



SAN JOAQUIN COUNCIL OF GOVERNMENTS

Citizens Advisory Committee

San Joaquin Council of Governments
555 East Weber Avenue, Stockton, California

Wednesday, January 15, 2020
6:00 p.m.

Citizens Advisory Committee Members

Paul Plathe (Chair)
SIERRA CLUB

Rick Grenal (Vice Chair)
CITY OF STOCKTON

Leonard Smith
TRANSIT ADVOCATE

Richard Blackston
CITY OF LODI

Stephanie Hobbs
CITY OF RIPON

Michael Carouba
BUSINESS INDUSTRY

Jim Hilson
CITY OF LATHROP

Bobby Bivens
SAN JOAQUIN COUNTY

Lauren Ab Tye
LEAGUE OF WOMEN
VOTERS

Gracie Marx
CITY OF ESCALON

Eleassia Davis
CITY OF TRACY

LaCresia Hawkins
NAACP

Albert Nunez
TRUCKING INDUSTRY

Steve DeBrum
CITY OF MANTECA

Jessica Bilecki
UNIVERSITY OF THE
PACIFIC

Vacant
AGRICULTURAL INDUSTRY

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Note: All items are available for action by the committee. The right hand column identifies staff recommendations.

AGENDA

- 1. Call to Order
2. Minutes: Approve Minutes of November 20, 2019 ACTION
3. Public Comments
At this time the public may address the CAC on any non-agenda item that is within the subject matter of this agency. A five-minute maximum time limit will apply to all public comments.
4. Adoption of 2019 Measure K Strategic Plan Revenue Estimate and Status Update ACTION
5. 2021 Active Transportation Program Cycle 5 Draft Guidelines DISCUSSION
6. Draft Congested Corridor Plan INFORMATION
7. SJCOG Staff Update
8. Updates / Requests from the Committee
9. Meeting Adjourned to Wednesday, February 19, 2020.

SJCOG

Andrew T. Chesley
EXECUTIVE DIRECTOR

AGENDA ITEM 2



AGENDA ITEM 4



STAFF REPORT

SUBJECT: Adoption of 2019 Measure K Strategic Plan Revenue Estimate and Status Update

RECOMMENDED ACTION: Recommend that the SJCOG Board Adopt the 2019 Measure K Strategic Plan Revenue Estimate of \$2.6 Billion

SUMMARY:

Pursuant to the Measure K Renewal Expenditure Plan, a Strategic Plan is to be updated every two years.

The Authority will prepare a Strategic Plan every two years. The Strategic Plan will be the master document for delivery of the Expenditure Plan projects and can be amended at any time. The purposes of the Strategic Plan are as follows:

- Defines the scope, cost, and schedule of each project
- Identifies accomplishments and critical issues
- Lists a set of amendments to these projects
- Details the revenue projections and possible financing tools needed to deliver the Expenditure Plan
- Gathers into one document the policies and procedures of the Expenditure Plan
- Serves as annual budget

This staff report serves to establish the 30-year revenue estimate for the Measure K Renewal program and the initiation of the Strategic Plan which was last update in 2017-18.

The current revenue estimate, adopted in the 2017 Strategic Plan update, is \$2.6 billion. This revenue estimate was a reduction of \$300 million from the previous estimate reflecting the impact of the Great Recession on sales tax. Since April 1, 2011, the beginning of the MKR program, \$428,908,306 has been received through June 20, 2019. Over this period, the annual growth rate has averaged 6.2%, however, growth last year was only 2.8% and year to date collections for FY 2019-20 are not expected to exceed 3.5% over last year.

Moving into 2020, economic conditions are expected to grow on the slow side of modest. There doesn't appear to be a recession on the horizon, however, we are almost a decade into the recovery from the last recession, two years longer than the usual cycle.

Staff has consulted with Public Financial Management (PFM), the agency’s financial advisor, to suggest a prudent growth rate for the program. Two different approaches were analyzed. One was to simply apply a 3.5% growth rate annually to arrive at a total for the program. The other approach was to model periodic recessions in the cash flow. Both scenarios generated average growth at 3.5% from the beginning of MKR, however, the recession model resulted in \$200 million less with a 2.6% average annual growth from 2021 to 2041. This is because the recession model has periodic reductions in the sales tax which results in the growth rate restarting from a lower number. The table below demonstrates. This model assumes a recession starts in 2022, reducing sales year over year by 4.5% and then remains flat for a year. Recovery is one year at 2.5% then returning to 5% a year for 5 years. Total MKR revenues would be just under \$2.4 billion in this scenario.

