APPENDICES A - G

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APPENDIX A
1999 RTP GUIDELINES CHECKLIST

By request of the California Transportation Commission Task Force, composed of representatives of MPOs and RTPAs a checklist of legislative requirements was developed and made part of the Guidelines. The purpose of the checklist was to serve as an objective list of the state and federal requirements to be addressed in an RTP and to be completed by MPO / RTPA staff. Appendix A of the 1999 RTP Guidelines is the checklist. The following is a copy of the checklist without the "Yes" / "No" boxes.

Planning Requirements
Regional Transportation Plan Checklist

A. Regional Transportation Plan Components

1. Provides a coordinated and balanced transportation system.
2. Is action oriented.
3. Contains a short-term (10-year) time horizon.
4. Contains a long-term (20-year) time horizon.
5. Includes a Policy Element.
6. Includes an Action Element.
7. Includes a Financial Element.
8. The RTP of the MPO considers strategies to meet the seven planning factors specified in Title 23, 134(f) of the U.S. Code.
9. The RTP conforms to the State Implementation Plan (SIP).
10. The RTP of the MPO is consistent with the Civil Rights Act as identified in Title 23, CFR Sec. 450.316(b)(2).
11. The RTP of the MPO identifies actions necessary to meet the ADA as identified in Title 23, CFR Sec. 450.316(b)(3).
12. The RTP of the MPO considers, analyzes and reflects the social and environmental effects including housing, employment, community development, land use, central city development goals, etc.

B. Public Involvement

1. Includes a public involvement program that meets the requirements of Title 23, CFR Sec. 450.316(b)(1).
2. The RTP for a non-attainment area is based on consultation with air and environmental agencies and the public during all stages of development.
3. Where there are Native American Tribal Governments within the RTP boundaries, the tribal concerns have been addressed and the Plan was developed in cooperation with the tribal Government(s) and the Secretary of the Interior (Bureau of Indian Affairs) (Title 23, CFR Sec. 134, 135(e)).
4. The RTP includes opportunities for citizen involvement in the early stages of plan development.
5. The RTP for a non-attainment area identifies consultation with air agencies on the development of the plan.
6. The RTP for a non-attainment area reflects coordination with local and regional air quality planning authorities.

C. Policy Element

1. Describes the transportation issues in the region.

2. Identifies regional needs.
3. Maintains internal consistency with the financial element fund estimates.
4. Has objectives linked to the 10-year time frame.
5. Has objectives linked to the 20-year time frame.

D. Action Element

1. Addresses needs.
2. Is consistent with the adopted regional transportation goals.
3. Is consistent with the regional transportation policies.
4. Is consistent with the financial constraints.
5. Conforms to the revenues identified in the Financial Element.
6. Conforms to the costs in the Financial Element.
7. Includes a discussion of Highways. .
8. Includes a discussion of Mass Transportation.
9. Includes a discussion of Aviation Transportation.
10. Includes a discussion of pedestrian needs.
11. Includes a discussion of non-motorized transportation.
12. Includes a discussion of Rail Transportation.
13. Includes a discussion of Maritime Transportation.
14. Includes a discussion of Goods Movement.

E. Consistency Requirement

1. The first four years identified in the Financial Element is consistent with the four-year STIP fund estimates adopted by the CTC.
2. The Goal Statements are consistent with the Financial Element.
3. The Policy Statements are consistent with the Financial Element.
4. The Objective Statements are consistent with the Financial Element.
5. The projects included in the ITIP are consistent with the RTP.
6. The projects included in the RTIP are consistent with the RTP.

F. Performance Measurement

1. Includes objective criteria for measuring system outcomes.

G. Environmental Considerations

1. Contains the appropriate environmental documentation.
2. Discusses the way the plan will conform to the State Implementation Plan including TCM implementation.
3. RTPs for non-attainment areas document coordination with the ARB to ensure conformity with the SIP.

H. Supporting Data

1. The RTP includes or identifies supporting documents.

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APPENDIX B:
EVALUATION OF THE INDIVIDUAL ITEMS IN THE RTP GUIDELINES

(Appendix A of the RTP Guidelines, adopted by the CTC, December 1999)

A-2-1 Regional Transportation Plan Components (requirements for RTP inclusion)

A-2-1a (The Plan) Provides a coordinated and balanced transportation system

By planning definition, a coordinated and balanced transportation system is one that meets the diverse transportation needs of all the regions' inhabitants and visitors through a variety of transportation modes and interconnections. In addition, it provides opportunities for freight to move safely and efficiently through the region. The balanced transportation system provides equity in terms of mobility and access to transportation services, and does not degrade the quality of life in the region, by increasing congestion or air pollution.

A transportation system that lacks balance is one in which transportation investments might support automobile travel exclusively, without providing viable and attractive transportation alternatives to those who do not wish to drive, and to the young, the elderly, and the disabled who are unable to drive.

Most of the larger MPOs and RTPAs developed RTPs that more than adequately provided for a coordinated and balanced transportation system.

The Tulare County RTP for example provides a coordinated and balanced transportation system. All modes of transportation are addressed and the location of improvements with narrative and maps are provided.

Many of the smaller, non-MPO regions, however, did not seem to develop a coordinated system very well in their planning process. They developed their plans with emphasis on road development, with minimal attention to improving transit service, bicycle or pedestrian travel. In some regions, goods movement is not addressed at all and it was not recognized that the increased growth in truck traffic adversely impacts the entire transportation system. (Please see page 21, Action Element Discussion of Goods Movement

A-2-1b (The Plan) Is action-oriented

A well-developed RTP demonstrates a commitment to innovation, change, emerging trends and new technologies.

A large MPO, the San Diego Association of Governments RTP identifies a number of areas where new technology will be used in future transportation systems. In their needs assessment new technology will be used in a number of ways: 1-to coordinate transportation modes and services, 2-control traffic through ramp meters, 3-signal timing, 4-improve transit services through management and coordination and 5-reduce congestion through incident detection and response systems.

Unfortunately most of the plans did not reflect a commitment to innovation or creative transportation solutions. Surprisingly, most of the plans did not incorporate technological applications, despite the growth of technology since the last required submittal of the RTPs.

A-2-1c (The Plan) Contains a short-term (10-year) time horizon

State legislation requires the RTPs to follow an evolving cycle of transportation improvements. Planners and policy makers should have a long-term transportation perspective and prioritize the transportation improvements based on needs and funding availability. The 10-year time frame should reflect development of a balanced system with the projected available funding.

The great majority of the RTPs used a 10-year time horizon. Those plans that didn't include a 10-year time frame generally had a planning methodology that precluded development a 10-year time horizon.

A-2-1d (The Plan) Contains a long-term (20-year) time horizon

Unfortunately there was confusion as to what was actually a 20-year plan. The Federal Highway Administration (FHWA) requires the plan to have a minimum of 20-time horizon at the time of plan adoption by the agency policy board. Some RTPs had a 20-year time frame from 2000 to 2020 and were adopted in the 2001 calendar year. This means that the plan had an 18 or 19-year time frame and did not conform to FHWA requirements. To mitigate this issue, many RTPs identified a 25-year time frame to assure meeting the 20-year requirement.

Most RTPs provided an assessment of the 20-year regional transportation system. As expected, the level of planning detail, especially with regard to projected funding, was diminished over the 20-year time frame.

A-2-1e (The Plan) Includes a Policy Element

All RTPs are required to have a Policy Element. The intent of the RTP is to identify a regional vision to guide development of the entire transportation system. The plan's policy element is meant to reflect the values and the community beliefs that guide the development of the transportation system.

The Policy Element includes an identification of the current system and the changes that are identified in the plan. From this overview of the current system with its issues and deficiencies, the Action Element provides the basis for changing the system to meet regional transportation objectives identified in the Policy Element. The Policy Element includes land use information, demographic and employment projections, as well as environmental issues to be addressed.

In most Plans, the Policy Element presents a clear picture of the current transportation system and the context of its performance. From this information the Policy Element can provide a rational and compelling basis for changing the system to meet future needs. Additional assessment of the Policy Element is presented on page 16, "C. Policy Element of the Checklist."

A-2-1f (The Plan) Includes an Action Element

All RTPs are required to have an Action Element and every Plan did include an Action Element. The Action Element uses the policies in the Policy Element to generate lists of

potential projects. The Action Element develops assumptions, regional needs are clearly defined, scenarios are developed, forecasts are made (population, employment, income house hold formations etc.) and alternatives are proposed. Based upon this process, a list of projects that conform to all state and federal requirements is identified. Each major project should have a purpose and needs statement and address appropriate environmental concerns. Collectively the list of projects must meet air quality conformity requirements. And finally, the Action Element should prioritize the list of projects and identify the agency responsible for project implementation.

The Action Element prepared by the Merced County Association of Governments provides a good example. It clearly identifies projects, the responsible agency and strategies to meet regional priorities.

A-2-1g (The Plan) Includes a Financial Element

All RTPs are required to have a Financial Element, which clearly identifies the expected costs and source of funds for all projects in the Action Element for the duration of the 20-year time frame of the plan. As might be expected, the Financial Element is the most difficult section to develop. Estimates of funds available include a combination of local, state and federal resources and allocations that are subject to annual appropriations. Projecting available funding over a 20-year period is very difficult. In addition, state and federal allocations reflect funding priorities that might not be consistent with the regional priorities.

Many RTPs identify the planning assumptions that form the basis for the numbers in the Financial Element. For the financial data to be useful, it should be both specific and consistent from region to region. A serious and ongoing concern is the lack of data consistency in the Financial Element from one RTP to another. Unfortunately each of the RTPs is prepared using different assumptions. However, if projections of transportation funding are to be useful to policy makers, the projections should be consistent in terms of assumptions, reporting periods and level of detail.

