



Planners Committee

Item #4

August 1, 2013

Metropolitan Transportation Plan/Sustainable Communities Strategy Work Plan

Issue: Staff is seeking Board member input to identify issues for further Board discussion and for eventual development of a policy framework to guide the 2016 MTP/SCS update.

Recommendation: None. This item is for information and discussion.

Discussion: The Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) is the long-range transportation planning document for the six-county SACOG region. SACOG is required under federal and state law to maintain the plan and update it at least every four years. The MTP/SCS must cover a minimum 20-year planning period and guide transportation investments based on reasonable forecasts of population, housing, employment, and transportation revenues.

In April 2012, the SACOG Board adopted the Metropolitan Transportation Plan/Sustainable Communities Strategy for 2035 (2012 MTP/SCS), a plan that was lauded by Board members and a broad range of local and statewide stakeholders for achieving a number of first-time performance benefits as well as high performance on a number of quality of life measures. Some examples of the plan's performance benefits include:

- achieving a reduction in the amount of heavy congestion per capita—a first for the region;
- significant increases in the productivity of the transit system, with more riders and a higher percentage of total costs coming from user fares;
- realizing greater levels of investment in a truly multi-modal system, including complete streets, and bicycle and pedestrian facilities;
- making progress toward a “state-of-good-repair” for the existing roadway and transit system with increased investment in maintenance and rehabilitation; and
- achieving the target reductions in per capita passenger vehicle greenhouse gas emissions established by the California Air Resources Board.

Exploring Themes for the 2016 MTP/SCS Update

For the 2016 MTP/SCS update, rather than re-do all of the technical assumptions that underpin the successes of the plan, a more appropriate focus may be on delivering the high-performance envisioned by the plan and executing the plan commitments for additional data development, analysis, and possible policy development, that are part of the plan.

Implementation Challenges

There are a number of important challenges in the implementation of the 2012 MTP/SCS. To illustrate these challenges, the following are a few of the issues that staff is actively discussing as we enter the plan update cycle:

- Can the region capture the revenues projected to come from all sources—local, state and federal—including the additional ½ cent sales tax equivalent in Sacramento County?
- Should there be changes in the timing of transportation investments? Examples of current timing issues include: a request from the Capital Southeast Connector Joint Powers Authority in Sacramento County to frontload some phases of the ultimate project and a potential need to frontload projects around a downtown Sacramento arena project. There are many other issues like this around the region.
- Is the increased emphasis of the 2012 MTP/SCS on “fix-it-first” investments, i.e., maintenance and rehabilitation of the existing road and transit system, strong enough? Important to this question are the interrelationship of fix-it-first and capacity projects and the interrelationships of those investment decisions to promoting or discouraging the implementation of the projected MTP/SCS land use pattern.
- What is the economic viability of the greenfield and infill housing growth assumed by the plan? Both types of development face many obstacles: Greenfield development faces a number of federal and state regulatory impediments around natural resources, flood and water challenges, and sometimes high infrastructure costs; infill development faces local and state regulatory (CEQA) challenges, neighbor controversy, and sometimes high costs to upgrade deteriorated infrastructure. For both types of development, the depth of market interest also needs to be re-checked as the region emerges from recession.

Implementation Commitments in the 2012 MTP/SCS

The 2012 MTP/SCS includes many policies, strategies and research projects to support implementation of the plan. These can be generally organized into four categories of effort: performance monitoring, impact assessment, decision-making support tools, and financial tools and incentives. Attachment 1, Implementation Themes, describes these implementation categories in more detail and cross-references them to the goals of SACOG’s strategic plan.

Staff is bringing this exploratory item to each of the Board’s policy committees in August to solicit Board member input on the types of MTP/SCS issues the committees and full Board may want to explore in the next few months. During the fall, staff will also be reaching out to stakeholders to assess the MTP/SCS implementation issues most important to them and reporting the findings from these efforts to the Board. At the conclusion of this period of issue identification, staff proposes to bring a policy framework to the Board that will guide the 2016 MTP/SCS update over the next two years. Please see Attachment 2, Draft Work Plan, for additional background and a general overview of the major work areas and schedule milestones for the full update of the MTP/SCS.

