

Sustainable Communities Strategy Implementation Study



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SJCOG
SAN JOAQUIN COUNCIL OF GOVERNMENTS



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Introduction

In 2018, the San Joaquin Council of Governments (SJCOG) adopted its second Regional Transportation Plan (RTP) to include a Sustainable Communities Strategy (SCS). The RTP/SCS forms the long-term transportation planning vision for San Joaquin County through 2042, provides guidance for transportation spending priorities, and informs the implementation of California Senate Bill 375's sustainability goals.¹ The RTP/SCS lays out SJCOG's regional transportation priorities, reflects member agencies' land use priorities, and articulates supportive strategies to help local jurisdictions make decisions consistent with the regional vision and statewide climate goals.

Kittelson & Associates, Inc. (Kittelson) worked with SJCOG to evaluate the RTP/SCS implementation. In order to understand key issues, opportunities, and barriers to implementation of the RTP/SCS goals, the SCS Implementation Study was conducted in two phases to account for regional and localized implementation. The two lenses for the evaluation are introduced below:

- 01 Regional Assessment:** The regional assessment consisted of interviews with staff from each of SJCOG's member jurisdictions as well as stakeholder representatives from advocacy organizations, non-profits, the building industry, business associations, and the San Joaquin Regional Transit District (RTD).
- 02 South Stockton Mobility Pilot Study:** The mobility pilot study incorporated data analysis of existing conditions, feedback from community outreach via pop-up events and targeted stakeholder feedback to identify existing mobility challenges within the South Stockton community. The mobility study also identified opportunities for SJCOG to help improve mobility related to the issues identified, primarily through funding, technical assistance, and coordination. The study was conducted with extensive feedback and under close coordination with the City of Stockton to verify issues and recommendations.

A list of the local jurisdictions and stakeholders interviewed as part of this regional assessment and the interview protocol used to guide each discussion are provided in Appendix 1 and Appendix 2, respectively.

¹ Per SB 375's passage in 2008, metropolitan planning organizations like SJCOG are required to develop SCSs that demonstrate an integrated land use and transportation planning approach to achieve greenhouse gas emissions reduction targets set at the state level. More information about SB 375 can be found at https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=200720080SB375.

Regional Assessment

Kittelson & Associates, Inc. (Kittelson) is working with SJCOG to evaluate the RTP/SCS implementation. An assessment will illuminate areas in which local jurisdictions are tracking with RTP/SCS goals or where they have identified challenges with implementation. In order to understand key issues, opportunities, and barriers to implementation of the RTP/SCS goals, a series of interviews were conducted with each local jurisdiction within SJCOG's purview as well as with key stakeholders including representatives from advocacy organizations, non-profits, the building industry, business associations, and the San Joaquin Regional Transit District (RTD). A list of the local jurisdictions and stakeholders interviewed as part of this regional assessment and the interview protocol used to guide each discussion are provided in Appendix 1 and Appendix 2, respectively.

As an outcome of these interviews and a review of SJCOG's current processes, practices, and programs, this memorandum presents the following information:

- **What We Heard:** This section provides summary of key findings from our interviews based on SJCOG's current practices. We have organized findings by RTP/SCS goals, including a summary of the following for each goal:
 - Barriers to implementation;
 - Opportunities for SJCOG collaboration; and,
 - Success stories with implementation.
- **Recommendations for SJCOG:** Based on a synthesis of interview findings, discussions with SJCOG staff, and examples or best practices, a series of recommendations is presented for SJCOG to support constituent jurisdictions in meeting RTP/SCS goals going forward.

These recommendations will help SJCOG identify actions, policies, programs, and planning efforts that can help local jurisdictions implement projects, policies, and programs supportive of the RTP/SCS goals.

1. What We Heard

This memo is organized around each of the RTP/SCS goals, which are presented with their indicators and performance outcomes in Table 1.

Table 1: SJCOG 2018 RTP/SCS Goals and Indicators/Performance Outcomes

RTP/SCS Goal	Indicators/Performance Outcomes
 <p>1. Enhance the environment for Existing & Future Generations</p>	<ul style="list-style-type: none"> • [Minimizing] Prime Farmland Developed • [Minimizing] Energy & Water Consumption • Reducing Greenhouse Gases • Improving Air Quality through VMT Reduction
 <p>2. Maximize Mobility & Accessibility</p>	<ul style="list-style-type: none"> • Improvements to Mobility • Increased Investment in Transit BRT Routes
 <p>3. Preserve the Efficiency of the Existing Transportation System</p>	<ul style="list-style-type: none"> • [Minimizing] Acres of Land Consumed • High Quality Transit Areas/TOD • Investments in Mainline Highway System • Preventative Maintenance • Maintenance & Operation Improvements for the Existing Transportation System
 <p>4. Support Economic Vitality</p>	<ul style="list-style-type: none"> • Creation of Jobs • Supporting Goods Movement & Economic Centers
 <p>5. Increase Safety & Security</p>	<ul style="list-style-type: none"> • Transportation System Management Improvements • Grade Separation Projects • Intelligent Transportation Systems
 <p>6. Improve Public Health</p>	<ul style="list-style-type: none"> • Residential Density • Community Enhancements and Place Making • Public Health - Emissions Budgets
 <p>7. Building on Active Transportation</p>	<ul style="list-style-type: none"> • Active Transportation Investments (bike lanes, ancillary projects) • Trip Mode Share
 <p>8. Ensuring Social Equity</p>	<ul style="list-style-type: none"> • Housing Mix • Transit Accessibility

Source: SJCOG 2018 RTP/SCS.

For each goal, the interviews yielded a number of the relevant findings, organized by section below. Given that many observations and findings are relevant to multiple goals, the findings have been summarized only in the goal discussion most directly applicable and are referenced in other goal discussions. Table 2 on page 20 provides an overview of the thematic interview findings, illustrating connections to and linkages across the eight goals.

1.1 Goal 1: Enhance the Environment for Existing & Future Generations

This goal reflects a desire to improve the current and future environmental conditions for the San Joaquin region by preserving agricultural land, reducing energy and water consumption, and reducing the environmental impacts of travel (most notably, greenhouse gas emissions). Due to the inherent connection between land use and travel patterns, residential density and proximity to destinations (e.g., jobs and commercial destinations) directly impact the region's ability to meet this goal. RTP/SCS measures for this goal include:



- **Prime farmland developed:** Fewer acres of farmland developed over business as usual
- **Energy and water consumption:** Average residential household energy use decreases 14% and 50 gallons less water per household used daily
- **Reducing greenhouse gases:** Per capita emissions decline to meet and exceed the current reduction target of 10% by 2035
- **Improving air quality through VMT reduction:** Per capita VMT declines 11% from 2015 baseline conditions

Barriers

Unsuitable Infrastructure

Multiple jurisdictions noted that existing infrastructure quality and capacity limits the ability to implement planned efforts supportive of compact and mixed-used development in environmentally supportive locations (e.g., downtown cores). Examples of this barrier include:

- The City of Stockton lacks sidewalks, drainage, and water and sewer lines in much of the South Stockton area. The area is an opportunity area for growth including relatively high-density development with a mix of land uses along transit corridors. However, supportive infrastructure would place a cost burden on either the developers or the City to allow implementation to move forward. Accurately identifying these needs and their associated costs, as well as securing funding to pay for necessary improvements, is critical to creating a path toward future project implementation.
- Within Downtown Stockton, existing infrastructure is inadequate for the higher-density development that the City and development community are interested in moving forward. The City has identified the need for an approximately \$4 million pump station to support a sewer shed within the Downtown area. The practical approach to support development would be to cover the cost of engineering analysis upfront and amortize the cost to future developers, but the City cannot readily identify revenue sources to support such an effort. Without studying and understanding the full cost of the infrastructure investments that are required for the area, the City cannot set an impact fee and cover costs. This

Poor quality or unsuitably sized infrastructure creates uncertainty and stymies interest in development opportunities, creating a barrier to SCS environmental goals.

disconnect increases developers' exposure to financial risk for their project and stymies development interest.

- Escalon currently has a moratorium on its sewer system while the City studies opportunities to modernize their wastewater treatment facility. This places a practical constraint on supporting new development. This moratorium places the City in an impasse with the need to provide adequate infrastructure for the existing community and future development, while also needing to meet statewide regional housing needs goals.

Opportunities

Vehicle Miles Traveled as a Performance Measure

Senate Bill 743 provided an impetus for agencies to replace level of service (LOS) with vehicle miles traveled (VMT) as the measure of transportation-related impacts for environmental analysis of a transportation or land use project.² VMT provides a measure of regional impact whereas LOS provides a localized measure of traffic congestion. Measuring changes to VMT rather than LOS incentivizes infill development where trips are shorter and more likely to use alternative modes compared to greenfield development. Jurisdictions are required to transition from LOS to VMT by July 2020 and need to identify relevant analysis thresholds to do so. The City of Tracy shared that they were unsure of the appropriate analysis thresholds for comparison (with various possible definitions for regional comparison) and would benefit from additional guidance related to VMT analysis. This transition period provides an opportunity for SJCOG to offer guidance for analysis methods to ease local implementation and develop consistent approaches to analysis across jurisdictions within San Joaquin County.

Impact Fees

Jurisdictions typically charge impact fees to developers to cover the costs of providing services to new development; a nexus between the impacts and the exacted fees is legally required. Variable geographic impact fees that reflect the marginal cost of providing services can provide incentive(s) to develop in one location (e.g., infill) over another (e.g., greenfield). Lower impact fees within a central core can promote infill development, in support of RTP/SCS environmental goals. Several jurisdictions shared that they have studied or adjusted impact fees in a manner that supports infill development.

Setting varied geographic impact fees that reflect the marginal cost of providing services can provide incentive to develop in an infill location over a greenfield location, in support of RTP/SCS goals.

- Lodi shared that their impact fees associated with infill development are lower than other locations within the City. This disparity creates an incentive and support for developers to locate infill opportunities. Lodi also shared that infrastructure costs are lower for infill development in the City.
- Stockton is currently studying its impact fees, with the intent of reducing fees for housing within Downtown. This effort is in conjunction with revising their zoning code to be similarly supportive of infill development.

In this manner, both cities are pursuing the RTP/SCS goal through their policies, and their efforts could be used as a model for SJCOG to showcase to other jurisdictions.

² The bill passed in 2013, but implementation regulations and Technical Advisory guidance from the California Office of Planning and Research was finalized in December 2018. Thus, agencies are still transitioning.

Transit-Oriented Development

Transit-oriented development (TOD) is a strategy of planning development around transit to reduce dependence on single-occupancy automobile travel and associated environmental impacts. Promotion of TOD aligns with the RTP/SCS goals by pursuing transportation and land use planning in conjunction.

- Lathrop shared optimism about the proposed Valley Link Station located in its River Islands development.³ The City plans on supporting the project to encourage transit use through nearby development. The developer is working with the City to identify transportation demand management (TDM) measures to implement with its project, with the goal of reducing the need for automobile travel. This project represents an opportunity for SJCOG to highlight how transit-oriented planning and development can occur with “greenfield” development when combined with supportive strategies and policies. The City is also requiring both jobs and housing in the project—discussed in more detail in *Section 4. Support Economic Vitality* (page 12).
- Tracy has commissioned a Downtown TOD study to evaluate how the introduction of the Valley Link rail service will impact development opportunities. The plan has identified opportunity sites to incentivize development in proximity to rail access.⁴
- The group of nonprofit developers and advocates/stakeholders shared that a regional TOD site analysis study that SJCOG conducted in 2012 helped identify opportunities in support of regional development and environmental goals. Revisiting and refreshing this TOD opportunity analysis would help target sites for transit-supportive land uses and would also provide an opportunity to coordinate long-term transportation planning and investment with development opportunities.

Successes

Preserving Agricultural Land

One important strategy to enhance the environment in San Joaquin County is preserving prime farmland, which contributes fewer GHG emissions than developed land. Preservation of farmland complements infill development and promotes a more environmentally friendly region. One example was discussed in interviews and is provided below, though other jurisdictions may already be administering similar programs.

- Lodi has been successful in preserving agricultural land by actively participating in a habitat conservation plan, which requires one-for-one agricultural mitigation. When greenfield land is being developed, the property owner is required to participate in agricultural mitigation by identifying land as a set-aside. This strategy is an effective mechanism to ensure the preservation of farmland in conjunction with supporting development and could be replicated among other jurisdictions within the region, where it is not currently implemented.

Lodi has been successful in preserving agricultural land by actively participating in a habitat conservation plan, which requires one-for-one agricultural mitigation. Preservation of farmland complements infill development and promotes a more environmentally friendly region.

