

# CHAPTER 1 A NEW DESTINATION

The Southern California Association of Governments (SCAG), the federally designated Metropolitan Planning Organization (MPO) for six counties in Southern California, presents Destination 2030, the update of the Regional Transportation Plan (RTP). Destination 2030 establishes a transportation vision for an area that includes Los Angeles, Orange, San Bernardino, Riverside, Ventura and Imperial Counties, and is home to 17 million people. The Plan is the culmination of a three-year effort focusing on improving the balance between regionwide land-uses, and the current and future transportation system. Exhibit 1.1 shows the major transportation infrastructure in the SCAG Region as well as the neighboring jurisdictions of San Diego, Santa Barbara and Kern Counties.

## *Why Update the Plan?*

Both the State<sup>1</sup> and the federal<sup>2</sup> governments require through their Metropolitan Planning Regulations that metropolitan areas update their Plans on a three-year cycle if the U.S. Environmental Protection Agency (EPA) designates them as non-attainment or maintenance areas for air quality. The SCAG Region has non-attainment designations for multiple air pollutants.

Meeting EPA requirements is not the only reason the transportation plan requires updating on a regular basis. Plans must be dynamic and reflect current local conditions. As the economy, demographics, finances, and other factors change, SCAG has a responsibility to modify its transportation plan for the region.

Just consider some factors that have changed since the adoption of the RTP in 2001:

- ❖ Population statistics from the 2000 Census became available after the 2001 RTP was adopted. The growth forecast must be adjusted to reflect this new information.
- ❖ The transportation funding structure has changed with the passage of Proposition 42 and extension of the ½-cent sales tax Measure A in Riverside County. Transportation revenue forecasts must be updated to reflect population growth and the new funding realities.
- ❖ The State's budget crisis, which became evident after adoption of the 2001 RTP, has further impacted funding through the indefinite suspension of the Transportation Congestion Relief Program (TCRP). The funding for projects must be changed to reflect budget actions to date.

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<sup>1</sup> California Government Code Section 65080 et seq.

<sup>2</sup> 23 U.S. Code, Sections 134 and 135 et seq.

- ❖ The South Coast Air Quality Management District (SCAQMD) recently adopted its 2003 Air Quality Management Plan (AQMP). The RTP must be updated to reflect new motor vehicle emission budgets and emission factors from the California Air Resources Board (CARB). Also, the current ozone AQMP for Ventura County and the Southeast Desert Modified area have been replaced with the 2003 ozone AQMPs.
- ❖ The events of September 11, 2001 (9/11), have severely impacted passenger and cargo aviation. In addition, voters in Orange County have decided to forgo the construction of a commercial aviation airport at El Toro. The Regional Aviation Strategy must be updated to reflect these changes.
- ❖ The Plan must also be changed to reflect other shifts in regional priorities determined by SCAG and the County Transportation Commissions (CTCs), such as greater emphasis on Bus Rapid Transit corridors and a scaling down of the CenterLine light rail project in Orange County.

## ***Purpose and Need***

The purpose of the 2004 RTP is to present a Plan built on regional consensus that is flexible and recognizes the unique nature of the Region, yet also meets federal and State requirements. The RTP must meet a number of requirements, one of which is that it cover a period of at least 20 years into the future. The 2004 RTP addresses the transportation needs from 2004 to 2030.

Transportation investments in the SCAG Region that receive federal transportation funds must be consistent with the RTP and must be included in the Regional Transportation Improvement Program (RTIP) when ready for funding. As the programming document for funds, the RTIP complements the corresponding years of the RTP and must be updated every two years. SCAG's RTIP is a six-year program and is coordinated with the State Transportation Improvement Program (STIP) every two years.

## ***Our Successes***

Since the adoption of the 2001 RTP in April 2001, we have made progress in a number of areas. The following sections briefly describe our successes in implementing the Plan.

### **■ Transportation Funding Initiatives**

When the SCAG Regional Council adopted the 2001 RTP, a commitment was made to fund a \$144 billion program of transportation improvements in the six-county Southern California Region. A funding strategy was included with the Plan to ensure that the necessary revenue would honor the Regional Council's commitment.



**Two elements of the 2001 RTP funding strategy have already been implemented:**

- ❖ The dedication of revenues derived from the State sales tax on gasoline for transportation purposes (Proposition 42)
- ❖ Riverside County's reauthorization of its local sales tax (Measure A)

**The Passage of Proposition 42**

In June 2000, the Transportation Congestion Relief Program (TCRP) was enacted in California (AB 2928). This program commits gasoline sales tax revenues for specified State and local transportation purposes through fiscal year (FY) 2008. Prior to enacting the TCRP, revenues from the sales tax on gasoline were deposited into the State's General Fund.

SCAG's 2001 RTP funding strategy proposed to permanently dedicate the State portion of gasoline sales tax revenues to transportation. Accordingly, SCAG sponsored two pieces of legislation to implement the proposal: AB 227 (Longville) and ACA 9 (Dutra).

