

EXECUTIVE SUMMARY

The 2011 Regional Transportation Plan (RTP) represents a new chapter in the development of the San Joaquin region's transportation system. It incorporates the clear mandate from the citizens of San Joaquin County who succeeded in 2006, with 78% of the vote, to extend Measure K an additional 30 years. It is comprehensive in its response to new federal statutes embodied in the 2005 Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). And it continues to provide a vision for 2035 that recognizes the significant impact the transportation network has on the region's quality of life and economic vitality. As the region's comprehensive long-range transportation planning document, the 2011 RTP serves as a guide for achieving public policy decisions that will result in balanced investments for a wide range of multi-modal transportation improvements.

REGULATORY SETTING

In addition to its role in establishing the vision for the region's future transportation system, the 2011 RTP must comply with federal planning (23 CFR 450) and air quality (40 CFR 51 and 93) regulations. This includes compliance with SAFETEA-LU, which was signed into law on August 10, 2005. On February 14, 2007 the U.S. Department of Transportation published in the Federal Register the final regulations implementing the new statutes.

As such, the 2011 RTP address all applicable Federal and State transportation planning requirements, including the following:

- The Caltrans RTP Checklist as updated in September 2007 is included in Appendix E-1.
- In federally designated non-attainment and maintenance areas, the U. S. Department of Transportation, Federal Highway Administration (FHWA), and Federal Transit Administration (FTA) require that regions submit a regional transportation plan (RTP) every four years that covers a period of at least 20 years. The 2011 RTP was last updated in 2007, covers the period 2010-2035.
- The RTP must also meet the air quality budgets set for the State Implementation Plan (SIP) as amended under the Federal Clean Air Act. This determination is documented in the associated Air Quality Document covering the 2011 RTP.
- All transportation investments in the San Joaquin region that include Federal transportation funds must be consistent with the RTP and must be included in the Federal Transportation Improvement Program (FTIP) when ready for funding. The FTIP is consistent with the RTP and must be updated at least every four years for

funding. SJCOG's FTIP was last updated in 2009, The 2011 FTIP update includes four full years of programming.

It is important to note that the planning process is continuous and the RTP is not a static document; rather, it provides a framework for investments and must be updated again no later than 4 years from the federal approval of the conformity determination.

SAN JOAQUIN COUNTY SETTING

San Joaquin County remains one of the fastest growing regions in California. While much of this trend continues to be the result of “spillover” from the Bay Area, the County’s geographical advantages and quality of life also contribute to the growth. This growth has led to increased urbanization and the persistent challenge to meet state and federal air quality requirements.

Economically, San Joaquin County continues to grow in many segments of its economy. Downtown revitalization efforts in Stockton, Big League Dreams in Manteca, and the Lodi area’s success producing world-class wines are shaping San Joaquin County into a destination for tourism and entertainment. The region also continues to be an attractive location for new warehousing and distribution centers that serve northern California, the Bay Area and the west coast. A centralized and diverse network of highway, rail, air and seaport facilities support the continued development of San Joaquin County into a major goods movement region.

As San Joaquin County is transformed, these growth factors have profound effects on the ability to finance, deliver and maintain the transportation infrastructure. The 2011 Regional Transportation Plan aims to create both an efficient and effective multimodal transportation system for San Joaquin County that balances the needs for maintenance and preservation with expansion and enhancements. A conscious effort is made to design a system that both promotes mobility as well as preserves the environment. This effort is guided by a set of overarching goals.

GOALS, POLICIES, OBJECTIVES, AND PERFORMANCE INDICATORS

The 2011 RTP can be considered the San Joaquin region’s 25-year “statement of priorities” for the future transportation system. Therefore, at the highest level, the goals, policies, objectives, and performance indicators for this document are all designed to articulate: what the region wants the future transportation system to look like, what types of decisions will help the region attain its vision, and measures, or indicators by which the region can assess its progress.

Establishing clear linkages between the broad, value-laden goals and the more specific performance indicators helps to provide a tangible path towards success.

The 2011 RTP built upon the 2007RTP goals, policies, objectives, and performance measures foundation in order to provide a simplified and more clearly articulated vision of the future that emphasizes the fundamental values reflected in past RTPs, while at the same time, addresses the current values and priorities as articulated through public outreach efforts in 2009 and 2010, as well as by the voters in San Joaquin County through both the renewal of the County's Measure K sales tax..

