

CHAPTER 3

PLANNING ASSUMPTIONS

INTRODUCTION

The San Joaquin Council of Governments is the lead agency for managing the transportation plans, programs, and transportation related projects in the seven cities and unincorporated areas of San Joaquin County. The cities include: Lodi, Stockton, Lathrop, Manteca, Ripon, Escalon, and Tracy.

Over the next 25 years, the San Joaquin region will continue to grow rapidly. SJCOG projects a total employment of 312,799 for San Joaquin County by 2035. This will accompany an increase in population in the County of 307,251 persons between 2010 and 2035, an increase in population of 45 percent over the 25-year period. In 2035, the estimated total population for the San Joaquin County is 989,774 persons.

The San Joaquin Valley continues to remain a commuter-oriented county, with 75.0% of the workforce driving alone to work based on the 2008 American Community Survey. The average daily commute time in San Joaquin County was almost 30 minutes in 2008, and more than half of the commuters left their home between 6 a.m. and 8:30 a.m. Almost 16% have a commute that is one hour or longer each way. Many residents in San Joaquin County spent an average of 1.37 hours one-way daily along the Interstate 205/Altamont Pass and Interstate 580 corridors to the Bay Area. These corridors are currently operating at or near maximum capacity during peak hours.

Population growth continues to be due in part but not limited to:

- Bay Area jobholders taking up residence in the County, creating a market demand for interregional commute alternatives;
- A shortage of affordable housing in neighboring Bay Area counties;
- Significantly less expensive housing costs in the Central Valley;
- Job relocations to the Central Valley due to lower cost of doing business;
- A decentralization of Stockton's commercial and retail businesses;
- An increase in the economic interaction with surrounding counties;
- Major growth in cities neighboring bay area counties.

POPULATION GROWTH

San Joaquin County population grew at an average annual rate of 2.3% during the first part of 2000, one of the fastest rates in the region. This is a rate unprecedented in this county's history, and one that is having profound effects on the ability to finance, deliver and maintain the infrastructure needed to support the population. For the COG, the issue is transportation, but the same concerns apply to water delivery, sewer and storm water runoff, and education.

By the 2000 Census, the most rapid growth occurred in the communities located in the south county, and the largest absolute growth occurred in the City of Stockton with a 32,828 net gain between 1990 and 2000. In the same time period, the population of the City of Tracy grew more than 69%, compared to the overall growth of the County of 17.3% (2000 Census). Tracy's share of the county's population increased 3.1%, while the unincorporated areas' share dropped 2.9%. In addition, Tracy and Stockton alone accounted for nearly 70% of the absolute population growth in the county from 1990 to 2000.

San Joaquin County can expect this trend to slow to an approximate 2.1% annual growth rate due to the current economic recession, and slowed migration to the region., SJCOG contracted with the University of the Pacific to update its population and projection estimates in 2009. These estimates are reflected in the population assumptions adopted by the SJCOG Board found in Table 3-1 below.

Table 3-1

Population Projections (2010 - 2035)							
	2000*	2010	2015	2020	2025	2030	2035
Escalon	5,963	7,535	8,444	9,272	10,155	11,023	11,910
Lathrop	10,455	18,164	20,896	23,747	25,557	27,133	28,384
Lodi	56,999	61,684	63,959	66,588	69,643	72,644	75,525
Manteca	49,258	67,477	78,146	87,471	97,410	107,766	117,010
Ripon	10,146	15,496	18,023	21,139	23,902	26,899	29,587
Stockton	243,771	296,643	319,827	348,977	377,058	404,840	430,393
Tracy	56,929	82,337	94,620	103,456	113,295	122,790	131,385
County	130,087	133,187	140,544	149,035	155,940	161,408	165,580
Total	563,608	682,523	744,459	809,685	872,960	934,503	989,774

*Census 2000 Population Counts

San Joaquin Council of Governments, 2009

EMPLOYMENT GROWTH

Employment growth within the county will occur within close proximity to major transportation facilities. Much of the new employment located near the I-5, I-205, I-580,

and Route-120 component of the regional network in the south county will generate a significant amount of trucking activity, as it will consist largely of warehousing and manufacturing. The greatest concentrations of retail and service employment will expand within city limits.

A meaningful trend is suggested by the declining ratio of San Joaquin County residents employed in San Joaquin County. The 2008 American Community Survey (US Census Bureau) indicated that only 75 percent of San Joaquin County's labor force worked within San Joaquin County, as opposed to about 83 percent in 1990. In addition, the length of the average commute increased from 22 minutes in 1990 to 29 minutes in 2000. Since a large share of the proposed growth in the local housing supply is concentrated in the southwest county, the proportion of locally employed residents may continue to drop in the short term.

