlton Hills, El Cajon Sidewalks, and the Estuary Section) as well as in the Fashion Valley Road to River Center segment, there is an increasing trend from February that peaks in June and July, then decreases into October. However, there are no conclusive trends from October 2021 to January 2022, as the data varies.

For the May Park West to West Hills Parkway segment, there is a decrease in visitation from May to October. The remaining two segments (Magnolia Avenue to Lakeside and River Trail to Qualcomm Way) show no distinctive trends.

Figure 2.2-3. Existing Monthly Visitation by Trail Segment



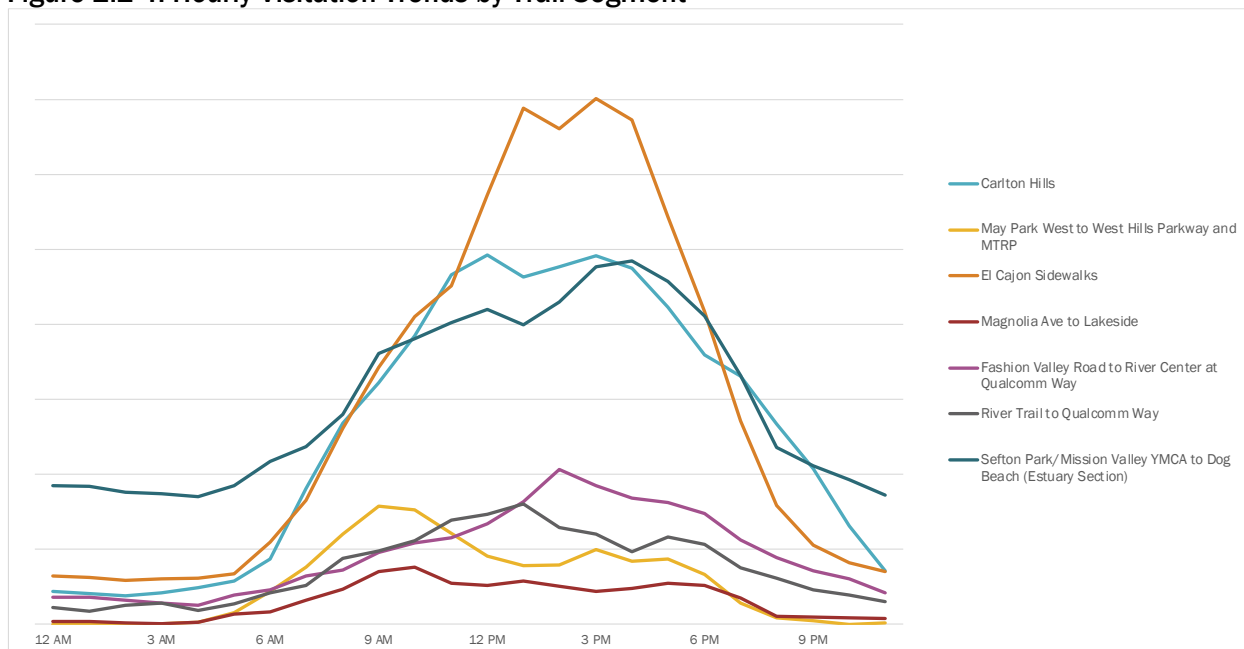
Source: Created by ECONorthwest with data from Placer.ai.

Note: This exhibit uses the low range visitation estimates directly from Placer.ai.

2.2.2.4 Hourly Trends

Figure 2.2-4 displays the average hourly trends for each segment. We use these trends to show ordinal differences rather than quantitative differences due to the way the data was collected (see the note under the figure). All trails show increased use from 6 a.m. to 8 p.m. The visitation forms a bell curve peaking at 3 p.m.

Figure 2.2-4. Hourly Visitation Trends by Trail Segment



Source: Created by ECONorthwest with data from Placer.ai.

Note: Hourly trend data is averaged based on visitation for the February 2021 to January 2022 year. Furthermore, hourly visits are not unique – since visits may overlap between hours, they can be counted in more than one bin. This chart is meant to be a tool to compare trail segments and find underlying trends.

2.2.2.5 Visitors' Previous Locations

Placer.ai data was also used to understand from where visitors were coming to the existing sections of the SDRP Trail. The data showed each segment's top five prior locations by percent. Note that this data is subject to what exists in Placer.ai's location database and is thus not reliable for pinpoint accuracy. Rather, we use it to understand trends in visitor journeys.

For every trail segment, the majority of visitors (33-74 percent) were coming from a residence. This implies most people are not stopping by the trail on their way to or from a different location but are rather making an intentional trip to the trail. The hourly trends show the most common visitation time is 3 p.m.

The second most common prior location is work (1-5 percent). We know anecdotally that the existing portions of the SDRP Trail are used as commuting routes, so this corroborates that information. Other prior locations include other recreation sites (Santee Lakes, Town Center Community Park, and Lakeside Baseball Park) and tourism sites (Santee Trolley Square, Santee Town Center, and San Diego Old Town). Each of these represented only 2 percent or less of visitors. Overall, visitors appear to use the trail as either a commuting tool or a specific trip from their home.

2.2.3 Forecasted Trail Use

This section estimates 2022 trail use for planned SDRP Trail segments that have not yet been completed and also forecasts use over the entire SDRP Trail system (completed and planned) from 2022 to 2052.

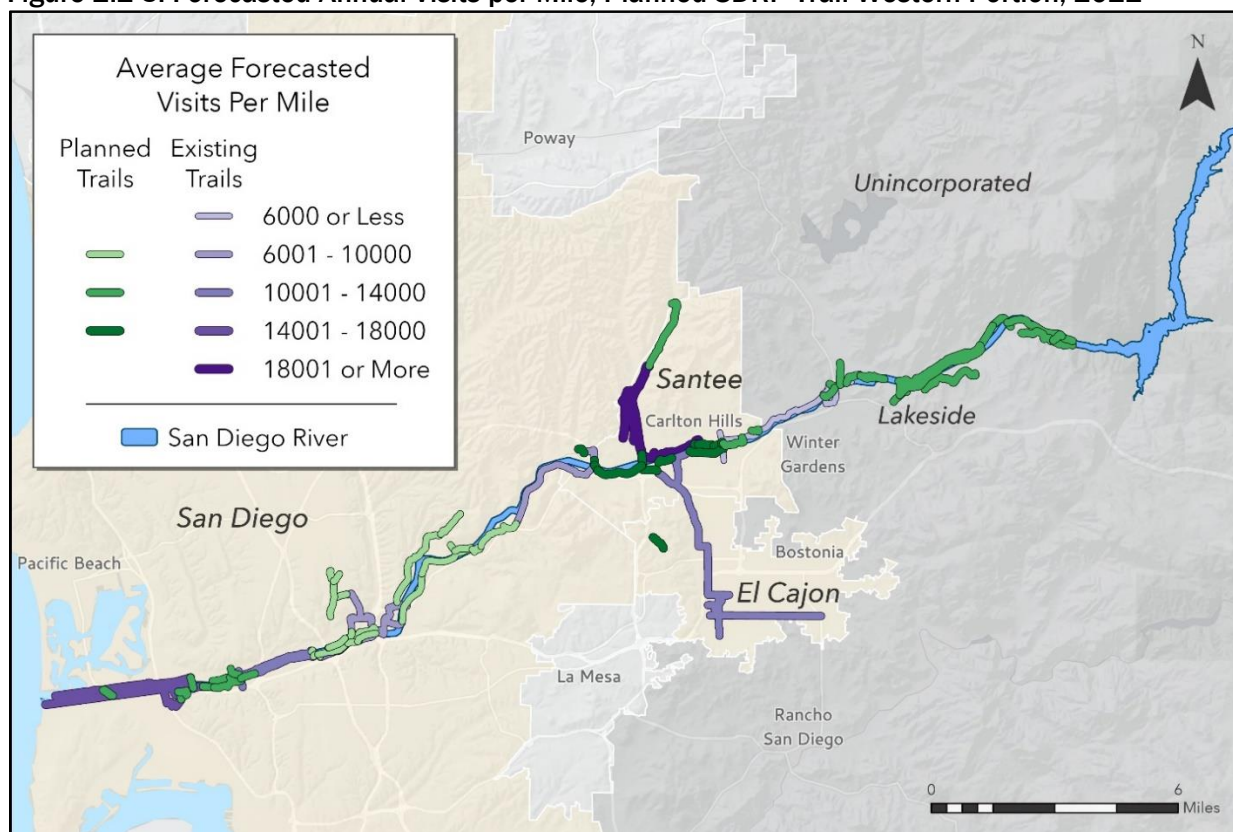
2.2.3.1 Planned Segments Visitation Estimates

We used the annual visitation numbers for the completed segments to estimate visitation for the planned segments. For a given planned segment, we averaged together the annual visits per mile of the two nearest completed segments (Figure 2.2-5). We then multiplied this adjusted rate to the planned segment's length to calculate a visitation estimate.

This methodology assumed there is a spatial trend to where visitation occurs, which may not be accurate. Furthermore, it produces an underestimate because completion of the SDRP Trail will encourage more people to use it consistently, particularly for their commute. Regardless, it gives us a base visitation estimate for the completed SDRP Trail.

We estimated the total annual visitation (low estimate) to the planned SDRP Trail segments would have been 496,000 if they were completed in 2022.

Figure 2.2-5. Forecasted Annual Visits per Mile, Planned SDRP Trail Western Portion, 2022



Source: Created by ECONorthwest, with data from Placer.ai and San Diego River Conservancy

Note: The segments in green are planned segments. The segments in purple are completed segments.

2.2.3.2 Future Trail Visitation

To estimate how many people will use the SDRP Trail over the next 30 years, we scaled up the base 2022 values estimated in Section 2.2.2 (completed segments) and Section 2.2.3.1 (planned segments). For completed segments, we used 2022 visitation as a base and scaled it up using population growth rates (discussed further below). However, the planned segments would take some time to be constructed, so we could not assume visitation would begin in 2022. Instead, we made the following two assumptions. First, we assumed it would take 10 years to complete construction, at which point our 2022 visitation estimate would be reasonable. Second, we assumed as the SDRP Trail is completed, visitation would gradually increase even though the full trail was not yet finished. To capture this, we assumed that in 2032, visitation from the planned segments would equal 496,000 (the total forecast estimate from Section 2.2.3.1 when scaled up for population growth). For the preceding 9 years, we assumed that visitation would increase by a tenth annually to represent increasing recreation on the newly constructed SDRP Trail segments. We then added this to the visitation occurring on existing segments to get total visitation on the network.

To scale up visits over time, we assume trail demand is affected only by population growth. We used the California Department of Finance's total population projections for the county.⁶⁰ These projections are annual, so we were able to calculate the exact annual growth rate for each year from 2022 to 2052.

The population growth rate was then applied to the base year to estimate annual SDRP Trail use for the next 30 years (Table 2.2-2). In 2023, there will be 611,000 visits (1.6 million for high estimate), and by 2053 this number will increase to 1.1 million visits (2.9 million for high estimate). The SDRP Trail will see a total of 31.0 million visits over the 30-year period (80 million for high estimate). These visits represent the people who will benefit from use of the SDRP Trail. These estimates do not include trail segments in the eastern portion that have not yet been formally planned; therefore, these numbers are most likely an underestimate of potential visitation for the completed SDRP Trail. A discussion of Cleveland National Forest visitation in the next section provides an approximation of the magnitude of potential visitation in the SDRP Trail eastern portion.

Table 2.2-2. Trail Visitation Forecast (Western Portion), 2022-2052

Year	Population Growth Rate	Annual Trips (Low Estimate)	Annual Trips (High Estimate)
2022	N/A	559,000	1,445,000
2032	0.28%	1,078,000	2,786,000
2042	0.15%	1,101,000	2,844,000
2052	0.05%	1,110,000	2,869,000
Total (2022-2052)	N/A	31,003,000	80,112,000

Source: Created by ECONorthwest, with data from the San Diego River Conservancy

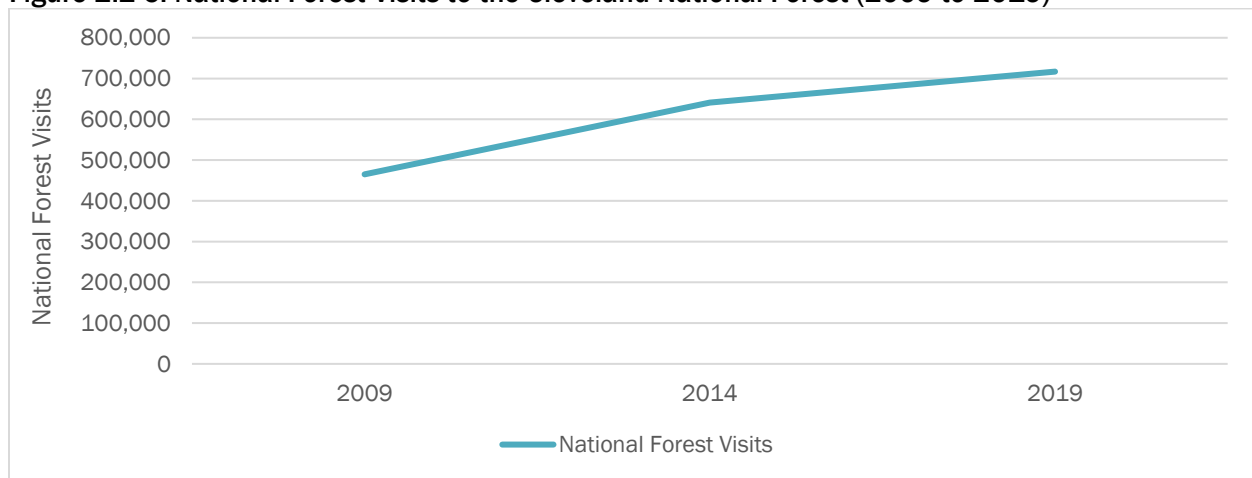
Note: Completed and Planned Segment visitation forecasts are for low estimate.

⁶⁰ California Department of Finance. (2020). *Demographic Research Unit. Report P-2A: Total Population Projections, California Counties, 2010-2060 (Baseline 2019 Population Projections; Vintage 2020 Release)*. Sacramento: California. July.

2.2.3.3 Visitation Trends and Projections

In 2020, outdoor recreation reached an all-time recorded high, attributable in part to the COVID-19 pandemic.⁶¹ Figure 2.2-6 demonstrates trends in National Forest visitation for the Cleveland National Forest, which has increased over 54 percent from 2009 to 2019 and 11.9 percent from 2014 to 2019. Outdoor recreation participation has been increasing and is expected to increase nationally through at least 2060.⁶² For these reasons, the visitation to the SDRP Trail is expected not only to increase each year as more of the trail is completed but could also increase because of the underlying trends in outdoor recreation participation.

Figure 2.2-6. National Forest Visits to the Cleveland National Forest (2009 to 2019)



Source: USDA Forest Service National Visitor Use Monitoring Program, available at: <https://apps.fs.usda.gov/nvum/results/>

Note: A National Forest Visit is defined as the entry of one person upon a national forest to participate in recreation activities for an unspecified period of time. A National Forest Visit can be composed of multiple site visits.

⁶¹ Outdoor Foundation. (2021). *Outdoor Recreation Trends Report*. Available at: <https://ip0o6y1ji424m0641msgjlffy-wpengine.netdna-ssl.com/wp-content/uploads/2015/03/2021-Outdoor-Participation-Trends-Report.pdf>

⁶² Cordell, K. (2012). *Outdoor recreation trends and futures*. USDA Forest Service. Available at: <https://www.fs.usda.gov/treearch/pubs/40453>

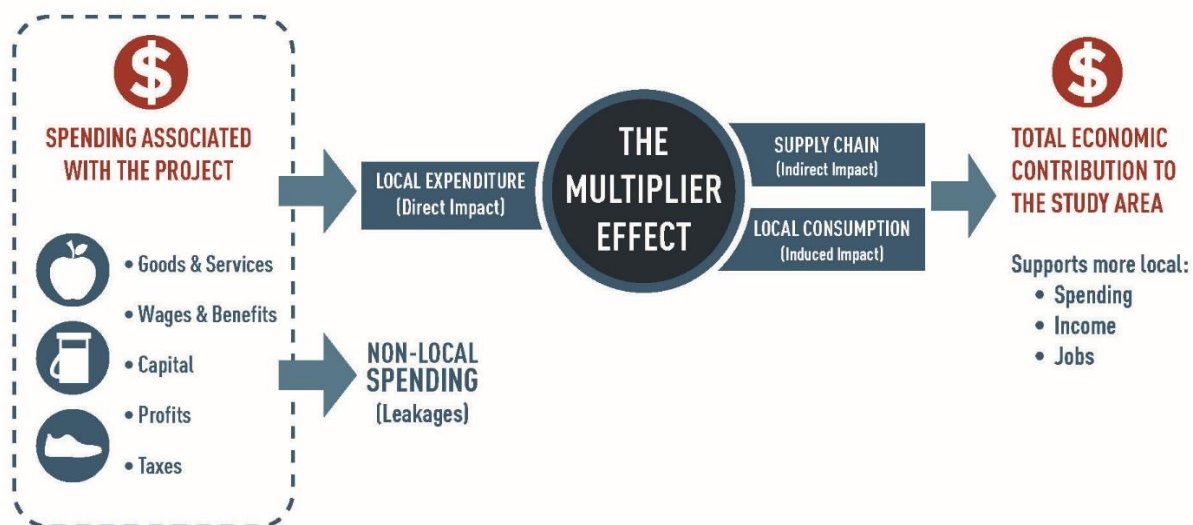
2.3 Impacts

2.3.1 Economic Impacts Overview

Trails and parks contribute to the economic activity of local communities through both their implementation and as a community amenity. The spending to construct the SDRP Trail will support jobs, labor income, and economic activity in the local region. As a community amenity, the SDRP Trail will also attract people who spend money on things like gas, groceries, restaurants, lodging, and gear. These economic impacts, particularly immediately the vicinity of the SDRP, contribute to property value and tax revenue (including sales tax and lodging tax). An evaluation of the spending that results from SDRP Trail investments and use provides important context for evaluating funding options.

To calculate the potential economic contributions that trails have in the county, we used the 2019 version of IMPLAN, an economic input-output model. All spending on goods and services is modeled as occurring within the local economy (county or state legislative district), but due to retail margins and the broader supply chain, some of the spending does leave the local economy. This is commonly referred to as a “leakage.” For example, gas suppliers in the county do not purchase the gasoline within local counties. The spending from trail-based recreation that remains in the local economy has downstream supply-chain and consumption effects that ripple through other sectors of the economy. This circulation of spending throughout an economy is known as a “multiplier effect.” Figure 2.3-1 provides a visual representation of how the multiplier effect is used to calculate the economic contributions resulting from an increase in spending.

Figure 2.3-1. The Multiplier Effect from Project and Visitor Spending



Source: Created by ECONorthwest.

When there are increased local expenditures on capital projects, some of that change in spending occurs locally, and is considered a “direct impact,” while some of that spending leaves the region

as a leakage. Direct impacts are quantified by changes in revenue for a given industry, or group of industries. That change in local expenditures works its way through the local supply chain and translates into “indirect impacts” for downstream operations and capital spending, along with any resulting changes in household spending that are identified. “Induced impacts” happen at one or more steps beyond the initial change in demand. For example, increased construction activities within a study region will increase demand for other local services, which can cause businesses to employ more labor and purchase more goods to support the additional spending.

Taken together, these combined economic effects (direct + indirect + induced) describe the total contribution to the economy in the region resulting from creation of the SDRP Trail. These impacts are measured in terms of output, total value added, income, and jobs, which are defined as follows:

- **Output** represents the total value of all goods and services produced from an event, and it is the broadest measure of economic activity. Output of an industry requires output from other industries, and thus output illustrates the total magnitude of the effect of spending.
- **Total value added** is a measure of the additional value added through the production process and is a subset of economic output. It is the difference between the producer’s total output and the cost of its intermediate inputs. Total value added is calculated as the sum of employee compensation, proprietor income, other property income, and taxes on production and imports less subsidies. Total value added can be interpreted as the increase in Gross Regional Product attributable to the industry.
- **Labor income** consists of employee compensation and proprietor income, and it is a subset of output and total value added. It includes workers’ wages and salaries, as well as other benefits such as health, disability, and life insurance, retirement payments, and non-cash compensation.
- **Jobs** is the measure of employment that is expressed in terms of full-year-equivalents (FYEs). One FYE job equals work over 12 months in an industry (this is the same definition used by the federal government’s U.S. Bureau of Labor Statistics).

Not all the initial spending is re-spent within the study region. Some spending leaks out of the economy from purchases made to counties outside the area. For example, building the SDRP Trail could require purchases of some equipment and use of contractors from outside the study region, or the business may buy additional supplies from a business outside the study area to meet the new demand. For this Analysis, the study region is defined as all of the county, including both the incorporated cities and the unincorporated areas.

In addition to spending on goods and services associated with the construction of the trail and spending on goods and services by those who visit the trail, spending on ongoing annual O&M of the SDRP Trail will also support economic activity in the county. To the extent that new staff positions are needed, there will be net new jobs and labor income supported. These new jobs will be across jurisdictions, and therefore likely include new jobs for the county, cities, and U.S. Forest Service (USFS).

2.3.2 Construction Spending Impacts

SDRP Trail construction spending and the associated impacts should be considered order of magnitude estimates, since actual spending on construction costs by year for the SDRP Trail will vary. For modeling purposes, this Analysis models \$10 million spent on construction as of 2022. The IMPLAN industry code 54 – *Construction of new highways and streets* was used for the analysis. Assuming that \$10 million is spent locally in the county, the impacts of that spending are presented in Table 2.3-1. This spending will also support local sales and use tax on construction materials.

Table 2.3-1. Estimated Impacts in the County from \$10 Million in Construction Spending (2022 Dollars)

Impact	Employment	Labor Income	Value Added	Output
1 – Direct	57	\$4,168,777	\$5,873,774	\$10,000,000
2 – Indirect	9	\$695,322	\$1,242,170	\$2,193,961
3 – Induced	20	\$1,104,651	\$2,161,918	\$3,450,960
Total	86	\$5,968,750	\$9,277,862	\$15,644,921

Source: Created by ECONorthwest.

The local area multiplier from construction spending for output is 1.56. This multiplier means that for every \$1 million that is spent constructing the SDRP Trail and remains in the county, an additional \$560,000 of economic activity is generated in the area, including goods and services purchased as inputs to other industries as well as consumption effects by employees.

2.3.3 Visitor Spending Impacts

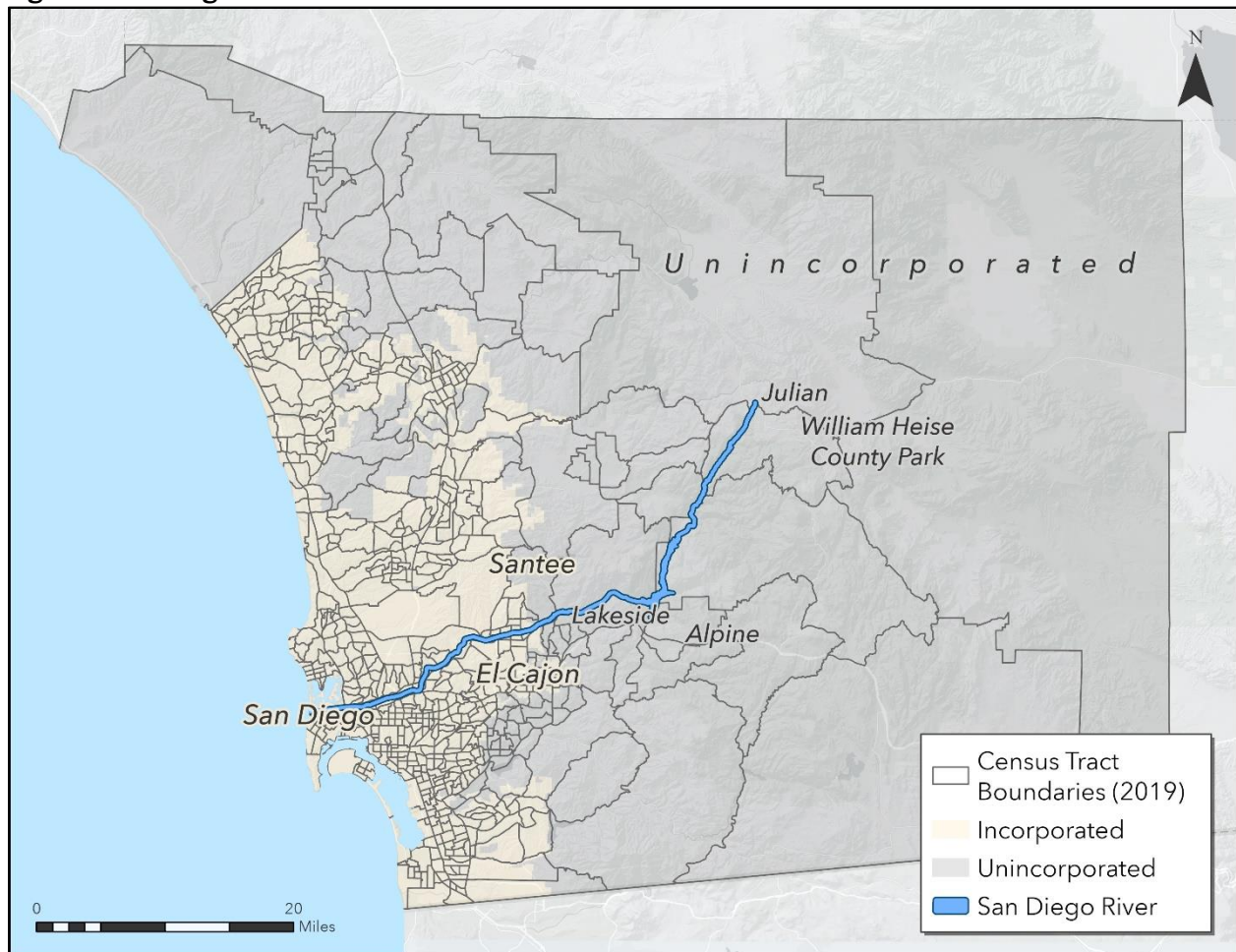
To the extent that completion of the SDRP Trail motivates new visitation and spending, there will be increased economic activity supported by visitors. Most visitors from the local area will likely have very low spending associated with their trips for items such as transportation, food and beverages, and outdoor gear. Some of these purchases may occur regardless of whether the local visitor chooses to visit the SDRP Trail or not. Spending by non-local visitors on trips to the SDRP Trail will likely be higher because the visitors need to purchase more goods and services and face longer transportation costs as visitors to the area. To the extent that more non-local visitors have expenditures in San Diego County due to the completion of the SDRP Trail, there will be economic impacts of that spending. The industries that would experience economic activity increases due to non-local visitor spending are similar to local visitor spending, but also include lodging and additional transportation spending.

2.4 Distributional Effects

2.4.1 Regional Demographics

To understand which socioeconomic groups will be most and least affected by the improvements to the SDRP Trail, we summarized data from the 2019 U.S. Census for key indicator variables. We used data representing people from the census tracts directly bordering the San Diego River, as these people would be most impacted by the SDRP Trail’s development regardless of their own use. Figure 2.4-1 maps this extent. Note that the irregularity of the census tracts shapes means we are overrepresenting some populations who might not be directly impacted by SDRP Trail development because they live further away.

Figure 2.4-1. Regional Census Tracts



Source: Created by ECONorthwest with data from San Diego River Conservancy and US Census,

Table 2.4-1 through Table 2.4-10 compare basic census demographic data between the county as a whole and the census tracts of the county bordering the San Diego River. In most cases, we found the mean estimate across the San Diego River-bordering tracts. For estimates where the values are in dollars, we present the mean and the median.

Table 2.4-1. Total Population

Geography	Total Population
San Diego County	3,316,073
Tracts Bordering SD River	81,288

Source: US Census Bureau (2019 5-Year ACS), Table B01003

Table 2.4-2. Per Capita Income

Geography	Per Capita Income
San Diego County	\$ 38,073.00
Tracts Bordering SD River (Mean)	\$ 40,817.53
Tracts Bordering SD River (Median)	\$ 39,121.00

Source: US Census Bureau (2019 5-Year ACS), Table B19301

Table 2.4-3. Median Household Income

Geography	Median Household Income
San Diego County	\$ 78,980.00
Tracts Bordering SD River (Mean)	\$ 89,440.27
Tracts Bordering SD River (Median)	\$ 90,058.00

Source: US Census Bureau (2019 5-Year ACS), Table B19013

Table 2.4-4. People of Color

Geography	Percent People of Color
San Diego County	54%
Tracts Bordering SD River (Mean)	34%

Source: US Census Bureau (2019 5-Year ACS), Table B03002

Note: People of Color includes the following categories: Hispanic or Latino, Not Hispanic or Latino: Black or African American Alone, Not Hispanic or Latino: Asian alone, Not Hispanic or Latino: American Indian and Alaskan Native alone, Not Hispanic or Latino: Native Hawaiian and Other Pacific Islander alone, Not Hispanic or Latino: Some other race alone, Not Hispanic or Latino: Two or more races.

Table 2.4-5. Non-Hispanic White

Geography	Percent Non-Hispanic White
San Diego County	46%
Tracts Bordering SD River (Mean)	66%

Source: US Census Bureau (2019 5-Year ACS), Table B03002

Table 2.4-6. Age 65+

Geography	Percent Households with People 65+
San Diego County	28%
Tracts Bordering SD River (Mean)	24%

Source: US Census Bureau (2019 5-Year ACS), Table B11007

Table 2.4-7. Educational Attainment

Geography	Percent with Bachelor's Degree or Higher
San Diego County	39%
Tracts Bordering SD River (Mean)	40%

Source: US Census Bureau (2019 5-Year ACS), Table B15003

Table 2.4-8. Housing Tenure

Geography	Renter-occupied
San Diego County	47%
Tracts Bordering SD River (Mean)	47%

Source: US Census Bureau (2019 5-Year ACS), Table B25003

Table 2.4-9. English Limited Households

Geography	English-limited Households
San Diego County	6%
Tracts Bordering SD River (Mean)	4%

Source: US Census Bureau (2019 5-Year ACS), Table C16002

Table 2.4-10. Poverty

Geography	Percent in Poverty (200 percent of poverty level)
San Diego County	28%
Tracts Bordering SD River (Mean)	22%

Source: US Census Bureau (2019 5-Year ACS), Table S1701

The San Diego River-bordering tracts contain only 81,288, or 2.5 percent, of the total population of the county. The average per capita income is \$40,817 and the average median household income is \$89,440. Thirty-four percent of the population are people of color and 66 percent are non-Hispanic White. Twenty-four percent of households include a member aged 65 or older and 4 percent of households are English-limited. Forty percent of the population has a bachelor's degree or higher. Forty-seven percent of the population lives in rented housing. Finally, 22 percent of the population is at the 200 percent poverty level.

In the following key demographic measures, the San Diego River-bordering tracts measured differently than the county: higher per capita income, higher median household income, higher percent identifying as non-Hispanic White, lower percent at the 200 percent poverty level, and lower percent people of color.

In the following measures, the San Diego River-bordering tracts measure about the same as the county (within 4 percentage points): percent households with a member aged 65 or older, percent with a bachelor's degree or higher, percent renter-occupied, and percent in an English-limited household.

This information suggests that improving access and information regarding SDRP Trail will be key to equitable utilization and benefits. A fully connected SDRP Trail will offer greater opportunities for historically underserved members of the community to reach and enjoy it, as opposed to localized segments enjoyed by the nearby residents. The census data also suggest that funding mechanisms that more heavily rely upon properties near the SDRP Trail would not disproportionately burden low-income and non-white communities.

2.5 Chapter Summary

The benefits of a fully or more complete SDRP Trail include:

- Aligns with the County's sustainability goals including the Climate Action Plan and the Regional Decarbonization Framework
- Supports recreational activities including hiking, biking, and horseback riding
- Focuses public and private resources on protecting the waterway
- Creates new options for wildlife viewing and stewardship
- Improves wildlife habitat and the quality of the natural environment
- Increases regional connectivity and access
- Like reduces vehicle congestion and associated carbon emissions
- Reorients development near the San Diego River for residential/commercial benefits, using the San Diego River as an amenity resource
- Improves water quality and habitat quality along the San Diego River
- Reduces wildfire risk and flood risk along the San Diego River

In addition to the benefits described above, spending associated with the SDRP Trail can also stimulate economic activity in the local economy. The spending that remains in the local economy has downstream supply-chain and consumption effects that ripple through other sectors of the economy. Spending that provides local economic contributions can originate from numerous pathways associated with the SDRP Trail, including:

- Trip-related spending for recreational and other visits (including overnight for non-residents)
- Retail purchases associated with increased access and proximity to regional shopping
- Construction of trails and parks
- Operation and maintenance of trails and parks
- Construction of private development and public infrastructure in proximity to the trail
- Operation and maintenance of private development and public infrastructure in proximity to the SDRP Trail

Trail visitation is an important indicator of use and resulting benefits as well as market impacts associated with spending. Table 2.5-1 presents the annual visitation and average monthly visitation extrapolated for seven trail segments with available visitation data. Segments are listed ordinally from west to east.

Table 2.5-1. Existing Annual Visitation by Trail Segment

Segment Name	Total Annual Visits (Low Estimate)	Total Annual Visits (High Estimate)
Sefton Park/Mission Valley YMCA to Dog Beach (Estuary Section)	129,000	333,307
Fashion Valley Road to River Center at Qualcomm Way	49,500	127,897
River Trail to Qualcomm Way	40,100	103,610
May Park West to West Hills Parkway and MTRP	38,200	98,700
Carlton Hills	167,800	433,558
El Cajon Sidewalks	114,600	296,101
Magnolia Ave to Lakeside	20,200	52,192
Total	559,000	1,445,366

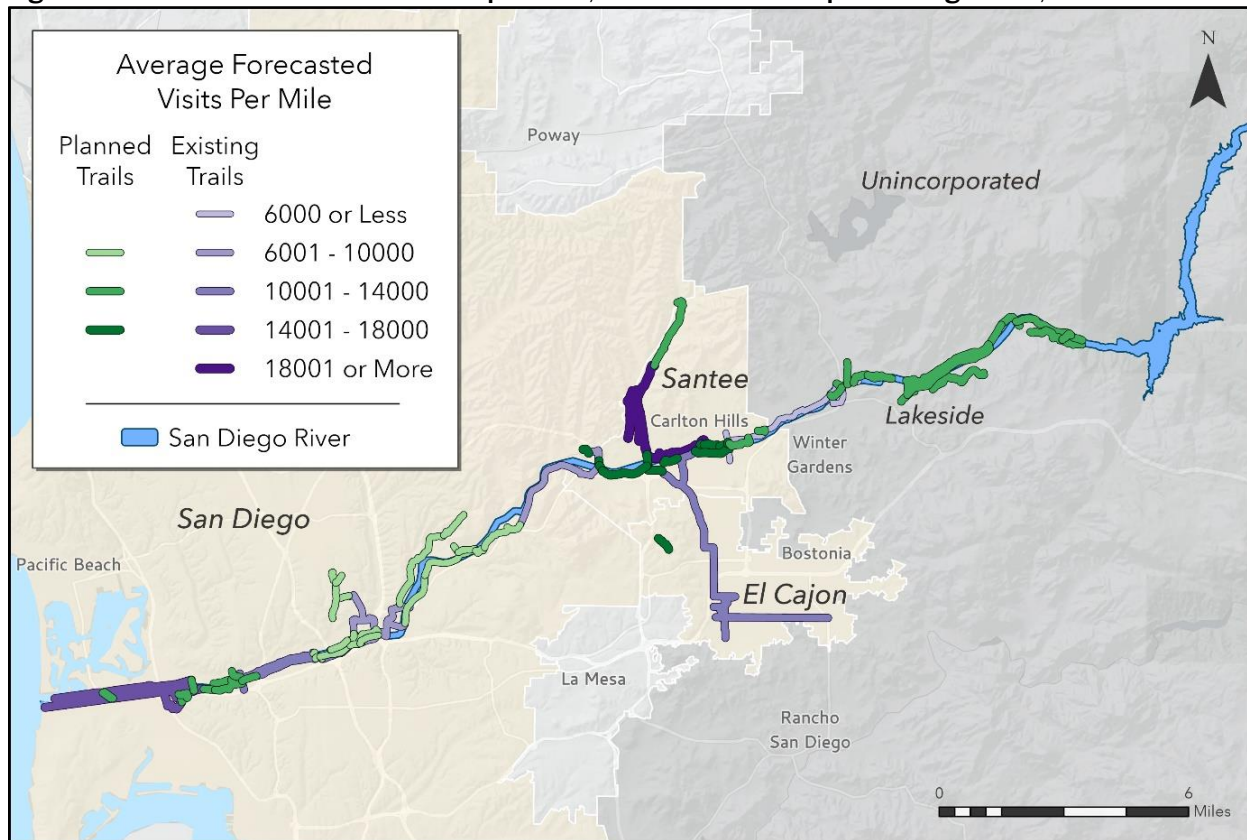
Source: Created by ECONorthwest, with data from Placer.ai

Note: Three trail sections (MTRP to Ward, Lakeside, and El Capitan Reservoir) do not have data available. Annual visits are from the March 2021-March 2022 year.

Figure 2.5-1 depicts the location of the planned and completed Trail segments in terms of average visitation per mile. The most popular portions of the SDRP Trail segments are near Mission Trails Regional Park and the terminus of the SDRP Trail near Dog Beach. A minimum of approximately 1 million total annual trips are expected for the SDRP upon completion. This value is likely an underestimate because completion of the SDRP Trail will encourage more people to use it consistently, particularly for their commute. Longer and more varied trip opportunities will likely increase the frequency and length of trips for those currently using the trail. Visitation is expected to increase over time due to population growth, improved trip quality with trail and park investments as well as complementary private development investments near the trail, and general trends in increased trail activity.

In 2022, existing visitation was 560,000 (low estimate) to 1.4 million (high estimate) trips annually. By 2052, this number will increase to 1.1 million visits (2.9 million for high estimate). Figure 2.5-1 shows a map of the annual levels of visitation for current segments, and the forecasted visitation for future completed trail segments.

Figure 2.5-1. Forecasted Annual Visits per Mile, Planned and Completed Segments, 2022



Source: ECONorthwest with data from Placer.ai and the San Diego River Conservancy.

Note: The segments in green are planned segments. The segments in purple are existing segments. This does not assume planned segments would be completed in 2022, but rather applies 2022 visitation levels to planned segments as if they were completed.

3 Costs and Funding Needs

3.1 Cost Overview

Estimating the full range of costs associated with the SDRP Trail is critical to understanding what level of funding is required and how the different funding tools align with the cost needs. Not all costs need to be paid for by a new dedicated funding source, as existing funding sources, particularly grants and private development, should continue to be leveraged to pay for eligible costs.

There is not one cost estimate for the SDRP Trail because the costs will vary depending on if, how, when, and where individual project options for completing the SDRP are implemented. Who pays for the costs will depend on who is developing and maintaining that portion of the SDRP Trail. The costs described herein represent all costs for all new segments of the SDRP Trail. The full planned western portion and proposed eastern portion extent of approximately 60 miles includes SDRP Trail on both sides of the San Diego River, as well as connector SDRP Trail segments in areas not immediately adjacent to the San Diego River. Constructing fewer trail miles, particularly in urban areas, will result in lower costs than the totals calculated below. The major cost categories considered in this Analysis include:

- Costs for implementation of the SDRP Trail, including planning, design, permitting, and construction of the trail and open spaces
- Costs for acquisitions and easements for the SDRP Trail and open space preservation
- Costs associated with ongoing O&M of the SDRP Trail
- Costs for restoration, monitoring, and ongoing ecosystem management for existing and future segments
- Costs associated with coordination among SDRP partners, public outreach, and project-level planning efforts

This Analysis estimates the costs for the planned SDRP Trail sections in the western portion and the proposed trail sections in the eastern portion. Costs for additional open space preservation, intensive river restoration beyond what is associated with completing the SDRP Trail and any larger coordinated planning, design, or permitting efforts are also discussed.

3.2 Planned SDRP Trail Costs in Western Portion

3.2.1 Approach and Assumptions

The costs of completing the SDRP Trail for the western portion (lower San Diego River watershed from Ocean Beach to El Capitan Reservoir) can be calculated with more precision than the eastern portion (El Capitan Reservoir to Julian) segments because of the detail of existing plans for the western portion, described earlier in this study. Such planning-level detail does not yet exist for the eastern portion. The costs of each SDRP Trail segment in the western portion depends on segment-specific attributes such as, the segments' width, amenities, environmental sensitivity, implementation difficulty, and classification. Without detailed knowledge of each planned trail segment design, the SDRP Trail western portion cost estimates are broad estimates based on the estimated length and type of trail. The following subsections detail the assumptions that were used for this Analysis to obtain cost estimates for completing the full SDRP Trail extent of the western portion.

3.2.1.1 Geographic Scope

This section of detailed cost estimation focuses on the western portion of the SDRP Trail. See Figure 1.2-2 of Chapter 1.1 for a map of the planned trail locations and extents that were used for this Analysis. The estimated implementation and ongoing costs are for only these portions of the SDRP Trail. It does not include any existing trail or sidewalk segments, nor does it include any parks or open space beyond the trail itself. The costs for SDRP Trail segments in the eastern portion are not included in these estimates (see Section 3.3 for those estimates).

3.2.1.2 Land Ownership Types

Land ownership for SDRP Trail segments is an important determinant of the costs that would be paid for by a new funding mechanism. Some of the planned trail extent in the western portion will be paid for by private developers based on existing requirements for new development. These known developments underway or expected are excluded from the final cost estimates. For purposes of this Analysis, all SDRP Trail segments that intersect with parcels owned by public entities or on private land that does not currently have plans for development are included in the cost estimate.

Approximately half of land parcels intersecting with the western portion of the planned SDRP Trail are not owned by a local government. The ownership category of parcels that intersect with the SDRP Trail in the western portion will influence the cost of land acquisition, trail development, and O&M. For the purposes of costs estimation within the western portion of the planned SDRP Trail, there are five categories of land ownership, as shown in Table 3.2-1. Figure 3.2-1 shows the location of parcels for each land ownership category in the western portion. The differences identified are relevant to consideration of funding needs for completing the SDRP Trail on these parcels.

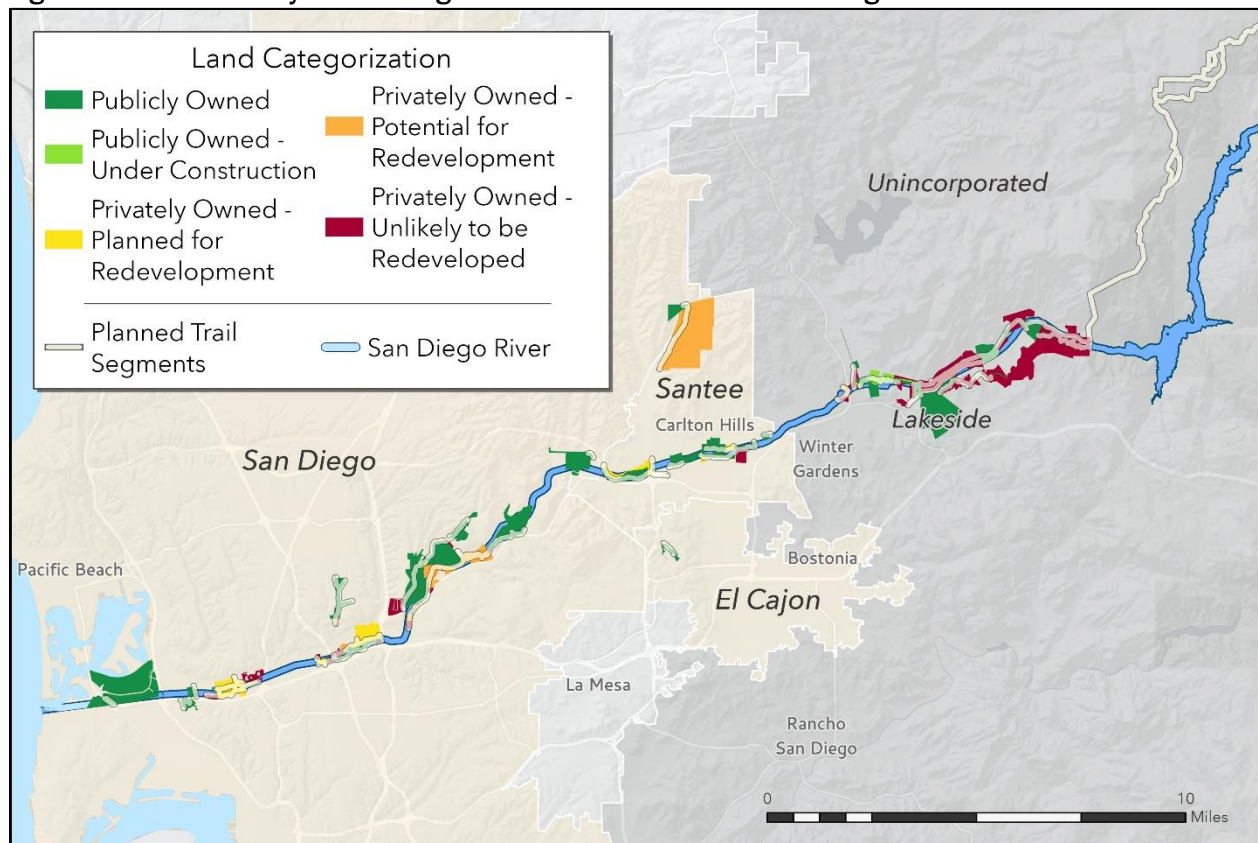
Table 3.2-1. Land Ownership by Miles of Planned SDRP Trail Western Portion

Code	Title	Description	Miles
P1	Publicly Owned	A parcel currently owned by a local government or in the public right-of-way.	20.8
P2	Privately Owned – Planned for Redevelopment	A privately owned parcel currently owned by a developer and is anticipated to be developed in the near future or redevelopment is underway.	4.3
P3	Privately Owned – Potential for Redevelopment	A privately owned parcel that may be redeveloped by the owner at an unknown point in time.	5.5
P4	Privately Owned – Unlikely to be Redeveloped	A privately owned parcel unlikely to be redeveloped by the owner of the parcel.	9.3
P5	Publicly Owned – Under Construction	A publicly owned parcel that is currently being developed where the planned trail section will be completed as part of the development.	0.9
Total			40.8

Source: Created by ECONorthwest based on ownership, jurisdictions, and planning status.

Note: There are some discrepancies in total miles due to rounding.

Figure 3.2-1. Parcels by Land Categories with Planned SDRP Trail Segments



Source: Created by ECONorthwest.

This Analysis assumes that all SDRP Trail segments on public lands require funding, as well as some portions of the trail on private lands. SDRP Trail segments on public (P5) and private (P2)

lands that are already being developed are not included in the funding need estimates. The remainder is 35.7 miles of planned trails that could be funded by the funding mechanism in the western portion.

3.2.1.3 Trail Types

Separate from the land ownership categories, the type of trail being built will determine the costs to construct and maintain each segment, as different trail materials have different trail costs. There are five general trail types planned for in the western portion of the SDRP Trail, as shown in Table 3.2-2. These trail types were identified in the 2010 San Diego County and Coastal Conservancy report, SDRP Trail Gaps Analysis, as well as updated trail data from the San Diego River Conservancy.⁶³ For simplicity, hike/bike trails and multi-use trails are assumed to be equivalent.

Table 3.2-2. Types of SDRP Trail in Western Portion

Trail Type	Description
Class I Multi-use Path ⁶⁴	Paved more than 8 feet wide
Multi-use Path ⁶⁵	Unpaved and more than 4 feet wide
Hike/Bike Trail ⁶⁶	Unpaved and less than 4 feet wide
Multi-use Trail ⁶⁷	Unpaved and less than 4 feet wide
Bridges ⁶⁸	Paved

Source: Created by ECONorthwest.

⁶³ San Diego River Conservancy and Coastal Conservancy. (2010). San Diego River Trail Gaps Analysis, Final. Figure ES-4: SDRP Proposed Trails - Ocean to the El Capitan Reservoir, ES-9, 31; Email from Julia Richards.

⁶⁴ The 2010 SANDAG report "Riding to 2050, San Diego Regional Bike Plan" defines a Class I – Bike Path as, "bikeways that are physically separated from vehicular traffic. Also termed shared-use paths, bike paths accommodate bicycle, pedestrian, and other non-motorized travel. Paths can be constructed in roadway right-of-way or independent right-of-way." This definition is consistent with the definition of Class I Path as reported by the 2010 San Diego River Conservancy and Coastal Conservancy report, "San Diego River Trails Gaps Analysis Final."

⁶⁵ The 2010 San Diego River Conservancy and Coastal Conservancy report, "San Diego River Trails Gaps Analysis Final" defines a Multi-Use Paths as, "an unpaved path four or more feet wide that is open to all trail user types. However, these paths are not recommended for regular use by bicycles with narrow street tires as they may be prone to tire slippage on the soil surface" [emphasis added].

⁶⁶ The 2010 San Diego River Conservancy and Coastal Conservancy report, "San Diego River Trails Gaps Analysis, Final" defines a hike/bike trail as, "identical to a multi-use trail except equestrians are prohibited from using it." For the purposes of this report multi-use trail and hike/bike trail costs are assumed to be equivalent.

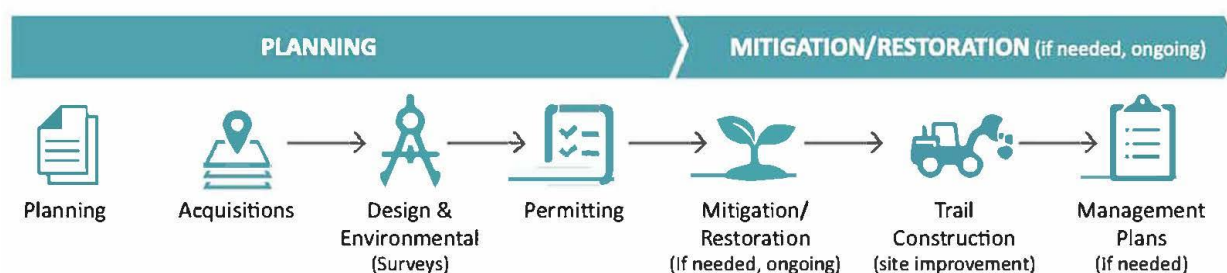
⁶⁷ The 2010 San Diego River Conservancy and Coastal Conservancy report "San Diego River Trails Gaps Analysis, Final" defines a multi-use trail as, "an unpaved trail that is less than four feet wide and is often a single-track trail with a trail width of 2 feet. These trails are open to all trail user types, but are not recommended for bicycles with narrow street tires as they may be prone to tire slippage on the soil surface, or leisure walkers or walkers with strollers due to the narrow width and often more strenuous grades."

⁶⁸ Without knowledge of the amount of bridges which will be paved, unpaved, or a boardwalk, the cost estimation assumes all bridges will be Class 1 paved bridges.

3.2.1.4 Covered Activities

There are three types of cost categories estimated for the SDRP Trail segments in the western portion. The activities with cost estimates are those associated with implementing the trail, costs for acquisitions and easements, and ongoing costs for O&M of the trail. Figure 3.2-2 summarizes the cost categories associated with implementing the trail (including acquisitions and easements). Total implementation costs include soft costs, such as, planning, permitting, managing, design and environmental surveying, as well as trail construction costs.

Figure 3.2-2. Potential Cost Categories Associated with Implementation of the SDRP Trail



Source: Created by ECONorthwest and ESA.

Ongoing costs for trails after they are implemented include annual and routine trail upkeep costs, such as vegetation removal, lighting fixes, trash cleanup, and associated labor. In addition, potential improvements are other types of ongoing costs that could be needed (but are not estimated given their longer-term nature and uncertainty regarding need and cost amount). Figure 3.2-3 summarizes the ongoing cost components. O&M costs are assumed to be incurred on an annual basis. Similar to total development costs, the standard of care and level of O&M planned for each segment will greatly vary. The cost estimate assumes a high cost of SDRP Trail construction will entail a high cost of O&M also. Importantly, trail improvements are not included in O&M.

Figure 3.2-3. Ongoing Costs for Existing Trail Segments



Source: Created by ECONorthwest and ESA.

3.2.1.5 Temporal Considerations

The timing of when the SDRP Trail western portion are completed will also influence the dollar value of the costs and amount needed for funding. If the trail takes a longer time to be completed, then costs are expected to increase due to inflation and/or due to any supply constraints. With higher costs in the future, the funding mechanism will need to have more funds available. Although trail development is expected to occur over the next decade or more, for modeling purposes the cost estimate assumes all development costs are incurred simultaneously in 2022 (i.e., there is no adjustment for inflation). All costs are displayed in 2022 dollars. As with trail development costs, O&M costs will occur over time. The O&M cost estimate reports annual O&M costs for all SDRP Trail segments in just one year: 2022. Section 3.2.4.5 provides additional insight into the impact higher prices in the future could have on the cost estimates.

3.2.1.6 Cost Examples

Costs for similar projects elsewhere can help inform the magnitude and types of costs anticipated for the SDRP Trail. The following subsections describe costs for other projects along the San Diego River and by the County.

3.2.1.6.1 Costs for Completed San Diego River Park Segments

The San Diego River Park Foundation's River Center at Grant Park provides a recent estimation of the magnitude of implementation and development costs for sections of the SDRP Trail within a larger park site with heavier construction for buildings and a parking lot. The River Center at Grant Park is a \$14.5 million project, not including the costs of acquiring the 17 acres of land, which were donated.⁶⁹ The site is a former sand mine located on the south side of the San Diego River at the corner of Qualcomm Way and Camino del Rio North in Mission Valley. The River Center at Grant Park includes elevated walkways for the SDRP Trail. The development cost of the elevated walkway is \$1.9 million, approximately 13 percent of the total project cost.⁷⁰

3.2.1.7 Inputs to the Trail Cost Analysis

In addition to information on costs for planned or previously completed SDRP Trail segments, information from other regions supplements cost data from the planned SDRP Trail and the San Diego region. Specifically, six reports were instrumental in estimating costs.

First, the 2010 SANDAG report, "Riding to 2050, San Diego Regional Bike Plan," provides a per mile estimation of the survey, design, contingency, administration, traffic control and mobilization, and base costs of constructing a paved (Class 1) bike path. The 2008 per mile total trail development cost of Class 1 bike path as reported by SANDAG is \$2.64 million. This translates to \$4 million per mile for a Class 1 multi-use path in 2022 dollars, used as a lower bound. In a conversation between a SANDAG Senior Active Transportation Planner and

⁶⁹ Information from Rob Hutsel, San Diego River Park Foundation.

⁷⁰ Ibid.

ECONorthwest, SANDAG relayed the total per mile development cost for a Class 1 bike trail is likely to be between \$8 million and \$10 million (2022 dollars). These costs are the origin for the per mile Class 1 multi-use path costs.

