



Board Report

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Agenda Number: 19.

PLANNING AND PROGRAMMING COMMITTEE SEPTEMBER 20, 2017

SUBJECT: INTRODUCTION TO THE LONG RANGE TRANSPORTATION PLAN UPDATE
ACTION: RECEIVE AND FILE

RECOMMENDATION

RECEIVE AND FILE this introductory report about the initiation of the Long Range Transportation Plan Update.

ISSUE

This is an introduction to the approach, process and framework for an updated Long Range Transportation Plan (LRTP).

DISCUSSION

Background

At the February 2017 Board meeting, a concept for a modular, comprehensive and dynamic approach for updating the 2009 LRTP was introduced. Since then, staff has refined that concept and prepared an approach, scope of work and schedule (work plan) for the update. The intended outcome is an updated LRTP that will provide a clear, comprehensive vision for Metro's role in improving the lives of those we serve and how to make it happen.

Following the passage of Measure M, Metro correspondingly amended the 2009 LRTP. In summer 2017, the Southern California Association of Governments (SCAG), as the region's Metropolitan Planning Organization (MPO), amended its Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS), the associated Program Environmental Impact Report (PEIR) and the Federal Transportation Improvement Program (FTIP) to incorporate the LRTP amendment, with federal agencies completing the process, having made a finding of air quality conformity.

Purpose of the LRTP

Transportation planning is a cooperative, performance-driven process by which long and short-range transportation improvement priorities are determined (*Federal Highway Administration and Federal Transit Administration, 2015*). The purpose of a long range transportation plan is to plan and

program transportation investments comprehensively and thoughtfully using a participatory process. Additionally, a long range transportation plan is required to comply with federal and state laws. Since SCAG is the MPO, Metro's LRTP is different than the RTP/SCS, but feeds into it and is an example of strong regional collaboration. Moreover, Metro has more flexibility in preparing its LRTP, in terms of content and timing. The methodical process of updating a long range transportation plan results in a comprehensive understanding of the vision, availability of resources and strategic setting of priorities.

Need for an Update

Measure M sets the stage for a new, innovative LRTP because of its transformative scope. It established a new baseline from which to plan and program. Ongoing population, demographic, employment, economic, fiscal and land use changes necessitate an evaluation of how to best address these influences. With these ongoing changes and the transformative scope of Measure M, Metro's roles and priorities envisioned for it are evolving. Importantly, during the 40-year planning period of the LRTP, a new transportation paradigm can reasonably be expected with the technological innovations already occurring. Now is the time for Metro to be comprehensive and innovative.

LRTP Framework

A framework outline for the LRTP has been prepared, refining the concept presented to the Board in February 2017. It is designed to be modular, dynamic and comprehensive, addressing a continuum of periods. Modular means that the LRTP is flexible and differentiated, recognizing that agency staff, external partners and communities have varying levels of interests and responsibilities. This also allows for interim deliverables to be prepared during the update process. Dynamic means the LRTP will deliberately create areas of overlap between stand-alone modules to reinforce continuous integration and comprehensiveness. This flexibility also allows for the plan to address a continuum of timing milestones to be adaptable in meeting near term and long range needs. Comprehensive means that the LRTP will fully integrate and strengthen connections between existing plans and programs, along with adding new features to bridge gaps or accommodate future additions.

Importantly, this approach allows concurrent and iterative preparation of the modules. After the update is completed, the interdependencies between modules reinforces the connectedness and equivalent importance of each module in consistently implementing the LRTP. With the modular continuum approach, the LRTP will thoroughly address stakeholders and partners; meet federal requirements; and achieve a quality, comprehensive transportation plan for Los Angeles County.

Four groups of seven modules contain the core content of the LRTP:

- Baseline Understanding - provides the basis for framing the challenges, needs and opportunities for our region to be addressed by the LRTP after listening, learning and studying our communities, customers and partners, along with our multi-modal system and the financial plan for it.
- Values Framework - establishes goals and policies to guide priorities, decision-making and performance metrics.
- Transportation Network and Management Plan - balances the operation, maintenance and

reinvestment in our existing system, with new investments to expand it.