JH:ts
Attachments

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Attachment 1

Implementation Commitments from the Metropolitan Transportation Plan/Sustainable Communities Strategy for 2035 (2012 MTP/SCS)

1. **Performance Monitoring:** Track and strive to better understand how the 2012 MTP/SCS is being implemented over time in the areas of transportation trends, development pattern, demographics, transportation project delivery and air quality. Performance monitoring allows the agency to determine what kinds of adjustments to make to future MTP/SCS' and supports SACOG's strategic goal to maximize the quality of life benefits that the MTP/SCS contributes to the region (see Goal 2, below).

- a. Transportation trends: monitor how people are traveling in the region and the impacts of their travel on the transportation system.

Examples of monitoring metrics:

- Vehicle miles traveled;
- Congested travel;
- Mode split;
- Transit ridership.

- b. Development pattern: monitor how private and public sector influences are shaping growth in the region to compare to projected land use patterns in the 2012 MTP/SCS and inform the projected land use patterns for the 2016 MTP/SCS.

Examples of monitoring metrics:

- Market absorption in center and corridor, established, developing and rural residential communities;
- Market absorption of different housing types (i.e. large lot single family, small lot single, attached);
- Implementation and changes to federal, state and local policies and regulations that affect the rate and location of development;
- Availability of financial incentives and tools;
- Effect of our growing region on the agricultural economy and open spaces.

- c. Demographics: monitor demographic characteristics of the regional population including those factors that influence location and travel options of individuals and households.

Examples of monitoring metrics:

- Household size, age, race/ethnicity and income;
- Auto ownership.

- d. Transportation Project Delivery: monitor delivery of transportation projects and how those projects align with the policy objectives of the 2012 MTP/SCS.

Examples of monitoring metrics:

- Efficient leveraging of federal and state transportation dollars;
- Delivery of Blueprint supportive projects;
- Delivery of projects supporting rural economies and rural-urban interactions;
- Delivery of multi-modal projects;
- Investments toward existing assets to maintain a state of good repair within transit and roadways systems.

e. Air Quality: monitor regional air quality reports.

Examples of monitoring metrics:

- Days of exceedences of federal and state standards for ozone and particulate matter (PM₁₀ and PM_{2.5});
- Number of days per year with Spare the Air notifications.

2. **Impact Assessment:** Improve SACOG's ability to accurately estimate the impacts of the MTP/SCS on different people and issue areas. The ability to measure the impacts of policy decisions supports SACOG's strategic goals of information-based decision making and serving as a source of high quality information (see Goals 1 and 3, below). The 2012 MTP/SCS made great strides in measuring the impacts of the plan on travel, air quality, the environment, and Environmental Justice populations. It also highlights for improvement certain types of impact assessment and commits SACOG to explore how it might improve its impact assessment methods.

Examples of impact assessments to improve:

- a. Air quality related health impacts from housing near major roadways: better understanding the health impacts and tradeoffs of siting housing near major roadways and vice versa.
 - b. The "fit" between jobs and housing in geographic proximity;
 - c. Access to medical services, higher education facilities and parks;
 - d. Public safety and health;
 - e. Effects of the plan on specific populations such as youth, the elderly, low income and minorities;
 - f. Impacts of climate change on the plan and vice versa.
3. **Decision-Making Support Tools:** Improve decision-making support tools for regional and local decisions so that member and partner agencies, stakeholders and residents of the region have information about transportation investments, growth patterns, and policies that relate to the 2012 MTP/SCS. These tools will allow the agency to provide scientific information and analysis of transportation, land use, air quality and other matters of regional importance. SACOG will also work to increase opportunities for member jurisdictions to utilize regional data, models and analysis to analyze impacts of their decisions on transportation, land use, air quality and other policy areas that affect quality of life. These tools support SACOG's strategic plan goal to sustain the agency's emphasis on information-based decision making (see Goal 1, below).

Examples of decision-making support tools:

- a. PECAS to model the economic effects of land use and transportation policies;

- b. Making transit fleet inventory information readily available to emergency operations centers;
 - c. Support regulatory flexibility and streamlining that will help implement the 2012 MTP/SCS.
 - d. Work to align federal natural resources, habitat and clean air policies and regulations and the goals of the 2012 MTP/SCS, open space plan;
 - e. Quantify the importance of the rural economy to the regional economy (Rural-Urban Connections Strategy).
4. **Financial Tools & Incentives:** Support financial tools and incentives to help implement the 2012 MTP/SCS in order to realize the high performance of the plan, which includes significant quality of life benefits for the residents of the region. These efforts support SACOG's strategic goals of implementing integrated regional transportation plans and serving as a value-added advocate for the region (see Goals 2 and 3, below).