Using a straight-line growth of 3.5% annually, the total is just over \$2.6 billion as shown on the table to the right. This assumes there will be varying growth rates that could range from negative growth to robust growth over the course of the next 20 years.

Received to Date	428,908,306		Received to Date	428,908,306
29-Jun-20	69,375,853		29-Jun-20	69,375,853
30-Jun-21	72,844,646	5.0%	30-Jun-21	71,804,008
30-Jun-22	69,566,637	-4.5%	30-Jun-22	74,317,148
30-Jun-23	69,566,637	0.0%	30-Jun-23	76,918,248
30-Jun-24	71,305,803	2.5%	30-Jun-24	79,610,387
30-Jun-25	74,871,093	5.0%	30-Jun-25	82,396,751
30-Jun-26	78,614,647	5.0%	30-Jun-26	85,280,637
30-Jun-27	82,545,380	5.0%	30-Jun-27	88,265,459
30-Jun-28	86,672,649	5.0%	30-Jun-28	91,354,750
30-Jun-29	91,006,281	5.0%	30-Jun-29	94,552,166
30-Jun-30	86,910,998	-4.5%	30-Jun-30	97,861,492
30-Jun-31	86,910,998	0.0%	30-Jun-31	101,286,644
30-Jun-32	89,083,773	2.5%	30-Jun-32	104,831,677
30-Jun-33	93,537,962	5.0%	30-Jun-33	108,500,786
30-Jun-34	98,214,860	5.0%	30-Jun-34	112,298,313
30-Jun-35	103,125,603	5.0%	30-Jun-35	116,228,754
30-Jun-36	108,281,883	5.0%	30-Jun-36	120,296,761
30-Jun-37	113,695,977	5.0%	30-Jun-37	124,507,147
30-Jun-38	108,579,658	-4.5%	30-Jun-38	128,864,897
30-Jun-39	108,579,658	0.0%	30-Jun-39	133,375,169
30-Jun-40	111,294,150	2.5%	30-Jun-40	138,043,300
30-Jun-41	87,644,143	5.0%	30-Jun-41	107,156,111
	<u>2,391,137,596</u>	2.6%		<u>2,636,034,766</u>

SJCOG staff recommends keeping the Measure K Renewal revenue estimate at the current level, \$2.6 billion.

Upon adoption of the revenue estimate, PFM will be preparing a cash flow analysis of the projects. This cash flow analysis will be used to prepare the Draft Strategic Plan for review in March 2020. SJCOG staff will be meeting with all local agencies and transit operators to discuss the implications of the Measure K financial picture and how to prioritize projects through Fiscal Year 2030/31. SJCOG staff will work with the project sponsors to finalize the scope, cost, and schedule of all Measure K projects.

RECOMMENDATION:

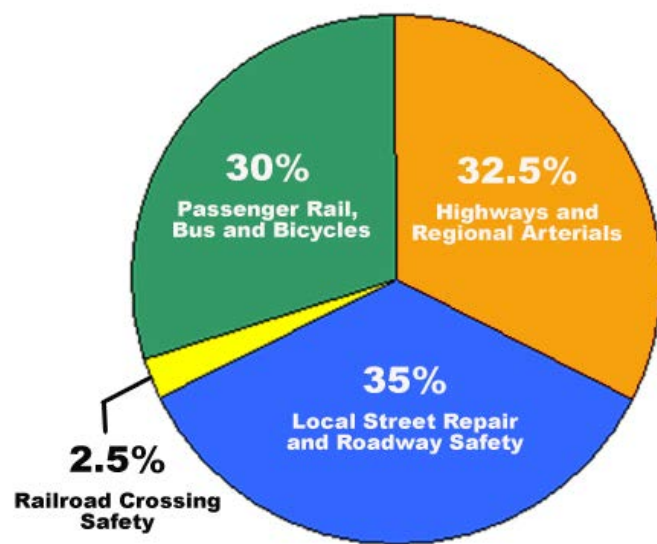
SJCOG staff recommends that the Citizens Advisory Committee recommend that the SJCOG board adopt the 2019 Measure K Strategic Plan Revenue estimate of \$2.6 billion.

FISCAL IMPACT:

None at this time. Fiscal impact will be determined as the Strategic Plan approaches draft form.

BACKGROUND:

Measure K is the half-cent sales tax dedicated to transportation projects in San Joaquin County. With its original passage in November 1990, Measure K began laying the groundwork for funding for a system of improved highways and local streets, new passenger rail service, regional and inter-regional bus routes, new bicycle facilities, and railroad crossings.



