



2016 State Transportation Improvement Program (STIP) Guidelines Workshop #2 Meeting Summary

Wednesday July 16, 2014 10:00am -12:00pm LA Metro, Mulholland Room

1. Welcome and Introductions – Laurie Waters, Moderator, CTC

Laurie welcomed everyone to the Workshop and conducted introductions around the room and on the phone. A wide variety of stakeholder groups were represented including local and regional governments, state agencies from various sectors including transportation, air quality and public health as well as advocates for active transportation and environmental conservation.

2. STIP Overview – Laurel Janssen, Deputy Director, CTC

The STIP is a biennial five year plan adopted by the Commission for future allocations of certain state transportation funds for state highway improvements, intercity rail, and regional highway and transit improvements. State law requires the Commission to update the STIP biennially, in even-numbered years, with each new STIP adding two new years to prior programming commitments.

The current structure of the STIP was initiated by SB45 in 1997. The STIP is constrained by the amount of funds estimated to be available for the STIP period in the fund estimate, which is developed by Caltrans and adopted by the Commission every other odd year. The amount available for the STIP is then constrained by formulas for regional and interregional shares per Streets and Highways Code (Sections 164, 187, 188 and 188.8). The 2014 STIP was adopted in March 2014, and the next STIP must be adopted by April 1, 2016.

3. Brief Recap of 1st Workshop – Laurel Janssen

The first STIP workshop was held June 11th 2014 in Sacramento and was well attended by a variety of stakeholders. Some of the generally agreed upon suggestions resulting from the meeting included the following:

- *Clarifying the goals and objectives for STIP investments,*
- *Focusing on project outcomes,*
- *Simplifying the performance measures framework by applying mode neutral performance measures that are clear, useful, and measurable.*

Detailed meeting notes from Workshop #1 were distributed at the meeting and are also available online at www.catc.ca.gov

4. STIP Guidelines Revisions and Purpose of Workshop #2 – Laurel Janssen

- Due to interest in the 2014 STIP process, CTC is beginning the 2016 STIP Guidelines update process now to engage stakeholders early.
- This is the second of three public workshops to discuss possible updates to the STIP Guidelines. Workshop #3 will be held August 21st in San Jose.
- Concurrent policy efforts are underway that will inform the STIP Guidelines update process. These efforts include but are not limited to, the California Transportation Infrastructure Priorities (CTIP) effort by CalSTA, Caltrans preparation of the California Transportation Plan (CTP 2040), the Regional

Transportation Planning Agency STIP task force, and the Rural Counties Task Force Rural Performance Measures Inventory.

- The scope of the 2016 STIP Guidelines update will focus on changes that can be made within existing law to improve performance measurement, accountability, and transparency in the programming process. To accomplish this the STIP Guidelines revisions will focus on the following sections:
Section 19 – Criteria for Measuring Performance and Cost-Effectiveness
Section 31 – Submittal of Caltrans' Interregional Transportation Improvement Program (ITIP)
Section 34 – Interregional Program Objectives
Appendix B – Performance Indicators, Measures and Definitions
- Workshop #2 will focus on Sections 31 (Submittal of Caltrans' ITIP) and 34 (Interregional Program Objectives) of the STIP Guidelines to discuss changes within existing law that can be made to improve transparency and public involvement in the STIP development process.

5. Interregional Transportation Strategic Plan (ITSP) and Interregional Transportation Improvement Program (ITIP) Overview- Kurt Scherzinger, Caltrans Division of Programming

Kurt provided an overview of the ITSP and ITIP documents and processes. Sections 31 and 34 of the STIP Guidelines cover the submittal of the ITIP and the interregional program objectives which are established in state law. The ITSP is the plan that guides Caltrans' programming decisions in the ITIP much like the Regional Transportation Plan (RTP) guides the development of the Regional Transportation Improvement Program (RTIP). The ITIP consists of projects that are drawn from the ITSP and pursuant to state law, all projects in the ITIP must be in an approved RTP. The ITIP is developed in consultation with regional agencies and other local transportation authorities. The ITSP will have a public participation process and will draw from the policy framework and process of the California Transportation Plan (CTP) 2040 which is currently under development. The ITSP process will provide the opportunity for public input in the development of statewide interregional transportation system priorities for investment that are reflected in the ITIP.

