

CHAPTER 2

TRANSPORTATION PLANNING POLICIES

INTRODUCTION

The 2011 Regional Transportation Plan (RTP) introduces a planning framework that is updated from the and 2007 RTP, to reflect current priorities and practices at the regional, State, and federal levels. This framework provides guidance to policy makers as they make decisions impacting the region's transportation system. Over the 25 year time horizon of this long-range plan, the goals, policies, and objectives will produce a more coordinated and comprehensive transportation system that effectively and efficiently utilizes the region's resources to the benefit of the citizens of San Joaquin County. The goals, policies, and objectives described in this Chapter reflect the desired outcomes of the 2011 RTP.

FEDERAL PLANNING FACTORS

In 2005, the President signed into law the Safe, Accountable, Flexible, Efficient, Transportation Equity Act – A Legacy for Users (SAFETEA-LU), which expanded the federal planning factors metropolitan planning organizations (MPOs) must consider to include projects and strategies that will:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety of the transportation system for motorized and nonmotorized users;
- Increase the security of the transportation system for motorized and nonmotorized users;
- Increase the accessibility and mobility of people and for freight;
- Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation; and

- Emphasize the preservation of the existing transportation system.

The 2011 RTP is consistent with this federal requirement, and reflects all of the planning factors in the Goals and Objectives outlined in this Chapter.

SUMMARY OF UPDATES FROM PRIOR RTPS

These are described in further detail later in this Chapter.

GOALS AND OBJECTIVES

The 2011 RTP is the San Joaquin region's 25-year "statement of priorities" for the future transportation system. As such, the goals, objectives, and performance indicators are designed to clearly articulate:

- (1) what the region wants the future transportation system to look like,
- (2) what types of decisions will help the region attain its vision, and
- (3) measures, or indicators by which the region can assess its progress.

There are clear linkages between the goals, objectives, and performance indicators, as illustrated in Table 2-1. These linkages are recognized in the 2011 RTP, and are coordinated with Caltrans and California Transportation Commission actions that incorporate a more explicit use of performance indicators in planning efforts and funding decisions than in the past. SJCOG has also created a clear link between the congestion management process and the 2011 goals, objectives, and performance measures. (See chapter 6 for a detailed discussion of the link between the 2011 RTP goals, objectives, and performance measures and the congestion management process)

The goals provide the value statements for what the region wants the future transportation system to look like. Goals are defined as the purposes toward which effort is directed.

Objectives help to develop the goals by providing a recommended direction. An objective is defined as an action statement that guides present and future decisions towards achieving the goal.

Performance indicators are defined as qualitative or quantitative indicators of progress towards the objectives. The performance indicators contribute to the decision making process by providing a basis for determining whether a decision advances the transportation objectives that are valued and held as priorities by the region.

There are 7 goals and 18 objectives in the 2011 RTP. The 2011 RTP goals, objectives, and performance measures can be found in Table 2-1 below.

Table 2-1: 2011 RTP Goals, Objectives and Performance Indicators

A) Enhance the Environment / Quality of Life / & Conserve Energy

<u>Objective (1)</u> Minimize Environmental Impacts & Improve Public Health		<u>Objective (2)</u> Enhance the Connection between Landuse and Transportation Choices
Performance Measures		Performance Measures
a. Reduce current NOx (summer) attributable to on-road mobile sources (tons per day) by 70% from 2008 by 2035		a. Maintain minimum cumulative amount of transportation investment projects supporting smart growth strategies at 25% by 2035
b. Reduce current ROG (summer) attributable to on-road mobile sources (tons per day) by 55% from 2008 by 2035		b. Increase current regional percentage of residents of 8.4% that reside 1/2 mile from a transit hub to 20% by 2035
c. Reduce current Particulate Matter (P.M.) 2.5 attributable to on-road mobile sources (tons per day) by 43% from 2009 by 2035		c. Actively seek to enhance reduced environmental impacts, preserve/maintain environmental benefits consistent with the 2011 RTP EIR
d. Reduce the percentage of residents that travel more than 30 minutes plus to work from 36% to 26% by 2035		

