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Vacant (Transportation)

Gary L. Gallegos  
Executive Director, **SANDAG**



# **AGENDA FOR JOINT MEETING OF THE REGIONAL PLANNING AND TRANSPORTATION COMMITTEES**

**Friday, October 24, 2003**

**12 noon – 2 p.m.**

*(or 30 Minutes Following the SANDAG Board  
Meeting, whichever occurs first)*

**SANDAG Board Room  
401 B Street, Board Room  
San Diego, CA**

## **AGENDA HIGHLIGHTS**

**SPECIAL MEETING ON THE OVERALL POLICY  
AND PLANNING FRAMEWORK OF THE  
REGIONAL COMPREHENSIVE PLAN (RCP)**

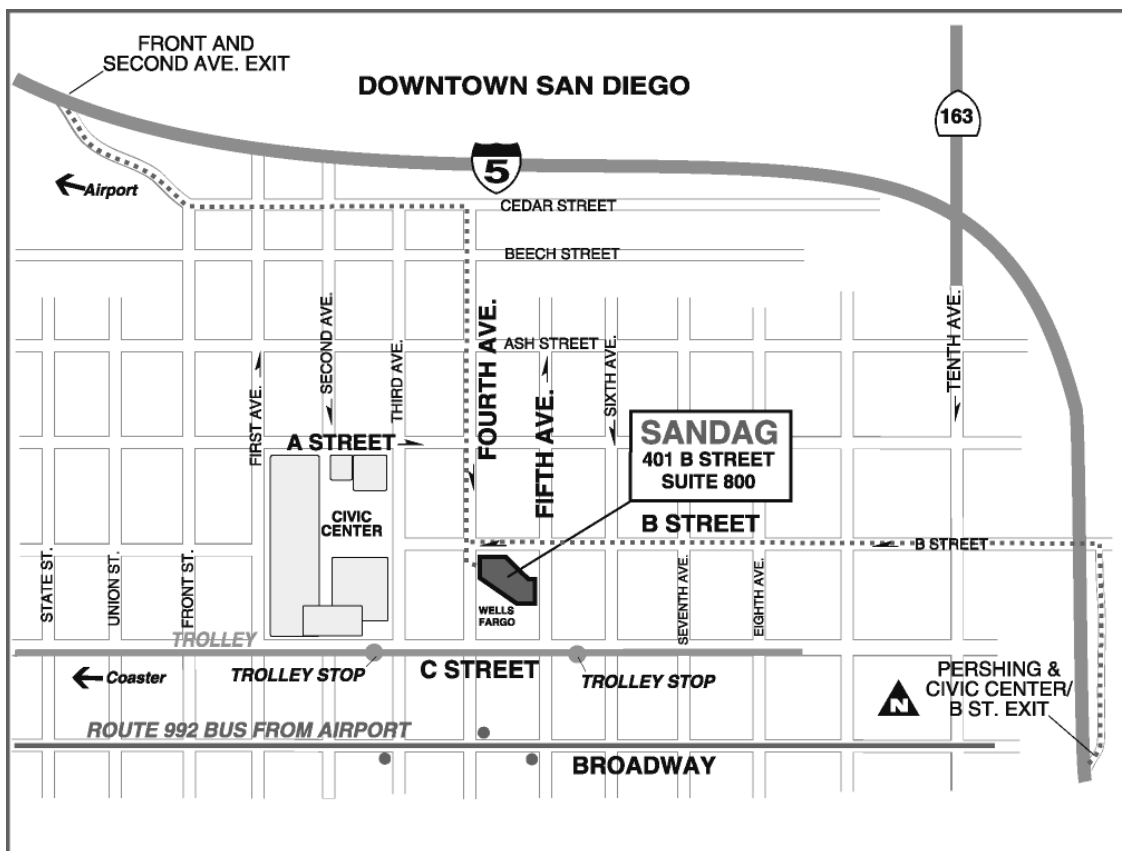


Welcome to SANDAG! Members of the public may speak to the Regional Planning and Transportation Committees on any item at the time the Committees are considering the item. Please complete a Speaker's Slip which is located in the rear of the room and then present the slip to Committee staff. Also, members of the public are invited to address the Committee on any issue under the agenda item entitled Public Comments/Communications/Members' Comments. Speakers are limited to three minutes. The Regional Planning and Transportation Committees may take action on any item appearing on the agenda.

This agenda and related staff reports can be accessed at [www.sandag.org/rcp](http://www.sandag.org/rcp) on SANDAG's Web site. Public comments regarding the agenda can be forwarded to SANDAG via the e-mail comment form also available on the Web site. E-mail comments should be received no later than Noon, two days prior to the meeting.

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# JOINT MEETING OF THE REGIONAL PLANNING AND TRANSPORTATION COMMITTEES

Friday, October 24, 2003

ITEM #		ACTION
1.	WELCOME AND INTRODUCTIONS	INFORMATION
2.	PUBLIC COMMENTS / COMMUNICATIONS / MEMBER COMMENTS	INFORMATION
	Members of the public will have the opportunity to address the Regional Planning and Transportation Committees on any issue within the jurisdiction of the Committees. Speakers are limited to three minutes each. This is also an opportunity for Committee members to make comments or announcements.	
REPORTS		
+ 3.	OVERALL POLICY AND PLANNING FRAMEWORK FOR THE REGIONAL COMPREHENSIVE PLAN (RCP) – (Bob Leiter, SANDAG Staff) (pp. 4-22)	DISCUSSION
	The Regional Comprehensive Plan will include an overall policy and planning framework that strengthens the connection between land use and transportation and establishes a framework for future transportation project evaluation criteria.	
	This item provides an opportunity for the Regional Planning and Transportation Committees to discuss and comment on the proposed framework. This item also will be discussed at SANDAG's November 7, 2003 Policy Board meeting.	
4.	UPCOMING MEETINGS	INFORMATION
	Upcoming meetings will be held as follows:	
	<ul style="list-style-type: none"><li>a. SANDAG Policy Development Board Meeting on the Overall Policy and Planning Framework for the RCP: Friday, November 7, 2003, at SANDAG from <u>10:15 a.m. to 12 noon</u>. (Note: The Policy Board meeting will replace the regularly-scheduled Regional Planning Committee meeting, which would have taken place November 7<sup>th</sup> from 12 noon to 2 p.m.)</li><li>b. Next Transportation Committee Meeting: Friday, November 14, 2003 from 9 a.m. to 12 noon.</li><li>c. Revised Regional Planning Committee Meeting: Friday, November 14, 2003, from 12 noon to 2 p.m., to review a working draft of the RCP before it goes to the Board of Directors in December.</li></ul>	
5.	ADJOURNMENT	APPROVE