Second, the 2003 County of San Diego et al. report “Otay Valley Regional Park Trail Guidelines” provides unpaved trail construction costs per linear foot for varying widths of trails. The report estimates a 4-foot-wide unpaved trail costs \$12 per linear foot and 8-foot-wide trail costs of \$26 per linear foot (in 2003 dollars). The report does not include soft costs (e.g., planning, permitting, design), so an additional 40 percent was added onto construction costs to account for soft costs. Brought into 2022 dollars, this calculation results in a lower range per mile total development cost of a 4-foot-wide-trail at \$170,000 per mile and an 8-foot-wide trail that is approximately \$400,000 per mile. These costs are the origin for the Hike/Bike Trail, Multi-Use Trail, and Multi-Use Path lower range estimates.

Third, “The San Francisco Bay Trail Project Gap Analysis Study” provides a construction cost per linear foot of a prefabricated pedestrian-only trail bridge of \$830 (in 2003 dollars). The report does not include soft costs (e.g., planning, permitting, design), so an additional 40 percent was added onto construction costs to account for soft costs. Brought into 2022 dollars, these calculations result in a per mile total development cost of a Class 1 bridge at approximately \$10.1 million. These costs are the origin for the per mile bridge cost estimate.

Fourth, the City of San Diego’s “Capital Improvement Program, Parks & Recreation, Fiscal Year 2022 Adopted Budget” report provides case studies of recently built trail segments and planned trail segments, including the expected total development costs for each trail segment and the length of each trail segment (not specific to the SDRP Trail). Specifically, Torrey Highlands Trail System provides a point estimate of a total development cost for “1,200 linear feet of 4-foot-wide decomposed granite trail” segment. The cost for the trail is expected to be \$179,999. Converting the cost per linear foot to a cost per mile in 2022 dollars results in an estimate of approximately \$500,000 per mile for a multi-use path for the SDRP Trail. The estimation includes only “design and construction” costs, so an additional 40 percent was added on to account for soft costs.

Fifth, a 2021 report from Rails to Trail Conservancy, “Routine Trail Maintenance Costs per Mile” provides a comparison table of O&M costs for selected trail across the United States. The report states a stone dust trail in a rural area may have an annual O&M cost between \$2,000 and \$4,000. Another report from Rail to Trails Conservancy, “Maintenance Practices and Costs of Rail Trails,” estimates the Rails to Trails O&M costs per mile for asphalt surfaces and non-asphalt surfaces. In 2014, the estimate cost per mile of annual O&M for a non-asphalt trail was \$1,000 (in 2014 dollars). In 2004, the estimated cost per mile of annual O&M for a non-asphalt trail was approximately \$1,500 dollars (in 2004 dollars). Neither report details how the width of the trails used as case studies impacted the annual O&M. A 2006 report by the City of Lafayette, “Bikeways Master Plan,” corroborates the magnitude of the Rails to Trails estimates. Given a multi-use path is wider than 4 feet, a lower range of \$2,000 and an upper range of \$3,000 per year per mile for O&M cost is used. Given a multi-use trail and hike/bike trail, is narrower than 4 feet wide, a lower range of \$1,000 and an upper range of \$2,000 per year per mile is used.

Sixth, the 2022 City of San Diego report, “First San Diego River Improvement Project Maintenance Assessment District, Annual Report for Fiscal Year 2022” provides information on the total operating expense to upkeep approximately 3 miles of already constructed trail, albeit at a high level of care. The maintenance assessment district expects to have over \$277,000 of maintenance expenses in 2022—or, alternatively stated, approximately \$90,000 of maintenance expense per mile in 2022. This operating expense is used as the upper range cost estimation for Class 1 multi-use path O&M cost per mile.

3.2.2 Implementation Cost Estimates, Assumptions, and Data Sources

3.2.2.1 Per Mile Implementation Costs

Multiple local government reports and local case studies directly inform the quantification of per mile construction and soft costs required to build SDRP Trail segments. Table 3.2-3 has per mile construction costs by trail type. The assumptions behind these estimates are detailed in the subsequent subsections.

Table 3.2-3. Construction and Development Cost Estimates by Trail Type

Trail Type	Total Development Cost Per Mile	
	Lower Range	Higher Range
Class I Multi-use Path	\$4,000,000	\$9,000,000
Multi-use Path	\$400,000	\$700,000
Hike/Bike Trail	\$170,000	\$700,000
Multi-use Trail	\$170,000	\$700,000
Bridges	\$10,100,000	\$25,300,000

Source: Created by ECONorthwest.

3.2.2.2 Class I Multi-Use Path

The 2010 SANDAG report “Riding to 2050, San Diego Regional Bike Plan” defines a Class I – Bike Path as “bikeways that are physically separated from vehicular traffic. Also termed shared-use paths, bike paths accommodate bicycle, pedestrian, and other non-motorized travel. Paths can be constructed in roadway right-of-way or independent right-of-way.” This definition is consistent with the definition of a Class I Path as reported by the 2010 San Diego River Conservancy and Coastal Conservancy report, “San Diego River Trails Gaps Analysis Final.” Therefore, use of cost estimates provided by San Diego River Trails Gaps Analysis are relevant.

The 2010 SANDAG report “Riding to 2050, San Diego Regional Bike Plan” provides a per mile estimation of the survey, design, contingency, administration, traffic control and mobilization, and base costs of constructing a Class 1 bike path. The 2008 per mile total trail development cost of Class 1 bike path as reported by SANDAG is \$2.64 million. Applying the Construction Producer Price Index from the U.S. Bureau of Labor Statistics to inflate the per mile total development costs to current 2022 dollars, results in a lower range cost estimate of \$4 million per mile for a Class I multi-use path.

In a conversation between a SANDAG Senior Active Transportation Planner and ECONorthwest, SANDAG relayed the total development cost for a Class 1 bike trail is likely to be between \$8 million and \$10 million per mile in 2022. Therefore, an upper range cost estimate of \$9 million per mile for a Class I multi-use path is applied. Depending on the amenities of the Class 1 multi-use path, as well as the width, the cost of trail development per mile will vary.

The difference between the 2008 Class 1 bike path cost estimate from SANDAG of \$2.64 million in 2008 and the \$9 million upper range cost estimate in 2022 is an increase of 341 percent, or 24 percent per year. This per year increase scale is also used to calculate the total development costs of bridges.

3.2.2.3 Multi-Use Path

The 2010 San Diego River Conservancy and Coastal Conservancy report, “San Diego River Trails Gaps Analysis Final” defines a Multi-Use Paths as, “an unpaved path four or more feet wide that is open to all trail user types. However, these paths are not recommended for regular use by bicycles with narrow street tires as they may be prone to tire slippage on the soil surface.”

Without many recent or projected total development costs of SDRP Trail segments, analyzing previously built trails in the San Diego region is helpful to inform cost estimates for multi-use paths. The 2003 County of San Diego et al. report “Otay Valley Regional Park Trail Guidelines” provides unpaved trail construction costs per linear foot for varying widths of trails. The report estimates an 8-foot-wide unpaved trail costs \$26 per linear foot (in 2003 dollars). However, the report does not include soft costs (e.g., planning, permitting, design). Therefore, to estimate total SDRP Trail development costs, an additional 40 percent was added onto construction costs to account for soft costs. Multiplying the total development costs per linear foot by 5280 results in a per mile total development cost for 8-foot-wide unpaved trails. Applying the general Producer Price Index and the Construction Producer Price Index from the U.S. Bureau of Labor Statistics to inflate the 2003 cost per linear foot to current 2022 dollars, this calculation results in a lower range per mile total development cost of an 8-foot-wide trail that is approximately \$400,000.

The upper range cost estimate relies upon the 2022 City of San Diego report, “Capital Improvement Program, Parks & Recreation, Fiscal Year 2022 Adopted Budget.” The report provides case studies of recently built trail segments and planned trail segments, including the expected total development costs for each trail segment and the length of each trail segment (not specific to SDRP Trail). Specifically, Torrey Highlands Trail System provides a point estimate of a total development cost for “1,200 linear feet of 4-foot-wide decomposed granite trail” segment. The cost for the trail is expected to be \$179,000. Converting the cost per linear foot to a cost per mile and adding on 40 percent for soft costs for the SDRP Trail, results in an estimate of approximately \$700,000 per mile for a multi-use path. Depending on the amenities of the multi-use path, as well as the width, the cost of trail development per mile will vary.

3.2.2.4 Multi-Use Trail and Hike/Bike Trail

The 2010 San Diego River Conservancy and Coastal Conservancy report, “San Diego River Trails Gaps Analysis, Final,” defines a multi-use trail as, “an unpaved trail that is less than four feet wide and is often a single-track trail with a trail width of 2 feet. These trails are open to all trail user types but are not recommended for bicycles with narrow street tires as they may be prone to tire slippage on the soil surface, or leisure walkers or walkers with strollers due to the narrow width and often more strenuous grades.” The report defines a hike/bike trail as, “identical to a multi-use trail except equestrians are prohibited from using it.” For the purposes of this report, multi-use trail and hike/bike trail costs are assumed to be approximately equivalent.

The 2003 County of San Diego et al. report “Otay Valley Regional Park Trail Guidelines” provides cost estimates for 4-foot-wide unpaved trails. Following the same process as described for multi-use path lower range total development cost estimate, the lower range total development cost can be estimated for multi-use trails and hike/bike trails. Converting linear feet to miles and inflating the costs for the SDRP Trail results in a per mile total development cost of a 4-foot-wide trail at approximately \$170,000. Given that multi-use trails and hike/bike trails are less than 4 feet wide and the Otay Valley Regional Park Trail Guidelines estimate is for a 4-foot-wide unpaved trail, the cost estimate may be an overestimate for some planned trail segments.

The upper range cost estimate for multi-use trail and hike/bike trail relies upon the same case study as the upper range total development cost estimate for multi-use paths, specifically, the Torrey Highlands Trail System. The upper range per mile cost estimate for multi-use trail and hike/bike trail is \$700,000. Given that multi-use paths are more than 4 feet wide, but multi-use trail and hike/bike trail are less than 4 feet wide, and the Torrey Highlands Trail System segment estimate is for a 4-foot-wide unpaved path, the upper range cost estimate may balance out under and overestimates reasonably well to obtain an averaged upper range cost estimate for multi-use trail and hike/bike trails. Depending on the amenities of the multi-use trail and hike/bike trail, as well as the width, the cost of development per mile for the SDRP Trail will vary.

3.2.2.5 Bridges

To estimate total development costs of bridges for the SDRP Trail, a case study from outside of the San Diego region provides the necessary detail. The 2005 Association of Bay Area Governments report “The San Francisco Bay Trail Project Gap Analysis Study” provides a breakdown of soft costs and construction costs for Class 1 trail bridges. Without knowledge of the amount of bridges which will be paved, unpaved, or a boardwalk, the cost estimation assumes all bridges will be Class 1 paved bridges.

“The San Francisco Bay Trail Project Gap Analysis Study” provides a construction cost per linear foot of a prefabricated pedestrian-only trail bridge of \$830 (in 2003 dollars). The soft costs (e.g., planning, design, environmental) are listed as additional line items in the report. Therefore, to estimate total bridge development costs, an additional 40 percent was added onto construction costs to account for soft costs. Multiplying the total development costs per linear foot by 5280

results in a per mile total development cost for prefabricated pedestrian bridges. Applying the Construction Producer Price Index from the U.S. Bureau of Labor Statistics to inflate the 2005 cost per mile to current 2022 dollars, these calculations result in a per mile total development cost of a Class 1 bridge at approximately \$10.1 million. This result is a lower range.

A similar process is useful to determine the upper range cost estimation for SDRP Trail bridges. Although, instead of inflating the 2005 per mile total bridge development cost to 2022 dollars, the SANDAG scale of a 24 percent increase for Class 1 multi-use paths for total development costs per year is useful. Scaling the 2005 per mile total bridge development cost up 24 percent each year results in a 2022 total bridge development cost of approximately \$25.3 million per mile. This result is a higher range estimate.

Given that all 1.6 miles of bridges may not be Class 1, the cost of bridge development per mile may actually be considerably less. Additional information from local governments on bridge construction costs or miles of unpaved bridges in the SDRP Trail western portion will greatly increase the accuracy of bridge total development costs.

3.2.3 O&M Cost Assumptions and Data Sources

3.2.3.1 Per Mile Implementation Costs

Multiple government reports, case studies, and literature reviews directly and indirectly inform the quantification of per mile O&M costs of planned SDRP Trail segments. Compared to trail total development costs, fewer concrete cost estimations from local governments or the San Diego region are available for O&M costs; general literature findings are heavily relied upon to obtain annual O&M cost estimates. Multiple local government reports and local case studies directly inform the quantification of per mile construction and soft costs and per mile O&M costs required to build SDRP Trail segments. Table 3.2-4 has O&M costs by trail type. The assumptions behind these estimates are detailed in the subsequent subsections.

Table 3.2-4. Annual Operation and Maintenance Cost Estimates by Trail Type

Trail Type	O&M Cost Per Mile	
	Lower Range	Higher Range
Class I Multi-use Path	\$40,000	\$90,000
Multi-use Path	\$2,000	\$3,000
Hike/Bike Trail	\$1,000	\$2,000
Multi-use Trail	\$1,000	\$2,000
Bridges	\$40,000	\$90,000

Source: Created by ECONorthwest.

3.2.3.2 Class I Multi-Use Path

The 2022 City of San Diego report, “First San Diego River Improvement Project Maintenance Assessment District, Annual Report for Fiscal Year 2022” provides information on the total

operating expense to upkeep approximately 3 miles of already constructed trail.⁷¹ The maintenance assessment district expects to have over \$277,000 of maintenance expenses in 2022. Alternatively stated, approximately \$90,000 of maintenance expenses per mile in 2022. This operating expense is used as the upper range cost estimation for Class 1 multi-use path O&M cost per mile.

To estimate a lower range for Class 1 multi-use path O&M cost per mile, a ratio is used. The ratio between the Class 1 multi-use path O&M cost per mile (\$90,000) and the Class 1 multi-use path total development cost per mile (\$9,000,000) is 1 percent. Applying the 1 percent ratio to the Class 1 multi-use path total development cost per mile lower range (\$4,000,000) results in an estimated lower range Class 1 multi-use path O&M cost per mile. Applying the ratio yields a lower range Class 1 multi-use O&M cost per mile of \$50,000.

3.2.3.3 Multi-Use Path, Multi-Use Trail, and Hike/Bike Trail

A 2021 report from Rails to Trail Conservancy, “Routine Trail Maintenance Costs per Mile” provides a comparison table of O&M costs for selected trail across the US. The report states a stone dust rail in a rural area may have an annual O&M cost between \$2,000 and \$4,000.⁷² Another report from Rail to Trails Conservancy, “Maintenance Practices and Costs of Rail Trails,” estimates the Rails to Trails maintenance and operation costs per mile for asphalt surfaces and non-asphalt surfaces. In 2014, the estimate cost per mile of annual O&M for a non-asphalt trail was \$1,000 (in 2014 dollars). In 2004, the estimated cost per mile of annual O&M for a non-asphalt trail was approximately \$1,500 (in 2004 dollars).⁷³ Neither report details how the width of the trails used as case studies impacted the annual O&M.

The lower range and higher range cost estimates for multi-use path, multi-use trail, and hike/bike trail are general estimates based on the magnitude of the O&M costs as report by Rails to Trails Conservancy. Given a multi-use path is wider than 4 feet, a lower range of \$2,000 and an upper range of \$3,000 per year per mile for O&M cost is used. Given a multi-use trail and hike/bike trail, is narrower than 4 feet wide, a lower range of \$1,000 and an upper range of \$2,000 per year per mile is used.

⁷¹ City of San Diego. (2022). First San Diego River Improvement Project Maintenance Assessment District, Annual Report for Fiscal Year 2022. Exhibit B.

⁷² Rails to Trails Conservancy. (2021). Routine Trail Maintenance Cost per Mile. p. 1. [https://www.railstotrails.org/resourcehandler.ashx?name=routine-trail-maintenance-costs-per-mile&id=26206&fileName=TrailMaint2021_TableText%20\(003\).pdf](https://www.railstotrails.org/resourcehandler.ashx?name=routine-trail-maintenance-costs-per-mile&id=26206&fileName=TrailMaint2021_TableText%20(003).pdf)

⁷³ Rails to Trails Conservancy. (2015). Maintenance Practices and Costs of Rail Trails. p. 28. <https://cdn2.assets-servd.host/material-civet/production/images/documents/MaintenancePracticesandCostsofRail-Trail.pdf>

3.2.3.4 Bridges

As described in the total development cost of bridges section, without knowledge of the trail types of bridges, the cost estimate assumes all 1.6 miles of planned bridges on the SDRP Trail will be paved to Class 1 standards.

Few readily available resources estimate O&M costs of Class 1 bridges in the San Diego region. Therefore, the cost estimate assumes per mile annual O&M costs of Class 1 bridges are equivalent to per mile costs of Class 1 multi-use paths; resulting in a lower range of \$40,000 (ratio used) and a higher range of \$90,000.

3.2.4 Future Cost Estimates

3.2.4.1 Costs to Develop and Construct New Trail Segments

The estimated future costs described herein are for completion of the SDRP Trail western portion. For many sections, the SDRP Trail would be along both sides of the San Diego River. Costs are described in terms of costs for completing new trail segments (without acquisitions), costs for acquisitions, and costs for ongoing maintenance/operations. All costs are specific to public entities and do not include costs borne by private developers that complete the trail as part of larger developments.

The costs are presented in a range to reflect the variation in costs depending on site conditions and trail types. All cost data is as of 2022-dollar value estimates. The real value of the costs will be higher for expenditures in the future due to inflationary factors.

Table 3.2-3 estimates the per mile costs for trail development by public entities. These per mile cost estimations are derived from a variety of government, academic, and industry sources, some geographically relevant to the San Diego region and some located outside the San Diego region, as described in Section 2. Preference was given to cost estimates from within the San Diego region.

Applying the per mile costs in Table 3.2-3 to the miles that will require funding (excluding those under private development or likely to be privately developed) by trail type and landowner type results in cost estimates shown in Table 3.2-5. In total, the estimated development and construction costs of completing the planned extent of the SDRP Trail western portion are \$65 million to \$155 million for all public and privately owned trail segments. These estimates do not necessarily include land acquisitions or easements, coordination and planning costs for the full trail extent, costs for parks or infrastructure other than the planned trail, or restoration costs, but the higher ranges of the cost estimates would likely cover some portion or all of these additional costs.

Table 3.2-5. Estimated Development and Construction Costs for Planned SDRP Trail Western Portion

Trail Type	Miles	Development and Construction Costs	
		Lower Range (million)	Higher Range (million)
P1. Publicly Owned and Right-of-Way			
Class I Multi-use Path	6.4	\$26	\$58
Multi-use Path	3.6	\$1	\$3
Hike/Bike Trail	6.6	\$1	\$5
Multi-use Trail	3.2	\$0.5	\$2.2
P3. Privately Owned, Potential to Develop			
Class I Multi-use Path	3.2	\$13	\$29
Multi-use Path	0.0	-	-
Hike/Bike Trail	1.9	\$0.3	\$1
Multi-use Trail	0.3	\$0.05	\$0.2
P4. Privately Owned, Not Likely to Develop			
Class I Multi-use Path	1.2	\$5	\$11
Multi-use Path	3.5	\$1	\$2
Hike/Bike Trail	0.4	\$0.07	\$0.3
Multi-use Trail	3.8	\$0.6	\$3
Bridges	1.6	\$16	\$40
Total	35.7	\$65	\$155

Source: Created by ECONorthwest.

Note: There are some discrepancies in totals due to rounding.

3.2.4.2 Operations and Maintenance Costs

O&M costs are based on the per mile estimates in Table 3.2-6 combined with the miles of trail-by-trail type. O&M estimates in this section are only for new SDRP Trail segments, and they are not for existing SDRP Trail or any other ongoing costs. As described earlier when generating the per-mile estimates, these costs are focused on the trail itself. O&M costs do not necessarily account for any labor conducted by volunteers. The total annual O&M costs for a fully completed SDRP Trail western portion will range from \$500,000 to \$1.2 million per year.

Table 3.2-6. Estimated Total Annual O&M Costs for Planned SDRP Trail Western Portion

Trail Type	Miles	Annual Operation & Maintenance Costs	
		Lower Range	Higher Range
Class I Multi-use Path	10.8	\$400,000	\$1,000,000
Multi-use Path	7.1	\$10,000	\$20,000
Hike/Bike Trail	8.9	\$9,000	\$20,000
Multi-use Trail	7.3	\$7,000	\$10,000
Bridges	1.7	\$60,000	\$150,000
Total	35.7	\$500,000	\$1,200,000

Source: Created by ECONorthwest.

Note: There are some discrepancies in totals due to rounding.

3.2.4.3 Acquisitions and Easement Costs

Acquisitions and easements will be necessary in order to complete the full planned extent of the SDRP Trail. These actions represent the costliest and most time-intensive challenges associated with the SDRP Trail because of the cost of land, as well as coordination and negotiations with landowners. The highest costs will be associated with the County and their partners working to obtain acquisitions and easements for as many parcels as soon as possible. This strategy will also result in more progress and faster completion of the SDRP Trail. Land use regulations and negotiations with landowners will influence the type of access to the property. Acquisitions can either be full acquisitions for the entire parcel or partial acquisitions for only the portion of the parcel that is needed for the SDRP Trail. Larger portions of land beyond what is needed for the trail may be desirable to acquire for open space preservation, parks, and/or restoration activities. Easements will be more appropriate in locations where only access through the parcel is needed, rather than ownership, to implement the SDRP Trail.

There is no one estimated cost of acquisitions and easements due to these dynamics meaning that the amount of land purchased for easements and the amount of land purchased for acquisitions is not definitive and could any proportion of the two. For this reason, a range of costs was deemed most appropriate. The method to estimate acquisition and easement costs is described below. These costs do not include any staff time to pursue acquisitions and easements, nor any appraisal costs, or any other costs other than the purchase of the land itself.

The range of cost estimates reflects the following assumptions:

- The full acquisition value is equivalent to the Real Market Value (RMV) for private lands without plans for redevelopment (P3 and P4 categories). The RMV of all 596 private parcels with planned trail in Segment 1 is \$2.6 billion.
- Partial land acquisition costs are 10 percent of full land RMV/acquisition costs.
- Easement costs are 5 percent of full land RMV/acquisition costs.
- All estimates of percent of land with full acquisitions, partial acquisitions, and easements are broad ranges based on expected values from conversations with County DPR.
 - Full land acquisitions will occur for 5 to 15 percent of the lands considered for this Analysis.
 - Partial land acquisitions will occur for 15 to 25 percent of the lands considered for this Analysis.
 - Easements will occur for 60 to 80 percent of the lands considered for this Analysis.

Real Market Values (RMV) (i.e., the price the parcel would transact for in the open market) were calculated from assessed value (AV) in the county Assessor parcel data, backdated to their value on their assessment date at a rate of 2 percent per year. This adjustment is done to account for AV growth allowed each year under Proposition 13. The value in the last assessment year is then readjusted to an estimated real market value using the Housing Supply Index (HSI) from the

Federal Housing Finance Agency.⁷⁴ The HSI is for P3 parcels and the estimated RMV value is approximately 51% higher than the AV total unadjusted. P4 parcels have approximately 64 percent higher RMVs compared to AVs.

Table 3.2-7 presents the estimated acquisitions and easement costs using the low and high range estimates of the scenarios. The low estimate assumes the highest portion of easements, while the higher estimate assumes lower easements and higher portions of acquisitions. The estimated costs of acquisitions and easements for the SDRP Trail western portion ranges from \$184 million to \$473 million for costs of land alone.

Table 3.2-7. Estimated Acquisition and Easement Values based on 2022 Real Market Values for Planned SDRP Trail Western Portion

Type	Lower Range (5% full acquisitions, 15% partial acquisitions, 80% easements) (million)	Higher Range (15% full acquisitions, 25% partial acquisitions, 60% easements) (million)
Full Acquisition	\$133	\$399
Partial Acquisition	\$40	\$66
Easement	\$11	\$8
Total	\$184	\$473

Source: Created by ECONorthwest.

These costs represent either acquisitions or easements for all segments of the planned SDRP Trail western portion. Instead, the County and their partners may elect to only perform some acquisitions and easements for strategic trail miles, rather than complete the full SDRP Trail extent. This approach would require lower costs than those identified above. More refined analysis at the parcel level would produce more exact estimates. Properties are not individually identified; thus, the values of acquisitions include multiple hundred-million-dollar properties such as apartment complexes and malls—parcels which may not be logical for local governments to purchase.

3.2.4.4 Costs by Trail Type

The County and partners could choose to strategically prioritize the lowest-cost trail segments in order to accelerate SDRP Trail completion if there are near-term funding constraints while funding sources develop. Focusing on cost prioritization alone, the County and their partners could minimize costs by prioritizing trail segments that are on public lands and do not require acquisitions and easements, allowing and potentially motivating development of private land and corresponding trail development. Private lands could be prioritized to focus on those without existing developments that would be costlier than vacant land to acquire or obtain an easement. Land parcels in the unincorporated county are generally lower cost per square foot than those in highly developed urban areas. Trail type also influences trail costs. Class I paved trails are the most expensive to implement because they are designed for intensive use and require

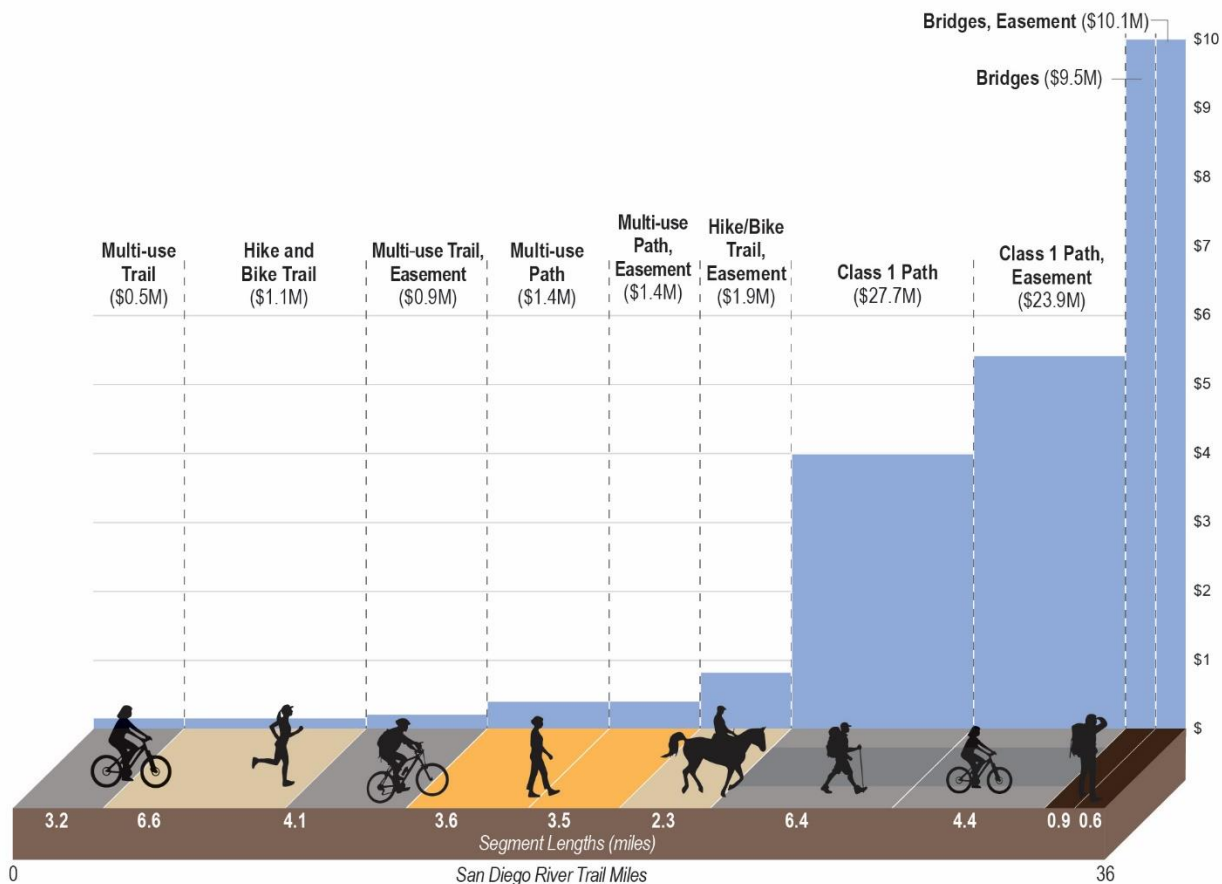
⁷⁴ The Housing Supply Index is available at: <https://www.fhfa.gov/DataTools/Downloads/Pages/House-Price-Index.aspx>

investments for crossings for bikes and pedestrians. Class I trails are more likely to be located in urban areas.

To visually represent the cost-per-mile to build the SDRP Trail for consideration of the variation in cost across the needed trail miles marginal cost curves are helpful. Marginal cost curves show the per mile total cost (total development and acquisition costs) per trail type as well as the total cost (total development and acquisition costs) per trail type. The level of detail available due to previous planning efforts along with the variation in trail types and land in the SDRP Trail western portion allows for construction of useful cost curves to visualize the cost variation. Figure 3.2-4, Figure 3.2-5, and Figure 3.2-6 depict marginal cost curves representing three different cost scenarios: low, medium, and high, respectively, based respectively on easements, corridor acquisition, or full parcel acquisition. They are applied just to the planned trail miles in the SDRP Trail western portion that will require funding for SDRP Trail completion. The marginal cost curves reveal which trail types are more expensive relative to other trail types under a given scenario. These curves also provide a basis for considering how far to feasibly take acquisition options given funding availability or priority sequencing.

The high scenario assumes all parcels (under \$300 million) are acquired fully by the local government at RMV. The medium scenario assumes a 10-foot-wide corridor the length of each trail segment for each parcel is acquired by the local government at the RMV of the corridor's area. The low scenario assumes the local government obtains an easement for the 10-foot-wide corridor for the length of each parcel at half of the RMV of the corridor's area. P2 parcels are excluded because the local government does not anticipate bearing the costs of development. These charts show the differences in cost when acquisitions are necessary, as well as the magnitude of differences in trail type costs.

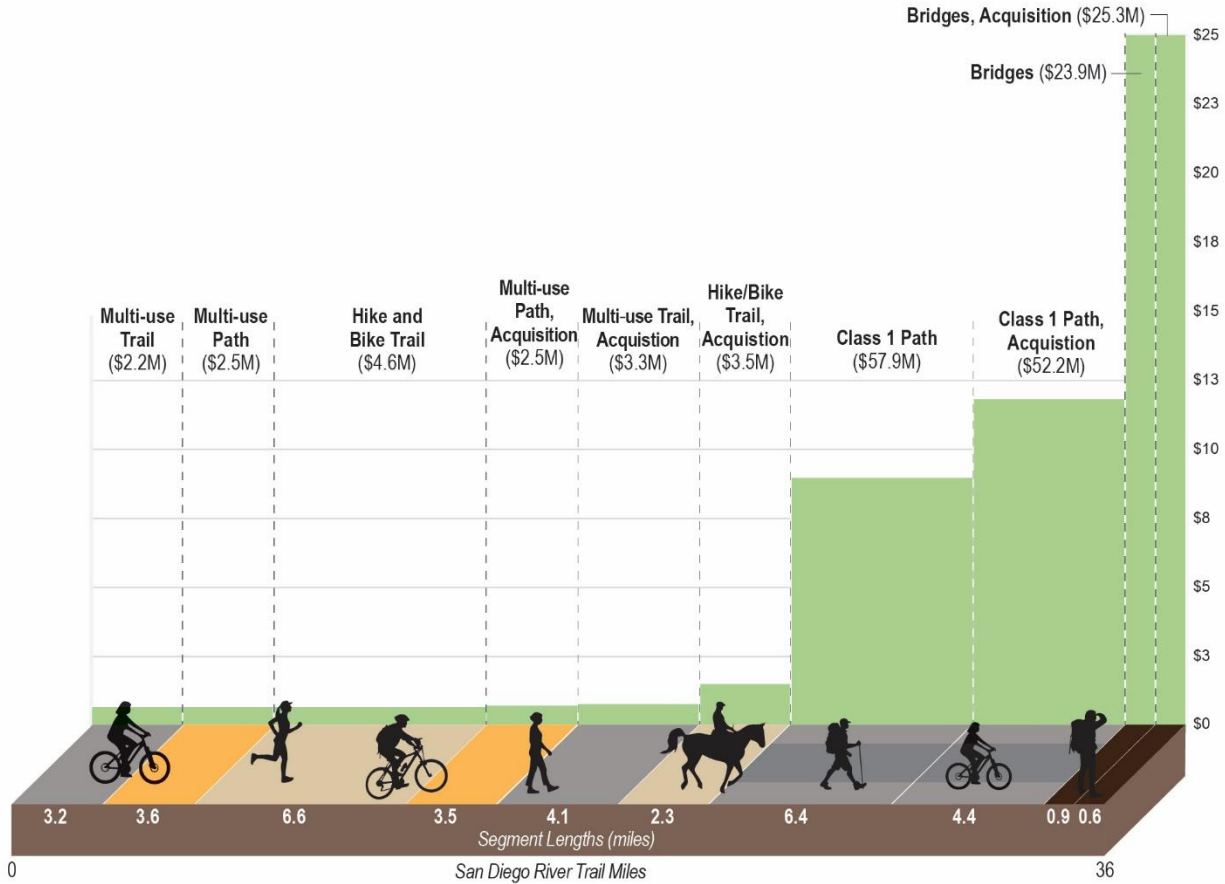
Figure 3.2-4: Estimates of SDRP Trail Western Portion per Mile Trail Development Cost by Trail Type and Segment Length for Easements (Low-Cost Scenario)



Source: ECONorthwest and ESA.

Note: Parcels with an RMV over \$300,000,000 are excluded. P2 parcels are not included because it is anticipated developers will bear the development costs. Analysis conducted only for planned trail miles (SDRP Trail western portion).

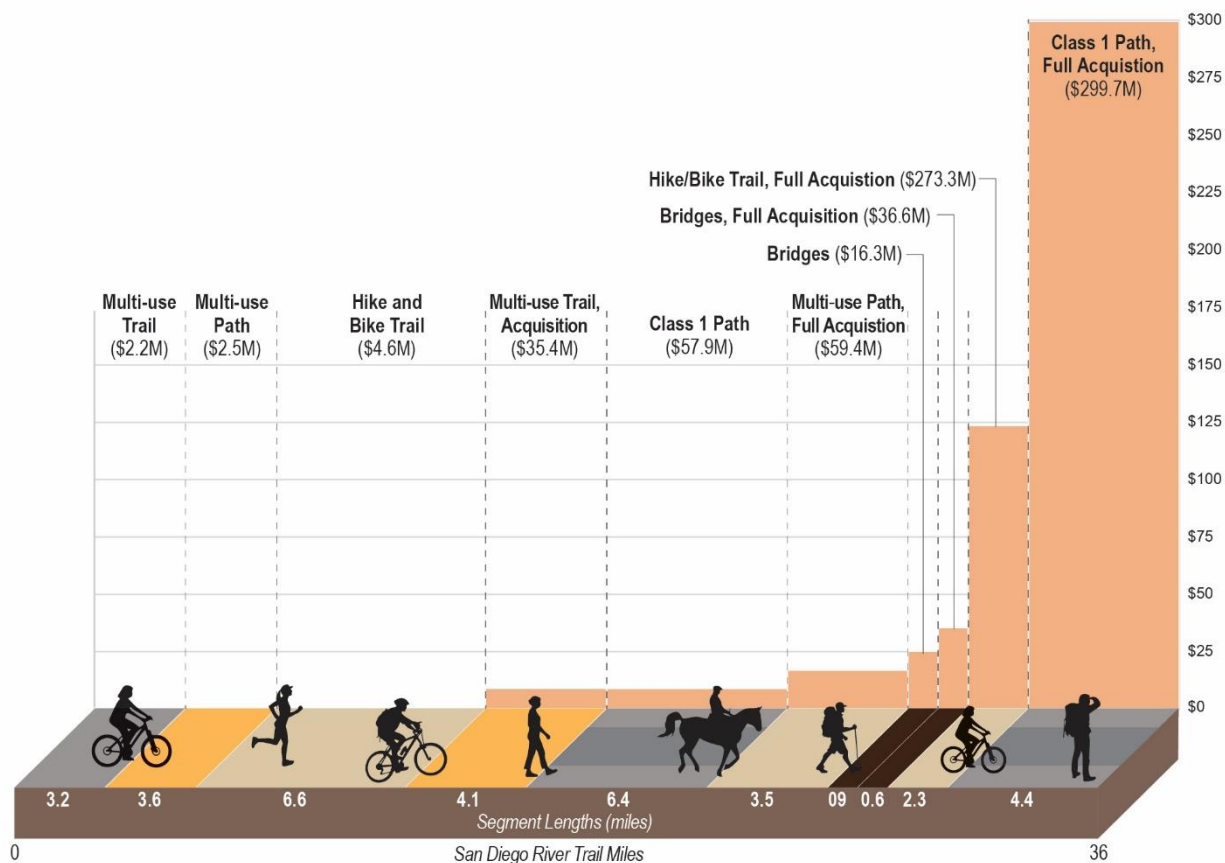
Figure 3.2-5: Estimates of SDRP Trail Western Portion per Mile Trail Development Cost by Trail Type and Segment Length for Corridor Acquisition (Medium-Cost Scenario)



Source: ECONorthwest and ESA.

Note: Parcels with an RMV over \$300,000,000 are excluded. P2 parcels are not included because it is anticipated developers will bear the development costs. Analysis conducted only for planned trail miles (SDRP Trail western portion).

Figure 3.2-6: Estimates of SDRP Trail Western Portion per Mile Trail Development Cost by Trail Type and Segment Length for Full Parcel Acquisition (High-Cost Scenario)



Source: ECONorthwest and ESA.

Note: Parcels with an RMV over \$300,000,000 are excluded. P2 parcels are not included because it is anticipated developers will bear the development costs. Analysis conducted only for planned trail miles (SDRP Trail western portion).

3.2.4.5 Inflation Impact Estimates

Given that the planning, design, accumulation of funding, and overall construction of the SDRP Trail will take years, it is imperative that the costs associated with inflation are considered, especially with compounding costs being in the tens of millions of dollars. Any funding source needs to consider when funds will be used so that it can account for inflationary factors and ensure there is sufficient funding when it is needed.

Table 3.2-8 illustrates the inflation-cost schedule for the SDRP Trail from 2022 to 2052 for both the low-end and high-end estimates of construction. Using a 10-year construction industry compounded average inflation rate of 2.93 percent, one can observe that cumulative inflation quickly becomes a significant cost in a matter of a few years.⁷⁵ Five years from now in 2027, estimated construction costs of the SDRP Trail will have increased by 11.3% from inflation impacts alone.

⁷⁵ Using the Producer Price Index (PPI) average cross all construction industries from 2012 to 2022, the average annual compound inflation growth rate is calculated.

Table 3.2-8. Estimated Impact of Inflation on Construction Costs for Planned SDRP Trail Western Portion (2022–2052)

Lower Range						Higher Range					
Annual Inflation Rate		2.93%	Estimated Project Cost		\$65,000,000	Annual Inflation Rate		2.93%	Estimated Project Cost		155,000,000
Year	Annual Project Cost (million)	Cumulative Inflation	Impact of Inflation (million)	Nominal Annual Cost (million)	Cumulative Cost by Year (million)	Year	Annual Project Cost (million)	Cumulative Inflation	Impact of Inflation (million)	Nominal Annual Cost (million)	Cumulative Cost by Year (million)
1	\$2.166	-	-	\$2.166	\$2.166	1	\$5.166	-	-	\$5.166	\$5.166
2	\$2.166	2.93%	\$0.063	\$2.230	\$4.396	2	\$5.166	2.93%	\$0.151	\$5.318	\$10.484
3	\$2.166	5.51%	\$0.119	\$2.286	\$6.682	3	\$5.166	5.51%	\$0.284	\$5.451	\$15.936
4	\$2.166	8.37%	\$0.181	\$2.348	\$9.030	4	\$5.166	8.37%	\$0.432	\$5.599	\$21.535
5	\$2.166	11.32%	\$0.245	\$2.411	\$11.442	5	\$5.166	11.32%	\$0.584	\$5.751	\$27.286
6	\$2.166	14.34%	\$0.310	\$2.477	\$13.920	6	\$5.166	14.34%	\$0.740	\$5.907	\$33.194
7	\$2.166	17.45%	\$0.378	\$2.544	\$16.464	7	\$5.166	17.45%	\$0.901	\$6.068	\$39.262
8	\$2.166	20.64%	\$0.447	\$2.613	\$19.078	8	\$5.166	20.64%	\$1.066	\$6.233	\$45.495
9	\$2.166	23.92%	\$0.518	\$2.684	\$21.763	9	\$5.166	23.92%	\$1.235	\$6.402	\$51.898
10	\$2.166	27.28%	\$0.591	\$2.757	\$24.521	10	\$5.166	27.28%	\$1.409	\$6.576	\$58.474
11	\$2.166	30.74%	\$0.666	\$2.832	\$27.354	11	\$5.166	30.74%	\$1.588	\$6.754	\$65.229
12	\$2.166	34.29%	\$0.742	\$2.909	\$30.263	12	\$5.166	34.29%	\$1.771	\$6.938	\$72.167
13	\$2.166	37.94%	\$0.822	\$2.988	\$33.252	13	\$5.166	37.94%	\$1.960	\$7.126	\$79.294
14	\$2.166	41.69%	\$0.903	\$3.069	\$36.322	14	\$5.166	41.69%	\$2.153	\$7.320	\$86.615
15	\$2.166	45.54%	\$0.986	\$3.153	\$39.475	15	\$5.166	45.54%	\$2.352	\$7.519	\$94.134
16	\$2.166	49.49%	\$1.072	\$3.238	\$42.714	16	\$5.166	49.49%	\$2.556	\$7.723	\$101.858
17	\$2.166	53.56%	\$1.160	\$3.327	\$46.041	17	\$5.166	53.56%	\$2.767	\$7.933	\$109.792
18	\$2.166	57.73%	\$1.250	\$3.417	\$49.459	18	\$5.166	57.73%	\$2.982	\$8.149	\$117.941
19	\$2.166	62.01%	\$1.343	\$3.510	\$52.969	19	\$5.166	62.01%	\$3.203	\$8.370	\$126.312
20	\$2.166	66.41%	\$1.438	\$3.605	\$56.575	20	\$5.166	66.41%	\$3.431	\$8.597	\$134.909
21	\$2.166	70.94%	\$1.537	\$3.703	\$60.278	21	\$5.166	70.94%	\$3.665	\$8.831	\$143.741
22	\$2.166	75.58%	\$1.637	\$3.804	\$64.083	22	\$5.166	75.58%	\$3.904	\$9.071	\$152.813
23	\$2.166	80.35%	\$1.740	\$3.907	\$67.990	23	\$5.166	80.35%	\$4.151	\$9.318	\$162.131
24	\$2.166	85.25%	\$1.847	\$4.013	\$72.004	24	\$5.166	85.25%	\$4.404	\$9.571	\$171.702
25	\$2.166	90.28%	\$1.956	\$4.122	\$76.127	25	\$5.166	90.28%	\$4.664	\$9.831	\$181.533
26	\$2.166	95.45%	\$2.068	\$4.234	\$80.361	26	\$5.166	95.45%	\$4.931	\$10.098	\$191.632
27	\$2.166	100.76%	\$2.183	\$4.349	\$84.711	27	\$5.166	100.76%	\$5.205	\$10.372	\$202.004
28	\$2.166	106.22%	\$2.301	\$4.468	\$89.179	28	\$5.166	106.22%	\$5.488	\$10.654	\$212.659
29	\$2.166	111.82%	\$2.422	\$4.589	\$93.769	29	\$5.166	111.82%	\$5.777	\$10.944	\$223.603
30	\$2.166	117.58%	\$2.547	\$4.714	\$98.483	30	\$5.166	117.58%	\$6.074	\$11.241	\$234.845

Source: Created by ECONorthwest.

Note: Average annual inflation is calculated using construction industry averaged PPI from BLS from the past 10 years. The rate is calculated as compounded. Annual project cost is estimated by taking estimated project cost and dividing it evenly over a 30-year period.

With inflation costs being factored, the quicker the SDRP Trail can be implemented the lower overall project costs will be. However, the quicker the SDRP Trail is implemented the larger upfront costs will be.

3.2.5 Trail Cost Summary for SDRP Trail Western Portion

The estimated costs for the planned trail component of the SDRP Trail western portion are summarized below.

- Estimated costs for SDRP Trail western portion construction: \$65 million to \$155 million
- Estimated SDRP Trail western portion cost range for acquisitions and easements: \$183 million to \$473 million
- Estimated SDRP Trail western portion ongoing cost range for trail O&M: \$0.5 million to \$1.3 million annually

There are many assumptions built into these estimates, described in detail above. Table 3.2-9 provides an overview of the per mile cost estimates that can be used to understand the incremental costs associated with the trail.

Table 3.2-9: Estimated Per Mile Trail Development and Operation & Maintenance Costs

Trail Type	Total Development Cost Per Mile		O&M Cost Per Mile	
	Lower Range	Higher Range	Lower Range	Higher Range
Class I Multi-use Path	\$4,000,000	\$9,000,000	\$40,000	\$90,000
Multi-use Path	\$400,000	\$700,000	\$2,000	\$3,000
Hike/Bike Trail	\$170,000	\$700,000	\$1,000	\$2,000
Multi-use Trail	\$170,000	\$700,000	\$1,000	\$2,000
Bridges	\$10,100,000	\$25,300,000	\$40,000	\$90,000

Source: Created by ECONorthwest.

Given these costs estimates, for the SDRP Trail component of the SDRP alone to be built over 30 years would require approximately \$10 million to \$20 million per year to start, increasing to \$20 million to \$50 million in the latter years. Table 3.2-10 summarizes the costs by year, assuming costs are spread evenly over the 30-year period. Ongoing O&M costs are cumulative to reflect the increased costs as more sections of the trail are completed. One or multiple funding mechanism(s) that fully covers the costs of the full planned SDRP Trail would need to be able to generate that level of annual funding. Lower funding amounts would be able to fund a more limited section of the trail.

These estimates do not include costs for the SDRP Trail eastern portion. Nor do they include any costs for parks or larger open space restoration beyond what is required for the trail. These costs are discussed in later sections.

Table 3.2-10. Annual and Cumulative Costs Over Time (Inflated, 2022-2052)

Lower Range					Higher Range				
Year	Implementation (million)	O&M (million)	Acquisitions (million)	Annual Project Cost (million)	Year	Implementation (million)	O&M (million)	Acquisitions (million)	Annual Project Cost (million)
1	\$2.166	\$0.016	\$6.100	\$8.283	1	\$5.166	\$0.040	\$15.766	\$20.973
2	\$2.230	\$0.034	\$6.278	\$8.543	2	\$5.318	\$0.823	\$16.228	\$21.629
3	\$2.286	\$0.052	\$6.436	\$8.774	3	\$5.451	\$0.126	\$16.635	\$22.213
4	\$2.348	\$0.072	\$6.610	\$9.030	4	\$5.599	\$0.173	\$17.086	\$22.858
5	\$2.411	\$0.092	\$6.790	\$9.295	5	\$5.751	\$0.222	\$17.551	\$23.525
6	\$2.477	\$0.114	\$6.974	\$9.566	6	\$5.907	\$0.274	\$18.027	\$24.209
7	\$2.544	\$0.137	\$7.164	\$9.846	7	\$6.068	\$0.328	\$18.517	\$24.915
8	\$2.613	\$0.160	\$7.359	\$10.133	8	\$6.233	\$0.386	\$19.020	\$25.640
9	\$2.684	\$0.185	\$7.559	\$10.429	9	\$6.402	\$0.446	\$19.538	\$26.386
10	\$2.757	\$0.212	\$7.764	\$10.733	10	\$6.576	\$0.509	\$20.067	\$27.153
11	\$2.832	\$0.239	\$7.975	\$11.047	11	\$6.754	\$0.575	\$20.613	\$27.943
12	\$2.909	\$0.268	\$8.191	\$11.369	12	\$6.938	\$0.644	\$21.173	\$28.755
13	\$2.988	\$0.298	\$8.414	\$11.701	13	\$7.126	\$0.717	\$21.748	\$29.592
14	\$3.069	\$0.330	\$8.643	\$12.043	14	\$7.320	\$0.793	\$22.339	\$30.453
15	\$3.153	\$0.363	\$8.877	\$12.395	15	\$7.519	\$0.873	\$22.946	\$31.339
16	\$3.238	\$0.398	\$9.118	\$12.756	16	\$7.723	\$0.956	\$23.569	\$32.249
17	\$3.327	\$0.435	\$9.367	\$13.129	17	\$7.933	\$1.044	\$24.211	\$33.189
18	\$3.417	\$0.473	\$9.621	\$13.512	18	\$8.149	\$1.135	\$24.868	\$34.153
19	\$3.510	\$0.513	\$9.882	\$13.905	19	\$8.370	\$1.231	\$25.543	\$35.145
20	\$3.605	\$0.554	\$10.151	\$14.311	20	\$8.597	\$1.331	\$26.237	\$36.166
21	\$3.703	\$0.598	\$10.427	\$14.729	21	\$8.831	\$1.435	\$26.951	\$37.219
22	\$3.804	\$0.643	\$10.710	\$15.158	22	\$9.071	\$1.545	\$27.683	\$38.299
23	\$3.907	\$0.691	\$11.001	\$15.600	23	\$9.318	\$1.659	\$28.435	\$39.412
24	\$4.013	\$0.741	\$11.300	\$16.055	24	\$9.571	\$1.778	\$29.207	\$40.557
25	\$4.122	\$0.792	\$11.607	\$16.522	25	\$9.831	\$1.902	\$30.000	\$41.734
26	\$4.234	\$0.846	\$11.922	\$17.004	26	\$10.098	\$2.032	\$30.815	\$42.946
27	\$4.349	\$0.903	\$12.246	\$17.499	27	\$10.372	\$2.168	\$31.653	\$44.193
28	\$4.468	\$0.962	\$12.579	\$18.009	28	\$10.654	\$2.309	\$32.510	\$45.478
29	\$4.589	\$1.023	\$12.921	\$18.534	29	\$10.944	\$2.457	\$33.396	\$46.798
30	\$4.714	\$1.087	\$13.272	\$19.074	30	\$11.241	\$2.610	\$34.305	\$48.157
Total	\$98.483	\$13.246	\$277.268	\$388.999	Total	\$234.845	\$31.792	\$716.656	\$983.294

Source: Created by ECONorthwest.

3.3 Planned SDRP Trail Costs in Eastern Portion

There are approximately 40 miles of proposed SDRP Trail in the eastern portion (northeast of El Capitan Reservoir). Approximately 15 miles of proposed trail are through the Cleveland National Forest, with additional federal land as well (included in other public land below). The remaining lengths of trail in the eastern portion of SDRP Trail are on land owned by the County, San Diego Gas & Electric (SDG&E), San Diego River Park Foundation, and other private land (Table 3.3-1).

Table 3.3-1. Land Ownership of SDRP Trail Eastern Portion

Land Ownership	Miles
National Forest	14.9
Private	14.6
County of San Diego	0.6
Other Public	9.2
Total Planned Trail Miles (Eastern Portion)	39.3

Source: Created by ECONorthwest.

It is unclear who would pay and how costs for the proposed trail would be funded, given the access to funds for trail projects available to the USFS. Discussions with the USFS for this study suggest that funding would be available if a formal planning process is conducted and the SDRP Trail is identified as a priority by the USFS. The USFS also has special access to federal funding sources including grants that could be applied to the SDRP in the eastern portion. A shared cost model with the USFS, the County, San Diego River Park Foundation, and other SDRP partners would be likely to fund the proposed sections of the SDRP Trail. The cost estimates described below are based on the miles of proposed trail estimated in the table above. The actual cost of the trail will vary depending on where and when it is implemented. For this Analysis we generally apply similar cost considerations for trail development and construction by trail type as applied to the planned SDRP Trail western portion, for the planned trail in the eastern portion. The USFS does generally identify lower costs for trails however than these estimates, including costs for O&M. This could in part be due to the lower intensity of use expected in national forests relatively distant from major population centers.

3.3.1 SDRP Trail Eastern Portion Implementation Costs

This Analysis assumes that the least invasive and least developed SDRP Trail construction type will be used. However, given assumptions that the County will be involved in developing and constructing the trail, values are inflated to reflect increased planning and permitting costs than typical USFS estimates. The hike/bike trail is the lowest-cost of the identified trail options and has a cost of \$170,000 per mile for the low-range implementation cost but is increased to \$700,000 to reflect County costs (see Table 3.2-5). As described in the prior section, these costs do not include more intensive restoration or larger planning or permitting efforts, such as for National Environmental Policy Act (NEPA) or California Environmental Quality Act (CEQA).

Given that there is private land on the SDRP Trail eastern portion, land acquisition or easements will have to occur to allow for trail construction. Adopting the same methodology for acquisitions

and easements as for the western portion 1 but generally assuming full parcel acquisition given parcel sizes and expected costs as well as uncertainties for capital investment needs in the eastern portion of the SDRP Trail, total land acquisition costs are estimated at \$15,000,000. Using the per mile cost estimates for a simple hike/bike trail, the development and construction costs for the SDRP Trail eastern portion would range from approximately \$7 million to \$28 million. Combined with acquisition costs, the SDRP Trail eastern portion costs would total \$21.7 million to \$42.5 million (2022 dollars). Table 3.3-2 summarizes the costs by land ownership category.

Table 3.3-2. Estimated Total Implementation Costs for SDRP Trail Eastern Portion (2022 Dollars)

Trail in National Forest	Total Miles = 14.9	
	Cost per Mile (million)	Total Cost (million)
Hike/Bike Trail	\$0.17-\$0.7	\$2.5-\$10.4
Private Land	Total Miles = 14.6	
	Cost per Mile	Total Cost
Hike/Bike Trail	\$0.17-\$0.7	\$2.5-\$10.2
Land Acquisition		~\$15
Other	Total Miles = 9.8	
	Cost per Mile	Total Cost
Hike/Bike Trail	\$0.17-\$0.7	\$1.7-\$6.7
Estimated Total Cost	\$21.7- \$42.5	

Source: Created by ECONorthwest.

Note: There are some discrepancies in totals due to rounding.

Trail costs vary considerably given the width and surface of a trail, the topography of the trail location, and the speed at which a trail is constructed. Given the significant variation in all of these factors, as well as uncertainties about the extent of the partnership with the USFS and private landowners to implement this section of the SDRP Trail, these estimates have significant caveats and assumptions.

