

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO.13-4456, FOR THE PURPOSE OF APPROVING A WORK PROGRAM FOR THE 2014 REGIONAL TRANSPORTATION PLAN UPDATE

Date: September 12, 2013

Prepared by: John Mermin

BACKGROUND

In 2014, Metro is required to complete a periodic update of the Regional Transportation Plan (RTP) in order to maintain continued compliance with the federal Clean Air Act. The U.S. Department of Transportation (DOT) and the U.S. Environmental Protection Agency (EPA) approved and acknowledged the 2035 RTP air quality conformity determination on Sept 20, 2010. Under federal regulations, the RTP must be updated every four years to ensure that the plan adequately addresses future travel needs and is consistent with the federal Clean Air Act.

As a result, a new plan demonstrating conformity with the Clean Air Act must be approved and acknowledged by US DOT and US EPA in a formal conformity determination by September 20, 2014, when the current US DOT/US EPA conformity determination for the 2035 RTP expires. Staff is proposing to submit the updated plan to USDOT/EPA by July 24, 2014 to allow time for their review prior to conformity expiring. If the conformity determination expires, the plan is considered to “lapse,” *meaning that federally-funded transportation improvements could not be obligated during the lapse period.* This consequence would apply to engineering, right-of-way acquisition or construction of any federally funded or permitted transportation project, except those defined as exempt because they do not have the possibility of increasing vehicle emissions.

Scale of 2014 RTP update

An important related project currently underway is the state mandated Climate Smart Communities (CSC) project which is required to be completed by December 2014 and is expected to have major recommendations for the Regional Transportation Plan. Because of the short timeline, limited available resources and overlap with the CSC project, the 2014 RTP work program must be scaled to focus on critical policy and project updates needed in the near term, while deferring less urgent or developed issues to the subsequent RTP update (which will also incorporate CSC recommendations).

A major focus of the 2014 update will be on meeting state and federal requirements, and incorporating a few regional initiatives including the Regional Active Transportation Plan and Regional Safety Plan. The next RTP update (which will be required to be adopted by 2018) is proposed to be a more expansive effort that involves broader public discussion of plan policies and projects. Projects included in this update will be limited to those that have been subject to a previous public process. This approach continues the past cycle of every other update reopening a discussion of the RTP on a more fundamental level.

Background on the RTP

The 2035 RTP was developed to include separate layers of planned projects and programs that respond to differing federal and state planning mandates. These layers are:

- The **2035 RTP federal priorities** (AKA “financially constrained system”), which responds to

federal planning requirements, and is based on a financial forecast of limited funding (“reasonably likely”) over the 20-year plan period. To be eligible for federal funding, projects must be included in the financially constrained system.

- The **2035 RTP Investment Strategy** (AKA “state system”) which responds to state planning requirements to develop a system that adequately serves the region’s land use vision, the 2040 Growth concept, and assumes significant new revenue over the 20-year plan period.

Timeline for 2014 RTP update

This summer staff is developing materials to inform major tasks, e.g. existing conditions, policy updates and a project solicitation packet. The Fall will include assembly of major work products, e.g. updating project lists within each sub-region. The Winter will include modeling and evaluation of system performance and the Spring will include public comment on the draft plan and adoption proceedings.

ANALYSIS/INFORMATION

1. **Known Opposition** None known at this time.
2. **Legal Antecedents** Metro Council Ordinance No. 10-1241B For the Purpose of Amending the 2035 Regional Transportation Plan (Federal Component) and the 2004 Regional Transportation Plan to Comply with Federal and State Law; to add the Regional Transportation System Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; to Amend the Regional Transportation Functional Plan and Add it to the Metro Code; to Amend the Regional Framework Plan; and to Amend the Urban Growth Management Functional Plan, adopted by the Metro Council June 10, 2010.
3. **Anticipated Effects** None
4. **Budget Impacts** None

RECOMMENDED ACTION

Metro staff recommends the approval of Resolution No. 13-4456

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A) RESOLUTION NO. 13-4456
WORKPROGRAM FOR THE 2014 REGIONAL)
TRANSPORTATION PLAN UPDATE) Introduced by Councilor Collette

WHEREAS, the Regional Transportation Plan (RTP) is the federally recognized transportation policy for the metropolitan region, and must be updated every four years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Goal 12 Transportation, as implemented through the Transportation Planning Rule, and must be updated every 5-7 years; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, the most recent update to the RTP was completed in June 2010 and approved and acknowledged by US Department of Transportation and US Environmental Protection Agency on September 20, 2010; and

WHEREAS, the next update must be completed by July 2014 to allow time for review and approval prior to the plan's expiration on September 20, 2014, thereby providing continued compliance with federal planning regulations and ensuring continued funding eligibility of projects and programs using federal transportation funds; and

WHEREAS, on _____ the Joint Policy Advisory Committee on Transportation approved the proposed 2014 RTP work program identified as Exhibit A; now therefore

BE IT RESOLVED that the Metro Council approves the 2014 RTP update work program, identified in Exhibit A.

ADOPTED by the Metro Council this 12th day of September 2013.