+ next to an agenda item indicates an attachment

# REGIONAL PLANNING AND TRANSPORTATION COMMITTEES

October 24, 2003

AGENDA ITEM NO.: **3**

**Action Requested: DISCUSSION**

## OVERALL POLICY AND PLANNING FRAMEWORK FOR THE REGIONAL COMPREHENSIVE PLAN (RCP)

### **Introduction**

In September 2003, an "Ad Hoc Working Group on RCP Transportation/ Land Use Coordination" was created to assist in the development of an overall approach to coordinating transportation and land use policies in the Regional Comprehensive Plan (RCP). This working group is a sub-committee of the SANDAG's Regional Planning Technical Working Group (TWG) (the planning directors for the cities, county and other agencies) and the Cities/ County Transportation Advisory Committee (CTAC) (the public works directors for the cities and county).

### **Discussion**

The Ad Hoc Working Group met three times to discuss issues related to the coordination of transportation and land use plans, and ideas regarding how these issues could be addressed in the RCP. In addition, the Regional Planning Stakeholders Working Group (SWG) and the TWG met individually in September and October to discuss and comment on the initial list of ideas from the Ad Hoc Working Group.

SANDAG staff compiled the input from the Ad Hoc Working Group, the Stakeholders Working Group, the Technical Working Group, and ideas that were discussed during SANDAG's recent community workshops into a draft report (Attachment 1), which sets forth a proposed overall policy and planning framework for the RCP.

### **Key Issues**

The draft report addresses the following key issues:

- **How should the RCP be structured?**

The report suggests that the planning framework for the RCP be similar to that of county and city general plans, as illustrated in Exhibit 1 of the attached report. However, unlike the land use elements of city and county general plans, which designate specific land use types and intensities on a land use map, the RCP would include a "concept map" that would illustrate possible "smart growth opportunity areas," such as areas near existing and future transit stations, where increased density and intensity of land use would strengthen the connection

between transportation and land use. The actual decisions regarding land use types and intensities in these areas would be made by the local governments through their own general plans.

- **What kinds of policies, actions, and project evaluation criteria should the RCP include to strengthen the connection between transportation and land use?**

The report identifies seven “target improvement areas” for which RCP policies and actions are recommended (see Exhibit 2). These target areas are:

- Implement the adopted Regional Transportation Plan Mobility Network;
- Enhance transportation systems by improving connectivity;
- Provide adequate funding to meet the capital, operational, and maintenance needs of the regional transportation system;
- Facilitate coordination among jurisdictions;
- Consider regional and local mobility objectives in approving new land uses;
- Design development to reduce auto dependency; and
- Align the timing of related transportation and land use development.

Exhibit 2 also includes proposed themes for revised transportation project evaluation criteria that would relate directly to the target areas identified above.

- **How should the regional transportation planning and project evaluation process be modified to strengthen the relationship between transportation and land use?**

The report suggests that two fundamental changes be made in the way that transportation plans are developed and implemented:

- Instead of using four different sets of transportation project evaluation criteria for different types of transportation facilities in prioritizing regional transportation funding priorities (as illustrated in Exhibit 3), a single set of criteria that are applicable to all types of transportation facilities should be developed. By using a single set of criteria, and including criteria that relate to land use as well as transportation, this system would create incentives for local jurisdictions to plan for smart growth development in appropriate locations.
- Sub-regional plans and implementation programs should be utilized to better integrate multi-modal corridor and network development, and to better coordinate transportation improvements and related land use plans among SANDAG, Caltrans, local jurisdictions, and other agencies. The relationship of these sub-regional plans to regional and local plans is illustrated in Exhibit 4.

## **Next Steps**

On October 16, 2003, SANDAG held a joint meeting between the TWG, the SWG, and the CTAC to discuss and refine the draft report. The attached report reflects the comments received at the joint meeting that were directly relevant to the topics covered in the report. Additional ideas suggested

at this meeting that were not incorporated into the attached report, but will be addressed in the draft RCP, are listed below:

- Context sensitive development (with regard to both land use and transportation) should be an overarching theme throughout the RCP so that local communities function well.
- In evaluating transportation investments, overall equity should be considered from the perspective of income, physical ability, and connectivity.
- An inclusive public participation program is necessary when making transportation funding decisions.
- The RCP should clearly distinguish among urban, suburban, and rural land uses – intensities for each of these areas need to be carefully considered in the Urban Form Chapter.
- Smart growth opportunity areas should concentrate mostly around the stations along the existing and planned transit networks contained in MOBILITY 2030, but other appropriate locations should also be considered. Other appropriate locations could include key activity centers that could be connected to other activity centers by transit, pedestrian-friendly town and village centers, unincorporated suburban communities adjacent to cities, and unincorporated village centers (versus rural or agricultural areas).
- Local school districts should be involved in local planning processes, ensuring that schools can be reached by walking or bike-riding, instead of only by car or by bus.
- Transportation System Management, a key component of the Regional Transportation Plan, should be emphasized in the RCP. This program includes Intelligent Transportation System (ITS) applications, which focus on real-time management of our transportation system.

### **Requested Action**

The Regional Planning and Transportation Committees are requested to discuss the issues outlined above and in the attached report, and provide policy direction on the proposed Overall Policy and Planning Framework. This report will also be the topic of discussion at the SANDAG Policy Development Board meeting scheduled for November 7, 2003.

Following direction by Regional Planning and Transportation Committees and the SANDAG Board on the Overall Policy and Planning Framework, it will be used as a basis for completion of the draft Regional Comprehensive Plan, which is scheduled for release for public review by the SANDAG Board this December.

BOB LEITER

Director of Land Use and Transportation Planning

Staff Contact: Bob Leiter, (619)595-5636; ble@sandag.org

## **REGIONAL COMPREHENSIVE PLAN: OVERALL POLICY AND PLANNING FRAMEWORK**

October 24, 2003

### **Introduction**

The San Diego Association of Governments (SANDAG) is working with its member agencies and stakeholders to develop a Regional Comprehensive Plan (RCP). This planning process is based on the following premises:

- The residents of our region place a high value on our quality of life, and want to retain and even improve that quality of life as the region continues to grow;
- We operate in the context of a complex set of federal and state laws, plans, and programs that affect regional and local decision-making; and
- We need to work with all of our stakeholders to develop a comprehensive plan that will allow our region to meet our quality of life goals, while at the same time complying with the laws, plans, and programs that affect us in an effective manner.