- Implementing and Evaluating the Plan - provides for capital development and overall funding programs.

The last two module groups are most similar to prior Metro LRTPs, as these contain the capital improvement plan, including new transportation facilities for the ongoing growth of the multi-modal network, and a financial plan for capital, operations and maintenance expenditures.

Four guiding themes thread throughout the LRTP, linking all the modules in core areas of responsibility. These guiding themes will be further developed over the course of the update process:

- Public engagement and analytical rigor - undertaking broad and strategic public engagement is vital to creating a plan that reflects our diverse public and stakeholders, necessitating that decision-making be guided by the input received, along with strong technical work to illustrate a range of possible futures and corresponding outcomes.
- Equity, environment and health - creating a comprehensive transportation plan enables mobility and access and therefore has a powerful role to play in promoting equity, enhancing the environment and improving public health, all of which would be instilled into every aspect of the LRTP.
- Innovations and resiliency - reinforces the importance of a flexible and adaptable plan to address a range of innovations, which ensures that the plan can withstand these and other major changes, along with emphasizing the significance of maintaining a state of good repair and service.
- Financial discipline and economic development - stresses the need to balance building significant, new transportation facilities with assuring funding to maintain a high operating standard and state of good repair, and recognizes the fundamental role a holistic multi-modal transportation network has in facilitating economic prosperity.

Attachment A includes the framework outline with all seven modules listed. Interim deliverables will be compiled separately. These interim deliverables will include policy papers, studies, maps and similar, focused on specific topics.

Work Plan

The LRTP Update involves the entire Metro agency because of its comprehensive nature and the need for subsequent decision-making to demonstrate consistency with it, once adopted. The organizational structure established to undertake the work plan is designed for effective collaboration internally and externally. A project budget will be established with the mid-year budget update and is expected to be several million dollars.

The Work Plan (Attachment B) includes varying degrees of effort occurring in all modules simultaneously. Activity in one module may be dominant in one period relative to other modules because a particular deliverable needs to be completed before other deliverables can be finished due to a dependency between modules. Each module begins with a short list of preliminary key questions as a guide. An approach to undertaking the work in preparing the module is discussed, followed by the technical work required to prepare the identified deliverables. Roles and responsibilities are assigned to the Policy Advisory Council (PAC), Liaison Working Group, and

Module Working Groups, along with identifying consultant resources. Important technical features of the approach include updating performance metrics, conducting sensitivity testing of scenarios and economic impact analyses. A general approach to public engagement is also identified for each module, facilitating integration with a Public Participation Plan.

Public Engagement

This fall, staff will prepare a Public Participation Plan, which will outline an approach and strategy for public and stakeholder engagement. Depending on the module and the audience, outreach will either expose, educate or engage. Expose refers to generating awareness. Educate refers to providing a foundational understanding to facilitate effective and informed engagement. Engage refers to active listening, learning and demonstrating responsiveness, either at the outset or in response to a proposal. Public engagement on the LRTP Update will be coordinated with concurrent, related agency-wide initiatives, including the Systemwide Bus Restructure Study/Plan and the Countywide Bus Rapid Transit Study/Plan. Effective public engagement on a project of this scope and in a county this large and diverse takes time and an innovative approach.

Schedule

The LRTP Update is expected to be completed before the end of Fiscal Year 2020, with milestone achievements in the interim. Trade-offs for proceeding faster include reduced public engagement, a narrowly focused role for the PAC and fewer plan scenarios. An overview of the project schedule is provided in Attachment B.

Role of the Policy Advisory Council

The LRTP Update has been discussed at the last two PAC meetings. The PAC is an advisory group accountable to the Board of Directors. It will help guide the LRTP process by identifying, focusing and clarifying topics; providing input on options; and suggesting priorities. At their September meeting, the PAC provided input on the proposed work plan for the LRTP Update (a summary of the PAC's September 12 meeting will be provided with the oral presentation on this report). Similar to its role in advising on the preparation of the Measure M Guidelines, the PAC will serve as a sounding board for all aspects of the LRTP Update and facilitate public engagement through its networks.