Tom Hughes, Council President

Approved as to Form:

Alison Kean, Metro Attorney



2014 Regional Transportation Plan

John Mermin, Project Manager

GOAL: Adoption of a Regional Transportation Plan that advances the region's six desired outcomes and meets federal and state requirements.

METRO ROLE:

Adopt a Regional Transportation Plan that is informed by local and regional goals, technical analysis, and advisory committee and stakeholder input.

PROGRAM OBJECTIVES:

- Provide the Metro Council with a sound basis for an informed decision to update the Regional Transportation plan
- Emphasize the need for local and regional investments to achieve vibrant downtowns, main streets, and employment areas
- Increase regional coordination
- Comply with Oregon's Statewide Planning Goals and the Federal MAP-21 provisions
- Adopt the plan prior to its federal air quality conformity expiration date, thus avoiding a "lapse" that would stop the flow of federal transportation funds to our region



WORK PROGRAM ELEMENTS:

This work program will be accomplished using the following approach:

- Coordinate with local jurisdictions and State to develop financially constrained revenue forecast
- Set up a process for local coordinating committees (and Portland/Port of Portland) to submit updated project lists for the financially constrained system as well as the more aspirational "state" system that fit within revenue projections
- Model the financially constrained system and demonstrate conformity with the Clean Air Act.
- Update policy elements of the RTP to address federal and state requirements and recent regional initiatives
- Defer less urgent or less developed elements to next RTP update – see table on page two.

RELATED PROJECTS/PROGRAMS:

- Climate Smart Communities Scenarios
- Metropolitan Transportation Improvement Program
- Transportation Control Measures revisions
- Metro Equity Strategy
- Integrated mobility corridors (SW Corridor/East Metro Connections Plan)
- Regional Safety Plan
- Regional Active Transportation Plan

EXTERNAL PARTNERS:

- Local jurisdictions and special districts
- Transit agencies - TriMet and SMART
- Oregon Department of Transportation
- Oregon Department of Environmental Quality
- Port of Portland
- State of Oregon Department of Land Conservation and Development
- Business and community advocacy groups

RTP UPDATE: STAGING THE 2014 AND 2018 UPDATES

2014 RTP update (2040 planning horizon)	2018 Update (2045 Planning horizon)
<p><u>Federal Requirements</u></p> <ul style="list-style-type: none"> • MAP-21 & other Federal Requirements <ul style="list-style-type: none"> ○ EJ and Title VI updated planning analysis requirements • National Highway System (NHS) • MAP-21 performance management targets <p><u>State Requirements</u></p> <ul style="list-style-type: none"> • Projects & Functional class changes <ul style="list-style-type: none"> ○ Corridor Plans (Southwest Corridor, East Metro Connections Plan, TV Highway) ○ Local TSPs (Beaverton, Tigard, Tualatin, Wood Village, Oregon City, Wilsonville, Gresham, Milwaukie, Clackamas County) • Freight functional class update <p><u>Regional Initiatives</u></p> <ul style="list-style-type: none"> • Active Transportation Plan (existing conditions and policies) • Regional Safety Plan recommendations 	<p><u>Federal Requirements</u></p> <ul style="list-style-type: none"> • New reauthorization requirements <p><u>State Requirements</u></p> <ul style="list-style-type: none"> • Climate Smart Communities recommendations • Mobility policy update to respond to Oregon Highway Plan amendments • Local TSPs <p><u>Regional Initiatives</u></p> <ul style="list-style-type: none"> • Regional Transportation Functional Plan (RTFP) update • EJ policy update to incorporate Metro equity Strategy • Parking policy update • Regional Travel Options Strategic Plan recommendations • Regional Freight plan recommendations • Regional TSMO plan recommendations • High Capacity Transit System Expansion policy

KEY MILESTONES AND DECISIONS TIMELINE

1. Metro Council direction on work program	June 2013
2. Release RTP project solicitation packet with revenue targets	September 2013
3. Begin conformity testing of project list with new TCMs	January 2014
4. Release Draft Plan for 45-day public comment period	March 2014
5. Complete final air quality conformity analysis release for 30-day public comment period	May-June 2014
6. Adopt plan and submit for federal and state review	July 2014
7. 2035 Regional Transportation Plan conformity expires	September 2014

EVENTS AND PRODUCTS TO ACTUALIZE KEY MILESTONES

Milestone 1 (Council direction on work program):

June 2013: Council discussion of proposed work program
June-August 2013: Share work program with TPAC, MTAC, JPACT, MPAC

Milestone 2 (Release of RTP project solicitation packet with revenue targets):

Spring 2013: Develop draft revenue forecast
Summer 2013: Get feedback on forecast from local partners at TPAC finance workgroup
Summer 2013: Develop materials for solicitation packet including updated existing conditions & mobility corridor atlas, get feedback from TPAC on draft version
Summer 2013: Share enhancements to transportation model at August workshop
September 2013: Share existing conditions, draft policy updates and project solicitation packet at two workshops

Milestone 3 (Begin conformity testing of project list with new TCMs):