6. Overall Discussion and Dialogue Regarding Sections 31 and 34 – Moderator Laurie Waters, CTC

For a detailed account of the meeting please see the Meeting Notes below. Some of the generally agreed upon suggestions to improve transparency and public involvement in the STIP process resulting from the meeting included the following:

- *Development of a template for the Regional Transportation Improvement Programs (RTIP) and ITIP to promote consistent display of information,*
- *Posting RTIPs on the CTC website to ensure they are readily available to the public,*
- *Caltrans to lead a robust public process in the development of the next ITSP which will identify interregional program goals and funding priorities for the ITIP, and*
- *A presentation by Caltrans on the funding priorities for the ITIP that are outlined in the ITSP at the August Commission meeting of odd years.*
- *Caltrans and the Commission to discuss potential release of a draft ITIP prior to December 15 of odd years.*

7. Next Steps, Closing, and Action Items – Laurel Janssen/Laurie Waters

- CTC staff thanked everyone for their attendance and contribution to the thoughtful dialogue.
- Everyone is encouraged to submit comments in writing and to contact Laurel Janssen (916) 651-6143 laurel.janssen@dot.ca.gov or Laurie Waters (916) 651-6145 laurie.waters@dot.ca.gov with any questions or concerns.
- All meeting materials will be posted on the web at www.catc.ca.gov
- The next workshop will be held August 21st 8:30am – 10:30am in San Jose, details to follow.
- The first draft of the 2016 STIP Guidelines is tentatively scheduled to be presented as an informational item at the October 2014 Commission meeting.

Workshop #2 Meeting Notes

ITSP and ITIP Overview- Kurt Scherzinger, Caltrans Division of Programming

- The ITSP is the plan that guides Caltrans programming decisions in the Interregional Transportation Improvement Program (ITIP) much like the Regional Transportation Plan (RTP) guides the development of the Regional Transportation Improvement Program (RTIP).
- The ITSP is prepared pursuant to Section 34 of the Commission's STIP guidelines which require Caltrans to develop a strategic plan to guide interregional investments.
- Per Government Code Section 14526, interregional investments are required to include projects that improve interregional mobility and the intercity passenger rail system.
- The ITSP is both corridor and project specific and was originally prepared in 1998 following the passage of SB 45. The ITSP was last updated in October 2013 to provide a status update on improvements contained within the 1998 plan; however this was not a substantive update.
- The ITIP consists of projects that are drawn from the ITSP, which also incorporates the state rail plan. Projects are mainly corridor segments prioritized to collectively achieve corridor benefits. All interregional projects are required to be included in an approved RTP.
- Per Government Code Section 14526 and Section 31 of the STIP Guidelines, the ITIP is submitted to the Commission no later than December 15 of each odd numbered year.
- The ITIP is developed by Caltrans in consultation with regional agencies and other local transportation authorities.
- The ITSP and ITIP documents are available online at: <http://www.dot.ca.gov/hq/tpp/offices/oasp/itsp.html> and http://www.dot.ca.gov/hq/transprog/ocip/archives/stip2014/2014_itip.pdf
- The next ITSP will be developed in a manner that includes a public participation process and will draw from the policy framework and process of the CTP which has its own public participation process.
- Work is underway to update the ITSP in time for the 2016 STIP cycle. The current draft schedule envisions a draft ITSP for public comment in Fall 2014.
- Section 34 of the STIP Guidelines addresses interregional program objectives which are specified in Government Code Section 14526 and includes: projects to improve state highways, projects to improve the intercity passenger rail system, and projects to improve interregional movement of people, vehicles, and goods.
- Interregional movement is generally defined as the movement between urbanized areas within the state. 8.6% of the state's land area is classified as urbanized. The remaining land is considered rural/open space.

- Rural lands in the state provide the foundation for agricultural production, energy production, forest products and recreational uses.
- California leads the nation in the production of fruits and vegetables and is the world's fifth largest supplier of food and agricultural commodities. Much of the state's industrial production depends on the processing of farm produce and other natural resources such as petroleum, natural gas, lumber, cement, and sand/gravel.
- Investment in intercity rail is also a priority. Caltrans has successfully developed three significant intercity rail corridors and will continue to expand these corridors and create others consistent with the State Rail Plan.
- The state STIP represents approximately 7% of all transportation capital funds available in California on an annual basis and the ITIP is 25% of the STIP. Therefore the annual funding level of the ITIP is less than 2% of overall state transportation program funding levels and is responsible for interregional freight and passenger movement across 92% of the state's land mass. Consequently, the expectation of the state's interregional program far surpasses its funding capacity.