Planning for Sustainability

- The County of San Joaquin received grant funding to create a long-term plan for the Boggs Tract community area. They will be undertaking a sustainable transportation plan with the support of the City of Stockton, SJCOG, and Caltrans. This plan will evaluate the transportation and land use of the Boggs

³ The Valley Link project is proposed to provide a rail connection between the eastern extent of the BART system (the Dublin/Pleasanton Station) to Stockton. More information is available at <https://www.valleylinkrail.com/valleylink-project>.

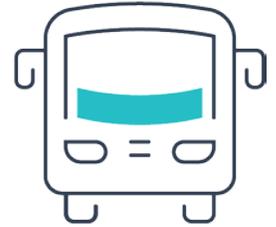
⁴ The Plan is available online at <https://tracydowntowntod.org>.

Tract area and establish a vision for the area to achieve sustainable transportation and land use patterns.

- The River Islands project in Lathrop is working with the City to identify transportation demand management (TDM) measures to implement with its project, with the goal of reducing the need for automobile travel. The cooperation between the City and the developer to promote alternatives to single-automobile use can serve as a model for successful sustainable planning.

1.2 Goal 2: Maximize Mobility & Accessibility

This goal reflects a desire to improve the access to transportation for San Joaquin County residents and employees. *Mobility* describes the ability to travel to required destinations and may be enhanced through investments to transportation infrastructure. *Accessibility* is generally defined as the number of activity sites or destinations within a given travel distance or time and may be enhanced through land use projects (i.e., adding destinations closer to people needing to reach them). RTP/SCS measures for this goal include:



- **Improvements to mobility:** Fewer minutes of delay due to congested roadways;
- **Increased investment in transit:** \$3.57 billion in transit investments
- **BRT routes:** New routes on Eight Mile Road, March Lane, and Arch/Sperry corridor

The implementation approaches and challenges associated with this goal and its measures are discussed below.

Barriers

Coordinating with Regional Transit Planning Efforts

In several interviews, local jurisdictions were aware of regional planning efforts taking place but were unsure of how to coordinate their efforts for desired outcomes. In these circumstances, a lack of early and clear coordination among the relevant parties inhibits the ability to make seamless connections across San Joaquin County and the broader Northern California megaregion to better serve overall mobility and accessibility.

Lack of early and clear communication among jurisdictions and regional/megaregional planning efforts can limit the mobility benefit of important transportation connections.

- Lodi discussed the Amtrak station in its downtown, and a nearby federally funded parking structure that is relatively underutilized in downtown Lodi. Future expansion of the Altamont Corridor Express (ACE) train service is expected to have a Lodi station on the opposite side of Highway 12, outside the urban core and existing transportation infrastructure and supportive land use. Lodi expressed the desire to concentrate transportation facilities in their core to support active transportation, transit use, and economic vitality rather than a greenfield station that will require people to drive to access the station. The City recognized the track alignment limitations for locating the station, but the limited local coordination in the planning of these regional services limits the potential benefit of the connections for supportive transportation and land use connections.
- Ripon is also expected to include a future ACE expansion station. The planned route is in a downtown location, and city officials have not had an opportunity to consider local first-mile/last-mile access to the proposed station. Local considerations around site access threaten to limit the utility of the planned regional connections due to the need for planning and infrastructure upgrades to properly serve transit stations.

Opportunities

Regional Connections

Both new roadways and rail lines offer an opportunity for enhancing mobility both within the County and connecting to nearby destinations.

- Lathrop has identified a regional need for an extension of the Golden State Parkway, running south from Lathrop parallel to Interstate 205, through unincorporated San Joaquin County and into the City of Tracy. The City believes the extension would serve as a congestion relief route and help reduce cut-through traffic from Interstate 205 through Lathrop to Interstate 5 during peak congestion. This project would require interjurisdictional coordination and various levels of environmental clearance as the portions of the project are outside Lathrop city limits. This project, and similar projects on regionally-significant routes, present opportunities for SJCOG to provide support to local jurisdictions in coordinating and planning for regional mobility and accessibility projects.

Alleviating Local Congestion

Some regional travel patterns affect local mobility. Ripon shared that traffic congestion at the Highway 99/Highway 120 interchange can have local spillover effects, with drivers using Ripon streets to avoid the interchange. The City has discussed adjusting local street signal timing to slow speeds through the City and disincentivize cut-through traffic. Other jurisdictions may similarly identify opportunities to enhance local or regional mobility while guarding against spillover effects of regional congestion patterns. Investments in alternative travel modes (bus transit, bicycle or walking infrastructure) can also provide residents with alternatives to driving and help reduce peak congestion impacts.

Successes

Congestion Management

Forward-looking coordinated land use and transportation planning enhances mobility and allows jurisdictions to preventively manage traffic congestion.

- Lathrop implements a traffic mitigation program biannually. Through the program, the City projects traffic impacts two to four years in advance to direct improvements that are implemented with impact fees from developments. The shorter planning horizon ensures a level of certainty in the forecasting compared to longer-term planning horizons. The funds from impact fees are then directed to transportation system improvements. In this way, development “pays for” its additional transportation system needs, and improvements are made in advance of impacts as development occurs.

1.3 Goal 3: Preserve the Efficiency of the Existing Transportation System

This goal reflects a desire to prioritize state-of-good repair efforts for the transportation system. In keeping with other goals that promote a relatively compact urban form with environmental and accessibility benefits, this goal prioritizes maintenance over further expansion of roadways. Goal progress is tracked using the following measures:



- **Acres of land consumed:** Reducing urban footprint compared to “business as usual” future;
- **High Quality Transit Areas/TOD:** Increasing share of jobs and housing well served by transit;
- **Investments on Mainline Highway Systems:** Investing in existing mainline highway systems including carpool lanes on I-5, I-205, and SR 99/120; and,
- **Maintenance and operation improvements for the existing transportation system:** Prioritizing funds (approximately 10%) for preventative maintenance.

1.1.1 Barriers

Aging Infrastructure

Every jurisdiction interviewed highlighted challenges with preserving aging infrastructure and with a systemic gap between projected state-of-good-repair costs and projected revenue. Most jurisdictions highlighted the importance of Measure K as support for the budget shortfalls and the need to look for similar opportunities for additional sources of revenue. Jurisdictions cannot adequately preserve the amount of pavement they own without additional revenue for maintenance.

Measure K has been critical to support projects regionwide. Most jurisdictions identified the need for additional revenue sources to preserve and enhance existing infrastructure.

Successes

Community Facilities Districts

One approach to obtain funding for infrastructure is to ensure landowners are taxed adequately to cover the cost of infrastructure needs and maintenance. A community facilities district (CFD), also known as a Mello-Roos District, forms a special-use district subject to a two-thirds vote of landowners within the district, that taxes itself to pay for infrastructure needs and maintenance.

- Lathrop has used CFDs to ensure funds for roadway maintenance and other needs after approving a specific plan in growth areas of the City. Because the City has a systemic budget shortfall for addressing roadway maintenance, the newer developments with CFDs are the areas with the best-maintained facilities. This “pay-as-you-go” system is a fiscally responsible approach to preserving infrastructure and may be broadly applicable in other areas of new or existing development. However, the success has also presented its own challenge: Lathrop noted that this can present the appearance of inequities of improvements, as areas outside the CFDs see less maintenance or fewer improvement projects.

1.4 Goal 4: Support Economic Vitality

This goal reflects a desire to enhance economic development within the region, recognizing that out-of-region commute patterns represent a key challenge to meeting state climate goals. Regional and local economic vitality helps to support regional self-sufficiency and can have a multiplier effect, further generating more local job opportunities through supportive industries. Progress toward the goal is measured through the following means:



- **Creation of jobs:** Creating an average 3,400 full-time equivalent jobs and \$9.5 billion in annual economic output; and,
- **Supporting goods movement and economic centers:** Infrastructure improvements that support goods movement

Barriers

Difficulty Recruiting Firms

Several jurisdictions and stakeholders conveyed the persistent challenge of growing the local economy. At the same time, many interviewees noted the significant share of residents commuting to the Bay Area for work. As a result, recruiting businesses to the area can be difficult. This challenge constrains the region's ability to maintain a jobs-housing balance and meet the RTP/SCS goals.

Two cities shared examples of infrastructure limitations inhibiting economic growth:

- Manteca has had numerous discussions with firms about relocation or establishing satellite locations in the City, but firms have been resistant due to a lack of local telecommunication capacity.
- Escalon shared a limited capacity to support any additional development, including commercial development. The city needs to clear up new service issues, with constraints for state stormwater mandates and limited staffing available to handle the issue. This prevents the City from actively pursuing new employment and economic activity to the City and region.

Jurisdictions and stakeholders struggle to recruit firms to the region, citing a number of challenges:

- Lack of supportive infrastructure
- Megaregional competition
- Attracting executives to live in the area
- Workforce training and education challenges

Several interviews revealed other difficulties with recruiting firms:

- Lathrop shared that convincing executives and managers to live in the San Joaquin Valley has been one historical difficulty of recruiting firms to the area. The City's River Islands project is an attempt at creating a higher-end development with luxury options in part to address this challenge.
- Business stakeholders shared a history of attempts to recruit satellite firm locations to the region, including a few shared workspace businesses, with no long-term success to date. They also shared the difficulty of promoting the area in this context as part of the "Greater Silicon Valley." These challenges reflect the high level of interregional competition, and a long-term challenge for the County in diversifying economic opportunities. Ripon and Lodi specifically cited competition with other San Joaquin or Stanislaus cities as a hindrance to local economic development.
- Business stakeholders shared that workforce training and education was also a barrier to recruiting firms. The stakeholders highlighted the importance of workforce training opportunities and improved access to education as critical to attracting new job opportunities, especially in the City of Stockton.

Opportunities

Evolution of jobs and economic development

Several stakeholders shared opportunities in economic development related to currently successful industries.

- The business stakeholder group mentioned that with the promotion of the logistics and distribution opportunities in the area, the region should anticipate the mechanization of many jobs and how associated job skills will change. Workforce education will be important as the available jobs change. In some cases, companies like Amazon may have the capacity and inclination to train local employees. This represents growth potential within existing industries. Stakeholders shared that solutions such as providing transit passes for students and/or improving transit service to education and training opportunities could help a broader swath of the County's population "re-skill" for these new opportunities.
- Lodi mentioned the need to support and develop the wine industry and associated tourism. They also discussed the opportunities for supporting bike tourism, including establishing bike routes and events like the Giro D'Vino and Tour delle Vigne that promote both wine and bicycle tourism in and around Lodi. Planning for growth in support of existing industries with a local advantage would lay groundwork for expanded economic opportunities. This effort requires interjurisdictional coordination with San Joaquin County to provide consistent bike facilities and wayfinding between tourist sites.

As the nature of work and types of jobs evolve, the region can capitalize on its competitive advantages and strong existing industries to promote economic development.

Successes

Competitive Advantages

In spite of the aforementioned challenges with recruiting businesses to locate within San Joaquin County, several jurisdictions and stakeholders shared the success of capitalizing on existing industries, based on geographic or climate advantages.

- Lodi shared the success of an economic cluster based on the wine industry. The industry supports tourism and related industries. As noted in the preceding section, this also represents an opportunity for future economic development.
- The business association group shared the success of promoting the region as a logistics hub, with the tag line, "Grow it! Make it! Ship it!" Distribution facilities bring local jobs. The County's location between the Bay Area and prime farmland position it as a natural logistics hub. The business association stakeholder group discussed the expansion of the regional airport as an opportunity to further promote the area as a logistics hub.
- Lodi shared that they have had an influx of industrial development, although they are still looking for a tenant for the former General Mills factory which is currently vacant.

Incentives Programs

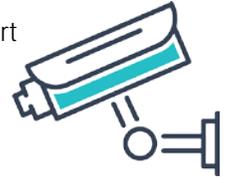
Local incentives programs provide an opportunity to ensure a jobs-housing balance and target commercial development opportunities. They also provide an opportunity to incentivize developers to follow through on commercial portions of mixed-use entitlements.

- Lathrop shared that they have recently added more jobs than housing. For the River Islands projects, the City has implemented a fee program based around a jobs-to-housing ratio of at least 2-to-1. For every home constructed while the project's jobs-to-housing ratio is less than 2-to-1, the developer pays

a \$5,000 fee. This can provide the incentive necessary for developers to encourage commercial development.

1.5 Goal 5: Increase Safety & Security

This goal reflects a desire to promote the safety of the transportation system, ensuring support for safe goods movement and personal travel patterns. For example, some key measures related to this goal include the following:



- **Transportation system management improvement:** Freeway auxiliary lanes, modified interchanges, Improved shoulders, and intersection improvements;
- **Grade separation projects:** Railroad grade separations; and,
- **Intelligent transportation systems:** CCTV, changeable message signs, traffic detection equipment.