As part of the 2002 State budget negotiations, the key provisions of AB 227 and ACA 9 were amended into a budget trailer vehicle, ACA 4 (Dutra). ACA 4 was a constitutional amendment placed on the March 2002 statewide primary ballot as Proposition 42. The measure was approved by an overwhelming margin –69 percent of voters–“ensuring” to a certain degree that the State gasoline sales tax revenues will continue to be used for transportation purposes in the future (beginning in FY2009 – beyond the TCRP funding period). SCAG estimates that Proposition 42 revenues will total about \$3.3 billion (constant 2002 dollars) for the Region during the time frame of the 2004 RTP (2004–2030). This estimate is somewhat conservative given the relative uncertainties of this funding source as evidenced recently by the diversion provisions exercised by the governor and the State Legislature to address the State budget deficit.

**The Extension of Riverside County's Measure A**

In November 2002, Riverside County secured approval by county voters to reauthorize their local sales tax measure. Riverside County obtained nearly 70 percent voter approval to continue the half-cent sales tax for an additional 30 years (2009–2039). The extended measure will provide an additional \$3 billion to the county (in constant 2002 dollars). The revenues generated from the tax will fund projects included in the county's approved transportation expenditure plan and incorporated into the 2004 RTP.

**■ Plan Implementation**

Since the adoption of the 2001 RTP, several regionally significant projects have been completed and put into operation, including the following notable examples:

- ❖ By November 2002, 20 miles of the new 28.2-mile State Route 210 were completed, providing three mixed-flow and one HOV lane in each direction between La Verne in Los Angeles County and Fontana in San Bernardino County.
- ❖ In July 2003, the new Metro Gold Line began light rail service between downtown Los Angeles and Pasadena.
- ❖ In 2002, four new Metrolink commuter rail stations opened in Laguna Niguel/Mission Viejo, Tustin, North Main Corona, and Montalvo (City of Ventura), bringing the total to 53 stations.
- ❖ In May 2001, 3.3 miles of High Occupancy Vehicle (HOV) lanes were opened on Interstate 605 between South St. and the Los Angeles/Orange County line.
- ❖ In February 2002, a 7.8-mile southbound HOV lane was opened on Interstate 405 between U.S. 101 and Waterford Street in Westwood.
- ❖ In December 2002, Bus Rapid Transit service in Los Angeles County was initiated on South Broadway and Vermont Avenue, joining the existing service on Whittier/Wilshire and Ventura Boulevard.
- ❖ In June 2003, two additional Bus Rapid Transit lines were initiated on Florence Avenue and Van Nuys Boulevard in Los Angeles.
- ❖ Since 2001, incremental implementation of transit restructuring has occurred regionwide.

In addition, SCAG, in cooperation and collaboration with our transportation partners, initiated and completed a number of regionally significant special studies that have provided input to the 2004 RTP. Some of these initiatives are:

1. Major corridor studies, including US-101, I-710, I-15, SR-60 and I-5
2. Completed Feasibility Study of Initial Operating Segment (IOS) of Maglev System
3. Decentralized Aviation Strategy
4. Regional Truck Count Study
5. Railroad and truck improvement strategies
6. COMPASS: SCAG's Growth Visioning Initiative

## ***What Adjustments Do We Need to Make?***

The following section briefly highlights the adjustments made to the 2001 RTP in developing the 2004 RTP.

### **■ Adjustments to the Growth Forecast**

SCAG updates the growth forecasts used for every RTP. The 2004 RTP growth forecast updates the 2001 RTP growth forecast for the Region and 14 subregions, and is developed in five-year increments from 2000 to 2030. A major distinction between the 2001 growth forecast (adopted in April 2001) and the 2004 growth forecast is a change in the forecast horizon year from 2025 to 2030.

The 2004 RTP growth forecast depicts more accurately the long-term demographic and economic picture of the SCAG Region, by incorporating recently available information from international, federal and State statistical agencies, along with subregions and local jurisdictions.

The 2000 Census confirmed that the SCAG Region continues to grow at a moderate level and has become more ethnically diverse. During the 1990s, natural growth declined due to a lower fertility rate. While international migration to the Region has leveled in recent years, domestic migration has fluctuated with employment growth. In the early 1990s, during an economic recession, more people migrated to other parts of the nation than to the SCAG Region. Since the mid-1990s, the economic recovery is visible and more people are migrating to the Region. In 2000, the regional unemployment rate was 4.9 percent, the lowest recorded rate in the Region's history.

Since 2000, population and economic growth have shown unprecedented patterns. Even though the unemployment rate has increased from 4.9 percent to 6.1 percent, domestic migration to the SCAG Region continues. However, much of this is reflected in statistically larger households rather than in the formation of new households. The ratio of new residents to new households is roughly 7 to 1. The average persons-per-household ratio in the SCAG Region has increased from 3.07 in 2000 to 3.16 in 2003.

The recent demographic and employment growth patterns provide a basis for updating the 2001 RTP growth forecast. The assumptions about the Region's share of the State's employment growth, labor force participation rate, worker-to-job ratio, natural unemployment rate, components of population growth (natural increases and net migration), and household formation levels are updated to develop reasonable and accurate growth rates and regional distributions and an internally consistent growth forecast.