The purpose of this report is to outline the overall approach proposed for the draft RCP:

- A policy framework that focuses on the coordination of local and regional transportation and land use plans, and creation of incentives that promote “smart growth” planning and implementation throughout the region; and
- A planning framework that parallels the framework used by cities and counties in preparing their general plans, and thereby strengthens the coordination of local and regional plans and programs.

### **Existing Regional Plans and Programs**

Over the years, SANDAG and other governmental entities have developed a number of regional plans and programs that relate to regional quality of life objectives. These plans and programs include:

- Regional Growth Forecasts
- Regional Transportation Plan/Regional Transportation Improvement Program
- Regional Growth Management Strategy
- Regional Habitat Conservation Plans
- Regional Housing Programs
- Regional Economic Development Programs
- LAFCO Spheres of Influence Program
- Regional Air Quality Strategy
- Regional Water Quality Plans
- Regional Solid Waste Management Plan
- Regional Water Supply Master Plan

Each of these existing regional plans and programs is interrelated in terms of its planning goals, growth assumptions, policy approach, and performance monitoring approach; however, there is no

overall framework for coordinating these plans, or for monitoring the overall effectiveness of these plans in meeting regional quality of life goals.

### **Existing Local Plans**

In addition to the regional plans and programs, the County of San Diego and its the eighteen cities each have each adopted a general plan, made up of a number of mandatory and optional elements, including:

- Land Use
- Circulation (Transportation)
- Housing
- Public Facilities
- Environmental Management (Open Space, Conservation, Safety, Scenic Highways)
- Economic Development

Some of these general plans also serve as the basis for “Local Coastal Programs,” pursuant to the State Coastal Act, for jurisdictions located within the State’s Coastal Zone. In addition, many local jurisdictions have also prepared and adopted “Habitat Conservation Sub-area Plans,” which implement the regional habitat conservation plans described earlier.

Finally, many local service providers, such as the county, cities, school districts, water districts, sanitation districts, and the like, have developed facility and service master plans that provide guidance in the development and operation of services for those entities.

As is the case with existing regional plans and programs, there is currently no overall framework for coordinating these plans with each other, or with related regional plans and programs.

### **Proposed Overall Policy and Planning Framework for the RCP**

How can we better coordinate, and integrate and strengthen local and regional plans and programs in ways that lead toward meeting our quality of life goals? A good place to start is to look at the process used by local jurisdictions in preparing their general plans. The typical steps involved in preparing a general plan include:

- Development of a community vision statement
- Preparation of a “community profile” describing existing community characteristics and projections of future growth
- Consideration of conceptual plan alternatives that would lead toward attainment of the community’s future vision, and selection of a preferred plan concept
- Preparation of land use and transportation plan elements that are consistent with the preferred plan concept
- Preparation of other plan elements that are consistent with the land use and transportation plan elements
- Preparation of an implementation program that provides direction as to how the plan will be used to guide decisions regarding development, public facilities and services, and financing
- Establishment of a performance-monitoring program that ensures that the goals and policies of the general plan are being met over time



If we use the local general plan process as a guide in developing our regional comprehensive plan, we will need to:

- Develop a statement of our future vision for our region in a selected “plan horizon year” (we have selected the year 2030 for the RCP);
- Prepare a profile of our existing region as well as a forecast of future growth to the year 2030;
- Consider conceptual plan alternatives that would lead toward attainment of our regional vision, and select a preferred regional planning concept;
- Develop a long-range regional transportation and land use plan that is consistent with our preferred regional planning concept;
- Develop a framework for using our regional transportation and land use plan to guide other regional plans;
- Develop an implementation program that provides the means by which local and regional entities can coordinate the local transportation and land use plans with regional transportation and land use plans; and
- Establish a performance monitoring system that provides objective feedback regarding the effectiveness of local and regional plans and programs in meeting our goals.

The proposed RCP planning framework, based on this approach, is illustrated in Exhibit 1. By developing and structuring our Regional Comprehensive Plan in this manner, we will be following a well-defined and understandable approach to comprehensive planning, and we will make it easier to see the relationships between local general plans and the RCP.

### **Regional Vision and Core Values**

The regional vision and core values for the RCP are its foundation. The RCP seeks:

*To preserve and enhance the San Diego region's unique features - its vibrant and culturally-diverse communities, its beaches, deserts, mountains, lagoons, bluffs, and canyons - and promote sustainability, economic prosperity, and an outstanding quality of life for everyone.*

Our core values support this vision and are grouped into eight areas: Transportation, Urban Form (i.e., land use distribution and community design), Housing, Public Facilities, Environment, Economic Prosperity, Interregional and Bi-national Coordination, and Effective and Responsible Planning and Implementation.

### **Growth Forecasts/Existing Conditions and Future Trends**

Each year for the last several years, the San Diego region has grown by about 50,000 people. About one-third of our annual population growth is due to foreign immigration. The rest is a combination of natural increase (more births than deaths) and domestic migration. Housing unit growth has not kept pace with population growth, causing higher home prices and low vacancy rates. As people have moved farther from employment sites in search of housing, commute times and traffic congestion have steadily increased.

SANDAG's Final 2030 Regional Growth Forecast projects that between 2000 and 2030 the region will add about one million more people, over 300,000 new homes, and more than 400,000 new jobs.