B) Increase Accessibility & Mobility

<u>Objective (1)</u> Improve Regional Roadway system Performance	<u>Objective (2)</u> Provide Greater Transportation Opportunity, & Expand Choice Performance Measures	<u>Objective (3)</u> Improve Access and Use of Public Transit System Performance Measures
a. Reduce annual percentage rate of increase of regional roadway system's daily vehicle hours of delay to less than 2% per year by 2035	a. Maintain and/or improve the percentage of environmental justice population's access to a transit hubs to be equal to or greater than the overall percentage of population's access of 8.46% through 2035	a. Improve current regional average of transit frequency (60 Minutes) by service (fixed route / intercity bus) by 65% by 2035
b. Reduce annual percentage rate of increase of regional roadway system's average peak period travel time to to less than 2% per year by 2035	b. Establish baseline per the 2011 Regional Bike Plan and increase number of miles of Class I & II Bikelanes by 20% by 2035	b. Increase current annual usage of public transit to population from 83:1 to 67:1 by 2035
c. Reduce annual percentage rate of deterioration of regional roadway system's average LOS to less than 2% per year by 2035	c. Increase current percentage of SOV to non-SOV trips (mode split) from 74%/26% to 65%/35% by 2035	c. Increase current number of passengers served per train mile by 30% by 2035
d. Decrease annual rate of increase of regional roadway system's current peak Vehicle Miles Traveled to less than 2% per year by 2035		d. Increase current regional percentage of on-time bus routes per year by 2035 <i>Note: While we believe this is an important metric to track, data is not currently available. Will establish system to track this information with public transit providers.</i>
		e. Reduce annual average passenger rail headway delay due to conflict with freight operations by 95% by 2035

Table 2-1: 2011 RTP Goals, Objectives and Performance Indicators (con.)

C) Increase Safety & Security

<u>Objective (1)</u> Reduce the Number of & Severity of Traffic Incidents	<u>Objective (2)</u> Encourage & Support Projects that Increase Safety & Security	<u>Objective (3)</u> Improve Communication & Coordination Between Agencies & Public
Performance Measures	Performance Measures	Performance Measures
a. Improve the annual regional traffic incidents per annual VMT ratio of 1,710:1 by 15% by 2035	a. Maintain and/or improve average Freeway Service Patrol (FSP) response time of 5-10 minutes through 2035	a. Upon activation, monitor increase in the average annual usage of the San Joaquin County 511 traveler information system to establish a baseline by the next RTP update
b. Improve the regional roadway fatalities (Calendar Year 2008) to VMT ratio of 190,690:1 by 10% by 2035	b. 100% of SOV projects will assess the need and extent to incorporate ITS & operational strategies to increase the overall safety & security on the regional transportation system	
c. Reduce the rate of automobile incidents @ railroad crossings by 10% by 2035	c. Establish base line and document increase in the percentage of Tier I projects that target roadway segments with high levels of traffic incidents (11+ Annually) by 2035	
	d. Maintain the current number of RTP Tier I Transit Projects that increase Security at 1% of Regional FTA Section 5307 Funding	

D) Preserve the Existing Regional Transportation System & Promote Efficient Roadway System

<u>Objective (1)</u> Optimize Existing Transportation Roadway System Capacity	<u>Objective (2)</u> Support the Continued Maintenance and Preservation of the Existing Transportation System	<u>Objective (3)</u> Improve Existing Roadway Productivity
Performance Measures	Performance Measures	Performance Measures
a. Increase the number of available Park & Ride lot spaces (1,450) by one space per every 100 new dwelling units through 2035	a. Improve the operational condition of the major regional roadway system that fall below a Pavement Condition Index (PCI) of 50 by 15% by 2035	a. Increase the current capacity of the transit system relative to the demand (number of buses, locomotives) and the capacity of transit maintenance facilities by 2035
b. Increase Park and Ride lot utilization per available spaces from 70% to 85% by 2035	b. Increase the current ratio of Tier I projects targeting roadway system bottlenecks, chokepoints, & congested segments by 20% by 2035	b. Reduce annual percentage rate of deterioration on roadway system's current peak / off-peak lane miles at LOS (D-F) to less than 2% per year by 2035
c. Increase the number of San Joaquin County businesses (125) employing trip reduction strategies by an annual average of 15% through 2035	c. Increase the average annual number of vehicle trips mitigated through the Regional Congestion Management Plan by 2% per year by 2035	
d. Increase the number of active San Joaquin County van pools (132) by an annual average of 15% through 2035	d. Decrease the regional average of rolling stock that is beyond its useful life of 26% to 15% by 2035	
e. Increase the number of San Joaquin County rideshare participants (4,805) by an annual average of 10% through 2035		

Table 2-1: 2011 RTP Goals, Objectives and Performance Indicators (con.)