3.3.2 Operations and Maintenance

In the Cleveland National Forest, O&M of trails are completed through a combination of USFS staff resources, contracts with local conservation corps, and volunteers. Trail O&M costs for USFS-managed trails are approximately \$350 per mile per year as of 2021.⁷⁶ Across all 39 miles of the SDRP Trail eastern portion, the annual O&M costs per year at this rate would be about \$14,000 per year. These costs are low in part due to the amount of trail that is maintained by volunteers, as well as the physical composition of the trail, limited amenities onsite, and lower intensity of use than trails closer to population centers. Recent annual volunteer and conservation corps maintenance hours were 6,090 in 2020 and 4,978 in 2021. We also consider typical County O&M costs described earlier (western portion) which provides estimates of \$39,000 to \$79,000 per year. O&M of facilities such as parking lots, bathrooms, picnic tables, and other amenities will require additional funding.

⁷⁶ U.S. Forest Service, Region 6. (2021) *R06 Trail Costs Per Mile*. Provided directly by U.S. Forest Service, Region 6.

3.4 Additional Costs

3.4.1 Open Space and Park Costs

The vision for the SDRP includes preservation of open space in addition to completion of the SDRP Trail. Acquisition of land for open space and/or developed parks could be accomplished through full property acquisitions. Because there are no defined plans for open space or park costs, these costs are not quantitatively estimated.

The park at the Riverwalk development in the city of San Diego (Fashion Valley) is one example of a park that could receive funding for the new funding mechanism. There are currently not costs available for the implementation or O&M for this park, nor has it been decided what portion of costs will be funded by the developer, the City of San Diego, or paid for through a mechanism such as a Community Facilities District (CFD). This park is an example of the types of resources that could be developed sooner with a dedicated and stable funding mechanism for the SDRP Trail. The County estimates that new parks cost on average \$900,000 per acre. The Riverwalk Park is estimated to be approximately 65 acres.

3.4.2 Bike Lanes Adjacent to Sidewalks

Along the SDRP Trail, 40.2 miles of sidewalks have already been built with 30.3 miles of bike lanes adjacent. It is plausible that bike lanes adjacent to previously built sidewalks will be developed, adding an additional 9.9 miles of bike lanes to the SDRP Trail. The 2005 SANDAG report, “Riding to 2050” estimated the cost of development of Class 2 Bike Lanes from \$30,000 (without road widening) to \$273,000 (with road widening) per mile in 2005 dollars. A conservative estimate of the development cost for an additional 9.9 miles of bike lanes along the SDRP is from \$461,000 to \$4.2 million (2022 dollars).

3.4.3 Restoration and Planning Costs

After the County acquires a property for open space and restoration, the following sequence of events generally occurs. Each of these items have associated costs, described below:⁷⁷

- Inventory Surveys for Biological Resources: \$150,000 to \$250,000
- Inventory Surveys for Cultural Resources: \$100,000 to \$200,000
- Preparation of Resource Management Plan: \$150,000 to \$250,000
- California Environmental Quality Act Environmental Document:
 - Mitigated Negative Declaration: \$80,000 - \$100,000
 - Environmental Impact Report: \$200,000 - \$300,000
- Mitigation: Varies depending on extent of mitigation required

⁷⁷ Provided by County of San Diego, Department of Parks and Recreation.

- Construction: Varies depending on what is being constructed (see trail cost estimates above)
- Restoration (total of 3 years including restoration efforts, management, and monitoring):
 - Upland habitat (scrub/chaparral): \$75,000/acre to \$100,000/acre
 - Riparian habitat (within and adjacent to water resources): \$100,000/acre to \$350,000/acre

3.5 Cost Summary and Potential Funding Need

Summing the cost estimates as calculated and documented in this chapter across the full extent of the SDRP Trail that still requiring funding results in the estimates provided in the tables below (Table 3.5-1, Table 3.5-2, Table 3.5-3). In total, the estimated costs for the entirety of the SDRP Trail requiring funding are:

- Estimated cost range for acquisitions and easements: \$199 million to \$488 million
- Estimated costs for trail construction and development: \$72 million to \$180 million
- Estimated costs for trail implementation (construction and acquisition): \$271 million to \$668 million
- Estimated ongoing annual cost range for trail O&M: \$0.5 million to \$1.3 million annually

Table 3.5-1. Estimated Total Development and Construction Costs for All Needed Trail Segments

Trail Type	Miles	Total Implementation Costs	
		Lower Range (million)	Upper Range (million)
Class I Multi-use Path	10.8	\$44	\$98
Multi-use Path	7.1	\$3	\$5
Hike/Bike Trail	48.2	\$8	\$34
Multi-use Trail	7.3	\$1.2	\$5
Bridges	1.6	\$16	\$40
Total	75.0	\$72	\$180

Source: Created by ECONorthwest.

Note: There are some discrepancies in totals due to rounding.

Table 3.5-2. Estimated Total Annual O&M Costs for All Needed Trail Segments

Trail Type	Miles	Annual Operation & Maintenance Costs	
		Lower Range (million)	Upper Range (million)
Class I Multi-use Path	10.8	\$0.4	\$1
Multi-use Path	7.1	\$0.01	\$0.02
Hike/Bike Trail	48.2	\$0.048	\$0.1
Multi-use Trail	7.3	\$0.07	\$0.015
Bridges	1.6	\$0.06	\$0.14
Total	75.0	\$0.5	\$1.3

Source: Created by ECONorthwest.

Note: There are some discrepancies in totals due to rounding.

Table 3.5-3. Estimated Needed Land Acquisition and Easement Costs for All Needed Trail Segments

Type	Low Estimate (million)	High Estimate (million)
Full Acquisition	\$148	\$414
Partial Acquisition	\$40	\$66
Easement	\$11	\$8
Total	\$199	\$488

Source: Created by ECONorthwest.

In addition to the costs for the SDRP Trail, there will be costs associated with any open space preservation, parks, and restoration activities associated with the SDRP. Given the nature of the existing projects used to generate these cost parameters, and the inclusion of acquisition costs that can extend beyond the immediate trail footprint, some share of these additional costs are included in these cost estimates.

Not all costs need to be paid for by a new dedicated funding mechanism, and can be paid for by existing funds. There are existing funding sources grants, and donations that will likely continue to contribute to funding the SDRP Trail. Federal funding sources for trail on federal land in the eastern portion will likely be particularly important. Some funding sources may be able to cover only capital costs, so matching cost category to funding options is critical to determining the viability of funding sources (discussed further in Chapter 5). Local funding sources can be strategically deployed to best access and leverage outside funding sources (e.g., state, federal, and philanthropic).

Prioritization of funding for only certain SDRP Trail segments would reduce the cost need by preventing costs increases from delays and inflation. Prioritization of the trail could also be focused on the lowest cost opportunities, which will generally be on undeveloped land in less urban areas and could also lead to faster completion of those sections of the trail for a lower initial mile trail cost. However, waiting to complete more expensive SDRP Trail segments could lead to higher total costs over time as those costs increase due to inflationary factors.

Completion of the SDRP Trail is ultimately dependent upon the amount of funding and staff resources available, as well as coordination and proactive progress towards identifying projects by the County and the County's partners. Additional funding alone will not ensure that the full planned SDRP vision is completed. In addition to funding, completing the SDRP Trail will require willing landowners to participate in acquisitions and easements, as well as a continued willingness to contribute and dedicate resources to the SDRP Trail by the County and other partners.

4 Outreach and Public Engagement

4.1 Outreach Approach

4.1.1 Overview of Outreach Objectives

Government and organization leaders, local residents and businesses, and other stakeholders have been engaging in conversations about a continuous trail and park along the San Diego River for decades.⁷⁸ Numerous and diverse groups and communities care about the San Diego River and the areas and amenities in the San Diego River corridor. Some have engaged in decades of work in its stewardship and improvement. This interest and concern arise from a wide range of perspectives, priorities, and expectations regarding outcomes of various policy and investment paths. Concerns arise not just from objectives associated with the benefits of SDRP (discussed earlier), but also from the opportunity costs of resources necessary to complete the SDRP Trail – land, funds, staff time, etc.

Local public and private organizations have created or supported plans establishing vision and design concepts, including the San Diego River Conservancy and the San Diego River Park Foundation with input from environmental, recreation, and community stakeholders and the broader public. The County's Community Trails Master Plan also identifies the SDRP Trail as part of the regional trails system. Additionally, the County convened a Task Force in 2021 to help advance implementation. The many stakeholders involved in prior planning need to be informed of the *San Diego River Park Feasibility Analysis* and be given opportunities to provide input to the team. Also, community members near the San Diego River corridor and the broader public need access to project information.

The two main objectives for outreach efforts associated with this project are:

- Promote inclusiveness and participation by providing venues where stakeholders and interested parties can learn about the project and submit feedback.
- Gather data and information as inputs for the study of funding options.

This section summarizes the outreach program and findings as of this writing, with a recognition that outreach will continue and likely expand in later phases of SDRP Trail funding, planning, implementation, and operation. Input resulting from the outreach program also influenced analysis and content presented throughout this report.

4.1.2 Outreach Activities

Outreach for the *San Diego River Park Feasibility Analysis* took several different forms to reach and involve stakeholders in accessible and inclusive ways. A summary is included in Appendix 2. This outreach included approximately thirty one-on-one interviews, two public meetings, four presentations, and a web-based survey accessible to everyone, where 800 responses were received. The following subsections detail the extent of the outreach and findings for each form

⁷⁸ See Section 2 of Chapter 1 for more information about the history of the SDRP.

of outreach that was conducted as part of this study. Table 4.1-1 provides a summary of outreach activities and the timeline.

Table 4.1-1. Timeline of Outreach Activities

Date	Activity
November 3, 2021	Authorization from Board to begin the study
January – May 2022	Informational Interviews
March 24, 2022	First Virtual Public Meeting
April 27 – May 15, 2022	Online Survey
May 4, 2022	In Person Presentation to Lakeside Community Planning Group
May 23, 2022	Second Virtual Public Meeting
August 10, 2022	Task Force Meeting
Summer 2022	Presentation to Board of Supervisors

4.1.3 Outreach Notification

Information about the outreach activities was posted on the County DPR website, as well as distributed through email lists maintained by the County and their partners, including the San Diego River Conservancy and San Diego River Park Foundation.

There were two website postings to provide information about this project. A post was added to the County DPR website on the *Park Development Plans* webpage to provide project information and background about SDRP Trail planning efforts.⁷⁹ The post included contact information for the public to ask questions, provide input, and sign up for notifications. The content of the post is included in Appendix Public Notices.

⁷⁹ San Diego County Department of Parks and Recreation, *Park Development Plans*, available at; <https://www.sdparks.org/content/sdparks/en/AboutUs/Plans/ParksImprovementPlan.html>

4.2 Summary of Outreach Findings

Project outreach has been incorporated into this study since the project onset. Project outreach for this study has served two purposes. The first is to gather data and information as inputs and informing assumptions for the study. The second is to promote inclusiveness and participation by providing venues where stakeholders and interested parties can learn about the project and submit feedback. Outreach will continue if the County continues to pursue a funding strategy for the SDRP Trail.

During public outreach and engagement for the Analysis, stakeholder feedback was generally supportive of proceeding after considering the funding needs and tradeoffs associated with mechanisms that would restrict general fund balances. The various perspectives did identify key considerations to pursue or consider, not necessarily unanimously. For example, those who have already made contributions to provide trail segments and amenities advised against implementing a new tax, particularly for communities or businesses. Some of the key themes that emerged include:

- Continue to use state and federal grant opportunities
- Continue to seek/use investments by private development
- Address challenges related to coordination across jurisdictions
- Recognize the range of public funding priorities in the region; and achieve other objectives of the County like CAP/RDF opportunities provided by the SDRP Trail
- Leverage the benefits of the SDRP Trail that may capture new revenue streams (e.g., increase of property value), and direct that revenue towards SDRP Trail funding,
- Seek equitable investments and funding systems

Additional engagement was conducted with the cities of San Diego and Santee. These cities of San Diego and Santee play particularly important roles in developing and maintaining a complete SDRP Trail as the San Diego River and existing trail segments are hosted within their jurisdictional boundaries. They both have also made significant investments to acquire land and access, build trails, and maintain trails, including through coordination with private developers on private land. Both cities have elected officials and staff have expressed support for completing the SDRP Trail. Continued and increased coordination and communication with staff and leadership for both cities will play a critical role in the success of a completed SDRP Trail.

4.2.1 Informational Interviews

The purpose of the informational interviews is to inform the research and gather information from key stakeholders of the *San Diego River Park Feasibility Analysis*, including those entities and individuals that have previously been involved in planning or who have jurisdiction in the San Diego River corridor.

The 27 interviews and meetings began with background and an overview of the project objectives and approach, followed by questions and discussions on those aspects where the interviewee and audience members could provide input or had opinions or perspectives.

Informational interviews were conducted with topical experts at local agencies, municipalities, federal agencies, NGOs, and others who have been involved in planning or who have jurisdiction in the San Diego River corridor. Table 4.2-1 shows stakeholder categories and the organizations interviewed in each category. It provides a high-level list of the types of stakeholders that were included in the outreach process. The consultant team worked closely with County DPR on an ongoing basis to identify additional stakeholders and worked to include them in outreach activities. A detailed list and description of all interviews is available in the Appendix Table 4.

Table 4.2-1. Stakeholder Interviews

Stakeholder Category	Interviewed Organizations
Business and Development	Hines (Riverwalk Development), Marathon Construction
Federal Government	US Forest Service (Cleveland National Forest)
Regional and Local Government	City of San Diego Mayor's Office, City of San Diego District 7, City of Santee, San Diego County Assessor, City of San Diego Maintenance Assessment District Managers, City of San Diego Public Utilities, County of San Diego District 2, The San Diego Association of Governments (SANDAG), City of San Diego Parks
Regional River, Open Space, and Recreation Organizations	Lakeside's River Park Conservancy, San Diego River Park Foundation
Sovereign Tribal Governments and Tribal Organizations	Contacts and outreach initiated, communication still in process
State of CA Government	San Diego River Conservancy
Unincorporated Communities and Regional Coalitions	Lakeside Community Planning Group, Regional Task Force on the Homeless

Source: Created by Kearns & West.

The informational interview with leadership from the City of Santee identified the city's status of having successfully seen most necessary segments of the SDRP Trail through its jurisdiction completed and maintained. There are trail gaps to still be completed, but overall, the City of Santee has been able to complete large portions of the SDRP Trail, and major additional outside funding isn't seen as critical by City of Santee staff for completing or maintaining the SDRP Trail segments within the city. The timing of completing the SDRP Trail through the city of Santee though is still uncertain. City of Santee staff did express a strong interest in staying involved in any planning or governance coordination processes.

The City of San Diego has played a strong and dedicated role in the process of funding, implementing, and maintaining major segments of the SDRP Trail. This includes coordination across a variety of public and private landowners. Interviewed representatives from the mayor's office and a City Councilmember identified completion of the SDRP Trail as a high priority, and enthusiasm for the County's proactivity on the matter. The City of San Diego could likely be a

partner to the County in a dedicated funding program for the SDRP Trail. The process for such coordination would still need to be conducted as only preliminary conversations have been conducted as of this writing.

4.2.2 Public Meetings and Presentations to Community Planning Groups

There were three public meetings as part of this study: two public online meetings and one in-person meeting to the Lakeside CPG. The purpose of the Public Meetings and Presentations to the CPG is to create direct communication channels to share updates on the *San Diego River Park Feasibility Analysis* process with stakeholders and receive their feedback in a public setting. In addition, the presentation of this study to the Board of Supervisors in Summer 2022 will provide another avenue for the public to comment on the analysis, findings, and recommendation.

4.2.2.1 First Public Meeting

The initial public meeting on March 24, 2022, generated interest and feedback from select community members. There were 15 attendees at this meeting. Member backgrounds included business and developers, nonprofits, as well as general members of the public. One key theme raised by meeting participants included the importance of including local residents, property owners and existing local trail organizations in the planning process.

4.2.2.2 Second Public Meeting

The second public meeting on May 23, 2022, was attended by more members of the public, including some members who were also at the first public meeting. There were 31 attendees at this meeting. Most attendees appeared to be local residents. In addition, there were attendees from the Mission Trails Regional Park Foundation, San Diego Mountain Biking Association, and the San Diego River Conservancy. Attendees were most interested in specific trail location and design, support for completing the SDRP Trail, as well as wanting to continue to be involved and see the full results of the report.

4.2.2.3 Lakeside Community Planning Group Meeting

The in-person meeting to the Lakeside CPG on May 4, 2022, was attended by the majority of the Planning Group members as well as approximately five members of the public. Only Planning Group members provided feedback during this meeting. No members of the public provided any feedback. The feedback from Planning Group members was mixed. There were some statements that the SDRP Trail is too expensive and should have been implemented many years ago before all the environmental regulations and cost increases occurred. Other members said they support restoring the San Diego River and recognize that the SDRP Trail could help reduce fire risk, reduce nuisance activities, and result in a healthier river with less vegetation that blocks views and access. As with feedback in the public meetings and survey results, there is skepticism that paying for the SDRP Trail can be done without a new tax.

4.2.2.4 August 2022 Task Force Meeting

The San Diego River Park Task Force convened August 2022 to hear the results of this study. The Task Force members discussed the funding options and considered strategies for moving forward to establish a funding strategy for completing the SDRP Trail.

4.2.2.5 September 2022 County Board of Supervisors Meeting

The purpose of the September 2022 Board Meeting is to present the study findings to the Board during one of their regular meetings. The public will be able to attend, hear the presentation, and be able to provide input at the Board of Supervisors meeting.

4.2.3 Public Survey

As part of stakeholder outreach efforts, a public facing survey was developed and posted on the San Diego Parks and Recreation website. The goal of the survey is to receive public input on the use of the current extent of the SDRP Trail system, the perceived importance of completing the SDRP Trail and perceptions of funding preferences for completing the trail, as well as public input on possible funding options.

The project team including the County drafted the survey and then internally distributed the survey with County staff via email to review. Once completed, the County provided the public survey link to other organizations for distribution among their public members. Between the survey's opening on May 2 and closing May 15, the survey received a total of 816 responses.

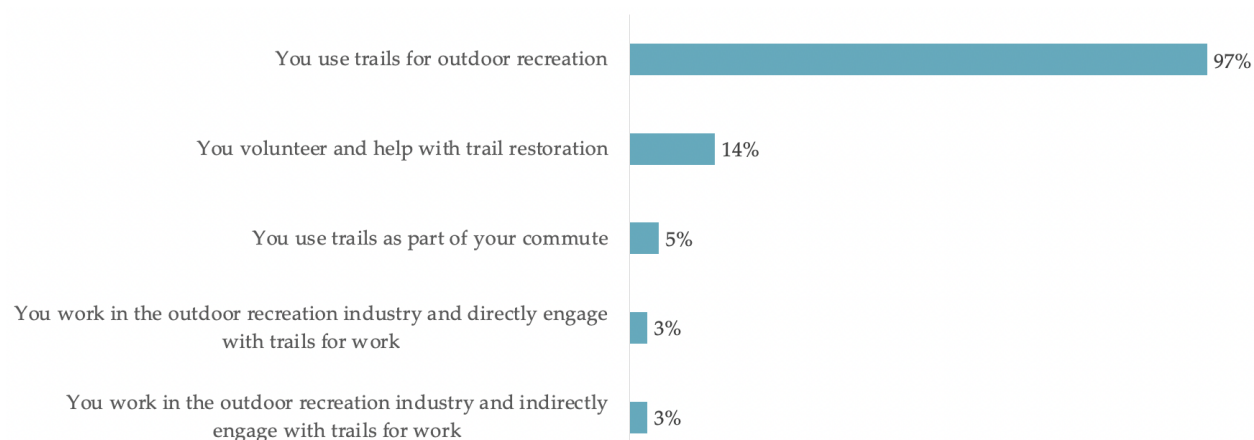
4.2.3.1 Survey Results

The questions and results of the survey questions are described below. The responses are divided into two sections, one for the form responses (Figure 4.2-1 through Figure 4.2-8), which do not allow for open-ended response answers, and another for the questions with open-ended responses (Figure 2-9).

4.2.3.1.1 Form Responses

Question 1 was aimed at understanding how users identify their interaction with trails.

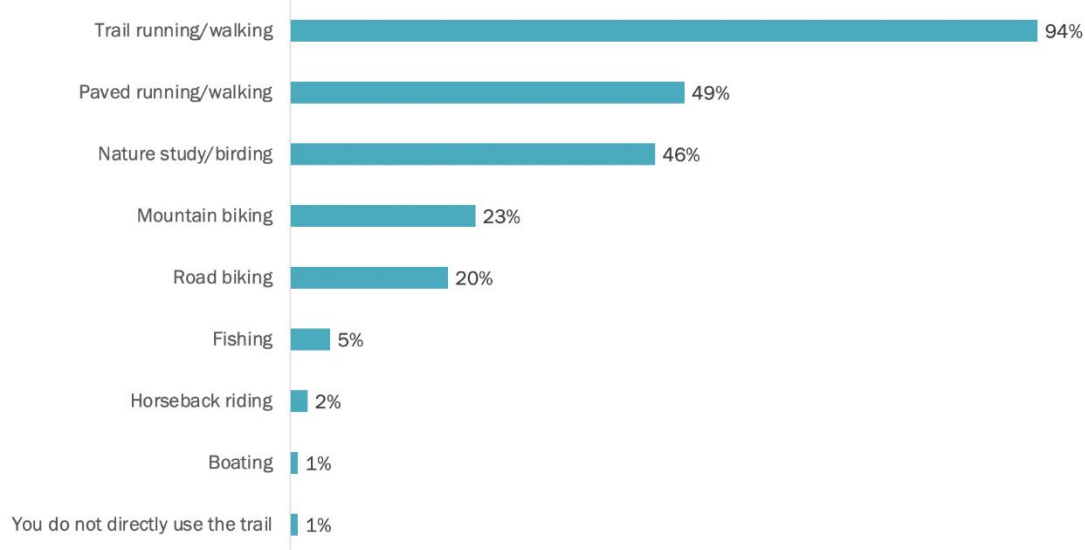
Figure 4.2-1. Responses to Question 1: How Do You Interact with Trails?



When asked what type of trail user respondents identify with, 97 percent stated that they use the current SDRP Trail segments for outdoor recreation. This was followed by 14 percent of respondents stating that they volunteer with trail restoration. Only 5 percent use the trail as part of their commute and 6 percent work in the outdoor recreation industry and directly or indirectly engage with the trails for work.

Question 2 focused on which activities respondents use trails for.

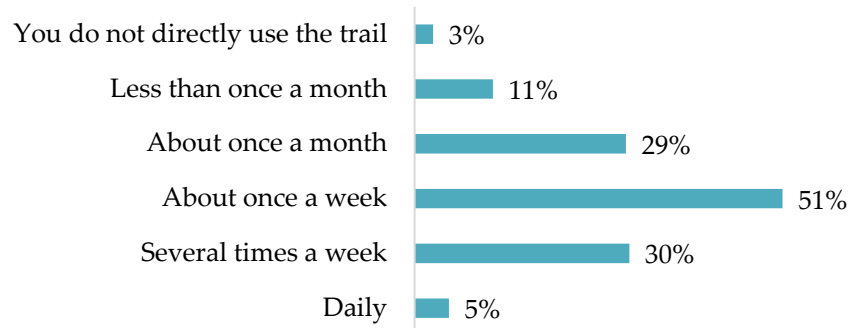
Figure 4.2-2. Responses to Question 2: Which Activities Do You Use Trails For?



Trail use amongst respondents is as follows: 94 percent use trails for running and walking, 49 percent run or walk on paved parts of trails, 46 percent use trails for birding or nature studying, 23 percent use trails for mountain biking and 20 percent use the trails for road biking. Other identified uses of trails including fishing, horseback riding, and boating, comprised only 8 percent of responses. Only 1 percent of respondents said that they do not directly use the trail.

Question 3 focused on how often respondents use trails similar to the SDRP Trail.

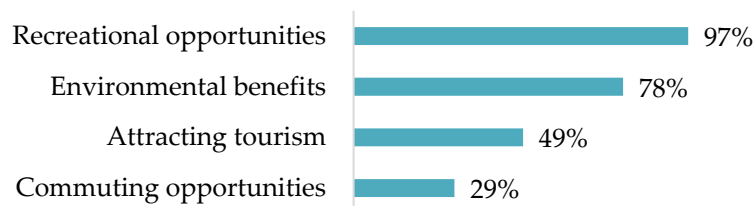
Figure 4.2-3. Responses to Question 3: How Often Do You Use Trails Like the SDRP?



When asked how frequently one uses trails, 51 percent of respondents said about once a week. The second highest frequency is several times a week followed by about once a month with 30 percent and 29 percent respectively. Five percent of respondents stated that they use trails daily, 3 percent said they do not directly use trails, and 11 percent of respondents use trails less than once a month.

To understand perceptions of the public regarding the benefits of the SDRP Trail, respondents were asked to choose from four benefit choices in Question 4.

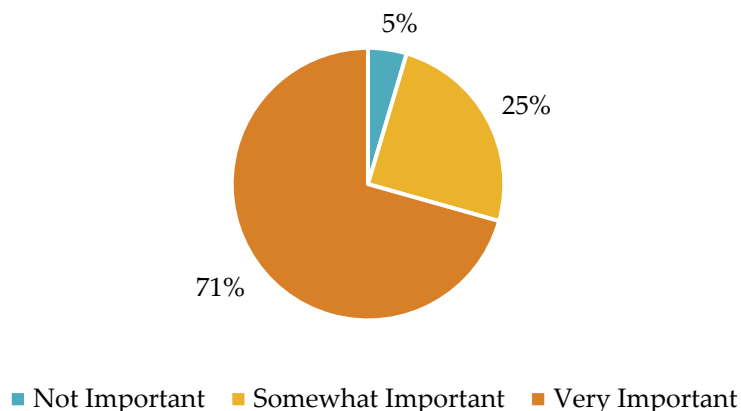
Figure 4.2-4. Responses to Question 4: Benefits of SDRP to the Larger Community



Ninety-seven percent of respondents saw the benefit of the SDRP Trail being recreational opportunities. This is followed by environmental benefits and attracting tourism at 78 percent and 49 percent, respectively. Only 29 percent of respondents saw the SDRP Trail as beneficial for commuting opportunities.

The next question focused on the how users feel about the importance of completing the SDRP Trail.

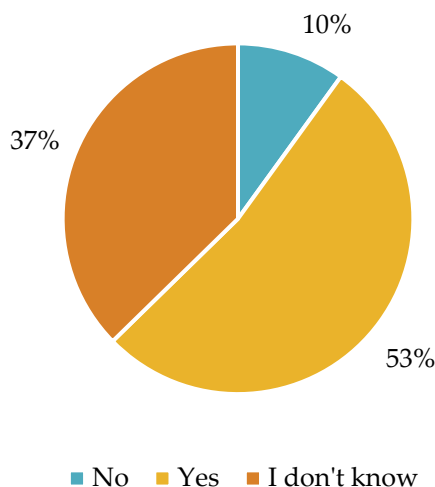
Figure 4.2-5. Responses to Question 5: Importance of SDRP Completion



When asked how important the completed of the SDRP Trail is to survey respondents, 71 percent said it is very important, 25 percent it is somewhat important, and 5 percent said it is not important.

Question 6 focused on whether users feel completion of the SDRP will result in an increase in economic activity.

Figure 4.2-6. Responses to Question 6: Will the Completion of a Connected SDRP Increase Economic Activity?



Responses from survey takers regarding whether the completion of the SDRP Trail would result in potential subsequent increase in economic activity is as follows: 53 percent of respondents state that there would be an increase in economic activity, 37 percent did not know if there would be an increase in economic activity, and 10 percent stated that there would not be an increase in economic activity from completing the SDRP Trail.

To establish an understanding of possible funding options that the public may wish to use for the completion of the SDRP Trail, respondents were asked to submit a brief response to the next question. A word-cloud was generated (Figure 4.2-7).

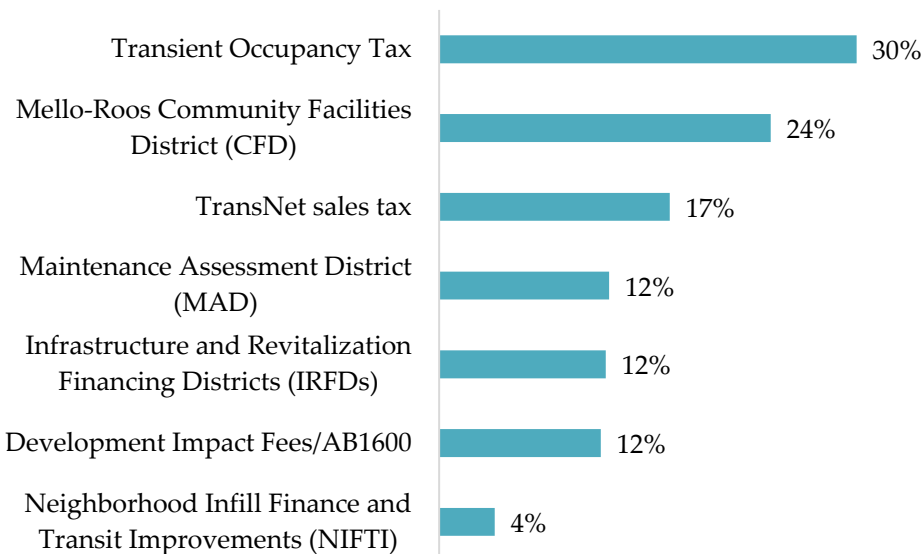
Figure 4.2-7. Responses to Question 7: Responses to Alternative Funding Sources



The funding mechanisms most cited were donations, corporate sponsorship, reallocation of the general fund, and grants. Other less common identified sources were the San Diego River Park Foundation, increasing the Transient Occupancy Tax, and fundraising.

In addition to gaining a sense of possible funding mechanisms the public may wish to pursue, respondents were asked to identify their familiarity with funding mechanisms that are presented in the report as Question 8.

Figure 4.2-8. Responses to Question 8: Which of These Funding Mechanisms Are You Aware Of?



Thirty percent of respondents indicate that they are aware of the Transient Occupancy Tax, followed by 24 percent of respondents being knowledgeable of Community Facilities Districts. Lesser-known mechanisms were Maintenance Assessment Districts, Infrastructure and Revitalization Financing Districts, Development Impact Fees, and Neighborhood Infill Finance and Transit Improvements.

4.2.3.1.2 Open-Ended Responses

In addition to obtaining frequencies of respondents' perceptions regarding the SDRP Trail, opportunities were presented for respondents to provide open-ended responses to gather unique insights and perspectives that may not be captured in pre-structured questions. Open-ended Questions 1 through 5 were asked. Open-ended responses were requested to address the perceptions of EIFD funding mechanisms, asking to provide examples of previous trail projects that have undergone similar development patterns to that of the SDRP Trail, overall feedback or additional opinions of the SDRP and SDRP analysis, as well as open-ended responses to questions with "other" write-in responses. Please see Appendices 7 through 11 for open-ended Questions 1 through 5 with associated responses.

5 Funding Tools

5.1 Existing Funding Sources

Completed and ongoing-construction segments of the SDRP Trail have been funded through a variety of sources. The vision for the SDRP includes outdoor recreation, multimodal transportation, water quality improvements, invasive species removal, and habitat restoration, among others, thus the funding for these efforts span multiple types of funding tools.

This section details the funding sources that are currently available and used in San Diego County (including incorporated areas of the City of San Diego and City of Santee). Publicly funded trail projects are funded through impact fees, donations, grants, and self-funded by the jurisdictions. Ongoing costs for the existing SDRP Trail that public agencies manage are funded through the operating budgets of each jurisdictions' Parks and Recreation Department.

5.1.1 County Existing Funding Sources

The County has a process to allocate funds for capital projects through the General Fund, also known as the Capital Improvement Needs Assessment (CINA). The CINA process kicks off each fall with a request for projects from every department. These requests are reviewed by the County's Facilities Planning Board, which includes representatives from the County's Office of Financial Planning (OFP), the Department of General Services, and each of the four business groups. The Facilities Planning Board reviews each submitted project and prioritizes them based on need and anticipated benefit. This culminates in the annual CINA document, which provides for long-term planning and a more focused look at the 5-year horizon for the County's capital and space needs. The CINA is reviewed by executive management and is ultimately brought to the Board for approval in the spring of each year right before the Operational Plan process. The SDRP Trail is not in the current CINA.

Under the Quimby Act (California Government Code §66477), local governments are able to assess impact fees on new residential development for future park and recreation facilities. The Act allows fees to be collected at a rate to provide 3 acres of park land per 1,000 residents or can be raised to 5 acres per 1,000 residents based on local conditions.

In the county, the Park Land Dedication Ordinance (PLDO) provides the mechanism for implementing the Quimby Act. The PLDO requires all developers to provide for the dedication of parkland at a rate of 3 acres per 1,000 residents or pay park fees. PLDO has approximately \$1.1 million budgeted per year for projects throughout the region. PLDO funding can be used for the provision of active recreation parks, acquisition of land, replacement of playground equipment, or other renovations. The funds cannot be used for open space, trails, maintenance, operations, or restoration of historic structures. Additionally, only 25 percent of Park In-Lieu fees, Park Land Acquisition Impact fees, or Park Improvement impact fees may be used in a fiscal year to acquire land for trails and/or develop new trails. The fees are assessed based on the Local Park

Planning Area (LPPA) boundaries and are different for each LPPA.⁸⁰ The PLDO divides the County into 24 LPPAs that coincide with the Community and Subregional Plan boundaries. Fees collected within an LPPA must be spent within that LPPA. Developers also have the option to create parks instead of paying PLDO fees. The funds may be used to develop new local parks only if a source of funds other than the County General Fund will provide for the ongoing maintenance and operation of the new park.

5.1.2 City of San Diego Existing Funding Sources

The City of San Diego has a Capital Improvement Program (CIP) that funds annual allocations to new and existing needs. Funding for the CIP is programmed from a variety of sources, such as: sewer and water fees, a 0.5-cent local sales tax for transportation improvements, development impact fees, facilities benefit assessments, private donations, the sale of City-owned property, and State and federal grants. Parks received 2 percent of CIP funds for 2022.⁸¹

In August 2021, the City of San Diego adopted a new park development impact fee (DIF), similar to a PLDO.⁸² The DIF is used to fund parks and recreation investments in the city of San Diego. The new DIF requires at least 10 percent of the citywide DIF to be used to acquire new park land.

Ongoing costs for the existing SDRP Trail that the City of San Diego manages are funded through the operating budget of the Parks and Recreation department. Maintenance Assessment Districts (MADs) are also used in the city of San Diego to fund O&M above and beyond regular services (e.g., additional power washing, trash collection). MADs are initiated by developers or interested community representatives/property owners. MADs require a majority vote (50 percent plus one) by property owners within the MAD district boundaries. The only MAD that covers existing segments of the SDRP Trail is the First San Diego River Improvement Project MAD, located in Mission Valley along a 7,000-foot section of the San Diego River, from Qualcomm Way west to Highway 163. The City of San Diego provides the services for this MAD.⁸³

5.1.3 City of Santee Existing Funding Sources

The City of Santee also uses a Capital Improvements Program (CIP) to fund all new city parks, bridge repairs, storm drain repair, repair of city-owned infrastructure, large-scale maintenance renovation and construction of city-owned facilities, and other capital expenses. Approximately 10 percent of CIP projects are in the Parks category (or about \$26.1 million in project funding).

⁸⁰ More information about PLDOs and maps of the LPPAs is available at: <https://www.sdparks.org/content/sdparks/en/AboutUs/Plans/pldo.html>

⁸¹ City of San Diego. (2022). *Capital Improvements Program Fiscal Year 2022 Adopted Budget Summary*. Available at: https://www.sandiego.gov/sites/default/files/fy22ab_v3summary.pdf

⁸² More information about the DIF for the City of San Diego is available at: <https://www.sandiego.gov/planning/programs/facilities-planning/fees>

⁸³ More information about FSDRIP is available at: <https://www.sandiego.gov/park-and-recreation/general-info/mads/fsdrip>

The most recent CIP includes five projects located along the San Diego River including projects that assist in the development of the SDRP Trail.⁸⁴

The City of Santee also has a PLDO. According to the ordinance, the applicant for any development must, as a condition of approval of the development, dedicate land, pay fees in lieu of land, or a combination of both, for the purpose of providing park or recreation facilities to serve future residents of such development.

5.1.4 Multimodal Transportation Existing Funding Sources

SANDAG is the San Diego region's primary public planning, transportation, and research agency. In addition to other funding sources, SANDAG uses sales tax to fund transportation projects in the region. Two of SANDAG's primary sources of revenue related to transportation have been the *TransNET Active Transportation* program and the *Transportation Development Act (Article 3 Non-Motorized Funds)* (TDA). Among Regional Funding Sources, the *TransNet Active Transportation program* acts as a 0.5 cent transportation sales tax program that provided approximately \$31.4 million in sales tax revenues and interest earnings for active transportation projects since 1988. The TDA is funded by 0.25 cent of the statewide sales tax based on sales tax collected within San Diego County, where 2 percent of those funds are set aside for bicycle and pedestrian programs/projects.

Of the different *TransNet* programs, the *Environmental Mitigation Program* (EMP) is a funding category for the costs to mitigate habitat impacts for regional transportation projects. The EMP goes beyond traditional mitigation for transportation projects by including a funding allocation for habitat acquisition, management, restoration, and monitoring activities as needed to help implement the MSCP and the Multiple Habitat Conservation Program. Over the past decade, \$850 million has been used to help acquire or restore more than 8,780 acres across 39 individual projects around the San Diego region.^{85,86}

In 2005, United States Congress passed the *Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA-LU)*, later replaced by the *Moving Ahead for Progress in the 21st Century Act (MAP-21)* in 2012, which takes a multimodal approach to transportation planning and supported several projects in San Diego County⁸⁷. The *Transportation Enhancement (TE) Funds* Program provided nearly \$20 million in funding between FY2011 to FY2015 to the San Diego region. The *Congestion Mitigation and Air Quality Funds (CMAQ)* funds projects that meet national goals for improved air quality and congestion relief, including bicycle projects. *Land and Water Conservation Fund* dollars, which are administered by the National Park Service, allocates money to state and local governments to acquire new land for recreational purposes. Cities, counties, and districts

⁸⁴ City of Santee. (2017). Proposed Capital Improvement Program Five-Year Budget FY 2017-18 through FY 2021-22.

⁸⁵ <https://www.keepsandiegomoving.com/EMP-Group/EMP-acquisitions.aspx>

⁸⁶ <https://www.keepsandiegomoving.com/EMP-Group/EMP-intro.aspx>

⁸⁷ City of San Diego. 2006. San Diego Pedestrian Master Plan Report. Chapter 7, Funding Sources. <https://www.sandiego.gov/sites/default/files/legacy/planning/programs/transportation/pdf/pmpchap7.pdf>.

authorized to acquire, develop, and maintain park and recreation areas can apply. Funds are competitive and there is a 50 percent local match requirement. This funding source has not been used to develop the regional bikeway network. However, it has been used for transportation projects in other areas of California and could be utilized for SDRP projects in the future. The *Recreational Trails program* funds developing and maintaining recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. The Recreational Trails Program administered by the California State parks provided approximately \$6 million statewide during the 2008 funding cycle.

Among State funding sources, the *Bicycle Transportation Account (BTA)* is an annual statewide discretionary program that is available through the California Department of Transportation for funding bicycle projects. Grants to cities and counties are approximately \$7.5 million each year with a minimum of 10 percent match for the total project cost.

5.1.5 San Diego River Conservancy Existing Funding Sources

In fiscal year 2019-20, the San Diego River Conservancy published its Legislative Report that outlined the total amount of money used in their operating budget of approximately \$350,000).⁸⁸ Multiple state bond funds have been approved by voters and generate funding through statewide property taxes. The following California State bond funds provided project money to the San Diego River Conservancy:

- **Proposition 13, Safe Drinking Water, Clean Water, Watershed Protection, and Flood Protection Bond Act of 2000:** Part of a bond measure from AB 1854, the Safe Drinking Water, Clean Water, Watershed Protection, and Flood Protection Bond Act of 2000 is a program that provides loans and grants to local agencies for various water-related purposes. The measure allows the state to sell \$1.97 billion in general obligation bonds to improve the safety, quality, and reliability of water supplies, as well as to improve flood protection. Approximately \$2 million of current and historical funding has gone to the SDRP Trail.
- **Proposition 84, The Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006:** Authorizes the use of \$5.4 billion in general obligation bonds to fund safe drinking water, water quality and supply, flood control, waterway and natural resource protection, water pollution and contamination control, state and local park improvements, public access to natural resources, and water conservation efforts. About \$5.5 million of current and historical funding has gone to the SDRP Trail. Proposition 84 funding has been used to fund updates to interior exhibits at the Serra Museum in Presidio Park using multimedia devices to describe and illustrate ancient inhabitants, historical developments and activities centered along the San Diego River.

⁸⁸ San Diego River Conservancy. (2021). Legislative Report 2019-2020. Available at: https://sdrc.ca.gov/wp-content/uploads/2021/01/NEW_leg-report-2019-2020_Jan_4_2021.pdf

- **Proposition 1, The Water Quality, Supply, and Infrastructure Improvement Act of 2014:**⁸⁹ Proposition 1 is a \$7.545 billion general obligation bond measure that provides funding for needed investments as a part of a comprehensive water plan in California. Prop 1 directly funds state water supply infrastructure projects (e.g., public water system improvements, surface, and groundwater storage, drinking water protection, water recycling and advanced water treatment technology, water supply management and conveyance, wastewater treatment, drought relief, emergency water supplies, and ecosystem and watershed protection and restoration.) There are 10 projects which have received \$5.3 million in bond funds that have been completed and another 10 projects totaling \$4.3 million that are currently in progress. Over 100 acres of land in the San Diego River watershed were conserved by acquisitions funded by Proposition 1 for construction of the SDRP Trail. The City of Santee, Lakeside River Park Conservancy, and the San Diego River Park Foundation have all received funding from Proposition 1 for invasive species removal projects on the San Diego River or its tributaries.
- **Proposition 68, The California Drought, Water, Parks, Climate, Coastal Protection, and Outdoor Access for All Act of 2018:** Proposition 68 was a \$4.1 billion bond measure to fund parks, environmental projects, water infrastructure projects, and flood protection measures throughout California. A total of 6 projects were awarded \$1.75 million in funding and are currently in progress. County DPR received \$250,000 in funding from Proposition 68 for the Lindo Lake improvement project. The funds went towards construction of ADA trails, a fishing pier, and birdwatching stations. Proposition 68 has also provided \$500,000 in funding to State Parks to support the reforestation efforts in the San Diego River's upper watershed.

5.1.6 Tax Increment Financing for the Upper San Diego River Improvement Project

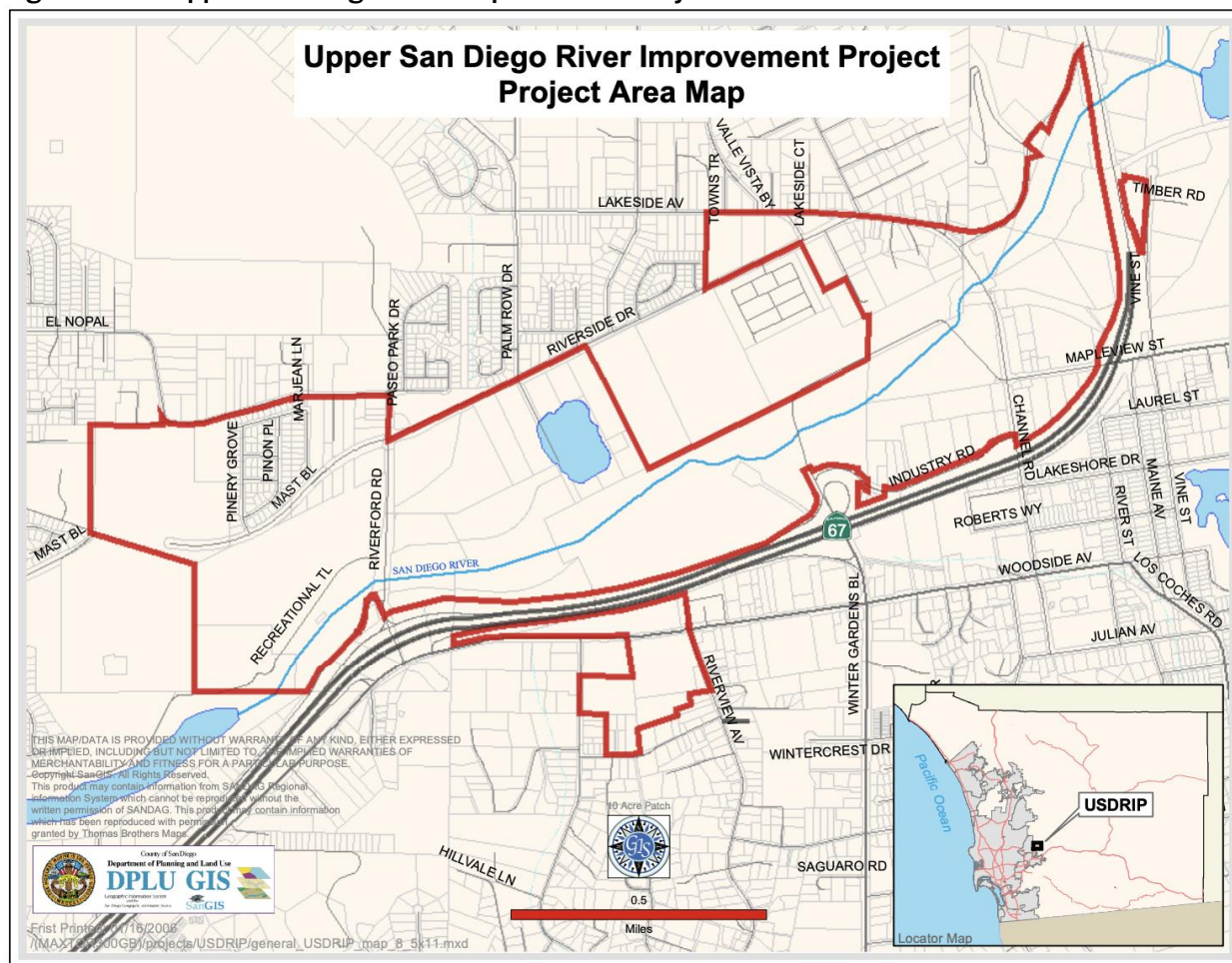
The Upper San Diego River Improvement Project (USD RIP) is a redevelopment project that the County first established in 1989 and amended in 1995 (Figure 5.1-1). The USD RIP project area is located in the unincorporated community of Lakeside. The purpose of USD RIP is to facilitate the redevelopment and revitalization of a 592-acre area.⁹⁰ Under the USD RIP Plan, the San Diego County Redevelopment Agency was able to use tax increment financing to finance redevelopment project activities. USD RIP issued debt in 2007 to provide funding assistance for construction of a 19,162 square foot fire station and administration building in Lakeside. USD RIP is now managed by the *Countywide Redevelopment Successor Agency Oversight Board* of the County. As of January 2021, the outstanding debt of USD RIP was \$4.95 million for the Lakeside Fire Protection District.⁹¹

⁸⁹ <https://www.adaptationclearinghouse.org/resources/california-proposition-1-water-quality-supply-and-infrastructure-improvement-act-of-2014-water-bond.html>

⁹⁰ <https://www.sandiegocounty.gov/content/dam/sdc/pds/usdrip/USD RIP-RedevPlan.pdf>

⁹¹ <https://www.sandiegocounty.gov/content/dam/sdc/community/ResourceDocs/OversightBoard/OSB-2021-Agendas-Minutes/1-21-2021-Countywide-OB-Agenda-Packet.pdf>

Figure 5.1-1. Upper San Diego River Improvement Project Area



Source: County of San Diego. 2006. *Riverway Specific Plan*. Available at: <https://www.sandiegocounty.gov/content/sdc/pds/usdrip.html>

5.1.7 Funding for the San Dieguito River and the Coast to Crest Trail

The County and the Cities of Del Mar, Escondido, Poway, San Diego, and Solana Beach founded the San Dieguito River Valley Regional Open Space Park Joint Powers Authority (JPA)—a single-purpose government lead agency—in 1989, in response to grassroots efforts of early members of the Friends of the San Dieguito River Valley and San Dieguito River Valley Conservancy.

The Joint Powers authority (JPA) board is composed of two elected officials each from the County and the City of San Diego, one elected official each from the Cities of Del Mar, Escondido, Poway, and Solana Beach, and one public member representing the Citizens Advisory Committee. The JPA allowed for the comprehensive planning of the San Diego River valley with the full cooperation of the six governmental agencies which have jurisdiction over portions of the study area rather than attempting piecemeal efforts with single entities. The JPA can acquire, hold, and dispose of property for park purposes, undertake overall planning for; and plan, design, improve, operate, manage, and maintain the San Dieguito River Valley Regional Open Space Park. The JPA

is also empowered to establish land use and development standard guidelines for the park's focused planning area. The City of San Diego Water Utilities Department funds a comprehensive land and water use plan for a 44-mile segment of the San Dieguito River Valley Regional Open Space Park.

The CTC is a project segment of the San Dieguito River Project. In 2020, SDRP JPA won an award of approximately \$1.4 million from the California Natural Resources Agency's Recreational Trails and Greenways grant program (Proposition 68 funding) for the Osuna Segment of the CTC. The San Dieguito River Valley Conservancy contributed \$145,000 as a match for the grant and another \$87,000 to fund the feasibility study needed to support the JPA's application. Other private donors contributed toward the 20 percent match needed to qualify for the grant program. The grant funds design, permits, and construction of a 1-mile-long section of the CTC trail and a 160-foot-long trail bridge. The CTC also won an award of \$500,000 from REI in a contest, and the State Coastal Conservancy provided gap financing for parts of the project. The total cost of this segment of the CTC was \$1.7 million.⁹²

⁹² <http://bondaccountability.resources.ca.gov/Project.aspx?ProjectPK=36285&PropositionPK=49>

5.2 Possible Funding Tools

The following list of possible funding tools includes all primary funding sources that could be implemented for the SDRP Trail, regardless of their ease of implementation or potential for revenue generation. Any relevant funding source that could generate any amount of funding is included in this section. Chapter 5 that follows this chapter has further detail about the select funding options that are potentially feasible for the SDRP Trail. The funding options are categorized into the following categories:

1. Expansion of Existing Funding Sources,
2. Tax Increment Financing,
3. New Revenues,
4. Financing Alone, and
5. Additional Funding Tools.

The funding tools are generally not mutually exclusive, and the County and their partners could select more than one funding tool as a source of funds for the SDRP Trail.

5.2.1 Expansion of Existing Funding Sources

The following list describes if and how existing funding sources that are currently used by the County, the cities, and their partners could be expanded to provide dedicated funding for the SDRP Trail. Dedicated funding for the SDRP Trail does not necessarily mean new revenues for the County and their partners. In some instances, funding would be dedicated to the SDRP Trail potentially at the expense of other uses of the funds. This consideration is described for each potential existing funding tool.

5.2.1.1 CINA/Operational Plan Dedication

There are two ways in which general County revenue sources could be dedicated to the SDRP Trail. The first is through the existing CINA process to commit available funds. Under this option, DPR would commit to including SDRP projects on the CINA, likely at the expense of other capital projects. The second option is to dedicate funding for the SDRP Trail as part of the Operational Plan budget process. Since neither option is increasing funding, these actions represent reallocation of funding that would be at the expense of other investment opportunities for the County.

Using this funding tool, DPR would commit to including SDRP projects on the CINA. This prioritization of SDRP projects would be directed through a formalized Board policy. The Board would then decide to fund the project or not through the Operational Plan each year.

The CINA/Operational Plan funding tool does not provide new revenues or facilitate a new financing mechanism. It represents a policy change for existing funding sources. The primary tradeoff with this option is a potential reduction in funding available for other capital projects if

SDRP projects are being funded instead of other needs. However, through the Operational Plan, the Board can weigh the SDRP Trail with other capital projects for funding on a case-by-case basis.

This funding source may be an option for specific projects along the SDRP Trail in the unincorporated area. The county-wide geography of general fund revenues does not align with the specific geography of the SDRP Trail. This option is already used when projects are ready to be implemented, so making policy changes would likely result in inefficiencies and constraints that do not further the development of the SDRP Trail.

5.2.1.2 PLDO/Impact Fees

The PLDO requires new residential subdivisions to dedicate park land for its new residents and/or pay fees to the County so that parks can be developed. The County initially approved the PLDO for San Diego County in 1972. The Board adopted a comprehensive update to the PLDO on July 25, 2018. Since PLDOs are already used for funding by the County, this option represents only a dedication of funds, not a new revenue source. Accrued fees and interest from PLDOs could be dedicated to the SDRP Trail through a Board Policy update. Impact fees from PLDOs would then be prioritized for the SDRP Trail to the extent possible.

PLDO requires new residential subdivisions to dedicate park land for its new residents and/or pay fees to the County so that parks can be developed. Fees in lieu would be dedicated to San Diego River projects if they are within the same Local Park Planning Area (LPPA). Board Policy F-26: Utilization of PLDO Fees and Interest states that “no more than twenty-five percent (25%) of Park In-Lieu fees, Park Land Acquisition Impact fees, or Park Improvement Impact fees may be used in a fiscal year to acquire land for trails and/or develop new trails.” Accordingly, this option is limited to how much funding could be used for the SDRP Trail.

There are three LPPAs that include planned trail segments: Lakeside LPPA, Central Mountain LPPA, and Julian LPPA. Lakeside LPPA is the LPPA with the most planned trail segments. The Lakeside LPPA PLDO fee varies from \$7,630 per unit for single-dwellings to \$7,189 per unit for multi-family dwellings.

The Board adopted a comprehensive update to the PLDO on July 25, 2018. With this recent update, the County has only recently considered the PLDO as a funding option, and there is limited capacity to expand PLDO fees based on the constitutional maximum limits established by the Quimby Act. This funding source is also dependent on development, so is not reliably consistent over time. A Board Policy change would be required to dedicate accrued fees and interest toward the SDRP Trail. This option would not be creating new revenues, but dedicating impact fees within the LPPAs. A tradeoff associated with this option is that the funding source is limited to the amount of the impact fees each year, and only 25 percent can be used for trails. Revenue currently generated from these fees is collected in special revenue accounts until there is enough funding for a designated Project. DPR manages these funds and brings projects with PLDO funding to the Board for consideration when they can be funded. In that regard, this option would potentially be taking funding away from other park and trail projects as the Board would have to approve allocating the funding to SDRP Trail instead of other potential projects. In

addition to a policy prioritizing the SDRP Trail within the three LPPAs, the Board could create a new policy to remove the 25 percent limit for trails if it is for the SDRP Trail. The costs of this option are the staff time necessary to implement a new Board policy. The timeline for this option would be directed by the Board and could be completed in less than 1 year.

5.2.1.3 County Service Areas (CSAs)

County Service Areas (CSA) can be formed by residents who wish to pay for extra services that are not provided by their local government agency. CSAs are unique because residents choose to form a CSA, and they determine the benefit assessment rate that they wish to assess themselves to finance the desired service. The annual benefit assessment appears on each parcel's property tax bill. One of the major reasons to form a CSA is that it provides an effective mechanism through property taxes to collect funding from all CSA property owners benefiting from the special services.