In addition, the San Joaquin Council of Governments revisited adopted Revenue Policies and Project Delivery Policies that target specific issues relating to the funding and delivery of transportation projects in the region to ensure they continue to reflect the values of the region. SJCOG staff conducted a comprehensive review that resulted in the seven goals, 18 objectives, and 64 performance indicators identified in the 2011 RTP as well as a clear link between the 2011 goals, objectives, and performance measures and the congestion management process (CMP).

The seven goals are:

- Enhance the Environment, Quality of Life, and Conserve the Environment
- Increase Accessibility and Mobility
- Increase Safety and Security
- Preserve the Existing Regional Transportation System and Promote Efficient Roadway System Management and Operations
- Support Economic Vitality
- Promote Interagency Coordination and Public Participation for Transportation Decision-Making and Planning Efforts
- Maximize Cost Effectiveness

Six policies (four revenue based policies and two project delivery policies) were also adopted by the San Joaquin Council of Governments' (SJCOG) Board in 2010 to guide revenue decisions and expedite the delivery of projects in the region. These policies can be found in chapter 2 of the 2011 RTP.

The goals, policies, objectives, and performance measures discussed in this document provide a path for addressing the issues facing the development of the region's transportation system.

THE TRANSPORTATION SYSTEM

San Joaquin County's roadway network is defined by several intersecting highways. On a north-south axis this includes Highway 99, the "Main Street" of the San Joaquin Valley, and Interstate 5, a corridor of statewide and national significance. Within the last 10 years, each route has experienced dramatic traffic growth and levels of congestion. Each route also carries truck traffic at volumes much higher than the statewide average for the highway system, making them vital to goods movement. Without improvements, both Highway 99

and I-5 within San Joaquin County are projected to operate significantly beyond capacity, resulting in sustained peak period driving conditions and deteriorating levels of service.

Major east-west movement is handled by Route 132 at the southern tip of the county, Interstates 580 and 205 in the southwest region of the county, as well as Route 120, Route 4 and Route 12. Interstates 205 and 580 serve as a gateway connection between the San Joaquin Valley and the Bay Area, and are critical to interregional travel and commerce. Each however, has experienced increased travel movement much beyond the statewide average. I-205 in particular remains one of the most impacted travel routes in the County. State Routes 4 and 12 are primarily two lane conventional highways linking the east and west sides of the county. Each operates as a freeway segment for a brief but important segment between Highway 99 and I-5. Both Routes 4 and 12 connect with Bay Area counties across the San Joaquin Delta. These two lane rural roads now handle significant commuter and interregional traffic.

Highways 26 and 88 in the central and northeast portion of the County are two lane rural highways which link to Calaveras and Amador Counties. Each roadway has also experienced significant traffic volume increases partly due to recreational traffic but also resulting from rapid growth occurring in these neighboring counties to the east.

Transit services in San Joaquin County have also grown dramatically over the past fifteen years. From a time when the Stockton Metropolitan Area Regional Transit District was the only major transit operator in the County, to today, where the region is served by the San Joaquin Regional Transit District, Lodi's Grapeline, the Tracy Tracer, Manteca Transit, the Altamont Commuter Express, and smaller services in the cities of Escalon and Ripon. San Joaquin County contains local transit systems, bus rapid transit, intercity and interregional bus transit services, intercity and interregional commuter rail service, and needed services such as demand response for both those who are in need of transit for medical purposes and those in the rural areas of the County.

All cities and unincorporated areas in San Joaquin County are served by a public transit system. These systems range in size and complexity. From the 130 buses operated by the San Joaquin Regional Transit District (SJRTD), to the single bus operated by the City of Ripon.

Aviation services in San Joaquin County address a variety of local and regional needs. The aviation system serves the U.S. military, supports local farmers, police, and medical services, and provides business, passenger, and recreational opportunities for the citizens of San Joaquin County. Together, the airports provide a viable mobility option for the County's citizens and businesses. Three publicly owned airports operate in the County: Stockton Metropolitan Airport, Tracy Municipal Airport, and the New Jerusalem Airport in Tracy. In addition, three private airports operate in the Lodi area.

As described in Chapter 7, the San Joaquin County transportation system is also defined by pedestrian and bicycle facilities, a deep water port, and active rail lines that carry both freight and passenger rail cars.