Barriers

Coordination with Caltrans

Several jurisdictions shared local priorities related to transportation safety that exist along state-owned facilities, requiring coordination and approval from Caltrans. This extra layer of coordination can stifle progress on local and regional transportation and safety goals.

- Escalon has a history of crashes at the intersection of Brennan Road and Highway 120 and has desired improvements, including a signal and sidewalks, for some time. Partnership with Caltrans for a solution has been unsuccessful. Without additional staff resources or money, they do not have an obvious path forward for this or similar improvements when a Caltrans facility is involved.
- Ripon has a planned bicycle trail along the Stanislaus River that was funded through Measure K. Because of the right-of-way, the project has required coordination with Caltrans and Southern Pacific railroad. Ripon has not yet been successful in advancing the project in light of this coordination and environmental requirements despite the project's benefits.

Many safety projects of regional significance require coordination among jurisdictions or with Caltrans – a challenge to resource-strapped jurisdictions.

Opportunities and Successes

Railroad Grade Separation Projects

Grade separation projects are included as a key RTP/SCS safety project type with regional significance. Several jurisdictions mentioned the importance of grade crossings for safety and economic vitality, and the desire for help from SJCOG with these projects.

- Manteca and Lathrop mentioned the importance of the Roth Road corridor, which connects the two cities. The road forms a key east-west connection for freight and passenger travel to Interstate 5 and includes two at-grade rail crossings within half a mile of each other. Grade separation along this corridor would improve safety relative to the current at-grade crossing and would promote efficient travel for all travel modes. Travel reliability would also be greatly improved with the grade separations.
- Lodi shared that the Harney Lane grade separation project east of city limits was critical for the community, and they consider the project a success for enhancing safety and mobility.

1.6 Goal 6: Improve Public Health

The RTP/SCS seeks to improve public health by supporting alternatives to single-occupancy vehicles in the following ways:

- **Residential density:** Promoting land use patterns (dense residential development and a mix of uses) that support active transportation and placemaking; and,
- **Community enhancements and placemaking:** Transportation infrastructure investment that supports walking, including sidewalks, streetlights, and traffic calming measures; and,
- **Emissions budgets:** Reduce per capita emissions from the 2015 baseline.



To that end, several of the barriers, opportunities, and successes identified with respect to other goals apply to this goal as well, including:

- 1. Enhance the Environment for Existing & Future Generations (page 6)
- 2. Maximize Mobility & Accessibility (page 9)
- 7. Building on Active Transportation (page 16)
- 8. Ensuring Social Equity (page 17)

Opportunities and Successes

Community Engagement

- Our interview with the advocacy stakeholder group highlighted community engagement successes. Public Health Advocates shared the extensive outreach and community engagement that was conducted as part of the Stockton General Plan, particularly in relation to capacity building and identifying community needs. An outcome of that process was an identified need to connect communities to healthy retail options, a clear public health outcome. The model of engagement from the General Plan provides an opportunity for other capacity building efforts locally and regionally.

The community engagement conducted as part of the Stockton General Plan is a model to be replicated, to promote public health and many cross-cutting outcomes in line with SCS goals.

1.7 Goal 7: Building on Active Transportation

This goal reflects a desire to replace a share of driving trips with walking and biking within the region. The desired measure of success is fewer driving trips compared to a “business-as-usual” scenario. As with many other goals, success in this goal is supported and dependent on success in accomplishing other goals, including:



- 1. Enhance the Environment for Existing & Future Generations (page 6)
- 5. Increase Safety & Security (page 14); and,
- 6. Improve Public Health (page 15).

Barriers

Lack of Supportive Infrastructure

In many locations throughout the County, the infrastructure that could support active transportation simply does not exist. In the absence of sidewalks or roadways with bicycle infrastructure, walking or bicycling are not viable alternatives. Supportive infrastructure is an essential first step in promoting active transportation.

Obtaining Funding

Related to the lack of supportive infrastructure is the need to pay to plan and build it. Building this infrastructure requires a planning process that takes staff time and consultants. Most jurisdictions do not have either of these resources (although Stockton and Lodi have recently updated bicycle master plans).

Grant money is critical to support active transportation projects, but resource-strapped jurisdictions struggle to track and win highly competitive grants.

- With planned improvements identified, active transportation projects are still often funded with grant money. Many jurisdictions shared with us the difficulty of obtaining competitive funding through the Active Transportation Program (ATP) or Congestion Management Air Quality Improvement Program (CMAQ) grants. The programs are competitive statewide, and many of the jurisdictions in San Joaquin County lack the staffing to track and apply for these opportunities.

Entrenched Opposition to Active Transportation Projects

Many jurisdictions shared about the opposition they face when trying to implement active transportation projects, often because the project would come at the expense of some other facility already in place.

- Escalon proposed bike lanes but faced community resistance to implementation because of the loss of on-street parking that would have accompanied the project. Without a clear articulation of the benefits of such a trade-off, they are likely to continue to face such opposition.
- The County has proposed bike infrastructure projects as connections in rural areas and typically gets complaints from the Farm Bureau, which is a strong voice in any effort to build consensus. The County has identified a need for support in building consensus around active transportation projects and coordination with the Farm Bureau.

Successes

Leveraging Local Support

In contrast to the opposition cited above, local advocacy stakeholders highlighted that support for active transportation does exist and leveraging their local assistance can support a more successful planning process. Lodi has been working with the local bicycle advocacy organization, Bike Lodi, to prioritize key bike corridors and projects. Bike Lodi also cited previous examples of successful SJCOG staff coordination and support with active transportation education and outreach.

1.8 Goal 8: Ensuring Social Equity

This goal aims to ensure affordability and accessibility within the region. The means for promoting this goal include ensuring an adequate mix of housing options, and quality transit service within communities of concern. This goal tracks with many other goals; particularly, supporting residential density aligns both with this goal and with *Goal 1: Enhance the Environment for Existing & Future Generations*. A compact, dense urban form with proximity to destinations also relaxes the burden for providing quality transit relative to a more sprawling development pattern. Goal progress is tracked with the following measures:



- **Housing mix:** Increase the diversity of housing options; and
- **Transit Accessibility:** Provide improved accessibility to high quality transit for communities of concern.

Barriers

Difficulty of Realizing Multifamily Development

We repeatedly heard of the difficulty of promoting multifamily development, even when it is planned. Without development community pursuing available opportunities, jurisdictions have a difficult time seeing plans and socially equitable outcomes through. There have been some successes (see *Successes* below), but most jurisdictions shared that the multifamily market has trailed what would be desirable to support local and regional goals.

- Lodi and Stockton shared that developers are reluctant to build multifamily housing and instead prefer a less risky route of building single-family housing or other housing that is easy to sell quickly or in advance. Even with planned up-zoning, cities need to find developers willing to pursue these opportunities.
- Escalon shared that, at the behest of its City Council, they are pursuing opportunities for senior housing but have not been able to find a financially-viable project or developer willing to take on the risk for the development of the project.
- Manteca shared that, because of poor management with multifamily residential uses in its downtown area in the past, local opposition to infill multifamily development led to a zoning overlay prohibiting residential uses in the downtown core. This opposition hinders the ability to add a diversity of residential options in areas that would support RTP/SCS social equity goals and is something that the City is currently working toward addressing.
- Ripon has only been successful building single-family units in recent history. In a recent specific plan, the city tried to increase proposed densities but has had trouble finding builders to tackle higher-density projects.

Cities have struggled to recruit developers willing to build multifamily housing--even when multifamily housing is planned and zoned for.

Opportunities

Accessory Dwelling Units

Recent state legislation has made accessory dwelling units (ADUs) legal as of right, requiring jurisdictions to allow them. Although local opinions on this change shared with us in interviews are mixed, the expansion of ADUs could provide an opportunity to increase residential density and promote affordable housing opportunities regionwide.

State Funding Opportunities

The City of Tracy shared that they have received Senate Bill 2 funding to help build affordable housing.⁵ They had hired a planning consultant to begin a Workforce and Affordable Housing Study to identify how best to address affordability in the city.

Successes

Mixed-Use and Affordable Housing Developments

There have been some successes in promoting social equity through development, both in terms of mixed land uses and providing affordable housing with transit access.

- Lodi, a historically “slow-growth” community, built its first apartment complex since 1986 last year, with 156 units. The City donated some of the land and worked with affordable housing developer Eden Housing to develop Reynolds Ranch, a master planned community that includes market-rate housing and affordable senior housing units. The development includes commercial destinations reducing trip demand for shopping.
- Stockton has also worked with affordable housing developers to bring housing options to market for low-income residents. One such example, the Grand View Village, was put together by Visionary Home Builders. The project will provide up to 100 affordable units with a ground-floor supermarket, and residents of the project will be given free transit passes. The project was funded in part through a state Affordable Housing and Sustainable Communities (AHSC) grant.

These examples provide a model of cooperation between cities and the development community to provide socially equitable outcomes.

1.9 General Barrier to Implementation

Staff Limitations

One barrier was mentioned by every jurisdiction we interviewed and pertains to every goal: staff capacity. We repeatedly heard that it is difficult to accomplish all of the SCS goals due to limited staffing.

- Manteca mentioned that it is difficult to fill available staff positions because of the challenge of recruiting licensed engineers to work for the City.
- Lodi shared that they struggle with staffing capacity to track the requirements for grant funding, which can be burdensome.
- Lathrop’s planning and public works departments are having trouble keeping up with the pace of development (particularly industrial development).
- San Joaquin County is challenged with staying abreast of information related to cross-jurisdiction or regional coordination.

Limited staff capacity is a barrier to all jurisdictions, affecting ability to:

- Track grant funding requirements for local improvements
- Manage development applications and coordinating requirements or improvements
- Coordinate with adjacent jurisdictions

⁵ Senate Bill 2, Atkins. Building Homes and Jobs Act. 2017

1.10 Summary of Interview Topics and Goals

Table 2 provides the relationship between the interview themes presented and discussed above and how they relate to the RTP/SCS goals. Given that many topics are broadly applicable across many goals, the table provides connections across goals that may not have been explicitly stated in the preceding discussion of each barrier, opportunity, and success.

Arranging the goals and interview themes thusly provides the following observations:

- Goal 1: Enhance the Environment for Existing & Future Generations includes a relatively high number of successes in implementation, including sustainability planning and programs leveraging local assets.
- Goal 5: Increase Safety & Security was not discussed much relative to other goals and includes many barriers—including **coordination, funding, entrenched opposition, and staff limitations**.
- The most frequently discussed barriers include **staff limitations** (affecting all goals), **obtaining funding, and unsuitable infrastructure**.
- Other recurring barriers discussed include **difficulty recruiting firms and growing the local economy and difficulty realizing and implementing multifamily development**.
- Key successes noted include preserving agricultural land, sustainability planning, congestion management, harnessing competitive advantages, programs (like CFDs or congestion management programs), and leveraging local support.
- Key opportunities discussed include the transition to **VMT as a performance measure, impact fee programs, railroad grade separation projects**, and the advent of **ADUs**. All of these topics present jurisdictions with an opportunity to accelerate progress on RTP/SCS goals and for SJCOG to potentially lend assistance.

Note that, although not depicted in Table 2 some of the goals are in tension with one another. For example, transitioning from LOS to VMT as a performance measure represents a clear opportunity across many goals but may conflict with opportunities to support the economic vitality of the region, given commerce and transportation needs (trucking and long-distance commuting among them). This friction between goals was not highlighted in jurisdiction and stakeholder interviews but does represent a challenge to achieving the SCS's goals.