To approve a new CSA, residents within the CSA would need voluntarily to elect to establish and pay associated CSA fees. CSAs are generally only established in unincorporated developments and neighborhoods. CSAs usually provide extra services such as extended police protection, extended library and public facility hours, and local park facilities and services. Given the expanse of the SDRP Trail and its multi-jurisdictional presence, a CSA would likely only be able to be implemented in locations of the SDRP Trail that go through unincorporated parts of the county and would be subject to resident vote approval.

An example of a CSAs that funds local parks in San Diego County is CSA No. 128 (San Miguel), which provides school-based recreation programs and maintains local parks within the unincorporated east county Spring Valley Community Plan area. In 1991, Spring Valley voters submitted a qualifying petition to LAFCO, which sought to reorganize the County-dependent Spring Valley Recreation and Park District (SVRPD) into a significantly larger District. The SVRPD had been formed in 1963 to maintain a community center in Spring Valley and to provide youth recreation programs at local public schools through agreements with local school districts. Proponents of an expanded district selected a CSA as the form of governance because state law allowed CSAs to impose benefit fees on properties within the district boundary to fund expanded recreational programs.

5.2.1.4 MADs

MADs are also used to fund O&M above and beyond regular services (e.g., additional power washing, trash collection). MADs are initiated by developers or interested community representatives/property owners. MADs require a majority vote (50 percent plus one) by property owners within the MAD district boundaries. As of 2022, there are 55 MADs managed by the City of San Diego Park and Recreation Department.⁹³

⁹³ City of San Diego Parks and Recreation Department. 2022. Maintenance Assessment Districts. <https://www.sandiego.gov/sites/default/files/legacy/park-and-recreation/pdf/madmap.pdf>

With a MAD, property owners elect to pay a fee to a dedicated fund to receive special benefits such as additional sidewalk power washing, trash cans and collection, litter removal, landscaping, security services, and other services above and beyond the public agency's baseline. MADs are usually initiated by developers or interested community representatives/property owners.

Because MADs require voter approval, they are most suited to new development where developers can choose to opt-in to the MAD before property lines for individual parcels are delineated. Establishing a MAD for developed areas would require 50 percent plus one approval by all property owners. The County can support developing MADs by presenting the option to Community Planning Groups (CPG). MADs are limited in what they can pay for because they are generally only for additional services, and still require the public agency to provide baseline maintenance services. The implementation of a MAD and determining the geographic extent a MAD covers requires an analysis by a MAD assessment engineer. The engineer calculates the cost share of general benefit to the public overall vs. the special benefit to a specific geography and specific property parcels. The MAD then collects only costs associated with the special benefit, while the broader jurisdiction is responsible for funding the costs of general benefits. There are some potential limits to the types of services appropriately funded by a MAD as well. There have been successful legal challenges to MAD creation when the separation of general and special benefit was seen as invalid. Community Facilities Districts and other types of Assessment Districts (see Section 2.3.1) are similar to MADs and would be appropriate for O&M of newly constructed trail segments.

5.2.1.5 Grant Funding

In addition to these funding tools, there are many grant sources that are available at the State and Federal level that could be used to fund the SDRP Trail. Grants have requirements for staff time and expertise to submit grant applications. They are not a reliable source of funding because grant awards cannot be guaranteed. Existing grant sources include, but are not limited to, the following:

- CA State Coastal Conservancy
- *TransNet* Active Transportation Program (SANDAG) (The Carlton Oaks Golf Course segment of the SDRP Trail is part of the \$200 million Regional Bike Plan Early Action Program approved by SANDAG Board of Directors in 09/2013)
- California Department of Parks and Recreation: Regional Parks Program (Proposition 68)
- California Department of Parks and Recreation: Rural Recreation and Tourism Program (Proposition 68)
- California Department of Parks and Recreation: Land and Water Conservation Fund (LWCF)
- Proposition 13, Safe Drinking Water, Clean Water, Watershed Protection, and Flood Protection Bond Act of 2000
- Proposition 84, The Safe Drinking Water, Water Quality and Supply, Flood Control, River and Coastal Protection Bond Act of 2006
- Proposition 1, The Water Quality, Supply, and Infrastructure Improvement Act of 2014
- Proposition 68, The California Drought, Water, Parks, Climate, Coastal Protection, and Outdoor Access for All Act of 2018

- California Department of Parks and Recreation: Habitat Conservation Fund
- California Department of Parks and Recreation: Recreational Trails Program
- U.S. EPA section 319 funds under the Clean Water Act for improving water quality through nonpoint source pollution implementation projects.

Various federal funding options change over time based on annual appropriations, but typically a variety exist available to trail, recreation and active transit investments, particularly on federal land. Any funding strategy should and will continue to include pursuit of available grant opportunities to the fullest extent.

5.2.1.6 Donations and Volunteerism

In addition to public funding and grants, there is an opportunity to turn to residents of San Diego County, and elsewhere, to contribute to the SDRP Trail directly via donations, both monetary and in-kind land donations, as well as donating time to assist in development and construction. Examples of land donations for projects is the donation of land to the San Diego River Park Foundation to construct the River Center at Grant Park. The County and their partners also use volunteers for trail maintenance.

5.2.2 Tax Increment Financing Options

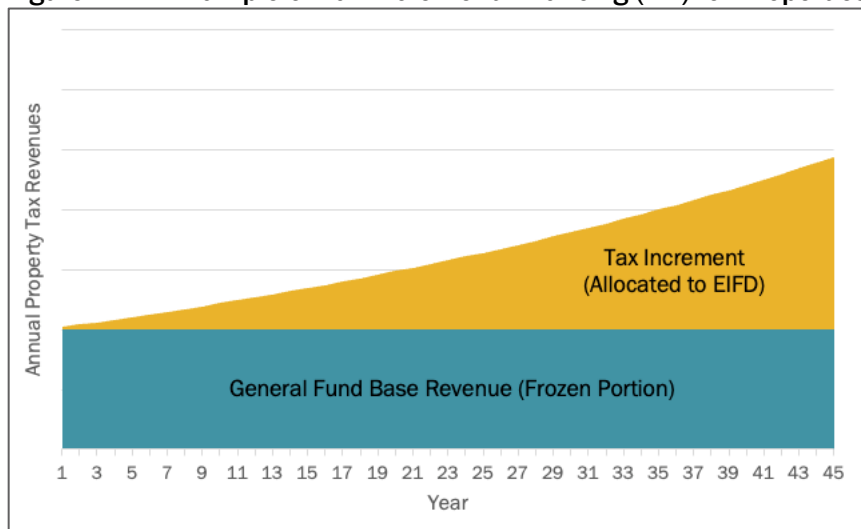
Tax Increment Financing (TIF) is a financial tool utilized by government entities to pay for new public infrastructure, infrastructure improvements, transit-oriented developments, affordable housing, and other infill-type developments. The marginal annual increase in tax revenues from the base line tax revenue in year zero (i.e., the year that a TIF district is formed) is the increment. The revenue collected from a TIF district is used to either pay for up-front costs or to pay off publicly issued debts such as bonds. Bonds are typically repaid over a 20- or 30-year timeframe depending on the structure of the bond.

The ideal method of implementing a TIF district is to identify the geographic areas adjacent to or associated with the development that will benefit most economically from the implementation of the proposed development. Municipalities have been granted the power to implement TIF districts from the state. However, if faced with enough opposition, TIF district implementation can fail either through a failure to obtain enough votes or a spurred vote of protest. The barriers to the implementation of a successful TIF district vary on what type of TIF is identified to be implemented.

5.2.2.1 TIF District Impacts on Property Taxes

An important caveat of TIF as a funding tool is that TIF districts do not increase or levy new taxes, but rather reallocate future property taxes to specific uses, and ideally, stimulate development that results in higher property tax revenues. Figure 5.2-1 provides a conceptual rendering of the tax increment that would be dedicated through a TIF district.

Figure 5.2-1. Example of Tax Increment Financing (TIF) for Properties within the TIF Boundary



Source: Created by ECONorthwest.

The rationale for implementing a TIF district is to secure, dedicate, and accelerate funding for public infrastructure development that can help motivate private market investment and development – thus increasing future property tax and other fiscal revenues. To the extent that earlier construction of the SDRP Trail generates increased property tax (and other) revenues, the TIF represents new revenues to the County. In other words, but for the infrastructure investment by the public sector in the SDRP Trail, the subsequent private market development would not occur (or occur as quickly or at the same density/intensity). By accelerating the timeframe, the TIF is stimulating investment that might not otherwise occur or occur as quickly. If no new development occurs or property taxes do not increase due to the public investment, then the TIF may serve as a way to access financing and to dedicate funding to the SDRP Trail, but does not necessarily create new revenues.

Table 5.2-1 provides an overview of the property tax levies that exist for a property tax rate area (TRA). The annual tax increment ratios sum to 1 percent, representing the maximum of 1 percent annually of the property's assessed value (other than voter-approved bond debt payments). Of that 1 percent, approximately 0.1660 is what the County General Fund receives in this specific TRA. This is the increment that a TIF district would receive funds from if it was created by the County. As an example of a potential revenue allocation scenario, the TIF district could dedicate 50 percent of the revenues from the County General Fund for a period of 10 years, going down to 25 percent for the next 15 years for a total of 25 years.

Table 5.2-1. Annual Tax Increment by Tax Rate Area Example (TRA 16001)

Tax Rate Area	ID	Name of Taxing Jurisdiction	Annual Property Tax Rate
San Diego County General			
16001	1001-00	COUNTY GENERAL	0.1660
Eligible Districts			
16001	1220-00	COUNTY LIBRARY	0.0325
16001	4535-16	REGIONAL OCCUPATIONAL CENTERS	0.0039
16001	6091-00	SANTEE CITY	0.0548
16001	6677-03	PADRE DAM MUNI WATER IMP DIST C--- WHOLESALE	0.0242
16001	6750-51	CWA PADRE DAM MUNI WATER DIST	0.0035
Ineligible Education Districts			
16001	4440-01	PALOMAR COMMUNITY COLLEGE	0.0817
16001	4535-01	COUNTY SCHOOL SERVICE	0.0078
16001	4320-01	UNIFIED POWAY	0.4825
16001	5022-00	EDUCATIONAL REVENUE AUGMENTATION FUND	0.1432
Total			1.0000

Source: San Diego County Auditor-Controller.

In addition, all other “Eligible Districts” could be included in the TIF if approved by the individual district. In particular, the City of San Diego and City of Santee could also choose to dedicate all or a portion of the increment from their annual property taxes. TIFs are specifically designed to be multijurisdictional to allow for partnership approaches to infrastructure projects.

Many districts would not be appropriate to include in a TIF because they already have funds dedicated to a specific source (i.e., County Library) or are ineligible to include based on state law. The “Ineligible Districts” include schools and all other districts related to education.⁹⁴ Each Tax Rate Area (TRA) has different annual tax distributions.

Revenues from a TIF district are dependent on growth in tax revenue, thus they are typically only capable of generating substantial revenues where the TIF sponsored development stimulates new private development.⁹⁵ While infrastructure improvements undoubtedly increase economic productivity within the adjacent area of development, it can be difficult to estimate by just how much tax revenues will increase as a result of the project. Miscalculations of the potential increase in tax revenues can have serious impacts on the effectiveness of TIFs, and their implementation should be structured to account for such potential uncertainty. Ideally the development associated with a TIF is one that catalyzes significant future development. Given the uncertainties associated with revenues from a TIF district, additional funding sources can be implemented to

⁹⁴ Senate Bill No. 628 and California Government Code §53398.75(d) “Net available revenues shall not include any moneys payable to a school district that maintains kindergarten and grades 1 to 12, inclusive, community college districts, county office of education, or to the Educational Revenue Augmentation Fund.”

⁹⁵ Strategic Economics 2020. Report on the Use of Tax Increment Financing. State of California Governor’s Office of Planning and Research. https://opr.ca.gov/docs/20210203-TIF_Tools_Final_Report.pdf

alleviate the risk of a TIF not aligning perfectly with revenue projections, or a TIF can purposely include parcels of land where known new development is slated to occur.

California has established a variety of programs that use TIF to address more acute development needs. Programs where TIF cannot be used for projects like the SDRP Trail, such as programs that only allow TIF to be spent on affordable housing, are not included in this evaluation of funding tools. The following types of TIF districts are described in detail in the subsections below:

- Enhanced Infrastructure Financing District (EIFD)
- Neighborhood Infill Finance and Transit Improvements (NIFTI)
- Community Revitalization and Investment Authorities (CRIAs)
- Infrastructure and Revitalization Financing Districts (IRFDs)
- Infrastructure Financing Districts (IFDs)

5.2.2.2 History of TIF in California

TIF districts have been used widely in California since the 1970s. Older forms of TIF were called “redevelopment agencies.” These redevelopment agencies were able to capture tax revenues that could otherwise be allocated to municipalities, school districts, and other needs. Since their implementation and funding issues were caused by the 2008 financial crisis, redevelopment agencies in California were phased out in 2012.

Senate Bill 308 established Infrastructure Financing Districts (IFDs) in 1990, which have since been phased out and modified after the changes in 2012. In 2014, Senate Bill (SB) 628 created Enhanced Infrastructure Financing Districts (EIFDs) from IFDs. Since then, several legislative measures have passed that modified SB 628 and EIFD requirements:

- Assembly Bill 733 (2017) allows for EIFDs to fund climate change adaptation projects, including but not limited to projects that address conditions that impact public health (such as decreased air and water quality, temperatures higher than average) and extreme weather events (such as sea-level rise, heat waves, wildfires)
- Senate Bill 1145 (2018) allows EIFDs to also fund infrastructure maintenance costs
- Assembly Bill 116 (2019) allows for EIFDs to issue bonds without public vote, however, it does increase the public engagement requirements

CRIAs were enabled in 2015 by Assembly Bill 2 and are another type of TIF that increases funding for, and production of, affordable housing in disadvantaged communities as well as other types of infrastructure projects.

IRFDs were enabled in 2014 by Assembly Bill 229 and can finance housing development other development projects of communitywide significance in current and former redevelopment project areas.

NIFTI-1 was enabled in 2017 by Assembly Bill 1568 and grants cities and counties permission to allow EIFDs to funnel sales and use tax revenues toward affordable housing and supportive

transit infrastructure projects. The Second Neighborhood Infill Finance and Transit Improvements Act (NIFTI-2) was enabled in 2018 by Senate Bill 961.

5.2.2.3 Enhanced Infrastructure Financing District (EIFD)

An EIFD is a type of TIF district that cities and counties can use to help fund economic development projects. EIFDs are financed through tax increment generated from the growth in property taxes collected from within a designated boundary. EIFDs can fund many types of projects including parks and open space, wastewater/groundwater, civic infrastructure, brownfield remediation, and affordable housing/mixed use developments. EIFDs do not increase property taxes, and they cannot divert property taxes from K-12 school districts, community college districts, and County offices of education. EIFDs are governed by a Public Financing Authority (PFA) made up of at least five members, of which the majority (e.g., three of five) are elected officials and including at least two local community members who typically live or work in the district area. The PFA oversees the creation of the district's Infrastructure Financing Plan (IFP), which outlines the specific projects the district will fund. Additional considerations for an EIFD include:

- The maximum duration of an EIFD is 45 years from the date on which the first issuance of bonds by the EIFD is approved.
- Costs eligible for EIFD financing include construction, acquisition, and rehabilitation costs, as well as planning and design expenses. An EIFD cannot pay for operations. Maintenance is eligible for improvements initially installed/funded at least partly with EIFD funds. An EIFD cannot acquire or sell property itself, and cannot use eminent domain, but it can finance acquisition of property by others.
- Special districts need to voluntarily agree to contribute funds in order to have their tax portion dedicated to the EIFD.
- EIFDs can spend funds outside of the EIFD boundary as long as there is a “tangible connection” to the district. There are not strict legal requirements for EIFD boundary determination. The larger the boundary of an EIFD, the greater the total property tax increment potentially captured.
- EIFDs can overlap with other existing district areas, such as: Community Facilities Districts, Assessment Districts, Business Improvement Districts, Property and Business Improvement Districts, Tourism Business Improvement Districts, parking districts, or any other district that levies an additional special tax or assessment. An EIFD cannot include properties that are in an existing tax increment financing or redevelopment area if the properties already have their tax increments dedicated to other purposes.
- EIFDs can have funding limits to prevent excess increment from being allocated to the EIFD.
- Amendments to the EIFD may be approved by a majority vote of the authority's governing board at a public hearing held following the provision of a 30-day mailed notice describing the proposed changes to all property owners, residents, and taxing agencies.⁹⁶

⁹⁶ §53398.51.1 of California Government Code.

- Dissolving an EIFD can either be done through an amendment to the EIFD (see §53398.51.1 of California Government Code) that effectively terminates collecting property tax revenues and spending on projects, then either letting the EIFD expire in the defined term (up to 45 years) or moving up the termination date. The County’s legal counsel would need to review and advise on the specific dissolution process, as it has not yet been completed before for any other EIFD.

The County could implement a EIFD with or without the participation of other taxing jurisdictions, such as the City of San Diego or City of Santee. The PFA members oversee the creation of the EIFD and are responsible for the adoption of the final Infrastructure Financing Plan (IFP) that guides the creation and implementation of the EIFD. EIFDs do not require voter approval to create or to issue debt. There are requirements for public hearings and notifications to property owners and residents as part of the implementation process. EIFDs are subject to majority protest at adoption. A majority protest exists if protests have been filed representing over 50 percent of the combined number of landowners and residents in the area who are at least 18 years of age. An election shall be called if between 25 percent and 50 percent of the combined number of landowners and residents in the area who are at least 18 years of age file a protest.

Of the TIF programs discussed, an EIFD for SDRP Trail would be the easiest to implement because it would not require voter approval for implementation or issuance of debt. It also would not have requirements for transit, affordable housing, or other infrastructure investments or neighborhood characteristics, so it could dedicate the full amount of funding for the SDRP Trail. EIFDs can also be used to finance other eligible priority projects. EIFDs cannot pay for operations (but can pay for maintenance), so trail maintenance would need to be funded by alternative sources.

5.2.2.3.1 Examples of EIFD Funded Developments and Projects

5.2.2.3.1.1 Otay Mesa EIFD

The City of San Diego established the Otay Mesa EIFD in 2017 to fund and implement the priorities and projects outlined in the Otay Mesa Community Plan and the Otay Mesa Public Facilities Financing Plan (PFFP). Keyser Marston Associates, Inc. (KMA) developed the EIFD financing plan for Otay Mesa (Otay Mesa EIFD) in June of 2017 for the Public Financing Authority.⁹⁷ The PFA’s goals for the Otay Mesa EIFD are to facilitate economic development and improve the quality of life for Otay Mesa residents. The need for infrastructure improvements and facilities were identified and adopted in March 2014 and amended in July of 2015 through the PFFP.

The EIFD is guided by an Infrastructure Financing Plan (IFP) which describes the following operations, setting boundaries, legal descriptions: Description of public facilities and other forms

⁹⁷ Keyser Marston Associates, Inc. (2017). *Infrastructure Financing Plan* for the Otay Mesa Enhanced Infrastructure Financing District. Available at: https://www.sandiego.gov/sites/default/files/otay_mesa_eifd_infrastructure_financing_plan_final_08-04-17.pdf

of development/financial assistance proposed in the area of the Otay Mesa EIFD. No taxing entity other than the city General Fund will allocate tax increment revenues to the Otay Mesa EIFD.

The Otay Mesa EIFD is expected to last up to 45 years—the maximum allowed duration—from the first issuance of bonds, or when the acquisition of a loan is approved (a loan may be approved this year in 2022). It is estimated that a total of \$970 million in funding from tax increments will be generated over the course of the EIFD. Up to 100 percent of the City’s property tax increment revenue is to be committed to the EIFD conditional on a maximum of 50 percent being allocated through June 30, 2022.

The maximum portion of the City’s property tax increment revenue allocation to be committed to the EIFD will be 50 percent through June 30, 2022, and 100 percent throughout the remaining duration of the Otay Mesa EIFD. The Otay Mesa EIFD is projected to support a gross bonded indebtedness of \$172 million. The City has also created a CFD in the area of the EIFD to provide additional services.

5.2.2.3.1.2 Los Angeles County Unincorporated West Carson EIFD

The overall goal of establishing the Los Angeles County Unincorporated West Carson EIFD is to allocate funding for “infrastructure to support job growth, transit connections, and affordable housing.”⁹⁸ Kosmont Companies prepared the West Carson EIFD IFP in December 2020. The EIFD encompasses an area of 1,587 acres, or 0.09 percent of the County of Los Angeles’s unincorporated land and is set to last 45 years from the first issuance of bonds or when the acquisition of a loan is approved. Over its lifetime, the EIFD is expected to generate \$614 million of incremental tax revenues. Up to 90 percent of the County of Los Angeles’s property tax increment will be committed to the EIFD throughout its existence. In conjunction with alternative funding such as grant sources, impact fees, and private sector investment, the revenue from the EIFD is expected to help fund \$121 million in improvements to create a transit-oriented area, affordable housing, open space and recreation, and utility upgrades and parking.

5.2.2.3.1.3 City of Placentia / County of Orange

The County of Orange established the City of Placentia EIFD in 2019 to serve as a “catalyst for private development and critical regional transportation infrastructure.”⁹⁹ Kosmont Companies prepared the Placentia EIFD draft IFP in May 2019. The EIFD covers an area of 300 acres, or 7 percent of the City of Placentia and is set to last 20 years from when the first issuance of bonds or acquisition of a loan is approved. Over that time period, the EIFD is expected to generate \$12,647,000 in revenue from property tax increments, with \$9.1 million coming from the City’s tax rate and \$3,547,000 coming from the County of Orange’s tax rate. For both the City of Placentia and the County of Orange, a maximum of 50 percent of property tax increment will go towards the EIFD. Alongside funding sources such as grants, impact fees, and private sector investment, the revenue from the EIFD is expected to help fund “transit-supportive public infrastructure, including improvements to bicycle and pedestrian connectivity, sidewalks, landscaping, signage,

⁹⁸ Kosmont Companies. (2020). *Infrastructure Financing Plan*. West Carson Enhanced Infrastructure Financing District.

⁹⁹ Kosmont Companies in Partnership with the Southern California Association of Governments. (2019). *Infrastructure Financing Plan*. City of Placentia Enhanced Infrastructure Financing District.

lighting, beautification, public safety access, parking, roadway, circulation, open space, water, sewer and other utility capacity improvements.”¹⁰⁰

5.2.2.3.1.4 City of La Verne / County of Los Angeles

In partnership with the County of Los Angeles, the City of La Verne established an EIFD in 2020 to generate revenue for a variety of infrastructure improvements. Kosmont Companies prepared the La Verne EIFD IFP. The EIFD encompasses an area of 111 acres and is set to last 20 years from when the first issuance of bonds or acquisition of a loan is approved. Over the course of its existence, the EIFD is expected to generate approximately \$115 million in tax incremental property tax revenue. The maximum portion of the City of La Verne’s incremental tax revenue to be committed to the EIFD is 100 percent. The maximum portion of the County of Los Angeles’s incremental tax revenue to be committed to the EIFD is 50 percent. Infrastructure improvements with financing assistance from the EIFD are expected to total \$33 million and include utility upgrades, undergrounding of overhead utilities, street improvements, pedestrian connectivity, and aesthetic improvements including landscaping and lighting upgrades.¹⁰¹

5.2.2.3.1.5 City of Palmdale / County of Los Angeles

The City of Palmdale and the County of Los Angeles created an EIFD with the broad goal of funding infrastructure to help accelerate the production of quality jobs and accessible housing. The EIFD covers 22,971 acres of land, of which 18,860 are located in the city of Palmdale. The remainder of the area is within Unincorporated Los Angeles County.¹⁰² The EIFD is designed to last 45 years from the first issuance of bonds or acquisition of a loan is approved. The EIFD is expected to generate \$1.2 billion in tax incremental revenue, with \$600 million coming from each the City of Palmdale and the County of Los Angeles. A maximum of 100 percent of the City of Palmdale’s incremental tax revenue and 70 percent of the County of Los Angeles’s incremental tax revenue is to be committed to the EIFD. Projects receiving financial assistance from the EIFD include improvements to streets, roads, and utilities and are expected to have a total cost of \$176.2 million.

5.2.2.3.2 Hines Riverwalk EIFD Analysis

Hines, the owner and developer for Riverwalk, a \$3 billion redevelopment of the Riverwalk Golf Club located directly on the San Diego River in Mission Valley in the city of San Diego, hired David Taussig & Associates (Taussig) to estimate the timeline, costs, and feasibility of an EIFD to fund the obligated parkland associated with the Riverwalk development. To perform their analysis, Taussig implemented the following assumptions:

1. Assessed property value increasing 2 percent a year
2. Average absorption rate of 40 units per month, 480 units per year
3. Construction costs of \$43 million

¹⁰⁰ Kosmont Companies in Partnership with the Southern California Association of Governments. (2019). *Infrastructure Financing Plan*. City of Placentia Enhanced Infrastructure Financing District.

¹⁰¹ City of La Verne. (2018). *Infrastructure Financing Plan*. Enhanced Infrastructure Financing District #1.

¹⁰² Kosmont Companies. (2021). *Infrastructure Financing Plan*. Palmdale Enhanced Infrastructure Financing District.

4. 5 percent and 6 percent bond coupon/interest rates
5. Inflation of 3 percent annually on construction costs
6. 100 percent of City of San Diego tax increment dedicated to park construction
7. Bond term of 30 years

After running multiple scenarios with varying combinations of the above assumptions, Taussig concludes that the ideal time frame to utilize the EIFD for park construction being between 2030 and 2033 with estimated budget shortfalls of up to \$3.5 million and budget surpluses up to \$2 million. Due to the increase in assessed value primarily coming from new construction, minus the 2 percent AV increase, Taussig estimates that it would not be until 3 years into construction before the revenue generated from the EIFD would be substantial enough to leverage bonds against it. Currently, Hines is paying for their parkland obligation out-of-pocket but are advocates of utilizing an EIFD for both the substantial amount of revenue stream, as well as increasing the speed of park development. Hines expects their parkland construction to not occur until site construction is already 75 percent complete. Since EIFDs are a public financing tool, Hines themselves cannot implement one.

One major caveat with the performed analysis is a 2020 measure that the City of San Diego put in place after Taussig completed their analysis. The measure removes the citizen vote to issue debt under an EIFD, thereby shortening the timeline in which EIFDs can be implemented and revenue can be collected.

5.2.2.4 Neighborhood Infill Finance and Transit Improvements (NIFTI)

NIFTI-1 and NIFTI-2 are special types of EIFDs that have affordable housing and transit proximity requirements. An advantage of NIFTIs compared to other TIF options is that they offer the potential for use of sales tax increment in addition to property tax increment. Eligible costs include construction, acquisition, rehabilitation, and predevelopment (e.g., site control, engineering studies, plans, fees, legal services, and site preparation). NIFTIs cannot fund O&M. NIFTIs require 55 percent voter/landowner approval for bond issuance. NIFTI-2 has a focus on affordable housing and urban greening improvements, and corresponding 40 percent affordable housing and 10 percent park requirement, and projects must be within 0.5 miles from a major transit stop. NIFTIs were enabled by legislation in 2017, to date there has not been an NIFTI implemented in California.

Creating a NIFTI is similar to creating an EIFD, with specific additional steps to enable sales tax allocation and to create specific restrictions on the use of tax increment revenues, such as for affordable housing. NIFTI does not require voter approval to create or to issue debt (but is subject to a protest process). A portion of revenues that are not dedicated to affordable housing could be used to fund projects for the SDRP, however, there would be much less funding able for the SDRP Trail compared to an EIFD due to those requirements. There are no examples of successful creation of a NIFTI elsewhere, so this option does not have the same precedent as an EIFD. Like EIFDs, NIFTIs cannot fund operations. For these reasons, a NIFTI is less viable of a TIF option to fund projects for the SDRP compared to an EIFD.

5.2.2.5 Community Revitalization and Investment Authorities (CRIAs)

CRIAs are designed to fund affordable housing in disadvantaged communities, as well as other types of infrastructure projects. There are not yet any approved CRIAs in the State, but several jurisdictions are in the process of forming their own. To qualify, a city/county must meet the criteria for a “disadvantaged community,” including having areas with high unemployment or high crime rates, neighborhoods with deteriorated infrastructure, and/or areas with a significantly lower median household income. CRIAs require 25 percent of revenues to be set aside for affordable housing. CRIAs are governed by a five-member PFA board made up of at least three members of a legislative body and at least two community members who live or work in the district area. Every 15 years, the CRIA district must conduct a public hearing to consider whether property owners and residents within the CRIA district area wish to propose amendments to the plan.

The process of creating a CRIA is similar to creating an EIFD. CRIAs do not require voter approval to establish or issue debt but are subject to majority protests, public hearings, and require notifications. Given the 25 percent affordable housing set-aside and requirement to be part of a disadvantaged community, use of a CRIA would likely be more technically and financially challenging than an EIFD and result in smaller amounts of funding for the SDRP Trail. CRIAs have potential to be shorter term districts with the 15-year reconsideration period compared to the 45-year term maximum for an EIFD from approval for the debt issuance.

5.2.2.6 Infrastructure and Revitalization Financing Districts (IRFDs)

IRFDs are a form a TIF that were originally crafted to finance development projects in former military bases, but with additional flexibility similar to EIFDs. IRFDs can fund many of the same types of projects as EIFDs, including: parks, affordable housing, highways and transit facilities, industrial structures, sewage treatment. IRFDs differ from EIFDs in that they are required to have a two-thirds voter approval for formation and to issue bonds. IRFDs do not enable a local agency to allocate property tax in lieu of motor vehicle license fees (MVLFF) to the district, which is a feature available to EIFD and CRIA. IRFDs do not have an affordable housing or transit set-aside requirement, however any district that does develop housing must have at least 20 percent low- and moderate-income housing. IRFDs are able to annex property within the district. IRFDs are governed by the same governing body as the city or county creating the district. IRFDs have 40-year terms. The City of San Francisco has implemented an IRFD to fund housing development, commercial and retail development, public infrastructure improvement (streets, utilities, community facilities, etc.), park/open space maintenance, and geotechnical improvements on Treasure Island and Yerba Buena Island. The City created the Treasure Island IRFD in tandem with a CFD.

Creating a IRFD requires two-thirds voter approval both to establish the IRFD and to issue debt. Otherwise, IRFDs are similar to other TIF options to establish. IRFDs are more challenging to implement compared to an EIFD due to the voter approval requirement. IRFDs are governed by the jurisdiction creating the district, rather than a PFA, and have shorter maximum term limits (40 years compared to 45 years).

5.2.2.7 Infrastructure Financing Districts (IFDs)

IFDs are an older type of TIF program that was established by SB 208 in the 1990-1991 legislative session. Funds can be used for capital improvements such as parks, highways, transit, water systems, sewer projects, flood control, childcare facilities, libraries, and solid waste facilities. IFDs cannot pay for maintenance, repairs, operating costs, and services. IFDs have a maximum duration of 30 years. Like IRFDs, IFDs require a two-thirds voter approval for formation and to issue bonds. IFDs have only been used twice since their creation for projects in Carlsbad and San Francisco. Like EIFDs, IFDs are governed by a PFA.

Creating an IFD requires two-thirds voter approval both to establish the IFD and to issue debt. Otherwise, IFDs are similar to other TIF options to establish. Like IRFDs, IFDs have voter approval requirements that make them more challenging to implement compared to an EIFD. IFDs have shorter maximum term limits than an EIFD (30 years compared to 45 years)

5.2.2.8 TIF Funding Considerations

5.2.2.8.1 Tradeoffs Associated with Dedicating Revenues

One consideration associated the utilization of TIF is the opportunity cost associated with property taxes being redirected from the general funds of participating taxing districts. However, the TIF district could be structured so that only a percentage of the increment goes to the TIF fund, decreasing the general fund's foregone revenues. This would lower total TIF revenue generated and may subsequently delay project implementation and completion.

Foregone property tax revenue from impacted taxing districts could be seen as directly reducing funding to other underfunded projects or initiatives. Given that some TIF programs (IRFD, IFD) require voter approval, this could be a significant barrier to the creation of those types of TIF districts or implementation of bonds leveraged against said TIF district. It is imperative that a fair and equitable approach is taken to the development of TIF districts to ensure that other agencies and government actors are not overly burdened by loss of future potential revenues involuntarily. While an EIFD can be implemented without voter approval, it is subject to majority protests of the property owners within the district, and if the forgone revenue to the general fund from the TIF district is going towards an unpopular project or jeopardizing other initiatives, it can be stopped and dissolved through the protest process of those property owners.

5.2.2.8.2 Accelerating Development and Future Tax Revenues

TIF districts are at times appealing to policymakers due to the “but for” argument – but for the infrastructure investment by the public sector, the subsequent private market development would not occur (or occur as quickly or at the same density/intensity level). For example, the Otay Mesa EIFD in the city of San Diego is designed to accelerate the timing of construction for individual public infrastructure projects currently programmed to be financed with development impact fees revenue. By accelerating construction, the EIFD is stimulating investment that might not otherwise occur or occur as quickly. There is no legal requirement to ensure that the TIF mechanisms prove how funds will be used to meet the “but for” argument.

5.2.2.8.3 Geographic Area of TIF Districts

TIF districts have a tremendous amount of flexibility regarding what geographic areas are included or excluded in a TIF district. Parcel by parcel considerations can occur and the inclusion or exclusion of certain developments or neighborhoods can aid in both increasing revenue streams, as well as making the district more viable.

Due to system limitations, the County would face technical challenges to implement a TIF district in an area of a legacy redevelopment agency. Legally, EIFD are able to overlap with other redevelopment agencies as long as the tax increment is not already dedicated to another project. However, due to the County's system limitation, there are multiple Tax Rate Areas adjacent to the San Diego River that could not be included in a new TIF without system upgrades.

Funds from EIFDs can be spent outside of the jurisdiction of the EIFD boundary if there is a "tangible connection" to the district. For example, EIFDs for wastewater might make investments in a wastewater treatment plant that is located outside the EIFD boundary of where the increment is generated, but there is a tangible connection to the EIFD district because they benefit from the wastewater service and the IFP created by the PFA defines it as an eligible project.

The planned extents of the SDRP Trail are not contiguous, and span incorporated and unincorporated areas. An EIFD district boundary that extends for the entire planned trail area could be appropriate. However, that large of an area may generate excess funds compared to what is needed or may include communities or neighborhoods more likely to protest the EIFD. Multiple EIFD districts may be more suitable, particularly if the City of San Diego or City of Santee chooses to participate in the EIFD. To determine the appropriate extent (number of properties, value, geography) of the EIFD, the amount of necessary funding must first be identified. Considerations must also be given to the inclusion or exclusion of new developments for they can generate revenue gains far exceeding that of the 2 percent annual assessed value increase.

5.2.2.8.4 Financial Capacity

The limitation to generation of funding for a TIF district is the geographic scope defined by the "tangible connection" requirement and the amount of the property tax increment. Since the SDRP Trail occurs throughout such a broad area and there is evidence of people using the existing sections of the SDRP Trail from throughout the county, there is a rationale for a large area that could include large enough property tax increment to cover the expected costs of all components of the SDRP Trail.

Funding from TIF depends on increases in assessed value over time. Increases in assessed value will only occur if the market value of real estate prices increases or if properties are developed. While increasing real estate assessments has occurred historically, particularly over long time periods, real estate market fluctuations and downturns could significantly limit TIF funding. If there are bonds financed against expected TIF revenues but funds are not sufficient to pay the

debt service, the TIF could risk default or needing to be paid for by other sources, creating a risk for the public financing authorities involved in the TIF.

5.2.2.8.5 Eligible Expenditures for TIF Revenues

Different TIF programs have varying criteria for what expenditures by the TIF district can and cannot be spent on. Of all the available TIF options, EIFDs provide the most flexibility for revenue expenditures. When an EIFD is created, the PFA will need to decide on what types of expenses are eligible. Costs eligible for EIFD financing include construction, acquisition, and rehabilitation costs, as well as planning and design expenses. An EIFD cannot pay for operations but can pay for maintenance of improvements initially installed/funded at least partly with EIFD funds. The EIFD can be designed to cover the costs of constructing and maintaining the SDRP Trail. It cannot cover operations – alternative sources will be needed (e.g., CFDs, general fund balance)

5.2.2.8.6 Scope of Eligible Projects

Existing EIFDs and other TIF programs generally seek to fund more than just a single park or trail project. For example, the Otay Mesa EIFD is designed to provide supplemental funding for infrastructure identified in the Otay Mesa Public Facilities Financing Plan. An EIFD for the SDRP Trail could similarly be designed to implement projects identified in the San Diego Community Trails Master Plan or other planning document.

TIF districts are generally structured to be as broad as possible because if the funds are available later on, they are eligible to be used for these broader purposes. The SDRP is part of larger community development and planning efforts, so the creation of an EIFD could consider incorporating other desired land use and development goals and projects as identified in the community plans. However, there are tradeoffs associated with the funding source being broad versus being specific to the SDRP Trail. TIFs are generally structured to be as broad and all-encompassing as possible because if the funds are needed later on, they are eligible to be used for broader purposes. Including broader community development goals (e.g., funding that can be used more broadly for restoration, parks, transit, affordable housing) could reduce the funding that is dedicated to the completion of the SDRP Trail.

5.2.2.9 Summary of Potential Funding from TIF Funding Options

California's TIF programs operate similarly to one another in that a geographic area is identified where incremental property tax revenues are devoted to a publicly financed project. The TIF options vary in issues they aim to address, such as affordable housing, transit-oriented development, or infrastructure development and enhancements, as well as vary on ease of adoption and implementation. EIFD and CRIA types of TIF districts that must be under the administration of an outside of implementing jurisdiction body, whether that be a public finance authority or community legislative body.

Of all the available TIF options, the EIFD is best equipped to meet the needs of the SDRP Trail construction and development. While other types of TIF programs can produce comparable

revenues to an EIFD, additional constraints of adjacency to transit or disadvantaged communities and requirements for the implementation of affordable housing or in-fill development (CRIA, IFD, IRFD, NIFTI) make them unavailable for utilization. Additionally, an EIFD is easiest and quickest to implement and leverage debt against, as it does not require voter approval for either. There have additionally been instances where EIFDs have been structured in parallel with other financing vehicles such as overlapping CFDs, where one vehicle, such as the CFD, creates a more immediate revenue stream and debt financing source to serve as a “bridge,” and EIFD increment can be utilized to take over debt service payments over time, reducing the CFD special tax burden incrementally. This combination accelerates the funding capacity from the EIFD without necessitating a CFD special tax on property owners over a long time horizon.

When implementing a TIF district of any kind, an important consideration is the opportunity cost associated with diverting future potential property tax revenues from the County General Fund to a single designated project. Rising costs for goods and services, as well as growing demand for public services and competing projects, make relatively minor revenue deviations potentially difficult and unpopular decisions.

Regardless of the opportunity costs, EIFDs offer the most flexibility for spending TIF revenue. Additionally, EIFDs can have variable rates of the proportion of incremental tax collection based on perceived need and revenue generation offering maximal budgetary flexibility. EIFD boundaries are also flexible and can be reviewed on a parcel-by-parcel basis. There is also no need to demonstrate a direct, engineering-level nexus between revenue allocation and the property that the tax increment is being taken from. In other words, a property under an EIFD does not need to be directly connected to or influenced by the development of the SDRP Trail (i.e., can be indirectly connected).

EIFDs work by dedicating the incremental gains in property tax revenues, so it is imperative that at a minimum the assessed value of property within the EIFD will reach the maximum 2 percent annual assessed value growth. Ideally, an EIFD will be placed where there is current or impending major property development. For instance, the inclusion of the Riverwalk redevelopment, a \$3 billion project, can net an EIFD millions in revenue and can grow at a substantially higher rate than the 2 percent annual assessed value increase.

Table 5.2-2 provides a summary of the key TIF options for funding the SDRP Trail.

Table 5.2-2. Summary of Key Tax District Funding Options

	CRIA	IFD	EIFD	IRFD	NIFTI (1 & 2)
	Community Revitalization & Investment Authority (2015)	Infrastructure Financing District (1990-91)	Enhanced Infrastructure Financing District (2014)	Infrastructure & Revitalization Financing District (2014)	Neighborhood Infill Finance and Transit Improvements (2017, 2018)
Eligible Sources of Tax Increment	Property Tax Property Tax in lieu of VLF	Property Tax	Property Tax Property Tax in lieu of VLF	Property Tax	Property Tax Property Tax in lieu of VLF Sales and use tax
Voter Approval to Establish	No (but includes majority protest opportunity)	Yes 2/3 of voters or landowners	No (but includes majority protest opportunity)	Yes 2/3 of voters or landowners	No (but includes majority protest opportunity)
Voter Approval to Issue Bonds	No (public hearing and protest process)	Yes 2/3 of voters or landowners	No (public hearing and protest process)	Yes 2/3 of voters or landowners	No (public hearing and protest process)
Property Requirement	Income, crime, unemployment, deteriorated structures, designation as Disadvantaged Community Census Tract, former military bases	No specific restrictions	No specific restrictions, can be non-contiguous	No specific restrictions, can be non-contiguous	Must be coterminous with city or county limits if sales tax allocation is desired
Affordable Housing/ Transit Requirements	25% of revenues to low and very low-income housing	None	None (developed housing must be affordable)	None (developed housing must be affordable)	Affordable housing and transit proximity requirements
Geographic Requirement	Must include "disadvantaged communities"	None	None	None	Qualified infill site
Governance Structure	Separate governing body	Sponsoring community legislative body	Separate Public Financing Authority	Sponsoring community legislative body	Separate Public Financing Authority

Source: Created by ECONorthwest.

5.2.3 New Revenue Sources

Proposition 13, the property tax reform initiative approved by California voters in 1978, amended the state constitution to specify that any local tax earmarked to fund specific programs is a special tax that requires approval by at least two-thirds of the local electorate. In August 2017, the California Supreme Court ruled that local measures placed on the ballot via a citizen's initiative are not bound by the same restrictions as those placed on the ballot by government agencies (*California Cannabis Coalition v. City of Upland*). As a result, measures submitted to the electorate by voter initiative, rather than a local government, can be approved by a simple majority (50 percent), even if it is a special tax. Over the last decade, 114 sales tax initiatives that required two-thirds votes have been initiated in California and 46 percent have passed.¹⁰³ Over the same time period there have been 175 transient occupancy tax initiatives in California and 44 percent have passed with more than a two-thirds approval.¹⁰⁴

5.2.3.1 Mello-Roos Community Facilities District (CFD)

In 1982, the Mello-Roos Community Facilities Act authorized CFDs. CFDs are a type of special tax district formed when property owners within a geographic area agree to impose a tax and pay for public financing in order to fund infrastructure improvements or services, such as streets, water, sewage and drainage, electricity, infrastructure, schools, parks, and police protection. Infrastructure improvements must have a useful life of 5 years or longer. CFDs are a flexible and effective tool for the development of public facilities and services. CFDs can pay for O&M, or revenue can be used for debt service (municipalities can finance against CFD revenue). CFD bonds are generally tax-exempt, making them attractive to investors.

Other, similar types of special tax districts and assessment districts include Landscape Maintenance District Zone (LMDZ), and CSAs. Current policy is for CFDs to be established with new developments. LMDZs and CSAs operate similarly to CFDs.

CFDs are formed when property owners within geographic areas agree to impose a tax and pay for public financing to fund infrastructure improvements or services, such as streets, water, sewage and drainage, electricity, infrastructure, schools, parks, and police protection. A CFD may be initiated by a sponsoring local government agency. The services paid for through a CFD may be funded only to the extent they are required by new growth. CFDs are not currently a funding option used for the SDRP Trail but they are used by the City of San Diego. The revenues collected by CFDs can be used with great flexibility for a wide arrangement of services and facilities with minimal to no restrictions. CFDs can be used to pay off bonds financed against CFD revenues or

¹⁰³ California Tax Foundation. (2021). *Local Tax Trends in California*. Available at: <https://www.caltax.org/foundation/reports/2021-Local-Tax-Trends-in-CA.pdf>

¹⁰⁴ California Tax Foundation. (2021). *Local Tax Trends in California*. Available at: <https://www.caltax.org/foundation/reports/2021-Local-Tax-Trends-in-CA.pdf>

for pay-as-you-go investments. The boundaries of a CFD do not need to be contiguous. A CFD can pay for improvements located beyond the boundary of the CFD area.

A CFD must be approved by two-thirds of the “qualified electors” of the district (i.e., the landowners or registered voters within the boundary of the CFD). Due to this voter approval requirement, CFDs are most commonly formed in undeveloped areas where the district encompasses a small number of property owners who intend to subdivide the land for sale. There is already an existing policy to implement CFDs for SDRP Trail segments constructed by private entities.

To implement a CFD, the County would define the boundary of the desired CFD and the covered services/infrastructure, then initiate the process for voter approval. If the CFD receives the required two-thirds majority vote, then the County would work to implement the CFD. Implementing a CFD will take approximately 1 year after it is approved. CFDs can either fund projects as revenue is available (“pay-as-you-go”) or be used to finance bonds, which would have additional costs to establish and pay the debt service. The CFD could be designed to cover the full costs of creating, operating, and maintaining the SDRP Trail or be narrower to only O&M. When CFDs are formed, they include formulas that calculate the special tax for each parcel, which can vary by the size of the property, property characteristics (such as the use of the property), and square footage of existing structures. The services/infrastructure funded by a CFD is limited to that which is necessitated by new growth.

The SDRP Trail does not currently use CFDs as a funding option, but the City of San Diego and the County do use CFDs in other areas. There are 17 active CFDs in the county.¹⁰⁵ The city of San Diego has five active CFDs and one active 1913/1915 Act Assessment District (1913/1915 Act Assessment Districts are similar to CFDs). As an example, the property developer implemented the City of San Diego Community Facilities District No. 4 (Black Mountain Ranch Villages) to finance the acquisition and construction of certain road, water, sewer system, and utility improvements necessary to meet increased demands placed on the City of San Diego as a result of the development of CFD area. In 1991, the City of San Diego implemented the Miramar Ranch North CFD in the city of San Diego to provide \$35,340,000 of funding on a \$75,000,000 bond, which was used for the acquisition and construction of authorized public facilities. This CFD encompassed over 3,000 taxable developed residential parcels and was finally dissolved in July of 2021.¹⁰⁶

CFD taxation rates can be based on square footage of property, number of bedrooms, acreage, or any other property characteristic. They can also vary parcel to parcel, as well as by land use. Maximum tax rates are set by the rates and methods of apportionment (RMA) document and

¹⁰⁵ The full list of CFDs in the county and incorporated cities in the county of San Diego is available at: <https://www.sandiegocounty.gov/content/dam/sdc/auditor/pdf/cfd.pdf>

¹⁰⁶ NBS. (2021). *District Closeout Analysis and Findings Report For: Community Facilities District No. 1 (Miramar Ranch North)*. San Diego; City of San Diego.

must be considered reasonable. Tax rates for CFDs can be variable and change based on need if necessary.

While a CFD can encompass any geographic area and can fund a variety of different projects, the approval of the implementation of the CFD must be held to a vote by the “qualified electorate” inside the proposed CFD. A two-thirds majority approval is necessary for it to pass. If there are 12 or more registered voters within a CFD, then a qualified electorate is all registered voters. If there are less than 12 registered voters within a CFD, the qualified electorate are landowners within the CFD.

CFDs can be implemented by multiple jurisdictions or governments in coordination, such as through a JPA. There are many examples of CFDs in California that were created in this way. For example, the City of South Lake Tahoe, El Dorado County and Tahoe Paradise Resort Improvement District together formed the South Lake Tahoe Recreation Facilities Joint Powers Authority.¹⁰⁷ The Improvement District held a special election for a 30-year bond and corresponding tax levy of \$18 annually per single-family property. It was planned to fund bike trails, athletic fields, an ice rink, and other facility upgrades. The measure passed in 2000. A second election was conducted in 2011 to allow use of CFD funds to renovate pre-2000 bicycle paths as well as conduct maintenance activities of pre-CFD paths. This measure passed as well.

Other examples of CFDs implemented under JPAs exist in California. The City of Larkspur, the Town of Corte Madera, and the Town of San Anselmo collectively created a JPA and under it created the Twin Cities Police Authority Community Facilities District No. 2008-1¹⁰⁸. This CFD was formed to issue bonds and collect special taxes on certain properties to fund public safety, police and emergency services facilities, services and equipment.

In a slightly different manner, the City and County of San Francisco Community Facilities District No. 2014-1 was formed by the City and County of San Francisco along with the Transbay JPA under a Joint Community Facilities Agreement.¹⁰⁹ This CFD was formed for the purpose of improvements and infrastructure necessary for a new high-density, mixed-use neighborhood associated with the Transbay Transit Center.

5.2.3.2 Sales Tax

The County could pursue a new sales tax to create new revenues for the SDRP Trail. A sales tax would be a dedicated funding source that would require voter approval to implement. An example of a sales tax funding mechanism is *TransNet*, the half-cent sales tax to fund a variety of transportation projects throughout San Diego County. Voters last approved the *TransNet* sales

¹⁰⁷ City of South Lake Tahoe. South Lake Tahoe Recreation Facilities JPA. <https://cityofslt.us/759/South-Lake-Tahoe-Recreation-Facilities-J>.

¹⁰⁸ Central Marin Police Authority. 2015. Official Statement. June 3. <http://munibase.elabra.com/TwinCityPolice15FOS/doc/fos.pdf>.

¹⁰⁹ Transbay Joint Powers Authority. 2014. Staff Report for Meeting of December 11, 2014. https://tjpa.org/uploads/2014/12/Item9_JCFA.pdf.

tax in 2004. As a special tax (i.e., not a citizen initiative), there would be a two-thirds supermajority voting requirement to implement the new tax.

There is no precedent for sales tax to be used to fund a specific parks project like the SDRP. This option may be more suitable for broader parks and recreation efforts that have investment needs throughout the county, similar to the *TransNet* funding that addresses a wide array of transportation projects. The voter approval requirement makes this option less certain as a funding source compared to options that do not require voter approval. An advantage of this option compared to other options is that it is a completely new revenue source, rather than a rededication of existing funding.

To implement a new sales tax, the Board would need to initiate a ballot measure. If passed, the County would then need to set up and administer the sales tax. The timeline to have a ballot measure created and implemented is approximately 1 to 3 years for the vote and to implement the tax, and another 1 to 3 years to secure a revenue bond. The average annual revenues from a sales tax will vary depending on the level of the tax. Smaller taxes may be more likely to be approved by the voters. In fiscal year 2019-20, *TransNet* had \$305.8 million in revenues from the half-cent (0.5%) sales tax, so a similar level tax would generate similar magnitude of revenues for the SDRP Trail. Smaller tax increments could be feasible as well, although given the effort to create a new sales tax and its geography, combining multiple objectives would likely be necessary (beyond the SDRP Trail alone).

The State of California currently has a statewide 7.25% Sales and Use Tax applicable to all jurisdictions.¹¹⁰ 6% remains with the state and 1.25% is designated for local jurisdictions including cities and counties. Sales tax is imposed on consumers when a product is purchased for consumption in a retail setting. Use tax is imposed on the following:

- Purchase of consumables or capital assets from out-of-state vendors not doing business in California
- Purchase of consumables or capital assets shipped from out of state directly in-state by an out-of-state vendor doing business in California. In this case, the use tax is imposed upon the vendor, who generally collects the tax.
- Upon self-consumption of items originally purchased for resale

Under State of California law, local jurisdictions are allowed to levy an additional local sales tax known as a Transaction and Use Tax (TUT). TUTs are generally created to allocate funding to a specific purpose or goal, such as transportation. A super-majority two-thirds voter approval is necessary for the implementation of a TUT. In some contexts, for sales tax in California, the term “sales” and “transaction” are used interchangeably when specifying sales taxes.

The *TransNet* Tax in San Diego County is a TUT that is added to total transaction taxes in all of San Diego County. Jurisdictions are allowed to implement up to an additional 2% in total TUT.

¹¹⁰ California Department of Tax and Fee Administration. 2022. Detailed Description of the Sales & Use Tax Rate. <https://www.cdtfa.ca.gov/taxes-and-fees/sut-rates-description.htm>.

Local jurisdictions can also create sales and use taxes as district taxes, ranging from 0.1% to 1.00%. Total sales tax rates are the aggregate of state, local, and district taxes. There are several California jurisdictions with total sales tax rates above 10%. The maximum tax rate in any jurisdiction of the county is currently 8.75%. Several cities in the county impose their own TUT.¹¹¹

The County can impose a sales tax that is county-wide, or just in the unincorporated area. Given the spread of the SDRP Trail across incorporated and unincorporated areas, a new sales tax that provided funding for the SDRP Trail should cover incorporated and unincorporated areas, collected county-wide.

5.2.3.3 Transient Occupancy Tax

Transient Occupancy Tax (TOT), also known as a hotel or lodging tax, is a tax on overnight lodging guests or short-term rentals, including hotels, motels, timeshares to non-members, vacation rentals, and recreational parks and campgrounds. Measure C, passed in 2020 by City of San Diego voters but under litigation, is an example of how TOT can be used for funding. Measure C increased the City of San Diego's TOT and allowed the City to levy bonds against the new tax revenues. The financing from the Measure C TOT revenues will be used to expand the San Diego Convention Center, improve streets and related infrastructure, and fund programs to reduce homelessness.

As a special tax (i.e., not a citizens' initiative), there would be a two-thirds supermajority voting requirement to implement. Like sales tax, the voter approval requirement makes this option less certain and potentially a longer process to secure funding. This option also represents a new revenue source, rather than a rededication of existing revenues. Unlike a sales tax, there is a precedent for using TOT for specific projects (i.e., the San Diego Convention Center).

To implement a new TOT, the Board would need to initiate a ballot measure. If passed, the County would then need to set up and administer the TOT. The timeline to have a ballot measure created and implemented is approximately 1 to 3 years for the vote and to implement the tax, and another 1 to 3 years to secure a revenue bond. The average annual revenues from the TOT will vary depending on the level of the tax. In fiscal year 2020/2021 the TOT revenues for the County were \$5.39 million for the 8 percent tax rate for establishments located in the unincorporated areas of the county.

Examples of short-term rentals are hotels, motels, timeshares to non-members, vacation rentals, and recreational parks and campgrounds. Revenues collected by the TOT within the city of San Diego can be used for "promoting the City of San Diego," including the "planning, construction, maintenance and operation of tourist related cultural, recreational and convention facilities." The ballot measure in 2020 to increase the TOT was to utilize the new revenues to expand the

¹¹¹ Department of Tax and Fee Administration. 2022. District Sales & Use Tax Rates. <https://www.cdtfa.ca.gov/formspubs/cdtfa105.pdf>.

convention center and fund streets and homelessness programs.¹¹² In 2019, TOT accounted for 8.9 percent of the total general fund for the City of San Diego, or \$128,400,000. However, in the light of the COVID-19 pandemic, revenues fell to \$95,200,000 and accounted for 5.5 percent of the general fund in 2020.¹¹³ Pre-pandemic analysis of the revenue generation of Measure C was estimated at \$6.8 billion over four decades.