Overall Discussion and Dialogue Regarding Improvements to the ITSP and ITIP Processes and Guidelines Sections 31 & 34 – Moderator Laurie Waters, CTC

Laurie opened the discussion by asking attendees if they had overall comments or questions regarding the ITSP and ITIP processes, the following comments and questions were provided by workshop attendees:

- What are the opportunities for public-private partnership to complete corridors and facilitate goods movement as addressed in the ITSP and ITIP? Caltrans responded that public-private partnerships of this nature are generally handled at the regional level. Regional transportation agencies and Caltrans Districts would be the starting points to discuss leveraging private funds for infrastructure investment.
- What has the past level of public participation been in the ITSP? Caltrans explained that the 2013 ITSP update went to the Commission for comment but that the current effort underway will feature increased public participation.
- OCTA indicated that they have a vested interest in preserving and enhancing interregional freight and passenger movement in Orange County and requested that the ITSP process include the opportunity to update and add focus routes.
- What is the ITSP timeline and how often is it updated? Caltrans responded that a draft ITSP should be available in the fall and that the plan is generally updated every five years – though this is not a requirement. CTC staff indicated that the STIP guidelines have the flexibility to encourage that the ITSP be updated every 5 years.
- Is Caltrans working with the Commission on the development of the ITSP and will a draft be brought forward for Commission consideration? In March of 2013 the draft ITSP was presented to the Commission however it was not shared with partner agencies at that time. CTC staff responded that the 2013 ITSP update was mainly a status update to which the Commission provided comments encouraging Caltrans to refine the ITSP through a public and transparent process and with consideration of the CTP 2040. The next ITSP is expected to feature a more robust public participation process. CTC staff also noted that the Commission does not have statutory authority to approve or reject the ITSP.
- How is SB 486 (author, De Saulnier) affecting the ITSP-ITIP process and are any of the bill's provisions being incorporated into the STIP Guidelines? CTC staff explained that for purposes of developing the 2016 STIP Guidelines we are assuming no changes in law. If legislation (such as SB 486) is enacted resulting in changes to the statutes governing the STIP, the guidelines will up updated at that time.

- Will workshops for the ITSP be held in rural, interregional communities? Caltrans explained that ITSP workshops will be held statewide to discuss interregional priorities, similar to the CTP 2040 efforts.
- Rural counties appreciate the level of importance the ITSP places on completion of the interregional state highway trunk system as it is vital for their regional economies.
- The ITIP has not previously been released in draft form prior to adoption, will this practice change? CTC staff responded that this would be a good transparency practice area to explore and that staff is open to guidance directing Caltrans to release the draft ITIP for comment. Discussions with Caltrans are needed to determine the feasibility of releasing a draft ITIP for comment. Caltrans staff responded that the ITSP process will guide the next ITIP and will provide an opportunity for regions and the public to comment on interregional investment priorities. As the STIP fund estimate is made available in August, having a draft ITIP ready by October would be extremely challenging given the extensive regional agency outreach and communication needed to assemble the ITIP. The ITSP would offer a longer and more effective process through which regions and the public could weigh in on the interregional program and regional priorities.
- Caltrans was complimented on the dialogue they engage in with regional agencies regarding ITIP projects. It was suggested that as Caltrans pursues the ITSP update and as the ITSP is linked to the STIP Guidelines there should be flexibility included in the Guidelines to ensure that projects can be amended into the ITSP (and therefore included in the ITIP) to reflect changing priorities.
- How do rural freight roads and farm-to-market routes fit into the ITSP? Caltrans will address this question offline.
- What is the department's vision for high-use recreational corridors and recreational travel within the ITSP? Caltrans responded that recreational corridors are a consideration in the ITSP, and they can follow-up with additional detail if needed.
- How can regions get more involved on the front end of ITIP development to collaborate with Caltrans on the interregional program? Caltrans staff explained that working through the ITSP process is the best way to engage early and ensure that projects important in the region are reflected in the ITIP. Caltrans also noted that the new programming capacity in the ITIP is limited and therefore not all programming requests can be accommodated.
- Regional agencies are currently working on a standard RTIP template which will offer a plain language explanation of the programming process, projects, benefits etc. It would be beneficial for the RTIPs and ITIP to utilize this template for transparency and consistent communication of programming information to stakeholders. Caltrans staff indicated that they are involved with the template development process and will work to incorporate the template provisions into the 2016 ITIP.
- Sarkes Khachek, Vice-Moderator for the RTPA Group, explained that a RTIP template is in development for agencies to use in the 2016 STIP cycle to enhance transparency. Additionally, links to adopted RTIPs will be made available on regional agency websites and provided to CTC for posting. Regional agencies are working with CTC staff to incorporate the template as an attachment to the STIP guidelines. A draft of the template is expected to be available for public input in October.
- A quick re-cap of transparency provisions discussed so far: the ITSP process will provide an opportunity for public involvement/input on interregional program goals and priorities, there is currently no venue for public review of the ITIP and a feasible mechanism should be identified. Posting links to RTIPs on the web will promote transparency. Use of an RTIP/ITIP template will offer consistent display of information and will allow CTC to better aggregate program information at the statewide level.
- What are the challenges associated with making the draft ITIP available for public comment? Caltrans staff explained that funding information is available in August followed by a very short timeframe to consult with