Employment projections adopted by the San Joaquin Council of Governments are illustrated in Table 3-2, and are based on projections developed as part of the 2011 RTP.

Table 3-2

Employment Projections (2010 - 2035)							
	2000*	2010	2015	2020	2025	2030	2035
Escalon	1,905	1,674	1,763	1,863	1,950	2,053	2,152
Lathrop	4,495	4,710	5,400	5,816	6,204	6,626	7,028
Lodi	21,450	22,093	24,949	26,619	28,222	30,012	31,887
Manteca	11,905	14,823	16,527	17,815	19,043	20,401	21,756
Ripon	2,925	3,171	3,387	3,639	3,872	4,118	4,347
Stockton	88,645	100,835	115,283	124,547	133,352	142,813	152,323
Tracy	16,360	16,939	17,825	19,246	20,575	21,996	23,389
County	48,025	49,711	55,016	58,952	62,567	66,340	69,917
Total	195,710	213,956	240,150	258,497	275,785	294,359	312,799

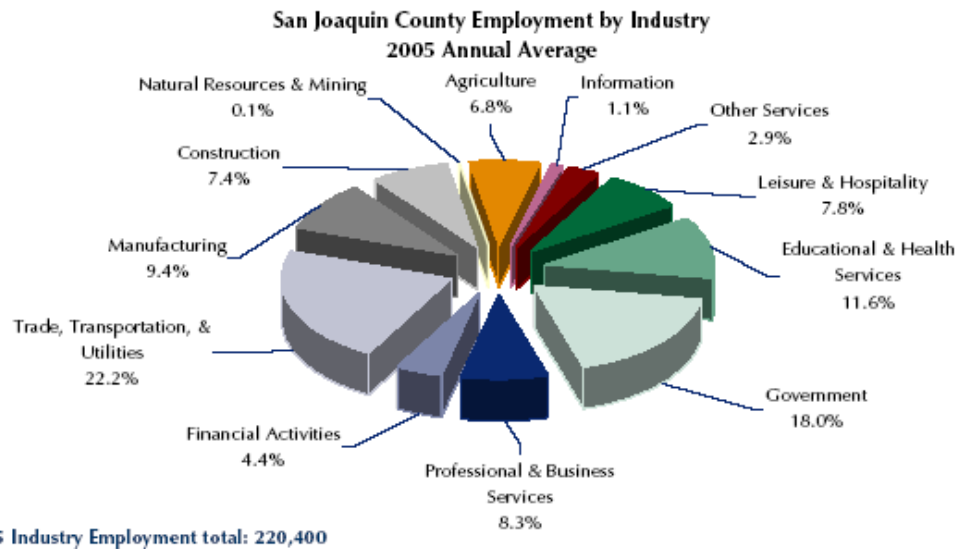
*Census 2000 Population Counts

San Joaquin Council of Governments, 2009

Note: Numbers reflect the number of jobs, NOT number of employed residents

According to the California Employment Development Department's "San Joaquin County Snapshot" found at: www.labormarketinfo.edd.ca.gov, industry employment in the County gained 13,600 jobs between 2001 and 2005, representing 6.6 percent. The greatest growth occurred in trade, transportation, and utilities; retail trade and wholesale trade each gained 2,400 jobs. Employment during this same timeframe in educational and health services was up 3,200 jobs, with a majority of growth in health care and social assistance. Despite the loss of 800 jobs in agriculture during 2001-05, San Joaquin County ranked seventh statewide in total value of leading commodities, including milk, grapes, almonds, tomatoes, and cherries. Figure 3-1 below illustrates San Joaquin County Employment by Industry in 2005.