Table 2: Summary of Interview Barriers, Opportunities, and Successes

Interview Themes	Goals							
	1 Enhance the Environment for Existing & Future Generations	2 Maximize Mobility & Accessibility	3 Preserve the Efficiency of the Existing Transportation System	4 Support Economic Vitality	5 Increase Safety & Security	6 Improve Public Health	7 Building on Active Transportation	8 Ensuring Social Equity
Unsuitable Infrastructure	BARRIERS			BARRIERS		BARRIERS	BARRIERS	BARRIERS
VMT as performance measure	OPPORTUNITY	OPPORTUNITY				OPPORTUNITY	OPPORTUNITY	OPPORTUNITY
Impact fees	OPPORTUNITY	OPPORTUNITY				OPPORTUNITY	OPPORTUNITY	OPPORTUNITY
Transit-oriented development	OPPORTUNITY							
Preserving agricultural land	SUCCESS					SUCCESS		
Planning for sustainability	SUCCESS	SUCCESS	SUCCESS			SUCCESS		SUCCESS
Coordinating with Regional Transit Planning Efforts		BARRIERS	BARRIERS			BARRIERS		
Regional Connections		OPPORTUNITY		OPPORTUNITY				
Alleviating Local Congestion		OPPORTUNITY						
Congestion Management		SUCCESS	SUCCESS	SUCCESS				
Aging Infrastructure		BARRIERS	BARRIERS	BARRIERS				
Community Facilities Districts			SUCCESS	SUCCESS				
Difficulty Recruiting Firms	BARRIERS			BARRIERS				
Evolution of jobs and economic development	OPPORTUNITY			OPPORTUNITY				
Competitive Advantages	SUCCESS			SUCCESS				
Incentives Programs	SUCCESS			SUCCESS				
Coordination with Caltrans		BARRIERS	BARRIERS		BARRIERS		BARRIERS	
Railroad Grade Separation Projects		OPPORTUNITY	OPPORTUNITY		OPPORTUNITY			
Community Engagement						SUCCESS	SUCCESS	SUCCESS
Lack of Supportive Infrastructure						BARRIERS	BARRIERS	
Obtaining Funding	BARRIERS	BARRIERS	BARRIERS		BARRIERS	BARRIERS	BARRIERS	
Entrenched Opposition to Active Transportation	BARRIERS				BARRIERS	BARRIERS	BARRIERS	
Leveraging local support	SUCCESS				SUCCESS	SUCCESS	SUCCESS	SUCCESS
Difficulty of realizing multifamily development	BARRIERS					BARRIERS		BARRIERS
Accessory Dwelling Units	OPPORTUNITY					OPPORTUNITY		OPPORTUNITY
Mixed-Use and Affordable Housing Developments	SUCCESS					SUCCESS		SUCCESS
Staff Limitations	BARRIERS	BARRIERS	BARRIERS	BARRIERS	BARRIERS	BARRIERS	BARRIERS	BARRIERS

BARRIERS
 OPPORTUNITY
 SUCCESS

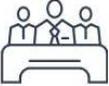
Source: Kittelson & Associates, Inc., 2020.

2. Recommendations for SJCOG

Based on the barriers, opportunities, and successes shared above, we have identified six categories of actions that we recommend SJCOG move forward with to support RTP/SCS implementation. While the needs of constituent jurisdictions vary, these present an opportunity for SJCOG to have a broad impact on ensuring jurisdictions have resources and knowledge to advance the RTP/SCS goals. Table 3 provides an overview of the recommendations. The **bolded** recommendation examples are priority recommendations, which present maximal alignment between SJCOG expertise and key themes that emerged from interviews.

Within discussion of each recommendation, **bolded** terms indicate a connection back to the key interview themes. At the end of this section, a summary table provides the overall linkage between the recommendations and the interview themes (Table 4).

Table 3: Recommended SJCOG Supportive Actions

Recommended Action	Examples
 <p>Educate</p>	<ul style="list-style-type: none"> • Best practices training • Public information sessions • Grant application workshops
 <p>Encourage</p>	<ul style="list-style-type: none"> • Capacity building • Coordination assistance
 <p>Assist</p>	<ul style="list-style-type: none"> • Data clearinghouse
 <p>Fund</p>	<ul style="list-style-type: none"> • Measure K funding • RTIF set-asides • RTP prioritization
 <p>Research</p>	<ul style="list-style-type: none"> • Best practices • Pilot studies • Infrastructure improvements • Electrification
 <p>Plan</p>	<ul style="list-style-type: none"> • Feasibility studies • Regional vision plans • Local mobility studies

Source: Kittelson & Associates, Inc., 2020.

2.1 Educate

SJCOG has the regional perspective and in-house expertise necessary to provide educational support to constituent jurisdictions. We heard several barriers to implementation that could be addressed by training and education. Examples are provided below.



Best Practices Training

SJCOG could share local successes with all jurisdictions to demonstrate replicable approaches to implementing regional goals. Some examples include:

- Lodi's agricultural land mitigation practices;
- Lathrop's community facilities districts approach to funding infrastructure; and,
- Stockton's extensive General Plan outreach and engagement process

In light of state-level changes, SJCOG could also provide best practices training for both the **implementation of VMT** in environmental analysis and for **advancing ADUs** at the local level. Both changes are new to local jurisdictions, and they will likely need regional support in advancing both.

Public Information Sessions

Public workshops, including as part of educational campaigns, would provide SJCOG an opportunity to engage with and educate members of the public with respect to initiatives being advanced regionwide.

- SJCOG could inform and educate on the **benefits of active transportation** and **community engagement** within local communities. This type of session would be beneficial for jurisdictions that have shared barriers related to **local opposition to active transportation**.
- SJCOG could visit local communities to provide education around **sustainable transportation** options available. The Grand View Village affordable housing development in Stockton provides a good example. All residents will receive free transit passes, and SJCOG's TDM Program, dibs, has an agreement to provide educational services to residents about sustainable transportation options.

Grant Application Workshop

A consequence of the **limited staff resources** among jurisdictions is the difficulty of tracking grant funding opportunities, successfully submitting competitive applications, and adhering to the often-stringent requirements. Jurisdictions shared that they would greatly appreciate targeted communications from SJCOG around **grant funding** opportunities. SJCOG could hold a workshop for jurisdictions to increase competitiveness and ensure good projects come forward.

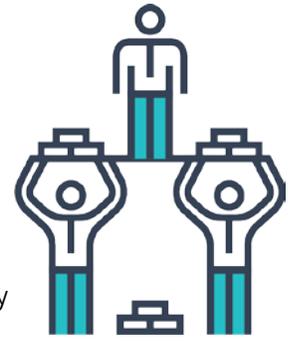
Application to Thematic Issues

Educational support would provide local assistance across a number of thematic issues (see Table 4 on page 29), particularly with respect to **community engagement**.

2.2 Encourage

Capacity Building

Advocacy stakeholders and the City of Stockton shared the relative success of **community engagement** efforts around the City's General Plan update. That engagement and outreach was the result of support from engaging non-profit advocacy organizations with a targeted outreach approach. Many or most jurisdictions do not have budget or resources to organize such an effort. SJCOG could provide resources to help build capacity within agencies and/or strengthen connections to local organizations. Either option could improve the level of community engagement for plans, projects, and programs. This could involve the formation of a regional advocacy or stakeholder advisory commission to help guide regional efforts, or SJCOG staff time to help develop relationships with local stakeholders, inform them of on-going or upcoming projects, and help serve as a connection between local and stakeholder staff.



Coordination Assistance

Many jurisdictions shared the **challenges of coordinating**, either with adjacent jurisdictions or with other governing/regulatory bodies (e.g., Caltrans, Southern Pacific or California Department of Fish & Wildlife (DFW)). Coordination challenges, exacerbated by **limited staffing**, can create a formidable barrier to implementing the RTP/SCS goals. Some examples include:

- Ripon's Measure K-funded bicycle river trail – the proposed alignment touches Caltrans right-of-way and has implications for fish species requiring DFW oversight.
- Lodi's bicycle plan – planned improvements have limited utility when they start and end within the City's relatively confined boundaries and are not **regionally connected**.
- Escalon's desired **safety improvements** along Highway 120 through the City.

In cases like these, if SJCOG could provide expertise and a conduit for coordination, jurisdictions would be able to clear coordination hurdles and may more readily engage with projects in the future. Local agency staff expressed their appreciation for the help that SJCOG already provides with Caltrans but noted additional opportunities for support and **coordination assistance**.

2.3 Technical Assistance

Data Clearinghouse

Jurisdictions often have technical needs arising in various contexts, for which SJCOG could serve as a clearinghouse. Some examples include (but are not limited to):

- **GIS data:** In many planning contexts, local jurisdictions require spatial data for mapping or analysis purposes (e.g., **public engagement** or in support of **grant applications**). SJCOG could provide a regional clearinghouse to store and maintain region-wide datasets to help free local agency staff time for additional purposes.
- **Cost estimates:** SJCOG may provide a clearinghouse for cost estimates (e.g., safety improvements or active transportation infrastructure costs) to support local jurisdictions in their planning processes and ensure appropriate funding requests for project implementation.



2.4 Fund

Jurisdictions shared the many ways in which **limited funding** affects their ability to implement RTP/SCS goals—notably, with respect to **infrastructure cost** and **staff resources**. At the same time, all shared their gratitude for, and the importance of, Measure K funding, to their efforts. Below are two recommendations related to funding.



Regional Transportation Impact Fee (RTIF)

The RTIF is a county-wide capital fee program linked to increased infrastructure costs from development; it is updated every five years subject to the Mitigation Fee Act.⁶ The RTIF is intended to fund **regionally significant projects**. Notably, the program includes a Jobs Balancing Investment Fund (JBIF) that is designated for transportation projects to **attract job-creating firms** to the County. As of the writing of this memorandum, no projects have been successfully funded through JBIF and many jurisdictions were not aware of its existence. SJCOG should work with local jurisdictions to successfully leverage JBIF funds in support of RTP/SCS goals.

RTP Project List

Although jurisdictions had diverging opinions on the appropriate criteria for RTP/SCS funding eligibility, all agree that the project list provides one of the clearest opportunities for SJCOG to articulate its regional transportation priorities. SJCOG could reevaluate its project criteria to align project prioritization more strongly with the RTP/SCS goals. Along with some of the *Educate* or the *Technical Assistance* recommendations, SJCOG could use project funding “carrots” to support project implementation that is in line with the RTP/SCS.

⁶ More information on the RTIF is available at <https://www.sjco.org/118/Regional-Transportation-Impact-Fee-RTIF>

2.5 Research

SJCOG can also support the implementation of new technologies or programs that would advance RTP/SCS goals but have not yet been implemented in the County. This recommendation is a corollary to the *Educate* recommendations above; rather than sharing existing best practices, SJCOG can help bring burgeoning technologies or practices to reality within the region by sharing best practices and helping pilot implementation of new approaches or technologies.



Best Practices Research

As mentioned above, local jurisdictions are facing uncertainty with both the **transition from LOS to VMT** for environmental analysis, and with updating local zoning code and **conditions of approval for ADUs**. Both of these changes are necessary in response to state-level legislation. SJCOG could advance local practice, and shape implementation, with research into statewide (or national) implementation best practices. Local agencies and stakeholders also highlighted the unknowns associated with changing vehicle technologies and the potential transition to connected and autonomous vehicles.

Pilot Studies

Ideas were discussed in our interviews that would provide new opportunities to support RTP/SCS goals. SJCOG could assist jurisdictions already thinking about such implementation and spread the ideas throughout the region through pilot studies. Some examples include:

- **Electric bus fleets:** RTD discussed ambitions for an electric bus fleet in support of environmental goals.
- **Fiber optic infrastructure:** Manteca mentioned a desire for fiber optic infrastructure, which would provide the opportunity for coordinated signal systems and business-supportive infrastructure.
- **Infrastructure needs:** The challenge related to **unsuitable infrastructure** shared by Stockton and other jurisdictions begs the need for a solution that SJCOG could provide through research.

Examples of ongoing research conducted include SJCOG's upcoming gentrification and transportation innovations studies.

2.6 Plan

SJCOG can support the region by updating older regional plans and/or supporting or conducting plans that jurisdictions do not have the resources to complete themselves. Some examples include:

Feasibility Studies

Feasibility studies, like the 2012 TOD feasibility study mentioned previously, would provide clear indication of priorities and alleviate upfront planning work that jurisdictions could build from in support of RTP/SCS goals.



Regional Vision Plans

Most jurisdictions within the County do not have up-to-date bicycle or pedestrian master plans. SJCOG's joint regional bicycle, pedestrian, and safe routes to school master plan was adopted in 2012. An update to that plan would provide an opportunity for cross-jurisdictional, regionally significant priorities and projects to emerge around a unified regional vision of **active transportation**. SJCOG could also use the plan as an opportunity to assess existing conditions or conduct countywide evaluations (e.g., bicyclist level of traffic stress evaluation or safety evaluation) in the absence of local jurisdiction assessments. Beyond active transportation, additional regional vision plans (e.g., regional transit or transportation safety vision planning, or regional economic development) could also help to establish regional priorities and serve as templates for more localized planning and implementation.

Local Studies

SJCOG can also conduct demonstration plans, as it is currently performing with the South Stockton Promise Zone Mobility Study conducted as a separate phase of this project. These plans provide an opportunity to demonstrate how to apply RTP/SCS goals locally. Several local jurisdictions expressed support for having SJCOG support them in local planning studies to help move their planning and implementation processes forward.