regions statewide and generate the interregional program, particularly as regional negotiations take time and regional agency board approval is needed to partner with Caltrans on ITIP projects. The three month period between August and November is focused on developing engineering estimates, project scoping documents, and funding agreements. Caltrans also has a lengthy internal review and approval process that must be undertaken prior to finalizing the ITIP for submittal to CTC in December. It would be difficult to have a detailed draft available in October; however a conceptual draft may be possible.

- Will Caltrans be prioritizing projects within the ITSP? Caltrans staff indicated that conceptual prioritization of corridor investments is envisioned and that the ITSP will identify the goals and priorities for the program. CTC staff commented that if the ITSP is developed as part of a robust public participation process and clearly identifies program priorities, this should facilitate more timely and transparent development of the draft ITIP.
- How long does it take for large MPOs to develop their draft RTIP proposals and what are the processes for approval? Several regional agencies responded to this question and indicated that their draft RTIPs are generally routed through various advisory committees and brought to their boards as drafts in October and again for final approval in December. Some regions have longer term delivery plans that have been adopted by their boards, the RTIPs are then prepared consistent with those delivery plans.
- How does Caltrans reflect long term priorities in the ITIP and how often are those priorities funded in future ITIP cycles? Caltrans staff responded that the priorities for future ITIP cycles have been reflected in the ITIP proposals since at least 2010, these priorities reflect projects that offer the highest benefit to focus routes as well as applicable priorities identified by the California Rail Plan. Caltrans can research the frequency with which priority projects that are below the line have actually been funded in subsequent ITIP programs.
- What happens between the STIP hearings in January/February and final STIP adoption in March? CTC staff explained that after the final RTIPs and ITIP are received in December of odd-numbered years, statutorily required hearings are held to work out any conflicts that may exist between the RTIPs and the ITIP so that the final STIP program can be developed. At the hearings, CTC staff also summarizes the regional and interregional proposals and highlights any benefits or concerns with the proposed programming. After the hearings, CTC staff works in close collaboration with Caltrans and regional agencies to assemble programming requests into a fiscally constrained statewide program.
- Where in the current STIP process does public involvement take place? CTC staff responded that the STIP public forum is currently limited to the hearings held in January and February, when staff recommendations are made public in February, and at adoption of the final program in March. CTC is open to identifying ways to increase the transparency of the RTIP-ITIP-STIP process. It is important to note that CTC staff recommendations regarding STIP programming are directed by county share formulas and that the Commission has very little flexibility regarding new programming. Staff work to assemble the program is mainly focused on achieving fiscal constraint by year based on funding priorities submitted through the RTIPs and ITIP.
- The observation was made that increasing the opportunity for community engagement in the STIP process is particularly important in disadvantaged communities.
- How often in STIP hearings is a conflict identified between the RTIPs and the ITIP? CTC staff explained that conflicts are rare due to the extensive outreach between Caltrans and regional agencies during development of the ITIP, however discrepancies do sometimes occur and need to be addressed. The hearings also provide regions and Caltrans the opportunity to discuss their regional priorities and to highlight the benefits of their proposed programs.
- How can the public comment on the Draft ITIP? CTC staff are working with Caltrans to identify a feasible means for accepting public input on the Draft ITIP.