## 2030 REGIONAL GROWTH FORECAST

	2000 Census	2030	Increase	
			Num.	Pct.
People	2,813,833	3,855,080	1,041,247	37%
Homes	1,040,149	1,354,068	313,919	30%
Jobs	1,294,610	1,733,940	439,330	34%

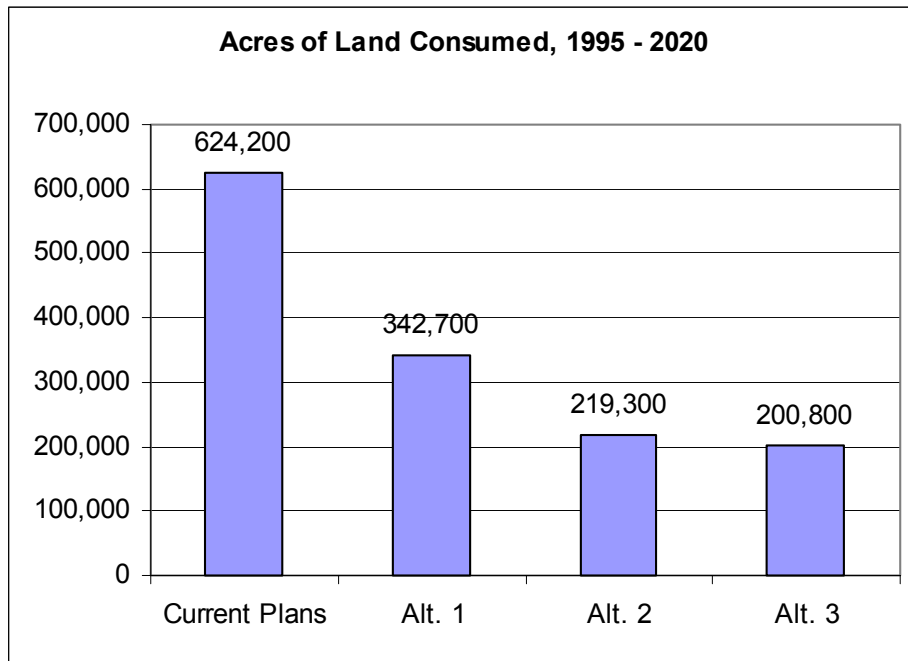
The forecast is based on current demographic and economic data, and on the currently adopted land use plans and policies of the 18 cities, and the “population targets” contained in the County of San Diego’s general plan update (GP2020). In aggregate, these plans do not accommodate the amount of growth that is anticipated. Not enough land is currently planned for residential use, even taking into account areas that have the potential for residential redevelopment or infill activity. Consequently, while population will increase by 37 percent over the forecast period, housing will grow by just 30 percent. As is the case today, demand for housing will continue to outpace the supply.

This imbalance results in several outcomes: high home prices, low vacancy rates, more persons per household (“doubling up”), and an increase in long-distance interregional commuting as people who work in the region seek less expensive housing in Riverside County, Baja California and Imperial County. Census data from 1990 and 2000 reveal that the number of people commuting from Riverside County almost tripled over the decade. And a more recent survey found the flow to be increasing substantially.

### **Alternative Regional Planning Concepts and Preferred Concept**

It has been known for several years that the general plans of the region’s 19 local jurisdictions will not adequately accommodate our future projected growth. As the region continues to grow, the current plans, unless amended, will lead to more sprawl, more traffic congestion, and the continued loss of agricultural land, open space, and critical habitat. Also, because each plan is distinct to that particular jurisdiction, there are often disconnects and incongruities with land use patterns in neighboring jurisdictions, and between land uses and the regional transportation network.

For these reasons, SANDAG has twice looked at alternative future land use scenarios and used computer models to compare the future outcomes to what is likely to happen under the current plans. The first analysis was done in 1998 in preparation for the 2020 Cities/County Forecast. It compared the current plans to three progressively more ambitious smart growth land use alternatives. One of the most dramatic differences was in land consumption. As seen in the following chart, the current plans have the potential to consume up to three times as much land as the smart growth alternatives.



In addition to the land use benefits, the smart growth alternatives were found to provide many transportation-related improvements over current plans. The table below summarizes the percentage reduction of several impacts compared to the current plans.

**PERCENT REDUCTION OF IMPACTS COMPARED TO CURRENT PLANS**

Transportation Category	Alt 1	Alt 2	Alt 3
Miles of Congestion on Arterials	-71%	-71%	-69%
Miles of Congestion on Freeways	-14%	-17%	-18%
Vehicle Miles Traveled	-13%	-14%	-13%
Vehicle Hours Traveled	-21%	-22%	-22%
Average Trip Length in Time	-20%	-22%	-20%
Average Trip Length in Distance	-13%	-14%	-12%
Total Costs of Travel and Fuel	-19%	-20%	-19%
Total Air Pollutants	-11%	-11%	-11%

SOURCE: 2020 Cities/County Forecast Land Use Alternatives Report, November 1998

All together, about 30 land use and transportation measures were examined. In nearly every case, smart growth proved beneficial. Mobility was improved. Neighborhoods were made more livable and walkable, with more choices in housing. And by reducing sprawl, the impacts on the environment, particularly in existing rural areas, were greatly reduced.

In 2002 a similar analysis was performed in preparation for the Preliminary 2030 Cities/County Forecast and the 2030 Regional Transportation Plan. Again, the future impacts of a smart growth land use alternative were tested against the current plans. One difference from the 1998 study was

that this time the smart growth development areas were provided by the jurisdictions rather than by SANDAG. The cities identified specific areas where they felt smart growth could be most easily implemented.

As a result, the smart growth sites were fewer in number than were used in 1998. Accordingly, the quantitative benefits of the outcome measures were reduced proportionally. However, the lesson from both studies is clear: a little smart growth helps a little, and a lot of smart growth helps more. Therefore, the preferred alternative for the RCP is one that is based on smart growth land use and transportation concepts.

## **Regional Plan**

The Regional Comprehensive Plan will focus on the relationship between transportation and land use, using the recently updated Regional Transportation Plan (MOBILITY 2030), and the existing regional habitat conservation plans, as starting points. The integration of transportation and land use in the RCP will involve a balancing of:

- Sensitive lands protection,
- Housing opportunities,
- Job opportunities, and
- Adequate public facilities and services.

While these issues will be viewed primarily from the traditional regional single-county perspective, we will also consider a number of “borders” issues, which involve our interrelationships with Mexico, the counties of Imperial, Riverside, and Orange, and tribal governments within and outside our county.

### *Target Areas to Improve Transportation/Land Use Coordination*

Seven major “target areas” have been identified as ways of improving transportation and land use coordination:

- Implement the adopted Regional Transportation Plan “mobility network;”
- Enhance transportation systems by improving connectivity;
- Provide adequate funding to meet both the capital, and operational and maintenance needs of the region;
- Facilitate coordination between among jurisdictions;
- Consider regional and local mobility objectives in approving new land uses;
- Design development to reduce auto dependency; and
- Align the timing of related transportation and land use development.

In each of these seven target areas, proposed policy objectives have been identified for inclusion in the RCP (see Exhibit 2). In addition, proposed actions that would assist in implementing these policy objectives have also been identified.