Prior to the 2020 Measure C ballot measure, the last time the TOT was adjusted in the city of San Diego was 35 years ago.¹¹⁴

Implementing a new TOT would require voter approval through a county-wide ballot measure (simple majority for citizens' initiative and two-thirds supermajority for special taxes if placed on the ballot by the Board). Like sales tax, the voter approval requirement makes this option less certain as a funding source compared to options that do not require voter approval. Unlike sales tax, there is a precedent for using TOT for specific projects (i.e., the San Diego Convention Center).

5.2.4 Financing Tools

5.2.4.1 Lease-Supported Debt (Lease Revenue Bonds and Certificates of Participation)

Lease financing is the basic financing tool for “governmental” capital needs – acquisition of or improvements to real property or acquisition of personal property (e.g., equipment) for the payment of which no project, enterprise or dedicated tax revenues are available.

Lease revenue bonds are a form of financing based on revenues from long-term lease agreements. A public asset is entered into a lease agreement as collateral where the money gained from putting the property up for lease goes towards an identified project.¹¹⁵ The lease is managed by an outside third party, usually a nonprofit, that takes the lease and turns it into a finance product, a security, that can be offered on a securities exchange. Investors buy the security, sometimes in the form of a Certificates of Participation (COPs) and receive tax-exempt interest payments as the lease is paid off by the public entity. This debt structure can allow for a multitude of investors to participate via the securities market rather than just a single bond holder. It also provides securitization market interest rates, which may be more favorable to a typical bond.

There are multiple types of lease revenue bonds. The two that are most appropriate for funding for the SDRP Trail are COPs and Joint Powers Agency (JPA) Bonds. Functionally, these two types of financing operate similarly, but JPA Bonds are suitable for two or more government entities to

¹¹² Weisberg, L., 2022. San Diego's legal fight to enact hotel tax ballot measure just got a little easier. San Diego Union-Tribune <https://www.sandiegouniontribune.com/business/story/2022-01-03/san-diegos-fight-to-approve-hotel-tax-measure-just-got-a-little-easier>

¹¹³ County of San Diego, County of San Diego Adopted Operational Plan Fiscal Years 2019-20 & 2020-21, sadiiegocounty.gov/content/dam/sdc/auditor/pdf/adoptedplan_19-21.pdf

¹¹⁴ The City of San Diego 2022, *TOT/TMD Frequently Asked Questions*. Office of the City Treasurer sandiiego.gov/treasurer/taxesfees/tot/totfaq

¹¹⁵ Shea, S. and Doty, R., 1993. *Guidelines for Leases and Certificates of Participation*. California Debt and Investment Advisory Commission.

form a separate legal entity, the JPA, and use that legal structure to take joint actions and/or leverage joint financing. Financing with a JPA can be done by the members jointly or separately, with each JPA member making contributions or advances to the JPA. A JPA organization can use COPs or other financing mechanisms.

COPs are a type of financing where a debt is secured by lease revenue rather than direct revenues. Functionally, COPs work by leveraging pre-existing public assets against a debt via leasing the asset back to the government. Ultimately, COPs operate and provide funding similarly to a bond but with the important caveat that technically no debt is issued. This aspect of COPs allows them to be issued without voter approval. COPs effectively allow for a project to get a dedicated funding stream by implicating a debt obligation, the lease payments, towards the project. If there is a failure to pay the lease, the asset is at risk of forfeiture to the COPs holder.

The resolution of intent to issue COPs must be approved by the Board. There is no need for a public vote. COPs operate very similarly to bonds and can be used for a variety of capital projects. It is imperative that lease expenditures inside the general fund must be identified and deemed affordable, otherwise the public entity risks forfeiture of the leveraged asset.

5.2.4.2 General Obligation Bond

A General Obligation Bond (GO Bond) is backed by the credit and taxing power of the issuing jurisdiction rather than a specific revenue source, such as TIF (which are form of revenue bonds). GO Bonds are payable from taxes on real property within the public agency's jurisdiction. Under California State Proposition 46, counties and cities must receive approval from two-thirds of registered voters to issue general obligation bonds. San Diego County does not have any outstanding GO Bonds and has never used GO Bonds to fund park projects.

GO Bonds are common at the state-level and for local school districts. GO Bonds are less often used for parks and recreation. GO Bonds for parks and recreation facilities have both passed and failed in California. A 2016 measure passed with the two-thirds requirement (69.8 percent) for the Coalinga-Huron Recreation and Park District in Fresno County.¹¹⁶ A 2018 vote to issue bonds to support the Tehachapi Valley Recreation & Park District in Kern County was defeated with only 32.5 percent of voters voting yes.¹¹⁷ A similar effort in 2020 in Contra Costa County to issue bonds to fund the Pleasant Hill Recreation and Park District also failed to meet the two-thirds requirement with only 55.7 percent of voters voting yes.¹¹⁸

¹¹⁶ Ballotpedia, *Coalinga-Huron Recreation and Park District, California, Bond Issue, Measure N (November 2016)*, [https://ballotpedia.org/Coalinga-Huron_Recreation_and_Park_District,_California,_Bond_Issue,_Measure_N_\(November_2016\)](https://ballotpedia.org/Coalinga-Huron_Recreation_and_Park_District,_California,_Bond_Issue,_Measure_N_(November_2016))

¹¹⁷ Ballotpedia, *Tehachapi Valley Recreation and Park District, California, Measure R, Bond Issue (November 2018)*, available at: [https://ballotpedia.org/Tehachapi_Valley_Recreation_and_Park_District,_California,_Measure_R,_Bond_Issue_\(November_2018\)](https://ballotpedia.org/Tehachapi_Valley_Recreation_and_Park_District,_California,_Measure_R,_Bond_Issue_(November_2018))

¹¹⁸ Ballotpedia, *Pleasant Hill Recreation and Park District, California, Measure A, Bond Issue (March 2020)*, available at: [https://ballotpedia.org/Pleasant_Hill_Recreation_and_Park_District,_California,_Measure_A,_Bond_Issue_\(March_2020\)](https://ballotpedia.org/Pleasant_Hill_Recreation_and_Park_District,_California,_Measure_A,_Bond_Issue_(March_2020))

GO Bonds are a mechanism where funding is raised via long-term government loans, called bonds. The government receives the money when investors purchase the bonds, and then the government is responsible for paying back their loans over time. GO Bonds are backed by the “full faith and credit” of the government, meaning they are responsible for paying back their debts using any means necessary, including raising property taxes. GO bonds are a relatively stable investment for people, which has perpetuated their use for a variety of funding needs. GO bonds usually last 20 to 30 years, so a city or county could issue them to fund trail maintenance and capital improvements over a long period of time.

Once a GO Bond is approved by voters, the local government could levy a new property tax to pay for debt service on the new bond. For this reason, GO Bonds are both a financing mechanism as well as a source of new revenues for the County that could be used for the SDRP Trail. GO Bonds can only be used for acquisition or improvement of real property, so they are not able to fund operations.

In California, a local GO Bond for the trails project would require a super-majority voter approval through a county-wide ballot measure. Before going to voters, the GO Bond must be approved by the Board after recommendation by the Debt Advisory Committee of the County. Since GO Bonds have not been issued by the County to date and they require voter approval, they would be more challenging to implement compared to revenue bond options, such as bonding against tax increment revenues through an EIFD. There is not a County precedent for using GO Bonds, so there are no relevant examples of recent debt terms and conditions, although the County has a strong bond rating.

5.2.4.3 Green Bonds and Resilience Bonds

In addition to a traditional GO bond, there are alternative bonds that fund projects with specific purposes or missions. Examples of such bonds are green bonds and resilience bonds. These bonds are issued similarly to a traditional GO bond.¹¹⁹ Currently, the San Diego Unified School District is constructing and pricing one billion dollars in green bonds and has already initiated \$100 million in green bond.¹²⁰

Like GO Bonds, a super-majority voter approval through a county-wide ballot measure is needed to issue a special bond. Special bonds also require the same approval as GO bonds by the Board after review and recommendation by the Debt Advisory Committee. As with GO bonds, a major limitation and consideration is the necessity of voter approval. Voter approval takes time and can introduce an element of political entanglement. This is especially salient with green/resilience bonds as they usually address social or environmental issues that have political undertones.

¹¹⁹ Gspp.berkeley.edu. 2022. Green Bonds. University of California, Berkeley. Available at: <https://gspp.berkeley.edu/faculty-and-impact/centers/cepp/projects/green-bonds-market-development-committee>

¹²⁰ Webster, K., 2021. San Diego school district is pricing all-green \$1 billion GO deal. The Bond Buyer. <https://www.bondbuyer.com/news/san-diego-school-district-is-pricing-all-green-1-billion-go-deal>

5.2.5 Additional Funding Tools

In addition to the existing funding options, tax increment financing, new revenue sources, and financing mechanisms, additional funding tools are discussed below.

5.2.5.1 California Conservation Corps

The California Conservation Corps (CCC) is a department within the California Natural Resources Agency that employs 18 to 25-year-old California residents to work on environmental projects throughout the state. The top three counties where Corps members come from are San Diego, Los Angeles, and San Bernardino. The CCC has provided 74.1 million hours of natural resource work throughout the state of California since 1976. This has resulted in 24.6 million trees planted, 11,621 miles of trail constructed, and over 11 million hours of work improving rural and urban parks and recreational areas.¹²¹

Given the mission of the CCC and the goals and impacts of the SDRP Trail, there is potential opportunity for the SDRP Trail to utilize CCC work hours to increase the pace of construction and subsidize labor costs. The CCC also provides grant funding for projects that have goals that correlate with Proposition 68, the California Drought, Water, Parks, Climate, Coastal Protection, and Outdoor Access for All Act of 2018.

5.2.5.2 Carbon Credits and Carbon Sequestration

The open space preservation and restoration activities associated with the SDRP Trail are a potential source of revenue through the potential for capturing and storing carbon. As climate action becomes increasingly urgent, biological carbon sequestration has become part of the solution in mitigating carbon emissions. Coastal and estuarine environments have among the highest rates of carbon sequestration per unit area, leading to new studies and conservation efforts in the realm of “blue carbon,” which refers to the carbon captured and stored by these ecosystems. Carbon credits could also be generated from reforestation and revegetation activities in freshwater systems.

There are two potential avenues for funds from carbon credits. The first avenue is through the voluntary carbon market (VCM) where willing buyers purchase verified carbon credits. This source of funding is new revenues for the County and their partners for the SDRP. The second avenue is through funding for the SDRP Trail from the County and/or other regional partners who are interested in the carbon sequestration projects associated with the SDRP Trail as a way to meet their Climate Action Plan and carbon emission reduction goals.

5.2.5.2.1 Voluntary Carbon Market (VCM)

The VCM provides individuals and corporations the opportunity to reduce their carbon footprint beyond internal reductions by offsetting their emissions through payments to projects elsewhere.

¹²¹ CCC 2022. *The California Conservation Corps*. ccc.ca.gov/who-we-are/about/

The VCM may provide a funding vehicle for future 3.5-2 carbon projects. Projects need to be verified to ensure that emissions reductions are actually occurring as a result of the project. Once projects are certified by a third-party organization, project developers can sell credits to individuals or companies to offset their emissions. Blue carbon credits have averaged \$5 per ton of CO₂ equivalent between 2006-2018¹²² but jumped to \$13.25 per ton of CO₂ equivalent as of December 2021¹²³ and are expected to continue rising as the VCM continues to expand. Getting a project verified can be challenging and requires evaluating the market, technical, financial, and legal feasibility. Additionally, many of the smaller-system restoration projects on the west coast do not provide sufficient credits on their own to make them viable for credit sales on the carbon market, although grouping multiple projects may make it feasible.

Recently, The Nature Conservancy's Virginia Coast Reserve eelgrass restoration project became the first blue carbon project in the US to develop verified blue carbon credits.¹²⁴ Part of the project's success was the long-term monitoring and studies conducted by the University of Virginia and Virginia Institute of Marine Science to understand the carbon storage in the vegetation and marine sediments. The project is expected to restore 164,200 acres of seagrass.

The County could investigate the potential of developing a blue carbon project to provide revenue for restoration efforts by conducting a feasibility study to evaluate the market, technical, financial, and legal feasibility as it applies to lands within the county. In addition to exploring the feasibility of bringing a project to the market, quantification of carbon pools and GHG exchange in the county's blue carbon habitats can be used to inform design and management decisions. The recognition and quantification of blue carbon as an important ecosystem service also presents an opportunity to reach new stakeholders in estuarine systems – engaging new partners and investors collectively interested in the global economic benefits of wetland restoration, while also serving to mitigate the impacts of climate change and support long-term management, monitoring, and resilience of wetland ecosystems.

5.2.5.2.2 Carbon Sequestration Project Funding

The Board directed staff on January 27, 2021, to develop a framework for a regional zero carbon sustainability plan in partnership with the UC San Diego School of Global Policy and Strategy. The County's Integrated Regional Decarbonization Framework is a partnership to move the region toward zero-carbon emissions. The County's CAP is in the process of being updated to reflect the net-zero goals. Projects for the SDRP support these larger decarbonization goals of the County through restoration of the San Diego River. In addition, transportation through a shift from vehicular to bicycle commuting along the SDRP Trail is also supportive of decarbonization

¹²² Ecosystem Marketplace. (2019). Financing Emissions Reductions for the Future. Available at: <https://www.forest-trends.org/wp-content/uploads/2019/12/SOVCM2019.pdf>

¹²³ IHS Markit. (2022). Voluntary carbon markets poised for growth in 2022. Available at: <https://cleanenergynews.ihsmarkit.com/research-analysis/voluntary-carbon-markets-poised-for-growth-in-2022.html>

¹²⁴ Verra. (No Date). Virginia Coast Reserve Seagrass Restoration Project. Available at: <https://registry.terra.org/app/projectDetail/VCS/2360>

goals.¹²⁵ Funding for decarbonization could also therefore be used for some SDRP projects. This funding would likely come from the County or the cities, so is not a new revenue option, but could be a source of new funding for the SDRP Trail.

5.2.5.3 Habitat and Wetland Mitigation Banking

There is a market for habitat and wetland mitigation banking in the San Diego region because impacts to habitats and wetlands must be mitigated for, which often involves purchasing credits from mitigation banks. Mitigation credits are typically purchased for development by both private and public entities. The existing mitigation banks in the San Diego region are primarily private, but the Daley Ranch Conservation Bank provides an example of a publicly managed bank by the City of Escondido.¹²⁶

To use mitigation banking as a source of funding for the SDRP Trail would require dedicating land area for mitigation purposes. Site assessments would be required to identify the suitability of County-owned or acquired sites for mitigation. The Daley Ranch Conservation Bank is a 3,058-acre property with 2,842 conservation credits. Mitigation banking requires costs to establish the bank, perform restoration, generate and prove credits, and market those credits to sellers. If the County were to use mitigation banking as a revenue source, it would need to make the decision to dedicate land for those purposes.

5.2.5.4 Pay for Success Financing

Pay for Success financing is a method being pioneered to fund public initiatives across the country. Private entities bid on addressing public issues or initiatives with a specified goal/outcome. If the private entity can meet the demands and criteria agreed upon, they are paid for the achieved outcome. An example of using Pay for Success Financing is with private social-working groups being paid to meet recidivism rate goals. A private contract estimates how much it would cost them to reach the desired goal and once achieved, they are paid.

In the case of the SDRP Trail, Pay for Success investors could fund trail stewards for maintenance and improvements. However, the trail stewards are not responsible for repaying investors. Instead, investors are repaid by local third parties who have directly benefitted from trail investment. These payors can be public or private entities, and they have an incentive to do so because trail investments are leading to positive outcomes for them (e.g., increased tourism). An outside fourth party is responsible for evaluating the trail benefits and coordinating repayment to investors using money taken from the beneficiaries.

¹²⁵ The County's Active Transportation Plan supports the County's Climate Action Plan goal of "Encouraging Physical Activity." The Active Transportation Plan is available at: <https://www.sandiegocounty.gov/content/sdc/pds/advance/ActiveTransportationPlan.html>. The Climate Action Plan is available at: <https://www.sandiegocounty.gov/content/sdc/sustainability/climateactionplan/2018cap.html>

¹²⁶ The list of County of San Diego Mitigation Banks is available at: <https://www.sandiegocounty.gov/content/sdc/pds/mitbnks.html>

Pay for Success financing takes significant upfront time investment to generate a comprehensive overview of what the funding will address, as well as frameworks to track metrics of success. Once a robust profile is created, the County and private industry must enter a contract specifying details or desired outcomes and a financial plan indicating payout to the private entity.

Pay for Success is traditionally used with social issues like mental illness, homelessness, and recidivism. In the context of developing a trail, it would be difficult to identify the correct metrics of outcomes to pay back private industry contractors, as we as correlate outcomes with the large price tag of the project. Ultimately, there may be opportunity to use Pay for Success financing to address specific aspects of the construction of the SDRP Trail but would overall be limited in providing substantial funding. The County and their partners would need funding to pay back the entity that completes the Pay for Success project.

Baileys Trail System on Wayne National Forest in Athens, Ohio, has been one of the first organizations to try this approach. Baileys was able to finance \$5.4 million over 5 years to invest in their 88-mile trail network. A variety of private investors are being reimbursed by the payors, including the County, two cities, and two villages. Grants are also being sought by the payors as a way to repay investors. The fourth party evaluator that was used to ensure neutrality was Ohio University.¹²⁷

The Pay for Success approach has not been used in the San Diego region to date.

5.2.5.5 Parking Fees

A parking fee would be a fee to park a vehicle at an outdoor recreation facility, such as a park or trailhead. Parking fees are not currently leveraged for municipal or County parks in San Diego County. There is no precedent for parking fees being used for County Parks facilities in San Diego County. The \$5 daily parking fee for the Cleveland National Forest is an example of a parking fee model.

A parking fee would be a source of new revenue for the SDRP Trail. The amount of revenues would vary by the parking fee and the number of sites where the fee is implemented. A parking fee would have costs associated with implementing and enforcing the fee. Fees can also reduce use of recreational facilities, particularly for lower-income users. Due to this equity consideration, parking fees undermine DPR's goals of access to parkland. To implement a new parking fee at County parks, there would need to be policy changes by both the Board and DPR.

¹²⁷ Quantified Ventures (2018). US Forest Service: Sustainable Recreation Infrastructure Pay-for-Success Feasibility Report. Accessed at: <https://static1.squarespace.com/static/5d5b210885b4ce0001663c25/t/5d84e60cad88c13184eb6751/1568990738934/The%2BBaileys%2BTrail%2BSystem%2BPay-For-Success%2BFeasibility%2BReport%2BFinal.compressed.pdf>

5.2.5.6 Event/Rental Fees

Event/rental fees are already in place for regional parks in the county. Hosting an event to fundraise specifically for the SDRP Trail could be a source of additional, dedicated funding. For example, an annual run on the SDRP Trail could raise awareness while also generating funding for the trail. The event would need a champion to oversee its creation and implementation. There may be some expenditures needed, but most expenses could likely be fundraised through donations and volunteer time. An event is limited in its ability to fundraise for the trail, as entry fees are typically less than \$50 per person, so even with large turnout for an event of this type, revenues would likely be less than \$500,000 per year.

5.3 Summary of Funding Tools

The funding tools that could be utilized as sources of funding for the SDRP Trail are summarized in Table 5.3-1. Of the funding tools evaluated, only a select few can pay for either the full costs of implementation or both O&M of new trail segments associated with the SDRP Trail. Many funding options require voter approval, so would not be able to implement immediately without first putting it to a vote of the relevant electorate. The funding options are not mutually exclusive and most could be combined.

The following funding tools have the potential to generate sufficient funding for the estimated development and construction costs associated with the SDRP Trail. In some cases, the timeframe, geography, or level of investment would likely need to be tailored to the funding available. Also, in some cases, multiple versions or geographies might be necessary depending on partnering outcomes with other jurisdictions. Full implementation funding similarly is dependent on the level of property acquisition that is determined to be necessary.

- All TIF Options
 - Enhanced Infrastructure Financing District (EIFD)
 - Neighborhood Infill Finance and Transit Improvements (NIFTI)
 - Community Revitalization and Investment Authority (CRIA)
 - Infrastructure and Revitalization Financing District (IRFD)
 - Infrastructure Financing District (IFD)
- Mello-Roos Community Facilities District (CFD) and similar Special Districts
- Sales Tax
- Transient Occupancy Tax (TOT)
- Certificates of Participation (COPs)
- General Obligation (GO) Bond
- General Fund

The following funding tools are able to fund O&M of the SDRP Trail. Not all funding tools would generate sufficient funding to pay for all O&M of new trail sections of the SDRP Trail:

- Mello-Roos Community Facilities District and similar Special Districts
- Sales Tax
- Transient Occupancy Tax (TOT)
- Parking Fees
- Event/Rental Fees
- EIFD (for maintenance of new capital investments only, no operations or maintenance of existing facilities)
- GO Bond (some capital maintenance only)

Table 5.3-1. Summary of All Funding Tools

Funding Tool	Precedent for Using for Park/Trails Funding in CA	Is Voter Approval Needed?	Potential Funding Sufficient to Implement SDRP Trail?	Allows Funding for Operations and Maintenance
Expansion of Existing Funding Sources				
General Fund	X	No	Potentially	Yes
Park Land Dedication Ordinance (PLDO)/ Impact Fees	X	No (County recently updated PLDO)	No	No
County Service Areas (CSAs)	X	Yes (majority or 2/3 of property owners in district)	No	Funding for above and beyond normal services
Maintenance Assessment Districts (MADs)	X	Yes (majority of property owners in district)	No	Funding for above and beyond normal services
Grant Funding	X	No	No	No
Donations and Volunteerism	X	No	No	Volunteer services for maintenance
Tax Increment Financing (TIF)				
Enhanced Infrastructure Financing District (EIFD)	X	No (no voter approval to establish or issue debt)	Yes	Only maintenance for new trail segments implemented using TIF funds, no operations.
Neighborhood Infill Finance and Transit Improvements (NIFTI)		No (no voter approval to establish or issue debt)	Potentially (Must dedicate funds to affordable housing, parks, and be near transit)	Only maintenance for new trail segments
Community Revitalization and Investment Authorities (CRIAs)		No (no voter approval to establish or issue debt)	Potentially (Portion of revenues must be dedicated to affordable housing)	Only maintenance for new trail segments
Infrastructure and Revitalization Financing Districts (IRFDs)	X	Yes (2/3 voter approval for formation and to issue bonds)	Yes	Only maintenance for new trail segments
Infrastructure Financing Districts (IFDs)	X	Yes (2/3 voter approval for formation and to issue bonds)	Yes	Only maintenance for new trail segments

Funding Tool	Precedent for Using for Park/Trails Funding in CA	Is Voter Approval Needed?	Potential Funding Sufficient to Implement SDRP Trail?	Allows Funding for Operations and Maintenance
New Revenue Sources				
Mello-Roos Community Facilities Districts	X	Yes (majority or 2/3 of property owners or registered voters in district)	Yes	Yes
Sales Tax		Yes (50% for citizen initiatives and 2/3 for special taxes)	Yes	Yes
Transient Occupancy Tax (TOT)		Yes (50% for citizen initiatives and 2/3 for special taxes)	Yes	Yes
Financing Mechanisms				
Certificates of Participation (COPs)	X	No	Yes	No
General Obligation (GO) Bonds		Yes (2/3 county-wide approval)	Yes	Only maintenance for new trail segments
Additional Funding Tools				
California Conservation Corps	X	No	No	Maintenance Only
Carbon Credits		No	No	No
Pay for Success Financing		No	No	No
Parking Fees	X	No	No	Yes
Event/Rental Fees	X	No	No	Yes

Source: Created by ECONorthwest. See report sections for full details on allowable funding and funding potential.

6 Funding Options and Recommendations

6.1 Criteria to Evaluate Funding Tools

Only a subset of the funding options evaluated in Chapter 4 would meet the definition of a dedicated and consistent funding source for the SDRP Trail. No one funding mechanism is sufficient to pay for funding of all implementation costs *and* all ongoing costs. Instead, a portfolio of funding mechanisms will be needed in order to complete the full SDRP Trail. A subset of the funding mechanisms is explored further in this chapter as the most feasible. These funding mechanisms are those that meet one of the following criteria:

- Potential to generate sufficient funding to cover the majority of the implementation costs for the SDRP Trail
- Able to fund ongoing O&M of newly completed segments of the SDRP Trail
- Do not represent a new fee for use of the SDRP Trail (e.g., parking fees)

All of the TIF funding mechanisms fit into these criteria. However, because the TIF mechanisms are functionally similar, only EIFDs are included for further consideration because they have precedent for funding for parks and recreation and have the lowest barriers to implementation of all the TIF options.

The options that are further evaluated as the most feasible funding tools, based on the above criteria, are:

- Enhanced Infrastructure Financing Districts (EIFDs)
- Community Facilities Districts (CFDs) and similar Maintenance Districts
- Sales Tax
- Transient Occupancy Tax (TOT)
- Certificates of Participation (COPs)
- General Obligation Bonds (GO Bonds)
- Capital Improvement Needs Assessment (CINA)/Operational Plan Dedication.

Each option is discussed in further detail below to consider how the option could be implemented to dedicate funding for the SDRP Trail, including what it can and cannot provide funding for, the potential funding amount it can access, the implementation process, and the costs of implementation.

6.1.1 Opportunity Costs from Dedicating Funding

Regarding funding mechanisms like EIFDs, there are associated opportunity costs due to preexisting revenue sources being reallocated for a specific project or purpose. When an EIFD is implemented, the increment that is collected will become forgone general fund revenue for years, potentially even decades, and will diminish the growth in budgets of preexisting operations. The County's General Fund budget is approximately \$5 billion, and while an estimated project cost of approximately \$100 million to \$150 million over several years may seem relatively small in

comparison, there is competition for funding for other projects in other departments, as well as departments that may be deemed underfunded and in need of increased revenues. The opportunity costs associated with TIFs should be accounted for in planning general fund expenditures, as well as what possible impacts may occur if one project or initiative deprives another of funding. Establishing an EIFD is more costly to implement than the general appropriation of funding on a pay-as-you go basis from the General Fund but with the added benefit of a long-term commitment to a single project or set of projects.

6.1.2 Implementation Costs and Considerations

While funding mechanisms allocate monies for projects, they themselves have costs associated with their implementation and use. These costs can manifest monetarily and temporally, as well as for policy decisions and can also create opportunity costs if there is a reallocation of preexisting revenue streams.

Implementation costs associated with funding mechanisms vary and are dependent on the complexity of the funding mechanism and subsequently how much preparation there is with developing the operational framework of said mechanism. There are also costs associated with the maintenance and administration of funding mechanisms, as well as the administration of collected funds and providing oversight on the distribution of funds. While some funding mechanisms already have administrative systems in place (e.g., sales tax, transient occupancy tax), others require the creation of independent regulatory and governing bodies and require years of preparation and development.

Funding mechanisms that have a geographic component (e.g., CSA, MAD, CFD, TIF) have costs associated with identifying the best/correct geographic area of implementation. TIFs, especially, can become quite complex if parcel-by-parcel considerations are implemented or if a TIF is non-contiguous. There can also be policy considerations and costs on where the area of implementation is decided, which extend beyond the mechanical optimization of revenue.

Overall, it is imperative that the costs associated with each funding mechanism are considered, otherwise the returns from their implementation can be lower than forecasted, consumed by administrative costs, become infeasible, delay project implementation, and ultimately become a very inefficient use of time and public resources. Table 6.2-1 provides a summary of the expected implementation costs for each funding option.

6.1.3 Election Costs and Process

Election costs for a special, stand-alone county-wide election for the mechanisms that require elections (sales tax, TOT, and GO Bonds) could cost up to \$20 million (as of 2022).¹²⁸ If the election can be combined with another statewide election, such as a November general election, the costs will be lower because they will be shared between entities. The cost also varies depending on the

¹²⁸ All information in this section is from an informational interview with County of San Diego Registrar of Voters.

number of pages for the ballot measure. As an example of lower costs with general elections, the cannabis tax (see 5-10-22 FG3 Cannabis Taxation Board Letter) has an estimated election cost of \$800,000 for a 25-page document and will be on the November 2022 ballot for a county-wide vote. Additional costs could be necessary as well for these lower-bound election cost estimates, particularly related to polling and outreach. Costs will increase over time to the extent that labor costs and the cost of materials and services rise. Consultation with the Registrar of Voters suggests a reasonable low estimate taking advantage of realistic efficiencies would be \$2 million for a county-wide election process.

The process to develop ballot initiatives would begin with the County working with legal counsel to craft the ballot measure language. As a Board of Supervisors authorized initiative, there would likely not be a requirement to gather signatures like there would be with citizens' initiatives (but the County should confirm this with legal counsel). The final ballot measure language is due 88 days before election day. For the November 2022 general election, the final ballot language would be due August 12, 2022. The next statewide election, which would have the lowest election costs, is the statewide primary election in 2024. As a special tax (i.e., not a citizens' initiative) there would be a two-thirds supermajority voting requirement to implement any new tax (e.g., sales tax, TOT, and GO bonds).

CFDs are also a funding option that require voter approval. Unlike the other voter-approved funding options at the County level, CFDs are voted on by the residents or property owners within the CFD boundary. The election costs for a CFD will vary depending on the boundary of the CFD. If it is a small CFD of less than 12 registered voters, the election costs would be less than \$10,000 to confirm the number of registered voters and hold the vote. If it is a large CFD, the election costs will be larger and could be similar to costs for county-wide measures if the district boundaries span multiple jurisdictions.

Election costs for the mechanisms that require voter approval (sales tax, TOT, GO Bonds, and CFDs) can be designed to be reimbursed by the new revenue source if the vote passes as part of the measure language (Rate and Method of Apportionment for CFDs). However, if the measure does not pass, then the election costs will not be reimbursed and will instead be paid for out of general-purpose revenues by the County and their partners (if any).

6.1.4 Debt Financing Costs

Debt financing costs vary significantly depending on the amount being financed and the financing mechanism. There is also uncertainty driven by the project-related unknowns such as scope, timing, and funding approach, as well as factors related to the debt financing market, which change with time, market conditions, and project-specific facts. Table 6.1-1 presents order of magnitude cost estimates for each funding option assuming a low range of \$50 million in financing/debt and a high range of \$500 million. There will be additional financing costs if debt is issued in multiple years, rather than a lump-sum at once.

Table 6.1-1. Summary of Estimated Debt Financing Option Costs for the SDRP Trail⁽¹⁾

Financing Option	Costs of Issuance⁽²⁾ (million)	Net Total Debt Service⁽³⁾ (million)	Net Impact on General Purpose Revenues (million)
CFD Special Tax Bonds ⁽⁴⁾	\$0.74 to \$3.55 ⁽⁵⁾⁽⁶⁾	\$89.9 to \$872.6	\$0
TOT Revenue Bonds ⁽⁴⁾	\$1.66 to \$12.81 ⁽⁵⁾⁽⁶⁾⁽⁷⁾	\$91.5 to \$907.4	\$0
Sales Tax Revenue Bonds ⁽⁴⁾	\$0.60 to \$2.69 ⁽⁵⁾	\$85.4 to \$848.5	\$0
EIFD Tax Increment Revenue Bonds ⁽⁴⁾⁽⁸⁾	\$0.72 to \$5.87 ⁽⁵⁾⁽⁶⁾	\$96.5 to \$1,002.3	\$96.5 to \$1,002.3
General Fund COPs	\$0.61 to \$3.09 ⁽⁵⁾⁽⁹⁾	\$88.9 to \$872.6	\$88.9 to \$872.6
General Obligation Bonds	\$0.53 to \$1.87	\$85.1 to \$845.0	\$0

Source: Estimates provided by Public Resources Advisory Group.

(1) Estimates based on project cost ranging from \$50 to \$500 million; assumes 30-year level debt service amortization structures. Debt service costs would be shared with other jurisdictions if partnering for an option.

(2) Paid from proceeds of debt issuance and includes underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel reimbursements, dissemination agent, and miscellaneous items.

(3) Based on estimated interest rates as of May 3, 2022.

(4) Assumes there are sufficient revenues to achieve at least 1.5x annual debt service coverage.

(5) Includes trustee fees.

(6) Includes investment grade economic analysis of revenues.

(7) Includes bond insurance.

(8) Assumes multi-year staged issuance to fund \$500 million project cost scenario due to debt capacity constraints and payment of fixed costs associated with each separate issuance; reflects only participation by the County.

(9) Includes title insurance costs.

CFD Special Tax Bonds, TOT Revenue Bonds, Sales Tax Revenue Bonds, and General Obligation Bonds have no net impact on County General Purpose Revenues because debt service and costs of issuance would be paid for by the debt financing proceeds authorized by the new revenues associated with those options. Since EIFDs and COPs do not have new revenues, those options do have a net impact on the County's (and their partner's) general purpose revenues.

6.1.5 Equity Considerations

A consideration for the funding mechanisms is how equitably they could be implemented. There are two primary considerations associated with equity for funding the SDRP Trail. The first is determining if who benefits and who bears the costs of funding and developing the SDRP Trail are aligned. If the people who bear the costs are not the same as those who benefit, then there is a potential equity concern. Geographic boundaries can help determine equitable alignment of benefits and costs. Certain funding mechanisms like EIFDs and CFDs could be created to be less than county-wide and focused on the people who benefit most from the SDRP Trail.

The second consideration is the extent to which ability to pay is considered in the funding mechanism. Some taxes are considered "regressive" because they are applied uniformly without consideration for ability to pay. A "progressive" tax takes a larger percentage of income from high-income groups than from low-income groups and is based on the concept of ability to pay.

None of the new taxes (i.e., property tax mechanisms, sales tax, or TOT) are regressive taxes because they all consider the value of the resource or initial expenditures on goods or lodging. A regressive tax would be something like a parking fee or a head tax where the same amount is paid by every resident of the County, regardless of ability to pay.

6.2 Recommended Funding Options

6.2.1 Summary of Funding Options

Table 6.2-1 summarizes characteristics for consideration for each funding option given estimates from a non-public entity. Table 6.2-2 and Table 6.2-3 illustrate additional costs and time frame considerations, respectively, given County needs for outreach, potential voting, planning, and partner coordination. The characteristics and considerations of each option are discussed in detail below with descriptions of eligible funding, funding potential, implementation process and timeline, and implementation and administrative costs.

Table 6.2-1. Comparative Table of Options⁽¹⁾

Option⁽¹⁾	Funding Sufficient to Implement Full SDRP Trail	Allows Funding for Operations and Maintenance	Voter Approval Requirements	Implementation Time Frame	Estimated Implementation Costs (million) ⁽²⁾
EIFD	Yes	Only maintenance for new trail segments implemented using TIF funds, no operations.	None (no voter approval to establish or issue debt)	1 to 2 years to set up, and another 1 to 3 years to finance	\$1.025
CFD/Special District⁽³⁾	N/A	Yes	Yes (majority or 2/3 of property owners in district)	1 to 3 years for the vote and to implement, and another 1 to 3 years to finance	\$0.525
Sales Tax	Yes	Yes	Yes (50% for citizen initiatives and 2/3 for special taxes)	1 to 3 years for the vote and to implement, and another 1 to 3 years to finance	\$1.025
TOT	Yes	Yes	Yes (50% for citizen initiatives and 2/3 for special taxes)	1 to 3 years for the vote and to implement, and another 1 to 3 years to finance	\$1.025
COPs	Yes	No	None	1 year to implement financing	\$0.325
GO Bonds	Yes	Yes – Long-term Maintenance No – Routine Maintenance	Yes (2/3 county-wide approval)	1 to 3 years for the vote and to implement, and another 1 to 3 years to implement financing	\$0.325
General Fund	Potentially	Yes	None	1 year to implement	\$0

Source: Created by ECONorthwest.

Note: Implementation costs do not include costs for elections, financing, and/or additional planning and coordination. See full range in full table.

⁽¹⁾ All Options could be implemented in coordination or a formal partnership with other jurisdictions including the City of San Diego, City of Santee, USFS, and/or any other public, private, or nonprofit organization that the County would like to partner with to either collect funds and/or work to distribute funds to complete the SDRP Trail. Partnerships could be formalized through a Joint Powers Authority (JPA), Public Finance Authority (for EIFD), or other collaborative process.

⁽²⁾ Implementation costs do not include election or financing costs.

⁽³⁾ Other maintenance district options are also viable candidates under this option, such as MADs.

Table 6.2-2. Summary Table of Additional Expected County Implementation Costs

Option	Partner Coordination (million)	Plan Development, Boundaries and Outreach (million)	Public Hearings, Approval Processes and Legal Establishment (million)	Total (million)	Notes
EIFD	\$0.2 to \$0.25	\$0.3 to \$0.925	\$0.175 to \$0.3	\$0.675 to \$1.425	
CFD/Special District	\$0.050 to \$0.2	\$0.2 to \$0.825	\$0.075 to \$0.3	\$0.325 to \$1.325	Depending on scale, election costs could vary greatly
Sales Tax	\$0.2 to \$0.25	\$0.3 to \$0.625	\$0.175 to \$0.3	\$0.675 to \$1.175	Note election costs greatly increase total cost
TOT	\$0.2 to \$0.25	\$0.3 to \$0.625	\$0.175 to \$0.3	\$0.675,000 to \$1.175	Note election costs greatly increase total cost
COPs	\$0	\$0.2 to \$0.3	\$0 to \$0.125	\$0.200 to \$0.425	
GO Bonds	\$0	\$0.2 to \$0.5	\$0.125 to \$0.2	\$0.325 to \$0.7	Note election costs greatly increase total cost
General Fund	\$0	\$0.025 to 0.3	\$0	\$0.025 to \$0.3	

Source: Created by ECONorthwest.

Note: Cost elements and totals should be assumed to have ~25% +/- range of uncertainty. Upper bounds emphasize increased consultant dependence, with lower bounds assume increased County staff dependence. Does not include election costs. Not all costs would necessarily need to be committed initially, with opportunities for Board review and approval in-process.

Table 6.2-3. Summary Table of Additional Expected County Time Frames

Option	County Internal Coordination	Partner Coordination	Plan Develop., Boundaries and Outreach	Legal Establish. and Governance	Elections, Public Hearings, and Board Approval	Time to Revenue Gen.	Total
EIFD	3 to 6 Months	Concurrently Throughout	8 to 12 Months	3 to 6 Months	9 to 12 Months	1 to 2 Years	2.5 to 5 Years
CFD/Special District	3 to 6 Months		8 to 12 Months	3 to 6 Months	9 to 12 Months	0 to 12 Months	2 to 4 Years
Sales Tax	3 to 6 Months		6 to 12 Months	3 to 6 Months	12 to 24 Months	0 to 12 Months	3 to 5 Years
TOT	3 to 6 Months		6 to 12 Months	3 to 6 Months	12 to 24 Months	0 to 12 Months	3 to 5 Years
COPs	3 to 6 Months		6 to 9 Months	None	6 Months	None	1 to 2 Years
GO Bonds	3 to 6 Months		6 to 9 Months	3 to 6 Months	12 to 24 Months	None	2 to 4 Years
General Fund	3 to 6 Months		6 to 9 Months	None	6 Months	None	6 to 12 Months

Source: Created by ECONorthwest.

Note: Tasks can run concurrently to reduce total timeframe.

Table 6.2-4 summarizes the costs associated with each funding option. Only costs that have financing without new revenue sources (i.e., EIFDs and COPs) have a net impact on the County General Purpose Revenues for debt service and financing cost of issuance. These costs would be shared with other jurisdictions if they partner for an option. Election costs are another large one-time cost that would be reimbursed from the new funding mechanism if passed, but need to be paid by the County if the new revenue option does not pass voter approval.

Table 6.2-4. Overview of Financing and Election Costs

	Consultant Costs/ Costs of Issuance (million)	County Costs (million)	Total One-Time Program Development Costs (million)	Ongoing Staff Administration Costs (million)	Net Impact on General Purpose Revenues (Implementation Costs and Over Entire Bond Term) (million)
EIFD					
Financing Costs	\$0.72 to \$5.87	\$0.1	\$0.1	\$0.01	\$97 to \$1.003 million
CFD/Special District					
Election Costs	\$0	\$0.011 to \$2	\$0.01 to \$2	N/A	\$0.01 to \$2 (if not approved)
Financing Costs	\$0.74 to \$3.55	\$0.1	\$0.1 ^a	\$0.025	\$0
Sales Tax					
Election Costs	\$0	\$2 to \$20	\$2 to \$20	N/A	\$2 to \$20 (if not approved)
Financing Costs	\$0.6 to \$2.69	\$0.1	\$0.1 ^a	\$0.025	\$0
TOT					
Election Costs	\$0	\$2 to \$20	\$2 to \$20	N/A	\$2 to \$20 (if not approved)
Financing Costs	\$1.66 to \$12.81	\$0.1	\$0.1 ^a	\$0.025	\$0
COPs					
Financing Costs	\$0.6 to \$3.09	\$0.1	\$0.1 ^a	\$0.0	\$89 to \$873
GO Bonds					
Election Costs	\$0	\$2 to \$20	\$2 to \$20	N/A	\$2 to \$20 (if not approved)
Financing Costs	\$0.53 to \$1.87	\$0.1	\$0.1 ^a	\$0.025	\$0
General Fund	\$0	\$0.025	\$0.025	None	\$0.025

Source: Created by ECONorthwest with information from Public Resources Advisory Group and Kosmont Companies.

Note: The costs of issuance are not included in the "Total One-Time Program Development Cost" total because they are paid for through the proceeds of the debt mechanism.

6.2.2 Enhanced Infrastructure Financing District

6.2.2.1 Eligible Costs

When an EIFD is created, the governing body for the EIFD, the PFA will need to decide what types of expenses are eligible, within legal limits of EIFDs. Eligible expenses will likely depend on if it is the County alone participating in the EIFD or if the City of San Diego and City of Santee also choose to participate. Eligible costs that can legally be paid for through the EIFD include

construction, acquisition, and rehabilitation costs, as well as planning, permitting, and design expenses. An EIFD cannot pay for operations. Maintenance is only eligible for improvements initially installed/funded at least partly with EIFD funds. The EIFD can be designed to cover the costs of constructing and maintaining the SDRP Trail. If an EIFD is selected as the funding mechanism for the SDRP Trail, alternative sources will be needed to fund operations (e.g., CFDs, general fund balance, etc.). An EIFD cannot acquire or sell property itself, and cannot use eminent domain, but it can fund acquisition of property by other entities.

EIFDs can fund many types of projects including parks and open space, wastewater/groundwater, civic infrastructure, brownfield remediation, and affordable housing/mixed use developments. The basis for what can be funded by the EIFD is defined in the Infrastructure Financing Plan (IFP). The IFP can either identify specific projects or types of projects that are eligible to be funded through the EIFD, or the IFP can indicate that eligible expenses are those identified in a separate plan. The Otay Mesa EIFD specifies that the EIFD can fund public improvements and facilities identified in the City's Otay Mesa Public Facilities Financing Plan. An EIFD for the SDRP Trail could similarly be designed to implement projects identified in the San Diego Community Trails Master Plan or other planning document.

There are tradeoffs associated with the funding source being broad versus being specific to the SDRP Trail. TIFs are generally structured to be as broad and all-encompassing as possible to maintain flexibility to be used for broader purposes that might be identified in the future. The tradeoff for the SDRP Trail is that including broader community development goals (e.g., funding that can be used more broadly for restoration, parks, transit, affordable housing) could reduce the funding that is dedicated to ensuring the completion of the SDRP Trail. However, the trail is part of larger community development and planning efforts, so creation of an EIFD should consider incorporating other desired land use and development goals as identified in the community master plans.

EIFDs can spend funds outside of the jurisdiction of the EIFD boundary as long as there is a "tangible connection" to the district. There is no legal definition of a "tangible connection." Projects like wastewater treatment plants have demonstrated that tangible connections do not necessarily need to have a close physical proximity between the capital project and the EIFD expenditures.

6.2.2.2 Potential Funding Amount

The potential funds available from an EIFD can be designed to be whatever level of funding is needed by expanding or contracting the EIFD boundary. Given that property values and therefore property taxes have been increasing each year, EIFD tax increments generally increase steadily each year because they include the 2 percent annual maximum property tax increase under Proposition 13. Average increase in county-wide property tax revenues for San Diego County has been 5.4 percent per year for the last 10 years. New development, such as the Riverwalk development, will increase the funding for the EIFD due to increased tax revenue, so including those can lead to much larger tax increment funding for the EIFD.

6.2.2.2.1 Assumptions

To calculate potential revenues from an EIFD, all parcels within a half-mile buffer of the San Diego River are simulated to be in an EIFD. The generated buffer contains over 25,000 parcels that are both publicly and privately owned, as well as vary in land-use intensity. Also, given pre-existing special tax areas inside the 0.5-mile EIFD buffer, some parcels are ineligible to be included in this EIFD and have subsequently been removed. The aggregate assessed value (AV) of all parcels in this Analysis is \$16,932,487,762. This value is the frozen base, year zero, of the EIFD.

Given that the SDRP Trail intersects multiple jurisdictions who will have to voluntarily elect to participate in the EIFD, three different revenue estimates are performed. The three estimates are for (1) just the County; (2) the County and the City of San Diego; and (3) the County, the City of San Diego, and the City of Santee.

While AV growth rate is capped at 2 percent annually by the County, there are real estate sales and redevelopments that readjust and elevate taxed AV usually causing a much larger growth rate than that of the capped 2 percent. Looking at historical trends in property tax growth rate, an average of 5.4 percent is observed. This 5.4 percent growth rate is applied to the total AV within individual EIFD parcels. All estimates are performed at the individual parcel level to capture property tax differences that occur in different Tax Rate Areas (TRAs).

Given that redevelopment and real estate sales impact AV, a known large-scale project, the Riverwalk Development with an estimated value of \$2.7 billion, directly adjacent to the SDRP Trail, is calculated separately and added. It is also known that currently the Riverwalk Development is slated to be completed in 2035, so the total AV of that parcel is increased by even increments totaling \$2.7 billion until 2035. The property tax rate for the development, given the TRA the parcels are within, is 0.159 percent for the County (15.9 cents of every \$1.00 of property tax) and 0.171 percent for the City of San Diego (17.1 cents of every \$1.00 of property tax). Currently, the Riverwalk Development area operates as a golf course and has an aggregate AV of \$17,357,515. From 2022 to 2035 even increments totaling \$2.7 billion are added to the total AV in addition to the AV growth, 5.4 percent, already occurring.

Another major factor considered in EIFD estimates are property taxes in lieu of motor vehicle license fees (MVLFF). As part of a statewide adjustment to how MVLFF are collected in 2004, cities and counties within the state receive additional property taxes from the state in lieu of MVLFF. These rates are jurisdiction specific and are approximately \$783 for every \$1,000,000 of assessed property value in the county, approximately \$585 for every \$1,000,000 of assessed property value in the city of San Diego, and approximately \$963 for every \$1,000,000 of assessed property value in the city of Santee.¹²⁹

¹²⁹ Calculations performed by Kosmont Companies.

6.2.2.2.2 EIFD Funding Estimates

Table 6.2-5 illustrates possible EIFD estimates for just the County. The County's property tax varies 0.110 percent to 0.157 percent depending on which TRA a parcel is within. Over a 30-year period a cumulative \$380,000,000 is allocated to the EIFD.

Table 6.2-6 illustrates EIFD estimates for the County and City of San Diego and projects an estimated \$751,000,000, including the additional \$371,000,000 or 98 percent from the County alone, over a 30-year period. This illustrates the power of compounding property tax collection from multiple jurisdictions, as well as the impact of the Riverwalk Development.

Table 6.2-7 illustrates estimated EIFD funds if the County, City of San Diego, and City of Santee all participate and provide 100 percent of property taxes from the incremental growth. This assumption illustrates maximum EIFD funding capacity. In practice, jurisdictions in California that have implemented EIFDs have allocated percentages of incremental property tax that have ranged from 25% to 100%. The total estimated EIFD funds are \$773,000,000. This is a smaller added fund amount given that there is only a fraction of parcels within the city of Santee that are being added to the estimation.

The highest magnitude of EIFD estimates with City of San Diego participating as well as the County yield funding levels that are sufficient to fund the implementation costs (including acquisitions and easements) associated with completion of all SDRP Trail segments.¹³⁰ However, annual funding is limited during the first few years as the increment grows. To leverage the EIFD funding to implement the SDRP Trail as soon as possible will require financing against the EIFD expected future funds. With financing, funds will be available as soon as the debt is secured.

Annual debt payments for financing for an EIFD can be paid for through the annual EIFD increment balance. This is effectively similar to the debt service costs coming from the general fund balances for the participating jurisdictions, as without the EIFD those funds would otherwise be general fund revenues from property taxes. To the extent that completion of the SDRP Trail earlier with financing motivates new development or increased property taxes from higher sale prices, there are net new revenues associated with the EIFD. Community amenities like the SDRP Trail are associated with higher property taxes and increasing development in some instances.¹³¹

¹³⁰ See Chapter 3 for cost estimates.

¹³¹ The effect of trails on property taxes and development potential are discussed in Chapter 2.

Table 6.2-5. County EIFD Funding Estimates (30 Years, rounded to nearest million)

Year	Total Assessed Value (million)	Frozen Base (million)	Increment (million)	Annual Tax Revenue (million)	Property Tax in Lieu of MVLF (million)	Annual Total EIFD Increment (million)	Cumulative (million)
0	\$16,932	\$16,932	\$0	\$0	\$0	\$0	\$0
1	\$17,847	\$16,932	\$914	\$1	\$1	\$2	\$2
2	\$18,811	\$16,932	\$1,878	\$2	\$1	\$3	\$5
3	\$19,826	\$16,932	\$2,894	\$3	\$1	\$3	\$9
4	\$20,897	\$16,932	\$3,964	\$4	\$1	\$4	\$13
5	\$22,025	\$16,932	\$5,093	\$4	\$1	\$5	\$18
6	\$23,215	\$16,932	\$6,282	\$5	\$1	\$5	\$23,
7	\$24,468	\$16,932	\$7,536	\$5	\$1	\$6	\$29
8	\$25,790	\$16,932	\$8,857	\$6	\$1	\$7	\$35
9	\$27,182	\$16,932	\$10,250	\$6	\$1	\$7	\$43
10	\$28,650	\$16,932	\$11,718	\$7	\$1	\$8	\$51
11	\$30,197	\$16,932	\$13,265	\$7	\$1	\$9	\$59
12	\$31,828	\$16,932	\$14,895	\$8	\$1	\$10	\$69
13	\$33,547	\$16,932	\$16,614	\$10	\$1	\$11	\$80
14	\$35,358	\$16,932	\$18,426	\$10	\$1	\$11	\$91
15	\$37,267	\$16,932	\$20,335	\$10	\$1	\$12	\$103
16	\$39,280	\$16,932	\$22,347	\$11	\$2	\$12	\$115
17	\$41,401	\$16,932	\$24,469	\$11	\$2	\$13	\$128
18	\$43,637	\$16,932	\$26,704	\$12	\$2	\$14	\$142
19	\$45,993	\$16,932	\$29,061	\$12	\$2	\$15	\$157
20	\$48,477	\$16,932	\$31,544	\$14	\$2	\$15	\$172
21	\$51,094,	\$16,932	\$34,162	\$14	\$2	\$16	\$188
22	\$53,854	\$16,932	\$36,921	\$15	\$2	\$17	\$205
23	\$56,762	\$16,932	\$39,829	\$15	\$2	\$18	\$223
24	\$59,827	\$16,932	\$42,894	\$17	\$2	\$19	\$242
25	\$63,057	\$16,932	\$46,125	\$18	\$3	\$20	\$262
26	\$66,462	\$16,932	\$49,530	\$18	\$3	\$21	\$283
27	\$70,051	\$16,932	\$53,119	\$19	\$3	\$22	\$306
28	\$73,834	\$16,932	\$56,902	\$21	\$3	\$23	\$329
29	\$77,821	\$16,932	\$60,889	\$22	\$3	\$25	\$354
30	\$82,024	\$16,932	\$65,091	\$23	\$3	\$26	\$380

Source: Calculated by ECONorthwest with assistance from Kosmont Companies and Tiberius Solutions.

Table 6.2-6. County and City of San Diego EIFD Funding Estimates (30 Years, rounded to nearest million)

Year	Total Assessed Value (million)	Frozen Base (million)	Increment (million)	Annual Tax Revenue (million)	Property Tax in Lieu of MVLF (million)	Annual Total EIFD Increment (million)	Cumulative (million)
0	\$16,932	\$16,932	\$0	\$0	\$0	\$0	\$0
1	\$17,847	\$16,932	\$914	\$4	\$1	\$5	\$5
2	\$18,811	\$16,932	\$1,878	\$5	\$1	\$6	\$10
3	\$19,826	\$16,932	\$2,894	\$5	\$1	\$7	\$17
4	\$20,897	\$16,932	\$3,964	\$6	\$1	\$8	\$25
5	\$22,025	\$16,932	\$5,093	\$7	\$1	\$9	\$33
6	\$23,215	\$16,932	\$6,282	\$8	\$2	\$10	\$44
7	\$24,468	\$16,932	\$7,536	\$10	\$2	\$12	\$55
8	\$25,790	\$16,932	\$8,857	\$11	\$2	\$13	\$68
9	\$27,182	\$16,932	\$10,250	\$13	\$2	\$14	\$82
10	\$28,650	\$16,932	\$11,718	\$14	\$2	\$16	\$98
11	\$30,197	\$16,932	\$13,265	\$15	\$2	\$18	\$116
12	\$31,828	\$16,932	\$14,895	\$18	\$2	\$19	\$135
13	\$33,547	\$16,932	\$16,614	\$19	\$2	\$21	\$156
14	\$35,358	\$16,932	\$18,426	\$20	\$2	\$22	\$178
15	\$37,267	\$16,932	\$20,335	\$20	\$2	\$23	\$202
16	\$39,280	\$16,932	\$22,347	\$22	\$3	\$25	\$227
17	\$41,401	\$16,932	\$24,469	\$23	\$3	\$26	\$253
18	\$43,637	\$16,932	\$26,704	\$24	\$3	\$27	\$280
19	\$45,993	\$16,932	\$29,061	\$26	\$3	\$29	\$309
20	\$48,477	\$16,932	\$31,544	\$27	\$3	\$30	\$339
21	\$51,094	\$16,932	\$34,162	\$29	\$3	\$32	\$372
22	\$53,854	\$16,932	\$36,921	\$30	\$4	\$34	\$405
23	\$56,762	\$16,932	\$39,829	\$32	\$4	\$36	\$441
24	\$59,827	\$16,932	\$42,894	\$34	\$4	\$38	\$479
25	\$63,057	\$16,932	\$46,125	\$35	\$4	\$40	\$518
26	\$66,462	\$16,932	\$49,530	\$38	\$4	\$42	\$560
27	\$70,051	\$16,932	\$53,119	\$39	\$5	\$44	\$604
28	\$73,834	\$16,932	\$56,902	\$42	\$5	\$46	\$651
29	\$77,821	\$16,932	\$60,889	\$43	\$5	\$49	\$700
30	\$82,024	\$16,932	\$65,091	\$46	\$5	\$52	\$751

Source: Calculated by ECONorthwest with assistance from Kosmont Companies and Tiberius Solutions.