E) Support Economic Vitality

<u>Objective (1)</u> Improve Roadway Access to Key Strategic Economic Centers	<u>Objective (2)</u> Promote Safe & Efficient Strategies to Improve the Movement of Goods
Performance Measures	Performance Measures
a. Develop a system to measure and monitor the accessibility of goods movement to key strategic economic centers in San Joaquin County for the 2014 RTP	a. Develop a system to measure and monitor the safety and efficiency of goods movement by modality in San Joaquin County for the 2014 RTP supporting the following PMs b and c
b. Increase highway and major arterial access to major commercial and job centers including rail intermodal, air and sea ports in the region by 20% by 2035	b. Improve the current annual ratio of goods moved (tonnage) by non-roadway means to large trucks by 20% by 2035
c. Increase STAA terminal access system for new non-residential development by 20% by 2035.	c. Increase the regional flow of goods moved (import/export) by truck, freight, water, & air by 20% by 2035
d. Reduce good's movement related impacts on residential areas by 20% by 2035	d. Increase the number of completed regional roadway Railroad Grade separation projects from 17 to 26 by 2035

Note: PMs b, c, and d will be refined based on outcomes of STAA terminal access study conducted during fy 10/11 & 11/12

F) Promote Interagency Coordination & Public Participation for Transportation Decision-Making & Planning Efforts

<u>Objective (1)</u> Provide Equitable Access to Transportation Planning	<u>Objective (2)</u> Engage the Public Early, Clearly, & Continuously	<u>Objective (3)</u> Use a Variety of Methods to Engage the Public
Performance Measures	Performance Measures	Performance Measures
a. At minimum, maintain &/or improve the current level of community outreach and/or workshops to project by 25% by 2035	a. Document that Initial announcements/ Notices of Preparation (NOPs) will be conducted in a timely fashion through 2035	a. At minimum, maintain general public and stakeholder committee structures (e.g., Citizens Advisory Committee, Goods Movement Task Force, Regional Stakeholder Leadership Group)
b. Increase the number of persons engaged in community outreach activities for persons with disabilities (e.g., hearing impaired, physically challenged) by 10% by 2035	b. Maintain and/or improve the frequency of outreach efforts during all project stages through 2035	b. Increase the current number of presentations made to community groups by 25% by 2035
c. Ensure, by example, that printed materials are in different languages as needed relative to the demographics the project may impact through 2035	c. Document post workshop surveys conducted to determine understanding of the technical material through 2035	c. Increase the current number of responses to surveys by 50% by 2035
d. Maintain a porportional number of workshops conducted in Environmental Justice sensitive areas = to > the total number of workshops conducted for project's through 2035	d. Support local state, and federal interagency consultation and coordination efforts in all areas of planning, programming, and project delivery through 2035	d. Increase the current number of hits on SJCOG website by 2035. <i>Note: Hits are not currently tracked. Will establish base line and document progress towards improving visits to the site.</i>
		e. Document the use of printed and non-printed PSAs through 2035
		f. Increase the current number of citizens recieving SJCOG Horizons Newsletter by and annual average of 10% through 2035

Table 2-1: 2011 RTP Goals, Objectives and Performance Indicators (con.)

G) Maximize Cost Effectiveness

Objective (1)

Support the use of state & federal grants to supplement local funding and pursue Local, state & federal funding opportunities from outside the region

Objective (2)

Support projects that Maximize Cost Effectiveness

Performance Measures	Performance Measures	Performance Measures
a. Increase the total discretionary funding awards by 1% by 2035		a. Increase regional passenger per vehicle mile revenue by 15% by 2035
		b. Improve the direct regional average fare box recovery by public transit service by 20% by 2035
		c. Proactive as possible to minimize cost overruns during all phases of project delivery

RTP REVENUE POLICIES

In March 2009, the SJCOG Board adopted the following 2011 RTP Revenue Policies to provide guidance for future revenue decisions relating to the State funded Regional Transportation Improvement Program (RTIP), federally funded Regional Surface Transportation Program (RSTP), and locally developed Smart Growth Program. These policies were first developed in 2007 and have been reviewed and updated for the 2011 RTP. These policies are found below.

RP-01: Top Ten List of Regional Project Funding Priorities

RP-01 *continues development and update (as needed)* of the SJCOG Board approved *Top Ten List of Regional Project Funding Priorities*. -The purpose of the list is to identify funding priorities towards a unified list of regionally important projects and to maintain momentum toward delivery of the listed projects. Projects on the list should be incorporated into the federally approved RTP and FTIP based on timely need and as applicable.

RP-02: Regional Transportation Improvement Program

RP-02 establishes an overall 20% non-STIP match target for the SJCOG Regional Transportation Improvement Program (RTIP) to clearly demonstrate the San Joaquin region's interest in leveraging non-STIP funds to deliver regionally important projects. The 20% non-STIP match may be met using any one of a variety of local, non-STIP State, and federal revenue sources.