### *Smart Growth Opportunity Areas*

One of the key recommendations related to land use/transportation coordination is the identification of “smart growth opportunity areas” in the RCP. These opportunity areas would

include locations near existing and proposed transit stations, as well as other locations where compact urban development would make sense from a regional transportation/land use perspective. Designation of these opportunity areas in the draft RCP would provide guidance to local governments, property owners, and service providers as to where smart growth development is most likely to occur, and would focus attention onto these areas as local jurisdictions update their general plans and redevelopment plans.

By coordinating the long-range local and regional transportation and land use plans, the RCP will also provide guidance in long-range planning of other regional and local systems. These systems, many of which are being specifically addressed in the RCP, should be planned on the basis of the same growth forecasts, and proposed transportation and land use distribution plans, contained in the RCP. By coordinating our planning in this manner, we will ensure that public and private investment in local and regional infrastructure is implemented in an efficient and sustainable manner.

### **Sustainability Assessments**

The overall plan will also include “sustainability” assessments, addressing:

- Environmental impacts and benefits (through an Environmental Impact Report);
- Economic and fiscal impacts and benefits (through analysis contained in the Integrated Regional Infrastructure Strategy); and
- Social equity issues (through a social equity / environmental justice assessment).

The sustainability assessments will provide an overall evaluation of how the RCP balances environmental, economic, and social equity considerations, and could lead to adjustments to the policies and implementation strategies following review of the draft RCP.

### **Implementation Program**

In developing the implementation program for the RCP, a major focus will again be on strengthening the connection between local and regional transportation and land use plans.

#### *Existing Structure for Regional Transportation Planning and Implementation*

The existing structure for transportation planning in the San Diego region starts with the Regional Transportation Plan. The RTP, which was updated by SANDAG in early 2003, lays out a proposed regional transportation network to the year 2030, which includes highways, regional arterials, and transit service (known as the 2030 Mobility Network), as well as transportation systems management and transportation demand management programs. In addition, the adopted RTP contains scenarios for phased development of the 2030 Plan, including a 2010 project list for highways, arterials, and transit system development.

Under the existing planning structure, the adopted RTP, including the 2030 Mobility Network and the 2010 project list, will be used in the biennial updating of the Regional Transportation Improvement Program (RTIP), which is a five-year capital improvement program for transportation projects. The currently adopted RTIP covers the period from FY 2003 to FY 2007. In the most recent update of the RTIP, projects were evaluated through a transportation project evaluation approach under which projects are rated on the basis of 47 separate criteria for four different types of

transportation projects, with these criteria related primarily to transportation objectives. The existing structure, under which RTIP projects are selected from the RTP on the basis of transportation project evaluation criteria, is illustrated in Exhibit 3.

#### *Initial Steps in Implementing RCP Policies*

Prior to the next RTIP update, it is recommended that SANDAG work with its member agencies and other stakeholders to revise its transportation project evaluation criteria into a single set of criteria that will better reflect the transportation and land use policy objectives of the RCP. A listing of possible themes that could be included in these revised transportation project evaluation criteria is shown in Exhibit 2.

#### *Sub-regional Planning*

While the initial steps outlined above will help to improve coordination of local and regional plans, many of the coordination issues cross jurisdictional boundaries, and require further refinements to planning concepts contained in the adopted RTP and future RCP. For example, many of the proposed regional and commuter transit service corridors would cross jurisdiction boundaries, and the exact alignment of future corridors and station locations needs to be refined in order to make the systems work most effectively from both a transportation and land use perspective.

In order to deal more effectively with these issues in the future, greater emphasis should be placed on the preparation of sub-regional transportation studies and implementation programs. These studies would be focused on particular sub-regional areas where transportation and land use issues appear to cross jurisdictional boundaries, and where sub-regional evaluation and planning strategies could lead to improved inter-jurisdictional coordination and more effective solutions. In some cases, these sub-regional studies would include not only areas within the jurisdiction of the county and its cities, but may also include areas outside the region which need to be considered in developing workable sub-regional strategies.

These sub-regional studies should include:

- Transportation corridor and network studies, developing refined plans for highways, arterials, and transit service, including transit station locations on proposed regional and commuter service corridors;
- Evaluation of jobs-housing balance (accessibility) within a given sub-region, and identification of specific strategies for improving the balance within the sub-region as local plans are updated;
- Identification of specific regional public facility and service issues that may affect future development within the sub-region; and
- Facility phasing and financing strategies that can be used to ensure adequate funding for necessary improvements and services.

These sub-regional studies can also provide the basis for preparation of sub-regional implementation plans. These implementation plans would build on the results of the sub-regional studies, and would develop specific facility financing programs for transportation projects that could be included in future Regional Transportation Improvement Programs, as well as local capital improvement programs. The relationship between these future sub-regional planning studies and the existing process regional for regional transportation planning and implementation is shown in Exhibit 4.

One existing example of sub-regional implementation planning is the requirement in the SANDAG Congestion Management Program for preparation of “deficiency plans” for sub-regional transportation corridors and networks that are currently deficient in terms of meeting acceptable level of service standards. Under the recently updated CMP, these plans will be prepared jointly by SANDAG, and affected local jurisdictions, and Caltrans. In the future, sub-regional implementation plans should be prepared not only for corridors and networks that are already deficient, but also for corridors and networks that could become deficient in the future based on future growth.

### **Performance Monitoring Program**

For the RCP to be implemented successfully over the next several years, it will be important to develop a reliable performance monitoring program. With regard to transportation and land use planning, this performance monitoring program will need to address:

- Progress in implementing the policy objectives and actions contained in the Plan; and
- Performance indicators (e.g., quality of life measurements related to traffic congestion, economic prosperity, housing affordability, environmental quality, etc.) that will indicate whether the region is making progress in improving the quality of life .

The RCP will contain a specific listing of proposed quality of life indicators, and recommended procedures for measuring and reporting on those indicators on a regular basis.

### **Analytical Tools**

In addition to developing and implementing a performance monitoring program, it will also be necessary to develop reliable and consistent analytical tools. While SANDAG and its member agencies already have sophisticated modeling and analytical capabilities related to transportation, land use, economic, and environmental issues, a number of enhancements should be considered:

- Agreement on a consistent approach among the county and cities in the region for analyzing traffic impacts of new development, and consistent standards for measuring “level of service;”
- Development of traffic forecasting modeling capabilities to better predict trip generation rates and trip lengths related to jobs and housing availability within defined regional and sub-regional areas;
- Development of modeling capabilities that can be used to evaluate the effectiveness of “smart growth” urban design strategies in relation to a number of different quality of life indicators, such as vehicle miles traveled, energy consumption, air quality impacts, and the like; and
- Acquisition of visual simulation software that can be used to illustrate the outcomes of various transportation and land use strategies.

