

SAN JOAQUIN COUNCIL OF GOVERNMENTS SHORT RANGE TRANSIT PLAN GUIDELINES



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BASIS OF THE SHORT-RANGE TRANSIT PLAN REQUIREMENT

Federal Requirement

Federal statutes (MAP-21) and the U.S. Code Title 49, Chapter 53, Section 5303, (c) General Requirements requires that the San Joaquin Council of Governments (SJCOG), in partnership with the state and with local agencies, develop and periodically update a long-range Regional Transportation Plan (RTP), and a Transportation Improvement Program (TIP) which implements the RTP by programming federal funds to transportation projects contained in the RTP.

To effectively execute these planning and fund programming responsibilities, SJCOG, in cooperation with Region IX of the Federal Transit Administration (FTA), requires public transit operators to work cooperatively with SJCOG. This cooperation is acknowledged in SJCOG board-approved resolutions and memoranda of understandings (MOU) with the transit operators. Within the MOUs, the transit operators agree to draft short range transit plans that will feed into the development of the Federal Transportation Improvement Program (FTIP); and in compliance with 49 U.S.C. 5303 and in 23 CFR part 450, as incorporated by reference in 49 CFR part 613, Metropolitan and Statewide and Non- metropolitan Planning.

Additionally, the Fixing America's Surface Transportation ACT (FAST ACT) requires SJCOG to implement performance-based planning and programming for urbanized areas. The act's intent is to improve and enhance the safety of the nation's public infrastructure systems, ensure that those systems are in a state of good repair, and address congestion and air quality. In addition, this act provides increased transparency into agencies' budgetary decision-making processes.

The metropolitan transportation planning process must establish a performance-based approach in which the SJCOG will develop specific performance targets that address transportation system performance measures (issued by U.S. DOT), where applicable, to use in tracking progress towards attaining critical outcomes. These performance targets will be established by SJCOG in coordination with the California Department of Transportation (Caltrans) and San Joaquin transit providers and be incorporated into the Long Range Transportation Planning process.

State Requirement

The information found in the short-range transit plans feed into the RTP and TIP via SJCOG's Regional Transit Systems Plan. In addition to feeding information to the RTP and TIP, the RTSP also establishes transit systems performance objectives (TSPO) that are applied to the transit agencies performance. These TSPOs are used annually and triennially for Transportation Development Act (TDA) audits, in addition to determining funding eligibility (ie: depending on whether or not the measures are met, funding can be reduced).

The TSPOs are also referenced during the annual unmet transit needs assessment and help to determine whether an unmet transit need is reasonable to meet. The RTSP is updated using the most recent information provided in the short-range transit plans.

Moreover, the California Department of Transportation (Caltrans) is legislated to manage and administer the State of Good Repair Program and its goal of keeping transit systems in a state of good repair by providing transit operators a consistent revenue source to invest in the upgrade, repair, and improvement of their agency's transportation infrastructure.

Within this program, regional entities are expected to verify the local operator's approval of their individual project lists. This could include a copy of a publicly adopted document listing the applicable projects (e.g. the Short-Range Transit Plan).

Each recipient agency must also report to Caltrans the State of Good Repair revenues and expenditures in their annual TDA Audit or Comprehensive Annual Financial Report (CAFR).

Measure K Requirement

MK Renewal fund allocation for bus transit capital projects and services are to be consistent with adopted short range transit plans and the SJCOG Regional Transit Systems Plan.

Additionally, Measure K funds are allocated for programs that promote regional initiatives, consistent with SJCOG's adopted Regional Transit Systems Plan. Regional initiatives could include, for example, development of a San Joaquin County regional transit services map, a universal fare card system, activities in support of implementing intelligent transportation system (ITS) technology that encourages transit use, implementation of innovative forms of transit to serve rural areas, and implementation of transit security awareness programs and measures.

These guidelines describe the purpose, planning horizon and frequency of updates for the SRTP, and provide detail relative to the tasks and subtasks required in the SRTP.