Table 6.2-7. County, City of San Diego, and City of Santee EIFD Funding Estimates (30 Years, rounded to nearest million)

Year	Total Assessed Value (million)	Frozen Base (million)	Increment (million)	Annual Tax Revenue (million)	Property Tax in Lieu of MVLF (million)	Annual Total EIFD Increment (million)	Cumulative (million)
0	\$16,932	\$16,932	-	\$0	\$0	\$0	\$0
1	\$17,847	\$16,932	\$914	\$4	\$1	\$5	\$5
2	\$18,811	\$16,932	\$1,878	\$5	\$1	\$6	\$11
3	\$19,826	\$16,932	\$2,894	\$5	\$1	\$7	\$18
4	\$20,897	\$16,932	\$3,964	\$6	\$1	\$8	\$26
5	\$22,025	\$16,932	\$5,093	\$7	\$2	\$9	\$35
6	\$23,215	\$16,932	\$6,282	\$9	\$2	\$11	\$46
7	\$24,468	\$16,932	\$7,536	\$10	\$2	\$12	\$58
8	\$25,790	\$16,932	\$8,857	\$11	\$2	\$13	\$71
9	\$27,182	\$16,932	\$10,250	\$13	\$2	\$15	\$86
10	\$28,650	\$16,932	\$11,718	\$15	\$2	\$16	\$102
11	\$30,197	\$16,932	\$13,265	\$16	\$2	\$18	\$120
12	\$31,828	\$16,932	\$14,895	\$18	\$2	\$20	\$140
13	\$33,547	\$16,932	\$16,614	\$19	\$2	\$22	\$162
14	\$35,358	\$16,932	\$18,426	\$21	\$2	\$23	\$185
15	\$37,267	\$16,932	\$20,335	\$21	\$3	\$24	\$209
16	\$39,280	\$16,932	\$22,347	\$22	\$3	\$25	\$234
17	\$41,401	\$16,932	\$24,469	\$24	\$3	\$27	\$261
18	\$43,637	\$16,932	\$26,704	\$25	\$3	\$28	\$289
19	\$45,993	\$16,932	\$29,061	\$26	\$3	\$30	\$319
20	\$48,477	\$16,932	\$31,544	\$28	\$3	\$31	\$350
21	\$51,094	\$16,932	\$34,162	\$29	\$4	\$33	\$383
22	\$53,854	\$16,932	\$36,921	\$31	\$4	\$35	\$418
23	\$56,762	\$16,932	\$39,829	\$33	\$4	\$37	\$454
24	\$59,827	\$16,932	\$42,894	\$35	\$4	\$39	\$493
25	\$63,057	\$16,932	\$46,125	\$36	\$4	\$41	\$534
26	\$66,462	\$16,932	\$49,530	\$39	\$5	\$43	\$577
27	\$70,051	\$16,932	\$53,119	\$40	\$5	\$45	\$622
28	\$73,834	\$16,932	\$56,902	\$43	\$5	\$48	\$670
29	\$77,821	\$16,932	\$60,889	\$44	\$5	\$50	\$720
30	\$82,024	\$16,932	\$65,091	\$47	\$6	\$53	\$773

Source: Calculated by ECONorthwest with assistance from Kosmont Companies and Tiberius Solutions.

A consideration associated with EIFDs, and all TIF options, is that EIFDs dedicate funds from existing tax revenue, meaning that they can divert funding away from where it would have gone absent the TIF. Although base revenues are frozen, entities that previously received funds would not receive funding from the increment (which includes the 2 percent annual growth), unless that entity is included in the TIF. For example, if there are 10 properties within the TIF district that pay annual property tax to the County of \$100,000, that increases to \$102,500 in the subsequent year with a TIF (due to the 2 percent annual increase and increased assessed value due to development of \$500 in tax revenues), then \$2,500 would go to the SDRP Trail and the remaining

\$100,000 would go to the County General Fund. The \$2,500 would be dedicated to the SDRP Trail and would not be available for any other purpose or department. Absent a TIF, the \$2,000 would have gone to the General Fund. The \$500 either would have also gone to the General Fund or may not have been created as tax revenue at all if the development was motivated by the investment in the SDRP Trail.

6.2.2.3 Implementation Process and Timeline

An EIFD could be created just with the County's tax increment or include the tax increments of other jurisdictions, such as the City of San Diego and City of Santee. Districts need to voluntarily agree to contribute funds in order to have their tax portion dedicated to the EIFD. EIFDs are specifically designed to be multijurisdictional.

To implement an EIFD, the immediate next step would be to coordinate with the jurisdictions that also have interest in the SDRP Trail, particularly the City of San Diego and City of Santee. After participation is decided, legal counsel and financial advisors will assist with creating the IFP in collaboration with the PFA. The PFA governs the EIFD. If there is only one entity participating in the EIFD, the PFA must be made up of five members including three elected officials (i.e., city councilmembers or county supervisors) and two local community members who typically live or work in the district area. If there is more than one sponsoring agency, the PFA can be larger than five and a majority of the PFA board must be comprised of legislative members of the sponsoring agencies, and at least two members of the public must be included.

The PFA oversees the creation of the district's Infrastructure Financing Plan (IFP), which would specify the EIFD boundaries, tax increment contributions, and targeted projects, among other contents. After the draft IFP is created, there are requirements for distributing the draft IFP to property owners, affected taxing entities, PFA, Board, City Council(s), and planning commissions with corresponding project related CEQA documentation. There are then three public hearings that must be held to solicit public input and identify any protests. Protests can either force the EIFD to a vote (25 to 50 percent protest) or terminate the EIFD proceedings (if greater than 50 percent). No EIFD has ever been protested to the 25 percent threshold or greater.

A summary of the steps required to implement an EIFD are as follows:

- Conduct additional outreach and facilitate additional discussions among County staff and Board of Supervisors, City staff and Council(s), and relevant stakeholders related to potential projects.
- Identify the legal counsel and financial advisors who will assist with creating the IFP.
- Identify the Public Financing Authority (PFA) members to oversee the creation of the EIFD and who is responsible for the adoption of the final Infrastructure Financing Plan (IFP).
- Make a determination of EIFD boundaries, tax increment contributions, and honed projects.
- Mail Resolution of Intention to PFA, each affected taxing entity, and property owners.

- Participating taxing agencies adopt Resolution(s) of Intention to form EIFD and establish PFA.
- PFA and/or consultants draft Infrastructure Financing Plan (IFP).
- Distribute draft IFP to property owners, affected taxing entities, PFA, Board, City Council(s), and planning commission with corresponding project related CEQA documentation.
- PFA holds an initial public meeting to present the draft IFP to the public and property owners.
- PFA holds first “official” public hearing to hear written and oral comments.
- PFA holds second public hearing to hear additional comments and take action to modify or reject IFP as appropriate.
- Board and City Council(s) adopt resolution(s) approving IFP.
- PFA holds third public hearing to consider oral and written protests and take action to terminate proceedings or adopt IFP by resolution.

EIFDs do not require voter approval for creation or to issue debt. There are requirements for public hearings and mailed notifications to property owners as part of the implementation process. EIFDs are subject to majority protest at adoption. A majority protest exists if protests have been filed representing over 50 percent of the combined number of landowners and residents in the area who are at least 18 years of age. An election will be called if between 25 percent and 50 percent of the combined number of landowners and residents in the area who are at least 18 years of age file a protest. The election must be held within 90 days of the public hearing and may be held by mail-in ballot.

Creating an EIFD will likely take at least 1 year. A longer outreach process could provide more opportunity to craft the EIFD to best reflect community values, but would delay revenue generation and potentially miss the tax increment for any new developments completed before EIFD establishment. Bonding against the EIFD would likely take another year or two after the EIFD is established.

6.2.2.4 Implementation and Administration Costs

Based on the costs to implement an EIFD in other locations, formation costs will range from \$200,000 to \$300,000 for both consultants and staff time. Ongoing administrative costs would be estimated between \$20,000 and \$40,000 annually. This could be outsourced to an economic consultant or municipal advisor or handled by County staff. Up to 10 percent of the EIFD tax increment from the first 2 years can be used to reimburse formation costs.

Table 6.2-8 details formation costs for one entity (i.e., if the County was to do it alone). Note that these estimates do not include any coordination costs to include other entities, costs for outreach, or larger planning costs beyond what is legally required for the EIFD. These also don’t include County staff time. The lower end of the range above assumes greater County staff involvement, while the higher end of the range assumes most functions are outsourced to third-party consultants.

Table 6.2-8. Estimated Costs for Forming an EIFD (excluding staff time)

Formation Task	Estimated One-Time Costs
Economic consultant or municipal advisor for preparation of Infrastructure Financing Plan (IFP), request financial / fiscal / bonding capacity analyses, drafting of staff reports, public notices, public meeting, and hearing presentations	\$75,000 to \$100,000
Special counsel for review of resolutions, legal opinions on structure	Optional (County Counsel may be able to provide internally) - \$25,000 to \$35,000
Engineer / surveyor for preparation of map and legal description	Optional (Public Works / Engineering staff may be able to provide internally) - \$35,000 to \$65,000
County Clerk costs for mailing notices, newspaper notices	\$5,000 to \$10,000
Estimated Total Formation Costs	\$80,000 to \$210,000

Source: Kosmont Companies.

A summary of the associated costs for formation and debt financing are described below.

EIFD Formation and ongoing administration (without financing):

- Staff costs for coordination with EIFD partners: Varies by level of effort required
- Staff costs for public/landowner outreach (not required by EIFD): Varies by level of effort required
- Staff costs for planning beyond what is legally required for the EIFD: Varies by level of effort required
- Consultant costs for preparation of Infrastructure Financing Plan (IFP), request financial/fiscal/bonding capacity analyses, drafting of staff reports, public notices, public meeting, and hearing presentations: \$75,000 to \$100,000
- Staff time for preparation of Infrastructure Financing Plan (IFP), request financial/fiscal/bonding capacity analyses, drafting of staff reports, public notices, public meeting, and hearing presentations: \$75,000 to \$100,000
- Staff time for special counsel review of resolutions, legal opinions on structure: \$25,000 to \$35,000 (could also be outsourced to consultants)
- Staff time for engineer/surveyor for preparation of map and legal description: \$35,000 to \$65,000 (could also be outsourced to consultants)
- County Clerk costs for mailing notices, newspaper notices: \$5,000 to \$10,000
- Ongoing annual staff time administrative costs: \$20,000 and \$40,000 for annual public hearing and reporting requirements, as well as any revenue calculation work by the County (could also be outsourced to consultants).
- Total Costs to the County for Implementation: Approximately \$300,000 in addition to any additional costs for coordination, outreach, and planning.

The development of an EIFD is a multi-year process requiring interdepartmental, and possibly interjurisdictional, collaboration within public government, as well as the potential for private contractors and outsourcing of more technical components (e.g., defining geographic bounds and forecasting revenues).

A first-year analysis of the costs associated with the Otay Mesa EIFD provides a glimpse of how administrative and implementation costs for an EIFD for the SDRP Trail may unfold. The adopted budget for the first year of the Otay Mesa EIFD was \$670,000. Of this collected tax increment, 45 percent was apportioned for staff services, staff service reimbursements, and district formation. For district formation, a fee is paid to the City of San Diego that is no more than 10 percent of the first 2 years of the tax increment funding from the EIFD. The remaining 55 percent of the budget, \$369,048 was paid directly for the construction of La Media Road. Bonds have not yet been issued from the Otay Mesa EIFD, but the City of San Diego is currently forming its consultant financing team in anticipation of its first debt issuance in fiscal year 2022-2023 or 2023-2024.

Overall, the first year Otay Mesa annual report illustrates how significant administrative and implementation costs can be consuming 45 percent of first-year revenues. However, when the 2020 adopted budget for Otay Mesa is analyzed, staff service expenses fall significantly to \$43,500, or 6 percent of the accrued funds, and there is no longer a 10 percent district formation fee. Ninety-one percent of the accrued funds are directly apportioned to the construction of the La Media Road within the Otay Mesa district. Over the lifetime of the district, the first-year implementation costs are relatively insignificant given the tens of millions of dollars that will be accrued.

Costs associated with issuing and debt service for an EIFD tax increment revenue bond are summarized in Table 6.2-9. These costs assume a bond of between \$50 million (low range) to \$500 million (high range). The costs of issuance include underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel reimbursements, dissemination agent, and miscellaneous items. EIFDs dedicate future general-purpose revenues from future property taxes, so there is a net impact on the County's general-purpose revenues to pay for debt service costs. These debt service costs would be shared with other jurisdictions partnering for an EIFD.

Table 6.2-9. Estimated Financing Costs for EIFD Tax Increment Revenue Bonds

Financing Option	Costs of Issuance (million)	Net Total Debt Service ⁽¹⁾ (million)	Net Impact on General- Purpose Revenues (million)
EIFD Tax Increment Revenue Bonds ⁽²⁾⁽³⁾	\$0.72 to \$5.87 ⁽⁴⁾⁽⁵⁾	\$96.5 to \$1,002.3	\$96.5 to \$1,002.3

Source: Estimates provided by Public Resources Advisory Group.

⁽¹⁾ Based on estimated interest rates as of May 3, 2022. Debt obligations would be shared by EIFD members.

⁽²⁾ Assumes there are sufficient revenues to achieve at least 1.5x annual debt service coverage.

⁽³⁾ Includes trustee fees.

⁽⁴⁾ Includes investment grade economic analysis of revenues.

⁽⁵⁾ Assumes multi-year staged issuance to fund \$500 million project cost scenario due to debt capacity constraints and payment of fixed costs associated with each separate issuance; reflects only participation by the County.

6.2.3 Maintenance District (e.g., Community Facilities Districts)

6.2.3.1 Eligible Funding

Maintenance districts such as CFDs and MADs can be used to fund annual services, such as operations, maintenance, and programming, as well as one-time capital expenses, like trail implementation costs. Since they can fund O&M, they may be most suitable to be combined with a funding option that cannot make those expenditures, such as a EIFDs, COPs, and GO Bonds.

Maintenance and operation expenses can only be paid for by CFDs for real property or other tangible property with an estimated useful life of five or more years that is owned by the local agency or by another local agency. Capital project expenses can only be used for capital projects with an expected lifetime of 5 years or more.

6.2.3.2 Funding Potential

CFDs are limited in their funding potential by what is authorized through the voter approval process. When CFDs are formed, they include formulas that calculate the special tax for each parcel, which can vary by the size of the property, property characteristics (such as the use of the property), and square footage of existing structures. CFDs can be used to pay off bonds financed against CFD revenues or for pay-as-you-go investments.

The tax formula associated with a CFD is based on the funding amount needed to cover debt service (if not pay-as-you-go), any pay-as-you-go facilities costs, and administration costs. The tax formula is designed to always generate sufficient revenues regardless of any changes in the number of units, home size, or land use.

A CFD would need to be much larger than prior CFD boundaries to generate sufficient funding to pay for implementation of the SDRP Trail. Given the impracticality of a CFD for the implementation expenses, we consider only O&M. All properties within 0.5 miles of the San Diego River will pay approximately \$1.5 million in annual property tax revenue as of 2022. Once the SDRP Trail is completed, O&M expenses are expected to be \$0.5 million to \$1.3 million per year. These values suggest that in order for a CFD to pay for all expected operations and maintenance for new trail segments, two-thirds of registered voters in the 0.5-mile area would need to agree to assess themselves additional tax of between a one-third to two-third increase compared to what they are currently paying for property tax. This level of funding for a CFD represents a substantial increase in taxes compared to current levels and would be unlikely to pass voter approval because it would be too much of a new tax burden. Smaller CFD increases may be more feasible to implement, particularly in undeveloped areas.

6.2.3.3 Implementation Process and Timeline

The steps to implement a CFD would be initiated by the County. The County and partners would need to form a team consisting of bond counsel, financial advisors, special tax consultant, and an underwriter to prepare to implement the CFD. The steps include the following:

- Work with legal counsel, OFP and DPR staff to initiate the CFD process and identify boundaries of the CFD area. County staff can also conduct outreach to developers and local property owners to identify interest in a CFD for their parcels.
- The County will need to create the proposed local goals and policies for the CFD. These are effectively the rules that must be followed by participants for the prospective CFD.
- The County and its special tax consultant will need to develop the Rate and Method of Apportionment, which outlines how a tax will be levied or charged, on which property, under what conditions, for how long, and at what rate.
- Hold a public hearing. If there is a majority objection by the participants, then the CFD formation process is terminated.
- Adopt a Resolution of Formation, which could include a resolution to incur debt, if applicable.
- Hold an election amongst the residents or property owners. In order to establish a CFD, a two-thirds affirmative vote of property owners is required if there are no more than 12 registered voters living within the proposed district. However, if more than 12 registered voters are living in the district, a two-thirds vote of registered voters is required.
- Once the CFD is approved, work with the County Assessor to implement the CFD and work with the County finance team and others to issue debt.

Implementing a CFD will take approximately 1 year after it is approved, including for bonding.

6.2.3.4 Implementation and Administration Costs

The implementation costs for a CFD are summarized below. CFDs can either be pay-as-you-go or used to finance bonds. The revenues and coverage from the CFD could be designed to cover the full costs of creating, operating, and maintaining the SDRP Trail or be narrower to only O&M, as well as any required costs for debt service and administration. All CFD financing costs will be paid for by CFD revenues, not from general purpose revenues.

CFD Formation and ongoing administration (without financing):

- Staff time to propose new CFDs and put to voter approval: \$100,000
- Staff time to implement one new CFD: \$55,000
- Ongoing annual staff time to administer one new CFD: \$25,000 per year
- Total Costs to the County for Implementation: \$155,000

Costs associated with issuing and paying debt service on a CFD's special tax bonds are summarized in Table 6.2-10. These costs assume a bond of between \$50 million (low range) to \$500 million (high range). The costs of issuance include underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel

reimbursements, dissemination agent, and miscellaneous items. The debt service and cost of issuance would be paid for by the proceeds of the special tax bonds, so there is no net impact on County general purpose revenues.

Table 6.2-10. Estimated Financing Costs for CFD Special Tax Bonds

Financing Option	Costs of Issuance (million)	Net Total Debt Service ⁽¹⁾ (million)	Net Impact on General- Purpose Revenues (million)
CFD Special Tax Bonds ⁽²⁾	\$0.74 to \$3.55 ⁽³⁾⁽⁴⁾	\$89.9 to \$872.6	\$0

Source: Estimates provided by Public Resources Advisory Group.

⁽¹⁾ Based on estimated interest rates as of May 3, 2022.

⁽²⁾ Assumes there are sufficient revenues to achieve at least 1.5x annual debt service coverage.

⁽³⁾ Includes trustee fees.

⁽⁴⁾ Includes investment grade economic analysis of revenues.

6.2.4 Sales Tax

6.2.4.1 Eligible Funding

Sales tax is a funding mechanism that can be crafted to fund a broad array of options, including implementation costs and ongoing costs. An advantage of this option compared to other options is that it is a completely new revenue source, rather than a rededication of existing funding. Sales tax could cover all costs associated with developing the SDRP Trail. The sales tax proceeds would likely be designed to be administered by the County and eligible expense types would be identified in the ballot measure language. Eligible expenditures could be narrowly focused to only SDRP Trail, or also include other DPR priorities, such as parks and trails elsewhere in the county.

There is no precedent for sales tax to be used to fund a specific parks project like the SDRP Trail. The sales tax funding option may be more suitable to be used for broad parks and recreation projects throughout the county, similar to the *TransNet* funding that addresses a broad array of transportation projects.

6.2.4.2 Funding Potential

Sales tax revenues are limited in their funding potential by what is authorized through the voter approval process. The funding potential from sales tax depends on the amount of the tax. There is an existing sales tax in the county that provides an example of what the potential revenues from a sales tax would be. *TransNet* is a half-cent sales tax that is used to fund a variety of transportation projects throughout San Diego County by SANDAG. In 2020, annual sales tax revenues for *TransNet* were \$305.8 million. A half-cent sales tax would generate similar funding for the SDRP Trail and would change over time with the cost of goods and services subject to sales tax.

6.2.4.3 Implementation Process and Timeline

To implement a new sales tax, the Board would need to vote to initiate a ballot measure. The process for implementing a ballot measure is described in Section 1.3 above. If passed, the County would then need to set up and administer the sales tax. The timeline to have a ballot measure created and implemented is approximately 1 to 3 years for the vote and to implement the tax, and another 1 to 3 years to secure a revenue bond.

6.2.4.4 Implementation and Administration Costs

The implementation costs for a sales tax are summarized below. Sales tax revenues can either be used to fund pay-as-you-go investments in the SDRP Trail or used to finance bonds. All sales tax financing costs will be paid for by sales tax revenues, not from general purpose revenues.

Sales Tax Formation and ongoing administration (without financing):

- Staff time to design and propose new sales tax: \$100,000 (reimbursable from sales tax revenues)
- Ongoing annual staff time to administer the new sales tax: \$25,000 per year (reimbursable from sales tax revenues)
- Election costs: \$2 million to \$20 million (reimbursable from sales tax revenues)
- Total Costs for the County of Implementation: \$2.1 million to \$20.1 million (all reimbursable from sales tax revenues)

Costs associated with issuing and paying debt service on a sales tax revenue bond are summarized in Table 6.2-11. These costs assume a bond of between \$50 million (low range) to \$500 million (high range). The costs of issuance include underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel reimbursements, dissemination agent, and miscellaneous items. The debt service and cost of issuance would be paid for by the proceeds of the revenue bond, so there is no net impact on County general purpose revenues.

Table 6.2-11. Estimated Financing Costs for a Sales Tax Revenue Bond

Financing Option	Costs of Issuance (million)	Net Total Debt Service ⁽¹⁾ (million)	Net Impact on General Purpose Revenues (million)
Sales Tax Revenue Bonds ⁽²⁾	\$0.60 to \$2.69 ⁽³⁾	\$85.4 to \$848.5	\$0

Source: Estimates provided by Public Resources Advisory Group.

⁽¹⁾ Based on estimated interest rates as of May 3, 2022.

⁽²⁾ Assumes there are sufficient revenues to achieve at least 1.5x annual debt service coverage.

⁽³⁾ Includes trustee fees.

6.2.5 Transient Occupancy Tax

6.2.5.1 Eligible Funding

Like sales tax, TOT is a funding mechanism that can be implemented broadly as a new revenue source for both implementation and ongoing costs for the SDRP Trail. There is no upper limit on the amount of the TOT, so it could be increased subject to voter approval. TOT can be more popular than sales tax or taxes that increase property taxes because they are not paid for by residents, but by users of short-term lodging (less than 30 days). TOT was originally designed to compensate local government for the increased public service costs incurred by serving local tourists. TOT does have precedent to be used to fund specific projects, even those not directly related to tourism, such as the Convention Center and homelessness services in the city of San Diego from Measure C. Opponents of TOT are generally the owners and operators of hotels and motels because increasing the cost of lodging can reduce sales. TOT can either be used to fund pay-as-you-go investments with the annual revenues, or be financed against to have more funds available earlier for SDRP projects to be implemented as soon as possible.

6.2.5.2 Funding Potential

TOT revenues are limited in their funding potential by what is authorized through the voter approval process. In order to have a TOT rate that can pass voter approval, there is a risk that the TOT would not be sufficiently high enough to cover all expenses associated with implementation or operation of the SDRP Trail. In fiscal year 2020/2021 the TOT revenues for the County were \$5.39 million for the 8 percent tax rate for establishments located in the unincorporated areas of the county. If this tax were doubled to 16 percent and the new 8 percent went to funding for the SDRP Trail, the \$5.39 million would not be sufficient to cover all implementation costs associated with the SDRP Trail over even a 30-year period.

As a special tax (i.e., not a citizen initiative), there would be a two-thirds supermajority voting requirement to implement. Like sales tax, the voter approval requirement makes this option less certain and potentially a longer process for establishment as a funding source compared to options that do not require voter approval.

6.2.5.3 Implementation Process

To implement an increase to the current TOT, the Board would need to vote to initiate a ballot measure. The process for implementing a ballot measure is described in Section 1.3 above. The timeline to have a ballot measure created and implemented are approximately 1 to 3 years for the vote to implement the tax, and another 1 to 3 years to secure a revenue bond. The average annual revenues from the TOT will vary depending on the level of the tax.

6.2.5.4 Implementation and Administration Costs

The implementation costs for an increase in TOT are summarized below. All financing costs will be paid for by TOT revenues, not from general purpose revenues.

TOT Formation and ongoing administration (without financing):

- Staff time to design and propose new TOT increase: \$100,000 (reimbursable from TOT revenues)
- Ongoing annual staff time to administer the new TOT increase: \$25,000 per year (reimbursable from TOT revenues)
- Election costs: \$2 million to \$20 million (reimbursable from TOT revenues)
- Total Costs for the County of Implementation: \$2.1 million to \$20.1 million (all reimbursable from TOT revenues)

Costs associated with issuing and paying debt service on a TOT revenue bond are summarized in Table 6.2-12. These costs assume a bond of between \$50 million (low range) to \$500 million (high range). The costs of issuance include underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel reimbursements, dissemination agent, and miscellaneous items. The debt service and cost of issuance would be paid for by the proceeds of the revenue bond, so there is no net impact on County general purpose revenues.

Table 6.2-12. Estimated Financing Costs for a TOT Revenue Bond

Financing Option	Costs of Issuance (million)	Net Total Debt Service ⁽¹⁾ (million)	Net Impact on General Purpose Revenues (million)
TOT Revenue Bonds ⁽²⁾	\$1.66to \$12.81 ⁽³⁾⁽⁴⁾⁽⁵⁾	\$91.5 to \$907.4	\$0

Source: Estimates provided by Public Resources Advisory Group.

⁽¹⁾ Based on estimated interest rates as of May 3, 2022.

⁽²⁾ Assumes there are sufficient revenues to achieve at least 1.5x annual debt service coverage.

⁽³⁾ Includes trustee fees.

⁽⁴⁾ Includes investment grade economic analysis of revenues.

⁽⁵⁾ Includes bond insurance.

6.2.6 Certificates of Participation

6.2.6.1 Eligible Funding

COPs operate very similarly to a bond and as such a COP can be used on a variety of capital projects, but with the important distinction that COPs are not debt inducing. COPs are a common mechanism to achieve financing for local government projects because they have lower barriers to implement compared to a GO bond given that they are not a debt issuance. COPs can be crafted to fund a broad array of options, including implementation costs and ongoing costs. There are currently five COPs for which the County has outstanding obligations, as well as one lease revenue bond. Lease revenue bonds operate similarly to COPs.

A reason to implement COPs is to obtain funding for the SDRP Trail as soon as possible with lower barriers to obtain compared to a GO bond due to there being no voter requirement. COPs could be combined with an EIFD to provide immediate funding while the EIFD tax increment grows and to fill any funding gaps before bonding against the EIFD is secured by the County.

COPs could also be implemented instead of an EIFD. Compared to an EIFD, a COP can issue debt sooner than an EIFD due to the waiting period for the EIFD to generate the tax increment to pay the debt service. COPs dedicate general fund revenue based on current revenue levels, whereas an EIFD sets aside the future tax revenues based on growth above current property tax levels.

6.2.6.2 Funding Potential

COPs are eligible to pay for the construction or improvement of public facilities. They are not able to pay for operations or maintenance. The potential funds available from COPs can be designed to be whatever level of funding is needed.

The benefit of structuring lease certificates through COPs is it can allow for a multitude of investors to participate via the securities market rather than just a singular bond holder. It also provides securitization of market interest rates, which may be more favorable compared to those in the bond market. For this reason, more of the funding can be allocated to the SDRP Trail and less to interest costs using COPs compared to bonds supported by EIFDs.

6.2.6.3 Implementation Process

In order to implement COPs, the Board would need to direct the County to begin the process and work with the municipal advisors and legal counsel. DPR would need to identify the assets to be leased and the amount of financing that they would like from the COPs. Technically no debt is issued with COPs. This aspect of COPs allows them to be issued without voter approval. A key advantage of COPs is that they can be implemented quickly and with relatively low costs. However, a major, although unlikely, risk is not repaying investors in which case the leased asset is forfeited to lease investors.

6.2.6.4 Implementation and Administration Costs

Authorizing and obtaining financing from COPs could be done in less than 1 year. Ongoing administrative costs would be through the County's existing process for administering COPs and paid for by general purpose revenue.

- Staff time to identify amount and timing of COPs, identify assets to be leased, and coordinate with consultant: \$50,000
- Ongoing annual staff time to monitor and administer COPs: \$10,000
- Total Costs for the County of Implementation: \$50,000

Costs associated with issuing and paying debt service on General Fund COPs are summarized in Table 6.2-13. These costs assume a bond of between \$50 million (lower range) to \$500 million (higher range). The costs of issuance include underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel reimbursements, dissemination agent, and miscellaneous items. Like EIFDs and unlike options that create new revenues, the debt service for COPs would be paid from the County's General Fund.

Table 6.2-13. Estimated Financing Costs for a General Fund COPs

Financing Option	Costs of Issuance (million)	Net Total Debt Service ⁽¹⁾ (million)	Net Impact on General- Purpose Revenues (million)
General Fund COPs	\$0.61 to \$3.09 ⁽²⁾⁽³⁾	\$88.9 to \$872.6	\$88.9 to \$872.6

Source: Estimates provided by Public Resources Advisory Group.

⁽¹⁾ Based on estimated interest rates as of May 3, 2022.

⁽²⁾ Includes trustee fees.

⁽³⁾ Includes title insurance costs.

6.2.7 General Obligation Bonds

6.2.7.1 Eligible Funding

General obligation bonds (GO Bonds) represent both a new revenue source and a financing option. GO Bonds can be used for construction or acquisition of capital assets (i.e., tangible physical property with an expected useful life of 15 years or more). GO Bonds can fund capital expenses for the SDRP Trail, as well as long-term maintenance obligations but not short-term obligations (i.e., vehicle repair, tool replacement, etc.). Specific allowable costs include “costs incidentally but directly related to construction or acquisition, including, but not limited to, planning, engineering, construction management, architectural, and other design work, environmental impact reports and assessments, required mitigation expenses, appraisals, legal expenses, site acquisitions, and necessary easements.”¹³²

Once a GO Bond is approved by the voters, the County can levy higher property taxes as to be sufficient to pay debt service on those new bonds. This would result in net new revenue for the County. Cost of issuance and election costs would be repaid through the new revenues, as well as debt service. There would be no impact on the County’s general-purpose revenues unless the measure fails to pass voter approval. In that case, the County would need to pay for election costs and initial planning costs without reimbursement. If property assessed values decline in the county, then the County would increase the tax levy rate to collect sufficient money to pay for that debt service. The County does not have any outstanding GO bonds and has not historically issued this type of debt to fund capital projects.

6.2.7.2 Funding Potential

GO Bond revenues are limited in their funding potential by what is authorized through the voter approval process. The GO Bond could be crafted to cover all costs of implementation of the SDRP Trail. A GO Bond would be a county-wide initiative.

The total net assessed value of properties in the county was \$602.06 billion across approximately 1 million accounts. To generate \$10 million per year, the GO Bond levy would need to be

¹³² Cal. Civ. Code § 16727. Available at:

https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV§ionNum=16727.

approximately \$10 per account each year, with some accounts with high assessed values paying much more and those with low assessed values paying less.

6.2.7.3 Implementation Process

GO Bonds require a supermajority voter approval through a county-wide ballot measure. Before going to voters, GO bonds must be approved by the Board after recommendation by the Debt Advisory Committee. GO Bonds have not been issued by the County and they require voter approval, thus they would be more challenging to implement compared to bonding against EIFD tax increments or using a COP.

To obtain financing through a GO bond, the County would need to initiate a ballot measure. The debt service payments would vary depending on the size of the bond and terms of the debt. The timeline to have a ballot measure created and implemented are approximately 1 to 3 years for the vote, and another 1 year to secure the bond.

6.2.7.4 Implementation and Administration Costs

The implementation costs for a GO Bond are summarized below. All financing costs will be paid for by GO Bond revenues, not from general purpose revenues.

- Staff time to design and propose new GO Bond: \$100,000 (reimbursable from GO Bond revenues)
- Ongoing annual staff time to administer the new GO Bond: \$25,000 per year (reimbursable from GO Bond revenues)
- Election costs: \$2 million to \$20 million (reimbursable from GO Bond revenues)
- Total Costs to the County for Implementation: \$2.1 million to \$20.1 million (all reimbursable from GO Bond revenues)

Costs associated with issuing and paying debt service on a GO Bond are summarized in Table 6.2-14. These costs assume a bond of between \$50 million (low range) to \$500 million (high range). The costs of issuance include underwriter's discount and costs related to bond counsel, disclosure counsel, municipal advisor, rating agency, County counsel reimbursements, dissemination agent, and miscellaneous items. The debt service and cost of issuance would be paid for by the proceeds of the bond, so there is no net impact on County general purpose revenues.

Table 6.2-14. Estimated Financing Costs for EIFD Tax Increment Revenue Bonds

Financing Option	Costs of Issuance (million)	Net Total Debt Service ⁽¹⁾ (million)	Net Impact on General- Purpose Revenues (million)
General Obligation Bonds	\$0.53 to \$1.87	\$85.1 to \$845.0	\$0

Source: Estimates provided by Public Resources Advisory Group.

⁽¹⁾ Based on estimated interest rates as of May 3, 2022.

6.2.8 General Fund

6.2.8.1 Eligible Funding

The County General Fund, through the CINA and Operational Plan can provide funding for capital projects put forward by DPR. Projects must generally have preliminary design and planning completed before being put on the CINA. Only capital expenses can be funded through this option, not O&M.

Under this option DPR would commit to including SDRP projects on the CINA. This prioritization of SDRP projects would be directed through a formalized Board policy. The Board would then decide whether to fund the project through the Operational Plan each year.

6.2.8.2 Funding Potential

There would be new funding for the SDRP Trail to the extent that it is prioritized from the General Fund through the Operational Plan. Funding for the SDRP Trail is limited by what can be authorized through the CINA/Operational Plan process based on budget levels and annual allocations. Reallocating funding through the CINA does not provide new revenues or facilitate a new financing mechanism. It represents a policy change for existing funding sources. The primary tradeoff with this option is a potential reduction in funding available for other capital projects if SDRP projects are being funded instead of other needs. However, through the Operational Plan the Board can weigh the SDRP Trail with other capital projects for funding on a case-by-case basis.

6.2.8.3 Implementation Process

To implement this option, the next steps would be for the Board to direct County staff to draft the Board policy. The timeline for this option would be directed by the Board and could be completed in less than 1 year. There are no new revenues or financing for the County associated with this option.

6.2.8.4 Implementation and Administration Costs

The costs associated with this option are the staff time to create and implement the new policy. In addition, there would be increased costs incurred by DPR to identify and plan for the SDRP projects for the CINA. The costs of creating a new board policy are approximately \$25,000 of staff time, depending on the extent of coordination required to implement the policy update.

6.3 Consultant Funding Recommendations

After evaluating the viable funding options, the consultant team has three recommendations on potential funding for the SDRP Trail, as well as additional recommendations for other actions that can be taken to realize the benefits of the SDRP Trail. The four options include all options that are evaluated further in this chapter. Although these options could be combined, the consultant recommendation is to proceed with only one of the outlined strategies:

1. Dedicate funding through Future Tax Revenues (EIFD)
2. Dedicate funding through Current Revenues (COPs)
3. Develop Large-Scale New Revenue Source with Voter Approval (GO Bonds, Sales Tax, or TOT)

Prioritizing funding through existing processes using the CINA/Operational plan option is not included as a recommendation below because it does not provide any new funding mechanism for the SDRP Trail and, based on feedback from the County, is already being pursued to the fullest extent possible for the SDRP Trail based on staff capacity and project readiness.

The options below discuss both funding for implementation costs as well as ongoing costs (i.e., operation, maintenance, and improvements). CFDs or alternative means to fund ongoing costs would be needed for the options that cannot fund these items. The only alternatives that can fully fund O&M are sales tax and TOT. EIFD can fund maintenance if the capital asset was funded through the EIFD, but not operations. COPs and GO Bonds are not able to fund O&M. All options could fund improvements by identifying those as new capital assets as long as they meet the requirements of the expected useful lifetime (5 to 15 years depending on the funding source).

Table 6.3-1 summarizes characteristics of each of the funding recommendation strategies and options within each strategy.

Table 6.3-1. Summary of Consultant Recommendations and Option Characteristics

Funding Tool	Potentially Sufficient to Fund SDRP Trail	Capacity for Funding Operations and Maintenance	Voter Approval Requirements	Implementation Timeframe	Implementation Costs
1. Dedicate funding through Future Tax Revenues (EIFD)					
EIFD	Yes	Only maintenance for new trail segments implemented using TIF funds, no operations.	None (no voter approval to establish or issue debt)	2.5-5 Years	\$1,025,000
2. Create Large] Scale New Revenue Source with Voter Approval (GO Bonds, Sales Tax, or TOT)					
Sales Tax	Yes	Yes	Yes (50% for citizen initiatives and 2/3 for special taxes)	3-5 Years	\$1,025,000
TOT	Yes	Yes	Yes (50% for citizen initiatives and 2/3 for special taxes)	3-5 Years	\$1,025,000
GO Bonds	Yes	Only maintenance for new trail segments	Yes (2/3 county-wide approval)	2-4 Years	\$325,000
3. Dedicated Funding through Current Revenues (COPs)					
COPs	Yes	No	None	1-2 Years	\$325,000
4. Use of CFDs (Can Be Combined with All Other Options, but Not Needed for Sales Tax and TOT)					
CFDs	Yes	Yes	Yes (majority or 2/3 of property owners in district)	2-4 Years	\$525,000

Source: Created by ECONorthwest.

Note: Implementation costs do not include costs for elections, financing, and/or additional planning and coordination. Implementation costs assume County staff dependence. Some uncertainty exists regarding funding sufficiency for voter requirement approaches based on geography, timeframe for SDRP Trail completion, and easement/acquisition strategy.

6.3.1 Dedicated Funding through Future Tax Revenues

If the County would like to dedicate funds to the SDRP Trail and make funds available sooner than they are generated through property tax growth and development, then the County should consider creating an EIFD with revenue bond financing. To the extent that earlier competition of the SDRP Trail stimulates development, leading to higher property tax revenues than would have occurred if the EIFD was not created, there will be new revenues from the EIFD.

An EIFD cannot pay for any operations of the SDRP Trail. It also cannot pay for maintenance of any portion of the SDRP Trail not funded by EIFD funding. It can pay for maintenance of SDRP Trail capital assets with a useful life of over 15 years that were funded by the EIFD. Other funding sources will need to be combined with the EIFD to pay for operations and unfunded maintenance

funding, such as general fund revenues and CFDs. With the EIFD option, the County should continue to work with landowners to implement CFDs whenever possible and could even proactively propose one or more CFDs to put O&M funding forward for landowner approval.

An advantage to an EIFD compared to other funding options is that it is geographically specific. Unlike the county-wide options, EIFDs can be established to have boundaries only for properties with a tangible connection to the San Diego River. Since it is not a new tax these taxpayers are not directly affected, but the funding for the SDRP Trail is only coming from properties in the defined boundary, not all properties in the county.

EIFDs are not authorizing new revenue sources, so there will be a net effect on the County's general-purpose revenues to establish the EIFD and pay debt service from the EIFD funds in the tax increment. Up to 10 percent of the first 2 years of the tax increment funding from the EIFD can be used to reimburse the County and any partners for formation costs. Approximately \$1 million would be the amount of 10 percent of the first 2 years of funding based on the funding assumptions for an EIFD between the County and both cities (described in Section 2.3.2). Formation costs beyond this 10 percent would be paid for by current general fund revenues. A disadvantage to EIFDs compared to funding options that generate new revenues (i.e., CFDs, sales tax, TOT, and GO Bonds) is that there is a net impact on the County's general fund revenues to pay for formation, debt service, and ongoing administrative costs.

What will likely be critical for deciding if an EIFD is the right option to pursue is if other partners, particularly the City of San Diego or City of Santee, are also interested in participating. With the City of San Diego and/or City of Santee, the EIFD funding potential will be larger than if the County pursues an EIFD alone. The County would also be able to work with those partners to share costs for the SDRP Trail. The City of San Diego is a key partner in this effort, because so much of the planned trail extent is through the City's jurisdiction and potentially on land owned by the City.

To pursue implementing an EIFD, the immediate next step would be to coordinate with the jurisdictions that also have interest in the SDRP Trail, particularly the City of San Diego and City of Santee. If the County is able to partner with the cities of San Diego and Santee for an EIFD, then the funding over a 30-year period would be \$772 million based on the assumptions detailed in Section 2.2.2. Implementation costs (including acquisitions and easements) for the planned trail in Segment 1 of the SDRP Trail alone total \$428 million to \$628 million in 2022 dollars (assuming the full extent was completed now and not adjusted for inflation). These estimates suggest that a partnership EIFD with both cities and the County, and with boundaries of all properties within 0.5 miles that are not already part of a redevelopment area, would generate sufficient funding to implement the full planned SDRP Trail, including implementation and debt service costs (depending on the level of financing).

6.3.2 Dedicated Funding Through Current Revenues

If the County will not be partnering with other organizations to pursue funding for the SDRP Trail, but would still like to dedicate funds to the SDRP Trail and make funds available sooner than they are generated through property tax growth and development, then the County could pursue COPs. Using COPs for financing, the SDRP Trail could be done for a smaller amount than the full amount needed to complete the SDRP Trail western portion. COPs would allow the County to finance portions of the SDRP Trail to make progress immediately and pay back funds over time through general purpose revenues.

An advantage of COPs is that they take less time to implement than EIFDs or voter-approved options, and can receive more favorable financing terms than EIFDs. COPs debt issuance could happen much sooner than EIFD debt issuance, given that the general fund revenue already exists today, versus EIFD where you have to wait at least a year or two after formation until annual revenues reach a point that can be leveraged for debt issuance. COPs would get a better interest rate, thus lower cost of capital compared to EIFD, for the same reason above (i.e., existing general fund revenue stream), and it's a more established, well-known structure for bond buyers.

There are four primary disadvantages of COPs. COPs cannot pay for any operations or maintenance, only capital expenses with a useful life of 5 years or more. For this reason, COPs would likely need to be combined with alternative funding for O&M, such as CFDs. Although COPs can technically be implemented through a partnership approach with the City of San Diego and/or City of Santee, they are not designed for that type of implementation approach, and an EIFD would be more suited to that type of structure because there is an established governance authority through the PFA and IFP. COPs could use a Joint Powers Authority agreement but that would require additional costs to establish and would be subject to more legal risk because the structure is not as well defined. Like EIFDs, COPs are not a new source of revenue and would therefore have an impact to general purpose revenues for the County for formation, administration, and financing costs. Lastly, COPs are not geographically specific and funding comes from a county-wide source, rather than a project area boundary like an EIFD.

6.3.3 Large-Scale New Revenues with Voter Approval

If the County would like to pursue funding for the SDRP Trail through a new revenue source that results in net new revenues and does not require funding from the County General Fund, the County should pursue voter-approved revenue options. There are four possible options for new revenue that the County could pursue: CFDs or similar special districts, sales tax, TOT, and GO Bonds.

CFDs are not suitable to be a large-scale revenue source unless the CFD boundary was for a very large area because the amount of funding needed would be too large of a new tax for a smaller CFD area than county-wide. CFDs should continue to be pursued for O&M of certain sections of the SDRP Trail (as discussed above for EIFDs and COPs), but this funding option is not appropriate for implementation costs for the SDRP Trail. CFDs could be combined with a GO

Bond, because the latter cannot provide funding for O&M (unlike sales tax and TOT revenues which can fund O&M).

Sales tax, TOT, or a GO Bond could all yield sufficient funding for implementation of the SDRP Trail. These funding options could also pay for O&M and other broad funding needs. The primary disadvantage of these funding options is that they are subject to voter approval, so pursuit of these options by the Board will not necessarily lead to any new funding. There is also a risk of funding from these revenues not being sufficient to cover all costs associated with the SDRP Trail.

The election costs associated with these pursuits could range from \$2 million to \$20 million, depending on when the election is held. There could also be additional costs for campaigning if the County would like to advocate for the passage of the measure. If the new revenue option is not approved by voters, then the County would need to pay out of pocket for these election costs. This cost is the primary downside of the revenue options.

There are two primary reasons to pursue revenue options as the funding mechanism for the SDRP Trail. The first is that these options are the only way to obtain new revenues and truly have new funding for the County for the SDRP Trail. The second reason is that because these options are voter approved, they reflect the will of the people. If the options pass, then they reflect the fact that a supermajority of voters within the county see the benefits of the SDRP Trail and agree that the benefits of completing it are worth the expense. If the County can find a partner to pursue a citizen-initiative and fund signature gathering, then the voter requirement may only be a simple majority (50 percent), but this has been a subject of litigation and there is not clarity if the simple majority voter threshold would hold.¹³³

Of the three viable revenue options (sales tax, TOT, and GO Bonds), the consultant recommendation is to pursue a GO Bond. The reason that a GO Bond is the recommended approach is because it has the lowest financing costs of the three options (see Table 6.1-1). Another reason for selecting GO Bonds is that they are levied as property tax, rather than sales tax or lodging tax, so it is most aligned with who receives the benefits from the SDRP Trail and how the benefits potentially manifest as increased property values. Residents, rather than commuters or businesses, will primarily experience the benefits from the SDRP Trail. A downside of GO Bonds is that the County has not used GO Bonds in the past, so there is not a precedent for their use among County staff or voters. Alternatively, TOT may be the most likely option to pass the voter approval threshold because it is primarily paid by visitors, rather than residents, and therefore may be more likely to pass because the voters would not see their own property taxes or sales taxes rise.

¹³³ Ongoing litigation concerning Measure C in the city of San Diego, which was a citizen initiative that passed with 65 percent of the vote (not meeting the two-thirds threshold) is an example of the legal uncertainty.

6.4 Additional Recommendations

The purpose of this Analysis is to evaluate costs of implementing the full extent of the SDRP Trail; identify and evaluate funding options based on unfunded current and future needs; identify the types, magnitude, and distribution of benefits from the SDRP Trail; and conduct outreach with stakeholders and interested parties. In addition to the recommendations concerning the funding options, this work has also resulted in recommendations for ways to expedite completion, potentially lower costs, increase collaboration, and increase benefits from the SDRP Trail that represent opportunities for further research and consideration.

Create a structure to collaborate with implementation partners

Each of the organizations involved with implementing the SDRP Trail works independently or through informal collaboration, particularly with the San Diego River Conservancy and the San Diego River Park Foundation when there are strategic opportunities to complete sections of the SDRP Trail. More cooperative and proactive planning that allows for the time and effort needed to take proactive steps toward completing the SDRP Trail could be facilitated by creating a formal partnership between the entities. The purpose of the group would be to maintain momentum to work toward completing the SDRP Trail, work to further the completion of trail segments identified as priority projects by the Task Force, and decide and collaborate to secure grant funding. This option would likely require some funding to implement to pay for staff time and resources to complete projects.

The *Rivers, Trails, and Conservation Assistance Program* of the National Parks Service offers in-kind services to facilitate collaboration in the planning and implementation of conservation and outdoor recreation projects.¹³⁴ The benefits of structured, coordinated planning for the SDRP Trail are bringing partners together to work toward the shared vision, which can expedite completion of the SDRP Trail and lower costs for the County through cost sharing agreements and leveraging lowest-cost resources between the partners. Having a formal collaborative process can also make the SDRP Trail more competitive for grant funding, reducing the need for funding from other funding mechanisms.

Members of the collaborative could include:

- County DPR
- City of San Diego Parks and Recreation
- City of Santee Parks and Recreation
- The San Diego River Conservancy
- San Diego River Park Foundation
- Lakeside River Park Conservancy

¹³⁴ More information about the *Rivers, Trails, and Conservation Assistance Program* is available at: <https://www.nps.gov/orgs/rtca/collaboration-services.htm>

- SANDAG Transportation Department
- U.S. Forest Service Cleveland National Forest Land Managers
- Any interested tribal representatives

Additional members could include:

- Any interested elected officials or their representatives
- City of El Cajon Parks and Recreation
- Mission Trails Regional Park Foundation
- San Dieguito River Valley Conservancy
- Developers
- Any other interested stakeholder groups

In addition to large group collaboratives, cooperative work towards completing elements of the SDRP Trail could be accomplished through individual memorandums of understanding (MOU), a JPA, or other formal or informal agreement. In particular, an MOU with the U.S. Forest Service to work towards completion of the proposed trail in Section 2 and 3 would further the efforts of trail development in that area.

Prioritize acquisitions and easements with willing landowners

One major hurdle in the creation of the SDRP Trail lies in that much of the land along the San Diego River is in private ownership. Working with the owners of these properties to open the San Diego River corridor to public access will be critical to completing the SDRP Trail. Access can either be established through acquisition of key parcels or through public access easements. The San Diego River floodway, the area that has historically experienced periodic flooding, is of particular importance as it provides a water quality buffer, habitat, and recreational space. Even if all publicly owned segments were developed, there would still be many connections on private land that would require waiting until the land is developed, donated, or acquired. Additional funding cannot ensure that the land will be developed or donated by the private landowner. Funding can assist with the cost of acquisitions, however not all sellers may be willing to sell. DPR has not used acquisitions in the past.

If the County and their partners would like to expedite the completion of the SDRP Trail, the County should make additional attempts to identify willing sellers and conduct property acquisition. The County and their partners should also continue to pursue grant funding, such as the Proposition 68 funded programs identified in Chapter 4, as ongoing sources of funding for the SDRP Trail. The San Diego River Conservancy is available to assist when projects are ready to seek grant funding.

Seek ways to increase benefits through design and implementation of the SDRP Trail

In addition to providing access through a contiguous trail system like the SDRP Trail, the vision for the SDRP includes preservation of open space and enhancing the ecological resources of the San Diego River. The County and its partners should work to incorporate values from the natural

ecosystem of the San Diego River whenever possible in capital projects. These efforts should go beyond required mitigation. Two benefits of ecological restoration practices are carbon sequestration and reduced flood risk.

Flooding from the San Diego River can impose large costs throughout the county through costs to transportation and travel and property damage. Open space preservation provides an opportunity to also look for ways to detain floodwaters, potentially reducing flood risk. This opportunity will vary depending on site-specific conditions, as some sites will be more suited for reducing flood risk than others. Projects that incorporate flood risk reduction may be able to access additional and different funding sources, increasing the potential funding available for the SDRP Trail.

Another potential source of funding through ecological restoration is the market for carbon sequestration (i.e., carbon credits) and wetland mitigation. Wetland mitigation and carbon sequestration both represent actions that the County can take to advance climate change and ecological goals, while also serving as potential new funding sources. Even if carbon credits or wetland mitigation credits are not sold in a formal marketplace, incorporating these elements to SDRP projects could open up new funding from grants and willingness to pay for investments that further the County and other jurisdictions' goals of decarbonization.

Carbon credits could be generated from blue carbon or from forest carbon. Blue carbon refers to the carbon stored in coastal and marine ecosystems, such as the estuary and wetlands of the San Diego River. Forest carbon refers to the carbon sequestration from planting tree vegetation. There are voluntary markets for carbon credits from carbon sequestration that the County could pursue as a revenue source. There are large upfront costs associated with creating carbon credits and any project would need to prove additionality (i.e., that the carbon sequestration would not occur without the project) in order to be certified. The County would likely need to pursue carbon credits on land parcels and project areas throughout the county, as credits from the San Diego River alone would likely not be profitable.

Wetland mitigation is another potential source of funding from ecological restoration of the San Diego River. Wetland mitigation would involve creating a wetland mitigation bank and selling credits to developers to offset their impacts to wetlands. This type of mitigation is required by law, so there is a developed market for wetland mitigation credits. Like carbon credits, any project would need to prove additionality and there would be administrative costs. As an example, the Port of San Diego is in the process of creating a wetland mitigation bank in the San Diego Bay.¹³⁵

¹³⁵ More information about the Port of San Diego's wetland mitigation bank is available at: <https://www.portofsandiego.org/projects/wetland-mitigation-bank-pond-20#:~:text=The%20Port%20of%20San%20Diego%20is%20proposing%20to%20construct%2076.5,kind%20for%20San%20Diego%20Bay.>

Promote river restoration and reorienting development toward the San Diego River

Across the United States, communities have been reinvesting in their rivers. After decades of degradation and pollution, improved water quality and habitat (in urban rivers in particular) has led to a trend of reorienting communities toward rivers. As rivers are restored, they are transformed from hazards into amenities, and people want to live, work, and engage in recreation near these natural resources. The San Diego River can follow this pattern as well, and the County and their partners can work with planners and developers to make the San Diego River a focal point, which could encourage development such as promenades and riverwalks for housing, retail, and commercial spaces. Any development that occurs would need to be compatible with ecological goals like habitat enhancement and flood risk reduction. To the extent that new development occurs, this change could be captured in funding mechanisms like EIFDs. Development would also support jobs, labor income, economic activity, and overall quality of life for San Diego residents and visitors.

7 Appendices

Appendix 1. Trail Length by Jurisdiction

Appendix 1. Trail Length by Jurisdiction

Jurisdiction	SDRP Trail Needs	Miles of Existing Trail	Total Miles of Trail
City of San Diego	19.5	22.4	41.9
City of Santee	5.8	11.5	17.3
City of El Cajon	0.4	7.6	8.0
Unincorporated County of San Diego	49.3	8.5	57.8
Total	75.0	50.0	125.0

Source: Created by ESA.

Appendix 2. Trail Needs Length by Jurisdiction, District, Municipal Jurisdiction

Appendix 2. Trail Needs Length by Jurisdiction, District, Municipal Jurisdiction

Jurisdiction	District	Municipal Jurisdiction	Trail Length
San Diego County	District 2	N/A	52.7
City of San Diego	District 2	SAN DIEGO	11.7
City of Santee	District 2	SANTEE	5.5
City of San Diego	District 4	SAN DIEGO	2.9
San Diego County	District 5	N/A	1.4
City of San Diego	District 3	SAN DIEGO	0.5
El Cajon	District 2	EL CAJON	0.4
Total			75.0

Source: Created by ECONorthwest.