The forecast for the 2004 RTP growth forecast plays an important role in projecting future travel demand and air quality in the SCAG Region. The forecast at the small area levels are updated based on the local input process. After reviewing local input using parameters such as historical/future trend of household size and jobs-to-household ratio, SCAG produces a

Baseline (No-Project) forecast, achieving a smooth, reasonable, and consistent pattern of future growth rates and distribution and the relationship between households and employment for input to the forecast database.

A number of factors have warranted adjustment to the growth forecast, including newly available Census 2000 data, the need to better reflect an aging population trend, and new economic realities that are closely tied to population growth and the State's overall fiscal condition.

## ■ Incorporating a Growth Vision

During the assembly of the 2001 RTP, SCAG adjusted the socioeconomic projections based on newly available data and recent trends observed at that time. The results of those adjustments, when analyzed through the transportation model, were surprising. SCAG found that by changing the distribution of growth within the Region, there were noticeable effects on the performance of the transportation system. In fact, a reduction in employment and population of 1 million, and a reallocation of jobs to housing-rich areas from elsewhere in the Region, reduced reactive organic gases (ROG) by 8 tons, vehicle miles traveled (VMT) by 4.4 percent, and hours of delay by 21 percent.

Out of this, SCAG embarked on a Growth Visioning effort that included the formation of a standing subcommittee and the creation of a work plan aimed at building regional consensus on growth. This section describes SCAG's Growth Visioning Program that has played a vital role in the 2004 RTP.

### The Importance of Growth and Development Patterns

The growing challenge of meeting future transportation needs, combined with limited new infrastructure resources, means that SCAG must find more creative solutions to ensure mobility in the future. As described above, SCAG learned through the completion of the 2001 RTP that growth and development patterns have a dramatic effect on the performance of the transportation system. In particular, the distributions of people, housing units, and jobs have an effect on transportation in the following ways:

1. **Mode split** – The more people (housing units) there are within  $\frac{1}{2}$  mile of rail or  $\frac{1}{4}$  mile of bus service, the more people are likely to take transit. In addition, the more there is mixed-use development, the more non-motorized (bicycle and pedestrian) trips are generated.
2. **Trip length** – The more people are located near employment, amenities, or services, the shorter their trips will be.

Therefore, SCAG and its stakeholders determined that the Region must take advantage of these potential benefits related to urban form and development patterns.

## Potential Growth Patterns

The SCAG Region is defined by natural and artificial constraints that, in large part, determine the shape of development. Oceans, mountains, national forests and various protected open space and wilderness areas skirt the Region. The potential for variation in the Region's future growth and development patterns and the subsequent impacts on existing and emerging urban form are enormous. The region's future is not predestined either by status quo development templates or by present-day plans.

In the beginning of the Growth Visioning process, SCAG sketched various potential futures using a "what if" scenario-building approach. The results identified seven major variations in future growth including:

1. Compaction
2. Dispersion
3. Jobs / Housing Balance
4. Spokes and Rings
5. Centers
6. Commute Sheds
7. Watersheds / Natural Systems

The examination of these "sketch" scenarios helped SCAG to conceptualize the ways in which the Region might develop, and the systems around which future growth might be organized. Ultimately, SCAG identified compaction, a pattern whereby future growth is concentrated in existing developed areas with substantial infill and redevelopment, and dispersion, whereby future growth is mostly on greenfield on the periphery of the Region, as the basic dichotomy facing the Region. All other potential growth patterns were, essentially, variations at subregional levels on one or the other of these themes.

In order to integrate a growth vision with the transportation investment decisions, SCAG initiated an integrated planning process called PILUT (Planning for Integrated Land-Use and Transportation). In so doing, two "book-end" scenarios were created which were, in fact, detailed articulations of the compaction and dispersion themes. The first scenario, called PILUT I, or InFill, is an attempt to maximize urban infill, intensification, and redevelopment. The second scenario, PILUT II, or "Fifth Ring," allocates growth to newly developed areas on the periphery of the Region. Each scenario was built as fully as possible, including complete sets of socioeconomic data with the same control totals at the regional level. Further, each scenario includes new transportation investments to fit the types of development. In simple terms, PILUT I/InFill focuses on transit improvements, while PILUT II/Fifth Ring focuses on new roads.

Having created two distinct scenarios, with growth distributions and infrastructure, each scenario was tested via the SCAG transportation model. SCAG concluded that both PILUT I and PILUT II performed very well in terms of emissions, trips, and delay, but represented quite a shift away from status quo development.



Working with its committees and task forces, SCAG was able to identify portions of each scenario that performed well in the transportation model, considered the constraints of local General Plans at the county and regional level, and were consistent with SCAG's Growth Visioning Principles. In mixing and matching these features, SCAG created the Growth Vision Alternative, which is the basis of this Plan.

### **Predominant Development Patterns Threaten Our Region's Future**

On January 9, 2003, while scenarios for the Plan were being created and analyzed, SCAG released the annual *State of the Region* report. The report found that the Region's position is slipping in nearly every performance category related to socioeconomic well-being, including income and educational attainment. Among 17 major metropolitan areas nationwide, the Region ranks 16th or worse in many of the categories examined, including attainment of high school degrees, per-capita income, persons in poverty, and children in poverty. With further investigation, SCAG concluded that the Region has been failing to fully exploit its various economic advantages, notably its positions as a major international shipping and logistics center and as a center for entertainment and media.