Measure K Renewal: On November 7, 2006 San Joaquin County voters decided to extend Measure K for an additional 30 years.

The categorical allocations of Measure K Renewal (hereafter referred simply as Measure K) include Local Street Repairs and roadway Safety (35%), Congestion Relief projects (32.5%), Railroad Crossing Safety Projects (2.5%), and Passenger Rail, Bus, and Bicycles (30%), which includes subcategories for Rail Transit, Bus Transit, Bus Rapid Transit, and Bicycle, Pedestrian, and Safe Routes to Schools improvements.

The renewal of Measure K was initially estimated to generate \$3 billion, but current estimates are at \$2.6 billion, representing a \$370 million decrease.

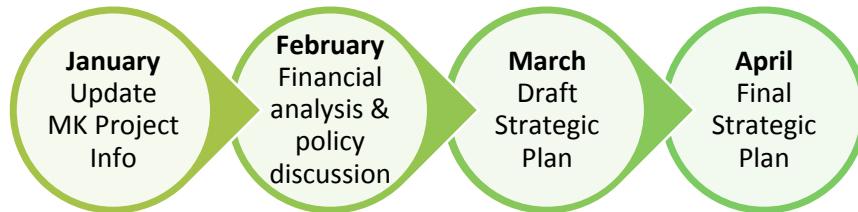
Measure K Strategic Plan:

The Measure K Strategic Plan serves as the guiding document for delivery of the Measure K (Renewal) projects and programs. The Strategic Plan functions as a Measure K capital improvement program (CIP) for all eligible categories approved by San Joaquin voters. Its financial plan describes the long-term revenue forecast, capital funding requirements, borrowing needs and the associated debt service costs of the program.

The current version of the Plan, the **2017 Measure K Strategic Plan**, provides a twenty-year outlook of Measure K projects through Fiscal Year 2030/31. A copy can be found at:

<http://ca-sjcog2.civicplus.com/DocumentCenter/View/1777>

NEXT STEPS:



Prepared by: Steve Dial, Deputy Executive Director/CFO and David Ripperda, Associate Regional Planner.

AGENDA ITEM **5**



STAFF REPORT

SUBJECT: 2021 Active Transportation Program Cycle 5
Draft Guidelines

RECOMMENDED ACTION: Discussion Only

SUMMARY:

The California Transportation Commission (CTC) has released the Discussion Draft 2021 Active Transportation Program (ATP) Cycle 5 Guidelines. The CTC is scheduled to adopt the final guidelines on March 25, 2020 and announce a Call for Projects, with applications due June 15, 2020.

Senate Bill 1 directs \$100 million annually from the Road Maintenance and Rehabilitation Account to the ATP. When combined with other state and federal funds in the ATP, approximately \$446 million will be available in ATP Cycle 5, with \$223 million available in the Statewide component of the program, and \$3,514,000 available to the SJCOG region in the separate Metropolitan Planning Organization (MPO) component of the program. This funding will be available in in Fiscal Years 2021/22, 2022/23, 2023/24, and 2024/25.



This cycle will provide an excellent opportunity to undertake a combined Call for Projects for ATP Cycle 5 funds, Measure K funds, and funding set aside from the Congestion Mitigation and Air Quality Improvement Program (CMAQ) for active transportation. Combining the Calls for Projects would streamline the process and make a much larger amount of funding available for projects.

RECOMMENDATION:

Discussion Only.

FISCAL IMPACT:

None at this time.



DISCUSSION:

Beginning in November 2019, multiple workshops have been held throughout the state to discuss possible revisions to the ATP guidelines, application, and scoring rubrics. The last workshop was held on January 6, 2020 in Watsonville. CTC staff have proposed no significant revisions to the program in the draft guidelines and they remain highly similar to those adopted in the previous 2019 ATP Cycle 4.

Application Types

As in the 2019 ATP Cycle 4, there will be a different application for each project type and size. Instead of applicants completing the same application regardless of project type and size, they will choose one from the five different applications described below:

- A. **Large Project, Infrastructure only or Infrastructure/Non-infrastructure:** Projects with a total project cost of greater than \$7 million must use the Large Project application.
- B. **Medium Project, Infrastructure only or Infrastructure/Non-infrastructure:** Projects with a total project cost between \$2 million to \$7 million must use the Medium Project application.
- C. **Small Project, Infrastructure only or Infrastructure/Non-infrastructure:** Projects with a total project cost equal to or less than \$2 million must use the Small Project application. This is an increase from the previous threshold of \$1.5 million in the last ATP cycle.
- D. **Non-infrastructure Only:** Education, encouragement, and enforcement activities that further the goals of the ATP.
- E. **Plan:** The development of a community-wide bicycle, pedestrian, safe routes to school, or active transportation plan.