(The following items in section A of Appendix A are specific federal requirements to be addressed by the MPOs.)

A-2-1h The RTP of the MPO considers strategies to meet the seven planning factors specified in Title 23, 134(f) of the U.S. Code.

The MPOs receive federal funds to support their regional transportation planning process. As a condition of receiving these funds the agencies are required to meet federal legislative requirements. Federal Government Code title 23 sec 134 (f) identifies seven planning factors that each MPO should consider in developing their RTP and subsequent development of the Federal / State Transportation Improvement Program.

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety and security of the transportation system for motorized and non-motorized users;
- Increase the accessibility and mobility options available to people and for freight;
- Protect and enhance the environment, promote energy conservation, and improve quality of life;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;

- Promote efficient system management and operation and;
- Emphasize the preservation of the existing transportation system.

While most MPOs specifically acknowledge these requirements it does appear that all actually consider these planning factors in their process.

A-2-1i The RTP conforms to the State Implementation Plan (SIP)

The State Implementation Plan (SIP) identifies California's program to meet Federal Clean Air Standards. It identifies stationary and mobile sources of pollutants, pollutant budgets and areas where standards are not met and a proposed timetable to meet air quality standards. California's Air Resources Board develops the SIP. The SIP is composed of the Air Quality Maintenance Plans prepared by Air Quality Management Districts. The Federal Clean Air Act requires each Regional Transportation Plan to conform to the SIP as a condition of receiving federal funding.

The MPO and U.S. Department of Transportation (DOT) through the Federal Highway Administration and Federal Transportation Administration, have a responsibility to ensure that the RTP within the MPO boundaries conform to the SIP. The policy board of each MPO is required to make a conformity determination on its transportation plan prior to submittal to the U.S. DOT for an independent review and conformity determination. Conformity determinations for projects outside of these boundaries are the joint responsibility of the U.S. DOT and The Department.

The overwhelming majority of the RTPs mention "air quality" within the regional transportation planning process. There is acknowledgement of the relationship between the planning and programming of projects and the need to meet air quality objectives within the timeframe identified in the SIP. With the reading of the plans, it appears that the air quality constrains are addressed without actually mentioning the SIP.

A-2-1j The RTP of the MPO is consistent with the Civil Rights Act as identified in Title 23, CFR Sec. 450.316(b)(2)

While the overwhelming majority of the RTPs developed by MPOs did not specifically mention federal civil rights legislation, there appears to be universal recognition that the planning process within California is in compliance with the Civil Rights Act.

A-2-1k The RTP of the MPO identifies actions necessary to meet the Americans with Disabilities Act (ADA) as identified in Title 23, CFR Sec. 450.316(b)(3)

Most RTPs developed by MPOs that provided detailed information relating to transit specifically addressed actions relating to meeting the needs of those with disabilities. For example the Stanislaus RTP identified specifically what each transit district in each city is doing to meet transit needs consistent with the ADA requirements.

A-2-1l The RTP of the MPO considers, analyzes and reflects the social and environmental effects including housing, employment, community development, land use, central city development goals, etc.

All of the MPOs appear to consider social and environmental effects in the development of their RTP. While no single plan specifically identifies exactly how each factor has been used, most RTPs reflect an awareness and sensitivity of the regional landscape to the regions' transportation system.

B. Public Involvement Section of the Checklist

A-2-1B1 The RTP includes a public involvement program that meets the requirements of Title 23, CFR Sec. 450.316(b)(1), and that provides opportunities for citizen involvement in the early stages of plan development.

The vast majority of the RTPs identified and documented citizen involvement in the development of their planning process. The RTPAs throughout the state have multiple town meetings and workshops. The MPOs have extensive outreach programs; some even have bilingual draft plans available in libraries and universities.

A-2-1B2 The RTP for a non-attainment area is based on consultation with environmental agencies and the public during all stages of development

Air Quality issues place additional constraints upon the transportation planning process. In regions where air quality does not meet standards for public health, emission limits are placed upon stationary and mobile air pollution sources. Air quality agencies develop an allocation of emissions between major categories of sources including mobile sources. The RTP is required to conform to this allocation, or "emission budget".

With the population growth in most areas of the state, the need for transportation services is expanding. Meeting increasing demand for transportation as well as meeting the regional air quality goals is a serious challenge for some of the regions. Transportation investments that increase vehicle miles traveled (VMT) do not necessarily achieve reductions in mobile source pollution, so the options for transportation become limited.

More emphasis needs to be placed on land use decisions, transportation demand management, and development of alternative modes of transportation, including public transit, pedestrian and bicycle travel. The "conformity" requirement is meant to assure that the RTP does conform to the State Implementation Plan, a plan that is recognized by State and Federal officials to meet the requirements of the Federal Clean Air Act. The overwhelming majority of the Plans do not mention consultation with Environmental Agencies or local Air Districts.

A-2-1B3 Where there are Native American Tribal Governments within the RTP boundaries, the tribal concerns have been addressed and the Plan was developed in cooperation with the tribal Government(s) and the Secretary of the Interior (Bureau of Indian Affairs) (Title 23, CFR Sec. 134, 135(e))

Many of the RTPs identified consultation with Native American Tribes within the context of public involvement. However, the RTP Guidelines require that tribal concerns have been addressed and the plan was adopted in cooperation with the tribal governments and the Secretary of the Interior, Bureau of Indian Affairs.

Del Norte Local Transportation Commission (DNLTC), for example, clearly made an effort to include Tribes within its area in the planning process, working with Tribal members concerning their needs. Avenues of communication included public workshops and advisory committees. Elements of the RTP reflecting involvement by Tribes within DNLTC were the Executive Summary, Public Involvement/Consultation Process, Planning Overview, and the Assessment of Needs and Public Transportation.

C. Policy Element of the Checklist

A-2-1C1 (The Policy Element) Describes the transportation issues in the region

The RTP is required to have a Policy Element. The Policy Element is expected to identify the multitude of issues facing the region during the life of the plan that is influenced by or does influence the region's transportation system. Routinely the Policy Element is compromised of regional goals, policies and objectives. These might address issues specifically concerning safety, economic development, recreational opportunities, land use, employment, environmental issues and open space. Most of the RTPs had a well-developed group of goals and policies.

The Santa Cruz County RTP has an exceptionally well-developed group of goals and policies. Six broad goals, based on public participation input are clearly defined. Within those goals are a multitude of policies designed to create a safe, efficient and effective comprehensive transportation system. Innovative policies include new technology, employee training, multi-agency coordination, goods movement, expanding transportation options and interregional consultation.

Unfortunately some plans did not have a Policy Element that would meet expectations of the CTC, state and federal decision makers. These plans contained Policy Elements that were modal specific. They had policies for highways, rail, mass transit, aviation etc. The emphasis on modal policies does not allow for a regional perspective that decision-makers want in making long term funding commitments.

A-2-1C2 (The Policy Element) Identifies regional needs

Regional needs should be identified as part of the Policy Element. The Policy Element is expected to identify the needs of the region and how the RTP would address these needs. Typically the Policy Element would identify population and economic projections, review land use developments and clearly demonstrate how the transportation system would meet future needs.

The Alpine County RTP provides a good example of identifying regional transportation needs and clearly relating specific solutions. Issues relating to congestion, allocation of resources, safety issues and many more are associated with practical solutions.

Transportation modes and the transportation system are tools to meet regional objectives. Transportation is not an end product but should be viewed to facilitate population activities. Some RTPs limited their Policy Element to providing only modal policies. Regional needs were not addressed and therefore it is unclear how the transportation system would address issues of regional concern.

A-2-1C3 (The Policy Element) Maintains internal consistency with the Financial Element fund estimates

In some Plans, there is a lack of credible documentation the Policy Element is consistent with the Financial Element. For example, the Policy Element may identify the need for additional transit improvements while the Financial Element identifies the major allocation of funds for highways and perhaps airport expansions.

A-2-1C4 (The Policy Element) Has objectives linked to the 10-year time frame

The Policy Element requires the development of short- term and long-term objectives. Short term is defined as 10 years and 20 years is the full build out. While the vast majority of the RTPs identified a list of objectives over a 10-year period, the overwhelming majority did not identify a methodology for measuring achievement of

these objectives. There appeared to be either a lack of awareness of the need for establishing a methodology or, perhaps, political resistance to identify specific milestones in the process. A more in-depth discussion of this topic is made in the Measurable Objectives portion of this section.

A-2-1C5 (The Policy Element) Has objectives linked to the 20-year time frame
As with the development of the short-term objectives, most of the RTPs contained information relating to the 20-year time frame.

D. Action Element of the Checklist

A-2-1D1 (The Action Element) Addresses needs
The Action Element of the RTP identifies transportation projects resulting from all the projections, goals, policies and objectives, public input, funding availability and the analysis of the planning process. But perhaps most basic, is the issue of justifiable needs. The Action Element should specifically identify the need for the transportation projects. Some of the RTPs reflect excellent staff work in identifying the transportation needs of the region and how the transportation projects in the Action Element meets these needs.

The Inyo County RTP provides a good example of specifically identifying the regions' transportation needs by 10 year and 20 year time frames for various modes of travel. U.S. Highways and State Routes improvements are identified along with the needed improvements by time frame. The same process is provided with city streets and various modes of transportation including pedestrian, bicycle, transit, and aviation facilities.

A-2-1D2 (The Action Element) Is consistent with the adopted regional transportation goals
The RTP should be internally consistent with all transportation projects resulting from the established goals. Unfortunately, most goals identified in the RTP are general, so as to assure that any transportation project is consistent. What is more disturbing, however, is that some transportation projects seem to contradict even the most general goals. For example, one goal might be to improve air quality. Yet many of the projects identified in the Action Element have projects that degrade ambient air quality.