SHORT-RANGE TRANSIT PLAN PURPOSE

At the local level, the SRTP update provides an opportunity to explore some key issues. For example, a jurisdiction may be experiencing tremendous housing growth, or be in the midst of developing a large entertainment zone, logistics hub, multi-modal station, or planning to revamp their downtown which would increase patrons in that area. All those different activities correspond with increases in travel. The SRTP includes forecasting for anticipated ridership and service increases associated with projected growth in a service area, as well as operating and capital expenditures and revenues needed to support those service expansions.

At the regional level, this SRTP is a step towards implementing the Regional Transportation Plan (RTP)/Sustainable Communities Strategy (RTP/SCS), a regional long-range planning document that provides a framework for transportation investments in San Joaquin County over a twenty-four-year period. The 2022 RTP/SCS, adopted August 25, 2022, envisions a for a significant increase in transit service and ridership to meet the growing transportation demand in the San Joaquin region, and the recommendations suggested in SRTPs represent important steps in helping to realize the RTP vision. Thus, the purpose of the SRTP includes, but is not limited to, the following:

- A. To propose specific recommendations for implementing the long-range objectives of San Joaquin County's 2022-2042 Regional Transportation Plan/ Sustainable Communities Strategy and guide the provision of transit services in the region over the next five years.
- B. To serve as a management and policy document for the transit operator, as well as a means of providing FTA and SJCOG with information necessary to meet regional programming and planning requirements.
- C. To submit requests for federal, state, and regional funds for capital and operating purposes through SJCOG's Measure K transit fund programming, and in the SJCOG TIP.
- D. To serve as a guiding baseline document that support's the development of SJCOG's Regional Transit Systems Plan
- E. The goals and standards specified in an operator's SRTP serve as a basis for the assessment of the operator's performance conducted as part of the SJCOG Triennial Performance Audit of the operator.

PLANNING HORIZON

The planning horizon for the short-range transit plan is ten years. However, a longer planning horizon may be required if necessary to reflect significant capital replacement and/or rehabilitation that would not fall within the ten-year period (e.g., rolling stock, bus sub fleet). A longer planning horizon may also be required if necessary to capture the capital or operating budget implications of significant changes in service (e.g., rail extension coming online).

Transmittal Requirements

All transit operators must submit an individual electronic copy of their draft SRTP to SJCOG for review. SJCOG staff will provide feedback in a timely manner. Upon completion and approval by an operator's governing board, a final version should be transmitted to SJCOG. Minutes or a resolution of the adoption must be included when the SRTP is submitted to SJCOG. Electronic copies may be provided in PDF format, but all spreadsheets must also be provided in MS Excel.

Frequency of Updates

SRTPs must be completely updated every five years for all transit operators.

Year	Deliverable	Responsibility	Fiscal Year
1	RTP/SCS	SJCOG	2022
2	SRTP Guidelines	SJCOG/Transit Operators	2023
3-4	SRTP	Transit Operators	2024-25
5	RTSP	SJCOG	2026

PUBLIC OUTREACH

Transit operators must ensure that the public is included in the planning process. Transit operators must define the methods or processes in which the public is engaged in the short-range transit planning process, and how their involvement shapes the short-range transit plan, or conduct a transit passenger survey. In order to ensure equity, diversity, and inclusion, FTA's Title VI Circular requirements pertaining to public outreach must be adhered to in this process.

Should the transit operator choose to conduct a survey in association with developing their short-range transit plan, the focus of the survey is threefold: (1) to inform SJCOG and interested stakeholders of the demographic profile of transit riders throughout San Joaquin County; (2) to provide information to transit providers on the travel patterns and characteristics of their customers; and, (3) to provide SJCOG and interested stakeholders with robust estimates of transit origin/destination patterns, which are important to analytical planning efforts.

SCOPE OF THE SHORT-RANGE TRANSIT PLAN

The SRTP must contain at least the information described in this section.

Overview of Transit System

Brief Agency History

Information could include, but is not limited to:

- Year of formation
- Existing Service Profile
- Facilities and fleet development
- Changes in service focus areas
- Key milestones and events (e.g.COVID).

Governance.

1. Type of unit of government (e.g., city, county, joint powers authority, transit district).
2. Composition and nature of representation of governing body:
 - a. Number of members
 - b. Elected or appointed (if appointed, how, and what agencies and/or groups do members represent (e.g., cities, county, general public)
 - c. Current members and terms

Transit Services Provided and Areas Served

Describe all transit service provided (e.g., fixed route, demand responsive, and connecting services and areas served, and the number of vehicles required for each type of service.)