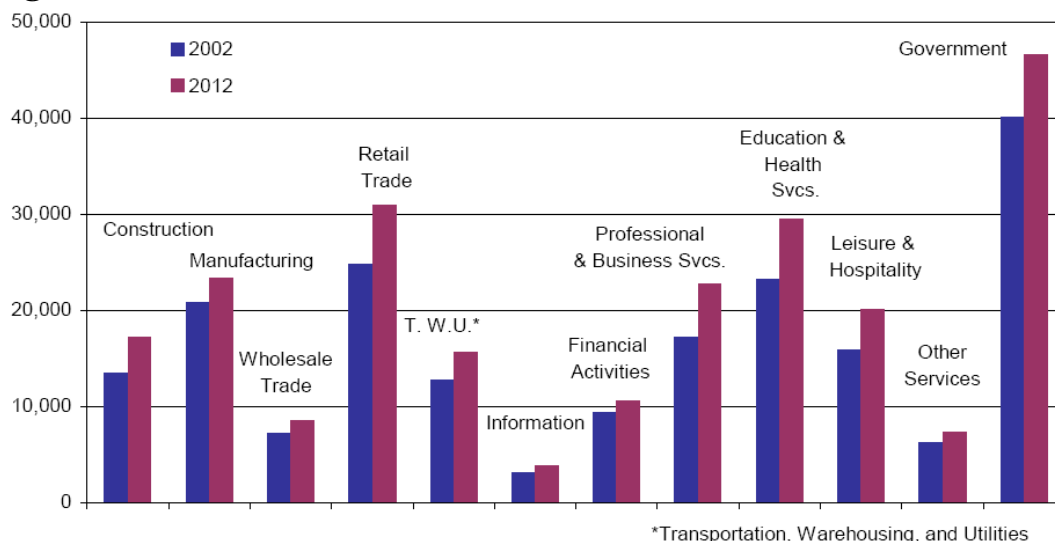
Figure 3-1



California Employment Development Department (www.labormarketinfo.edd.ca.gov)

Based on the latest forecasting information prepared by the California Employment Development Department in 2007, San Joaquin County will continue to experience employment growth as the region's economy continues to expand and diversify. The total number of non-farm jobs is expected to increase by 42,300 during the ten-year (2002-2012) projection period, an increase of 21.7 percent. San Joaquin County's growth will be fueled by a number of factors, including: a strategic location, a strong state economy, affordable land, population growth, and spill-over business expansions from California's Bay Area to the Central Valley. Employment gains are anticipated across all major industry divisions with the largest absolute increases illustrated in Figure 3-2 below. The Government sector is expected to produce the largest number of new jobs, with over half occurring in the Local Government Education sector. Other major industry sectors include: Education and Health Services and Retail Trade, both forecasted to gain over 6,000 new jobs by 2012. The fastest growth rate, measured by the annual percent growth, will occur in Professional and Business Services at 3.1 percent per year, followed by the Construction sector with an average annual growth rate of 2.8 percent.

Figure 3-2



California Employment Development Department, 2007: http://www.calmis.ca.gov/FILE/indproj/sanjo_Highlights.pdf

ECONOMIC GROWTH

Distribution Centers

San Joaquin County is an attractive location for new warehousing and distribution centers for northern California and for the Bay Area. Millions of square feet of new warehouse constructions are forming in the southern parts of the county, and with new developments at the Port of Stockton, this number could increase dramatically, making San Joaquin County a central hub for goods movement throughout the entire west.

Much as Hayward and Richmond grew in their respective roles as distribution centers for the Bay Area in the 1960s and 1970s, San Joaquin County appears to be functioning in a similar role. A centralized and diverse network of highway, rail, air, and seaport facilities demonstrate that San Joaquin County is serving as a major trucking and rail distributor for northern California.

These facilities are ideally located to take advantage of a diverse transportation network, and the continued expansion and maintenance of these transportation facilities is key to the economic health of the region.

Stockton's Commercial Development

Although the City of Stockton is only one of seven cities in the county, its relative size, economy, population, and land area makes its development trends of regional interest. The past twenty years saw a significant northward migration and expansion of commercial activity in the Stockton Area. Stockton has evolved into a multi-nucleated city with several pockets of intense office or retail development, each serving functionally in some characteristic manner of a traditional central business district. This decentralization of the retail and service economy imposes challenges for transportation planning in the greater Stockton area. Fixed-route transit solutions are more complex and difficult to plan, and impacts to the regional road system throughout the Stockton metropolitan area introduce complex interactions between congested travel patterns.

Revitalization and Tourism

The San Joaquin region has also focused on developing itself into a destination for recreation and tourism. Successful revitalization efforts in downtown Stockton include:



The Stockton Ballpark



The Stockton Arena



Lexington Plaza Waterfront Hotel



City Centre Cinemas, including retail and restaurants



Stockton Hotel, offering affordable housing



The Regional Transit District's Downtown Transit Center

For sports enthusiasts, the City of Manteca boasts its Big League Dreams Sports Complex, which includes scale replicas of: Fenway Park, The Polo Grounds, Yankee Stadium, Forbes Field, and Wrigley Field.