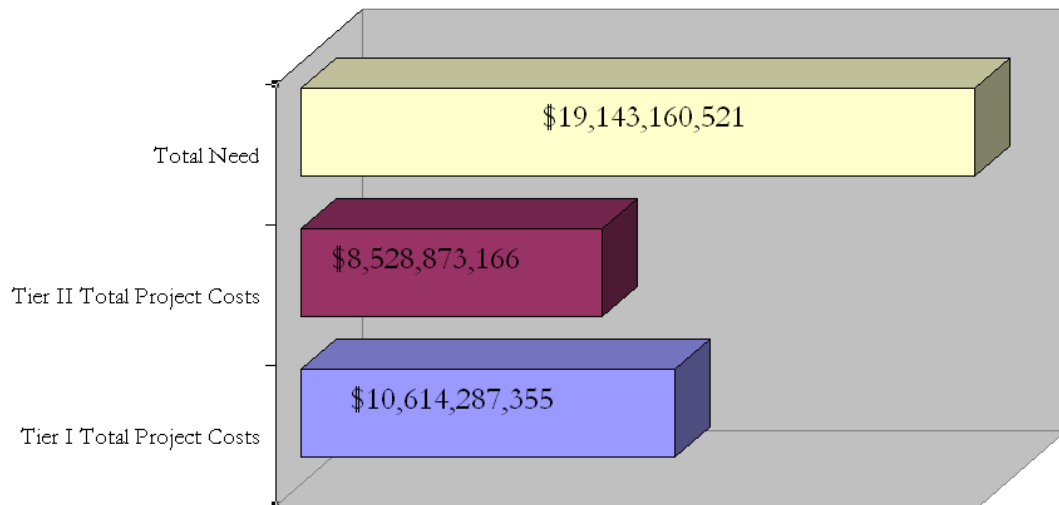
THE FUNDING OUTLOOK

Since the 2007 RTP, our region's revenue picture has changed due to the current economic recession's impact on transportation sales tax revenues that contribute to transportation funding across local, state and federal levels. The transportation system needs on the mainline highways, interchanges, regional roadways, rail and bus services, railroad grade crossings, and deferred maintenance continue to outstrip projected revenues. In order to address the needs that can be met through the revenues identified in the 2011 RTP and at the same time recognize the needs that cannot be met due to funding constraints, the 2011 RTP establishes two categories of projects.

- Tier I projects are those that this region intends to build, implement, and maintain during the Plan period with identified revenue sources. They represent the region's fiscally constrained program for developing the transportation system. Only the Tier I projects are modeled for air quality conformity.
- Tier II projects are those that need to be built, implemented, and maintained during the Plan period but have to be deferred until new funding resources materialize. They include both maintenance and expansion projects in all modes of travel.

The expected revenues for the twenty-five year plan period total approximately \$10 billion. This chart illustrates the shortfall in funding between the fiscally constrained Tier I projects and the projected total need.

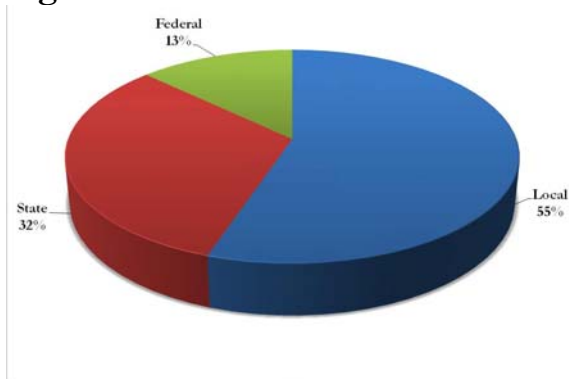
Figure E-1: Transportation Needs and Shortfalls



Revenue

The 2011 RTP revenue sources are derived from local sources (55%), State sources (32%), and federal sources (13%), and are illustrated in Figure E-2 below.

Figure E-2: RTP Revenue Sources 2010-2035



Local

Funding from local sources contributes fifty-five percent of the revenues to this Regional Transportation Plan. Of this local revenue, the major contributions are from: Local Transportation Funds (6.7%), the Regional Transportation Impact Fund (4.6%), Local Developer Fee programs/General Funds (18%), and the Measure K ½ cent sales tax program.