A-2-1D3 (The Action Element) Is consistent with the regional transportation policies
The RTP should be internally consistent with all transportation projects resulting from, or at least consistent with, the established regional policies. Some plans show an excellent relationship between regional policies and the projects in the Action Element.

The Butte County Association of Governments RTP provides a good example of the linkage between regional policies and the projects in the Action Element. The plan discusses the need for linkages to assure that policies guide the development of projects within the framework of state and federal legislation and air quality requirements.

On the other hand, most plans don't provide a meaningful linkage. For example it may be the policy of the region to have equal access to all modes of transportation by all citizens. Yet in the Action Element there may not be a single transportation project that addresses issues of limited access in the region.

A-2-1D4 (The Action Element) Is consistent with the financial constraints

The Action Element identifies the transportation projects to be developed and the Financial Element identifies all funding projected to be available within the specified time frame. However some RTPs identify bond measures or other tax enhancements to support the development of transportation services, improvements or enhancements. Most of the RTPs do excellent work in identifying baseline projects and plan additional projects, if additional funds are available.

The Modoc County RTP identifies in great detail the current and anticipated revenues from all available sources to implement projects in the Action Element.

A-2-1D5 (The Action Element) Conforms to the revenues identified in the Financial Element

The vast majority of transportation projects identified in the Action Element are funded by a combination of state and federal resources. These resources are available for specific modes, within specific years, for specific purposes. Each transportation project or group of projects must be allocated adequate funding and identified in the Financial Element. The issue is that anticipated state and federal allocations are not guaranteed to be available in future years. The plan has to be developed using realistic assumptions on available funding identified in the Financial Element. Most plans assume available funding based on past allocations. Some plans actually fail to identify any relationship between individual projects in the Action Element and the revenues in the Financial Element.

A-2-1D6 (The Action Element) Conforms to the costs in the Financial Element

As part of the transportation planning process, the cost of providing transportation projects, services and maintenance should be clearly identified. Each project identified in the Action Element is required to include basic cost information. This information is provided so that those projects, while clearly needed, may not be financially feasible, so they should not be considered for programming.

The cost of all projects identified in the Action Element is required to match the revenues identified in the Financial Element. Many RTPs have only a "ball park estimate" of project costs. In some cases the cost of a multitude of projects is grouped under a single heading and this cost is identified in the Financial Element. In most plans it is unclear whether the cost estimates include environmental reviews and other necessary activities associated with project development.

A-2-1D7 (The Action Element) Includes a discussion of Highways

All RTPs included a discussion of highways. Some plans identified highway improvements in the Action Element while other plans used a modal approach and had a highway section that included various elements. For all regions in California, highway improvements constitute the principle form of transportation investment. While there is considerable need for alternatives to automobile travel on highways, streets, and roads, the vast majority of regional agencies direct most of the available funding to planning, maintenance and expansion of the highway system.

A-2-1D8 (The Action Element) Includes a discussion of Mass Transportation

The overwhelming majority of the plans included a discussion of Mass Transportation. In many large, urban areas, mass transit is well established and receives a consistent

revenue stream. In small, urban areas, mass transit is a small but growing presence. In the plans submitted by most rural areas, transit was briefly mentioned but not considered a viable option. Reasons provided include; low population densities and low demand, long distances and often adverse weather conditions making schedules haphazard.

A-2-1D9 (The Action Element) Includes a discussion of Aviation

All transportation plans included a discussion of Aviation. The aviation mode in an overwhelming majority of the RTPs includes a comprehensive discussion of needs and growth projections. Unfortunately there is very limited, if any, discussion concerning the issues of ground access to airports. The major airports generate enormous ground access traffic. Passengers, airport personal, airport supplies and maintenance needs as well as goods movement and parking needs all are impacted by the growth in aviation activity. Current statutes (Government Code 65081.1) require that all RTPs address ground access improvements if the primary airport is over 10,000 enplanements.

A-2-1D10 (The Action Element) Includes a discussion of pedestrian needs

Relatively few RTPs developed by the MPOs addressed pedestrian needs, despite being a required topic for inclusion in the development of the RTP. Sidewalks and walking paths are perceived as transportation components of cities and other population clusters and not the purview of the region's transportation network.

Many of the rural areas address pedestrian needs extremely well in their RTP. For example, Amador County, a rural RTPA, is developing a Pedestrian Master Plan for the entire county that includes a short-range and long-range program.

A-2-1D11 (The Action Element) Includes a discussion of non-motorized transportation

The overwhelming majority of the RTPs included a discussion of non-motorized transportation. However, because of the land-use patterns in California, characterized by wide spread, dispersed development, many plans note that the long distances between work, school, shops and residences, precludes implementation of non-motorized options for many citizens.

A-2-1D12 (The Action Element) Includes a discussion of Rail Transportation

Most plans included an appropriate discussion of Rail Transportation. In many areas of California, rail transportation either does not exist or rail provides a very low level of service. In the few areas where rail is a viable option, the plans provide a comprehensive discussion of the rail system.

The San Diego Association of Governments provides an excellent example of Rail Transportation Planning. High-speed rail is addressed in its "Goals, Policies and Issues" section, intercity and high-speed rail is addressed in its transit section, and intercity rail is addressed in its actions section.

A-2-1D13 (The Action Element) Includes a discussion of Maritime Transportation

The major maritime transportation activity in California is cargo rather than passenger transportation. The major ports of California are located in Oakland, Los Angeles, and Long Beach. These ports are discussed in their regions' RTP but in our opinion are not given adequate attention with respect to their significant impact upon their regions' transportation system. The smaller ports such as those in Stockton and Sacramento are given even less attention.

The extensive growth of goods movement through all of California's ports are expected to expand far into the future and this expansion will have profound effects upon the highway and rail systems. Unlike the other transportation segments, the maritime industry is exclusively goods movement oriented and seems to have been relegated to secondary status behind the movement of people within the regional transportation planning process. The RTPs do not identify public funds to support, maintain, or expand access to or from port facilities. However each RTP provides a minimal, general, discussion of the maritime transportation system and its impact upon the region's immediate roadway network.

A-2-1D14. (The Action Element) Includes a discussion of Goods Movement

A minority of the RTPs reflects a major recognition of the growing impact of truck related goods movement upon the region's highway system. While the trucking industry is addressed at the national level, trucks and truck movement is not directly identified within the scope of the State's planning process. However, trucking activities both greatly influence the regions' highway and rail system and is in turn impacted by public planning, policy and support of the transportation network.

The regional transportation plans generally provide the data to suggest the growing impact of goods movement and attempt to incorporate that data in projecting needs for additional highway capacity or system management strategies such as truck climbing lanes, dedicated truck lanes and "weight-in-motion" scales.

Most of the RTPs also address goods movement as related to their airports and rail systems. However as truck traffic is the dominant force in the goods movement system, the RTPs emphasize the impact of trucks on their highway system with scant attention to rail and airport goods movement related issues.

E. Consistency Requirements of the Checklist

A-2-1E1 The first four years identified in the Financial Element is consistent with the four-year STIP fund estimates adopted by the CTC

The RTPs are not required to develop or provide annual fund estimates or four-year estimates but only project development costs consistent with the Action Element. As a result, not a single plan addresses the STIP fund estimate adopted by the CTC.

A-2-1E2 The Goal Statements are consistent with the Financial Element

As was mentioned previously, all of the plan elements should be internally consistent. Goal statements should be consistent with the Financial Element. In most plans, the goals are written in such general terms that any projects identified in the Financial Element would be consistent with the regional goals.

A-2-1E3 The Policy Statements are consistent with the Financial Element
In most plans the Policy Statements are written in such general terms that consistency of the statements with the Financial Element cannot be determined with any degree of assurance.

A-2-1E14 The Objective Statements are consistent with the Financial Element
In most plans, the Objective Statements are not provided with any degree of measurement and therefore we cannot determine if the objectives are consistent with the Financial Element.

A-2-1E15 The projects included in the ITIP are consistent with the RTP
The vast majority of the plans did not address ITIP projects and therefore consistency with the RTP cannot be determined.

A-2-1E16 The projects included in the RTIP are consistent with the RTP
The vast majority of the plans did not address RTIP projects and therefore consistency with the RTP cannot be determined.

F. Performance Measurement Requirements of the Checklist

A-2-1F1 Includes objective criteria for measuring system outcomes
The RTPs are required to initiate work in developing transportation system performance measures. In order to measure progress in achieving objectives, measurable criteria must be developed and used. The incremental implementation of transportation system performance measures should reflect the relationship between goals and their measurable objectives. If the objectives are not measurable then any performance measures proposed may not indicate whether or not the objectives are achieved.

While all Plans reflect progress in developing performance measures since submittal of their last RTPs, enhanced progress will further increase Plan performance measures, their implementation and use. The degree of implementation varied among regional agencies and they are in the process of gradual implementation of performance measures.

G. Environmental Considerations of the Checklist

Checklist Items

A-2-1G1 Contains the appropriate environmental documentation
With respect to CEQA documentation, most of the MPOs and RTPAs submit a Program EIR with the RTP, rather than preparing a negative declaration. The Program EIR is generally is not very complete or well developed, however. Typically, the Program EIR documents defer evaluation of impacts until project level analysis.

In addition, cumulative impacts are generally not addressed in the Program EIR. A major project that would significantly impact the environment is often separated into pieces that have no significant impact. A small project sometimes is gradually and incrementally expanded into a considerably larger and environmentally more significant

project. Since a negative declaration has already been approved, it is harder for project opponents to make their case that the project would damage the environment.

Additional areas that need to be strengthened include the following: stronger purpose and need statements, explanation of sequencing of related projects, greater consistency with adjacent county plans, and coordination and development of strategies with adjacent counties regarding growth-related issues.