The San Joaquin region also has a substantial wine industry that has developed over the years into producing world-class wines that rival the best that California has to offer. Winegrapes have been grown in the Lodi vicinity for over a hundred years, but the region's credibility was solidified with the approval of the Lodi Appellation (American Viticulture Area) in 1986. Wineries were now able to label their wines with Lodi listed as the grapes' origin. Today, Lodi is home to nearly two dozen wineries, hundreds of "Lodi" labeled wines, and thousands of acres of premium winegrapes.

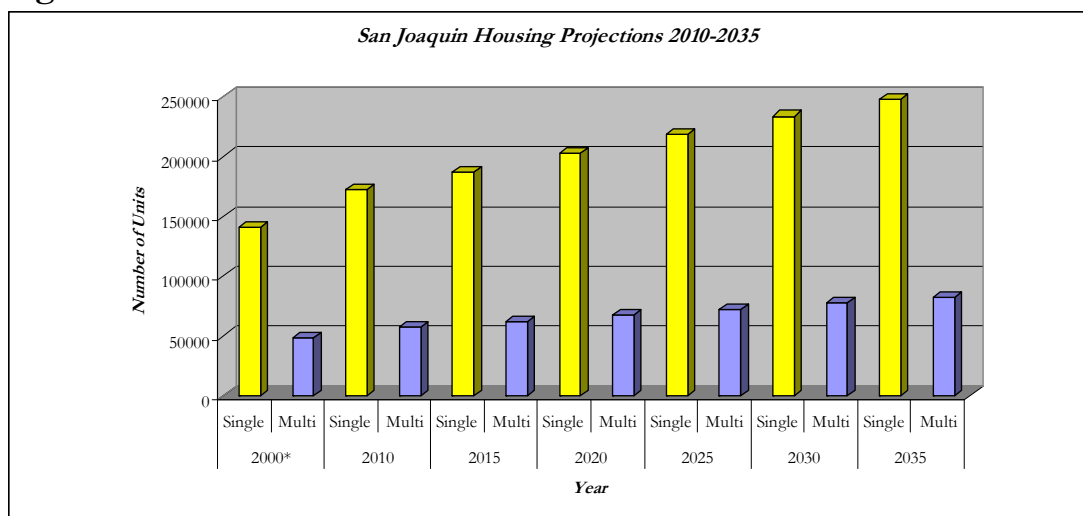
LAND USE AND HOUSING

Land use is one of the most important elements of effective transportation planning. Policy dictating transportation projects depend on effective and efficient land use policies. As the State-designated Regional Transportation Planning Agency (RTPA), SJCOG has little authority to determine these land use policies. However, the RTPA can advise and encourage dialogue among those involved in the decision making process to implement "smart growth measures" as part of their planning processes. The California Environmental Quality Act (CEQA) and National Environmental Policy Act (NEPA) ensure that transportation projects are environmentally sound, and the San Joaquin Valley Unified Air Pollution Control District (SJVAPCD) ensures that air quality standards are upheld, bringing the Valley into attainment levels for pollutant emissions.

As indicated by population and employment trends, growth pressures are increasing at a significant rate. Because most of this growth comes from outside of the county, in particular employment opportunities in the Bay Area, the growth within San Joaquin County is focused on the development of single-family homes.

San Joaquin's housing forecast illustrates there is a significant difference in the number of multi-family homes versus single family homes. Figure 3-3 illustrates the housing forecast from 2010 to 2035.

Figure 3-3



San Joaquin Council of Governments, 2009

It is critical, therefore, to link land use with transportation in a meaningful way. This may include an on-going dialogue between the land use and transportation communities to reach consensus on the approaches to manage the growth in the region. A significant effort under way to establish and maintain this dialogue is the San Joaquin County Blueprint. Described more fully in Chapter 11, the San Joaquin County Blueprint develops a cohesive regional framework that defines and offers alternative solutions to growth related issues for San Joaquin County and the Valley. The process involves the integration of transportation, housing, land use, economic development, and the environment to produce a preferred growth scenario to the year 2050.

The outcomes of the Blueprint planning process will not supersede a local jurisdiction's land use authority; however, elected officials regionally and throughout San Joaquin County will be able to determine how their jurisdiction will use the outcomes from the San Joaquin County Blueprint Process. In addition to the elected officials, representatives from various interest groups and the public at large will be fully engaged during all stages of the planning process.