## Conclusions

By focusing in the Regional Comprehensive Plan on the coordination of transportation and land use plans at the local and regional levels, we will be able to address many of the pressing problems facing our region:

- Traffic congestion,
- Housing affordability,
- Protection of sensitive habitats,
- Strengthening our economy, and
- Ensuring social equity in our planning and development.

At the same time, through a well-integrated regional transportation and land use plan, we will be able to provide guidance to local and regional service providers regarding the expansion of their facilities and services to accommodate growth in a cost-effective manner.

Attachments:

Exhibit 1: Proposed RCP Planning Framework

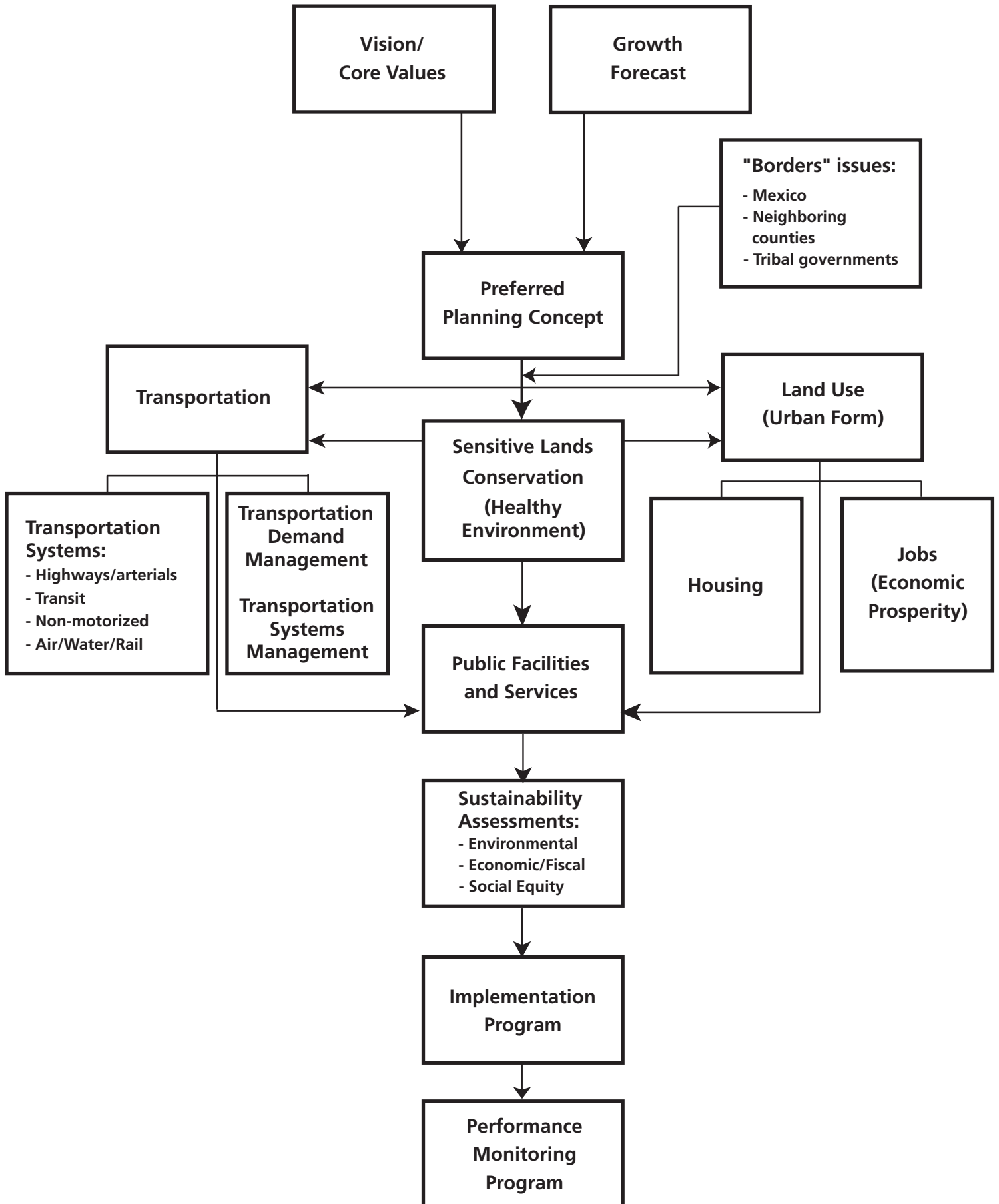
Exhibit 2: Potential Policy Objectives, Actions, and Criteria Themes

Exhibit 3: Existing Transportation Planning and Implementation Process

Exhibit 4: Proposed Transportation Planning and Implementation Framework



# Exhibit 1 Proposed RCP Planning Framework



## Exhibit 2

### Potential Policy Objectives, Actions, and Transportation Project Evaluation Criteria Themes to Facilitate Transportation and Land Use Coordination