RP-03: Regional Surface Transportation Program

RP-03(a) incorporates the SJCOG Board approved Regional Surface Transportation Program (RSTP) policy for distributing RSTP funds into the Regional Transportation Plan, extending the applicability of the distribution through 2035.

The distribution is as follows, beginning with the federal RSTP apportionment to San Joaquin County:

- (1) Off the top - the statutory minimum distribution to local jurisdictions is determined based on 110% of 1990/91 FAU/FAS amounts and \$20,000 for Escalon and Lathrop;
- (2) The remaining apportionment is split by percent 25/75. 25% goes into the SJCOG-administered Regional Set Aside Account; 75% is distributed to the local jurisdictions.

- The 25% Regional Set Aside is used for regional projects at the Board's discretion. Funding needs may consider the following projects – (1) Projects on Route 99 Corridor (Route 99 Widening, Route 99/Hammer, and Route 99/120), (2) Highway 12, and (3) Projects on the Top Ten List. SJCOG Board will also consider other regional priorities.
- The 75% to local jurisdictions is split to provide 38% to the unincorporated County, with the remainder divided among the cities based on Department of Finance (DOF) population estimates.

(3) As Caltrans revises the RSTP apportionment estimates based on actual annual allocations, the distribution is re-applied and balances are adjusted accordingly.

RP-04: Smart Growth Incentive Program

RP-04 incorporates the Measure K Renewal Smart Growth Incentive Program and the October 2009 SJCOG Board action to supplement Measure K Renewal Smart Growth Incentive Program funds with State Transportation Improvement (STIP) Transportation Enhancement (TE) funds into the RTP.

A minimum of \$45 million in state and federal transportation funding or Measure K funding will be made available for smart growth incentives to local jurisdictions in San Joaquin County. These funds will be made available for infrastructure improvements and planning grants that will assist local agencies in better integrating transportation and land use, such as street calming, walkable community projects, transit amenities and alternative modes of transportation. These funds will be available to enhance infill development, neighborhood revitalization and downtown improvements.

The overall goals of the program are to promote infill development (defined as sites with development on at least three sides) in walkable areas thereby increasing living and transportation choices while reducing reliance on automobiles, and to reward jurisdictions that approve new housing and mixed-use development in urban locations near transit hubs. Projects to serve cities currently not served by high-frequency transit service that are creating conditions that would allow for increased transit service, encourage livable communities, support mixed use development, and/or support infill and redevelopment of downtown areas are eligible. In high frequency transit areas eligible projects must be within walking distance of transit hubs (station, transit center, bus stops serving two or more routes). Investments in transit hubs themselves are eligible.

This program aims to capitalize on public investments in transportation infrastructure, help rebuild and revitalize town centers and main streets, promote infill development, create more walkable communities, encourage transit use, and address regional housing needs. When allocating dollars for housing projects a minimum overall density of 10 units per acre with bonus points for higher densities and affordable housing will be used. Mixed use developments must have an average of 12 units per acre and be at least 50% housing.

Revenue Policy 5 (RP-05): Innovative Financing

Continue to support research related to identification and implementation of innovative transportation financing opportunities such as public private partnerships, high occupancy toll lanes, and other innovative financing strategies where applicable and appropriate. As innovative transportation financing strategies evolve, incorporate, where appropriate and applicable through SJCOG board action, those strategies and/or potential innovative financing revenues into the SJCOG RTP.

PROJECT DELIVERY POLICIES

In February 2007, the SJCOG Board adopted the following 2007 RTP Local Project Delivery Policies to help ensure progress towards delivering projects in our region. These policies were updated and reconfirmed by the SJCOG Board in March 2010. Additional detail regarding the implementation of these policies may be found in Appendix 2-1.

PDP-01: Programming Milestones

PDP-01 authorizes the development and implementation of SJCOG Board-approved SJCOG Programming Procedures and Milestones Calendar and to assist local jurisdictions identify and resolve State and federal programming issues before they impact project schedules or funding.

PDP-02 – Project Delivery Pilot Program

PDP-02 authorizes SJCOG staff to continue the project delivery program designed to assist local jurisdictions track the status of projects from inclusion in the RTP tier one list of projects to project delivery.

The roadway program will consist of a steering committee made up of members of the Technical Advisory Committee, quarterly status reporting, and a project tracking form. There will be an emphasis on minimizing any duplication of effort between existing tools and/or procedures.

The transit program will be the SJCOG Interagency Transit Committee. Quarterly status reports and a project tracking form will be used to track transit projects.

The program will be evaluated annually to determine the effectiveness of the program and a phased approach will be used to incorporate any applicable results of the annual evaluation process.

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