Bay Area Influence

The most significant regional land use trend affecting the 2011 RTP is the continuing economic boom for housing development in San Joaquin County and the lack of affordable housing in the Bay Area. Rising home prices throughout the Bay Area continue to fuel growing demand for the limited Bay Area housing supply. The shortage of affordable housing in the Bay Area leads increased subdivision activity in San Joaquin and Stanislaus Counties, where lower land costs create a profitable setting for new housing development.

The development of lower cost housing in San Joaquin and Stanislaus Counties, as compared with the Bay Area, then lead to an accelerated commuter-based residential growth pattern. This growth pattern has placed more traffic on San Joaquin County's regional transportation facilities that collectively provide direct access for commuters into the Bay Area.

The lack of affordable housing in the Bay Area will continue to be a major pull factor on San Joaquin County workers. This pull, coupled with increasing highway congestion and population growth, will play a major role in the need for alternative modes of travel between the San Joaquin Valley and the Bay Area.

As indicated by 2000 Census Journey to Work data, Alameda, Contra Costa, and Santa Clara counties are the major Bay Area worker importers from San Joaquin County: Stanislaus (6,640) and Sacramento (6,296) counties also import a fair number of workers from San Joaquin County. More than 19,000 workers commute to Alameda County, 3,669 commute to Contra Costa County, and 7,046 commute to Santa Clara County. Overall, San Joaquin County has more leaving than arriving in the County.

According to the Association of Bay Area Governments (ABAG) 2006 report, "A Place to Call Home," between 1999 and 2006, Alameda County had a regional housing needs assessment (RHNA) allocation of 46,793. During that same period, housing production is reported at 29,446; resulting in an unmet housing need of 17,347 units. While Contra Costa County reported housing production 2,444 over the RHNA allocation, the net unmet housing need between these two counties was just under 15,000 units. For the nine-county Bay Area region, between 1999 and 2006 the RHNA allocation was 230,743 units and housing production was 173,648 units, resulting in an unmet housing need of 57,095 units.

The average income per capita in the Bay Area was well above San Joaquin County in 2006. While the average income per capita for San Joaquin County stood at \$24,119 (Bureau of Economic Analysis, U.S. Department of Commerce, 2006), the average income per capita in Alameda, Contra Costa, Santa Clara, and Sacramento Counties stood at \$37,945, \$44,326, \$46,499 and \$29,631 respectively. Along with high housing

costs and relatively short housing supply in the Bay Area, the regional income disparities helped to explain the attractiveness of San Joaquin County homes to Bay Area workers.

It is clear that the Bay Area influences on the San Joaquin region are not over, and that the growth challenges over time remain significant. It is important for the San Joaquin region to continue coordinating land use and transportation planning efforts, such as the San Joaquin Blueprint, to maintain a proactive planning approach into the future.

AIR QUALITY

San Joaquin County is located in the federally designated San Joaquin Valley Air Basin. The borders of the basin are defined by mountain and foothill ranges to the east and west. The northern border is consistent with the county line between San Joaquin and Sacramento Counties. The southern border is less defined, but is roughly bounded by the Tehachapi Mountains and, to some extent, the Sierra Nevada range.

The San Joaquin Valley is currently designated as nonattainment for the NAAQS for 8-hour ozone, and PM_{2.5}; and has a maintenance plan for PM₁₀, as well as a maintenance plan for carbon monoxide (CO) for the urbanized/metropolitan areas of Kern, Fresno, Stanislaus and San Joaquin Counties. State Implementation Plans have been prepared to address carbon monoxide, ozone, PM₁₀ and PM_{2.5}:

- The 2004 Revision to the California State Implementation Plan for Carbon Monoxide was approved by EPA on November 30, 2005 (effective January 30, 2006).
- EPA published a budget adequacy determination for the 2011, 2014, and 2017 conformity budgets contained in the 2007 Ozone Plan on January 22, 2009, effective February 6, 2009.
- The 2007 PM₁₀ Maintenance Plan, which included revisions to the attainment plan, was approved (with minor technical corrections to the conformity budgets) by EPA on November 12, 2008.

The San Joaquin Valley is designated a serious nonattainment area for the new 8-hour ozone standard with an attainment deadline of 2013. It is important to note that the nonattainment area boundary is the same as the previous 1-hour ozone nonattainment boundary and includes eight counties. EPA also designated the San Joaquin Valley as nonattainment for the new 2006 PM_{2.5} standards. For more detail on the air quality analyses, please reference the Air Quality Conformity Document associated with the 2011 RTP.

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