- It was suggested that Caltrans provide an informational update on the funding priorities for the ITIP based on the ITSP at the August meeting of odd years. It was also suggested that Caltrans work with CTC to determine if a draft ITIP can be released prior to the December 15 deadline to take public comments prior to finalization of the interregional program. Caltrans and CTC staff agreed to work on carrying out this recommendation.
- Regional agencies asked if the Caltrans District nominations for ITIP projects statewide could be made available? Caltrans staff clarified that the ITIP program development process is not a statewide call for projects that Districts respond to but is actually focused implementation of the statewide strategic plan (the ITSP). If a District requests a project that is consistent with the ITSP it will be considered. Caltrans goal is to be more systematic and predictable in selecting interregional investments through the updated ITSP.
- Will the interregional program goals be re-visited as part of the ITSP process? Caltrans staff responded that ITIP program goals are set in statute; however, the ITSP process will look at broader interregional system goals as well as the statewide transportation system goals identified in the CTP 2040.
- What are the limitations to the Commission adopting a Fund Estimate earlier than August? CTC staff responded that fund estimate adoption is statutorily required by no later than August 15th (pursuant to Government Code Section 14525). Adoption of the fund estimate in August ensures the budget/trailer bill processes are finalized so that any statutory changes affecting STIP development are known and in effect.
- The observation was made that regional agencies undergo a rigorous public participation process to develop their long range transportation plans which determine the investments in the STIP. Public involvement in the planning process takes place at the County Transportation Commission level and also at the Metropolitan Planning Organization level which requires implementation of a federally approved public transportation plan.
- The observation was made that transportation project concepts begin in long range plans and therefore transparency should be focused on the planning process. At the point of the CTC STIP hearings projects have already been publically vetted and prioritized. It is important for the public to understand the planning process so that input can be focused at the most effective time. It would also be helpful for the public to understand the full context of the STIP within the various other funding sources for transportation improvements.
- From a state policy perspective, policies evolve over time and projects should be evolving to meet state goals. The CTC should serve as a clearinghouse to ensure state goals are met through the STIP. Is there a role for the CTC to provide oversight and accountability? CTC staff responded that the Commission's ability to effect change to the investments in the STIP is limited; however, the Commission can influence the planning process through the RTP Guidelines which reflect statutory plan requirements and identify recommendations for best practices in the planning process. The Commission does not select projects for programming in the STIP, the Commission incorporates projects from the RTIPs which are developed based on RTPs (many of which have or will have Sustainable Communities Strategies prepared pursuant to SB 375). Some projects within RTP action elements have been grandfathered in pursuant to Proposition 1b funding, sales tax measure expenditure plans and also federal programming in the FTIP but otherwise the policy element of the RTP and the regional process drives the investments within the action element and ultimately the program (i.e. the RTIP). This is the process for program development; it is not a function of the Commission to select projects for the STIP.

Overall Discussion and Dialogue Regarding Section 19 and Appendix B regarding Performance Measurement – Moderator Laurie Waters, CTC

At the request of workshop attendees Laurie opened the discussion regarding performance measurement, the following comments and questions were provided:

- There should be revisions to Sections 19 which should also be reflected in Sections 31 and 34 as applicable. There should be streamlined performance measures that are consistently reported in the RTIPs and the ITIP allowing CTC to identify the benefits of all projects in the STIP (regional and interregional).
- CTC staff explained that the next STIP Guidelines workshop will focus on Performance Measures and workgroup members are encouraged to start thinking about which measures can be consolidated, how best to streamline the performance measures contained in Section 19/Appendix B, and if there are better measures that workgroup members can bring forward.
- Are the STIP Guidelines Performance Measures limited by the Federal Performance Measures rulemaking process currently underway? CTC staff responded that the STIP Guidelines measures will be consistent with the federal measures. The focus of the STIP effort will be to identify measures that are outdated or for which data is difficult to obtain. Once the federal rulemaking process is finalized, any changes needed to ensure the STIP measures are consistent with federal measures can be made at that time.
- Projects have undergone extensive performance measurement analysis by regional agencies by the time they are included in the RTIP. CTC staff responded that the intent of the performance measures revisions is not to require a new performance measurement process but to ensure that previously calculated performance analyses are included in the RTIP and that project performance is identified.
- The RTIP/ITIP template should incorporate performance measurement. The RTPA group responded that there will be a section on performance measurement in the template which will be consistent with any revisions to the Guidelines regarding performance measures.

Wrap-up and Final Comments

- Workshop #3 will focus on performance measures and the goals of the STIP. Please send written comments and any information you would like to share regarding data availability for performance measures to Laurie Waters laurie.waters@dot.ca.gov.
- The following action items were identified – CTC staff will send out meeting notes and will post all meeting materials on the CTC website www.catc.ca.gov.
- Workshop #3 will be held on August 21st from 8:30am to 10:30am in San Jose, details to follow.