A-2-1G2 Discusses the way the plan will conform to the State Implementation Plan including TCM implementation

Regional agencies that are subject to conformity requirements do provide a summary of the results of the conformity analysis in the RTP. The summary refers to the conformity documentation, which is usually provided in one of the appendices to the RTP. In many cases, the summary in the RTP is very brief; and the discussion in the conformity determination addresses the critical issues, such as implementation of transportation control measures.

A-2-1G3 RTPs for non-attainment areas document coordination with the ARB to ensure conformity with the SIP

MPOs and RTPAs in non-attainment areas coordinate development of their RTP with the Air Resources Board as part of the interagency consultation process.

H. Supporting Data of the Checklist

A-2-1H1 The RTP includes or identifies supporting documents

Many of the RTPs do not provide or identify supporting documents. Those that do provide supporting documentation tend to provide extensive, relevant and excellent documentation.

APPENDIX C
BACKGROUND INFORMATION ON AIR QUALITY IMPACTS ON RTPs

Background: Federal and State Air Quality Requirements

Regional transportation agencies must work within the framework of both federal and state air quality laws when developing transportation plans, programs and projects. The federal Clean Air Act (CAA) of 1977 established the National Ambient Air Quality Standards (NAAQS). These standards required that certain pollutants not exceed specified levels, or thresholds. Areas with levels that exceed the standard for specified pollutants (ozone, carbon monoxide, and particulate matter) are designated non-attainment areas by the U.S. Environmental Protection Agency (U.S.EPA). The CAA introduced the concept of transportation conformity that shapes transportation decisions in non-attainment areas and areas that have adopted maintenance plans. To qualify for federal funding in these areas, transportation plans, programs, and projects must be consistent with air quality goals in the State Implementation Plan (SIP). Transportation investments cannot create new violations of Federal air quality standards, increase the frequency or severity of existing violations, or delay attainment of the standards.

The federal CAA requires each state containing non-attainment areas to develop and submit a State Implementation Plan (SIP) to the U. S. EPA, specifying emission control measures to be implemented by a specified attainment deadline to attain the NAAQS. To meet this requirement, the local Air Pollution Control Districts have the responsibility of developing the region's SIP, typically in consultation with the MPO. Because emissions from motor vehicles make a significant contribution to air pollution, the CAA requires that transportation policymakers make a commitment to programs and projects that will help achieve national air quality goals. In the development of the SIP, the Air Pollution Control Districts adopt programs to reduce transportation-related emissions through strategies that increase the efficiency of the transportation system and reduce motor vehicle use.

Examples of transportation control measures (TCMs) include programs for improved public transit, construction or restriction of roads for high-occupancy vehicles (HOV) use, employer-based transportation management plans, trip-reduction ordinances, traffic flow improvement programs that achieve emissions reductions, programs to limit or restrict vehicle use in downtown areas, and programs to control extended idling of vehicles.

A critical component of an area's SIP is the motor vehicle emission's budget, which sets the maximum emissions allowable for the area. MPOs in non-attainment and maintenance areas must prepare a conformity analysis when adopting an RTP or RTIP. The results of this analysis must demonstrate the projected emissions from the RTP and the TIP are at or below the emissions budgets in the SIP. The RTIP must be consistent with the conforming RTP, and the RTIP must conform to the SIP.

In addition, sponsors of transportation projects that require federal approval are responsible for assessing project conformity. For a transportation project to receive federal funding in a non-attainment or maintenance area, it must be in a conforming RTP and a conforming RTIP. The Federal Highway Administration and the Federal Transit

Administration have final approval of conformity determinations for RTPs, TIPs, and projects.

Conformity regulations represent the link between transportation and air quality planning. The key to success in implementing conformity regulations is through interagency consultation with local air districts and transportation planning agencies, as well as with state and federal agencies.

After development of the Federal Clean Air Act, California adopted the California Environmental Quality Act (CEQA) in 1970, with state air quality standards that are even higher than the NAAQS. Areas that meet the federal requirements, but not the stricter California standards set forth under CEQA, may still qualify for federal transportation funding and are not subject to CEQA requirements.

The purpose of CEQA is to inform governmental decision makers and the public of the potential significant environmental effects relating to proposed activities; identify ways that environmental damage can be avoided or significantly reduced; and require changes in projects through the use of alternatives or mitigation measures when feasible. If the projects proposed in the RTP will have a significant environmental impact, CEQA requires that the MPO or RTPA prepare a Program Environmental Impact Report (EIR) for the RTP. A negative declaration may be prepared if the MPO or RTPA determines the projects in the RTP will not result in any significant environmental impacts. An EIR addendum may be prepared when proposed changes to the RTP do not create any new significant environmental impacts. A Subsequent EIR is required when substantial changes occur that result in new significant environmental effects or a substantial increase in the severity of previously identified effects. While the key to conformity is interagency consultation, the key to success in implementation of CEQA regulations is identification and analysis of a range of alternatives.

APPENDIX D
INTEGRATION OF THE RTPs WITH THE CALIFORNIA TRANSPORTATION PLAN (CTP)

Within California there are a multitude of planning processes underway at any one time. Housing plans, population projection impacts, economic development, job location analysis, water resource plans, parks and recreation plans and tourist planning all vie for the public's interest. Even within the transportation arena transportation plans often are developed on parallel time frames with minimum interaction.

The regional transportation plans are required by state and federal legislation with guidelines developed by the California Transportation Commission. The Regional Transportation Planning process in California began in 1972 with the passage of the AB 69. The regions are responsible for meeting the state and federal requirements. The California Transportation Plan (CTP) has been required to be developed with federal legislation, the ISTEA of 1991. The plans serve different decision makers, have different requirements and lack uniform oversight. As the CTP is a policy document without specific identified projects there is minimal risk of overt conflicts with the RTPs.

As was previously mentioned, one of the major differences between the CTP and the RTPs is the identification of "issues". The regional transportation plans are not required to specifically identify current problems they wish to address or even "trends" that may adversely impact California's transportation system.

The CTP identifies ten "Relevant Trends" that will have a high impact upon the state's transportation system. The following discusses these trends and corresponding narrative generally found within the regional transportation plans.

1 – Population

The CTP projects California's population to increase by one third within the next 20 years. The majority of the growth will occur in the urban areas. Most of the RTPs likewise provide population projections and some even identify high regional growth areas.

2 – Demographics

The CTP addresses age characteristics of the expanding population. The young and the elderly segments of the population will be increasing as a percentage far more than the entire general population. The growth in population of these age groups would require far more transit and other transportation options than is currently available. While some of the RTPs address these same transportation related demographic issues, the emphasis of these plans is still on automobile related projects.

3 – Safety

The CTP identifies specific traffic, pedestrian, and bicycle fatalities. While accident and fatality rates have been declining, the need for safety continues to be the highest priority by transportation providers. Most of the RTPs do not address safety is an issue or trend to address.

4 – Security

The CTP addresses the issue and trends of security. As the RTPAs were just completing their RTPs, security is not identified in most of the plans. However is can be assumed that issues of security will be a major addition to plans in the future.

5 – Economy

Developing and maintaining economic vitality is a major statewide concern. Providing a supportive transportation system that results in the timely and reliable delivery of goods and services is essential to the state's economic health. Most of the RTPs do not have a direct focus on economic issues. Their goals and policies tend to be written in general terms without demonstrating the high priority that the state gives in promoting economic vitality.

6 - Environment

The CTP and the overwhelming majority of the RTPs address the issues associated with the environment. The CTP and most of the RTPs share emphasis on air quality, quality of life issues and impacts on the natural environment.

7 – Technology

The CTP addresses an emerging trend of applying advanced technology to the transportation sector. New technology is expected to provide major advances in safety and efficiency as well as provide alternatives to transportation itself. Not surprising, much less than a majority of the RTPs address new technology. Technology tends to be expensive and when unproven or new, is not readily adopted when funding is scarce.

8 – Travel Behavior

The CTP identifies "Travel Behavior" as a new trend. With the aging population, inadequate road capacity and increasing urban sprawl, there is far more traffic at more times of the day. As traffic and travel increases, congestion results far more frequently. Many of the RTPs identify increase congestion as a problem but do not address the primary causes of this trend (expect general population increases) nor generally suggest specific solutions.

9 - Increasing demand for transportation

Linked with travel behavior and an expanding population, the CTP identifies "Increasing Demand for Transportation" as a major trend to address. The RTPs are in agreement with this trend. In just about all areas of the state, the traveling population is expanding, transit readership is growing, and goods movement on the roads, at the airports and seaports is expanding.

10 – Financing Shortfall and Dilemma

The final trend identified by the CTP is the "Financing Shortfall and Dilemma". This trend is defined as "while the need for transportation and transportation services is increasing, the resources to meet these needs are decreasing". All of the RTPs are in agreement with the assessment that additional funds are necessary to meet the growing transportation needs.

APPENDIX E
TRANSPORTATION FUNDING

Transportation Equity Act for the Twenty-First Century (TEA 21)

The Transportation Equity Act for the Twenty-First Century (TEA 21) is landmark federal legislation that provided a record level of transportation revenue, increasing the predictability, equity and flexibility of funding. First created under the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1992, flexible funding allowed regions and communities to consider all transportation options and their impacts on traffic congestion, air pollution, urban sprawl, economic development, and quality of life. In addition, TEA 21 improved the planning process by encouraging partnerships between state and local agencies to develop transportation investments. It also increased mobility by encouraging development of Intermodal connections in an integrated transportation system. TEA 21 will expire September 30, 2003, so policymakers are developing proposals for its reauthorization based on evaluation of successful initiatives developed under ISTEA as well as TEA 21, and identification of continuing challenges to the transportation system.