Examples:

- a. Reestablish some form of value capture financing or comparable financial instrument to promote infill and revitalization;
- b. Create more flexible, performance-based federal, state and local transportation funding options with a particular emphasis on "fix it first" funding for road and transit operations and maintenance;
- c. Pursue additional CEQA reform to incentivize the construction of projects consistent with the 2012 MTP/SCS policies, strategies, and investments.

Goals 1-3 from the SACOG Strategic Plan

Goal 1: Sustain the agency's emphasis on information-based decision making by providing state-of-the-art data and tools to members, partners, stakeholders and residents to help them shape the futures of their communities and the region.

Goal 1 Strategies:

1. Increase opportunities for member jurisdictions to utilize regional data, models and analysis to analyze impacts of their decisions on transportation, land use, air quality and other policy areas that affect quality of life.
2. Increase agency capacity to provide scientific information and analysis of transportation, land use, air quality and other matters of regional importance.

Goal 1 Performance Indicators:

- A. Members and planning partners routinely use a combination of appropriate planning tools (e.g., I-PLACE³S and SACSIM) to conduct technical analysis of general plan updates, corridor plans, transportation circulation plans, and neighborhood and community plans, and use of such planning tools by stakeholders and residents to evaluate proposed development projects.
- B. Interactive, information-based citizen engagement practices are commonly used by members in support of general plan updates, development of neighborhood and community plans, and evaluation of the impacts of significant proposed development projects. The Agency has an effective and active process for sharing information about SACOG activities with staff in service to local government
- C. Appointment to the SACOG Board is viewed as an attractive opportunity for local elected officials and SACOG's Board members are actively engaged in pursuing the mission of the agency and the agency's local, state and national recognition for leadership in the implementation of information rich, consensus-driven regional efforts to improve the quality of life in the region continues to be enhanced. SACOG actively engages in providing information to all elected leaders about the role it plays in regional affairs and how this role contributes to an improved quality of life.

Goal 2: Maximize strategic influence for the region through developing and implementing integrated regional transportation plans that produce unique and significant quality of life benefits for residents of the region.

Goal 2 Strategies:

1. Consolidate, expand and maximize strategic advantage from the agency's state and national leadership role and access to the best tools and methods for preparing an outstanding MTP.
2. Maximize the benefits of comprehensive planning and project implementation in the Sacramento region.

Goal 2 Performance Indicators:

- A. SACOG's MTP will remain a leader in the state in improving per capita VMT, congestion, air emissions and other performance measures that advance the quality of life.
- B. SACOG will leverage its high performing MTP to secure additional funding and policy support from federal, state and local sources to build key projects sooner than would otherwise be possible.
- C. SACOG and its member agencies continue to be leaders in the State in the timely delivery of projects.

Goal 3: Serve as a source of high quality information, convener, and/or advocate on a range of regional issues when the agency's involvement would provide unique, added value to promoting a sustainable future for the region.

Goal 3 Strategies:

1. Continue to expand SACOG's data and modeling capabilities to include topics that influence transportation behavior and planning (e.g., energy, climate change, land use economics and infrastructure).
2. Assist regional partners with the evaluation of functional service delivery opportunities and act upon the ones that will most assist the agencies.
3. Analyze options for increasing SACOG's financial analysis and capacity so that it is able to serve the region if and when new service needs are identified.

Goal 3 Performance Indicators:

1. Deliver cost savings to local governments by building the capacity of the agency in areas of highest need to member jurisdictions, and/or leveraging new revenues in collaboration with local governments.
2. SACOG's member services program will increase coordination activities relating to assistance with policy development, joint project delivery, grant development, and requests for technical assistance as measured by increase in requests from member jurisdictions for assistance and resulting grant acquisition or more integrated policy making

2016 Metropolitan Transportation Plan/Sustainable Communities Strategy Update

DRAFT WORK PLAN

Federally-required four year update of the Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS).