Spring 2013: Agreement on new TCMs
Fall 2013: Approval of new TCMs
Fall 2013: Review updated policy edits responding to federal & state requirements, and regional initiatives (regional safety plan, active transportation plan)
Fall 2013: Coordinate with Metro equity work group
January 2014: Code projects for modeling

Milestone 4 (Release Draft Plan for 45-day public comment period):

Winter 2014: Share pilot project assessment of projects within one mobility corridor
Winter 2014: Complete system performance and AQ modeling of federal and state systems
Winter 2014: Complete environmental justice benefits and burdens analysis and Title VI disparate impacts analysis
Winter 2014: Propose adjustments to plan based on systems performance results
March 11, 2014: Brief Metro Council prior to release of draft document for public comment
March 12, 2014: Brief MPAC prior to release of draft document for public comment
March 13, 2014: Brief JPACT prior to release of draft document for public comment
March 21–May 5, 2014: Release draft plan for public comments (45-days)

Milestone 5 (Release final air quality analysis for 30-day public comment period):

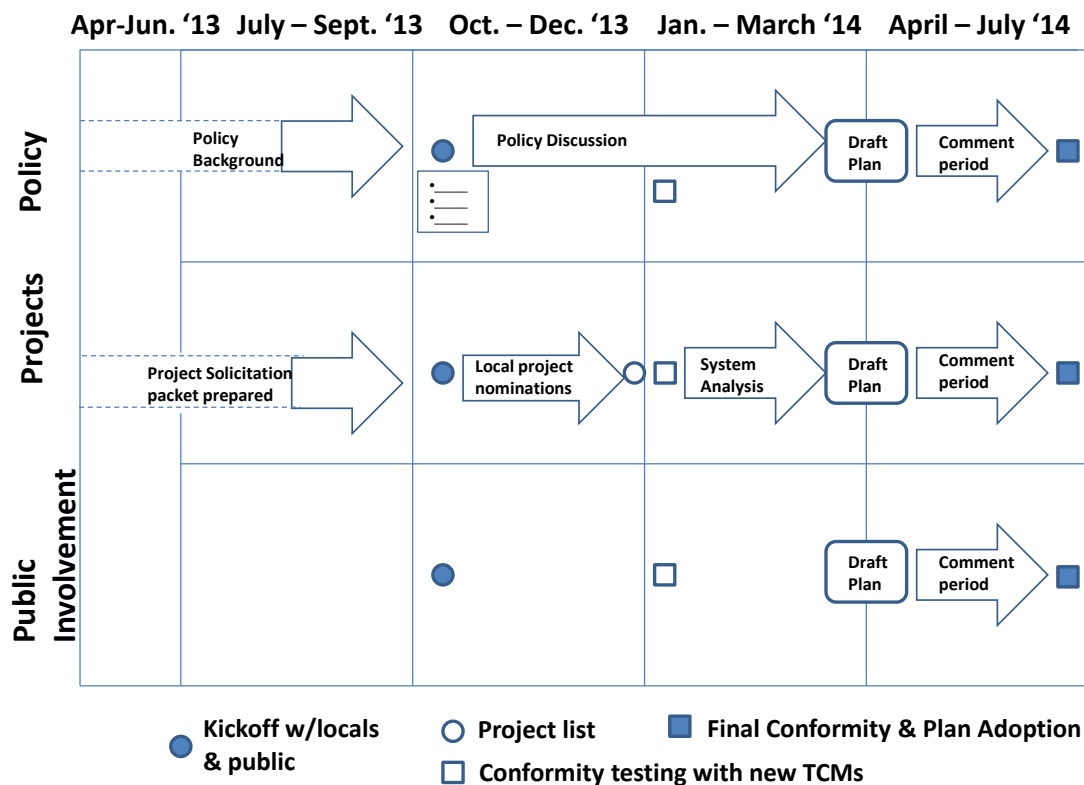
May 2014: Revise plan based on comments received in 45-day public comment period
May 2014: Code any project changes for final round of modeling
May 6, 2014: Provide Metro Council preview of potential refinements from public comments

May 7, 2014	Provide MPAC preview of potential refinements from public comments
May 8, 2014	Provide JPACT preview of potential refinements from public comments
May 8, 2014	Begin Air Quality Conformity modeling
May 18, 2104	MTAC briefing
May 30, 2014	TPAC briefing
June 2 – July 2, 2014	Public comment on AQ conformity (30-days)

Milestone 6 (Adopt plan and submit for federal and state review):

June 4, 2014	MTAC - Recommendation
June 19, 2014	Metro Council - First reading
June 25, 2014	MPAC - Recommendation
June 27, 2014	TPAC - Recommendation
July 10, 2014	JPACT - Action
July 17, 2014	Metro Council - 2 nd reading and Final Action
July 24, 2014	Transmit adopted RTP to US DOT & DLCD for review
Sept 20, 2014	2035 RTP conformity expires

2014 RTP Update Timeline



RESOURCES ALLOCATED, TOTAL FY 2013-2014

Staff: 2.6 FTE in Planning & Development, 1.0 FTE in Research Center, 0.08FTE in Government Affairs
Materials and Supplies: \$41,000