Appendix 3. Supervisor and Councilmember District by Trail Location, Planning Category, Municipality or Jurisdiction, and Length in Miles for Trail Needs, Western Portion

Appendix 3. Supervisor and Councilmember District by Trail Location, Planning Category, Municipality or Jurisdiction, and Length in Miles for Trail Needs, Western Portion

Municipality/ Jurisdiction	Supervisor District	City Council	Council- member District	Trail Location	Trail Planning Category	Length of Trail Segment
SAN DIEGO	2	SANTEE	4	Carlton Oaks Golf Course Class I Path	P1	0.00
SAN DIEGO	2	SANTEE	4	Carlton Oaks Golf Course to Carlton Oaks Drive	P1	0.03
SAN DIEGO	2	SANTEE	4	West Hills Parkway to Carlton Oaks Golf Course	P1	0.00
SAN DIEGO	2	SANTEE	4	Carlton Oaks Golf Course to Carlton Oaks Drive	P1	0.04
SANTEE	2	SANTEE	4	Carlton Oaks Golf Course Class I Path	P1	0.00
SANTEE	2	SANTEE	4	Carlton Oaks Golf Course to Carlton Oaks Drive	P1	0.00
SANTEE	2	SANTEE	4	West Hills Parkway to Carlton Oaks Golf Course	P1	0.14
SANTEE	2	SANTEE	4	Carlton Oaks Golf Course Class I Path	P2	0.07
SANTEE	2	SANTEE	4	West Hills Parkway to Carlton Oaks Golf Course	P2	0.01
SANTEE	2	SANTEE	4	Fanita Rancho Open Space	P3	0.84
SANTEE	2	SANTEE	4	River Trail at Carlton Oaks to Santee Lakes	P4	0.02
SANTEE	2	SANTEE	4	River Trail at Carlton Oaks	P1	0.02
SANTEE	2	SANTEE	4	River Trail at Carlton Oaks to Santee Lakes	P1	0.18
EL CAJON	2	EL CAJON	1	Fletcher Hills Open Space	P1	0.38
SAN DIEGO	3	SAN DIEGO	2	West Mission Bay Drive	P1	0.33
SAN DIEGO	3	SAN DIEGO	2	West Mission Bay Drive	P1	0.15
SANTEE	2	SANTEE	3	Mast Park Southern Hike/Bike Trail	P1	0.40
SANTEE	2	SANTEE	3	River Trail at Carlton Oaks	P1	0.03
SANTEE	2	SANTEE	3	Carlton Oaks Golf Course Class I Path	P2	0.06
SANTEE	2	SANTEE	3	River Trail at Carlton Oaks	P2	0.04
SANTEE	2	SANTEE	3	Mast Park Southern Hike/Bike Trail	P4	0.05
SANTEE	2	SANTEE	3	Mast Park Southern Hike/Bike Trail	P1	0.01
SANTEE	2	SANTEE	3	River Trail at Carlton Oaks	P1	0.47
S.D. COUNTY	2	N/A	N/A	Ashwood to Cactus County Park	P1	0.31
S.D. COUNTY	2	N/A	N/A	Channel Road to SR-67 Underpass Alt. 2	P1	0.05
S.D. COUNTY	2	N/A	N/A	City of San Diego Parcel	P1	0.56
S.D. COUNTY	2	N/A	N/A	Eastern El Monte Valley	P1	0.50
S.D. COUNTY	2	N/A	N/A	Eastern Flume Greenway	P1	0.91
S.D. COUNTY	2	N/A	N/A	Eastern Flume Ridge	P1	0.01
S.D. COUNTY	2	N/A	N/A	Helix Water District Multi-Use Paths	P1	1.89
S.D. COUNTY	2	N/A	N/A	Helix Water District to El Monte County Park	P1	0.19
S.D. COUNTY	2	N/A	N/A	HEMP to El Monte Rd.	P1	0.05
S.D. COUNTY	2	N/A	N/A	Lakeside Equestrian Center Connection	P1	0.05
S.D. COUNTY	2	N/A	N/A	Western Flume	P1	1.02
S.D. COUNTY	2	N/A	N/A	Ashwood to Cactus County Park	P2	0.02
S.D. COUNTY	2	N/A	N/A	Channel Road to SR-67 Underpass Alt. 2	P3	0.12
S.D. COUNTY	2	N/A	N/A	Pedestrian Bridge Across Ashwood	P3	0.15
S.D. COUNTY	2	N/A	N/A	City of San Diego Parcel	P4	0.01
S.D. COUNTY	2	N/A	N/A	Eastern El Monte Valley	P4	0.83
S.D. COUNTY	2	N/A	N/A	Eastern Flume Greenway	P4	0.18
S.D. COUNTY	2	N/A	N/A	Eastern Flume Ridge	P4	1.20

Municipality/ Jurisdiction	Supervisor District	City Council	Council- member District	Trail Location	Trail Planning Category	Length of Trail Segment
S.D. COUNTY	2	N/A	N/A	Helix Water District Multi-Use Paths	P4	3.68
S.D. COUNTY	2	N/A	N/A	Helix Water District to El Monte County Park	P4	0.43
S.D. COUNTY	2	N/A	N/A	Lakeside Equestrian Center Connection	P4	0.43
S.D. COUNTY	2	N/A	N/A	Pedestrian Bridge Across Ashwood	P4	0.18
S.D. COUNTY	2	N/A	N/A	Western Flume	P4	0.78
S.D. COUNTY	2	N/A	N/A	Ashwood to Cactus County Park	P5	0.15
S.D. COUNTY	2	N/A	N/A	Helix Water District Multi-Use Paths	P5	0.76
S.D. COUNTY	2	N/A	N/A	Ashwood to Cactus County Park	P1	0.01
S.D. COUNTY	2	N/A	N/A	Crossing El Monte Rd. (HEMP to Flume)	P1	0.23
S.D. COUNTY	2	N/A	N/A	Eastern El Monte Valley	P1	0.08
S.D. COUNTY	2	N/A	N/A	Eastern Flume Ridge	P1	0.01
S.D. COUNTY	2	N/A	N/A	Helix Water District Multi-Use Paths	P1	0.01
S.D. COUNTY	2	N/A	N/A	Helix Water District to El Monte County Park	P1	0.01
S.D. COUNTY	2	N/A	N/A	HEMP to El Monte Rd.	P1	0.16
S.D. COUNTY	2	N/A	N/A	Lakeside Equestrian Center Connection	P1	0.05
S.D. COUNTY	2	N/A	N/A	Pedestrian Bridge Across Ashwood	P1	0.05
SAN DIEGO	2	SAN DIEGO	7	Carlton Oaks Golf Course Class I Path	P1	1.04
SAN DIEGO	2	SAN DIEGO	7	Carlton Oaks Golf Course to Carlton Oaks Drive	P1	0.08
SAN DIEGO	2	SAN DIEGO	7	Fanita Rancho Open Space	P1	0.14
SAN DIEGO	2	SAN DIEGO	7	Grantville Redevelopment Area Class I Path	P1	0.31
SAN DIEGO	2	SAN DIEGO	7	Mission Trails Equestrian Staging Area	P1	0.16
SAN DIEGO	2	SAN DIEGO	7	MTRP Class I Path	P1	1.21
SAN DIEGO	2	SAN DIEGO	7	Ruffin Canyon from Gramercy	P1	1.15
SAN DIEGO	2	SAN DIEGO	7	Ruffin Canyon from Ruffin Road	P1	0.26
SAN DIEGO	2	SAN DIEGO	7	Ruffin Canyon to Shawn Street	P1	0.32
SAN DIEGO	2	SAN DIEGO	7	Santo Road to Tierrasanta Blvd	P1	2.09
SAN DIEGO	2	SAN DIEGO	7	Tierrasanta Blvd to Calle de Vida	P1	0.73
SAN DIEGO	2	SAN DIEGO	7	West Hills Parkway to Carlton Oaks Golf Course	P1	0.00
SAN DIEGO	2	SAN DIEGO	7	Admiral Baker to Tierrasanta Blvd	P3	0.03
SAN DIEGO	2	SAN DIEGO	7	Grantville Redevelopment Area Class I Path	P3	0.46
SAN DIEGO	2	SAN DIEGO	7	MTRP Class I Path	P3	0.00
SAN DIEGO	2	SAN DIEGO	7	Ruffin Canyon from Gramercy	P3	0.07
SAN DIEGO	2	SAN DIEGO	7	Santo Road to Tierrasanta Blvd	P3	0.05
SAN DIEGO	2	SAN DIEGO	7	Superior Mine Reclamation Plan Class I Path	P3	1.53
SAN DIEGO	2	SAN DIEGO	7	Superior Mine to MTRP Class I Path	P3	0.48
SAN DIEGO	2	SAN DIEGO	7	Tierrasanta Blvd to Superior Mine Class I Path	P3	0.47

Municipality/ Jurisdiction	Supervisor District	City Council	Council- member District	Trail Location	Trail Planning Category	Length of Trail Segment
SAN DIEGO	2	SAN DIEGO	7	Grantville Redevelopment Area Class I Path	P4	0.49
SAN DIEGO	2	SAN DIEGO	7	MTRP Class I Path	P4	0.04
SAN DIEGO	2	SAN DIEGO	7	Ruffin Canyon to Shawn Street	P4	0.00
SAN DIEGO	2	SAN DIEGO	7	Santo Road to Tierrasanta Blvd	P4	0.12
SAN DIEGO	2	SAN DIEGO	7	Tierrasanta Blvd to Calle de Vida	P4	0.00
SAN DIEGO	2	SAN DIEGO	7	Admiral Baker to Tierrasanta Blvd	P1	0.15
SAN DIEGO	2	SAN DIEGO	7	Carlton Oaks Golf Course to Carlton Oaks Drive	P1	0.04
SAN DIEGO	2	SAN DIEGO	7	Grantville Redevelopment Area Class I Path	P1	0.09
SAN DIEGO	2	SAN DIEGO	7	Mission Trails Equestrian Staging Area	P1	0.04
SAN DIEGO	2	SAN DIEGO	7	MTRP Class I Path	P1	0.00
SAN DIEGO	2	SAN DIEGO	7	Ruffin Canyon from Gramercy	P1	0.01
SAN DIEGO	2	SAN DIEGO	7	Santo Road to Tierrasanta Blvd	P1	0.06
SAN DIEGO	2	SAN DIEGO	7	Superior Mine Reclamation Plan Class I Path	P1	0.02
SAN DIEGO	2	SAN DIEGO	7	Tierrasanta Blvd to Calle de Vida	P1	0.04
SANTEE	2	SAN DIEGO	7	West Hills Parkway to Carlton Oaks Golf Course	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	Camino Del Rio North Hike/Bike Trail	P1	0.34
SAN DIEGO	4	SAN DIEGO	7	Camino Del Rio North Mitigation Site Class I Path	P1	0.25
SAN DIEGO	4	SAN DIEGO	7	Discovery Center to Mission Center Parkway	P1	0.53
SAN DIEGO	4	SAN DIEGO	7	Qualcomm to Mission Center Pkwy Class I Path	P1	0.08
SAN DIEGO	4	SAN DIEGO	7	SDSU West	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	Sefton Field to Friars Road Class I Path	P1	0.26
SAN DIEGO	4	SAN DIEGO	7	Discovery Center to Mission Center Parkway	P2	0.08
SAN DIEGO	4	SAN DIEGO	7	Friars Road to Fashion Valley Transit Center	P2	0.29
SAN DIEGO	4	SAN DIEGO	7	Qualcomm to Mission Center Pkwy Class I Path	P2	0.24
SAN DIEGO	4	SAN DIEGO	7	Riverwalk Golf Club	P2	1.73
SAN DIEGO	4	SAN DIEGO	7	San Diego River Discovery Center Path	P2	0.22
SAN DIEGO	4	SAN DIEGO	7	SDSU West	P2	0.90
SAN DIEGO	4	SAN DIEGO	7	Town and Country Hotel to Avenida Del Rio	P2	0.32
SAN DIEGO	4	SAN DIEGO	7	AAA to Riverwalk Golf Club	P3	0.05

Municipality/ Jurisdiction	Supervisor District	City Council	Council- member District	Trail Location	Trail Planning Category	Length of Trail Segment
SAN DIEGO	4	SAN DIEGO	7	Camino Del Rio North Hike/Bike Trail	P3	0.02
SAN DIEGO	4	SAN DIEGO	7	Rio San Diego Drainage Channel	P3	0.01
SAN DIEGO	4	SAN DIEGO	7	River Run Class I Path	P3	0.19
SAN DIEGO	4	SAN DIEGO	7	Riverwalk Golf Club	P3	0.02
SAN DIEGO	4	SAN DIEGO	7	Ruffin Canyon from Gramercy	P3	0.06
SAN DIEGO	4	SAN DIEGO	7	AAA to Riverwalk Golf Club	P4	0.22
SAN DIEGO	4	SAN DIEGO	7	Camino Del Rio North Hike/Bike Trail	P4	0.13
SAN DIEGO	4	SAN DIEGO	7	Discovery Center to Mission Center Parkway	P4	0.08
SAN DIEGO	4	SAN DIEGO	7	Qualcomm Way to River Trail Connection	P4	0.10
SAN DIEGO	4	SAN DIEGO	7	Rio San Diego Drainage Channel	P4	0.00
SAN DIEGO	4	SAN DIEGO	7	River Run Class I Path	P4	0.23
SAN DIEGO	4	SAN DIEGO	7	Riverwalk Golf Club	P4	0.01
SAN DIEGO	4	SAN DIEGO	7	Town and Country Hotel to Avenida Del Rio	P4	0.03
SAN DIEGO	4	SAN DIEGO	7	Camino Del Rio North Hike/Bike Trail	P1	0.03
SAN DIEGO	4	SAN DIEGO	7	Camino Del Rio North Mitigation Site Class I Path	P1	0.04
SAN DIEGO	4	SAN DIEGO	7	Discovery Center to Mission Center Parkway	P1	0.10
SAN DIEGO	4	SAN DIEGO	7	Friars Road to Fashion Valley Transit Center	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	Qualcomm to Mission Center Pkwy Class I Path	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	Qualcomm Way to River Trail Connection	P1	0.05
SAN DIEGO	4	SAN DIEGO	7	Rio San Diego Drainage Channel	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	River Run Class I Path	P1	0.04
SAN DIEGO	4	SAN DIEGO	7	San Diego River Discovery Center Path	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	SDSU West	P1	0.01
SAN DIEGO	4	SAN DIEGO	7	Sefton Field to Friars Road Class I Path	P1	0.00
SAN DIEGO	4	SAN DIEGO	7	Town and Country Hotel to Avenida Del Rio	P1	0.01
SAN DIEGO	2	SANTEE	1	Fanita Rancho Open Space	P1	0.00
SANTEE	2	SANTEE	1	Fanita Rancho Open Space	P1	
SANTEE	2	SANTEE	1	Town Center Park (Magnolia to TCCP Field 3)	P1	0.11
SANTEE	2	SANTEE	1	Town Center Park (TCCP Field 3 to Cuyamaca)	P1	0.06
SANTEE	2	SANTEE	1	Fanita Rancho Open Space	P3	0.89
SANTEE	2	SANTEE	2	Switch back on tank hill	P1	0.29

Municipality/ Jurisdiction	Supervisor District	City Council	Council- member District	Trail Location	Trail Planning Category	Length of Trail Segment
SANTEE	2	SANTEE	2	Town Center (S of SD River Magnolia to Cuyamaca)	P1	0.75
SANTEE	2	SANTEE	2	Town Center Park (Magnolia to TCCP Field 3)	P1	0.30
SANTEE	2	SANTEE	2	Walker Trail ADA Loop	P1	0.60
SANTEE	2	SANTEE	2	RCP Brick and Block Class I Path	P2	0.19
SANTEE	2	SANTEE	2	RCP to Magnolia Ave. South	P2	0.05
SANTEE	2	SANTEE	2	Town Center (S of SD River Magnolia to Cuyamaca)	P2	0.03
SANTEE	2	SANTEE	2	Town Center (S of SD River Magnolia to Cuyamaca)	P3	0.08
SANTEE	2	SANTEE	2	Walker Trail ADA Loop	P4	0.08
SANTEE	2	SANTEE	2	RCP Brick and Block Class I Path	P1	0.01
SANTEE	2	SANTEE	2	RCP to Magnolia Ave. South	P1	0.00
SANTEE	2	SANTEE	2	Town Center (S of SD River Magnolia to Cuyamaca)	P1	0.01
SANTEE	2	SANTEE	2	Town Center Park (Magnolia to TCCP Field 3)	P1	0.00
SANTEE	2	SANTEE	2	Walker Trail ADA Loop	P1	0.00
SAN DIEGO	4	SAN DIEGO	3	Junipero Serra Museum at Presidio Park	P1	0.45
SAN DIEGO	4	SAN DIEGO	3	Pacific Highway to Old Town State Historic Park	P1	0.20
SAN DIEGO	4	SAN DIEGO	3	Junipero Serra Museum at Presidio Park	P1	0.00
SAN DIEGO	4	SAN DIEGO	3	Pacific Highway to Old Town State Historic Park	P1	0.00

Source: Created by ECONorthwest with information from San Diego River Conservancy.

Appendix 4. Stakeholder Meeting Log

Appendix 4. Stakeholder Meeting Log

Stakeholder	Point(s) of Contact	Contact Type and Date(s)
Barona Band of Mission Indians	Sheilla Alvarez Art Brunce	Email: 3/16/22, 3/18/22
City of El Cajon	Frank Carson	Email: 4/21/22
City of San Diego – Council District 4	Joon Suh	Email: 2/22/22/, 2/28/22, 3/30/22
City of San Diego – Council District 7	Michael Simonsen	Email: 3/1/22 Meeting: 3/10/22
City of San Diego – Mayor's Office	Randy Wilde	Email: 3/11/22 Meeting: 3/18/22
City of San Diego – Parks and Recreation FSDRIP (First San Diego River Improvement Project)	Mike Cook Loren Boerboom	Email: 2/22/22 Meeting: 2/25/22
City of San Diego – Parks and Recreation: Open Space Division	Laura Ball	Meeting: 2/9/22
City of San Diego – Transportation	Everett Hauser	Meeting: 5/13/22
City of Santee – Community Services Department	Nick Chavez	Meeting: 6/1/22
City of Santee – Public Works	Sam Rensberry Heather Heckman	Meeting: 3/1/22
County of San Diego – District 2	Greg Kazmer	Email: 3/1/22 Meeting: 3/3/22
County of San Diego – District 3	Cody Petterson	Meeting: 4/21/22
County of San Diego	Matt Sanford	Meeting: 2/4/22
Hines (Riverwalk Development)	Pete Schearer Craig Benedetto	Email: 3/14/22 Meeting: 3/29/22 Follow-up: 5/4/22 Follow-up: 8/8/22
Inaja-Cosmit Band of Mission Indians	Rebecca M. Osuna	Email: 3/10/22
Kumeyaay Diegueno Land Conservancy	Johnny Eagle	Email: 1/25/22
Kumeyaay Diegueno Land Conservancy	Lisa Hawes	Email: 3/18/22
Lakeside Community Planning Group		Email: 3/30/2022 Meeting: 5/4/2022
Lakeside River Park Conservancy	Robin Rierdan	Meeting: 2/18/22
Lakeside River Park Conservancy	Julie Turko, Maryanne Vancio	Email: 5/22/2022. Meeting: 6/1/2022
Marathon Construction	Mark Kennedy	Meeting: 2/4/22
Mission Trails Regional Park Foundation	Jennifer Morrissey	Email
Regional Task Force on the Homeless	Aimee Cox	Meeting 2/16/22
SANDAG - San Diego Regional Bike Plan	Chris Kluth	Email: 2/16/22, 2/22/22 Meeting: 2/28/22
San Diego Mountain Biking Association	Susie Murphy Ben Stone	Meeting: 5/9

Stakeholder	Point(s) of Contact	Contact Type and Date(s)
San Diego River Conservancy	Julia Richards Dustin Harrison	Meeting: 1/27/22 Meeting: 2/3/22 Meeting: 5/3/22 Meeting: 6/28/22
San Diego River Park Foundation	Rob Hutsel	Meeting: 2/3/22 Email: 5/3/22 Meeting: 5/2/22 Meeting: 5/13/22 Meeting: 8/8/22
San Diego River Park Task Force	Task Force members, member staff, and County staff. Including: Johnny Eagle Rob Hutsel Julia Richards Aimee Cox Brian Albright Nathan Fletcher Randy Wilde Raul Campillo staff	Meeting: 8/11/22
USDA Forest Service (Cleveland National Forest)	Brad Aughinbaugh	Meeting: 4/11/22
USDA Forest Service (Cleveland National Forest)	Joseph Raffaele Anabele Conrejo	Meeting: 4/29/22
USDA Forest Service (Cleveland National Forest)	Garrett Villanueva Anabele Cornejo Joseph Raffaele Brad Aughinbaugh	Meeting: 5/23/22
Viejas Band of Kumeyaay Indians	Ray Teran	Email: 3/10/22

Appendix 5. References

Appendix 5. References

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
1	Creating a Better Future for the San Diego River	San Diego River Park Foundation	N/A	Website	This web page describes the vision of the San Diego River Park Foundation.	X						
2	San Diego River Park Master Plan	City of San Diego	2013	Government Report	This is the master plan for the SDRP. The master plan provides guidance to restore a symbiotic relationship between the river and surrounding communities by creating a river-long park, stretching from the San Diego River headwaters near Julian, to the Pacific Ocean at Ocean Beach.		X					
3	About	San Diego River Conservancy		Website	This web page is the about section for the San Diego River Conservancy, describing what the SDRC is and their mission.	X						
4	The San Diego River Trail Gaps Analysis Final	San Diego River Conservancy and Coastal Conservancy	2013	Government Report	This gaps analysis integrates the various plans, projects, ideas, and visions for the SDRT and provides a work plan that guides construction, management, and prioritization of new segments as well as options for securing funding.		X					
5	Mission Valley Community Plan Update	The City of San Diego	2019	Government Report	This is the Mission Valley Community Plan, which serves as a blueprint for the future development of the community on topics such as land use, mobility, and parks.		X					
6	Lakeside Community Plan: San Diego County General Plan		2011	Government Report	This is the Lakeside Community Plan, which includes goals for six elements: Land Use, Housing, Mobility, Safety, Conservation and Open Space, and Noise.		X					

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
7	Regional Community Action Plan to Prevent and End Homelessness in San Diego	San Diego Regional Task Force	2021	Government Report	This Regional Community Action Plan outlines the vision, principles, and foundation for ending homelessness throughout the San Diego region over the next 5 years.		X					
8	City of Santee Parks and Recreation Master Plan	City of Santee	2017	Government Report	This Parks and Recreation Master Plan for the City of Santee is designed to provide an assessment of its parks and recreation system, and to plan for future strong growth in the community.		X					
9	City of San Diego Parks Master Plan (2021)	City of San Diego	2021	Government Report	This is the Parks Master Plan identifies policies, actions, and partnerships for planning parks, recreation facilities, and programs for the City of San Diego.		X					
10	City of Santee General Plan (2003)		2003	Government Report	This is the General Plan for the City of Santee. The plan is a long-term policy guide for physical, economic, and environmental growth. Within the plan, there is a Recreation Element, Trails Element, and Conservation Element.		X					
11	Multiple Species Conservation Program	County of San Diego Parks and Recreation	N/A	Website	This web page describes the definition and goal of the MSCP.	X						
12	Resource Management Plan for Sycamore Canyon and Goodan Ranch Preserve (County of San Diego)	Parks and Recreation County of San Diego	2013	Government Report	This Resource Management Plan is a guidance document to manage and preserve the biological and cultural resources within the Preserve, and to provide Management Directives pursuant to the requirements of the County's Multiple Species Conservation Program (MSCP) Subarea Plan.		X					

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
13	Resource Management Plan for Louis A. Stelzer County Park (County of San Diego)	Parks and Recreation County of San Diego	2009	Government Report	This Resource Management Plan is a guidance document to manage and preserve the biological and cultural resources within the Park, and to provide Management Directives pursuant to the requirements of the County's MSCP Subarea Plan.		X					
14	Resource Management Plan for El Monte County Park (County of San Diego)	Parks and Recreation County of San Diego	2009	Government Report	This Resource Management Plan is a guidance document to manage and preserve the biological and cultural resources within the Park, and to provide Management Directives pursuant to the requirements of the County's MSCP Subarea Plan.		X					
15	Effect of exposure to natural environment on health inequalities: an observational population study.	Mitchell, R., & Popham, F.	2008	Academic Report	This report finds that populations exposed to greener environments also enjoy lower levels of income deprivation related health inequality.				X	X		
16	Comparing the costs and health benefits of a proposed rail trail.	VanBlarcom, B., & Janmaat, J.	2013	Academic Report	This study estimates the health benefits associated with a proposed rail trail in Nova Scotia, Canada. The analysis indicates a gravel surface trail would provide direct health benefits nine times greater than the costs.				X			
17	The relationship between convenience of destinations and walking levels in older women.	King, W. C., Brach, J. S., Belle, S., Killingsworth, R., Fenton, M., & Kriska, A. M.	2003	Academic Report	This report finds that the ability to make utilitarian walking trips from home and the perception of having favorable neighborhood surroundings for walking are associated with increased physical activity levels in older women.				X			

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
18	Enchanted Circle Trails: Final Survey Results.	RRC Associates	2016	Academic Report	This study examined trail use in Taos County, New Mexico, with a specific focus on the needs of Hispanic, Native American, and low-income residents. The study finds disparities in access and use.					X		
19	California's 2021-2025 Statewide Comprehensive Outdoor Recreation Plan.	California State Parks	2021	Government Report	The California Outdoor Recreation Plan is a 5-year plan for increasing park access, community-based planning, and health partnerships through grants.		X					
20	Spending at least 120 minutes a week in nature is associated with good health and wellbeing.	White, M. P., Alcock, I., Grellier, J., Wheeler, B. W., Hartig, T., Warber, S. L., & Fleming, L. E.	2019	Academic Report	This report examined associations between recreational nature contact in the last 7 days and self-reported health and well-being. It found that spending time in natural environments had a positive impact on self-reported health and well-being.				X			
21	Active Transportation Plan Final.	County of San Diego	2018	Government Report	This plan identifies goals, objectives, and actions related to improving safety to reduce auto collisions with cyclists and pedestrians, increasing accessibility and connectivity with an active transportation network, and improving public health by encouraging walking and biking.		X		X			
22	Climate Action Plan.	County of San Diego.	2018	Government Report	This Climate Action Plan identifies strategies and measures to meet the State's 2020 and 2030 greenhouse gas (GHG) reductions targets, and to demonstrate progress towards the 2050 GHG reduction goal.		X		X			
23	Regional Decarbonization Framework.	County of San Diego.	N/A	Website	This webpage describes the purpose of the Regional Decarbonization Framework in San Diego County.	X			X			

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
24	Economic, Social, and Environmental Benefits of Harold Simmons Park.	ECONorthwest.	2019	Consultant Report	This report describes the economic, social, and environmental impacts of the Harold Simmons Park in order to demonstrate how the park will likely affect local communities and the broader region.				X			
25	Denver Downtown Area Plan Amendment	Denver Community Planning and Development	2018	Government Report	This Amendment outlines the community's vision and provides specific recommendations and strategies to ensure that the vision is implemented. The vision is to build a prosperous, walkable, distinctive, diverse, and green Downtown Denver.		X		X			
26	The Economic Impacts of Transforming Denver's South Platte River and Cherry Creek: 1965-Present.	Summit Economics.	2017	Consultant Report	A study of economic and fiscal impacts resulting from the fifty-year transition of the waterways running through Denver from industrial areas receiving the waste products to revitalized rivers bordered by greenways, parks, and the highest real estate values in the city.			X	X			
27	The effect of rivers, streams, and canals on property values.	Nicholls, S., & Crompton, J. L.	2017	Academic Report	This study summarizes 25 studies that analyze the effects of views of and proximity to rivers, streams, and canals on surrounding residential property values. The majority of studies indicated that significant positive property price effects are associated with river, stream, and canal view and proximity, though these effects appear less definitive in rural than urban settings.			X	X			

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
28	The impact of greenways and trails on proximate property values: An updated review.	Crompton, J. L., & Nicholls, S.	2019	Academic Report	This study examines the results of 20 hedonic analyses which together demonstrate that proximity to a trail resulted in home prices that typically were between 3% and 5% higher than those of comparable homes in the area.			X	X			
29	Just Green Enough: Urban Development and Environmental Gentrification.	Curran, W. and Hamilton, T. eds	2017	Web article	This book explores the complexities of environmental improvement in the context of gentrification.			X		X		
30	San Diego Bacterial TMDL Cost-Benefit Analysis.	Environmental Incentives and ECONorthwest	2017	Consultant Report	This CBA assesses health, recreation and environmental benefits of the Bacterial TMDL under various scenarios compared to a business-as-usual baseline condition. The study area encompasses the eight San Diego County and five Orange County watersheds addressed by the Bacteria TMDL.			X	X			
31	California's Forests and Rangelands: 2017 Assessment.	California Department of Forestry and Fire Protection and Resource Assessment Program	2018	Government Report	This report provides an updated set of indicators to evaluate California's forest and rangeland resources and measure progress towards sustainability. The report also identifies policy issues that are part of addressing the problem.				X			
32	Can private land conservation reduce wildfire risk to homes? A case study in San Diego County, California, USA.	Butsic, V., Syphard, A. D., Keeley, J. E., & Bar-Massada, A.	2017	Academic Report	This study looks at the impacts of private land conservation on fire risk to homes in San Diego County, California. It finds that conservation purchases could reduce fire risk on the landscape, and the amount of risk reduction is related to the targeting approach used to choose which parcels were conserved.				X			

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
33	Outdoor recreation net benefits of rail-trails.	Siderelis, C., & Moore, R.	1995	Academic Report	This study examines that outdoor recreation net benefits of rail-trails and finds that U.S recreation users value rail-trails located in rural areas more highly than in suburban areas.				X			
34	Outdoor Recreation Trends Report.	Outdoor Foundation.	2021	Consultant Report	This report looks at outdoor recreation participation in 2021, showing that 7.1 million more Americans participated in outdoor recreation in 2020 than in the prior year.				X			
35	Outdoor recreation trends and futures. USDA Forest Service.	Cordell, Ken	2012	Consultant Report	This study looks at outdoor recreation trends as part of the Renewable Resources Planning Act Assessment by the Forest Service, U.S. Department of Agriculture, including projections of outdoor recreation participation out to the year 2060.				X			
36	Riding to 2050, San Diego Regional Bike Plan	SANDAG	2010	Government Report	The San Diego Regional Bicycle Plan (Plan) proposes a vision for a diverse regional bicycle system of interconnected bicycle corridors, support facilities, and programs to make bicycling more practical and desirable to a broader range of people in our region.				X			
37	First San Diego River Improvement Project Maintenance Assessment District, Annual Report for Fiscal Year 2022. Exhibit B.	City of San Diego	2022	Government Report	This annual report identifies how authorized assessments will be used to fund improvements and activities within the District, including activities in the River Channel and Buffer Zone. Specifically, it provides information on the total operating expense to upkeep approximately 3 miles of already constructed trail.						X	

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
38	Routine Trail Maintenance Cost per Mile.	Rails to Trails Conservancy.	2021	Consultant Document	This document includes a table that provides a general sense of the routine maintenance cost per mile of various types of multi-use trails in different regions of the United States, and comparisons to their existing trail.						X	
39	Maintenance Practices and Costs of Rail Trails.	Rails to Trails Conservancy	2015	Consultant Report	This report is a comprehensive survey of trail maintenance costs. Results show that maintenance costs are not as high as many perceive them to be.						X	
41	Capital Improvements Program Fiscal Year 2022 Adopted Budget Summary.	City of San Diego.	2022	Government Budget	This Adopted Budget allocates existing funds and anticipated revenues to both new and continuing projects in the City's multi-year CIP. The Adopted Budget is based upon an analysis of available funding sources as well as a review of project needs and priorities.							X
42	Proposed Capital Improvement Program Five-Year Budget FY 2017-18 through FY 2021-22.	City of Santee	2017	Government Budget	This document outlines the proposed capital improvement program budget for FY 2017-2018 to FY 2021-2022.							X
43	Environmental Mitigation Program	Keep San Diego Moving (TransNet)	2018	Website	This website provides information about the Environmental Mitigation Program in San Diego, with tabs that discuss acquisitions, management, & monitoring.							X

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
44	Legislative Report 2019-2020.	San Diego River Conservancy.	2021	Government Report	This is a bi-annual report from the San Diego River Conservancy to the legislature provides information on what they have accomplished and what their goals will be for the next decade, with specific details on plans for allocation of money throughout fiscal years 2019-2020 and 2021-2022							X
45	California Proposition 1 - Water Quality, Supply and Infrastructure Improvement Act of 2014, Water Bond	Adaptation Clearinghouse	2014	Web article	This webpage describes the content of Proposition 1 - the Water Quality, Supply and Infrastructure Improvement Act of 2014. It is a \$7.545 billion general obligation bond measure approved by California voters and provides funding for needed investments as part of a statewide, comprehensive water plan for California.							X
46	Redevelopment Plan for the Upper San Diego River Improvement Project	San Diego County	1995	Government Report	This report from San Diego County outlines the redevelopment plan for the Upper San Diego River Improvement Project. Under the USD RIP Plan, the San Diego County Redevelopment Agency was able to use tax increment financing to finance redevelopment project activities		X					X
47	Regular (Teleconference) Meeting, San Diego County	County of San Diego: Countywide Redevelopment Successor Agency Oversight Board	2021	Government Meeting Minutes	This document contains meeting notes from a County of San Diego Redevelopment Successor Agency Oversight Board meeting. It is revealed in this document that as of January 2021, the outstanding debt of USD RIP was \$4.95 million for the Lakeside Fire Protection District							X

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
48	Project: Osuna Segment of the Coast to Crest Trail	California Natural Resources Agency: Bond Accountability	Accessed 2022	Website	This webpage describes the costs of the Coast to Crest Trail project segment of the San Dieguito River Project.						X	X
49	Senate Bill No. 628 and California Government Code §53398.75(d) and §53398.51.1	State of California		Government Law	California code language regarding infrastructure financing plans.							X
50	Report on the Use of Tax Increment Financing.	Strategic Economics, for State of California Governor's Office of Planning and Research.	2020	Consultant Report	This report for the Governor's Office of Planning and Research (OPR) examines the effectiveness and challenges of using TIF tools for location-efficient housing in California, as well as potential options for expanding the tool.							X
52	Infrastructure Financing Plan for the Otay Mesa Enhanced Infrastructure Financing District.	Keyser Marston Associates, Inc.	2017	Consultant Report	This Infrastructure Financing Plan (IFP) was prepared for the Otay Mesa Enhanced Infrastructure Financing District Public Financing Authority (PFA) regarding the establishment of the Otay Mesa Enhanced Infrastructure Financing District (Otay Mesa EIFD).		X					X
53	Infrastructure Financing Plan. West Carson Enhanced Infrastructure Financing District.	Kosmont Companies.	2020	Consultant Report	This Infrastructure Financing Plan identifies possible future infrastructure projects and how they would be funded.		X					X
54	Infrastructure Financing Plan. City of Placentia Enhanced Infrastructure Financing District.	Kosmont Companies in Partnership with the Southern California Association of Governments.	2019	Consultant Report	The County of Orange established the City of Placentia EIFD in 2019 to serve as a catalyst for private development and critical regional transportation infrastructure. Kosmont Companies prepared the Placentia EIFD draft IFP in May 2019.		X					X

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
55	Infrastructure Financing Plan. Enhanced Infrastructure Financing District #1.	City of La Verne.	2018	Government Report	In partnership with the County of Los Angeles, the City of La Verne established an EIFD in 2020 to generate revenue for a variety of infrastructure improvements. Kosmont Companies prepared the La Verne EIFD IFP.		X					X
56	Infrastructure Financing Plan. Palmdale Enhanced Infrastructure Financing District	Kosmont Companies.	2021	Consultant Report	The City of Palmdale and the County of Los Angeles created an EIFD with the broad goal of funding infrastructure to help accelerate the production of quality jobs and accessible housing. This plan describes the IFP in detail.		X					X
57	Local Tax Trends in California	California Tax Foundation.	2021	Nonprofit Report	This report examines the local tax measures placed before voters from 2010 to 2020, a period in which 1,956 local tax measures appeared on the ballot and 1,359 (69.5 percent) were approved, representing a cumulative tax increase of more than \$8.8 billion per year.							X
58	District Closeout Analysis and Findings Report For: Community Facilities District No. 1 (Miramar Ranch North). San Diego	NBS, for City of San Diego	2021	Consultant Report	This document is a district closeout analysis for the Communities Facilities District No. 1. In 1991, the City of San Diego implemented the Miramar Ranch North CFD in the city of San Diego to provide \$35,340,000 of funding on a \$75,000,000 bond, which was used for the acquisition and construction of authorized public facilities. This CFD encompassed over 3,000 taxable developed residential parcels and was finally dissolved in July of 2021.							X

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
59	South Lake Tahoe Recreation Facilities JPA.	City of South Lake Tahoe.	Accessed 2022	City Website	This webpage describes the Joint Powers Authority of the City of South Lake Tahoe.							X
60	Official Statement. June 3.	Central Marin Police Authority.	2015	Government Document	This is an official document from the Twin Cities Police Authority Community Facilities District No. 2008-1 . This CFD was formed to issue bonds and collect special taxes on certain properties to fund public safety, police and emergency services facilities, services and equipment.							X
61	Staff Report for Meeting of December 11, 2014.	Transbay Joint Powers Authority.	2014	Government Document	This staff report describes the formation of the Transbay Joint Powers Authority, the City and County of San Francisco Community Facilities District No. 2014-1 for the purpose of improvements and infrastructure necessary for a new high-density, mixed-use neighborhood associated with the Transbay Transit Center.							X
62	San Diego's legal fight to enact hotel tax ballot measure just got a little easier. San Diego Union-Tribune	Weisberg, L.	2022	Web article	This article discusses a ballot measure in 2020 to increase the Transit Occupancy Tax in order to utilize the new revenues to expand the convention center and fund streets and homelessness programs.							X
63	County of San Diego Adopted Operational Plan Fiscal Years 2019-20 & 2020-21,	County of San Diego	2022	Government Report	These are the adopted Operational Budgets for years 2019-20 and 2020-21. Relevant to the report, they detail the percentage of the General Fund that the Transient Occupancy Tax accounts for.		X					X
64	TOT/TMD Frequently Asked Questions. Office of the City Treasurer	The City of San Diego	2022	Website	This webpage answers frequently asked questions about the TOT/TMD in the city of San Diego.							X

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
65	Guidelines for Leases and Certificates of Participation.	California Debt and Investment Advisory Commission.	1993	Government Report	This document provides guidelines to public officials for understanding the opportunities and challenges of tax-exempt leasing.							X
66	Coalinga-Huron Recreation and Park District, California, Bond Issue, Measure N	Ballotpedia	2016	Web article	This webpage provides a general description of the Coalinga-Huron Recreation and Park District, California, Bond Issue, Measure N, as well as the voter outcome for the measure.							X
67	Tehachapi Valley Recreation and Park District, California, Measure R, Bond Issue	Ballotpedia	2018	Web article	This webpage provides a general description of the Tehachapi Valley Recreation and Park District, California, Measure R, Bond Issue, as well as the voter outcome for the measure.							X
68	Pleasant Hill Recreation and Park District, California, Measure A, Bond Issue	Ballotpedia	2020	Web article	This webpage provides a general description of the Pleasant Hill Recreation and Park District, California, Measure A, Bond Issue, as well as the voter outcome for the measure.							X
69	Green Bonds.	Berkeley Public Policy	2022	Web article	This article defines Green Bonds and their purpose.							X
70	San Diego school district is pricing all-green \$1 billion GO deal.	Webster, K.	2021	Web article	This article talks about how the San Diego Unified School District is constructing and pricing one billion dollars in green bonds and has already initiated \$100 million in green bond.							X
71	CCC 2022. The California Conservation Corps. ccc.ca.gov/who-we-are/about/	California Conservation Corps	2022	Website	This about section of the CCC webpage describes the purpose of the CCC.	X						X
72	Financing Emissions Reductions for the Future.	Ecosystem Marketplace.	2019	Nonprofit Report	This report provides an analysis of the state of voluntary carbon markets for 2019.							X

No.	Title	Source/Author	Year	Type	Summary	Vision/ Mission	State/ Local Plan	Econ. Impacts	Envi., Health, Other Benefits*	Envi. Equity	Costs	Funding Sources
73	Voluntary carbon markets poised for growth in 2022.	IHS Markit.	2022	Web article	This news article talks about how Blue Carbon credits have jumped to \$13.25 per ton of CO2 equivalent as of December 2021.							X
74	Virginia Coast Reserve Seagrass Restoration Project.	Verra	Accessed 2022	Website	This webpage talks about The Nature Conservancy's Virginia Coast Reserve eelgrass restoration project.							X
75	Active Transportation Plan	San Diego County	Accessed 2022	Government Website	This webpage provides information about San Diego County's Active Transportation Plan.							X
76	US Forest Service: Sustainable Recreation Infrastructure Pay-for-Success Feasibility Report.	Quantified Ventures	2018	Consultant Report	This report comprises a feasibility analysis of the Baileys Trail System on Wayne National Forest in Athens, Ohio.							X
77	Cal. Civ. Code § 16727.	State of California	2002	Government Law	California code language regarding general obligation bonds.							X
78	Rivers, Trails, and Conservation Assistance	National Park Services	Accessed 2022	Website	This is the website for the Rivers, Trails, and Conservation Assistance program.	X						X
79	Port of San Diego's Wetland Mitigation Bank	Port of San Diego Environment	Accessed 2022	Website	This is the website for the Port of San Diego's Wetland Mitigation Bank program.	X						X
80	News Center: River Park Trail. March 9.	San Diego County Department of Parks and Recreation	2022	Web article	This is the web page that was used to inform the public about outreach activities for the public meetings and engagement for this project.							

Appendix 6. Public Notices

Appendix 6. Public Notices

As referenced in Section 4.1.3, a post was added to the County DPR website on the *Park Development Plans* webpage to provide project information and background about SDRP Trail planning efforts.¹³⁶ The post included contact information for the public to ask questions, provide input, and sign up for notifications. . The post had the following text:

“San Diego River Park Trail

The County of San Diego Department of Parks and Recreation (DPR) is embarking on a project to acquire property, build trails and open access to land along the San Diego River. Plans to connect this 52-mile corridor have been in play for several decades – a collaborative effort involving the County, the City of San Diego, The San Diego River Park Foundation, the San Diego River Conservancy, various stakeholders and the greater San Diego County community. A project of this magnitude requires funding, and DPR is spearheading a San Diego River Trail Funding Feasibility Analysis to explore options that can be presented to the Board in Summer 2022.

Learn more. To be added to a list to receive project updates, email: trails@sdcounty.ca.gov.”

A second website posting was also added to the County DPR’s *News Center* webpage.¹³⁷ This site contains the following text:

“River Park Trail

The San Diego River stretches 52 miles from its headwaters in the Cuyamaca Mountains near Julian to its mouth at the Pacific Ocean in San Diego. The County Department of Parks and Recreation (DPR) is involved in efforts to preserve, restore and enhance the San Diego River and surrounding areas with regional conservancies, cities, foundations, land use developers and others. One of these efforts is to create a continuous trail along the San Diego River to provide residents and visitors with an opportunity to explore and appreciate this unique resource. This is the San Diego River Park and Trail project.

There have been numerous efforts to develop a continuous trail and park system along the San Diego River. Groups have developed visions and plans for the project with feedback from stakeholders, residents, and the public. Some of these efforts are listed and linked below:

The San Diego River Park Foundation - [Conceptual Plan](#) (2002)

County of San Diego - [Community Trails Master Plan](#) (2005)

City of San Diego - [River Park Master Plan](#) (2013)

The San Diego River Conservancy - [Recreational Trail Plan](#) (2020)

San Diego River Trail Funding Feasibility Analysis

In March 2021, the County Board of Supervisors convened a task force to identify issues for the San Diego River Park and Trail. [One major issue identified](#) by the task force was that there is no funding source to acquire land, build trail, support ongoing operations and maintenance, or complete other projects for the San Diego River Park and Trail.

¹³⁶ San Diego County Department of Parks and Recreation, *Park Development Plans*, available at: <https://www.sdparks.org/content/sdparks/en/AboutUs/Plans/ParksImprovementPlan.html>

¹³⁷ San Diego County Department of Parks and Recreation. (2022). *News Center: River Park Trail*. March 9. Available at: <https://www.sdparks.org/content/sdparks/en/news-events/news-stories/2022RiverParkNews.html>

To address the need for funding, DPR is taking a lead role to identify and assess reliable, long-term financing options for priority projects along the San Diego River. DPR has commissioned a study – the San Diego River Trail Funding Feasibility Analysis – to identify candidate funding options and evaluate which funding option could be the best fit. The study is funded through a [Nov. 3, 2021 allocation](#) from the County Board of Supervisors to DPR.

The results of the Funding Feasibility Analysis will be presented at a June 2022 Board of Supervisors Meeting, where the Board will consider the study and discuss next steps to implement a funding option.

Public Involvement

Feedback and input on the San Diego River Trail Funding Feasibility Analysis can be submitted through an online survey, available here (link coming soon).

A [public meeting](#) where stakeholders and community members can get information and share feedback will occur in Spring 2022.

Information about the June 2022 Board Meeting, where the Funding Feasibility Analysis will be presented, can be found [at this link](#). Closer to the date, call-in details will be made available on this page.

A link to the Funding Feasibility Analysis will be shared on this website after the June 2022 Board Meeting.

Contact & Questions

The Project Manager for the Funding Feasibility Analysis is Lizzy Bendrick, Trails Program Manager, Resource Management Division, DPR. If you are interested in being placed on a mailing list to receive updates about this study - or if you have questions or input to share, please email trails@sdcounty.ca.gov.

Opportunities to tune in, share feedback and track progress will be shared through these email updates, as well as on this web page.”

Appendix 7. Public Outreach

Open-Ended Question 1

Appendix 7. Public Outreach Open-Ended Question 1

Do you have any feedback related to EIFDs?
It my paygrade
Very good idea!
A good choice
An EIFD sounds like a good funding source to consider
Any funding source is worth considering
Any funding source would be beneficial.
Appalachian, PCT, Rails to Trails
Aren't housing costs high enough? What guarantee is there that the funds will be used only for trails. What other projects will the EIFD fund? Housing, infrastructure, water, sewer? These are big funding items that would leave trail acquisition/maintenance very little funds. Not feeling that we could trust local governments to use the funds solely for trails. The above mentioned "funding mechanisms" all seem to have alternative motives--not just trail funding.
As long as we don't have to divert our tax dollars from current use and needs it seems okay.
As described here it sounds like a reasonable approach.
As long as it doesnt increase residential home taxes.
As long as no tax increase burden is placed on San Diegans. Funding using a crowdfunding option would be good and building the trail using private contractors under the forensic scrutiny of an elected body of overseers to eliminate the ever-present waste that makes up so many of these public works projects.
as long as this is not a backhanded way to raise our tax
But I would need to read it to make sure I am completely in agreement.
Can't afford more taxes with everything increasing in price
Charge a small fee for all dogs that enter(I'm sick of seeing dog poop), and hope this would limit this pollution.
Difficult due to the vote requirement for the district formation. But worthy of consideration for some or part of the trail system.
Do it!
Do it!
Do it!
Do it. There shouldn't be any new development in sd anyway because there is no water. These developers should be zapped with big fees and the big boys should pay for this. People like dougie Manchester and corky McMillan. And since tod Gloria is such a development lapdog he can write a personal check for a bazillion bucks.
Don't do it. We will fight you at we very level.
Don't throw anymore money at anything along the river which will only house the homeless.
EIFD seems like a great option.
EIFDs seem like asking new residents to pay for improvements we all would enjoy.
Fine with it
Former County redevelopment areas must be wound down and receive findings of completion from the Dept of Finance.
From what is described above, I would support.
Given the current cost of housing in the region I think it is important that a project like this does not increase the cost of home ownership.

Do you have any feedback related to EIFDs?
Go for it, sounds promising.
Good idea
Good idea.
Great although I think developers should just pay for it as they make such large profits off of our community. They need to give back and positively contribute as well.
Great idea! im in support of this. I am a Poway home owner and would be very happy with any funding program or tax program for this to happen, this would be such a benefit for generations to come. I hope this happens. please inform me of everything in the future of this development.
How can the income tax be reallocated? Isn't it being used for something already? In which case, the property tax would have to be raised. It is already very high.
How much would the tax assessment be? I also support the building of affordable housing.
I agree. I am paying hefty property taxes and I would like a portion of my property taxes and others to be used to finance the SDRP.
I am 84 and currently hike & bike. However, doubt if I will ever see SD River Trail completed.
I am familiar (but not expert) on EIFDs. They are complex and require a strong commitment but it would pay off in the long run.
I do not have any experience with government financing.
I do not trust the local government agencies to effectively manage such a project. This vehicle will also increase the cost of housing.
I don't know enough to give feedback.
I don't want any developers to have any say in how the trail should be designed etc. It's fine to tax them but they shouldn't have any control over how the money should be spent.
I like that this does not raise property taxes and that the taxes collected already can go to a specific project
I love it! Go for it!! But before you float it to the population, let them know how dire things are first. As with Prop Ja years ago, people didn't want to pay a parcel tax until the next year when they found out schools would close. People have to know it's going to impact them if they don't pay.
I love this idea! We obviously need more housing in SD, but encroachment of housing in places, like Black Mountain Open Space or the area between Santee and Lakeside, is a concern. Our environment and trail system should benefit from new developments.
I oppose strongly.
I support this idea.
I think it bears investigation; benefits and tradeoffs.
I think it's only fair to use EIFDs since developers want their projects to enhance their profits; then a return should be giving back by providing help to the local environment and a place for added recreational opportunities.
I think that the existing property taxes should be used to support land that is not developed to help offset the negative impacts that development has on nature.
I think this is a creative solution to using funds that can be dedicated to trails that will increase property values and quality of life.
I think this is a great idea!
I think this really depends on the goals of the SDPRT. If it is primarily intended to spur economic development I would be against it. If it had a robust plan for how it would impact/potentially help native plants or species I would be for it.
I think this would be a good use for property taxes.
I wholly support

Do you have any feedback related to EIFDs?
I would love having a trail like this, but we don't have that luxury. Overpopulation has become devastating to wild plants and animals. I find this proposal offensive, and reinforcing this method of financing a public goods project regressive. While I do not support a project like this for people to further invade our wild space and animals, making endangered plants and animals moreso, probably eventually ending up with concession stands, souvenirs, commercializing, this sounds preposterous. Oil companies' revenues are protected and other big corporations do not pay their fair share. Land value keeps rising, the cost of living here is ridiculous. I have relatives and friends who have moved out of state to find something they can afford, or can afford without working multiple jobs and we are talking EIFD, new developments' property tax. Gobbledy-gook--EIFDs do not raise property taxes, rather dedicate funds for a specific use. You use words and concepts as do professional politicians' wordsmiths-advisors.
I would really need to know more about what funding is reallocated FROM
I would want to more about EIFDs.
I'm in favor of dedicated funds for specific use.
I'm not familiar enough with the entities funded by property tax. I do however believe taxes should relate to the taxed entity. This to me is in line with that maxim.
Ideally they would be used in the same community or neighborhood where the new development is happening
If an EIFD can be used to support development of the SDRP then I am for it.
if I understand correctly, this would be both a way of raising revenues to support the SDRP and to make new businesses aware of their social responsibilities.
If taxes are NOT raised it's a good idea. We are TAXED enough and money is not well spent by the representatives.
If the trails continued to downtown and they were safe to use from east county to downtown San Diego I absolutely would use these trails to commute as well as many other people. But currently they are not continuous and there are stretches that are unsafe due to homeless either attacking or making females very uncomfortable.
If this is being looked as the sole source of funding, then in my opinion, it would be place a disproportionate burden on new developments when enhanced trails offer a benefit to all San Diegans, not just persons ultimately occupying new developments.
Isn't that the same as development impact fees?
It sounds good.
It sounds similar to the tax district that created Ruffin Canyon park. I was a property owner and voted for the special tax assessment years ago.
It sounds similar to what I wrote above. I feel like Melli-Roos benefits developers and others more than the community. Redirecting SOME of the funds for parks, open areas or maintained trails would be great
It's a reasonable approach
It's important that we not impede future housing construction or penalize commercial property owners who are generating jobs with future fees - buy-in is critical of course. Emphasis should be on the positive environmental impacts - creating additional/longer, viable, safe routes for bicycle travel - thus lowering TT in local communities and on freeways, and on the City's Climate Action Plan, which all of this ties in to.
Keep making trails! Love them and I hope to have a more connected San Diego via trails that I can bike on to get from area to area. Thank you and keep up the good work!
Key is NOT to raise property taxes. However, directing the use of property taxes within a corresponding jurisdiction makes sense.
Let's do it! Many San Diegans are not even aware of the location of the San Diego River nor its existence. We should be working EVERYDAY to make more green spaces accessible to people and working in connection with the land to encourage native flora and fauna (humans included!).
Like the idea

Do you have any feedback related to EIFDs?
Like the idea
Local use of my property tax is best
Love that tax has a specific use and not some general tax slush fund for ill conceived social programs
Makes sense to gain some tax money from properties located near the trail system since their property value will increase due to the amenity.
Making new development pay for infrastructure that the majority of users are going to come from existing development is wrong.
Many hands make light work same goes for paying the tab
Mission trails should be preserved and not developed
More taxes aren't helpful.
Nature and the outdoors is so important for exercise, mental, emotional and physical health. Where ever we can get funding for supporting nature, we should.
No new fees or taxes to our property taxes
No new taxes
No new taxes!
No tax
Not clear on it
Not knowing much about this, I can only say that the budgeting of San Diego property tax revenue is probably already stretched thin. I don't like the idea of dedicating a portion of property tax - unless it has the full backing of the board of supervisors and it is for a limited duration.
Not sure I agree with the above assessment on EIFD... Find Grants Instead....We already have enough TAX!!!
Of course would have to be done carefully so it's not associated with an increase or general ill-will toward property tax. That's a real hot button topic.
Ok with me
Okay to do this.
once again politicians overtaxing and robbing hard working people, So they can get rich off of our backs. Our roads are deteriorating into trails fix them first Fix roads not trails
Our gas taxes should be funding the development of a safe cycling trail that DOES NOT interfere with the SD River. Also that DOES NOT cut through or further develop MTRP... other than perhaps creating a non-motorized vehicle connection from Tierrasanta to Allied Gardens/Mission Gorge. (the trail eventually goes that way but it's underwater for 6-10 months of the year. Not so great for commuting via bicycle.
Post-pandemic, we are in hard times for many people. As one of the middle-class, I cannot entertain any new taxes. My property tax is more than \$9k/yr. Gas prices are so high I am staying home. My adult daughter can't afford local rents based on her wages (and she is a college graduate) so she must live with me. Electricity is the highest in the country, and water prices keep climbing while the supply diminishes. If you mention a new tax, even one paid for by new developments, I think you will have a public revolt on your hands.
Property owners are taxed too much in CA.
Revenue to be gotten from anyone that builds along the riverbed. Perhaps a small fee for users of the SDRP.
San Diego is already too expensive for the everyday citizen. Adding an incremental tax would do nothing to help.
SDRP is a waste.
Seems like a direct benefit to taxpayers which is better than most uses.