Reauthorization of TEA 21 presents an opportunity to continue to strengthen the state's transportation system by identifying areas for improvement. Review of the Financial Element of the RTPs indicates that one of the most critical issues facing the regions is the need for increased funding to meet the growing demand for transportation, while meeting requirements designed to protect our environment and our communities. Reauthorization of TEA 21 is an extremely important issue for MPOs and RTPAs because it will affect the level of funding available to regional agencies for future transportation projects.

Growing Demand for Transportation

Recent trends indicate that current sources of transportation revenue may not be sufficient to meet California's growing transportation needs in the future. Currently, California is adding over 650,000 people per year, almost a two percent annual increase in population. As of January 1, 2002, California was home to 35,037,000 people, which is a 47 percent increase since 1980. [1] The State's population is expected to continue growing at a rapid pace in the future. According to the Department of Finance, California's population is projected to reach 45,821,900 by the year 2020. [2]

In recent years, the number of miles driven on state highways in California increased even faster than the state's population.[3] Californians now make more trips and travel longer distances due to dispersed development patterns leading to greater growth in suburban areas and loss of population in the central cities. Separate zoning within these areas results in increased travel distances between home, work, and shopping. Other factors contributing to increased driving include increases in household income, the

[1] California Department of Finance: *Population Estimates for California Cities, May 2002* and *Components of Population Change*.
[2] California Department of Finance: *Interim County Population Projections, June 2001*.
[3] Legislative Analyst's Office*: California Travels; Financing Our Transportation, May 2000,* pp. 6-7.

number of households, and the number of women in the labor force. Due to funding constraints, the capacity of the highway system has not kept pace with this growing demand. The imbalance between demand for driving and supply of freeway capacity resulted in increased congestion, travel delays, and air pollution in urban areas. Future transportation policies need to improve the efficiency of the transportation system, providing financial incentives to promote better land use decisions, and encouraging greater investment in alternative transportation.

Adequacy of Future Funding to Meet the Growing Demand

California currently spends over $15 billion annually to maintain, operate, and improve its transportation system.[4] In the future, even greater resources will be needed to keep pace with increasing demand for transportation. In 1999, Senate Resolution 8 directed the CTC to provide an estimate of funding needs for California's transportation system over the following 10 years. The "SR 8 Report" concluded that the state would experience a shortfall in transportation funds of between $106.8 and $116.9 billion dollars over the ten-year period. These numbers are not precise, due to inconsistencies in accounting and reporting practices among agencies surveyed.[5]

Transportation revenue is derived from a complex array of funding sources at the federal, state, and local level. Since 1923, the largest source of transportation revenue has been state and federal fuel taxes. Currently, the state fuel tax is set at 18 cents per gallon and the federal fuel tax is 18.4 cents per gallon. Together they generate over $6 billion a year for California's transportation programs and projects. [6] Fuel taxes are easy and inexpensive to collect. They are user fees, which provide benefits to those who use the transportation system. Other forms of user fees that fund transportation improvements include tolls, transit fares, and sales tax on fuel at the current rate of 6 percent. [7] In addition, property taxes, developer fees, and benefit assessment districts provide revenue for the state's transportation investments. Finally, California traditionally raises transportation revenue from local sales tax and general funds. In 1990 and 1996, however, the State pledged general funds to repay general obligation bonds. In 2000, the Governor's Traffic Congestion and Relief Program (TCRP) and the Transportation Investment Fund provided $8.6 billion for transportation from the State General Fund. [8]

In the past, revenue from fuel taxes increased as the number of cars and the number of miles Californians drive has increased. However, the fuel tax is expected to become less effective as a revenue source in the future. For one reason, fuel taxes fail to keep pace with inflation because the tax is a flat rate, which loses purchasing power over time. Increased fuel efficiency of cars further reduces fuel-tax revenue relative to the number of miles driven. Alternative fuel vehicles, developed to improve air quality and increase energy efficiency, will increase in number due to the state requirement that 10

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[4] Financing Transportation in California: Strategies for Change, by Matthew Adams, Rachel Hiatt, Mary C. Hill, Ryan Russo, Martin Wachs, and Asha Weinstein, Institute of Transportation Studies, UC Berkeley, pg. i. **Reza will provide the final report: when I get it, double check the page number of each footnote.**

[5] Ibid, p. 2

[6] Ibid, p. 13

[7] Ibid, p. 19.

[8] Financing Infrastructure for the 21st Century, Transportation Report, p. 77

percent of cars sold in California must be zero-emission cars by 2003. [9] The legislature has the power to increase the amount charged per gallon to pay for transportation investments, but has been reluctant to do so during a period of high gas prices, in anticipation of public reaction. Fuel tax will remain the main source of transportation revenue in the short term, however, if these concerns are not addressed, it may be inadequate for California's long-term transportation needs.

Since the mid-1980's, many counties have placed limited-term sales tax measures on the ballot to generate revenue for specific transportation programs and projects, raising approximately $28 billion from 1984 to 2000. In 1998-1999, these taxes generated an estimated $1 billion, or 7 percent of the state's transportation revenue.[10] Local sales tax initiatives only fund specific, short-term capital projects that appeal to the general public. These tax measures generate revenue for a specific time period, and they all expire, or "sunset," by the year 2010 or earlier. These "local option" sales taxes cannot be extended without another vote: it is unlikely they will all be extended, due to the two-thirds vote now required, as opposed to the simple majority required when enacted.

Transportation revenue from both state and local sales tax will be impacted by overall economic conditions and future trends in consumer buying behavior. Revenue generated from state and local sales tax may decline, because increasing numbers of Internet consumers do not pay state and local sales taxes.

Long-term funding is likely to remain stagnant or diminish due to dependency primarily on the gas tax, as well as expiring sales tax measures for transportation financing. Therefore traditional revenue sources need to be thoroughly evaluated in terms of stability and effectiveness, and alternative funding sources explored in terms of equity, efficiency and public support. As a result, Assembly Concurrent Resolution (ACR) No. 32 requires the CTC, in consultation with the Department, to study potential decreases in transportation revenue for transportation planning agencies, and study alternative funding strategies.

Alternative Funding Sources

Since current revenue sources are not sufficient for California's growing transportation needs, alternative funding sources need to be explored and evaluated to develop long-term solutions and avert a funding crisis in the future. Fuel taxes can be increased to keep pace with inflation, improving fuel economy, and use of alternative fuel vehicles. One alternative to fuel taxes is a vehicle-mile-traveled (VMT) fee. Like fuel taxes, a VMT fee would be a direct user fee charged to drivers based on regular odometer readings of each vehicle. It would be a stable revenue source, regardless of increased fuel efficiency or use of zero-emission vehicles. Like fuel taxes, however, VMT fees lose

[9] Westways (AAA magazine), Nov/Dec 2000,"Taxing Our Highways, Part Two" by Martin Wachs and Dan Beal, p. 2

[10] Financing Transportation in California: Strategies for Change, by Matthew Adams, Rachel Hiatt, Mary C. Hill, Ryan Russo, Martin Wachs, and Asha Weinstein, Institute of Transportation Studies, UC Berkeley, pg. 25.

their real value over time due to inflation. In addition, the cost of administration and collection of VMT taxes may be higher than that of fuel taxes. [11]

Toll collection is not a traditional mechanism for generating transportation revenue in California, however, several new toll roads and high occupancy vehicle (HOT) lanes have been built recently. Ideally, toll collection should generate revenue for the specific corridor from which it is collected, providing a direct link between the user fee and benefits received. The development of electronic toll collection, has improved both the administrative costs and convenience to drivers. Concerns remain over public acceptance of toll collection and possible resistance to paying twice for highway investments – once in taxes, and again through tolls. To gain public support, it is recommended that toll roads be reserved for construction of new lanes or new highways, and where benefits are tangible, such as shorter travel times in congested urban areas. Concerns over social equity need to be addressed by constructing toll roads near alternative freeways.

Tolls can vary according to vehicle class so heavier vehicles pay more to compensate for extra damage to the roads. In addition, "variable pricing" or "congestion pricing" offers an opportunity for efficient management of the transportation system through incentives for travelers to drive at off-peak travel times, with tolls rising during peak periods and falling during off-peak hours. Both HOT lanes on State Route 91 in Orange County and on Interstate 15 in San Diego County successfully use a form of variable pricing. [12]

The term, "innovative financing," refers to debt financing, a departure from the state's traditional "pay as you go" transportation financing. Debt or "innovative" financing, however, does not generate new funding sources. It simply is a means of incurring debt and borrowing against future revenue. In 1998, the Transportation Infrastructure Finance and Innovation Act expanded the role of federal credit in transportation finance in the form of TIFIA loans, a financing mechanism for revenue-generating infrastructure. In 1999, TIFIA loans were approved in anticipation of future toll revenue for California's State Route 125 in San Diego. [13]

In 1996, California was one of ten states to establish a State Infrastructure Bank, which is authorized to make loans to counties, cities, and agencies for transit, city streets, county and state highways, as well as parks and school facilities. It provides California the ability to leverage state and federal funds, accelerate projects, and access low-cost capital, and ability to reuse one-time appropriations for new projects as loans are repaid.[14]
States also use Grant Anticipation Revenue vehicles (GARVEE Bonds) to fund highway improvements and Transit Grant Anticipation Notes (GANs) to fund transit investments, in anticipation of receiving federal funds in the future to repay the debt. [15] GARVEE

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[11] Financing Transportation in California: Strategies for Change, by Matthew Adams, Rachel Hiatt, Mary C. Hill, Ryan Russo, Martin Wachs, and Asha Weinstein, Institute of Transportation Studies, UC Berkeley, pg. 51-52.)

[12] Ibid, p. 58
[13] Ibid, p. 73-75
[14] Ibid, p. 75
[15] Ibid, p. 76

bonds could be considered for projects that only qualify for state funding, or for selected high-cost, high-priority projects in the future.