Measure K

In November 2006, voters in San Joaquin County approved the renewal of this ½ cent sales tax dedicated to transportation in San Joaquin County by a margin of 78% approval. This adds over \$3.1 billion in transportation resources available between 2011 and 2041. Funds will be used roughly one-third for maintenance and safety, one-third for transit and alternative modes of travel, and one-third for roadway operational and capacity improvements. The Measure K program is the largest revenue source from all local, state and federal sources that fund this RTP.

The most important element of Measure K is its flexibility. Measure K is an important funding source covering operating costs associated with local street maintenance and transit. In addition, Measure K is useful in terms of leveraging state and federal dollars. It is also one of the few sources of funds for air quality beneficial projects (bike lanes and paths, park and ride lots, railroad grade separations, etc.). Measure K also provides SJCOG with the opportunity to use innovative financing techniques for major capital projects.

Local Developer Fees and General Funds

Local Developer Fees and General Funds account for a large percentage of the local revenue for the RTP. The implementation of local developer fee programs enables faster delivery of projects, with the additional benefit of leveraging State and federal sources. In addition, in the Spring of 2006, all local governments in San Joaquin County and SJCOG approved a Regional Transportation Impact Fee on new development. These funds, which will be collected through the life of this Plan are targeted to key regional highway and roadway improvements and regionally significant transit improvements. The RTIF and local developer fee programs account for approximately \$2 billion of the revenue of the RTP. As part of the implementation of the Airport Land Use Compatibility Plan (ALUCP) a developer fee is levied by the responsible jurisdiction to offset the cost to the extent possible of reviewing projects and maintaining the Airport Land Use Commission (ALUC).

State Revenue

State funding sources make up about 32% of the total twenty-five year transportation budget. Most of the state revenues come from the State Transportation Improvement Program (6%), the State Highway Operation and Protection Program (6%), and the State Transportation Bond (5%).

In November 2006, California voters passed Propositions 1B. Prop 1B secures \$19.9 billion of dollars for transportation projects across the state. Proposition 1B funds safety improvements, expanded public transit, traffic congestion relief, local street repair and air pollution reduction. The funding programs under Proposition 1B include the Corridor Mobility Improvement Account (CMIA), the State Route 99 program, Trade Corridor program, Intercity Rail, and State and Local Partnership among others.

Federal Revenue

About 13% of the transportation funds for this Plan come from Federal transit and highway funding sources. These funds are generally used to support transit capital and operating needs. Federal sources also include the flexible funding programs known as Surface Transportation Program (STP) and Congestion Mitigation and Air Quality Improvement Program (CMAQ). In this Plan, STP and CMAQ total 4.5% of anticipated funds.

THE INVESTMENT PROGRAM

The 2011 RTP identifies significant capacity increases and operational improvements to more efficiently manage traffic conditions. The capacity improvements target corridors that are the most essential to improving mobility in the county and have been assessed through the congestion management process. This includes extensions of the roadway network to improve connectivity and upgrade of interchanges where lower standard facilities are no longer adequate to handle near term travel demand.

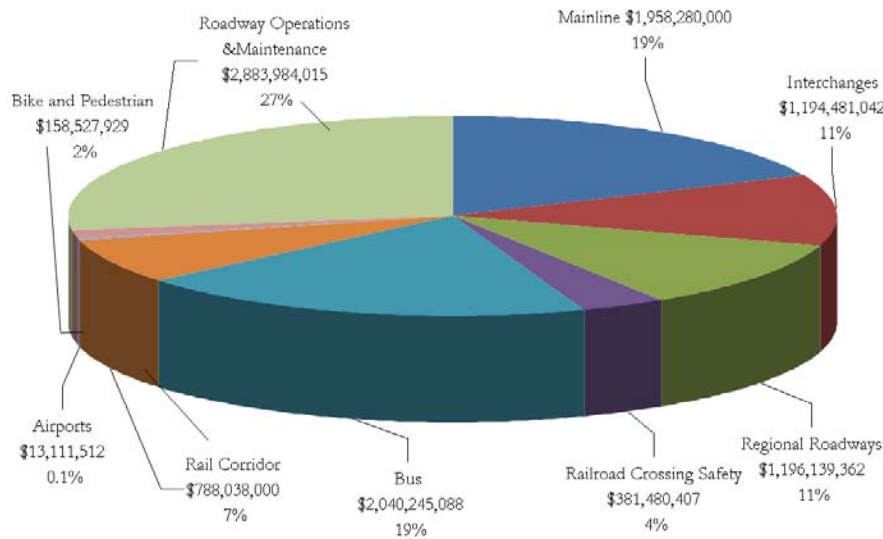
The second priority is to address areas of congestion and deficiencies that are anticipated based on the substantial increase on travel growth projected for the county. Several portions of the highway and local arterial system will have the remaining capacity fully absorbed within the next ten years and begin to experience regular and elongating daily congestion.