The five applications have been created to align the level of effort to prepare the application with the project size. This allows applications to be streamlined in length and complexity for smaller projects while more information will be requested for larger projects. As shown in Table 1, each application type will have differing scoring criteria, however all applications will be scored out of total 100 points and ranked together.

Table 1: ATP Cycle 4 ATP Question Scoring Matrix by Application Type

Topic	Plan	Non-Infrastructure	Infrastructure		
			Small	Medium	Large
Disadvantaged Communities	30	10	10	10	10
Need	20	40	53	43	38
Safety	-	10	25	25	20
Public Participation	25	15	10	10	10
Scope/Implementation	25	10	2	2	2
Context Sensitive & Innovation	-	5	-	5	5
Transformative Projects	-	-	-	-	5
Evaluation and Sustainability	-	10	-	-	-
Cost Effective	-	-	-	-	5
Leveraging	-	-	0	5	5
Conservation Corps (0 or -5)	-	0	0	0	0
Past Performance (0 to -10)	0	0	0	0	0
Total	100	100	100	100	100

MPO Call for Projects

In the previous 2019 ATP Cycle 4, for the MPO competitive program specific call for projects, all applications considered by an MPO must have been submitted through the statewide competitive program using the electronic application. This change was to reduce the administrative burden for Caltrans and the CTC by avoiding having applications in different formats that were never submitted to the state be submitted by the MPOs.

CTC has now reversed their previous decision and is allowing MPOs to have separate Calls for Projects again. An MPO may elect to have a supplemental application that applicants must submit to be considered for their MPO competitive program specific call for projects. An MPO may also, with CTC approval, use a different project selection criteria or weighting, minimum project size, match requirement, and/or definition of disadvantaged communities for its competitive selection process.

This cycle will provide an excellent opportunity to undertake a combined Call for Projects for ATP Cycle 5 funds, Measure K Bicycle, Pedestrian, and Safe Routes to School funds, Measure K Smart Growth Incentive Program funds, and funding set aside from the Congestion Mitigation and Air Quality Improvement Program (CMAQ) for active transportation. Combining the Calls for Projects would streamline the process for applicants and make a much larger amount of funding available for projects.



BACKGROUND:

What is the Active Transportation Program?

The Active Transportation Program (ATP) was created in 2013 by Senate Bill 99 and Assembly Bill 101 to promote the increased use of active modes of transportation, such as biking & walking.

The ATP distributes the total annual funding capacity between three separate programs with 10% going to small urban/rural areas with populations of 200,000 or less, 40% going to Metropolitan Planning Organizations (MPO) in urban areas with populations greater than 200,000 and 50% going to a statewide program. All funding must be competitively awarded, the requirement that 25% of the funds in each program benefit disadvantaged communities. The ATP has two separate grant processes—one led by the State and the other led by the nine large MPOs including SJCOG.

Previous 2019 ATP Cycle 4

In the previous 2019 ATP Cycle 4, 23 applications were submitted from the Cities of Escalon, Lathrop, Manteca, Ripon, Stockton, Tracy, and San Joaquin County. A total of 552 applications were submitted statewide, competing for approximately \$223 million in statewide ATP funds. These 552 applications requested a total of over \$2.2 billion.

The California Transportation Commission (CTC) announced their staff recommendations for the statewide portion of the 2019 ATP on December 28, 2018. These recommendations included \$4,390,000 for the City of Stockton's California Street Separated Bikeway Project and \$2,838,000 for the Stockton Safe Routes to Schools Safety and Connectivity Improvements Project. These recommendations were adopted by the CTC at the January 30, 2019, CTC Meeting.

The other 21 applications from San Joaquin County remained eligible for funding under the MPO Competitive Project Selection Process. Those applications were reviewed by a multidisciplinary advisory committee, made up of volunteers from the region. After scoring the applications, the top scoring application, San Joaquin County's Oro Avenue and Section Avenue Sidewalk Improvements project, was recommended for full funding (\$1,439,000). The remaining \$2,105,000 of funding was recommended to partially fund the next highest ranked project, the City of Stockton's Safe Routes to School Sidewalk Gap Closure Project. These recommendations were adopted by the SJCOG Board in February 2019 and approved by the CTC in May 2019.