Increased use of debt financing for California's transportation infrastructure may be appropriate for selected projects, including new infrastructure that is directly linked to new transportation revenues. A rigorous cost-benefit analysis should indicate that the benefits of avoiding inflation and reducing congestion sooner outweigh the interest costs. When considering use of debt financing, agencies need to consider the risk of committing future revenues for repayment of principle and interest, in addition to substantial ongoing expenditures for operations, maintenance, and replacement.

California has limited experience with public-private partnerships, another type of debt financing in which private companies provide construction and operation of new infrastructure. While there are potential financial benefits, the public and private sector have conflicting goals: public agencies want to increase mobility, while private firms want to ensure a favorable return on investment, by restricting construction of new infrastructure that would divert traffic from private facilities. In general, private companies seem more interested in project construction than in operation of the transportation system. [16]

[16] Ibid, p. iii.

APPENDIX F
REGIONAL TRANSPORTATION PLANNING LEGISLATION OVERVIEW

Legislative Requirements Relating to Development of the Regional Transportation Plans Developed Prior to the Regional Transportation Plan Guidelines

RTP Development
California Government Code (GC) requires regional transportation planning agencies prepare a Regional Transportation Plan, which includes a Policy Element, an Action Element, and a Financial Element (GC, section 65080). In addition, agencies are required to conduct a public hearing prior to adopting the RTP, posting a notice at least 10 days prior to the hearing (GC, section 65090). Related legislation authorizes the California Transportation Commission (CTC) to prescribe study areas for analysis and evaluation and to issue guidelines for the preparation of the RTP (GC, section 14522).

RTIP Development
California government code § 65080 requires regional agencies and county transportation commissions to prepare and adopt a Regional Transportation Improvement Plan (RTIP) if the population of the urbanized area exceeds 50,000). In addition, the California Department of Transportation is required to prepare and submit to the CTC a review and evaluation of the RTPs and the RTIPs and any inconsistencies between them (GC, section 14032a).

EIR Requirement
The California Environmental Quality Act (CEQA) requires all public agencies in the state to assess the environmental impacts of each discretionary plan, program and project it undertakes (Public Resource Code 21000et seq.). (While not specifically identified, CEQA has been interpreted to require each RTP to have an Environmental Impact Report.) CEQA requires an environmental impact report to be prepared if a planned project will have a significant effect on the environment (Public Resource Code 21002.1d). Code of Regulations (Title 14 Division 6, Chapter 3 15000-15387) provides comprehensive CEQA regulatory guidance in areas of planning, programming, and project development. In other environmental legislation, the California Clean Air Act requires air quality plans to include reasonably available transportation control measures, and specifies performance standards for serious and severe areas (Health and Safety Code 40717).

Federal Requirements for RTP Development
United States Code, Title 23 – Highways, Section 134 (a) requires Metropolitan Planning Organizations (MPOs), in cooperation with the State, to develop transportation plans and programs for urbanized areas of the State. The goal of this legislation is to develop an intermodal transportation system within and through urbanized areas of the State that improves mobility for people and goods and minimizes transportation related fuel consumption and air pollution.

Use of Federal Funds for Planning

Section 104 (f) of the federal statutes sets aside one percent of the funds authorized for the National Highway System (NHS), STP, CMAQ, Interstate Maintenance Program, and the Bridge Program for transportation planning in urbanized areas by metropolitan planning agencies.

TEA - 21

The Transportation Equity Act of the 21st Century (TEA-21), which amended Title 23 Section 134 (f) of the United States Code, requires MPOs to consider seven planning factors when developing their transportation plans and programs:

- Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
- Increase the safety and security of the transportation system for users of both the motorized and non-motorized sections;
- Increase the accessibility and mobility options available to people and for freight;
- Protect and enhance the environment, promote energy conservation, and improve the quality of life;
- Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
- Promote efficient system management and operation and;
- Emphasize the preservation of the existing transportation system.

Federal Air Quality Requirements

Regions are classified as non-attainment areas if they do not meet the national air quality standards set forth in the Clean Air Act with respect to levels of ozone and carbon monoxide. Agencies in non-attainment areas are required to prepare a State (Air Quality) Implementation Plan (SIP), which is designed to eliminate or reduce the severity and number of violations of the national air quality standards (7504b). These agencies also need to ensure that the area's transportation planning process under Title 23, Section 34 complies with the SIP requirements (7504b). Public Health and Welfare Title 42, Chapter 85, states that the MPO may not approve any plan, program or project which does not conform to the region's State Implementation Plan. Implementation of projects identified in the RTP is not to contribute to any new violations of air quality standards, increase the severity of any existing violations, or delay timely attainment of a standard or required interim emissions reductions (7506c).

California Legislative Requirements Relating to Development of the Regional Transportation Plans that became law after the 1999 Regional Transportation Plan Guidelines were adopted by the CTC

RTP Adoption Dates

Legislation amended GC, Section 65080, to require each transportation planning agency to adopt and submit an updated Regional Transportation Plan to the California Transportation Commission and the California Department of Transportation every three years, instead of every two years, beginning September 1, 2001. A transportation planning agency that is not in an urbanized area may submit a Regional Transportation Plan once every four years, beginning September 1, 2001.

Additional Policy Element Requirements

California GC section 65080 requires planning agencies to include in the RTP a Policy Element that describes the transportation issues in the region, identifies and quantifies regional needs, and describes the desired short-range and long-range transportation goals, and pragmatic objective and policy statements, which needs to be consistent with funding estimates in the Financial Element. Metropolitan Planning Organizations may quantify a set of indicators including measures of mobility and traffic congestion, means of travel, safety and security, equity and accessibility, and road and bridge maintenance.

Additional Action Element Requirements

Under California GC section 65080. (C) Planning agencies are required to develop an "action element" that describes projects and programs necessary to implement the plan and assigned implementation responsibilities. Projects may include congestion management programming activities to be carried out within the region. The Action Element may describe all projects proposed for development over a 20-year period.

Additional Financial Element Requirements

Amendments to GC, Section 65080 requires planning agencies to provide a Financial Element that summarizes the cost of plan implementation constrained by a realistic projection of available revenues. The Financial Element is to contain recommendations for allocation of funds. The first five years of the Financial Element is to be based on the five-year estimate of funds developed in accordance with Section 14524. The Financial Element may recommend the development of specified new sources of revenue, consistent with the Policy Element and Action Element.

RTPs may add additional elements of regional significance

An additional amendment to GC Section 65080 authorizes local transportation planning agencies to include factors of local significance as elements of Regional Transportation Plans, including issues of mobility for senior citizens.

Special Corridor Designation

As per GC, Section 65081.3, when adopting Regional Transportation Plans, the designated county transportation commission, regional transportation planning agency, or the Metropolitan Transportation Commission (MTC) may designate special corridors, which may include adopted state highway routes, determined to be of statewide or regional priority for long-term right-of-way preservation.

APPENDIX G
STATE LEGISLATION IMPACTING REGIONAL TRANSPORTATION PLANS

California Government Code

14000. The Legislature hereby finds and declares as follows:

(a) Continued growth in transport demand resulting from population growth, concentration of population in urban areas, and increasing mobility requirements indicate a need for innovative, as well as improved, systems to accommodate increased demand.

(b) The diversity of conditions in California is such as to require a variety of solutions to transportation problems within various areas of the state. Differences in population levels and densities, living patterns, social conditions, topography, climate, environmental circumstances, and other factors should be recognized in determining appropriate solutions to transportation problems in the various areas. Particular attention must be given to differences among the metropolitan, the less urbanized, and the more rural areas of the state. In some cases, future demands, particularly in urban corridors, may prove to be beyond the practical capabilities of a highway solution; while in other cases, environmental conditions may rule out a highway solution. In still other cases, heavy reliance upon highway transportation may prove to be satisfactory for the foreseeable future. Clearly, the appropriate mix of transportation modes throughout California to provide economical and efficient transportation service consistent with desires for mobility, will vary markedly from time to time and from area to area within the state.

In all cases, regional and local expressions of transportation goals, objectives, and policies which reflect the unique characteristics and aspirations of various areas of the state shall be recognized in transportation planning tempered, however, by consideration of statewide interests.

(c) A goal of the state is to provide adequate, safe, and efficient transportation facilities and services for the movement of people and goods at reasonable cost. The provision of adequate transportation services for persons not now adequately served by any transportation mode, particularly the disadvantaged, the elderly, the handicapped, and the young, should be an integral element of the planning process. Stimulation of the provision of transportation not only for speed and efficiency of travel, but also for convenience and enjoyment in shopping, school, cultural, and business pursuits, leisure time travel, and pedestrian travel, is also a state aim. It is the desire of the state to provide a transportation system that significantly reduces hazards to human life, pollution of the atmosphere, generation of noise, disruption of community organization, and adverse impacts on the natural environment. The desirability of utilizing corridors for multimodal transportation, where possible to improve efficiency and economy in land use, is recognized. The

coastal zone should be provided with optimal transportation services consistent with local and regional goals and plans, with the objective of conserving the coastal resource.

(d) The responsibilities for decision making for California's transportation systems are highly fragmented. This has hampered effective integration of transportation planning and intermodal coordination. A comprehensive multimodal transportation planning process should be established which involves all levels of government and the private sector in a cooperative process to develop
coordinated transportation plans.

(e) Accelerating change and increasing transportation problems require that California take timely action to maintain viable transportation systems. As long lead times are necessary to develop transportation systems, the planning and development of transportation in California should be coordinated by a Department of Transportation. A multimodal transportation Department in state government is in keeping with the necessities of contemporary problems and the thrust of federal involvement. However, there is no intent to diminish or preempt the existing authorities and responsibilities of regional, local, and district transportation agencies in their handling of transportation matters which are local or regional in nature.