At the same time, the predominant development pattern, which encourages auto-dependency and segregated land-uses, has continued to erode the Region's quality of life. By relegating the bulk of the Region's new housing to outlying bedroom communities, the ratio of subregional jobs to housing has worsened, lengthening commutes, taking commuters' time away from communities and families, and degrading mobility and air quality. SCAG's *New Economy and Jobs/Housing Balance Report* concluded that the ability to maintain pleasant and livable communities is a major factor in fueling investment, particularly in the new economy and entertainment fields.

In short, the Region's current and historic development pattern is a double-edged sword. The existing transportation system cannot perform well given predicted levels of growth, and the Region loses its ability to compete for old economy jobs in trade and shipping as well as new economy jobs.

### **Measuring Public Opinion – Emerging Regional Consensus**

What emerged from the analysis was an obvious, yet daunting challenge. It was clear to SCAG that the Region must improve its transportation performance and reverse its economic decline. To do that, the Region has to evolve in some dramatic ways that include creating a more urban template for future growth.

SCAG designed the *COMPASS* project (the public name for the Growth Visioning effort) with a special emphasis on public involvement. *COMPASS* was not intended to give residents the opportunity to react positively or negatively to solutions proposed by SCAG. Rather, *COMPASS* was designed to give residents the ability to create the solutions themselves. SCAG held 11 *COMPASS* workshops around the Region, involving over 900 participants. The workshops were based around a mapping exercise that allowed participants to design the Region's future by placing chips representing future development on a map.

Through the outreach, it became evident that residents accept this Region's challenges and are prepared to embrace a future Southern California that looks different from the present. Of particular note, *COMPASS* participants showed a preference for higher-density mixed-use development and for transit, and de-emphasized the building of new single-family suburbs. In short, Southern Californians proposed the very solutions that are expected to work.

The workshop results are the principal barometer of public input to the *COMPASS* program. SCAG has corroborated those results through various other formats including random polling and a website survey. With the input of literally thousands of residents, SCAG is prepared to conclude that many Southern Californians will accept future development that features higher densities, infill development, mixed-use land, and increased transit use. The emerging vision for the future offers varied choices for different types of places and developments.

### **Creating a Feasible Land-Use/Transportation Plan**

The analysis of *PILUT* scenarios I and II, along with the emerging public "vision" created by the workshops, provides a working conceptualization of a growth pattern that could perform well and be acceptable. However, in order to create an RTP, a realistic vision must be presented.

In developing the Growth Vision Alternative for this RTP, the *COMPASS*/Growth Visioning team relied on various measures that ensure feasibility. Foremost among these measures was maintaining consistency with local General Plans through 2010. This measure ensures a vision that conforms to the aggregate of planning in the Region. Additionally, the assumption of increased urbanization and intensification, bound to be the most controversial aspect of the land-use measures, is tempered in the Growth Vision Alternative in various ways. For example, existing single-family neighborhoods are left intact while the majority of new, denser development is centered on major arterials and other transportation corridors. Further, the Growth Vision Alternative assumes a conservative level of transportation finance availability. This is discussed in detail in Chapter 4.

The Growth Vision Alternative represents a programmatic best fit of visionary and realistic planning for the Region. SCAG found that it has significant performance benefits over both the preliminary schematic scenarios, and over a traditional transportation approach without land-use measures. Beyond the system performance, though, this approach will create high-quality, livable communities that will improve the Region's position within the national and international marketplace.

Nevertheless, the Region will face significant challenges in assuring that its actual growth and development fit the pattern laid out in this RTP. SCAG intends to pursue various measures and programmatic approaches to promote consistency. Specific approaches will be discussed further in Chapter 4.

## ■ Adjustments to the Aviation Strategy

The 2001 RTP was adopted just months before the September 2001 terrorist attacks. The unprecedented upheaval in the aviation industry caused by the attacks was exacerbated by the recent economic downturn that placed added pressures on airlines and airports struggling to cope with an entirely new operating environment. In addition, new security requirements and traveler concerns have changed air traveler behavior in choosing airports and airlines.

Besides these changes, aviation planning for the 2004 RTP has responded to a number of significant events at the Region's airports that have implications for overall regional airport capacity, including:

- ❖ In the spring of 2002, the voters of Orange County rejected the development of a commercial airport at Marine Corps Air Station El Toro.
- ❖ John Wayne Airport amended its Settlement Agreement, which raised its legally enforceable maximum capacity from 8.4 million air passengers (MAP) to 10.8 MAP through the year 2015.
- ❖ Los Angeles World Airports (LAWA) recently unveiled its LAX Master Plan Alternative D, putting a theoretical capacity limit on LAX at 78 MAP, which is consistent with the 2001 RTP, but has ground access improvements and remote terminal development that need to be evaluated.
- ❖ Ontario International Airport's master plan is underway, but there is significant opposition to the airport serving more than the theoretical runway capacity of 30 MAP.
- ❖ LAWA has initiated a new Master Plan for the Palmdale Airport.
- ❖ Regional airports in the Inland Empire have successfully marketed their facilities and are developing aggressive multi-modal infrastructure programs.
- ❖ Although not prohibiting future air passenger service, March Inland Port is focusing on increased military activity and promotion of air cargo services.
- ❖ Regional growth forecasts indicate a continued trend towards heavy regional aviation demand with a doubling of passenger traffic by 2030.
- ❖ The Southern California Regional Airport Authority disbanded in June of 2003.