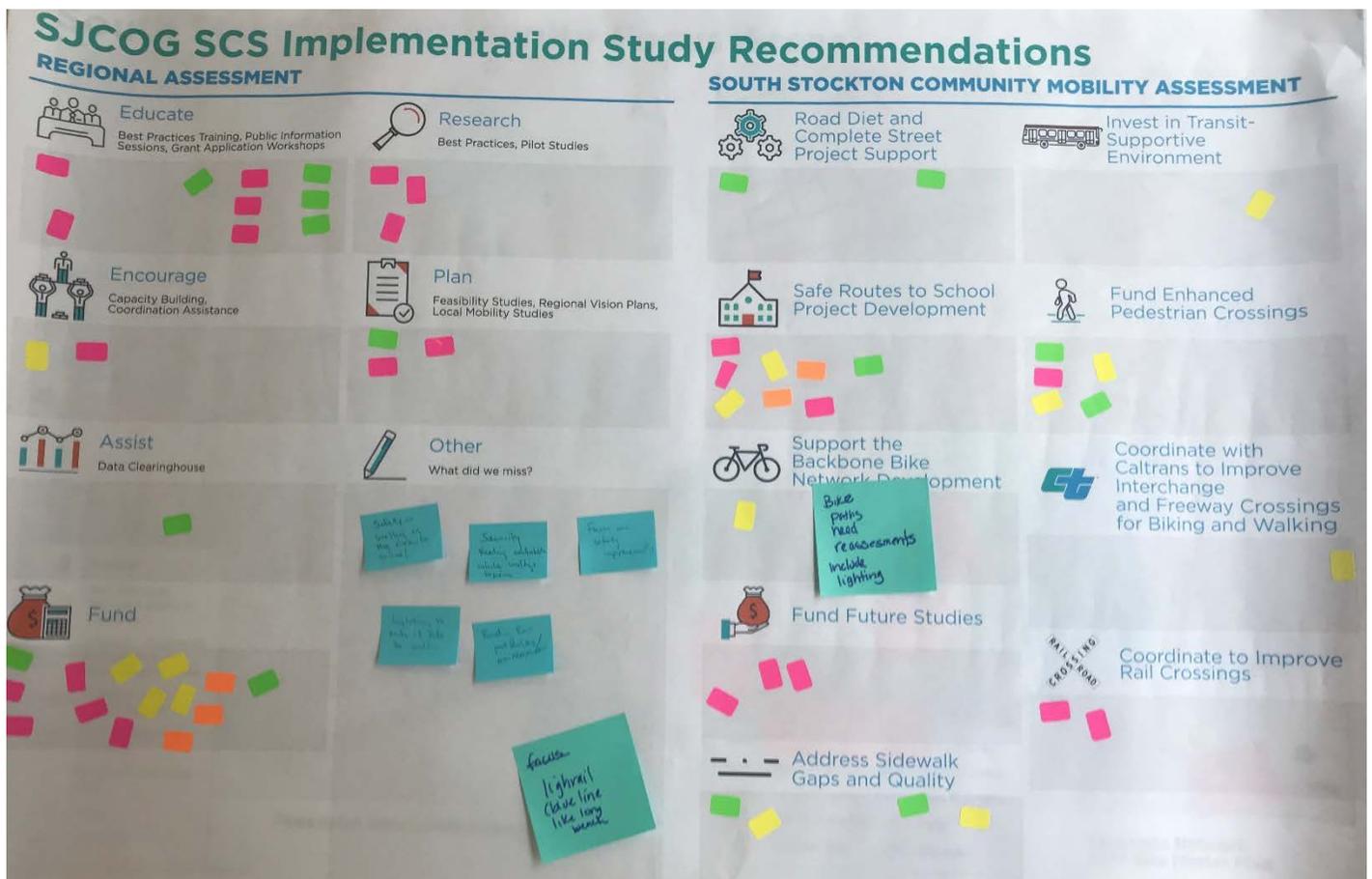
2.7 Outreach and Input

The recommendations presented in sections 2.1 through 2.6 provide an extensive list of possible actions for SJCOG. To help prioritize recommendations, the key themes and proposed recommendations list were shared with local stakeholders. This outreach included two presentations with listening sessions—one each to the following groups:

- 01 **Public Health Advocates**, a nonprofit working to improve healthy outcomes in San Joaquin County.
- 02 **San Joaquin Healthy Neighborhoods Collaborative**, a cross-cutting organization committed to building healthier, equitable, sustainable neighborhoods through land use and transportation planning.

At both sessions, the findings and recommendations were presented with a significant amount of time devoted to discussion and feedback; Figure 1 shows the level and nature of feedback recorded during one of the listening sessions. The recommendations put forth in these sessions informed the prioritization of recommendations.

Figure 1: Recommendations Feedback Recorded from Assessment Outreach



Source: Kittelson & Associates, Inc., 2020.

2.8 Summary of Recommendations

Table 4 provides a list of all recommendations included in this memorandum, along with the interview themes for which they would provide direct support.

Based on the alignment among recommendations, interview themes, and community feedback, the following actions present considerable promise to address critical challenges or opportunities:

- **Funding, including RTP prioritization.** SJCOG cannot easily create more funding opportunities, but a reevaluation of the project criteria associated with RTP funding would send a clear signal to jurisdictions on regional priorities. Accompanying education (see third bullet point) would help jurisdictions successfully promote such opportunities.
- **Best Practices Research.** SJCOG-led best practices research could help local jurisdictions with a number of the challenges they face; one prime example is how best to usher in local zoning code and conditions of approval reforms to support ADUs. Sharing knowledge and practices would significantly support many of the RTP/SCS goals and help jurisdictions overcome funding and staff resource challenges.
- **Education, including grant application workshops and assistance.** Again, the staff resource limitations present a cross-cutting challenge affecting local and regional progress on every RTP/SCS goal. SJCOG has demonstrated an ability to share knowledge and technical assistance and is well positioned to help jurisdictions plan, fund, and implement projects and programs.
- **Encouragement, including coordination assistance.** A number of challenges were cited that relate to coordination—with Caltrans, Union Pacific, permitting agencies, and other jurisdictions. Added to that, a key theme of the feedback from the listening sessions included the strong desire for coordination assistance. As with education, SJCOG is well positioned and has experience providing such assistance; future assistance will directly support RTP/SCS goals.

Table 4: Summary of Recommendations

Interview Themes	Educate			Encourage		Technical Assistance	Fund		Research		Plan			Total
	Best Practices Training	Public Information Sessions	Grant Application Workshop	Coordination Assistance	Capacity Building	Data Clearinghouse	RTP Project List	Regional Transportation Impact Fee	Pilot Studies	Best Practices Research	Local Studies	Regional Vision Plans	Feasibility Studies	
Unsuitable Infrastructure								X						1
VMT as performance measure						X				X			X	3
Impact fees										X				1
Transit-oriented development		X					X		X	X	X			5
Preserving agricultural land	X									X			X	3
Planning for sustainability						X	X			X	X	X	X	6
Coordinating with Regional Transit Planning Efforts						X	X							2
Regional Connections							X							1
Alleviating Local Congestion							X			X				2
Congestion Management							X				X			2
Aging Infrastructure											X			1
Community Facilities Districts	X									X			X	3
Difficulty Recruiting Firms								X	X					2
Evolution of jobs and economic development								X	X					2
Competitive Advantages								X						1
Incentives Programs	X									X			X	3
Coordination with Caltrans				X										1
Railroad Grade Separation Projects			X	X			X				X	X		5
Community Engagement	X	X			X					X				4
Lack of Supportive Infrastructure			X				X		X		X			4
Obtaining Funding			X			X	X				X			4
Entrenched Opposition to Active Transportation		X			X		X					X	X	5
Leveraging local support					X		X					X	X	4
Difficulty of realizing multifamily development														
Accessory Dwelling Units										X		X		2
Mixed-Use and Affordable Housing Developments								X			X	X	X	4
Staff Limitations	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Total	4	4	4	3	4	5	12	6	5	11	9	7	9	

Source: Kittelson & Associates, Inc., 2020.

South Stockton Mobility Pilot Study

The South Stockton Mobility Pilot Study (pilot study) was conducted by Kittelson in collaboration with SJCOG and participation from the City of Stockton and local community stakeholders. The pilot study was undertaken to understand opportunities and barriers to implementing the goals of the RTP/SCS a local scale. The mobility needs evaluation considered the community's access to daily needs and concerns through a review of existing conditions within the community as well as public and stakeholder outreach meetings. The South Stockton Promise Zone was identified as the study area and is recognized as one of the region's most disadvantaged communities. The South Stockton Promise Zone initiative was developed by a coalition of government agencies, non-profits, foundations, and churches to improve the quality of life in South Stockton and bring in new resources and investments to the community.

The South Stockton study area used for the pilot study follows the boundary established by the South Stockton Promise Zone, shown in Exhibit 1. The community area is bounded by Harding Avenue to the north, Highway 99 to the east, Arch Airport Road to the south, and Interstate 5 (I-5) / State Route 4 (SR 4) / Center Street to the west. While the majority of this area lies within the City of Stockton, portions of the study area lie within the County of San Joaquin's jurisdiction, including the unincorporated communities of Kennedy and Taft Mosswood.

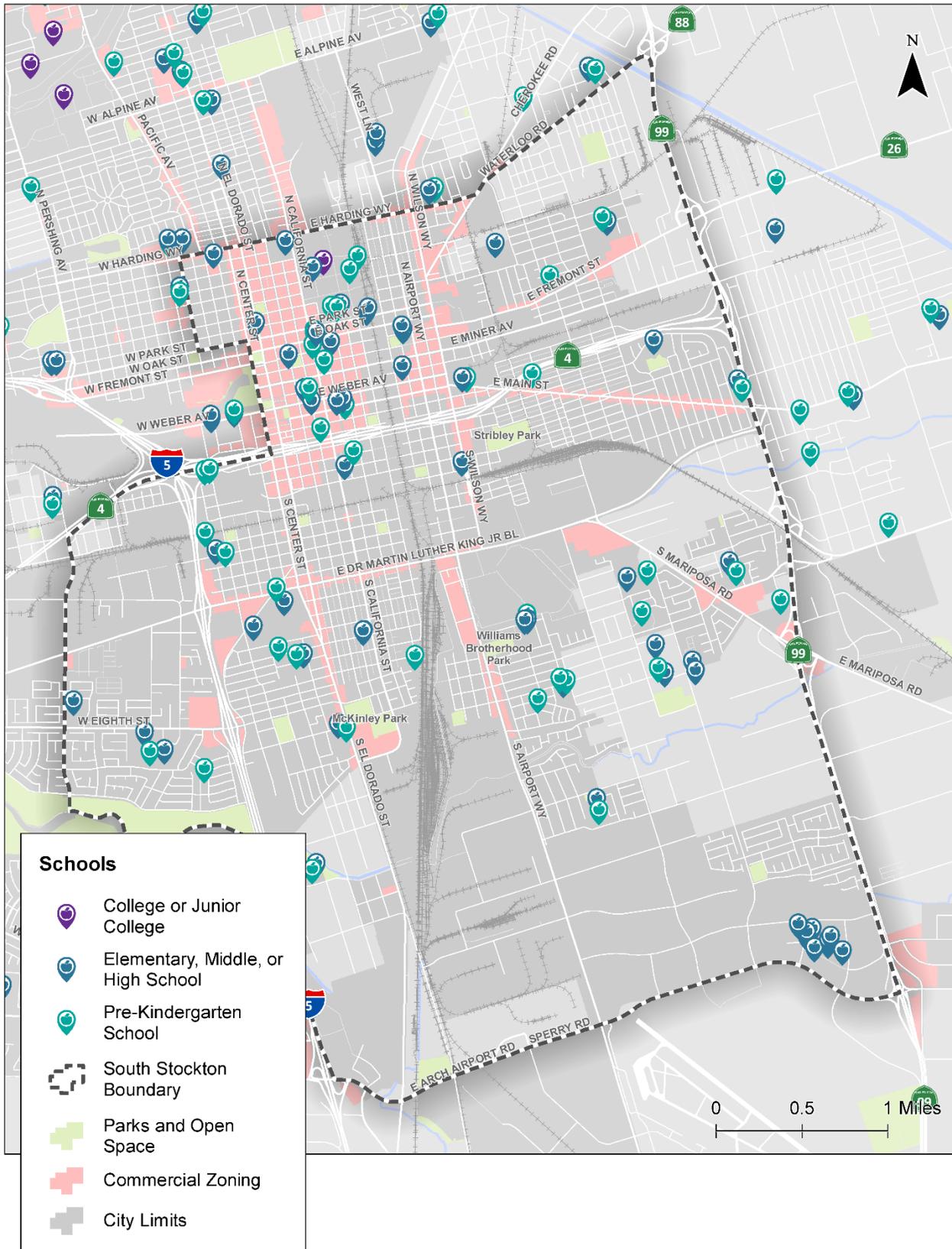
The pilot study seeks to identify opportunities to improve the mobility and quality of life of residents in South Stockton. The study focuses on the transportation needs of people walking, rolling, biking, driving, and taking transit within the study area. This pilot study identifies challenges and opportunities for improving mobility, accessibility, and safety for South Stockton residents, including ways that SJCOG can assist the City of Stockton and local stakeholders in promoting sustainable mobility within the community.