(f) The stimulation, continuance, and improvement of statewide, regional, and local transportation planning and development are a matter of state concern, and the state should, for this reason, provide a portion of the financial resources and assistance necessary to aid in preparing transportation plans, developing effective transportation decision making processes, and carrying out implementation programs.

14000.5. The Legislature further finds and declares that the role of the state in transportation shall be to:

(a) Encourage and stimulate the development of urban mass transportation and interregional high-speed transportation where found appropriate as a means of carrying out the policy of providing balanced transportation in the state.

(b) Implement and maintain a state highway system which supports the goals and priorities determined through the transportation planning process, which is in conformity with comprehensive statewide and regional transportation plans, and which is compatible with statewide and regional socioeconomic and environmental goals, priorities and available resources.

(c) Assist in the development of an air transportation system that is consistent with the needs and desires of the public, and in which airports are compatible in location with, and provide services meeting, statewide and regional goals and objectives.

(d) Develop a rail passenger network consistent with the needs and desires of the public, and in which the location of rail corridors and their service characteristics are compatible with statewide

and regional goals and objectives, except that nothing in this section shall be construed to discourage the development of passenger rail service by privately owned carriers.

(e) Encourage research and development of technological innovation in all modes of transportation in cooperation with public agencies and the private sector.

14032. The Department shall provide reports and analyses for the commission on all of the following:

(a) The review and evaluation of regional transportation plans and improvement programs for the identification of conflicts between such plans and programs.

(b) The identification and analysis of current and potential future issues of importance to transportation within the state.

(c) The preparation of an annual and of a five-year estimate of all federal and state funds available to each region for transportation improvements.

(d) The preparation of special studies as requested by the commission.

(e) Other matters as requested by the commission.

14520. The commission shall advise and assist the Secretary of the Business, Transportation and Housing Agency and the Legislature in formulating and evaluating state policies and plans for transportation programs in the state.

14520.3. (a) The Legislature, through the enactment of Senate Bill 45 during the 1997-98 Regular Session, intends to establish priorities and processes for the programming and expenditure of state transportation funds that are at the discretion of the Legislature and the Governor.

(b) The Department is responsible for the planning, design, construction, maintenance, and operation of the state highway system and Senate Bill 45 is not intended to alter that responsibility.

(c) In addition to other responsibilities established by law, the Department is the responsible agency for performing all state highway project components specified in subdivision (b) of Section 14529 of the Government Code except for construction.

(d) The Legislature, through the enactment of this section, intends that nothing in subdivision (b) of Section 14529 of the Government Code or any other provision in the act that added this section to the Government Code shall be construed to expand or restrict the authority or responsibility of the Department, as provided by statute or the California Constitution, to perform the components described in subdivision (b) of Section 14529 of the Government Code on state highways.

14032.5. The Department may assist regional transportation planning agencies with the preparation of regional transportation plans and improvement programs by providing technical services and other assistance as determined by the director and the transportation planning agency as necessary for the timely and comprehensive discharge of the responsibilities of the transportation planning agency.

14522. In cooperation with the regional transportation planning agencies, the commission may prescribe study areas for analysis and evaluation by such agencies and guidelines for the preparation of the regional transportation plans.

65070. (a) The Legislature finds and declares, consistent with Section 65088, that it is in the interest of the State of California to have an integrated state and regional transportation planning process. It further finds that federal law mandates the development of a state and regional long-range transportation plan as a prerequisite for receipt of federal transportation funds. It is the intent of the Legislature that the preparation of these plans shall be a cooperative process involving local and regional government, transit operators, congestion management agencies, and the goods movement industry and that the process be a continuation of activities performed by each entity and be performed without any additional cost.

(b) The Legislature further finds and declares that the last attempt to prepare a California Transportation Plan occurred between 1973 and 1977 and resulted in the expenditure of over eighty million dollars ($80,000,000) in public funds and did not produce a usable document. As a consequence of that, the Legislature delegated responsibility for long-range transportation planning to the regional planning agencies and adopted a seven-year programming cycle instead of a longer range planning process for the state.

(c) The Legislature further finds and declares that the Transportation Blueprint for the Twenty-First Century (Chapters 105 and 106 of the Statutes of 1989) is a long-range state transportation plan that includes a financial plan and a continuing planning process through the preparation of congestion management plans and regional transportation plans, and identifies major interregional road networks and passenger rail corridors for the state.

65080. (a) Each transportation planning agency designated under Section 29532 or 29532.1 shall prepare and adopt a regional transportation plan directed at achieving a coordinated and balanced regional transportation system, including, but not limited to, mass transportation, highway, railroad, maritime, bicycle, pedestrian, goods movement, and aviation facilities and services. The plan shall be action-oriented and pragmatic, considering both the short-term and long-term future, and shall present clear, concise policy guidance to local and state officials. The regional transportation plan shall consider factors specified in Section 134 of Title 23 of the

United States Code. Each transportation planning agency shall consider and incorporate, as appropriate, the transportation plans of cities, counties, districts, private organizations, and state and federal agencies.

(b) The regional transportation plan shall include all of the following:

(1) A policy element that describes the transportation issues in the region, identifies and quantifies regional needs, and describes the desired short-range and long-range transportation goals, and pragmatic objective and policy statements. The objective and policy statements shall be consistent with the funding estimates of the financial element. The policy element of transportation planning agencies with populations that exceed 200,000 persons may quantify a set of indicators including, but not limited to, all of the following:

(A) Measures of mobility and traffic congestion, including, but not limited to, vehicle hours of delay per capita and vehicle miles traveled per capita.

(B) Measures of road and bridge maintenance and rehabilitation needs, including, but not limited to, roadway pavement and bridge conditions.

(C) Measures of means of travel, including, but not limited to, percentage share of all trips (work and nonwork) made by all of the following:

(i) Single occupant vehicle.

(ii) Multiple occupant vehicle or carpool.

(iii) Public transit including commuter rail and intercity rail.

(iv) Walking.

(v) Bicycling.

(D) Measures of safety and security, including, but not limited to, total injuries and fatalities assigned to each of the modes set forth in subparagraph (C).

(E) Measures of equity and accessibility, including, but not limited to, percentage of the population served by frequent and reliable public transit, with a breakdown by income bracket, and percentage of all jobs accessible by frequent and reliable public transit service, with a breakdown by income bracket.

(F) The requirements of this section may be met utilizing existing sources of information. No additional traffic counts, household surveys, or other sources of data shall be required.

(G) For the region defined in Section 66502, the indicators specified in this paragraph shall be supplanted by the performance measurement criteria established pursuant to subdivision (e) of Section 66535, if that subdivision is added to the Government Code by Section 1 of Senate Bill 1995 of the 1999-2000 Regular Session.

(2) An action element that describes the programs and actions necessary to implement the plan and assigns implementation responsibilities. The action element may describe all projects

proposed for development during the 20-year life of the plan. The action element shall consider congestion management programming activities carried out within the region.

(3) (A) A financial element that summarizes the cost of plan implementation constrained by a realistic projection of available revenues. The financial element shall also contain recommendations for allocation of funds. A county transportation commission created pursuant to Section 130000 of the Public Utilities Code shall be responsible for recommending projects to be funded with regional improvement funds, if the project is consistent with the regional transportation plan. The first five years of the financial element shall be based on the five-year estimate of funds developed pursuant to Section 14524. The financial element may recommend the development of specified new sources of revenue, consistent with the policy element and action element.

(B) The financial element of transportation planning agencies with populations that exceed 200,000 persons may include a project cost breakdown for all projects proposed for development during the 20-year life of the plan that includes total expenditures and related percentages of total expenditures for all of the following:

(i) State highway expansion.

(ii) State highway rehabilitation, maintenance, and operations.

(iii) Local road and street expansion.

(iv) Local road and street rehabilitation, maintenance, and operation.

(v) Mass transit, commuter rail, and intercity rail expansion.

(vi) Mass transit, commuter rail, and intercity rail rehabilitation, maintenance, and operations.

(vii) Pedestrian and bicycle facilities.

(viii) Environmental enhancements and mitigation.

(ix) Research and planning.

(x) Other categories.

(c) Each transportation planning agency may also include other factors of local significance as an element of the regional transportation plan, including, but not limited to, issues of mobility for specific sectors of the community, including, but not limited to, senior citizens.

(d) Each transportation planning agency shall adopt and submit, every three years, an updated regional transportation plan to the California Transportation Commission and the Department of Transportation. The plan shall be consistent with federal planning and programming requirements. A transportation planning agency that does not contain an urbanized area may at its option adopt and submit a regional transportation plan once every four years beginning by September 1, 2001. Prior to adoption of the regional transportation plan, a public hearing shall be

held, after the giving of notice of the hearing by publication in the affected county or counties pursuant to Section 6061.

65080.1. Once preparation of a regional transportation plan has been commenced by or on behalf of a designated transportation planning agency, the Secretary of the Business, Transportation and Housing Agency shall not designate a new transportation planning agency pursuant to Section 29532 for all or any part of the geographic area served by the originally designated agency unless he or she first determines that redesignation will not result in the loss to California of any substantial amounts of federal funds.

65080.2. A transportation planning agency which has within its area of jurisdiction a transit development board established pursuant to Division 11 (commencing with Section 120000) of the Public Utilities Code shall include, in the regional transportation improvement program prepared pursuant to Section 65080, those elements of the transportation improvement program prepared by the transit development board pursuant to Section 120353 of the Public Utilities Code relating to funds made available to the transit development board for transportation purposes.

65080.3. (a) Each transportation planning agency with a population that exceeds 200,000 persons may prepare at least one "alternative planning scenario" for presentation to local officials, agency board members, and the public during the development of the triennial regional transportation plan and the hearing required under subdivision (c) of Section 65080.