Project Details

Project Manager: Kacey Lizon, klizon@sacog.org, (916) 340-6265

Project Coordinators:

Transportation project list – Clint Holtzen, choltzen@sacog.org, (916) 340-6246

Land use forecast – Jennifer Hargrove, jhargrove@sacog.org, (916) 340-6216

Communication & outreach – Monica Hernandez, mhernandez@sacog.org, (916) 340-6237

Environmental Impact Report – Christine O'Rourke, corourke@sacog.org, (916) 340-6262

Background

This work plan proposes to focus the required 2016 update of SACOG's long-range transportation plan, the MTP/SCS, on maintaining the high performing characteristics of the current MTP/SCS and implementing the supporting policies and strategies. Adopted in April 2012, the coordination of land use and transportation planning in the current MTP/SCS results in notable performance outcomes. Highlights include: being the first plan to achieve a reduction in the amount of heavy congestion per capita (congested vehicle miles traveled per capita); providing significant increases in the productivity of the transit system, with more riders and a higher percentage of total operating budgets coming from user fares; realizing greater levels of investment in a truly multi-modal system, including complete streets, and bicycle and pedestrian facilities; better integrating future land use patterns, transportation investments and air quality impacts, including higher levels of development near current and future transit corridors; implementing the first phase of findings from the ongoing Rural-Urban Connections Strategy; achieving the target reductions in per capita passenger vehicle greenhouse gas emissions established by the California Air Resources Board.

The 2016 update of the MTP/SCS must satisfy a number of federal and state requirements including:

- The MTP/SCS must be updated every four years to reflect the latest planning assumptions for growth, transportation revenues, and air quality conformity.
- The SCS component of the plan must, if feasible, meet a greenhouse gas reduction target per SB 375.
- An environmental impact report must be prepared to analyze the impacts of the MTP/SCS on the environment.
- Updates to the plan must meet federal and state requirements for public outreach.

Audience

- Air district partner agencies
- Federal and state partner agencies
- General public
- Member agencies (cities and counties)
- Non-profit stakeholders
- Partner transportation agencies
- Private sector stakeholders
- Tribal governments

Draft Staff Recommended Strategies, to be revised based on Board input

- Develop and implement an integrated MTP/SCS that efficiently accommodates the long-term population and economic growth of the region, in a manner that implements the Blueprint growth strategy and satisfies federal and state statutory and regulatory requirements.
- Implement adopted policies and strategies of the current plan focused on performance monitoring, improving impact assessment, analysis and decision-making support tools, and pursuing financial tools & incentives.
- Engage the public and stakeholders on implementation and fine-tuning of the current plan.
- Recheck assumptions for regional population and employment growth as well as financial revenues to verify that regional-level growth trends remain consistent with prior plan.
- Refine land use forecast and transportation investments to reflect latest planning assumptions.
- Improve impact assessment methods to accurately estimate the impacts of the MTP/SCS on different issue areas, including the transportation system, air quality, environmental justice, and natural resources.

Outcomes

- Maintain or improve upon the high performance of the 2012 MTP/SCS
- Make progress in implementing the policies and strategies of the 2012 MTP/SCS
- Better evaluation tools that measure the effects of MTP/SCS investments on different issue areas
- Better members, stakeholders and public understanding of and participation in MTP/SCS
- Maintain or improve upon SB 375 CEQA streamlining activation

Activities and Timeline

Major Work Program Areas:

1. Public, Stakeholder and Partner Agencies Outreach
 - a. Adopt Public Participation Plan
 - b. Conduct stakeholder focus groups and online polling
 - c. Conduct public workshops on policy issues and themes of the update
 - d. Conduct ongoing inter-jurisdictional consultation and communication
 - e. Provide regular presentations to SACOG policy and advisory committees
 - f. Provide ongoing communication on key process milestones and explicit direction on commenting to interested parties through project website and email lists
 - g. Provide required public notice per Public Participation Plan (2013)
 - h. Coordinate with Regional Transportation Plan updates of Placer County Transportation Planning Agency and El Dorado County Transportation Commission
 - i. Conduct Tribal Government Outreach
2. Policy Framework
 - a. Frame policy issues to be addressed in 2016 update
 - b. Solicit Board, public, stakeholder input on policy issues
 - c. Update adopted policies and strategies as necessary
3. Technical Assumptions of Plan
 - a. Update Regional Growth Projections
 - b. Update Financial Forecast as necessary
 - c. Update Land Use Forecast as necessary
 - d. Update Transportation Investments as necessary
4. Plan Analysis
 - a. Assess emerging tools and metrics with potential to enhance plan analysis
 - b. Performance and results analysis
 - c. Environmental Justice analysis
5. Environmental Impact Report
 - a. Develop Draft Environmental Impact Report
 - b. Develop Final Environmental Impact Report