The findings from the pilot study are summarized below and in the following subsections:

- 01 Existing Conditions:** This subsection summarizes existing mobility and sociodemographic conditions within the study area.
- 02 Outreach:** The outreach subsection briefly highlights the outreach efforts through community engagement and stakeholder meetings conducted in support of the pilot study.
- 03 Mobility Challenges:** This subsection identifies the opportunities and challenges to improving mobility for people walking, biking, and using transit in South Stockton.
- 04 Recommendations:** This subsection briefly summarizes recommendations for SJCOG to help improve sustainable mobility in South Stockton in the near-term, mid-term, and long-term.

The full South Stockton Community Mobility Assessment report can be found in Appendix 3.

Exhibit 1: South Stockton Community Boundary



Source: City of Stockton, SJCOG, and Kittelson & Associates, Inc., 2019.

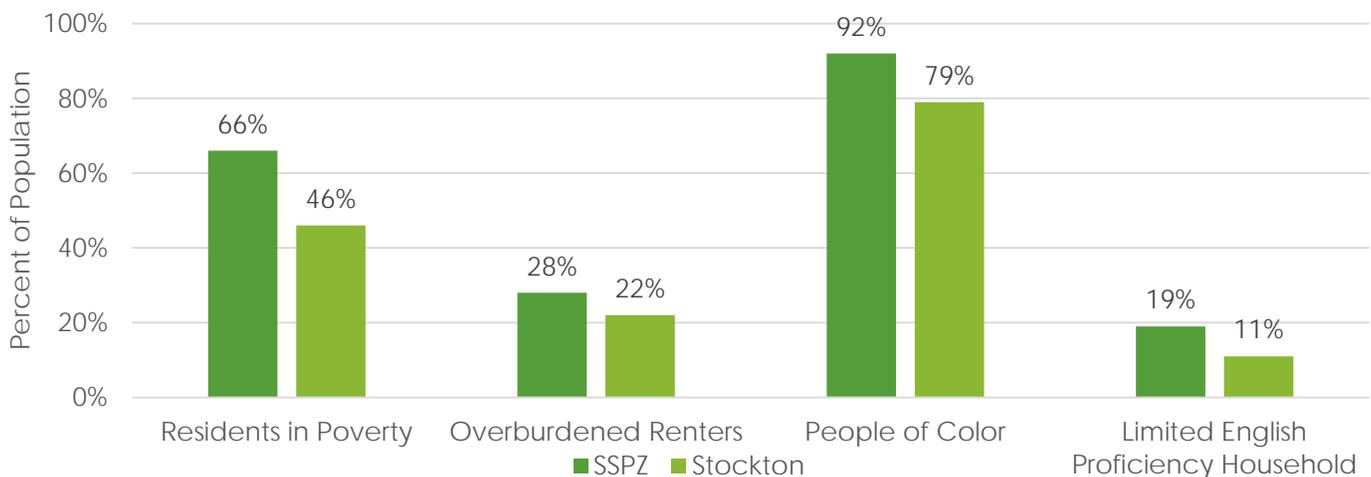
1. Existing Conditions

As part of the pilot study, existing conditions within the South Stockton community were reviewed to identify barriers and opportunities for mobility improvements as well as help understand factors that may influence walking, biking, or taking transit within the community. This review included analysis of sociodemographic statistics, planning efforts, and existing facilities. This analysis was supplemented with field visits within the community as well as the outreach summarized below. This background data helped frame the mobility challenges and recommendations developed for the South Stockton Community Mobility Assessment. The existing conditions analysis is summarized below to provide context for the mobility challenges and recommendations identified as part of the assessment.

1.1 Demographics

As of 2017, there were approximately 75,680 residents and 21,968 households in South Stockton, representing approximately 25 percent of the City of Stockton's population. Residents living in South Stockton are generally lower-income and more likely to be burdened by housing costs relative to the Stockton population as a whole. Figure 2 presents select comparisons between the study area and the overall City population.

Figure 2: South Stockton Resident Characteristics (2013-2017)^{7,8,9}



Source: US Census Bureau, American Community Survey 2013-2017 five-year estimates, 2019.

Almost two thirds (66%) of South Stockton residents experience some level of poverty, and 28% of households are occupied by renters who are burdened by housing costs.^{7,8} Residents of South Stockton are also more likely than the city's population as a whole to be a person of color or come from a limited English speaking household.⁹ Each of these factors are considered as part of SJCOG's environmental justice considerations when making project investment decisions. These statistics are indicators of community members who may disproportionately face mobility challenges: for example, struggling to navigate transit schedules in English or the inability to afford a motor vehicle.

⁷ Poverty is defined here as households below 200% of the Federal Poverty Line. As of 2019, the Federal Poverty Line for a household of four is \$25,750. More information is available online at <https://aspe.hhs.gov/2019-poverty-guidelines>.

⁸ Rent burdened is defined as a household paying at least 40 percent of monthly income toward rental costs.

⁹ People of color is defined here as all races and ethnicities other than Non-Hispanic White.

1.2 Activity Centers

Exhibit 1 also identifies the location of commercial areas, schools, parks, and open space within South Stockton. These land uses represent local activity centers and destinations that South Stockton community members access on a regular basis. The commercial areas in the community are concentrated in Downtown Stockton and along several corridors indicated in light red. The primary commercial corridors include:

- Downtown Stockton
- Doctor Martin Luther King, Jr. (MLK Jr) Boulevard between El Dorado Street and S Airport Way
- El Dorado Street between MLK Jr Boulevard and California Street
- S Airport Way between MLK Jr Boulevard and E 12th Street
- E Main Street between SR 4 and N Wilson Way
- N Wilson Way between E Harding Way and MLK Jr Boulevard

Schools are generally dispersed throughout the community, with a number of elementary and middle schools located within residential areas. Outside of the residential areas, there is a concentration of high schools within the Downtown area and a smaller cluster in the far southeast of the community near the Stockton Metropolitan Airport. Edison High School, at the intersection of MLK Jr Boulevard and South Center Street, is the public high school for South Stockton.

Neighborhood parks are also located in residential areas often adjacent to public schools. The parks in South Stockton are generally small, neighborhood parks. Stribley Park, McKinley Park, and Williams Brother Park are the larger neighborhood parks in the community, with several smaller parks in neighborhood areas.

1.3 Existing Plans

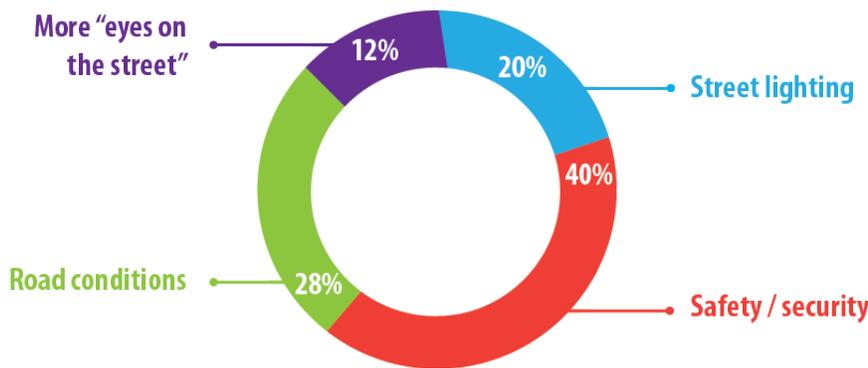
A number of existing plans have also identified issues and opportunities within the South Stockton community. These plans are briefly summarized below:

- 01 City of Stockton General Plan (2018):** The General Plan does not make specific place-based recommendations for South Stockton, but does contain policies that form a relevant supportive framework for mobility enhancements in South Stockton including safe and efficient mobility for all modes, encouraging active transportation, avoiding roadway widenings, and enhancing access to rail service.
- 02 City of Stockton Bicycle Master Plan (2017):** The plan used historical crash data, an assessment of existing facilities, and public input to develop a vision bicycle network consisting of a mix of bikeway types including a Backbone Network of low-stress bikeways that extends through South Stockton.
- 03 City of Stockton Greater Downtown Active Transportation Plan (GDATP) (ongoing):** Stockton is currently developing the GDATP, which builds off of the 2018 General Plan and the 2017 Bicycle Master Plan to make recommendations for prioritized bicycle and pedestrian projects in Downtown Stockton. The plan's study area extends south to MLK Jr Boulevard and overlaps with the pilot study.
- 04 San Joaquin County Public Health Services Safe Routes to School Assessments:** Nine Safe Routes to School (SRTS) assessments were conducted for schools in South Stockton. Each SRTS assessment reported feedback from the school community regarding mobility issues in and around the school. The issues identified provide an understanding of mobility challenges at these schools, which are likely similar at many other school locations in the community.

2. Outreach

Kittelson and AIM Consulting held a pop-up workshop on June 8, 2019, to engage community members in the South Stockton area at a local family-friendly event, the STAND Wellness Fair and 5k Color Run. The pop-up workshop provided an opportunity to engage community members in discussions about their experiences traveling around South Stockton, including the modes of transportation they use and the mobility challenges they perceive. Community members were encouraged to provide input through one-on-one discussions with project team members and sharing their written perspective on interactive board displays. These findings are summarized below. Figure 3 shows the break-down of the main areas of concern for community members.

Figure 3: Community members' main concerns for existing infrastructure.



Source: AIM Consulting, 2019.

- **Personal Security and Safety:** Community members shared their concerns about their personal safety and security in the South Stockton community. Input related to personal security and safety is briefly summarized below.
 - About 40 percent of participants responded with concerns about safety and security, primarily when walking or biking.
 - Approximately 28 percent of participants responded with concerns about road conditions, including issues with trash in the street, potholes, and broken signs.
- **Travel Modes:** Community members shared their most frequent means of travel to, from, and within South Stockton. A summary of that feedback is provided below:
 - Forty-six percent of respondents shared that they drive alone every day. Forty percent of respondents walk to locations two to three times a week, and another 28 percent walk daily.
 - The majority of respondents indicated that they frequently travel within South Stockton (28 of 40) and/or to schools within and near the area (22 of 40).

Based on community feedback and an assessment of existing conditions data, Kittelson also conducted a walking audit along Center Street, MLK Jr Boulevard, and El Dorado Street near Edison High School to identify challenges and barriers to mobility and accessibility. Key barriers are discussed below and are supplemented with findings from data analysis, a review of planning documents and additional field review. Finally, SJCOG also reached out to Public Health Advocates and San Joaquin Healthy Neighborhoods Collaborative to get input on priorities for improving sustainable mobility in South Stockton.