Revenue Fleet

Provide a general description of the revenue vehicle fleet. The description can be in narrative or graphic format, or a combination of both. (This description differs from the detailed inventory required under Section 6 of these guidelines.) Include the following information:

1. Types of vehicles operated (e.g., standard bus (any length), articulated bus, cutaway van, standard van, heavy rail, light rail);
2. Number of each type of vehicle
3. Recognizing that each type of vehicle might be used in multiple types of service, type(s) of service in which each type of vehicle is used (e.g., local, express, commuter, demand responsive).

Existing Facilities

Describe individual or grouped facilities, according to the categories listed below.

1. Administrative (locations, age, functions located within)
2. Maintenance and Fueling (type, locations, age)
3. Vehicle Storage/Staging (locations, age, capacity)
4. Park-and-Ride (locations, age, capacity)
5. Stations and Stops (type, locations, age, basic amenities)
6. Right-of-Way, Track or Guideway
7. Bicycle Facilities

Service and System Evaluation

- A. Evaluate route-level and system-wide performance against current service standards (if illustrative, portray local, express or commuter service, or other intercity service

separately). Describe the evaluation process. Evaluate the most recent year for which complete data is available. At a minimum, evaluate performance measures relating to effectiveness and efficiency. Key performance measures could include passengers per revenue vehicle hour, passengers per revenue vehicle mile, percent of capacity used, revenue to total vehicle hours, operating cost per revenue vehicle hour, operating cost per passenger, and on-time performance. A retrospective portrayal of performance (e.g., prior five to ten years) may be warranted to exemplify trends. Where the evaluation identifies deviations from service standards, describe proposed remedies, including service expansion and/or contraction.

- B. Identify paratransit services provided in compliance with the paratransit provisions of the Americans with Disabilities Act (ADA). Reference planned new activities, major service changes, or procurement of capital equipment to support ADA or other paratransit, dial-a-ride or demand responsive services. Identify other paratransit services with which services are coordinated, and any proposed revisions or improvements to fixed route services intended to enhance their usage by seniors and/or by persons with disabilities. Reference to participation in the ACCESS San Joaquin (ASJ) Technical Advisory Committee (TAC) and ASJ series is welcomed.
- C. Provide the date of the agency's most recent federal Title VI analysis and report and discuss any service deficiencies identified in the report. Generally, describe the process used for complying with FTA Circular C4702.1B. Please reference the most recent triennial Title VI report, plus any subsequent Title VI reports.
- D. Provide the dates of the agency's most recent FTA Triennial Review and TDA Triennial Performance Audit, and describe related remedial actions undertaken or currently underway in response to the review.
- E. Provide a description of the goals and objectives achieved that were outlined in the last SRTP, along with accomplishments that may have not been outlined, but were achieved due to circumstance.
- F. Outline efforts to improve intercity and interregional transit connectivity with transit operators of neighboring counties with a focus of providing transit access from/through San Joaquin County and to major employment centers in/outside of the county.

Goals and Standards

Describe the process for establishing, and updating agency goals and how the agency plans to meet state and federal standards. Goals and standards should be divvied up by time such as short-range (less than 5 years) and long range (beyond 5 years). Please keep in mind the goals, and standards should aim toward addressing state and federal mandates, including, but not limited to, performance-based planning and programming and Senate Bill 743.

Goals should be comprehensive and refer to the major areas of concern for public transit operators, including principles and guidelines under which new or modified service would be implemented.

Examples include, but not limited to:

- **SJCOG’s RTP/SCS goals**
- **Sustainability (energy) and climate resiliency (emergency preparedness)**
- **statutory and regulatory compliance (Supporting FTA’s and FHWA’s national transportation goals)**
- **Scheduling and Route Planning (headways/frequency)**
- **Levels of service**
- **Environmental and Social Justice (Serving DACs and Households w/ No vehicles)**
- **Funding and reserve policies**
- **Customer Service**
- **Interregional and Intercity Service**
- **Deadhead reduction**
- **Fares and transfers**

Performance standards should at least refer to performance-based planning and programming targets identified in supplemental planning or policy documents. Service standards should be specific, measurable, and quantified where feasible.