Relationship to the Strategic Plan

The Metro Strategic Plan will establish the mission, vision and goals for mobility in Los Angeles County. The strategic plan will serve as both an organizational management tool and a communication tool to describe Metro's vision and goals for the County's transportation future. Its purpose is to succinctly and effectively articulate the strategic priorities of the organization. The guidance provided by the Strategic Plan is intended to create more effective decision-making and resource allocation. This is distinguished from the LRTP, which is the plan for building, operating and maintaining transportation facilities and services, along with complementary features.

The Office of Extraordinary Innovation (OEI) is in the process of preparing the Metro Strategic Plan, anticipated for Board adoption in early 2018. Much of the information gathered during the process of preparing the Strategic Plan, along with the mission, vision, and goals established in the Strategic Plan, will provide a foundation for the LRTP Update.

NEXT STEPS

The remainder of 2017 will be devoted to completing the initial definition of the scope and framework for the LRTP Update, along with mobilizing internal agency resources and procuring consultant support services. Additionally, staff will work collaboratively with the PAC in finalizing the work plan and preparing for the launch of the public engagement process in early 2018. As deliverables are completed, coinciding with milestones in the update process, staff will return to the Board for updates and direction. This approach is intended to keep the Board informed and active in the process, while also ensuring that the LRTP Update remains in alignment with Board priorities as the Update is completed.

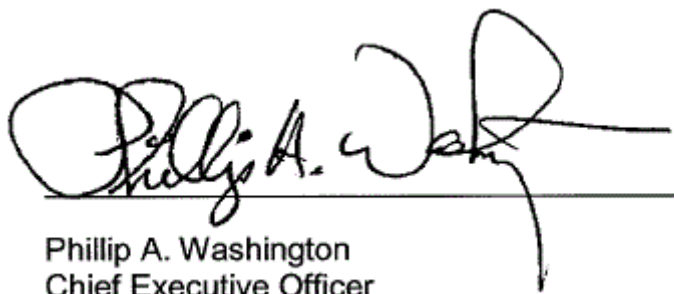
ATTACHMENTS

Attachment A - LRTP Update Modular Framework Outline

Attachment B - Summary Scope of Work, Key Deliverables and Schedule

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ATTACHMENT A – Long Range Transportation Plan Update Modular Framework Outline

Draft Conceptual Framework

Version: September 8, 2017

GUIDING THEMES:

- Public Engagement and Analytical Rigor
- Equity, Environment and Health
- Financial Discipline and Economic Development
- Innovations, Resiliency and Adaptability

MODULE	DESCRIPTION
Module 0: PREPARATORY TASKS	The purpose of this module is to develop an understanding, approach and scope of work for the LRTP Update. With these elements developed, a project schedule can be created, resource needs identified and supporting scopes of work prepared.
Module 1: THE VISION	The Vision module presents the overview of what Metro seeks to achieve through the LRTP and how it will take Los Angeles County to that outcome as the result of implementing this plan. It is also the executive summary and acts as a simple brochure for the LRTP that is easy to grasp. Fundamentally, it is an expression of the future guided by key ideals, principles, plans and programs. Elements of the Strategic Plan are incorporated into this module.
Module 2: ORIENTATION AND CONTEXT	The Orientation and Context module describes what an LRTP is and why it is needed. It is the guiding plan, policy and programmatic framework for decision-making at Metro. As such, it is designed to be continuously reinforcing. This LRTP is adaptable and responsive over a continuum of program activities and outside forces through consistent application. Overarching issues and opportunities are introduced. Guiding themes that thread throughout the entirety of the LRTP are presented. It introduces and explains the purpose of each module. The relationships across LRTP modules are depicted to illustrate overlap, influences and integration. Key elements of existing plans and programs are incorporated into the LRTP and cross referenced. Any needed updates to those plans and programs are identified in the implementation work program. Metro as an agency is described. How the LRTP relates to the federal and state regulatory framework is outlined, along with how Metro and SCAG work together to provide for the transportation needs