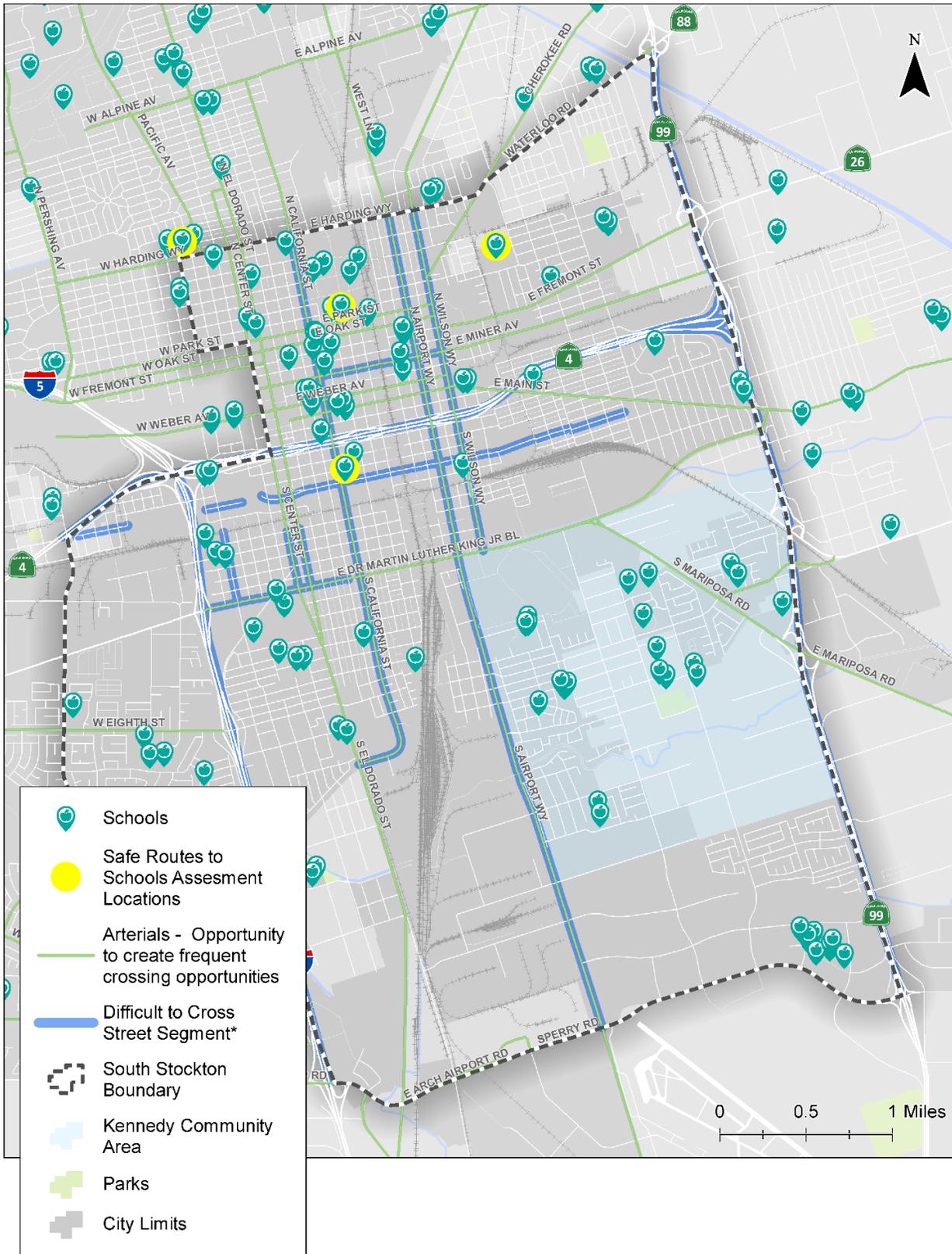
3. Mobility Challenges

Based on the sources and activities described above, sustainable mobility issues were identified for the South Stockton community area. These issues have been broadly defined in the following categories:

- 01 Pedestrian Infrastructure:** Appropriate infrastructure is essential to support walking as a viable mode of transportation. With a supportive walking environment, people may choose to walk rather than to drive, and those who do walk will be able to reach their destinations safely. In much of South Stockton, the existing infrastructure is not conducive to support walking; as a result, residents may be discouraged from doing so for any purpose. However, many people still do walk to destinations or to transit connections as indicated in the Existing Conditions section, and those who do walk have safety, security, and environmental concerns as expressed in the community outreach input. Exhibit 2 highlights the identified pedestrian focus areas for the study area that are briefly described below.
- a. **Sidewalks:** Many areas within South Stockton lack sidewalks. In many cases where sidewalks are present, obstructions or narrow walkways reduce the ability to comfortably use the sidewalk, especially for people rolling in a wheelchair or using other assistive devices.
 - b. **Crossings:** In order to promote connectivity and prevent out-of-direction travel, people walking need frequent and safe opportunities to cross the street. Collector and arterial roadways connecting local streets and neighborhoods within South Stockton provide access to key destinations but lack frequent and safe opportunities to cross. Many arterials have long block lengths, long crossing distances (wide roadways), and few or no midblock crossing opportunities.
 - c. **Placemaking:** A focus on placemaking can create certain environmental characteristics that make walking a more pleasant option. These characteristics and infrastructure elements can encourage the mode as a viable alternative to driving and can promote the use of transit as well, including walking to and waiting at bus stops. Some elements that contribute to a pleasant walking environment, include adequate sidewalk width and quality, buffer zones between the sidewalk and adjacent traffic, street trees, adequate and accessible transit infrastructure, and pedestrian-scale lighting.
- 02 Connectivity:** Some barriers to pedestrian connectivity have already been described above, including a lack of crossing facilities. Urban form that promotes large roadways, intersections, and interchanges can further degrade pedestrian connectivity. Within South Stockton, there are two significant infrastructure barriers to walking and biking connectivity: rail right-of-way and freeway structures.
- a. **Rail Lines:** Rail creates a significant barrier to walking by reducing crossing opportunities and, as a result, creating a barrier between neighborhoods that may be a short distance apart. This is further complicated given that rail lines and right-of-way are owned and operated by private rail companies and are outside local jurisdiction's purview. As a result, even though a community may desire an additional connection point across the rail line, these new crossings must be negotiated with private rail companies.
 - b. **Freeways:** Freeways traversing and bounding South Stockton also create barriers, as illustrated in Exhibit 3. The impact varies along different community borders. State Route 4, Interstate 5, and State Route 99 are physical barriers to the neighborhoods on either side of each facility. Where connections are provided underneath or over these facilities, they are generally unpleasant walking or biking routes or present safety challenges.

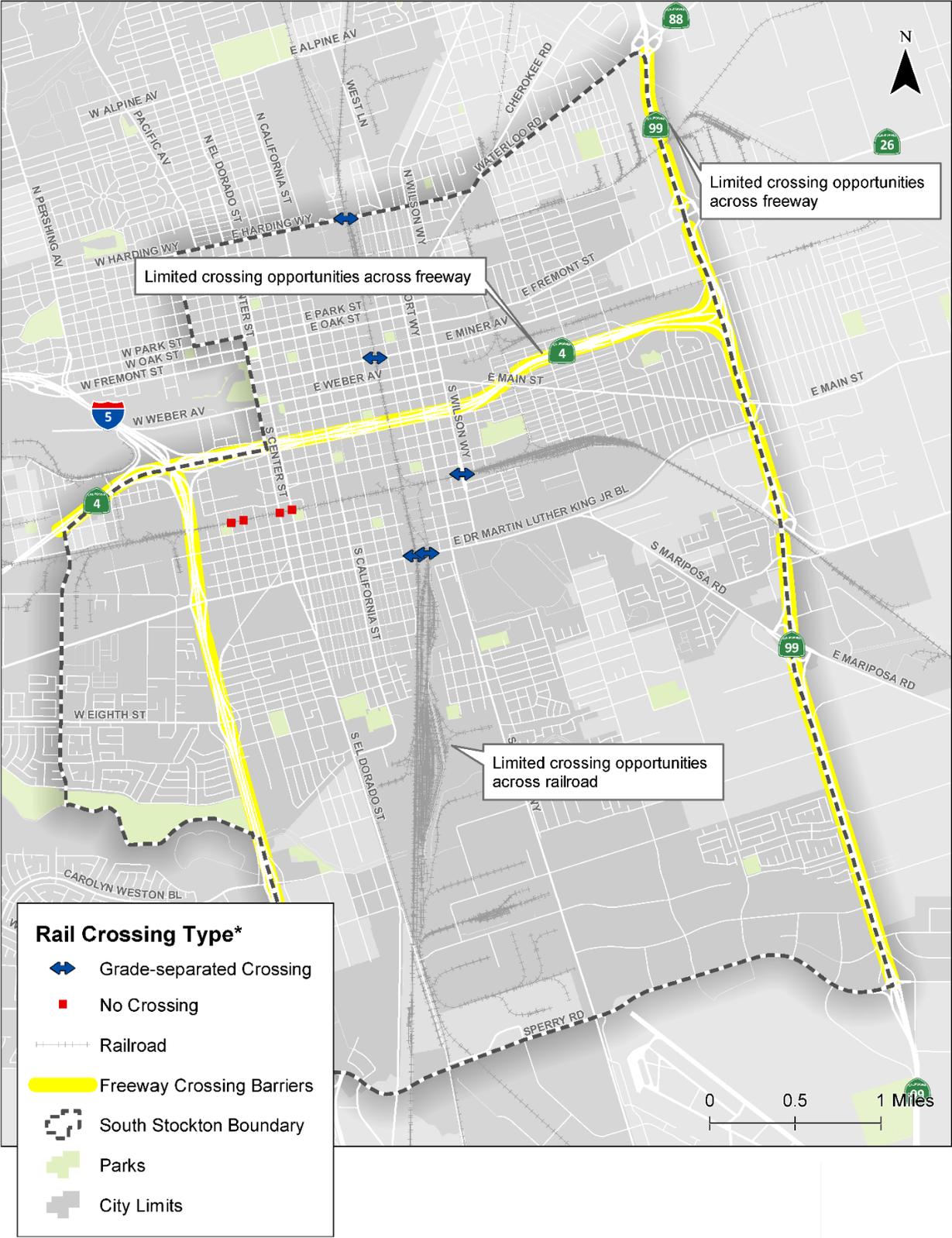
- 03 Safety:** Between January 1, 2013 and December 21, 2017, there were 1,093 reported crashes (219 per year) that resulted in an injury or death in South Stockton. Of these, 112 were recorded as fatal or severe injury (i.e., broken bones, or unconscious when taken from the scene of the crash) crashes. Sixty-eight percent (68%) of the fatal and severe injury crashes involved a pedestrian or bicyclist, vulnerable road users whose trips are typically shorter and locally oriented. The community outreach and review of crash history identified three core areas for improving safety for people walking and biking in South Stockton:
- a. **Intersections:** Intersections present a high number of conflict points (i.e., locations where travel paths conflict) for all users relative to roadway segments. For bicyclists and pedestrians crossing at an intersection, the exposure to several converging traffic streams presents crash risk. Large intersection footprints, limited sight distance and visibility for users, skewed approaches, and frequent driveways at or near intersections were noted at various locations throughout the study area.
 - b. **Interchanges:** Freeway interchanges and their ramp terminal intersections present barriers to walking and biking from a placemaking perspective and higher-speed conflict points for people walking and biking. Interchanges may include an extra approach leg to accommodate a freeway on- or off-ramp, and they accommodate motor vehicles either accelerating to, or decelerating from, freeway speeds. Interchanges pose jurisdictional challenges, as well: the ramp terminal intersection footprint is typically owned by Caltrans so any modifications must be done in coordination with the agency.
 - c. **Security:** In addition to transportation safety, personal security was also identified as the number one issue for people walking in the community during the community outreach events. People were less likely to walk, bike, or wait for transit in the community due to concerns for their personal safety due to violent crime. Ensuring that pedestrians feel secure walking to and from key destinations in the SSPZ is a challenge that requires more than just improved infrastructure. At the same time, infrastructure that is supportive of personal security provides co-benefits for walking comfort and safety. These infrastructure investments could include lighting and improving visibility at night.

Exhibit 2: Pedestrian Infrastructure Focus Areas



*As identified in the Draft Greater Downtown Active Transportation Plan
 Source: City of Stockton, Kittelson & Associates, Inc., 2019.

Exhibit 3: Rail and Freeway Barriers in South Stockton



Source: Kittelson & Associates, Inc., 2019.

4. Recommendations

This section presents near-term and long-term opportunities identified for SJCOG to support improved mobility for the South Stockton community. These opportunities were identified based on the issues above, conversations with SJCOG and local jurisdiction staff, available data and studies, and the community outreach and field visits to the community. While these opportunities are based on the completed work described in the *South Stockton Community Mobility Assessment* (see Appendix 3), it should be recognized that SJCOG must consider and balance a range of other factors when making programming decisions. These opportunities have been identified to help develop a roadmap for SJCOG to help support local implementation of mobility improvements and supporting programs and/or policies.