## ■ Adjustment to the Revenue Forecast

Under the guidance of the Highway and Transportation Finance Task Force, the financial model has been updated. Several adjustments have been made to the previous forecast.

- ❖ Changing the new base year from 1997 to 2002. FY2002 is the starting point for the updated forecast, with an ending year of 2030. This is in contrast to the previous financial forecast in which the time horizon was from 1997 to 2025.
- ❖ Expressing revenues in constant 2002 dollars. This allows future revenues to be matched with costs, which are typically expressed in constant dollars.
- ❖ Including a beginning balance of prior year revenues in the forecast. This adds to the consistency between local county transportation commission forecasts and the Plan, and improves the matching of revenues with RTP projects.
- ❖ Adjusting sales tax revenues to better reflect current economic conditions in the shortterm and modifying longer-term forecasts further. Modifications were made in consultation with the local county transportation commissions.
- ❖ Including a portion of gas tax subvention revenues to support some regionally significant arterial improvement activities. Gas tax subventions refer to the share of State gas tax revenues that are apportioned directly to cities and counties for use on the street and road system.
- ❖ Adding Proposition 42 revenues to the baseline revenue scenario due to the March 2002 ballot results. This measure dedicates the State gasoline sales tax revenues for transportation purposes in the future (beginning in FY2009—beyond the TCRP funding period).
- ❖ Incorporating Riverside County’s new sales tax extension funds— Measure A, as renewed by the voters in November 2002.
- ❖ Including Riverside County’s Transportation Uniform Mitigation Fee (TUMF) initiative in the baseline revenue forecast—projected to generate nearly \$3 billion in revenues during the time frame of the 2004 RTP. Western Riverside County cities and the County of Riverside approved a developer fee on new construction (TUMF) to help pay for arterial improvements and new transportation corridors.

## ■ Adjustments to Plans and Programs

A number of events have occurred since the adoption of the 2001 RTP that require revisions to some of the transportation investments included in the 2004 RTP. These adjustments ensure that the RTP accurately reflects current conditions and stays current with local transportation planning decisions, including those of the county transportation commissions.

### Recent Voter Actions

In November 2002, Riverside County voters approved the extension of their Measure A transportation sales tax, which dedicates funding towards a specific list of projects and

programs. These projects and programs have been incorporated into the 2004 RTP. In June 2003, voters in the City of Irvine rejected the CenterLine light-rail route to the Irvine Transportation Center. This prompted the Orange County Transportation Authority (OCTA) to shorten the planned light rail line and select a new southern terminus at John Wayne Airport.

### **State Budget Crisis**

Reductions in funding for transportation projects resulting from the State budget crisis have prompted delays in project construction. Further, there is considerable uncertainty as to when the State fiscal situation will improve and how future State budgets will influence transportation funding.

### **State Route 91 Express Lanes Purchased**

In January 2003, OCTA purchased the SR-91 Express Lanes for \$207.5 million. This eliminated the non-compete provision that prevented OCTA, RCTC and Caltrans from adding capacity to the freeway corridor, either by adding or extending carpool lanes or mixed flow lanes.

### **Metro Bus Rapid Transit Expansion Program**

The success of the Los Angeles County Metropolitan Transportation Authority's (LACMTA) Bus Rapid Transit demonstration program has prompted the agency to accelerate implementation of its proposed additional corridors. Since the adoption of the 2001 RTP, four new bus rapid transit lines have been initiated ahead of schedule, namely the South Broadway, Vermont, Florence, and Van Nuys corridors in Los Angeles County. These four join the existing Bus Rapid Transit service on Wilshire/Whittier and Ventura Boulevard. The entire expansion program is now expected to be completed by 2009.

### **San Fernando Valley North-South Corridor**

A recent study completed by LACMTA has identified improvements for the San Fernando Valley North-South Corridor, including a series of Bus Rapid Transit service improvements and potential peak period lanes and off-street transitways.

### **Community and Environmental Transportation Acceptability Process (CETAP) Corridors**

An innovative effort was launched in Riverside County in 2000 to integrate transportation, community, environmental and land-use initiatives into the future transportation plans for Riverside County. The CETAP project has resulted in a number of consensus decisions that require updates to the 2001 RTP. In February 2003, the Riverside County Transportation Commission (RCTC) selected the preferred alternative for the Winchester/Temecula Corridor. This alternative consists of the widening of the existing I-215 and I-15 freeways. In June 2003, the RCTC Board approved the preferred alternative for the Hemet/Lake Elsinore Corridor. This alternative consists of improvements to the Ramona Expressway/Cajalco Road corridor south of Lake Matthews.