As the County continues to grow and travel demand increases, it will become increasingly important to continue providing investments into transit, Commute Connection, and bike and pedestrian improvements, as identified in this Plan. These alternative modes in particular should be coordinated with community growth and downtown and neighborhood revitalization efforts.

While enhanced mobility is important, maintaining what we already have and ensuring the current system is operating safely is equally important. Therefore each element identifies resources to adequately operate, maintain and where necessary rehabilitate the existing roadway system.

Figure E-3 depicts the investments by major category for the Tier I program of projects.

Figure E-3: Transportation Investments by Mode



Operations and Maintenance

Section 450.322(f)(10) of the Final Rule implementing SAFETEA-LU includes a requirement to include system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain federal-aid highways and public transportation system. This requirement is addressed in Chapter 7, with over \$4.5 billion in revenue identified for operations and maintenance of the transportation system (roadway and transit

combined). SJCOG staff coordinated the development of these costs and revenues with the applicable local and State agencies.

Transit Service

Bus service improvements continue throughout the life of the Plan for local city services, intercity and interregional services, bus rapid transit, system operations and maintenance, and system expansions. San Joaquin County transit operators anticipate additional transit vehicles to meet demand and replace aging fleets. The Regional Transit District and the Rail Commission anticipate building new maintenance facilities to support growing systems. Transit operators also continue to look ahead with planned updates to short and long range transit plans. Rail service improvements are dominated by the top priority of the Regional Rail Commission to provide dedicated right of way for the Altamont Commuter Express (ACE) service.

Roadway Network

Projects in the Mainline Highway, Interchange, Regional Roadway, and Railroad Grade Separation categories take up over 70% of the revenues anticipated through 2035, with over 25% of those funds being dedicated to operating and maintaining the system. With the recent influx of dollars for transportation improvements, many of the large projects identified in the Plan, including the widening of State Route 99 and Interstate 5, are only now beginning to address the backlog of needs throughout the County. The region continues to pursue funding opportunities to address safety concerns at railroad crossings as well as congestion both along major commute corridors and along regionally significant arterial roadways.

Managing Travel Demand

The 2011 RTP also addresses strategies that support mobility as well as improvement to air quality. These go beyond traditional roadway and transit projects and include the development of park and ride lots, bicycle facilities, traffic flow improvements like signal synchronization, and continued operation of the freeway service patrol and SJCOG's rideshare program, Commute Connection.

2011 RTP PUBLIC OUTREACH & INTERAGENCY CONSULTATION

Public involvement and interagency consultation during the development and implementation of the Regional Transportation Plan is essential to an effective planning process. In addition to being a key component of new SAFETEA-LU requirements, it is an opportunity for SJCOG to make meaningful connections with San Joaquin County residents and other local, State and federal agencies involved with transportation planning.

Public Participation Plan

SJCOG's Public Participation Plan is an evolving document that has guided SJCOG's public outreach efforts since 1995. In accordance with this participation plan, the 2011 RTP: held a 45-day public comment period and public hearing (see Appendix E-1 for documentation), documents responses to comments (Appendix E-2), and provides documentation of SJCOG Board adoption by resolution (Appendix E-3).

To enhance consultation on the development of the 2007 SJCOG Public Participation Plan, the San Joaquin Valley COGs held a meeting on March 2, 2007, in which resource agencies were invited to provide input into the RTP outreach and Public Participation Plans being updated throughout the Valley. A survey was distributed as an open-ended invitation for resource agencies to provide suggestions about how to improve public participation. Recognizing that the intent of SAFETEA-LU is to require consultation efforts beyond what was done in the past, SJCOG is embarking on additional outreach and is committed to meeting the challenge of enhanced agency consultation.