The opportunities below are based on their implementation timeframe below:

- 01 Implementable Short-Term Solutions:** These opportunities represent spot locations or “ready-to-go” implementable potential solutions that address mobility issues within South Stockton.
- a. **Road Diet and Complete Streets Projects:** SJCOG can work with Stockton to identify and fund evaluations of roadways that are currently overbuilt for current and future traffic volumes. Road diets/right-sizing these facilities would help encourage active transportation while also slowing vehicle traffic speeds. SJCOG could help the City of Stockton implement these priority projects by providing technical assistance to help and/or encouraging the City to seek funding.
 - b. **Safe Routes to School Implementation:** SJCOG could help fund feasibility studies for SR2S-related projects (walking or biking improvements within a half-mile of a school that serve school walking or biking routes). This could also take the form of identifying a funding source for SR2S projects or helping with coordination between local communities and school districts for improvements. SJCOG may also consider education and encouragement programs with local partners to encourage walking and biking to school within South Stockton.
 - c. **Backbone Bike Network Implementation:** The City of Stockton has identified and prioritized the implementation of a “Backbone Network” of bike facilities in the 2017 Bicycle Master Plan and the County of San Joaquin is currently updating their bicycle master plan. In locations where projects (rather than studies) have been identified, efforts should be made to prioritize those projects that help to fill the gap and address bicyclist safety and connectivity.
 - d. **Planning Studies:** There are a number of opportunities where SJCOG can support the City of Stockton and San Joaquin County in implementing planning studies to further develop the mobility needs and improvements within the South Stockton community. Examples of potential future planning studies include road diet feasibility studies, two-way street conversion evaluations, placemaking/urban design/streetscape studies, safety planning, and additional data collection efforts including identifying opportunities for sidewalk infill, ADA improvements, and pedestrian crossing enhancements.
- 02 Systemic Issues:** These represent opportunities to address issues that are prevalent throughout the study area. These opportunities cannot be addressed at a single location or corridor and may not be able to be addressed in a short time horizon.
- a. **Addressing sidewalk gaps:** The sidewalk quality and completeness within the South Stockton community is highly varied with some areas having recent sidewalk installation or enhancements while other areas have deteriorating sidewalk or were developed without sidewalks, limiting the

ability to safely and comfortably walk within areas of the community. SJCOG can help the City of Stockton and San Joaquin County evaluate and prioritize sidewalk infill areas.

- b. **Transit-supportive environment:** The San Joaquin Regional Transit District (SJRTD) has been implementing bus rapid transit (BRT) routes along major transit corridors. These routes include increased service frequency as well as supportive improvements at each BRT stop to create a comfortable and accessible waiting area for transit riders. SJCOG could explore opportunities to expand the number of transit locations with a supportive environment to comfortably wait and improve access to the transit stops in coordination with SJRTD and local jurisdictions.
- c. **Enhanced pedestrian crossings:** A third systemic opportunity for enhancements includes the enhancement of existing uncontrolled and controlled marked crosswalks throughout the South Stockton community. This effort would also likely include the identification of new desired crossing locations where existing crosswalks are widely spaced and additional crossings would help improve pedestrian safety and mobility.

As part of the South Stockton Community Mobility Assessment, SJCOG and Kittelson were able to develop a series of conceptual pedestrian crossing improvements throughout the South Stockton community for the City of Stockton. These locations were identified to address pedestrian crash history throughout the study area on higher-speed, multilane roadways that frequently present barriers to pedestrians' mobility. This initial project development is documented in the appendices of the South Stockton Community Mobility Assessment.

03 Longer-Term Opportunities: These are opportunities that may be specific in location or type, but would require a longer horizon because of the cost, necessary coordination, or the need for a feedback loop to implement.

- a. **Coordinate with Caltrans on Interchanges and Freeway Crossings:** Interchanges and freeway crossings represent challenges for people walking or biking and discourage multimodal connections between community areas separated by a freeway. SJCOG can help coordinate between local jurisdictions and with Caltrans to improve existing crossings or to provide new crossings for people walking and biking.
- b. **Rail Crossing Improvements:** Similarly, rail crossings also represent a major barrier to walking and biking in South Stockton. New shared-use over- or under-crossings may be considered to provide additional connections between neighborhoods. The Stockton Diamond Grade Separation project is an example of a recent effort to fund improvements for train and multimodal accessibility by grade separating the BSNF and UPRR rail intersection in the South Stockton community.

Conclusion

The issues and opportunities identified within the Regional Assessment and South Stockton Mobility Pilot Study Community Mobility Assessment can serve as a near-term and long-term roadmap for SJCOG to work with the City of Stockton, County of San Joaquin, and stakeholders to implement the RTP/SCS goals.

The Regional Assessment presents a roadmap of recommendations for SJCOG to support local jurisdictions with local implementation of projects and policies consistent with the RTP/SCS. Four recommendations rose to the top through the stakeholder outreach, regional interviews, and discussions with SJCOG staff:

- 01 Continue to support implementation through funding and exploring new opportunities for project prioritization and supporting local agencies in pursuing additional grant funding.
- 02 Research and share best practices related to the challenges that local jurisdictions face in implementing projects supportive of the RTP/SCS goals.
- 03 Support local jurisdictions with their limited staffing by helping local jurisdictions share knowledge and serving as a technical assistance resource.
- 04 Provide educational sessions and workshops to help local agencies share knowledge and help keep local agency staff apprised of the state of the practice and help educate and inform residents on the RTP/SCS goals.

The South Stockton Mobility Pilot Study laid the groundwork for understanding how SJCOG can more proactively support local implementation consistent with the RTP/SCS goals. The pilot study identified near-term, systemic, and long-term implementation opportunities for the South Stockton community that are likely to be applicable for numerous communities across San Joaquin County:

- **Short-Term:** The short-term opportunities within South Stockton consist primarily of support in helping the City of Stockton and San Joaquin County secure funding to implement projects that have already been planned, as well as funding or conducting planning studies to help identify, refine, and prioritize projects that would improve walking, biking, or access to transit in the community.
- **Systemic:** These opportunities consist of more wide-ranging challenges to mobility that will require time and consistent funding to overcome such as sidewalk gaps, pedestrian crossing enhancements, and expanding the transit-supportive environment in the community. SJCOG can support these activities by helping prioritize projects and identifying funding sources to help implement improvements over time.
- **Long-Term:** These opportunities to help remove the barriers in the community formed by interchanges, freeways, and rail crossings will take interjurisdictional coordination and may require long-term negotiations and project development processes to realize the improvements.

Based on the recommendations outlined at the regional and community level in this study, SJCOG will work to identify near-term and long-term opportunities to expand support to its local partners. Doing so will support safer, more comfortable, and more sustainable travel for everyone in the San Joaquin Region and move closer to realizing the goals of the RTP/SCS.

Appendix 1. Local Agency and Stakeholder Interview List

Table A1-1: Interviewee List

Jurisdiction Interviewees	
Jurisdiction	Staff
City of Escalon	Tammy Alcantor, City Manager
City of Manteca	Greg Showerman, Community Development Director J.D. Hightower, Planning Manager Koosun Kim, Deputy Director of Public Works Beth Thompson, De Novo Planning Group (consultant)
City of Ripon	Ken Zuidervaart, Planning Director
City of Lodi	Craig Hoffman, Community Development Director Julia Tyack, Transportation Planner
City of Stockton	David Kwong, Community Development Director Michael McDowell, Deputy Director of Planning
City of Tracy	Bill Dean, Assistant Development Services Director Scott Claar, Senior Planner Robert Armijo, City Engineer
County of San Joaquin	Megan Aguirre, Senior Planner John Funderburg, Senior Planner Najee Zarif, Engineering Services Manager Jeffrey Levers, Associate Engineer Laurel Sears, Associate Planner
Stakeholder Interviews	
Stakeholder Group	Representatives
Business Associations	Jane Butterfield, Business Council Mike Ammann, San Joaquin Partnership
Advocacy and Building Association Stakeholders	Darryl Rutherford, Reinvent South Stockton Coalition Kristine Williams, Enterprise Community Jasmine Leek, Third City Coalition Jonathan Pruitt, Catholic Charities Katherine Siddle, Bike Lodi Carol Ornelas, Visionary Home Builders Erin Reynolds, Public Health Advocates Coleen Ray, Public Health Advocates
Other Stakeholders	Courtney Wood, Downtown Stockton Association George Lorente, San Joaquin Regional Transit District

Appendix 2. Interview Protocol

TECHNICAL MEMORANDUM

SJCOG SCS Implementation Study

Task 1. Regional Assessment

Interview Question Protocol

Date:	June 12, 2019	Project #: 23233
To:	Christine Corrales, Associate Regional Planner, SJCOG	
From:	Matt Braughton, Kevin Yost	

INTRODUCTION

As part of the SJCOG SCS Implementation Study, Kittelson will conduct interviews of key stakeholders and agency staff to understand how the RTP/SCS is currently integrated in local planning and project development across the region. The interviews will also seek to better understand the challenges and opportunities that these stakeholders and agency staff see in realizing the goals of the RTP/SCS. Our proposed questions and structure to use during these interviews is outlined below. The proposed questions will be used as guides to direct conversation. Not all questions will necessarily be asked during the course of the interview but will be used to help drive the conversation to identify stakeholders' challenges and opportunities in helping implement the RTP/SCS as well as where SJCOG can support their work. The questions have been structured around the eight goals identified in the SCS Story document. This document will be provided to the interviewees as part of the interview, or in advance of the interview if conducted by phone.

INTERVIEW PROTOCOL

Topic: General RTP/SCS Implementation

Narrative: We are conducting a study for SJCOG to understand how the RTP/SCS goals are being implemented across the region. In addition to understanding what is currently working well, we would also like to understand what challenges and opportunities you see in achieving the RTP/SCS goals.

- 1. Which 2-3 goals of the RTP/SCS align most strongly with the planning and implementation priorities of your jurisdiction?**
2. How do you see RTP/SCS goals reflected in your current project/program development processes?

3. How have the RTP/SCS goals influenced, if at all, any recent changes to local project development or programming processes?
4. What local successes have you had in implementing projects consistent with SCS goals?
5. Are there challenges you have encountered in implementing local projects consistent with the RTP/SCS goals?
 - a. What could SJCOG or others do to help mitigate these challenges?
6. Are there opportunities you see to improve the implementation of the RTP/SCS?
 - a. What actions could SJCOG or others take to help facilitate these opportunities?

Goal #1: Enhance the Environment for Existing and Future Generations

1. How does your agency support the integration of transportation and land use in planning efforts?
2. Are there actions that SJCOG could take to support integrated transportation and land use planning in your jurisdiction?
3. How is the connection between jobs and housing considered in land use and transportation investment decisions?

Goal #2: Maximize Mobility and Accessibility

1. Is transit-supportive development planned for or incentivized by your agency? How?
2. How have complete streets elements been incorporated into projects in your jurisdiction?
3. How could SJCOG better support multimodal or transit-supportive projects in your jurisdiction?

Goal #3: Preserve the Efficiency of the Existing Transportation System

1. What opportunities do you see for improving maintenance and preservation of the transportation system?
2. What challenges do you face in improving transportation efficiency or system preservation?
3. How could SJCOG better support you in these areas?

Goal #4: Support Economic Vitality

1. What are the opportunities to improve goods movement to strategic economic centers in your jurisdiction?
2. What challenges do you face in encouraging economic vitality in your jurisdiction?

3. Are there ways that SJCOG could better support economic development and goods movement in your community? How?

Goal #5: Increase Safety & Security

1. What challenges do you encounter in reducing the frequency and severity of crashes in jurisdictions? What opportunities do you see for addressing these challenges?
2. How has your agency considered emergency situations and climate adaptation?
3. How could SJCOG better support your agency in achieving these goals?

Goal #6: Improve Public Health

1. How is public health integrated into your project development processes and planning efforts?
2. How could SJCOG help support the integration of public health into planning efforts?

Goal #7: Building on Active Transportation

1. What challenges do you face for implementing active transportation projects?
2. Are there actions that SJCOG could take to help overcome these challenges?

Goal #8: Ensuring Social Equity

1. How is social equity considered in plans and project development?
2. What actions are being taken to increase the diversity of housing options in your community?
 - a. How could SJCOG help in this area?
3. How have the goals and work of your organization been influenced by the RTP/SCS and SB 1000? Are the RTP/SCS goals consistent with those of your organization? If not, what could be integrated into the RTP/SCS to better support your work?
4. What challenges do you face in improving access to transit for your community (and particularly communities of concern)?
 - a. Are there actions SJCOG could take that would help address these challenges?
5. Are there other actions SJCOG could take to better support social equity in your community?

Community-Based Organization/Advocate-Focused Questions

1. What is the mission of your organization and how does engagement in the RTP/SCS process align with your programs and activities?
2. What aspects of the RTP/SCS does you see working well? Are there specific successes SJCOG or other jurisdictions/organizations could build from going forward?
3. Where do you see opportunities to improve the implementation of the RTP/SCS goals?
4. What challenges has your organization identified for actions or plans supportive of the RTP/SCS implementation?
5. How have the goals and work of your organization been influenced by the RTP/SCS? What could be integrated into the RTP/SCS to better support your work?
6. Are there opportunities for SJCOG to help your organization conduct capacity-building or education around topics related to the RTP/SCS goals (e.g., climate mitigation/adaptation, transportation funding, etc.)? If so, what type of support or actions from SJCOG would help further these efforts?
7. Where do you see the greatest need for SJCOG's involvement to further RPT/SCS-supportive implementation at the local level?
8. How could SJCOG help support your community outreach efforts?
9. Has your approach to public participation and engagement changed with the adoption of the RTP/SCS?

Appendix 3. South Stockton Community Mobility Assessment