MODULE	DESCRIPTION
	of Los Angeles County. The Orientation and Context module also describes the relationship between the LRTP and Metro's Strategic Plan. An overview of the public engagement and decision-making process leading to the creation of this LRTP is discussed. This module serves as a user guide to the LRTP.
Module 3: BASELINE UNDERSTANDING	The Baseline Understanding module is exactly that—a synopsis of the background, needs and wants of communities and partners learned from listening and studying to lay the foundation for the LRTP. Simplistically, it is the basis for stating the problems, needs and opportunities within the context of existing conditions and future commitments.
Module 3.1: Understanding Our Communities	This module describes Metro's understanding of the background, needs and wants of the sub-regions, which are comprised of the many and diverse communities of Los Angeles County.
Module 3.2: Understanding Our Partners	Partners include federal, state, regional and local agencies; provider agencies; non-governmental organizations; economic development interests; business community; innovators; and private transportation providers, including passenger transport and goods movement. This module describes Metro's understanding of the background, needs and wants of key partners and categories of partners that impose requirements, provide transportation services or have complementary authority (e.g., cities and their land use authority) to affect the efficacy of the transportation systems within Los Angeles County.
Module 3.3: Understanding Our Baseline	The Baseline module describes existing conditions and future commitments based on adopted plans, programs, practices and the financial plan. It explains what Metro has now or has committed to having in the future. Gaps between available resources, commitments and needs are identified. An overview of the financial plan is presented.
Module 4: VALUES FRAMEWORK	The Values Framework module is an expression of the intended principled outcomes, expressed as goal statements, and directives, expressed as policy statements. Together, the goals and policies represent the values of Metro to guide decision-making and service delivery. The performance metrics translate the goals and policies into key factors that are measurable, against which scenario alternatives are evaluated during development of the LRTP and subsequently the preferred plan after adoption of the LRTP to ascertain the effectiveness of its ongoing implementation. Elements of the Strategic Plan are incorporated into this module, along with

MODULE	DESCRIPTION
	existing Metro policies. Key questions raised in earlier modules begin to be answered in this module, as part of an ongoing, dynamic process. This module guides the outcomes chosen in Module 5: The Transportation Network and Management Plan.
Module 4.1: Goals and Policies	This module sets forth the goals and policies of the LRTP. All discretionary decision-making at Metro must be consistent with these goals and policies.
Module 4.2: Performance Metrics	Performance metrics, tied to specific functions, responsibilities, products and services, are established in this module and will measure how well the plan does in achieving the goals, and implementing its policies and the plan.
Module 5: THE TRANSPORTATION NETWORK AND MANAGEMENT PLAN	This module lays out the transportation network to be implemented through 2057 and describes how Metro will manage its existing and future assets.
Module 5.1: A Plan for Mobility and Access	This is the preferred transportation network plan. It will use the existing plan as the baseline, which will be supplemented based on what was learned in the Understanding module and reflect the imperatives founded upon Module 4: Values Framework. It is a complete and connected transportation system of facilities and uses, inclusive of transit, highways, local streets, first/last mile network, active transportation, shared mobility and goods movement.
Module 5.2: A Plan to Manage and Operate	This module is focused on assuring Metro will resource and implement State of Good Repair programs (TAM—federal transit asset management system) to effectively, safely and securely operate its transportation network. Transit asset management (TAM) is a business model that prioritizes funding based on the condition of transit assets to achieve or maintain transit networks in a state of good repair (SGR). Therefore this module establishes the benchmarks to achieve in operating and maintaining the systems. Related to assuring a state of good repair is an understanding and commitment to the right level of service to implement the guiding themes, goals, policies, performance metrics and transportation network plan. This will be informed, in part, by the Bus System Re-imagining study results.
Module 6: IMPLEMENTING THE PLAN	This module sets forth the capital and financial programming necessary to make the LRTP a reality by delivering the network, along with assuring its effective operations and management.