2011 RTP Public Outreach

SJCOG staff followed the formal process outlined in SJCOG's Public Participation Plan, which included a 45-day public comment period and public hearing in June 2010. SJCOG staff also utilized several methods to reach out to the citizens of San Joaquin County that involved public workshops and two sets of surveys. From the beginning of the outreach effort, SJCOG staff recognized that there was already a clear mandate by the citizens of San Joaquin County for the future transportation system as was voiced in the renewal of Measure K by 78% of the votes on November 7, 2006. As a result SJCOG's public outreach efforts focused on the incorporation of the draft congestion management process into the RTP planning process, the draft tier I and II project listings; the draft goals objectives and performance measures; and the draft revenue expenditures.

Public Workshops

Seven public workshops were advertized in January, 2010 in local English language and Spanish language newspapers, on the SJCOG website and various organization websites and in the SJCOG monthly online newsletter Horizons. Public workshops were held in Stockton, Manteca, Lathrop, Lodi, Tracy, Ripon and Escalon, and Thornton during January and February, 2010.

In addition, draft RTP surveys were posted on various websites, including: SJCOG, The Regional Rail Commission, Greater Stockton Chamber of Commerce, Lodi Chamber of Commerce, Manteca Chamber of Commerce, El Concilio of San Joaquin, and The San Joaquin League of Women Voters. Fliers of the survey were distributed on the Altamont Corridor Express, the commuter rail line that stretches into the Bay Area.

SJCOG staff presented on the 2011 RTP outreach materials at meetings of the El Concilio, an education group for the Hispanic community, COMA, the San Joaquin umbrella group for all Hispanic organizations, the American Indian Council and the SJCOG Citizens Advisory Committee, where members, including the past two presidents of the local chapter of the NAACP agreed to bring the survey back to their groups.

Samples of the materials provided at the workshops are included in Appendix 5-2.

Interagency Consultation

The San Joaquin Valley MPOs hold ongoing Interagency Consultation Group meetings attended by MPO staff from across the Valley, the San Joaquin Valley Unified Air Pollution Control District, Caltrans District and Headquarters, Air Resources Board, U.S. Environmental Protection Agency, and the Federal Highway and Transit Administrations.

The San Joaquin Valley MPOs also sponsored two Interagency workshops (August, 2009 and February 2010) to discuss the Valley MPOs progress in development of the 2011 RTPs. Participants in these workshops included Air Resources Board; Caltrans Headquarters, Districts 6, and District 10; Federal Highway Administration, U.S. EPA; San Joaquin Valley Air Pollution Control District; the 8 San Joaquin Valley MPOs. Topics of discussion for the workshops include: updates on the 2011 RTP development process undertaken by each MPO; the San Joaquin Valley conformity process; and public outreach efforts. The goal of each workshop was to facilitate an open discussion between the Valley MPOs and state and federal partner agencies in the development of the 2011 RTPs. Agendas and workshop participant list can be found in appendix 5-5

ENVIRONMENTAL JUSTICE

The 2011 RTP provides an analysis of environmental justice. Environmental Justice refers to preventative measures that ensure no one group will be disproportionately affected by the implementation of the RTP. The findings show that the RTP program of projects, as a whole, does not cause a disproportionate burden on any one group.

ENVIRONMENTAL IMPACTS

The environmental impacts associated with the implementation of this RTP are described in Chapter 1 and in the Environmental Impact Report accompanying this document (Appendix 1-2. In addition, SAFETEA-LU requires enhanced consultation with resource agencies to provide a discussion of potential environmental mitigation activities.

CONCLUSION

At the most fundamental level, regional transportation plans are developed to respond to State and federal mandates. SJCOG's 2011 RTP, however, seeks to go beyond that. It seeks to clearly articulate the region's values and goals when it comes to the future transportation system, and to look to the future to describe and implement an outcome that is shaped by local citizens through the renewal of Measure K, the citizens of California through the passage of Proposition 1A and 1B, and the federal priorities established by the enactment and implementation of SAFETEA-LU.

The 2011 RTP also recognizes that success in developing the future transportation system is dependant on an on-going, collaborative process with local jurisdictions, State and federal partners, and a wide range of public and private agencies and individuals that have a vested interest in San Joaquin County as a place to live, work, and do business. It is a dynamic process that searches out the best ways to use the available resources to develop an effective, efficient, and balanced multi-modal transportation system.

This Plan will be updated at least every four years to reflect the ever-changing funding picture, the evolving economic activity and growth pressures of the region, and to re-assess the region's progress towards achieving its transportation system goals.