## Our Planning Approach

This section provides an overview of the planning requirements and planning approach in development of the 2004 RTP.

### ■ Overview of Federal Requirements

Under TEA-21, the U.S. Department of Transportation (USDOT) requires that MPOs prepare long-range transportation plans. In federally designated non-attainment and maintenance areas for air quality, these plans must be updated every three years. SCAG adopted the 2001 RTP in April 2001. The 2004 RTP is an update to the 2001 RTP, and it replaces the 2001 RTP in its entirety.

The federal requirements for metropolitan transportation plans include the following key provisions:

- ❖ Plans must be developed through an open and inclusive process that ensures public input and seeks out and considers the needs of those traditionally underserved by existing transportation systems.
- ❖ Plans must be for a period of not less than 20 years into the future.
- ❖ Plans must reflect the most recent assumptions for population, travel, land-use, congestion, vehicle fleet mix, speeds, employment and economic activity.
- ❖ Plans must be financially constrained and revenue assumptions must be reasonable in that they can be expected to be available during the time frame of the Plan.
- ❖ Plans must conform to the applicable State Implementation Plans (SIPs) for air quality.
- ❖ Plans must consider seven planning factors and strategies, in the local context, as follows:
  1. Support the economic vitality of the United States, the individual states and metropolitan areas, especially by enabling global competitiveness, productivity and efficiency
  2. Increase the safety and security of the transportation system for motorized and non-motorized users
  3. Increase the accessibility and mobility options available to people and for freight
  4. Protect and enhance the environment, promote energy conservation and improve quality of life
  5. Enhance the integration and connectivity of the transportation system, across and between modes throughout the state, for people and freight
  6. Promote efficient system management and operation
  7. Emphasize the preservation of the existing transportation system

## ■ Overview of State Requirements

The State, whose requirements largely mirror the federal requirements, has adopted extensive RTP guidelines. Key additional State requirements are briefly discussed below. Transportation plans must comply with the California Environmental Quality Act (CEQA) and the Draft 2004 RTP will meet those requirements. In addition, the first five years of Plans must be consistent with the five-year STIP as incorporated into the SCAG RTIP. Further, the State guidelines call for program-level performance measures that include objective criteria that reflect the goals and objectives of the RTP. The State guidelines also require regional Plans to cover three specific areas: a policy element, an action element and a financial element. The policy element of this RTP is presented in Chapter 3 of this document (Our Vision). The action and financial elements are described in Chapter 4 (Potential Solutions) and Chapter 6 (Implementing Our Plans).

## ■ SCAG's 2004 RTP Update Process

This RTP focuses on linkages between land-use and transportation investment decisions. Severe funding constraints, coupled with difficulty in demonstrating transportation conformity as the Region moves closer to the attainment year for the federal air quality standards, require SCAG to develop creative solutions to the Region's transportation challenges.

To address the challenges faced by the Region as well as update the RTP on the schedule required by the USDOT, SCAG initiated a bottom-up collaborative planning process that included over 10 task forces and numerous subcommittees. Task force members included hundreds of local and regional officials, representatives of federal and State agencies and representatives of community groups and environmental organizations. A list of the task forces and key committees that had a specific role in developing recommendations in the 2004 RTP is presented in Table 1.1. A complete list of the task forces and subcommittees is provided in the Technical Appendix.

**Table 1.1**

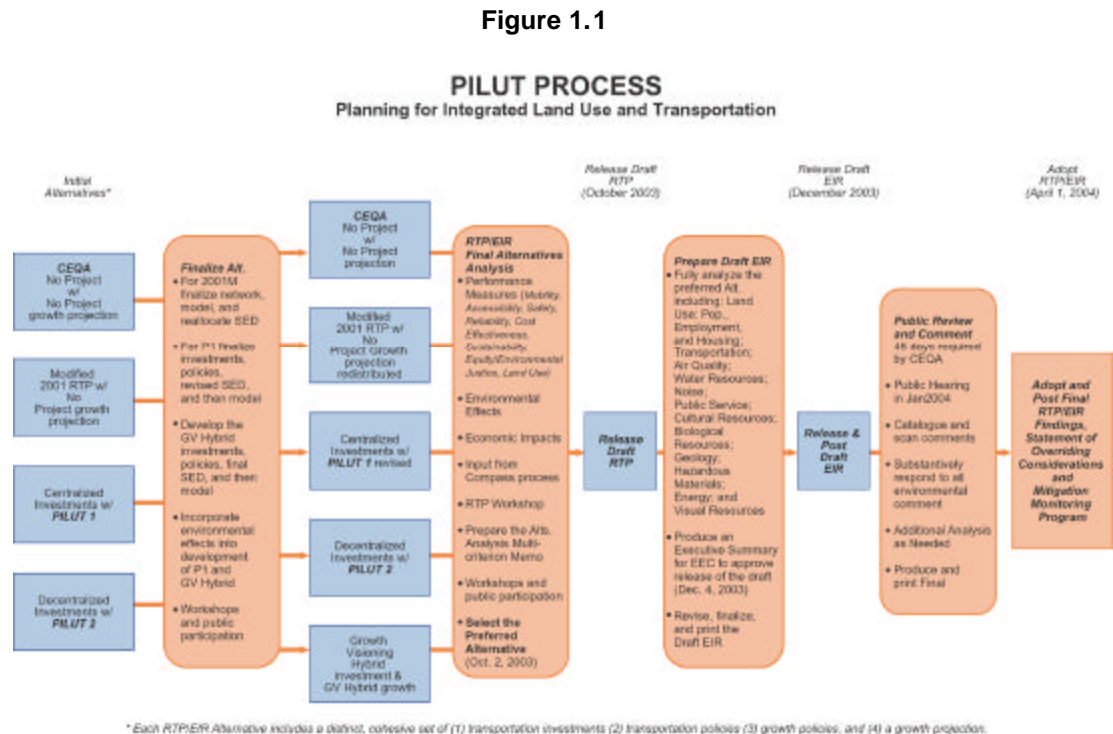
### **Regional Plan Task Forces and Key Transportation Subcommittees**