TENTATIVE SCHEDULE:

2019 ATP Cycle 5 Statewide Call for Projects Schedule

- CTC adopts ATP Guidelines March 25, 2020
- Statewide ATP Call for Projects begins March 25, 2020
- Project applications due Caltrans (postmark date) June 15, 2020
- CTC staff recommendations for statewide ATP projects October 31, 2020
- CTC adopts statewide ATP projects December 9, 2020

2019 ATP Cycle 5 MPO Call for Projects Schedule

- MPOs submit optional guidelines to CTC April 24, 2020
- CTC action on MPO guidelines May 13-14, 2020
- MPO Call for Projects May 29, 2020
- Supplemental Applications due to SJCOG August 28, 2020
- Scoring Committee Review of Applications October 31, 2020 – January 2021
- CTC distributes projects that were not awarded Statewide funds to MPOs for consideration December 9, 2020
- SJCOG Staff programming recommendations February 4, 2021
- SJCOG Board adopts programming recommendations February 25, 2021
- CTC adopts MPO programming recommendations May 2021

NEXT STEPS:

SJCOG staff recommends that project sponsors begin the application process as soon as possible for potential new project grant applications, or for improving unsuccessful applications from the previous ATP and Measure K cycles.

AGENDA ITEM **6**



STAFF REPORT

SUBJECT: Draft Congested Corridor Plan

RECOMMENDED ACTION: Information Only

SUMMARY:



SJCOG is preparing a Congested Corridor Plan for southern San Joaquin County. The Congested Corridor Plan is a comprehensive multimodal study that assesses conditions along the I-205, I-5, State Route 120, and State Route 99 corridor, including parallel passenger rail, bus transit, and bicycle and pedestrian facilities. The plan identifies improvements that will help improve safety, congestion, accessibility, economic development, and air quality. In August 2018, the SJCOG Board authorized contracting with Mark Thomas & Company, Inc. to prepare the Congested Corridor Plan.

In September 2019, SJCOG held a series of community workshops in Manteca, Tracy, and Mountain House to gather input on plans for improvements. The preliminary draft Congested Corridor Plan was released for public review on November 14, 2019. A Project Development Team meeting was held on December 11, 2019 and comments were requested from the team members by the end of December 2019. Among the comments that were provided was discussion of splitting the proposed Valley Link project into an early “Short-Term” operable segment to Downtown Tracy and a “Mid-Term” project to extend the service to Lathrop. Fehr & Peers is currently reviewing the comments that have been provided to date and making revisions to the draft plan as needed.

RECOMMENDATION:

Information Only.

DISCUSSION:

The draft Congested Corridor Plan contains 53 multimodal projects within the corridor. These projects were analyzed to develop a priority list of eleven projects that could be constructed in the Short-Term (2025), Mid-Term (2030) and Long-Term (2035) planning horizons that provide the greatest improvements for the I-205, I-5, SR 120 and SR 99 Corridor.

Short-Term (2025) Projects

- Stockton Diamond Grade Separation
- State Route 99/120 Connector Project Phase 1B
- I-205 Sub-Area Integrated Corridor Management Plan
- State Route 99 Sub-Area Integrated Corridor Management Plan

Mid-Term (2030) Projects

- I-205 Managed Lanes Widening (Alameda County Line to I-5)
- Valley Link
- State Route 120 High Occupancy Vehicle or Express Lanes

Long-Term (2035) Projects

- I-580 High Occupancy Vehicle or Express Lanes (Greenville to Alameda County Line)
- Fixed Guideway Concept on I-205
- I-5 Mossdale Widening
- State Route 99 Widening (SR 120 East to Hammett Road)

Project fact sheets for each of these projects are included in Appendix B of the draft plan. The full document is available for download at: <https://www.sjog.org/DocumentCenter/View/5039>.

FISCAL IMPACT:

None.

BACKGROUND:



Senate Bill 1 created the Solutions for Congested Corridors Program. The Congested Corridor Program is intended to achieve a balanced set of transportation, environmental, and community access improvements within highly congested travel corridors throughout the state. All projects nominated for the Congested Corridors Program must be included in a Comprehensive Multimodal Corridor Plan.

SCHEDULE:

- November 14, 2019 – Preliminary Draft Congested Corridor Plan released for review
- November 2019 to January 2020 - Agency and public input on Congested Corridor Plan
- February 2020 – Committee input on Final Congested Corridor Plan
- February 27, 2020 – Final Congested Corridor Plan adopted by SJCOG Board