ISSUES	POLICY OBJECTIVES	ACTIONS	EVALUATION CRITERIA THEMES
<b>Target Improvement Area #1: <i>Implement the adopted 2030 Regional Transportation Plan “mobility network.”</i></b>			
<ul style="list-style-type: none"> <li>- Poor existing levels of service and lack of competitive mode choices</li> </ul>	<ul style="list-style-type: none"> <li>- Reduce traffic on our most congested freeways and arterials</li> <li>- Provide mobility choices</li> <li>- Ensure that mobility investments are made in an equitable manner</li> </ul>	<ul style="list-style-type: none"> <li>- Identify priority corridors, and phase highway, arterial, and transit improvements to meet those priorities</li> </ul>	<ul style="list-style-type: none"> <li>- Project is cost-effective</li> <li>- Project results in improved mobility</li> <li>- Project results in improved system efficiency</li> <li>- Project results in improved mode choice</li> <li>- Project improves safety (auto, pedestrian, bike, etc.) and allows safe crossings</li> </ul>
<b>Target Improvement Area #2: <i>Enhance Transportation Systems by Improving Connectivity</i></b>			
<ul style="list-style-type: none"> <li>- “Missing links” in key transportation corridors</li> <li>- Missing or inadequate connectors between transportation corridors</li> <li>- Lack of connectivity between transit stations and other transportation modes</li> <li>- Concerns about accessibility of transportation for disabled and other special needs groups</li> </ul>	<ul style="list-style-type: none"> <li>- Improve the connectivity of different transportation modes where it will result in better overall mobility</li> <li>- Place a high priority on completing necessary transportation networks with missing links, and providing parallel routes where appropriate</li> <li>- Improve transit service and transportation connections by locating transit stations where “smart growth” development has already occurred or is planned, and enhancing pedestrian and bike connections to transit stations</li> </ul>	<ul style="list-style-type: none"> <li>- Ensure that RTP Mobility Network map identifies modal connection points and related transportation improvement requirements</li> <li>- Identify missing parallel arterial routes along highways, including bicycle routes and pedestrians</li> <li>- Develop “integrated mobility programs” for areas served by transit, which may include car sharing, shuttle service, pedestrian access, and other programs that facilitate transit use</li> </ul>	<ul style="list-style-type: none"> <li>- Project provides a critical link for transportation network</li> <li>- Project provides necessary connections between regional corridors</li> <li>- Project results in improved connectivity between transit station and other modes</li> <li>- Project is compatible with the regional system effectiveness goals</li> <li>- Project minimizes impacts to community in terms of access, safety, noise, air quality, and the like</li> </ul>

ISSUES	POLICY OBJECTIVES	ACTIONS	EVALUATION CRITERIA THEMES
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**Target Improvement Area #3: *Provide adequate funding to meet the capital, operational and maintenance needs of the regional transportation system***

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| <ul style="list-style-type: none"> <li>- Limited fiscal resources inhibit efforts to implement transportation solutions</li> </ul> | <ul style="list-style-type: none"> <li>- Pursue adequate funding to cover the capital, operational and maintenance costs of the regional transportation system</li> <li>- Improve service levels and quality of transit service to raise the public’s confidence in the ability of transit to meet future needs</li> </ul> | <ul style="list-style-type: none"> <li>- Consider use of development impact fees or other means to mitigate the net impact of new development or redevelopment on regional transportation facilities (ensure that impact fees are applicable to both large and small projects)</li> <li>- Pursue other financing opportunities such as user fees, congestion pricing, and private investments to help pay for needed transportation improvements</li> </ul> | <ul style="list-style-type: none"> <li>- Degree to which the net impacts of new development and redevelopment on project have been mitigated through impact fees or other means</li> <li>- Level at which local agencies are leveraging/contributing funding toward project</li> <li>- Project has viable plan for funding operations and maintenance</li> </ul> |
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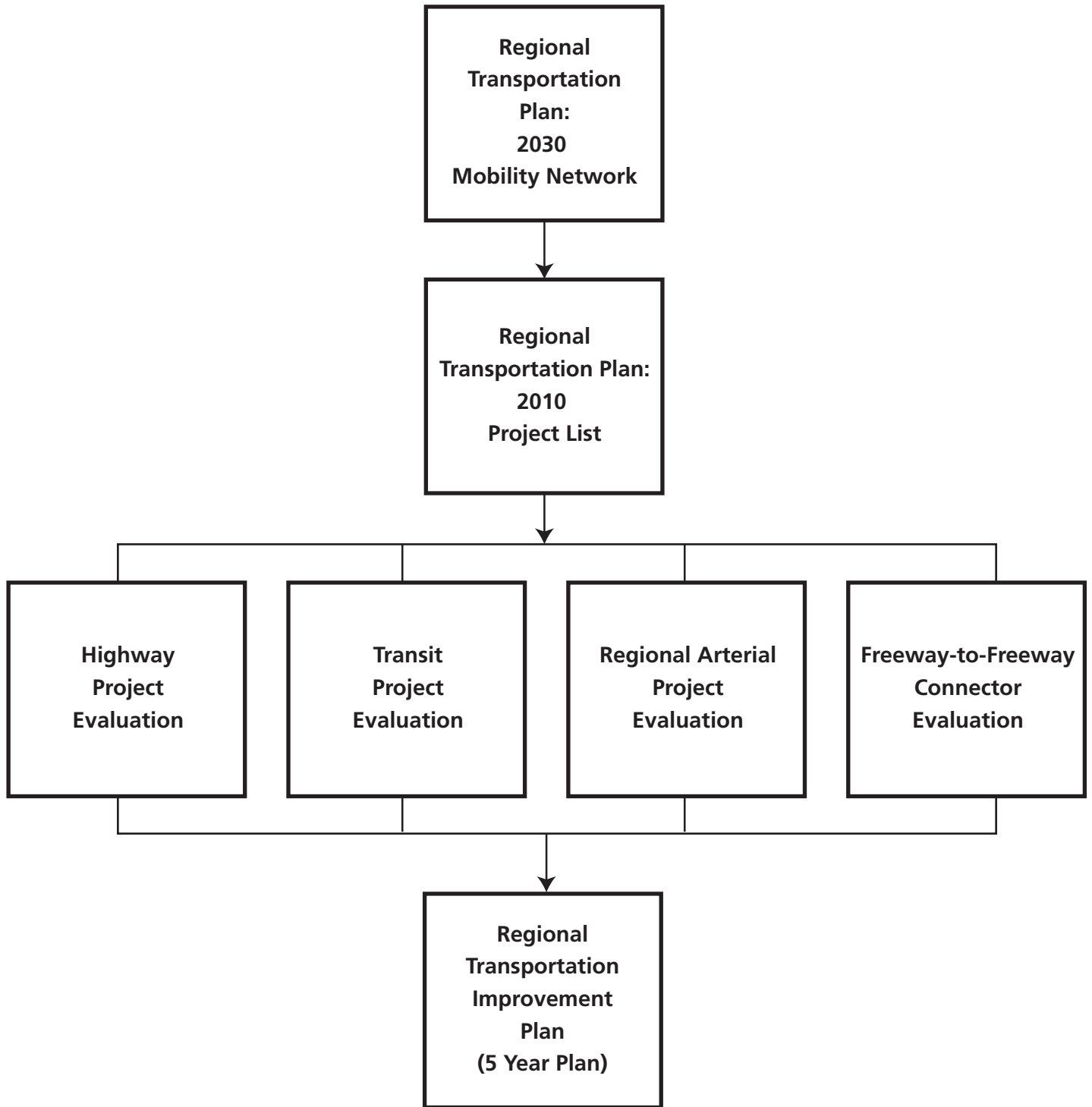
**Target Improvement Area #4: *Facilitate coordination among jurisdictions***