Major Deliverables and Milestones	SACOG Action	Complete By
FY13/14 – Focused on: Issue Identification and Policy Framework Development		
Adopt Public Participation Plan	Board action	August 2013
Early public and stakeholder outreach on planning and policy issues; Board consideration and identification of policy issues	Board direction	Sept. 2013 – Nov. 2013
Draft regional growth projections for public comment	Board direction	Sept. 2013 - Nov. 2013
Adopt policy and process framework for 2016 MTP/SCS update	Board action	November 2013
Adopt draft regional growth projections for use in plan update	Board action	December 2013
Release Notice of Preparation for Environmental Impact Report	Staff work	January 2014
Provide direction on policy framework for plan update, which directs land use forecast, transportation project list, and plan policies	Board direction	February 2014
Technical work to refresh land use and transportation planning assumptions ¹	Staff work with local agencies	Sept. 2013 – Apr. 2014
Board direction ²	Board direction	May 2014
Conduct at least 8 public workshops on policy choices and issues related to the MTP/SCS	Board receive & consider	June 2014 – July 2014
FY 14/15 – Focused on: Update of Planning Assumptions and Draft Plan Development		
Conduct at least 8 public workshops on policy choices and issues related to the MTP/SCS	Board receive & consider	June 2014 – July 2014
Review public workshop results	Board direction	Aug. 2014 – Sept. 2014
Create Framework for Draft 2016 MTP/SCS	Board action	Sept. 2014
Develop draft land use forecast and transportation project list assumptions	Staff work with local agencies	Sept. 2014 – Jan. 2015
Board direction ²	Board direction	November 2014
Endorse draft land use allocation and transportation project list assumptions for use in development of Drafts Plan, Draft EIR, and Draft Air Quality Conformity	Board action	Feb. 2015
Direction on Draft Plan Policies and Strategies	Board action	Jan. 2015 – Mar. 2015
Draft Plan and Draft EIR development	Staff work	Mar. 2015 - Aug. 2015
Board direction ²	Board direction	June 2015
FY 15/16 – Focused on: Draft Plan and Draft EIR Completion, Public Comment Period on Draft Plan, Adoption		
Draft Plan and Draft EIR development	Staff work	Mar. 2015 - Aug. 2015
Board direction ²	Board direction	August 2015
<i>Adoption of RTPs/EIRs by El Dorado County</i>	<i>Coordination³</i>	<i>Fall 2015</i>

¹ There are ongoing meetings with the California Air Resources Board (CARB) to determine when CARB will revisit the SB 375 greenhouse gas targets for all California MPOs.

² Staff anticipates periodic check-ins with the Board in addition to major actions noted in the calendar. Some key check-ins with the Board during the 2012 MTP/SCS update included input on revenue forecast assumptions, updating policies and strategies, direction on CARB greenhouse gas target-setting scenarios, and coordination with the Regional Housing Needs process.

³ This milestone is included in the Work Plan for reference. The SACOG Board does not act on the RTPs of either PCTPA or EDCTC. SACOG coordinates with PCTPA and EDCTC to incorporate their adopted plans into the SACOG MTP/SCS.

<i>Transportation Commission and Placer County Transportation Agency</i>		
Release Draft 2016 MTP/SCS for 30-day public comment period	Board action	September 2015
Release Draft EIR for public comment (60-day comment period)	Staff work	September 2015
Hold at least 6 information meetings with local elected officials	Board receive & consider	Sept. 2015 – Dec. 2015
Hold 3 public hearings on Draft 2016 MTP/SCS	Board receive & consider	Sept. 2015 – Dec. 2015
Review public comments and recommendations on Final Draft Plan and Final EIR	Board direction	January 2016
Certify Final EIR Adopt 2016 MTP/SCS Adopt Air Quality Conformity Determination	Board action	February 2016

Financial Resources Available

As a core function of the agency's annual work program the 2016 MTP/SCS update is funded under element 14-006-04 of the Overall Work Program for FY 13/14. Budget for this project in FY 14/15 and FY 15/16 will be proposed through annual budgeting and Overall Work Program processes.