Address performance-based planning and programming targets:

- **Congestion via PM 3**
- **Asset Management via PM 2 / TAM**
- **Safety via PM 1 / PTASP**
- **Title VI Requirements**
- **Alternative Fuel Deadline and Approach**
- **Policies and strategies aimed at meeting SB 743**

Operations Plan and Budget

Operations Plan

The operations plan sets forth the intentions to provide fixed route, on demand, and paratransit services over the SRTP period, and divided up between short-range (less than 5-years) and long-range (beyond 5 years). Document the ongoing evaluation of services and systems with respect to adopted goals and standards, subject to financial constraints.

Explain how the operations plan meets federal, state, and local expectations/requirements.

- i. Portray the levels of service planned — Use a table (or other graphic format) to portray planned levels of service hours and service miles. Separately identify the following:
 1. Fixed route modes by type (e.g., local, express/commuter).

2. Demand responsive modes by type (e.g., ADA, non-ADA older adult, VanGO).
3. Major planned service expansions.

The table (or other graphic format) shall clearly identify service expansion and/or reduction by the year of planned deployment (expansion) and/or elimination (reduction). There shall be a rational relationship between the information portrayed and the “Service and System Evaluation” section of the SRTP.

- ii. Describe and discuss planned (not yet implemented or underway) service changes in response to the most recent federal Title VI report, FTA Triennial Review and/or TDA Triennial Performance Audit.

Operations Budget

Demonstrate that planned level of transit service over the planning period, including rehabilitation and replacement of capital assets, is sustainable. Take into consideration expense forecasts, regional and local revenue projections, fare policies, labor or service agreements, competitive demands on funding, regional priorities, and policies.

The budget should reflect a “baseline” level of service, taking into consideration the existing level of service at the time of publication of the SRTP. Committed service changes must also be defined, with their expenses and revenue separately identified in the operating and capital financial plan tables. Provide sufficient detail to allow a reviewer of the SRTP to evaluate costs of implementing the operating and capital plans and compare the total with anticipated revenues available during the study period.

The narrative must specifically explain, and the spreadsheet clearly isolate in the appropriate year, by mode, any major change in service hours and miles due to deployment of new service or major service reductions.

All operations expenses and revenues are to be stated in year of expenditure dollars, with the assumed escalation factors stated. All sources of revenue shown in the operations and in the capital financial plan should be identified individually. All assumptions that relate to expenditure and revenue estimates must also be documented, including specification of ridership or sales growth (if appropriate) separately from inflation forecasts.

See Appendix A.

Capital Improvement Program (Project List)

- A. Describe and discuss the capital programs (vehicles, facilities, and equipment) required to carry out the operations and services set forth in the operating plan and budget. The Capital Improvement Plan (CIP) should provide the basis for requests for federal, state, and regional funding for capital replacements, rehabilitation, and expansion projects.

The CIP should be divided up into short-range (less than 5 years) and long-range projects (beyond 5 years), the short-range project must be financially constrained, where the long-range projects do not need to be. The long-range, however, should reflect the operator's reasonable expectation of funding, particularly as outlined in SJCOG's Regional Transportation Plan.

B. Describe/list short-range major facilities replacement, rehabilitation, upgrade, and expansion projects of the types listed below. Identify the locations of new or expanded facilities. Provide project budget, including costs, sources of funds and amounts from each source, identifying funds that have been programmed, allocated or received, and funds that have not been secured. Separately describe security projects. Specify if replacement and rehabilitation of facilities and equipment results in an asset that differs from the existing asset.

- Administrative.
- Maintenance and Fueling.
- Vehicle Storage/Staging.
- Park-and-Ride.
- Stations and Stops.
- Right-of-Way, Track, or Guideway.
- Bicycle Facilities (e.g., lockers).

C. Transit Asset Management: Briefly describe any efforts to employ a systemic asset management program. Include current/past achievements and plans to upgrade or improve management (e.g. software tools, applications, business processes, integration into decision making processes). Agencies shall provide a brief statement and attach TAM Plan as an appendix.

Appendix A. Operations and Capital Budget Sheets