- *Aviation*
- *Goods Movement*
- *Highway and Transportation Finance*
- *Maglev*
- *Regional Transportation Demand Management*
- *Regional Transit*
- *Plans & Programs Technical Advisory Committee (TAC)*
- *Forecast*
- *Growth Visioning Subcommittee*

Using this input structure, SCAG developed an integrated planning process called Planning for Integrated Land-Use and Transportation (PILUT) to update the 2004 RTP. PILUT integrates the transportation planning, growth visioning, and the State-required Environmental Impact Report (EIR) analysis into a single, unified process. The objective is to eliminate redundancy, ensure close coordination, and optimize the use of available resources. The PILUT process requires that a single set of alternatives be developed and evaluated that meet the EIR

requirements and at the same time are meaningful and informative alternatives for transportation implementation.

Figure 1.1 depicts the PILUT process used in evaluating and narrowing the alternatives leading to the preferred strategy described in the 2004 RTP.



## ■ Transportation Planning in the SCAG Region

SCAG, as the designated MPO, is responsible for developing, coordinating, monitoring and updating the RTP for the six-county Region in Southern California. SCAG develops the RTP in coordination and consultation with the county transportation commissions, subregional councils of governments (COGs), transit operators and other transportation stakeholders. This section summarizes the planning environment and discusses how SCAG integrates the planning activities of each of the counties in the Region to ensure a balanced, multi-modal Plan that meets regional as well as county-specific goals.

Each of the six counties in the SCAG Region has a transportation commission or authority with the exception of Imperial County, where the Imperial Valley Association of Governments (IVAG) serves as the countywide transportation agency. These agencies are charged with implementing countywide transportation planning activities, allocating locally generated transportation revenues and, in some cases, operating of transit services.



In addition, there are 14 subregions within the SCAG Region. The subregions are groups of neighboring cities and communities (sometimes comprising an entire county) that work together to identify, prioritize and seek transportation funding for needed investments in their respective areas.

**Table 1. 2**

The SCAG Region also comprises all or part of seven air quality non-attainment or maintenance areas in five air basins. Federal law requires that transportation and air quality planning are coordinated in these non-attainment and maintenance areas.

In addition, the SCAG Region includes all of Caltrans Districts 7, 8 and 12, and the Imperial County portion of District 11.

Table 1.2 lists key stakeholders in the development of the 2004 RTP.

## ■ Public Outreach

As the MPO, SCAG is required to implement a public involvement process to provide complete information, timely public notice and full public access to key decisions and to support early and continuing public involvement in developing its regional plans<sup>3</sup>. SCAG formally adopted a Public Participation Program in September 1993. Further, Title VI of the Civil Rights Act of 1964 and associated regulations and policies, including President Clinton's 1994 Executive Order 12898 on Environmental Justice, seek to assure that minority and low-income populations are involved in the planning process.

### Stakeholders in the Development of the 2004 RTP

Southern California Association of Governments

County Transportation Commissions / Agencies

*Los Angeles*

*Orange*

*San Bernardino*

*Riverside*

*Ventura*

*Imperial*

Subregional Councils of Governments (COGs)