- |                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                           |
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| <ul style="list-style-type: none"> <li>- Need to manage “trade-offs” and overcome organizational differences</li> <li>- Need to plan for the efficient movement of people and goods, including trips generated outside the region (e.g., Mexico, Orange, Riverside, and Imperial Counties)</li> <li>- Need to consider impacts resulting from gaming on Indian lands (especially roadway safety concerns)</li> </ul> | <ul style="list-style-type: none"> <li>- Improve interaction among jurisdictions and agencies (e.g., Port District, Airport Authority, Military, University) in coordinating transportation and land use decisions</li> <li>- Increase participation of the region’s tribal governments and other affected entities outside the region in regional transportation decisions</li> </ul> | <ul style="list-style-type: none"> <li>- Form geographic sub-regional teams of neighboring jurisdictions to prepare sub-regional transportation/land use and financing plans that will improve coordination and help ensure equity</li> <li>- Establish a means by which tribal governments can assist in implementing regional transportation solutions</li> </ul> | <ul style="list-style-type: none"> <li>- Project has been incorporated into a sub-regional transportation/land use plan, and participating agencies have committed to planning and financing strategies contained in that plan</li> </ul> |
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ISSUES	POLICY OBJECTIVES	ACTIONS	EVALUATION CRITERIA THEMES
<b>Target Improvement Area #5: Consider regional and local mobility objectives in approving new land uses</b>			
<ul style="list-style-type: none"> <li>- Need to address conflicts between land use and transportation</li> <li>- Difficult to influence market-based development</li> <li>- Need to link modal options to land use decisions</li> <li>- Existing local plans do not provide adequate housing capacity resulting in interregional commuting</li> <li>- Need to be sensitive to community concerns in designating and planning future redevelopment areas</li> </ul>	<ul style="list-style-type: none"> <li>- Focus regional investments in existing and appropriately planned urban areas</li> <li>- Use regional transportation funding as an incentive for smarter land uses</li> <li>- Preserve the positive aspects and unique sense of place of existing communities, while allowing flexibility for change</li> <li>- Protect and preserve high value habitat areas as shown on adopted habitat plans</li> <li>- Place a high priority on public facility investments that support compact, mixed use, walkable neighborhoods that support transit</li> <li>- Increase capacity of local plans to provide for adequate housing for all income levels</li> <li>- Facilitate redevelopment and infill development</li> <li>- Encourage higher density and intensity of land uses near existing and future transit stations (and in other appropriate locations)</li> <li>- Improve the balance of jobs and housing as a way to improve regional mobility and reduce trip lengths</li> <li>- Consider alternative “urban level of service” standards in areas that are well served by transit</li> </ul>	<ul style="list-style-type: none"> <li>- Include a Concept Map in the RCP that designates “smart growth opportunity areas” near existing and planned transit stations and other appropriate locations where increased density and intensity of land uses should be considered to strengthen the connection between transportation and land use</li> <li>- Develop measurable objectives for jobs-housing balance, at both regional and sub-regional levels</li> <li>- Ensure that Congestion Management Program (CMP) “deficiency plans” are developed in a manner consistent with the policies of the RCP</li> </ul>	<ul style="list-style-type: none"> <li>- Level at which existing and future development in “smart growth opportunity areas” served by the project is consistent with RCP policy objectives related to land use distribution and intensity, housing, and other land use considerations</li> <li>- Project is consistent with applicable habitat preservation plans.</li> <li>- Project is consistent with CMP deficiency plans</li> </ul>

ISSUES	POLICY OBJECTIVES	ACTIONS	EVALUATION CRITERIA THEMES
<b>Target Improvement Area #6: Design development to reduce auto dependency</b>			
<ul style="list-style-type: none"> <li>- Need to encourage walkability of new development and redevelopment</li> <li>- Need to address community concerns regarding increased density and intensity of land use in existing communities</li> <li>- Need to recognize needs of seniors, school children, and other special needs groups</li> </ul>	<ul style="list-style-type: none"> <li>- Improve transportation choices by creating more walkable and bicycle-friendly communities, including concepts such as mixed use development</li> <li>- Reduce the need for solo vehicle trips</li> <li>- Design development to provide convenient pedestrian and bicycle access to transit stations</li> </ul>	<ul style="list-style-type: none"> <li>- Develop guidelines that ensure that project analysis and mitigation requirements take into account urban design strategies that reduce trips and trip lengths</li> <li>- Develop guidelines that ensure that project analysis and mitigation requirements for redevelopment projects are based on the net impact of the project</li> <li>- Develop guidelines that promote the use of transportation demand management (TDM) strategies to reduce project impacts, and give such strategies credit toward meeting project mitigation requirements</li> <li>- Support PR campaign to improve attitudes regarding transit and walking to reduce solo trips</li> </ul>	<ul style="list-style-type: none"> <li>- Degree to which development in “smart growth opportunity areas” served by the project is consistent with urban design and policy objectives in the RCP and related guidelines</li> </ul>
<b>Target Improvement Area #7: <i>Align the timing of related transportation and land use development</i></b>			
<ul style="list-style-type: none"> <li>- Transportation improvements are typically lagging behind development</li> </ul>	<ul style="list-style-type: none"> <li>- Improve the synchronization of land use and transportation decision-making and implementation</li> <li>- Promote the use of “expandable” or “upgradeable” transportation solutions (e.g., Bus Rapid Transit, Transportation Demand Management, Transportation Systems Management) wherever possible</li> </ul>	<ul style="list-style-type: none"> <li>- Develop regional and sub-regional transportation phasing plans that are tied to development forecasts</li> <li>- Pursue fiscal reform to achieve long-range planning goals</li> </ul>	<ul style="list-style-type: none"> <li>- Development served by the project is being phased by the local jurisdiction in order to ensure that mobility standards are maintained, or at least not worsened</li> <li>- Degree to which project is “expandable” or “upgradeable”</li> <li>- Degree to which land use decisions are matched to transportation investments</li> </ul>

# Exhibit 3 Existing Transportation Planning and Implementation Process



## Exhibit 4 Proposed Transportation Planning and Implementation Framework