MODULE	DESCRIPTION
Module 6.1: A Plan to Build	This module is the Transportation Investment Plan that demonstrates how to build the transportation network plan over a period of time in a phased manner.
Module 6.2: A Plan to Fund	This module sets priorities based on performance metrics for maintaining and operating the mobility system. It includes funding for the TAM program to maintain a State of Good Repair.
Module 7: ENDURING RELEVANCE	This module establishes a commitment for the regularity and method of reporting on ongoing implementation and effectiveness of the LRTP, emphasizing measurement against the performance metrics. It is linked to the five- and ten-year assessments required of Measure M, Metro's Short Range Transportation Plan (SRTP) and SCAG's Regional Transportation Plan/Sustainable Communities Strategy and Regional Housing Needs Assessment, along with updates to the Strategic Plan. This approach promotes institutionalizing the LRTP in Metro's daily administrative and discretionary activities to ensure consistency and fidelity with the LRTP.
Module 7.1: Annual Reporting	This module commits to reporting annually on the performance metrics and on the overall progress of implementing the LRTP.
Module 7.2: Mandated Reporting	This module describes the commitment Metro is making to meet its mandated reporting obligation. Measure M requires two assessments within the first decade of voter approval.
Module 7.3: Regular Comprehensive Updates	This module commits Metro to a regular, comprehensive update cycle, which is aligned to the extent feasible with SCAG's four-year update of the RTP/SCS and eight-year RHNA, while complying with the five- and ten-year Measure M assessments. The LRTP and SRTP will be updated in a staggered cycle to align with the Measure M assessments, RTP/SCS and RHNA. The SRTP comprehensively implements the LRTP over a short range period. Aligning the LRTP and SRTP with the RTP/SCS and RHNA cycles promotes regional cooperation and facilitates environmental review considerations.
Module 7.4: Annual Implementation Work Plan	This module commits Metro to an organized work plan to implement the LRTP on an annual basis.
Module 8: APPENDICES	This module includes the background supporting information that led to the creation of the final LRTP. Many of the below topics will be presented as policy papers. All deliverables are referenced in the Appendices module, except the actual final modules.

ATTACHMENT B – Summary Work Plan, Key Deliverables and Schedule Long Range Transportation Plan Update

PERIOD	BOARD DELIVERABLES & MILESTONES
Fall 2017	<ul style="list-style-type: none"> Board receive and file introduction to LRTP Update and project work plan Board receive and file Public Participation Plan
Winter 2018	<ul style="list-style-type: none"> Board receive and file draft Orientation and Context module Potential Board Workshop: visioning session
Spring 2018	<ul style="list-style-type: none"> Board receive and file topical policy papers Board receive and file draft Vision module Board action on Short Range Transportation Plan (SRTP)
Summer 2018	<ul style="list-style-type: none"> Board receive and file draft Baseline Understanding module
Fall 2018	<ul style="list-style-type: none"> Board receive and file draft Values Framework module
Winter 2019	<ul style="list-style-type: none"> Board receive and file thematic scenario concepts (<i>fiscally constrained variations of the investment and financial plans</i>)
Spring 2019	<ul style="list-style-type: none"> Board receive and file preferred scenario Board receive and file draft Transportation Network and Management Plan module
Summer 2019	<ul style="list-style-type: none"> Board receive and file preferred scenario modeling results Board receive and file draft Implementing the Plan module
Fall 2019	<ul style="list-style-type: none"> Board receive and file financial plan Board receive and file draft Enduring Relevance module
Winter 2020	<ul style="list-style-type: none"> Board action on LRTP

Long Range Transportation Plan Update Kick-off

September 2017



Metro

Why Does the LRTP Need an Update?