(b) The alternative planning scenario shall accommodate the same amount of population growth as projected in the plan but shall be based on an alternative that attempts to reduce the growth in traffic congestion, make more efficient use of existing transportation infrastructure, and reduce the need for costly future public infrastructure.

(c) The alternative planning scenario shall be developed in collaboration with a broad range of public and private stakeholders, including local elected officials, city and county employees, relevant interest groups, and the general public. In developing the scenario, the agency shall consider all of the following:

(1) Increasing housing and commercial development around transit facilities and in close proximity to jobs and commercial activity centers.

(2) Encouraging public transit usage, ridesharing, walking, bicycling, and transportation demand management practices.

(3) Promoting a more efficient mix of current and future job sites, commercial activity centers, and housing opportunities.

(4) Promoting use of urban vacant land and "brownfield" redevelopment.

(5) An economic incentive program that may include measures such as transit vouchers and variable pricing for transportation.

(d) The planning scenario shall be included in a report evaluating all of the following:

(1) The amounts and locations of traffic congestion.

(2) Vehicle miles traveled and the resulting reduction in vehicle emissions.

(3) Estimated percentage share of trips made by each means of travel specified in subparagraph (C) of paragraph (1) of subdivision (b) of Section 65080.

(4) The costs of transportation improvements required to accommodate the population growth in accordance with the alternative scenario.

(5) The economic, social, environmental, regulatory, and institutional barriers to the scenario being achieved.

(e) If the adopted regional transportation plan already achieves one or more of the objectives set forth in subdivision (c), those objectives need not be discussed or evaluated in the alternative planning scenario.

(f) The alternative planning scenario and accompanying report shall not be adopted as part of the regional transportation plan, but it shall be distributed to cities and counties within the region and to other interested parties, and may be a basis for revisions to the transportation projects that will be included in the regional transportation plan.

(g) Nothing in this section grants transportation planning agencies any direct or indirect authority over local land use decisions.

(h) This section does not apply to a transportation plan adopted on or before September 1, 2001, proposed by a transportation planning agency with a population of less than 1,000,000 persons.

65080.5. (a) For each area for which a transportation planning agency is designated under subdivision (c) of Section 29532, or adopts a resolution pursuant to subdivision (c) of Section 65080, the Department of Transportation, in cooperation with the transportation planning agency, and subject to subdivision (e), shall prepare the regional transportation plan, and the updating thereto, for that area and submit it to the governing body or designated policy committee of the transportation planning agency for adoption. Prior to adoption, a public hearing shall be held, after the giving of notice of the hearing by publication in the affected county or counties pursuant to Section 6061. Prior to the adoption of the regional transportation improvement program by the transportation planning agency if it prepared the program, the transportation planning agency shall consider the relationship between the program and the adopted plan. The adopted plan and program, and the updating thereto, shall be submitted to the California Transportation Commission and the Department pursuant to subdivision (b) of Section 65080.

(b) In the case of a transportation planning agency designated under subdivision (c) of Section 29532, the transportation planning agency may prepare the regional transportation plan for the area under its jurisdiction pursuant to this chapter, if the transportation planning agency, prior to July 1, 1978, adopts by resolution a declaration of intention to do so.

(c) In those areas that have a county transportation commission created pursuant to Section 130050 of the Public Utilities Code, the multicounty designated transportation planning agency, as defined in Section 130004 of that code, shall prepare the regional transportation plan and the regional transportation improvement program in consultation with the county transportation commissions.

(d) Any transportation planning agency which did not elect to prepare the initial regional transportation plan for the area under its jurisdiction, may prepare the updated plan if it adopts a resolution of intention to do so at least one year prior to the date when the updated plan is to be submitted to the California Transportation Commission.

(e) If the Department prepares or updates a regional transportation improvement program or regional transportation plan, or both, pursuant to this section, the state-local share of funding the preparation or updating of the plan and program shall be calculated on the same basis as though the preparation or updating were to be performed by the transportation planning agency and funded under Sections 99311, 99313, and 99314 of the Public Utilities Code.

65081.1. (a) After consultation with other regional and local transportation agencies, each transportation planning agency whose planning area includes a primary air carrier airport shall, in conjunction with its preparation of an updated regional transportation plan, include an airport ground access improvement program.

(b) The program shall address the development and extension of mass transit systems, including passenger rail service, major arterial and highway widening and extension projects, and any other ground access improvement projects the planning agency deems appropriate.

(c) Highest consideration shall be given to mass transit for airport access improvement projects in the program.

(d) If federal funds are not available to a transportation planning agency for the costs of preparing or updating an airport ground access improvement program, the agency may charge the operators of primary air carrier airports within its planning area for the direct costs of preparing and updating the program. An airport operator against whom charges are imposed pursuant to this subdivision shall pay the amount of those charges to the transportation planning agency.

65081.3. (a) As a part of its adoption of the regional transportation plan, the designated county transportation commission, regional transportation planning agency, or the Metropolitan

Transportation Commission may designate special corridors, which may include, but are not limited to, adopted state highway routes, which, in consultation with the Department of Transportation, cities, counties, and transit operators directly impacted by the corridor, are determined to be of statewide or regional priority for long-term right-of-way preservation.

(b) Prior to designating a corridor for priority acquisition, the regional transportation planning agency shall do all of the following:

(1) Establish geographic boundaries for the proposed corridor.

(2) Complete a traffic survey, including a preliminary recommendation for transportation modal split, which generally describes the traffic and air quality impacts of the proposed corridor.

(3) Consider the widest feasible range of possible transportation facilities that could be located in the corridor and the major environmental impacts they may cause to assist in making the corridor more environmentally sensitive and, in the long term, a more viable site for needed transportation improvements.

(c) A designated corridor of statewide or regional priority shall be specifically considered in the certified environmental impact report completed for the adopted regional transportation plan required by the California Environmental Quality Act, which shall include a review of the environmental impacts of the possible transportation facilities which may be located in the corridor. The environmental impact report shall include a survey within the corridor boundaries to determine if there exist any of the following:

(1) Rare or endangered plant or animal species.

(2) Historical or cultural sites of major significance.

(3) Wetlands, vernal pools, or other naturally occurring features.

(d) The regional transportation planning agency shall designate a corridor for priority acquisition only if, after a public hearing, it finds that the range of potential transportation facilities to be located in the corridor can be constructed in a manner which will avoid or mitigate significant environmental impacts or values identified in subdivision (c), consistent with the California Environmental Quality Act and the state and federal Endangered Species Acts.

(e) Notwithstanding any other provision of this section, a corridor of statewide or regional priority may be designated as part of the regional transportation plan only if it has previously been specifically defined in the plan required pursuant to Section 134 and is consistent with the plan required pursuant to Section 135 of Title 23 of the United States Code.

65082. (a) (1) A five-year regional transportation improvement program shall be prepared, adopted, and submitted to the California Transportation Commission on or before December 15

of each odd-numbered year thereafter, updated every two years, pursuant to Sections 65080 and 65080.5 and the guidelines adopted pursuant to Section 14530.1, to include regional transportation improvement projects and programs proposed to be funded, in whole or in part, in the state transportation improvement program.

(2) Major projects shall include current costs updated as of November 1 of the year of submittal and escalated to the appropriate year, and be listed by relative priority, taking into account need, delivery milestone dates, as defined in Section 14525.5, and the availability of funding.

(b) Except for those counties that do not prepare a congestion management program pursuant to Section 65088.3, congestion management programs adopted pursuant to Section 65089 shall be incorporated into the regional transportation improvement program submitted to the commission by December 15 of each odd-numbered year.

(c) Local projects not included in a congestion management program shall not be included in the regional transportation improvement program. Projects and programs adopted pursuant to subdivision (a) shall be consistent with the capital improvement program adopted pursuant to paragraph (5) of subdivision (b) of Section 65089, and the guidelines adopted pursuant to Section 14530.1.

(d) Other projects may be included in the regional transportation improvement program if listed separately.

(e) Unless a county not containing urbanized areas of over 50,000 population notifies the Department of Transportation by July 1 that it intends to prepare a regional transportation improvement program for that county, the Department shall, in consultation with the affected local agencies, prepare the program for all counties for which it prepares a regional transportation plan.

(f) The requirements for incorporating a congestion management program into a regional transportation improvement program specified in this section do not apply in those counties that do not prepare a congestion management program in accordance with Section 65088.3.

(g) The regional transportation improvement program may include a reserve of county shares for providing funds in order to match federal funds.

65089.2. (a) Congestion management programs shall be submitted to the regional agency. The regional agency shall evaluate the consistency between the program and the regional transportation plans required pursuant to Section 65080. In the case of a multicounty regional transportation planning agency, that agency shall evaluate the consistency and compatibility of the programs within the region.

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21702. The California Aviation System Plan shall include, but not be limited to, all of the following elements:

(a) A background and introduction element, which summarizes aviation activity in California and establishes goals and objectives for aviation improvement.

(b) An air transportation issues element, which addresses issues such as aviation safety, airport noise, airport ground access, transportation systems management, airport financing, airport land use compatibility planning, and institutional relationships.

(c) A regional plan alternative element, which consists of the aviation elements of the regional transportation plans prepared by each transportation planning agency. This element shall include consideration of regional air transportation matters relating to growth, capacity needs, county activity, airport activity, and system-wide activity in order to evaluate adequately the overall impacts of regional activity in relation to the statewide air transportation system. This element shall propose general aviation and air carrier public use airports for consideration by the commission for funding eligibility under this chapter.

(d) A state plan alternative element, which includes consideration of statewide air transportation matters relating to growth, including, but not limited to, county activity, airport activity, and system-wide activity in order to evaluate adequately the state aviation system and to designate an adequate number of general aviation and air carrier public use airports for state funding in order to provide a level of air service and safety acceptable to the public.