*Arroyo Verdugo Cities*

*Coachella Valley Association of Governments*

*Gateway Cities COG*

*Imperial Valley Association of Governments*

*Las Virgenes-Malibu-Conejo COG*

*City of Los Angeles*

*North Los Angeles County*

*Orange County COG*

*San Bernardino Associated Governments*

*San Gabriel Valley COG*

*South Bay Cities COG*

*Ventura County COG*

*Western Riverside County COG*

*Westside Cities COG*

Local and County Governments

Other Operators and Implementing Agencies

*Caltrans*

*Airport Authorities*

*Port Authorities*

*Transit / Rail Operators*

Transportation Corridor Agencies

Resource / Regulating Agencies

*USDOT (FHWA, FTA, FAA, FRA)*

*US EPA*

*Caltrans*

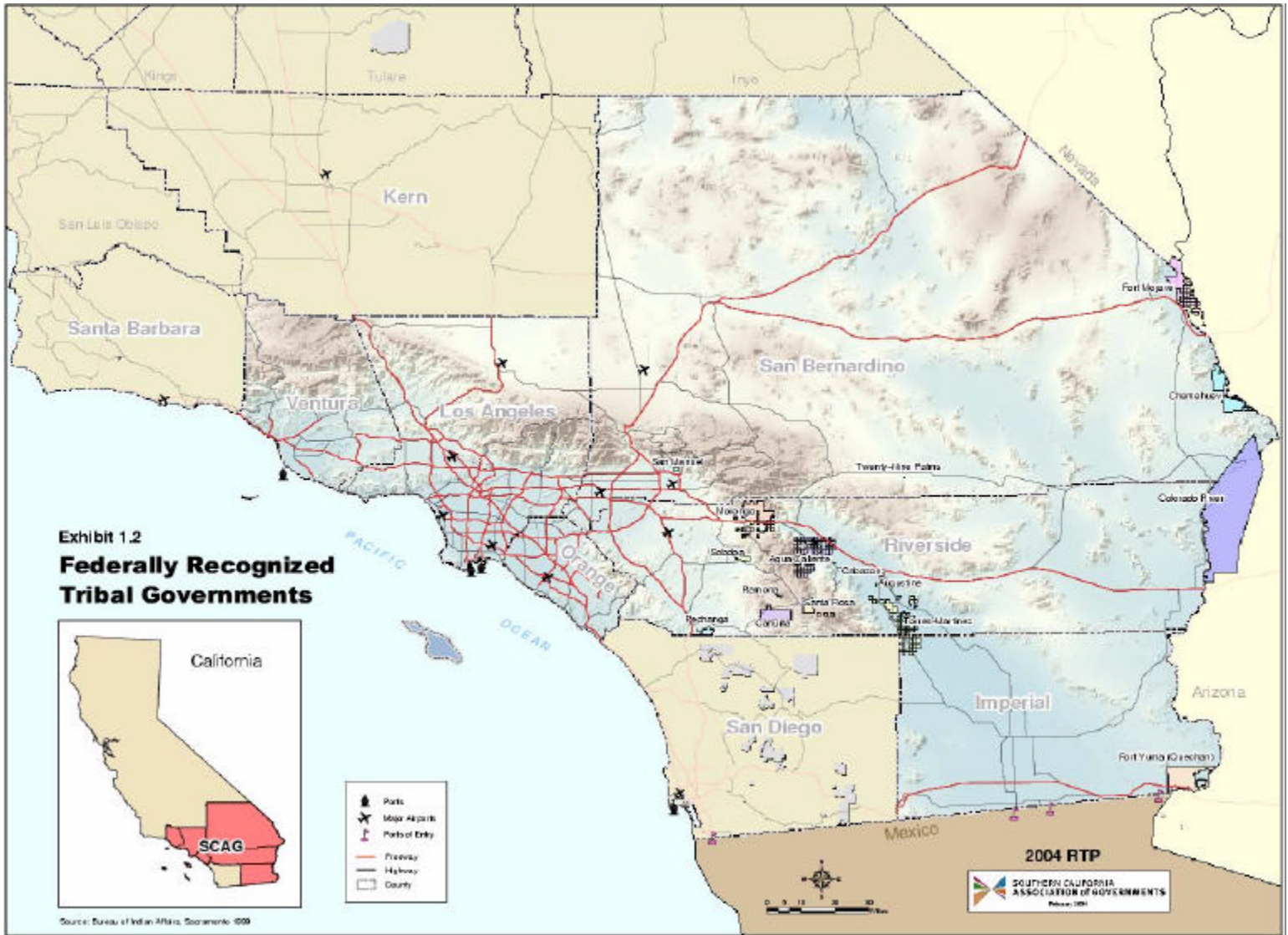
*CA Air Resources Board*

*CA EPA*

*Air Districts*

Other private, non-profit organizations, interest groups, and Tribal Governments (**See Exhibit 1.2**)

<sup>3</sup> 23 CFR of the federal metropolitan planning regulations



Source: Bureau of Indian Affairs, Sacramento, 2000

To fulfill these expectations, SCAG has used a combination of methods to stimulate public involvement. For the development of the 2004 RTP, the following public outreach methods have been used:

- ❖ Presentations on the RTP to established organizations on the RTP throughout the Region
- ❖ Specific public workshops on the RTP throughout the Region
- ❖ Posting of all public outreach events via an Outreach calendar on the SCAG website
- ❖ Direct outreach to minority and low-income populations
- ❖ Developing written and visual material to communicate the status and content of the RTP, including fact sheets and presentations. A public comment form used throughout the outreach program (in person at public meetings and online)
- ❖ SCAG's website, featuring a section dedicated to the 2004 RTP, including public meeting notices and the latest written information on the RTP
- ❖ Outreach to media including newspaper editorial boards, local television and radio stations, and ethnic media
- ❖ Selected radio and television appearances by senior SCAG staff

In addition to these targeted outreach efforts, all regular and special meetings of the RTP task forces, the Transportation and Communications Committee and the SCAG Regional Council are publicly noticed and opportunities for public comment are provided. Specific public comments on the RTP are being recorded and considered by SCAG in the development of the 2004 RTP.