- Measure M sets the stage for a new, innovative LRTP because of its transformative scope and 40-year horizon
- Measure M established a new baseline from which to plan and program
- Adapt to ongoing population, demographic, employment, economic and fiscal changes
- Address evolving priorities
- Now is the time for Metro to be comprehensive and innovative

Approaches to the Update: It's Modular

Modular approach:

- Flexible and differentiated, recognizing that agency staff, external partners and communities have varying levels of interests and responsibilities
- Allows for interim deliverables during update process

Approaches to the Update: It's Dynamic

Dynamic approach:

- Will deliberately create areas of overlap between standalone modules to reinforce continuous integration and comprehensiveness
- While also allowing for the plan to address a continuum of timing milestones to be adaptable in meeting near term and long range needs

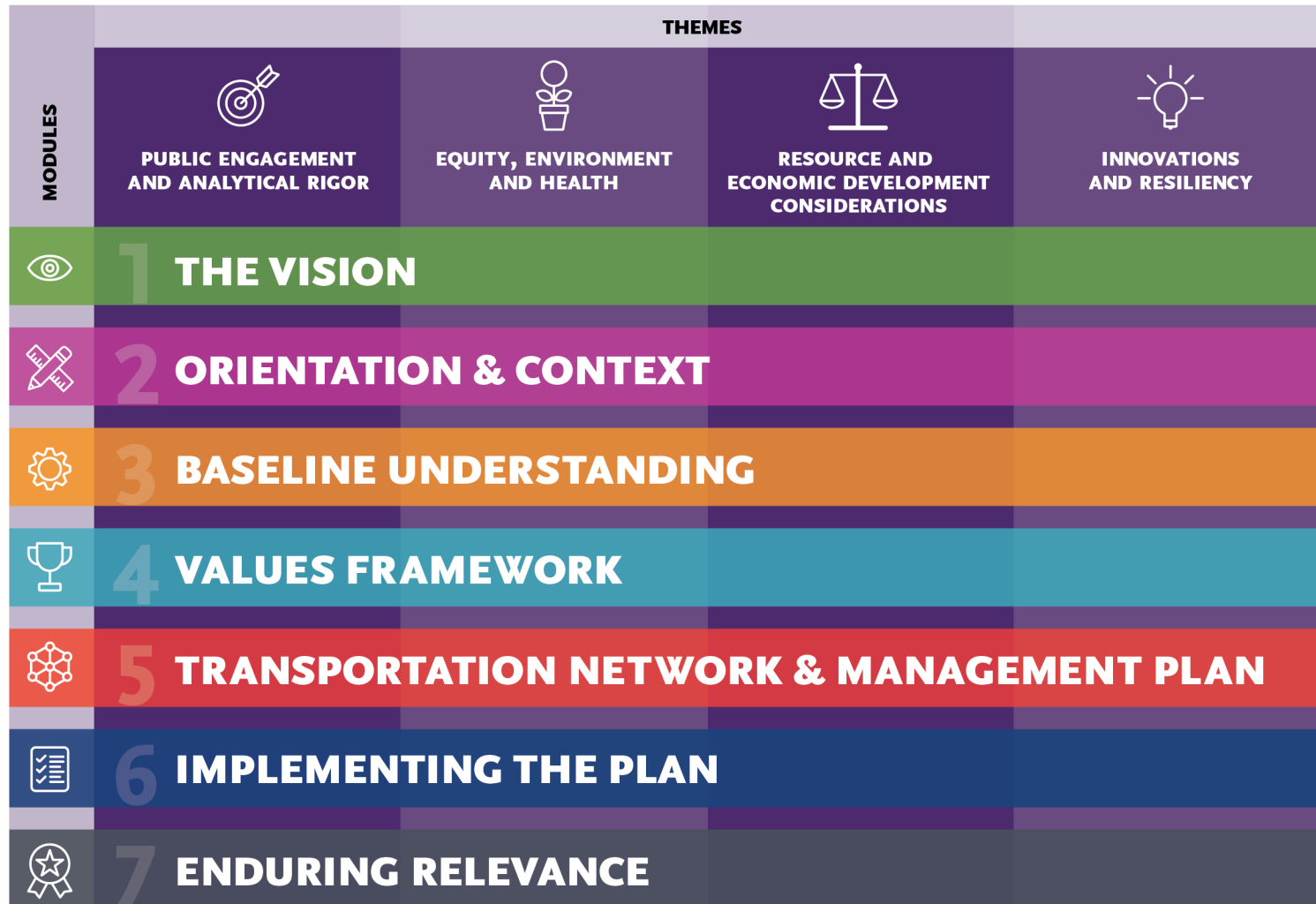
Approaches to the Update: It's Comprehensive