Do you have any feedback related to EIFDs?
Seems like a good way to raise funds
Sounds feasible
Sounds feasible and I would be very supportive.
Sounds good
Sounds good if on new homes
Sounds good to me.
Sounds good to me.
Sounds good to me. Wildland recreation benefits every member of the community, especially homeowners. This seems like a good use of property tax.
Sounds interesting but it would obviously add to housing costs and that would be counterproductive.
Sounds interesting since it does not raise property taxes.
Sounds like a good idea
Sounds like a good idea
Sounds like a good idea.
Sounds like a good idea.
Sounds like a good idea.
Sounds like a good idea. Developers will pay taxes to develop a profitable area. My only concern would be taxing low income housing projects (like, true low income housing- people making less than 50K). Consider exempting such projects if they exist.
Sounds like a good opportunity to get funding.
Sounds like a good option
Sounds like a good way to generate funding
Sounds like a great idea!
Sounds like a lie to raise my property taxes.
Sounds like a reasonable approach.
Sounds like a reasonable idea!
sounds like a way to finance the new trails.
Sounds like a winner
Sounds like an excellent idea. The more land is used up with new developments, the more need there is for trail-accessible open space. Also new developments will spur population growth, again increasing the need for more trails.
Sounds like it could possibly be a good source of revenue.
Sounds like it could work
sounds like reallocating funds that were already designated for something else that will cause my property taxes to go up for some other reason instead.
Sounds promising, but I need to study it further.
Sounds reasonable
SOUNDS TO ME LIKE A PROPERTY TAX, ONLY ON NEW DEVELOPMENTS. HOUSING IS ALREADY TOO EXPENSIVE, LARGELY DUE TO GOVT FEES AND MANDATES
Stop increasing fees which really are just another tax
Stop making housing more expensive than it already is in San Diego

Do you have any feedback related to EIFDs?
Stop the project.
Strongly support getting this going before development, such as Riverwalk aren't eligible.
Support
Support
Support any funding, including a property tax increase, that would help get this trail completed.
Support it
Support that option
The funding can be used to construct a trail up to and out of the MTRP without damaging the natural environment of the river from the dam to the southern river crossing. There are already trails (Grinding Rocks) that lead to the river but have limited, restricted access along the river. I believe that is sufficient contact. Leave the rest to the flora and fauna that the park is supposed to protect and maintain in its natural state!!
The public should benefit from development, not just developers! This would be a life-enriching use of funds.
The whole project would be great but please focus on smaller alternatives with the greatest recreational benefit for local citizens if necessary A similar project in the Sweeter River watershed plan would be ideal. Much of it is built between the ocean and Rancho San Diego and it gives equity for people in the south bay to venture east as well as west.
There always needs to be a balance between encouraging people to visit/participate in areas of nature--parks, trails, etc.--and ensuring that there is enough of a nature experience to be satisfying. It's a difficult problem nationwide; but having spent a good deal of time in MTRP and in hikes all over SD County, I conclude that we do not need to build more facilities and encourage more people to visit them. I have been hiking in MTRP for 13 years and observe that there are now at least double, maybe triple, the number of people visiting the park. That may make the city fathers happy, but not me.
There's a limit to how many pieces you can cut the pie into.
This is an interesting option I was not aware but might support once I learn more.
This is the first I've heard of it, and I'm no economic specialist, but it sounds like a good idea.
This is UNFAIR taxing. Taxing without representation.
this sounds appropriate - but will all residents in san diego pay for this? those residents within a 1 mile radius of the trail alignment? how will the application of this be determined?
Those raise property taxes, you are incorrect
Trail should have absolutely not motorized vehicle on it at all. Including electric bikes.
Use the gas tax
Waste of money
We are happy the way things are right now. We are already affected by the water project construction by our house. We do NOT want to pay or affected by projects any more.
When the trail goes through the park it should be placed a little away from the river so that the immediate area around the river is preserved for wildlife.
Willing to pay taxes for this project, as would many others.
Would love to see improvements to infrastructure rather than for more buildings.
Yes, allocating part of property tax revenue from new developments to pay for infrastructure improvements is a good idea.

Appendix 8. Public Outreach

Open-Ended Question 2

Appendix 8. Public Outreach Open-Ended Question 2

Can you think of any examples of regional trails that have been successfully funded via one or multiple sources? If yes, please describe them below. For example, there is a Joint Powers Agreement for the Coast to Crest Trail.
0
10434 Fuerte Drive
Maybe the Appalachian trail
Maybe the Bob Jones Trail or San Luis Creek Trail in San Luis Obispo? Or Los Gatos Creek Trail in Santa Clara County?
I think the C&O trail in Washington DC and goes to Pittsburg was funded by multiple funding sources. The Custis, and WO&D may have also been funded that way.
Coast-to-Crest is a good example.
I am not aware of any, but the example you give seems like it would be a good option.
I am not generally aware of how specific trails were funded, but I often use the Coast to Crest Trail and love it.
Coast to Crest is a great example. Also look to the Bay Area Ridge Trail in SF area. Amazing organization in progress there!
Coast to Crest Trail Connecting trails from Otay Lakes to San Diego Bay Pacific Crest Trail Appalacian Trail Also, there is a long trail looping much of the way around San Francisco Bay, that I recall involves >50 jurisdictions.
Check out Houston's Bray's Bayou.
https://en.m.wikipedia.org/wiki/Iron_Horse_Regional_Trail Iron horse trail in east Bay Area.
Mitigation funds have been applied in Marian Bear Natural Park (San Diego City), some going for specific trail work.
Mission Trails
I would recommend contacting the Ojai Valley Land Conservancy (https://ovlc.org/). They have been very successful in funding land acquisitions and building trails.
County Parks has several trails like Otay Valley Tia Juana River Valley that coordinate with multiple jurisdictions.
I'm not really sure, check into how the PCT does it.
I don't know the details, but the state of Iowa has a system of bike/hike trails, many of which are conversions of out of use rails. I believe they call the conversion "Rails to Trails." It's a popular system of recreation, and the network can be found throughout the state.
I've heard of Rails to Trails projects. I would think a project using these funds would use funds from other sources too.
In Iowa there is a bike trail recently built that spans four counties and many towns. They used old railroad tracks. It is great for the communities. Perhaps you could visit with the team that built this and get ideas.
I do not know of the funding sources, but the Coast to Crest Trail in San Diego, and the Rillito River Trail in Tucson are great examples of trails that unite communities along nature corridors.
Look apt San dieguito. Do that. No taxes there.
In addition to the JPA working on the Coast to Crest Trail, there is also the San Dieguito River Valley Conservancy

Can you think of any examples of regional trails that have been successfully funded via one or multiple sources? If yes, please describe them below. For example, there is a Joint Powers Agreement for the Coast to Crest Trail.
I don't know enough about funding but have enjoyed Coast to Crest and Trans County Trail
I use the Coast to Crest trail five or six times a year even though it is not near where I live The Walker Preserve trail in Santee is always busy and shows how much these trails are needed
10946 Vivaracho Way
11074 Fillbrook Drive
3635 7th Ave. #7D
5765 Friars Rd. #155
A JPA, of structured/managed correctly, could work well.
Americorps, CalFire inmate programs (La Cima, Puerta La Cruz, etc.) CCC- free/ low cost labor
Any funding or permitting or whatever limits who will use the park.
Are you hiring? I'm happy to research these things for you.
Atlanta's Rails to Trails project
California Coastal Trail Sweetwater River and Loop Trail
California Riding and Hiking Trail
county of San diego?
Don't know
Exactly
I believe a portion of the San Diego Bayshore Bikeway trail was funded TOT.
I do not know of any.
I love the coast to crest trail!
I wasn't aware of the funding source
I'm aware of the Coast to Crest Trail.
Joint Powers Agreement for the Coast to Crest Trail
Love the coast to crest trail
Mission Bay bike pedestrian path along Sea World Drive into Point Loma
n/a
N/a
N/A
N/A
N/A
na
No
no
No
no
NO

Can you think of any examples of regional trails that have been successfully funded via one or multiple sources? If yes, please describe them below. For example, there is a Joint Powers Agreement for the Coast to Crest Trail.
no
No
No
No
no
No
No
No
No
No
no
No
No
No
No
NO
No
No
No
no
no
no
no
No
No
No
no
no
no
No
no
No
No
No
No
No
No

Can you think of any examples of regional trails that have been successfully funded via one or multiple sources? If yes, please describe them below. For example, there is a Joint Powers Agreement for the Coast to Crest Trail.
no
No
no
No, I cannot.
No, sorry.
No.
No.
No.
No. Not my expertise.
None
None.
nope
Not at the moment.
Not aware of any.
Not familiar
Not sure but I assume the local sections of the PCT have some kind of funding.
Not sure if this an example you're talking about, but the Rails to Trails program comes to mind.
Not trails specifically, but the Friends of the Tijuana Estuary are amazing at finding and managing grants.
Otay Valley River Park (OVRP)
Pacific Crest Trail
PCT
PCT...SDTCT.
Rails to trails?
Redmond, WA has a river trail that may be shared with its neighboring cities and this is a great trail that links office parks, shopping, boating, biking and other outdoor activities. That would be great to see in certain areas in San Diego.
Riverwalk Trail in Mission Valley, it is maintained via a BID
Sacramento California has some great trails that interlock.
Sacramento-Placerville Transportation Corridor Joint Powers Authority Natural Trail Project. LAGUNA GRANDE REGIONAL PARK JOINT POWERS AUTHORITY There are others.
San Diego River Park Foundation
San Dieguito River Park JPA
San Dieguito River Trail
San Francisco bay funded an improved natural habitat project along the water's edge, including a boardwalk with informational signage for the public/tourists.
SDRP
sorry, not aware of any

Can you think of any examples of regional trails that have been successfully funded via one or multiple sources? If yes, please describe them below. For example, there is a Joint Powers Agreement for the Coast to Crest Trail.
Sorry. No.
Successfully, NO. unless you mean politicians getting rich off of our back. Our roads are deteriorating into trails fix them first Fix roads not trails
Sure the Redwoods Coastal trails have a mix of corporate, foundations and Indian land cooperative agreements. Not regional but does that realm matter?
Take a look at the San Antonio Texas Rivewalk. Great economic beacon and a true historical trail.
The Forest Service in Alaska has received funding for completing the southern trek of the Iditarod National Historic Trail through a number of federal sources and trail grants. I'd also check out the North Country Trail Association, they have done a lot of work to piece together trail segments.
The Lakeside portion of the River Park Trail.
The Lakeside River Park trails (Santee border to Channel Road) were built by the River Park and landowners using donations, grants, and property owner labor, resources, and money.
The Pacific Crest National Scenic Trail has multiple funding sources
The Santa Ana river trail expansion.
There are some MSCP trails that were established through the acquisition process.
There may be one in Napa for a bike trail.
There's a hiking group in Julian that has been very successful purchasing tracts of land. Can't remember the name.
This pops up when I google the Walker Preserve Trail in Santee: "A combination of funding from the City of Santee and various grants were used to purchase the land and construct a beautiful riverside trail that was opened to the public in April 2015." - Find out where they got their funding. This trail is very popular with the community.
Trans County Trail
Walker preserve, Santee mast park area, SDSU West
Wilderness Permits
Yes, as mentioned, the Coast to Crest Trail. The California Coastal Trail gets funding from the Coastal Conservancy and the California Coastal Trail Association.
Yes. I am somewhat familiar with the JPA, as a member of the San Dieguito River Vally Conservancy.

Appendix 9. Public Outreach

Open-Ended Question 3

Appendix 9. Public Outreach Open-Ended Question 3

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
a commensurate amount of land should be set aside for wildlife. The San Diego population from 2010 to 2020 grew by 6.6%. At already 3.3 million people, this is a large amount of people, all wanting housing, all wanting access to trails/nature for hiking, mountain biking, camping, etc. If stewardship is in your purview, a significant amount of land should be set aside for wildlife.
A trail of this magnitude would be of great harm to San Diego's cultural resources both directly and indirectly over time as pedestrians leave the trail and cross over into what should be protected open space. The same goes for biological resources; however, biological resources are somewhat adaptable, the damage to and loss of precious, significant cultural resources and sites would be irreversible and irredeemable.
Add restaurants and attractions areas. That would be a huge economic attraction for tourism. You may have large restaurants and companies buy in to support land acquisition.
After environmental responsibility in the project I would like to assume indigenous populations have been involved in an advice and consent capacity.
Any funding would need to cover ongoing upkeep and ranger coverage for safety of people and environment.
As a lifelong San Diegan who has hiked along the San Diego River, I would really love to see our region invest in its namesake river so that we can enhance our local ecosystem, provide outdoor recreational opportunities and preserve this important natural resource in our region.
can PLDO funds be allocated to passive trails? general fund dollars? a separate donation line item in the parks society donations specifically for this trail alignment?
Completing this trail would be a dream come true for many people like myself who train on already existing sections. There is also so much opportunity for commuting for those in east county which would reduce traffic and emissions
completing this would benefit the community immensely which our family supports with great enthusiasm.
Connectivity in the county is such a great resource. I hiked the sea to sea trail (trans county trail) ~2013.
Do not allow sand mining in El Monte Valley!
Do not set up any sort of tax districts. People will fight you tooth and claw.
don't want my and other's horseback riding to end because of opening up the trails to others that don't respect horses
Existing trail maintenance is more important to me than building more trails that won't be maintained.
Get it done.
Good luck!
Great idea
Great idea in which all should be included and involved. Keep commercialism out of it i.e. extra buildings
Great idea! I would utilize it recreationally often!
Having a trail more than a dayhike long will create opportunities for purveyors of food or lodging along the way. Coastal residents will do long hikes inland, and then need places to stay (intermediate to Julian).
Hit up corporations and philanthropists for the funds. Leave the public out of any new taxes.
Hope it happens
I absolutely love this idea. I have participated in the Partnership for the National Trails System conferences numerous times, and highly recommend them as a source as well. Medium-distance trails like this are a great community builder and source of tourism. This could even potential be a spur option for the pacific crest trail if it could connect all the way to Julian! The PCT friends group might also have some good suggestions too.
I am concerned how the animals that use the riparian area/river corridor will be protected. Any studies regarding this?

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
I am especially interested in efforts to preserve, protect, and enhance Mission Trails Regional Park.
I am in favor of completing the San Diego River Trail.
I am most worried about environmental impact. Wherever humans go, there is disruption. Hoping impact of building new trails so near the river and bring more people won't disrupt native species too much.
I believe it is very important for this to be completed
I commuted by bike from Granville thru mission valley to ocean beach. It is time for a path from Santee to ocean beach. We've been waiting for this connection a long time!
I do Not want to pay tax or increase traffic in Tierrasanta
I DOUBT IT WILL BE COMPLETED IN MY LIFETIME
I expect that by the time a project like is complete I will be long gone but I support the efforts to make it happen.
I fully support this trail and don't mind taxes going to support it.
I have particular interest in helping to preserve, protect, and enhance Mission Trails Regional Park.
I hope some parts of the river will be left "wild" without human encroachment so wildlife can have undisturbed access to the river.
I hope they complete it. It's an important idea, but there are surely more crucial immediate needs in our community like health care, education, repairing decaying infrastructure, etc. If there's enough money, yes, by all means, do it.
I hope this happens.
I hope you find a couple diamonds in the mountains of chaff this will generate.
I live near Mission Trails, and I also go hiking out in the Cuyamacas. I use the park all the time. I hope this project will help Mission Trails become an even better park so that more people can enjoy it!
I love the coast to crest trail and seeing new segments added. It would be wonderful to see a new, similar type of project for the San Diego river too
I love to see this trail project happen.
I not in support! Funding and maintenance SB directed at just keeping and maintaining the current overused trails. More Rangers and enforcement of parking regulations and trash and noise abatement is still necessary. People abuse and trash the current trails and parking locations weekly.
I oppose any and all development that impacts the MTRP. A great deal of the park's river area has no trails and that is the way it should be. The one change I'd be for is to remove automobiles completely from Father Juneripo. Nothing's worse than running along and being passed by a 1978 Ford's exhaust pipe.
I really like the project
I regularly commuted from near La Mesa deep into Mission Valley and found it very awkward to have the river path trail split multiple times by major roadways. I would prioritize making a continuous route through the more heavily trafficked areas, rather than extending it all the way up to Julian.
I think expanding our trail systems and protecting more natural areas are very important to the health and biodiversity of our community. This expansion could be seen as part of 30 x 30, a very important project or concept to protect 30% of our planet by 2030 and eventually 50% by 2050.
I think it is a great idea and I hope it is a success!
I think it would be fabulous to have that trail but be sure there is ample parking at key points and sanitation facilities. Mission Bay is a good model.
I think it's a great idea. I feel very sad that we are no longer able to go down to the river at MTRP. I used to sit on a rock by the running water and meditate. A river trail is especially important to nature lovers in this exceedingly dry climate.
I think it's a great plan

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
I think it's sad that San Diego seems to have abandoned the River. Other cities see rivers as assets.
I think the trail would help spread awareness of the importance of the San Diego River watershed and its ecosystem.
I truly hope that care for the river and surrounding habitats is prioritized over economic opportunities when planning this project. San Diego flora and fauna need space that is not impacted by human beings (or at least impacted as little as possible). Do we really need access to the entire length of the river?
I would be completely opposed to the use of eminent domain on commercial or residential properties to acquire right of way.
I would certainly enjoy walking/hiking a trail along the San Diego River, although not all at once.
I would favor a trail segment through Mission Trails that does not alter current access or conditions along the river within the park boundary.
I would love a trail like this! Hope it happens
I would love to see this trail completed
I would think that improvement to the SD River Trail would support the work we need to do toward improving storm water run off infrastructure.
I would withdraw interest and support if serious environmental objections were raised.
I'm I'm afraid it would have yet another human related impact on the Ecology of the San Diego River
If the trail goes through relatively intact habitat, how will the almost certain introduction of invasive species be mitigated?
If this doesn't happen soon, development will land lock our open spaces like in LA. Just like anything, things get used more when there is connectivity.
Instead of spending \$\$ studying it why not just spend the \$\$ funding it
It is a worthy project that deserves funding
It is important to continue the SDRP for the benefit of all who explore the richness of our local environment. The exercise provides insight into the workings of all life on Earth and how we are connected.
It is important to me that Mission Trails Regional Park be preserved and protected as natural space accessible for hiking.
It needs to be patrolled or it will become a homeless wonderland. I'm too afraid to walk on current trails.
It should be vigorously pursued. We need more infrastructure like this in our county.
It would be an invaluable resource in our community
It would be fantastic to complete this trail!
It would be great
It would be great to clean up and open wide section or the whole river to the community, rather than homeless encampments and illicit activities. If there is a way to harness the river and allow for the creation of new flat land/trails, the possibilities open up to the community and tourist revenue.
It would be nice to get the graffiti and non native species removed from Clevenger Canyon.
It's a very worthy project and would enhance our county's standing
It's long overdue. If we want to be a world class city we need to start thinking big.
It's a great idea. I can imagine I the future, being very popular for "through-hiking". Sell multi-day permits to be on the trail.
Just don't create a separate bureaucracy to make this happen.
Just don't mess up with existing trials like Cowles mountain
Just that I enjoy walking near the river in Santee. I would like to be able to walk further on this trail. I do not know anything about funding. Sorry.

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
keep the land natural as possible
Keep up the great work! When I wi the lottery I will donate to have this be a reality.
Like to see as many hiking trails as possible to be able to enjoy the backcountry.
More public-use greenspace is good for everyone
More trails are great!
Must include bike access and allow e-bikes for commuting
My concern is with destruction of habitat and disruption of wildlife. This area is home for many large mammals, including mountain lions. Will it increase danger for both humans and the wildlife? Will it destroy habitat for animals who are already at risk for survival?
n/a
n/a
N/a
N/A
N/A
na
No
No
No
No
No
No
No
no
No
No
no
No
No
no
No
No
No
no
No
no
no
no
No

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
No
no
no
No
No
No
No
no
no
No cars or electric bikes
No.
No.
No.
No. Not at this time.
NONE
None
Not at this time
Not seen the document
Only that I am disappointed that either you lack candor, or are so infused with talking points and pressure that you have no enlightenment as to the real world and unintended consequences if you really think what you propose is pure.
Open-Ended Response
Our river is an underused asset. We need to rectify that!!
Please be sure to maintain and support Mission Trails throughout this process.
Please build and maintain this and MORE multi use trails
Please complete. recreational trails are sorely needed in this large community.
Please get this completed
Please make this happen! It would be so wonderful for generations to come.
Please put out a hiring opportunity. I will apply.
Please, carefully limit access by dogs.
Preservation and conservation of Mission Trails for the future of our city and planet
Riparian environments are very sensitive. More traffic access for humans beings gets them closer to this sensitive environment. I love and use trails all the time but I care about the impact a lot too as more people get outside.
San Diego River Trail is a very bad idea in light of so many other higher priority issues!
See #10
Sounds like a nice trail, if completed.
sounds like a very expensive idea that is a wonderful thought, but difficult in execution

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
Sounds like an awesome idea.
sounds wonderful
Still curious when the Task Force meetings, agendas, minutes, etc. will be made public. NOTE: these responses have not been approved by the Board of Directors of Lakeside Land Co.
Stop studying and get building.
Support
Talk to pct association
The more people who know about the opportunity the more support y'all will get... Think in terms of partners with large membership bases
the river is such a great resource and site to see in San Diego, but it is very inaccessible in some areas; it shouldn't be a hidden gem; open it up!
The River trail has the potential to be a jewel for the region. It could provide pedestrian and bicycle commuting opportunities that would activate the River area for community use. As of now it is ignored, neglected, and unaccessable, leaving it to be overrun with destructive homeless encampments.
The San Diego River Trail can play a HUGE role in providing transportation options other than single-occupancy vehicles. The trail not only provides a safe route for pedestrians and cyclists to employment and leisure destinations, but it is also along several public transit stops, which makes it a great option for people to bike to the trolley as a commute instead of driving. I would love to see the trail completed so that I can have a longer protected bike route.
The SD River Trail is a wonderful idea for which I hope funding can be found.
The trail and bikeway section of the San Diego River in the City of San Diego, Santee and Lakeside must be completed as soon as possible. I have lived here for 40 years and for the life of me I do not understand why you cant take a bike ride from Lakeside to the Ocean near the river without going all over the city streets to do so. Far less sophisticated cities in America give you this opportunity.
There has been great emphasis on build in San Diego but little to no thought about keep or creating green spaces With the projected effects of climate change, more green space is needed. This trail can be a small part and needs to be completed.
There is a lot of homeless and a lot of trash in some areas
There is already a transit through (Father Junipero Serra Trail/Visitor's Center Trail) MTRP that follows the course of the river but does NOT impinge on the natural environment.
These projects need more support. Today they take decades and most volunteers abandon them due to red tape and continuous requirements for environmental or union input. There are hundreds of volunteers that would assist here but the process set forth by the local agencies is horrendous.
This project is a wonderful idea, a great way to preserve sensitive habitat and create opportunities to enjoy the natural beauty of our county.
This project is extremely important to protecting this valuable resource and connecting our citizens to the outdoors.
This project will enliven people's sense of connectedness to their environment and provide a stimulus for community involvement
This will encourage homelessness in the Mission Trails Regional Park area. This area because of its semi remoteness within the urban scape has kept it as a pristine area. Connecting via Trail is going to ruin the environment, create more trash, create more environmental impact from homeless usage, and decreased safety for all who use the park. I am adamantly opposed.
This would be a wonderful idea if it felt safe from homeless people. The iron horse trail is busy all the time with walkers and bikers. When I was a kid, every once in a while, you would hear a story of a flasher flashing kids on the way home from school. With the popularity of ebikes, I could see this being a very popular and useful trail.

Do you have any additional feedback about the San Diego River Trail Funding Feasibility Analysis study or about the San Diego River Trail?
Totally a waste of money!
Transients live there and start fires almost weekly. I used to walk but now am afraid about what might happen if I am alone in an area.
Try crowdsourcing for funds, volunteers & etc. Also lots of wealthy people & corporations in San Diego country that could contribute.
Walked length of river in 2014. It was interesting and magic.
Waste of time & money
We appreciate the existence of all the open spaces and outdoor opportunities in San Diego County.
We appreciate the work of the county on this important trail and its needed connections. Here to help.
We have a responsibility to preserve our unique nature in San Diego, especially areas such as Mission Trails and the San Diego River. Especially for those who enjoy long distance trails, this would be an amazing addition. For those of us who enjoy nature in general, it would be great if we could visit each areas to have a picnic or maybe camping.
We spend so much money on projects that ultimately have nothing to show for it; this Trail would be a massive boon to San Diego residents and visitors
We would love to see this happen! We would definitely contribute to this project.
What a great vision! Good luck we would love for the complete path to become a reality!
What does the Joint Powers Agreement for Coast to Crest Trail mean?
While I completely support the concept of more trails our streets and sidewalks are in miserable repair. We have been trying to get the City to do something about this for years.
Why is this trail suddenly a priority? Why is there a need for a special funding source after all these years? What about the other regional trails? Will there be other feasibility studies needed for them too and more special districts or tax? I'm on the board of the Lakeside's River Park Conservancy that is developing the SD River Trail in Lakeside. Over the years, many grants have been obtained for land acquisition and construction and volunteers regularly perform routine maintenance even though the trail sections are County dedicated easements. Rather than looking at a special tax why not try to coordinate all the volunteer/non-profit organizations that have been supporting the trail for years.
With our current homeless situation, this will allow them to reach other communities to easily. The problem is out of hand already here in our canyons! I think this is a bad idea.
Would it be feasible to rent out concession stands at intervals along the trail (stipulating that the renters have to keep the area within, say, 200 yds of the concession stand clean), and use the proceeds to maintain the trail?
Would love to see it happen!
Would love to see the entire 52 mile trail completed. There are several gaps in the trail in my community.
Yes get rid of the cement and trucking companies along the Mission Gorge Rd. Establish a nature area.
Yes, this survey is just a waste of money paid for by the hard working people of Santee Our roads are deteriorating into trails fix them first Fix roads not trails
Yes.
You heard it already.
You need to clean out drug invested homeless encampments for the safety of those who want to use these trails as well as the environmental disaster these encampments pose.

Appendix 10. Public Outreach Open-Ended Question 4

Appendix 10. Public Outreach Open-Ended Question 4

Currently there are no dedicated funding sources to acquire land, create new stretches of trail, cover maintenance and operations, or complete related projects along the San Diego River - which is why we are completing a funding analysis. Are you aware of any funding sources that could be used to support the SDRP project? (634 "No" responses, 27 "None of the Above," and 4 "Yes" were excluded from the list below)
San Diego River Park Foundation can help monitor trails for pollution/encampments/etc.
There must be grants that would help support this. Certain stretches of the trail are looking great - and I hope this is completed in my lifetime. Discuss options and possible future financing with the Board of Supervisors. Discuss whether we could get a state park designation with our state reps.
Community outreach for funding projects; request tourism dollars to be allocated for improvements; seek joint funding through SDSU and all other large businesses that border or intersect with the San Diego River.
I wonder if the Nature Conservancy could help.
SDMBA and SDRPF
Publize and ask for donations from groups like horse riding clubs, biking clubs and hiking clubs. Even ask for donations from campgrounds. Percentage of camping fees.
Not sure, but city's climate action plan would seemingly cross paths with this effort
Clean up all the homeless along the river before money is thrown at this. No one feels safe to go anywhere on the trails anymore due to our homeless situation in Santee.
city, county, state funds for youth, mental and physical disabilities orgs., big fundraising promotion to all outdoor groups for personal contributions, family organizations, photography clubs/classes, San Diego travel advertising.
San Diego Foundation
1) The State of California has a tremendous surplus. Put in a request for the money you need and commit to funding ongoing maintenance through local sources. 2) Reach out to nature focused companies like Patagonia and REI for grants or sponsorship in exchange for limited, tasteful naming rights.
National Park Service (NPS) Outdoor Recreation Legacy Partnership (ORLP) Grant would be a potential funding source.
Nothing formal For lakeside to coast can alternate transportation funding that the city and county is doing for bike lanes be applied
San Diego State University
Create a fund raising department
REI and other outdoor recreation companies might sponsor parts of the project and Home Depot and Dixieline or other building supply stores might contribute materials.
Reach out to the congressional representative for federal funding to support the southern section which is at greater risk of the ongoing impacts due to homeless fires and the other substance use debris and vandalism left behind. I'm sure with mentions of why we need to clean the existing areas at this southern point that empties into the Pacific will strengthen the position to complete this trail to experience the historic resource that is the San diego river...you can even reach out to the local indigenous tribal affiliations for funding perhaps and as stakeholders connect the larger historic and significant links to the original peoples of southern california!
Sporting Goods Stores such as REI, Big Five etc

Currently there are no dedicated funding sources to acquire land, create new stretches of trail, cover maintenance and operations, or complete related projects along the San Diego River - which is why we are completing a funding analysis. Are you aware of any funding sources that could be used to support the SDRP project? (634 "No" responses, 27 "None of the Above," and 4 "Yes" were excluded from the list below)
Covid funds? So many people starting hiking during Covid.
Fund raising with organizations like Mission Trails Park Foundation, REI, Sierra Club, etc.
The project aligns with SANDAGs purpose and mission statements. Perhaps they could provide some funding.
In addition to other potential sources of funding, individual and group trail use fees should be explored. As a frequent hiker at Mission Trails Regional Park, I have long felt that folks could be charged a small user fee "at the gate," perhaps \$1, that would help defray maintenance costs. The fee could be voluntary. Literally hundreds of people hike Cowles daily, for example. The only burden would be a secure box for fees and daily collection but there are already park rangers on the scene at most hours, necessitating no need for additional hiring.
Businesses will benefit from this trail of done in a way that will easily incorporate coffe, smoothie, lunch places. An example to look at is the iron horse trail in the Bay Area. People come from all over to ride or walk on this trail. It's heavily used by locals as well. https://www.ebparks.org/trails/interpark/iron-horse https://en.m.wikipedia.org/wiki/Iron_Horse_Regional_Trail Also, I feel like a gofundme (or similar) campaign might be successful. It's important that it does not become a place where homeless take up residence. If that is likely to happen, i don't think it would be worthwhile to spend money on.
Y
Consult with organizations such as the US Forest Service, Pacific Crest Trail Association, and other agencies that have accomplished similar land protections and acquisitions.
Sierra Club Grant funds to preserve open space and natural habitats
Grants
North American Trail Ride Conference Equestrian Trails, Inc
Public donation, business sponsors and tourism taxes
use the taxes that are already being wasted by SANDAG, San Diego County and the state of CA
convince a billionaire to fund it and name part of it after them
CDBG
Recreational Trails Program grants through the state of California; applying to be a National Recreation Trail
The money is there, just being spent by politicians on dinners and other non public benefits... cough, SANDAG, cough
Local donation, federal funds for infrastructure
Endowments from companies and corporations.
There seems to be more grant funding associated with environmental justice and/or climate change - perhaps there is room to align the SDRP goals with those fields to unlock more funding sources. Any GHG emissions reduction grants or funding that can be allocated to the trail as a strategy to promote active transportation and reduce VMT? Partner with SANDAG and/or San Diego Bike Coalition to go after funding?

Currently there are no dedicated funding sources to acquire land, create new stretches of trail, cover maintenance and operations, or complete related projects along the San Diego River - which is why we are completing a funding analysis. Are you aware of any funding sources that could be used to support the SDRP project? (634 "No" responses, 27 "None of the Above," and 4 "Yes" were excluded from the list below)
Outdoor recreation is a high priority in both the Gavitt administration as well as the current county board of supervisors led by Nathan Fletcher
The Nature Conservancy
Charity silent auctions/dinners, direct appeal, perhaps work with the San Diego Foundation?
Ask for donations from the public.
Increasing short-term rental taxes. If large, non-local companies are going to come in and raise housing costs, pricing local citizens out of their communities, then the least they can do is improve our communities while they're at it.
Consumption tax
Trail use fee like many state park carparks.
Tu
General fund
Create a GoFundMe page, donations on social media, ask the local congressmen and our local representatives to "match" donations, and hold fundraisers in the community.
IRFD funding?
I don't but if you need volunteer help for fundraising let me know photographybybridget@gmail.com
Go Fund Me
County/supervisor/ Allocating funds
Bicycling groups instead of making bike lanes on paved roads. Federal infrastructure funds to the state. Sierra Club. City Reservoir access roads.
Land and Water Conservation Fund (LWCF) PCTA may have additional suggestions https://www.pcta.org/our-work/advocacy/
Offering credit to high school and college students for an off-campus course that includes trail maintenance and projects.
San Diego Foundations, businesses along the trail, government agencies in incorporated and unincorporated areas, SDSU
Partnering with local nonprofits such as the San Diego River Park Foundation and coordinating efforts. Federal and state grants are available.
Provide opportunities for groups to volunteer. Our best source of resources is people. Groups that come to mind would be the local colleges for students studying sustainability, environmentalism, urban planning, and those studying plants and animals. Another way to raise funds is to offer visits to the river for events. Maybe have music events or art events at the river.
Loan me \$100k, and I will donate \$200k
Tax the maga rich
Crowdfunding

Currently there are no dedicated funding sources to acquire land, create new stretches of trail, cover maintenance and operations, or complete related projects along the San Diego River - which is why we are completing a funding analysis. Are you aware of any funding sources that could be used to support the SDRP project? (634 "No" responses, 27 "None of the Above," and 4 "Yes" were excluded from the list below)
County TOT funds?
G
Obtain working parties from persons assigned to community service by the court system.
Perhaps any time of local recreational shops from SD county or OGALS ("The Office of Grants and Local Services (OGALS) develops grant programs that provide funding for local, state, and nonprofit organization projects. Grant projects generally address park, recreation and resources related needs."
I'm on the board of SURF, San Diego Ultra Running Friends, we can likely supply volunteers to help with creating and maintaining the trail.
Rady, Jacobs, Shiley, Moores, West, Brandes, Manchester, Price, Viterbi, Wax, Goldberg, Fischer Families
State income tax.
small tax on some consumer item, needs to be identified.
San Diego community councils - Allied Gardens, Del Cerro, San Carlos.
Amazon smile donations
Donation of Land from Land Owners. Formation of a MAD or a BID Wealthy bussinesses...
When developing adjacent land (for example for houses and condos bordering the future trail), make trail development a mandatory condition / action for the builder.
Public fundraising with donor recognition on their preferred trail segment
Taxes
Many of the local outdoor outreach programs might be consulted (Positive Adventures) as well as local destination management companies (PRA). Also local tour companies.
Grants, land development mitigation.
SD COMMUNITY FOUNDATION AND THE JEWISH COMMUNITY FOUNDATION HAVE DONORS WHO MAY BE INTERESTED.
Grants from the San Diego River Conservancy? Or other grants where funds are available to offset things like road construction projects (California Natural Resources Agency has EEM Environmental Enhancement and Mitigation Program). There should be lots of grants applicable I think... SANDAG has grants they give as well (EMP).
Tax illegal immigrants for contributing blight and pollution; tax Mexico for pollution to water, air, and land. Use tax similar or made to be part of CA Wilderness Permit system.
N/A
I personally have donated to groups looking to acquire land for conservation, via GoFundMe or from direct communication from conservation groups. Would happily donate to an appeal that states "donate so that we can buy X (specific) parcel, which costs \$X to allow for the trail to be expanded and more native habitat to be preserved."
Membership. Voluntary use fee. County parks and rec Cal trans Permit like MT Laguna Camping fees

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Business and family sponsorship of sections (like highway clean-ups have sections with a sign referring to a company that comes out to do clean-ups)
Perhaps a half cent tax on hotel fees paid both by tourists and hotel owners. Most people who come to recreate in SD stay at some motel/hotel facility and often use the SDRP region.
Use the current allocations used for herbicides, pesticides, and rodenticides and the equipment and personnel used for distributing them. I believe that would be a win situation.
Scrap the \$\$ Millions \$\$ for bike lanes and use the money to make the San Diego River shoreline a showplace for the city. Bill Mahler
Amazon
not for me to say
Donation campaigns using Go Fund Me or other method.
SD River Park Foundation has already acquired land, prepared trail plans.
Can any of the city planning and infrastructure money be used for this. The green space is needed to help the environment. This project has the potential for long term success in keeping part of San Diego green.
Philanthropy Tax increase
TAX WEALTHY CORPORATIONS PROFITING IN & POLLUTING OUR AREA.
Register as an organization benefiting from purchase generated contributions for Amazon. See if outdoor retailers, such as REI, would be willing to ask customers if they want to donate to SDRP with each purchase. Round to a dollar, \$1, etc. Outdoor retailers, such as REI, provide the capital to produce T-shirts, patches, stickers with proceeds going to SDRP. I don't know how many donations it generated, but a recent series on the geology of MTRP seemed to be popular. On line and in vivo classes like that in different areas of SDRP. Native plants, geology, ethnology, nature photography, star gazing, first aid for dogs in the field, living with wildlife. Host workshops, conference for urban park management. Have volunteers seek sponsorship for a clean up weekend, similar to a walk for cancer. Big potential sponsors like SDZoo, Sea World, SDG&E, San Diego County Water Authority might fund t-shirts and field teams for publicity and team building. Local organizations like San Diego Association of Zoo Keepers, local Sierra Club and Audubon, Facebook San Diego hiking groups, might provide small grants or sponsorships, or at least advertise events. Of course, park/trail/facility naming rights to big donor. I'm sure Nature Conservancy, state and federal grants are already on your radar. I know these are small potatoes and you're looking for massive sources of funding. But they raise consciousness and better than a sharp stick in the eye. Maybe hire someone (not me) to coordinate and facilitate the small efforts I've suggested, or tap into city or county offices to do it, if you haven't already.
Can land purchase come under carbon credits? Trees planted or on site counted as capturing carbon?
Fund raising events to make this happen is a good idea, maybe putting it on the ballot? Asking san diego residents for a donation? I would give you \$100 maybe more if this happens.
We need bees and the park has many. I would suggest setting up bee hives that would increase the number of bees for San Diego and then selling the honey.... Mission Trials Honey

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Set up a non-profit and petition to have it included as part of the Combined Federal Campaign. There are many thousands of federal employees in San Diego County (large numbers at every military installation. Employees are routinely strongly encouraged to contribute to the CFC, and some would certainly welcome a chance to support a local project.
Permits to use some segments of trail for small fee. Gas tax REI tax
Soliciting donations from nature lovers in support of the project.
I'm a Sierra Club member, JMT n PCT trail n backpacker; I think this project is unnecessary and will detract from the current benefits already present in MTRP and Cleveland NF.
ask Joe Biden and our elected officials. We manage to fund all sorts of stuff, like the war in Ukraine. Maybe they could actually send us some "build back better" money.
This may not be very businesslike, but there are funding sites like Go Fund Me that are widely popular and used a lot. I'm sure that if something like this was used, those who would like to see this project completed would donate to it. Crowdfunding works!
Existing roads/infrastructure funds, increased taxes, voluntary donations to a foundation.
Reach out to the public for donations. Do fundraisers (example: Music concerts, art shows etc.).
Community gatherings i.e. cook outs, games (family-type), raffles, dancing to music (folk-dance type), With a charge to attend.
What is the government doing with increased taxes when houses are selling in North Park for over a million dollars and counting? \$750 per square foot?
Sweetwater National Forest Park usage fee/Adventure Pass
camping / outdoor useage fees, temporarily imposed for those who use the outdoors until funding has been raised and trail is completed (concept idea when the Coronado bridge was being built and there was a toll/fee for usage). The adventure pass for parking /off road use could be increased for funding.
Get money from the SDSU stadium project for maintenance. All shows/games can have a tax that is directed towards maintenance and operations.
Gov. Newsome of California claims they have a 85 billion surplus...so ask for some of that! Use our stupid gas tax money for it, which otherwise just sits there apparently since they're not using it to fix our decrepit roads and infrastructure it is supposed to go for. Maybe allow for one small restaurant/food/brewery place to build on or near the proposed trail as a destination for tourists and hikers to start or end their hike, or enjoy river views and nature while sipping a beer or wine and eating a burger...and have that income stream to help pay for the construction.
Recreational/ Outdoor activity retailers. Camera gear retailers. "Adopt a Trail" scenarios Local trails increase the value of surrounding real estate properties - look for funding in those areas.
My taxes, duh - don't they go towards paying for our community amenities? Grants - federal, state, local, non-profit
Mitigation of environmental damage from other local projects
Foundations that support environmental causes Individuals Corporations/businesses in the region looking for good publicity Small-donation campaigns in local schools, for kids to participate Local, State, Federal government grant sources

Currently there are no dedicated funding sources to acquire land, create new stretches of trail, cover maintenance and operations, or complete related projects along the San Diego River - which is why we are completing a funding analysis. Are you aware of any funding sources that could be used to support the SDRP project? (634 "No" responses, 27 "None of the Above," and 4 "Yes" were excluded from the list below)
Have a concert 😊 Festival Fundraiser
Talk to the Anza Borrego Foundation. Ask what they do and how they have found the money. They have been extremely successful in acquiring land to turn over to CA State Parks.
The massive state budget surplus I paid taxes of \$158,000.00 to for 2021.
Small user fee for existing trails; maybe \$2?
Donations from local trail running, hiking and mountain biking groups.
Do fund-raising guided walks along portions of the trail that now follow the river.
Ask software companies with buildings in San Diego (ServiceNow, Qualcomm, Greatcall, Amazon) for financial support and ask them if they'd be willing to give employees a free day off to volunteer to help with labor associated with the project.
crowdfunding
Fundraisers, go fund me etc.
The county and city can require developers to contribute to environmental and recreational improvement to offset the negative impacts they have on our community.
Take it out of the County's \$1.8B unrestricted budget surplus.
ATP Funds
Utilize the multiple volunteer clubs that all ready work on the public and private trails in the area.
Federal park grants, community college hiking group class fees, county budget and cities along the trails budget
Have segments of the trail sponsored by brands that have products specifically geared towards outdoor recreation.
Part of a larger infrastructure plan funded by taxes or bonds?
hotel room tax
Stop making bike lanes and re direct the funding to the trail. Stop paying for illegal alien s lawyers and use the funding for trails Remove all funding for homelessness and use it for the trail. Stop using Taxpayer money to fund any issue that is actually a Federal level program and use the funding to pay for the trail Plenty of tax money has been collected, use the money for trails.
There are funding sources that, over the past 15+ years, has allowed for many acquisitions via non-profit organizations that support the San Diego River Regional Trail. The San Diego River Conservancy, state conservancy, was established to preserve, restore and enhance the San Diego River and receives funding for acquisition of land for the trail and has provided grants for trail projects along the river corridor . Also, the California Recreation Trails Program provides grant opportunities for acquisition. Many other grant opportunities have been used for trail development over the years. Many volunteer trail organizations and non-profit organizations have provided maintenance for many years for the trail. A more formalized trails maintenance program with volunteers can be developed through each jurisdiction (City of San Diego, City of Santee, and various communities in the unincorporated County). Creating this program will give trail users a sense of ownership via trail maintenance.

Currently there are no dedicated funding sources to acquire land, create new stretches of trail, cover maintenance and operations, or complete related projects along the San Diego River - which is why we are completing a funding analysis. Are you aware of any funding sources that could be used to support the SDRP project? (634 "No" responses, 27 "None of the Above," and 4 "Yes" were excluded from the list below)
San Diego mountain bike association builds and maintains trails and have already voiced their support for this project. They may decide to donate to the cause. Sdmba.com As would VersaMule LLC with trail building and maintenance tools. VersaMule.com SANDAG might help. I know the CEO of urban corps of San Diego, that might also bear fruit.
Hud grants. CA legislative funding.
Try an adopt a trail campaign. People may want to memorialize loved ones and special groups within San Diego county. Naming the trail segments may help revenue and bridge communities along the way!
Except for some small trail gaps, Large property purchases would not be needed
Ask the public directly for initial funding goals. I strongly believe if a project is worthwhile and beneficial, people will voluntarily support it.
San Diego River Park Foundation who has been working on this project since the early 2000.
The San Diego Foundation has grant cycles related to equitable outdoor access. Since the San Diego River crosses through urban, suburban and rural areas, its creation and maintenance would provide much-needed outdoor recreational space for communities along the river, especially those in urban areas.
Many state grants. They are there and you know what they are. Stop asking stupid questions.
Federal and state grants such as the Recreational Trails Program or grants from the Land Water Conservation Fund. Some outdoor industry grants for natural surface trail segments. Support from local non profits that support trail advocacy if the planned trails ensure quality recreation and trail experience. Opening the Outdoors - San Diego Foundation grants.

Appendix 11. Public Outreach Open-Ended Question 5

Appendix 11. Public Outreach Open-Ended Question 5

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
I support any funding source that would help maintain And enhance this trail system
???
0
AB1600, Transient Occupancy Tax are supported
all
All as long as they do not come with riders that encourage development.
All but Mello Roos. Taxes & home prices are already too high. New families are moving to affordable areas.
All have their place, though I think TOT is already pretty high in San Diego.
All of the ones I know about I support for funding sources
All of them if they assist in creating the trail.
an explanation of the above funding types would have been helpful to answer this question. without that information respondents cannot answer this question feasibly.
Any that can help the trail programs
Any that support the trail and conservation
Any that would help complete this project.
any would be fine with me, but <i>TransNet</i> seems like best option
California strategic growth council funds (such as Sustainable Agricultural Lands Conservation and affordable housing and sustainable communities). Make developers pay for infrastructure improvements and connections.
development impact fees would be a good start. make developers pay to improve the little remaining recreational land we are going to have left.
Development Impact Fees/AB1600, don't like. Revitalization Financing districts is OK.
Don' t know
Don't know.
First
For existing housing - oppose most without a vote. For new housing, would support with a vote.
Generally oppose taxes
I am ignorant, sorry!
I am not familiar enough to share an opinion on those.
I am not familiar with any of these.
I am not familiar with the above sources.
I am not familiar with them but based on the titles they seem like a good start.
I do not know anything about any of them. I thought the River Park was just funded by donations to SDRP.
I do not know enough about them to comment.
I do not know how this kind of funding is acquired
I do not support any additional taxes the public would need to pay.
I do not support the trail, so I do not support the funding.
I don't have enough information.

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
I don't have info to make an opinion.
I don't have much knowledge about this, so I can't comment.
I don't know enough about them to have an opinion
I don't know enough about them to say.
I don't know too much about any of them.
I don't really know much about this. Areas of new development could use that class of fee.
I don't support any new taxes, fees or surcharges or bonds
I don't know any of them.
I don't know enough about them
I don't know enough to decide.
I don't know what they are
I don't oppose any funding sources, I think the trail is important and we should all do our part to make it happen!
I have never worked in finance and just know about my own investments and income.
I have no knowledge of these
I have not heard about any of those sources.
I imagine there's a couple lists above that are impractical but that doesn't mean I support or oppose them
I neither support or oppose any specific tax, I only support or oppose how they are used. If any of these can be used to improve our trail system and the SDRP specifically, I would support it.
I oppose all new taxes
I oppose all of the above with the exception of <i>TransNet</i> and tot
I oppose any that charge me to hike in Mission Trails Regional Park. This activity should remain free to all.
I oppose anything that involves SANDAG
I oppose the trail. Another way to disrupt wildlife and their needed territory, and maybe destroy wild plants, introduce non-native species at a more rapid rate. How about saving what we have left of anything resembling a riparian zone uninterrupted for the animals? And if you manage to push through making animals share with people (we are s privileged) then how about a talk to the public about the commons, that we and "they" (wealthy corporations) should expect, proudly, to pay taxes for public use of something like this, and education and respect/protection of the "natural" world?
I oppose Transient Occupancy Tax and <i>TransNet</i> sales tax
I oppose Transient Occupancy Tax, <i>TransNet</i> sales tax, and think Development Impacts Fees are too high.
I really don't know how any of those work.
I strongly support funds that will get it done
I support all endeavors which will make this happen.
I support all I've checked.
I support all of them
I support all of them in general but I'd rather see that EVERYONE pays for it (eg portion of state income tax funding this project).
I support all of them.

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
I support all of them.
I support any and all mechanisms to finish the project.
I support any and all that will help fund the project.
I support any effort to increase open space.
I support funding for TRAILS
I support receiving money however it can come in.
I support the Development Impact Fees as long as they stay in the district or area being developed to help with the infrastructure in the developed area but there is a proposal to put Development Impact fees in a single pool and use them elsewhere. If this happens, I would oppose them. I support TOT but oppose MAD, Mello-Roos, and <i>TransNet</i> .
I support the MAD, <i>TransNet</i> sales tax, AB1600, Transient Occupancy tax..
I support the Transient Occupancy Tax
I support TOT most but all are fine to increase outdoor recreational opportunities.
I think the TOT might be the easiest to pass but I also would support paying more in taxes for this.
i wasn't aware of any but i would support all.
I would probably support a MAD or a <i>TransNet</i> sales tax for this purpose
I would support all of them to the extent they have funds available or eligible for this project.
I would support any of these.
I would support any that make sense in funding trails, staging areas or other outdoor recreation infrastructure
I'm not a fan of sales tax, but the rest seem fine to me.
I'm not familiar with them
I'm not really familiar with any, although I think use of already assessed types of taxes would be fine.
I'm staunchly anti-tax.
I'm fairly indifferent.
I'm fine with any as long as it doesn't increase taxes.
I'm not familiar enough to have an opinion.
I'm not familiar with any of the cited sources.
IRFD
IRFD
It would be great if you provided information to us about these.
It's all taxes to me.
MAD it won't be accepted by the property owners along the river.
MAD and CFD raise housing costs and usually requires neighborhoods to pay for trail upkeep that benefits the whole region
MAD, IRFDs
Maybe you should educate us on these options. I don't know about them
Mello-Roos / no thanks!

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
Mello-Roos is going to happen regardless on any new development. Would be nice to have that money going to build something like this for the community
My concern would be corporate funding sources that want to tuen the river park into a Disneyland attraction that then harms the ecosystem and/ nature experience
n/a
n/a
n/a
N/A
N/A
N/a
N/A
N/A
Na
NA
NA
NA
neither
Neither
Neither
Never heard of any of them.
no
No
No
No
No
NO
No
No
No
No
No
No
No
No
No
No
no
No
No

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
No
no
No
No
No
No
No
No
no
No
no
No
no
No
No
No
No additional taxes or user fees
No more taxes. Budget with your income the same way I have to budget.
no new taxes
No new taxes or fees please!!!!
NO NEW TAXES. EVER. THE COUNTY IS TOO EXPENSIVE TO LIVE IN NOW. FIND BUDGET CUTS ELSEWHERE.
no opinion
No opposition
No to Mello Roos No to taxes
No, I'm unfamiliar with most but open to any ideas.
NO, just politicians overtaxing and robbing hard working people, So they can get rich off of our backs. Our roads are deteriorating into trails fix them first Fix roads not trails
No!!!
No.
No.
No. I don't have enough understanding of those sources; or the implications of using those funds for the project.
None
None in particular.
None stop taxing residents and visitors of San Diego county
NONE that I have to pay for.
Nope

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
Nope, now more taxes or fees. Government is tapping into the people's pockets too much already
Not at this time
not at this time...
Not aware of any of them
Not familiar with any of them
Not fan of MelloRoos for trails
Not sure
Not sure
Not sure of any.
Not yet?
open to all after being informed
Open-Ended Response
Oppose all
Oppose all
Oppose all as none have helped me. We keep paying and nothing improves my commute to Sorrento Valley where 1/3 of jobs are.
Oppose all of them for the unincorporated County. These are all forms of taxes! The County Trails Program was not designed or intended to be implemented via special taxes. If the City of San Diego or the City of Santee wants a tax that is up to them. But the County developed a very successful, award-winning trails program that has acquired many miles of trails and provides for maintenance since its adoption in 2005.
Oppose ALL of them.
Oppose all tax
Oppose all, non-profits are much more efficient and ethical.
Oppose Mello Roos and transient occupancy tax
Oppose Mello-Roos and Transient Occupancy Tax
Oppose new tax increases
Oppose tax usage for this project
Oppose TOT. I think any of the above or a combination of the other options would be acceptable sources of funding.
Oppose transient tax
Oppose <i>TransNet</i> sales tax
Oppose. All of them. NO new property taxes.
Opposed to any new taxes. Existing sources can be redirected to current wants and needs as they evolve. This trail when completed will exist forever, making the area a better place for all, as well as a natural habitat corridor in a major city.

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
OPPOSED- Tax increment mechanisms (EIFD, IRFD): we're still waiting for the County to make good on its last promise to use property tax increment financing to build the trails and other community improvements; besides, the trails in Lakeside are essentially completed, so the increment would be reallocated to other jurisdiction that have ignored the trails until now; New taxes/assessments mechanisms: (MAD, CFD) certain property owners have already satisfied their obligation to build and dedicate trails; will their costs be reimbursed with interest to make it fair across the board; Occupancy tax (TOT): would just go into the general fund so there is no way to earmark it for the trails; Sales tax diversion mechanism (NIFTI): assuming EIFD established, the affordable housing element of this would be difficult to satisfy; Exactions (AB1600): insofar as it would be applicable to our developments. NEUTRAL: Mitigation Fee Act, insofar as it would be used to fund trails on "gap" properties assuming a nexus can be shown; <i>TransNet</i>
Opposition to all.,
Out of the mechanisms above are there any you support or oppose?
Please explore all sources of funding
Question is too broad to answer.
Sales tax
Sales taxes
Seek all.
Support
Support
Support using Either
support all
Support all
Support all
Support all
Support all
Support all
Support all
Support all
Support All
support all
Support all
Support all if they can help make the trail
Support all listed
Support all.
support any and all
Support any funding that will help get this trail completed.
Support any. Oppose none.
Support Development Impact Fees, any Transportation Fees.
Support EIFD, MAD, DIF, TOT, <i>TransNet</i> .
Support IRFDs
Support IRFDs and MADs

Which of these funding mechanisms are you aware of? (Select all that apply) (Other)
support them all, this is an important and healthy project for our county
Support TOT
Support TOT
Support Transient Occupancy Tax
Support Transient Occupancy Tax and <i>TransNet</i> Salas tax.
Support <i>TransNet</i> sales tax
support use of transient occupancy tax
Taxation
Taxes on folks that are not outdoor enthusiasts is a bad idea, too many taxes already and that keep being the solution for everything.
TOT
TOT
TOT
transient occupancy - support
Transient Occupancy Tax - support.
Transit improvements? When my bus stop was removed and now I have to walk a 3/4 mile to another stop that has no shade? with arthritic hips and feet? sidewalks are broken and crooked, full of tree roots?
<i>TransNet</i> and Melli-Roos
<i>TransNet</i> , ToT, Mello-roos, Dev Impact fees
unaware of all of them
Unknown
unsure
Unsure
Use all of them, but definitely use TOT.
We are looking through tunnel vision Priorities are warped relative to what should be short, medium & long term County issues.
We need a horse trail tax
Wholly support TOT , and Mello Roos . Oppose using <i>TransNet</i> for funding bike lanes .
would support development impact fees
Yes! I support all taxes that preserve outdoor spaces, especially in these times of urban sprawl and population demand on the few natural space we do have in San Diego.