Comprehensive approach:

- Will integrate and strengthen connections between existing plans and programs into the LRTP comprehensively and add new features to fill in gaps or provide for new wants
- Thoroughly addresses stakeholders and partners
- Federal requirements must be met
- County gets a quality, comprehensive plan

A Modular Continuum

Near Term and...

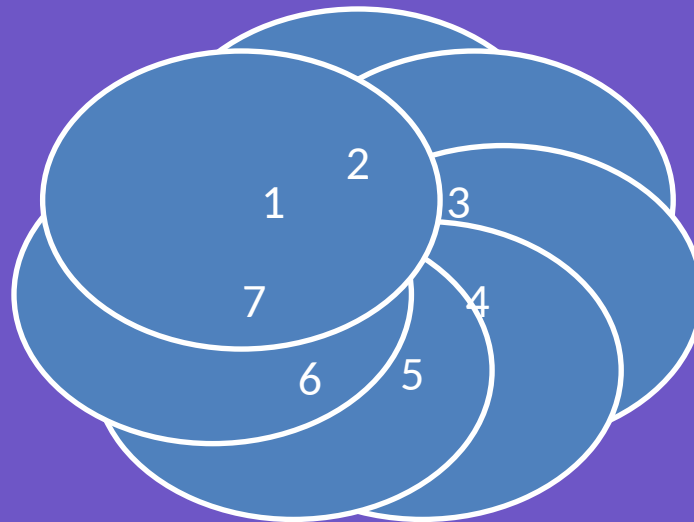


...Long Range

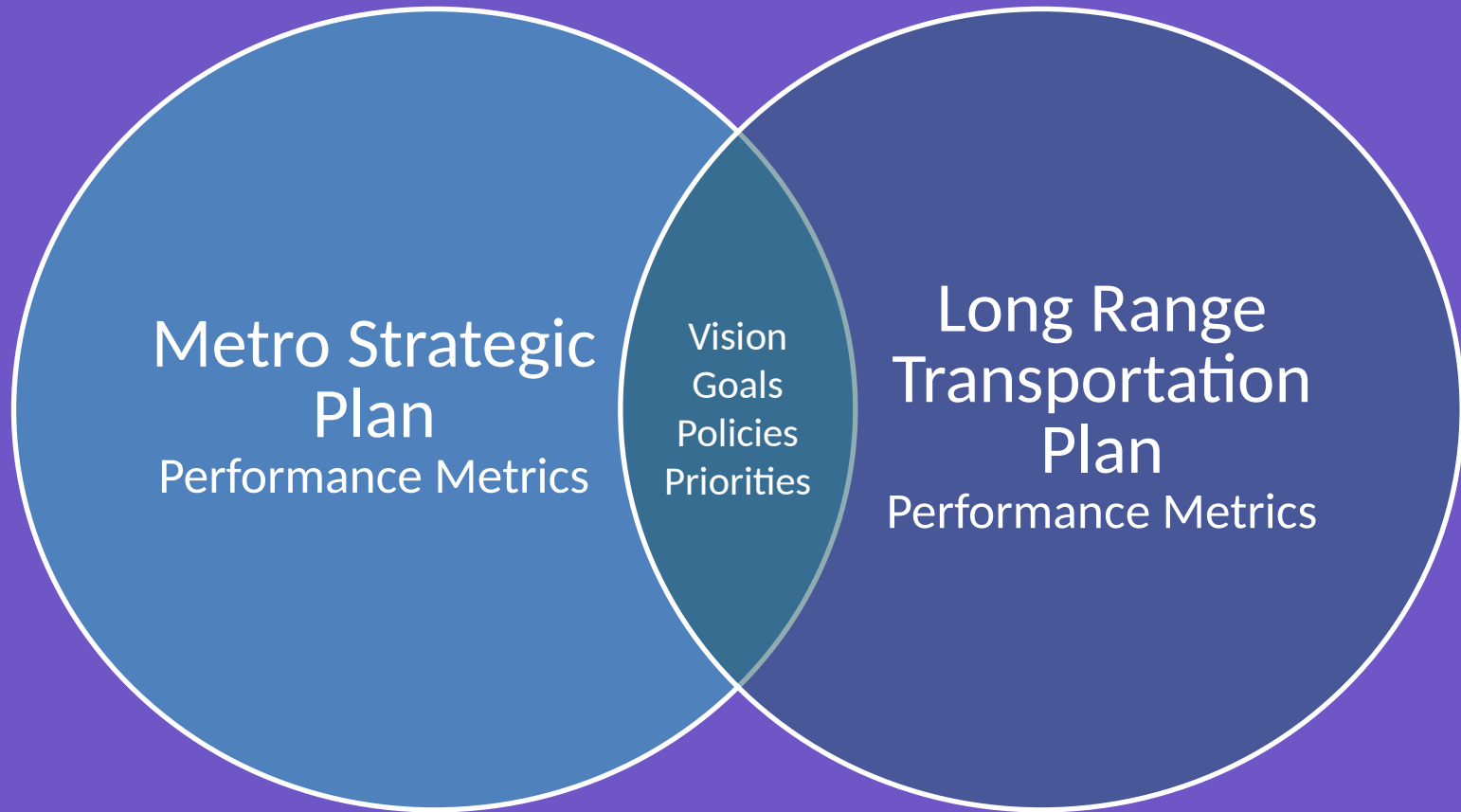
Interactive Modules

Outcome:
interdependent and
reinforcing

Preparation:
concurrent and
iterative
Modules



And More: A New Strategic Plan



PAC's Role in the LRTP Update

- Advisory group accountable to the Board of Directors
- Help guide the LRTP Update process by:
 - Identifying, focusing and clarifying topics
 - Providing input on options
 - Suggesting priorities
- Promote public/stakeholder engagement

Summary Work Plan, Key Deliverables and Schedule

PERIOD	BOARD DELIVERABLES & MILESTONES
Fall 2017	<ul style="list-style-type: none"> • Introduction to LRTP Update and project work plan • Public Participation Plan
Winter 2018	<ul style="list-style-type: none"> • Draft Orientation and Context module • POTENTIAL BOARD WORKSHOP: visioning session
Spring 2018	<ul style="list-style-type: none"> • Topical policy papers • Draft Vision module • ACTION: Short Range Transportation Plan
Summer 2018	<ul style="list-style-type: none"> • Draft Baseline Understanding module
Fall 2018	<ul style="list-style-type: none"> • Draft Values Framework module
Winter 2019	<ul style="list-style-type: none"> • Thematic scenario concepts (<i>fiscally constrained variations of the investment and financial plans</i>)
Spring 2019	<ul style="list-style-type: none"> • Preferred scenario • Draft Transportation Network and Management Plan module
Summer 2019	<ul style="list-style-type: none"> • Preferred scenario modeling results • Draft Implementing the Plan module
Fall 2019	<ul style="list-style-type: none"> • Financial plan • Draft Enduring Relevance module
Winter 2020	<ul style="list-style-type: none"> • ACTION: Final LRTP

LRTP Update Initiated!

Discussion & Questions