



# Oahu Regional Transportation Plan

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Processes and Procedures

Accepted by the Policy Board

On

September 21, 2015

Oahu Metropolitan Planning Organization

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## I. Overview

The Oahu Regional Transportation Plan (ORTP) is the long-range transportation plan for the island of Oahu required by Federal regulation for Metropolitan Planning Organizations (MPOs) designated as Transportation Management Areas (TMAs), such as the Oahu Metropolitan Planning Organization (OahuMPO).<sup>1</sup> The ORTP is the long-term vision document that outlines transportation goals, objectives, and policies for Oahu. The ORTP is the official guide for identifying the regionally-significant surface transportation facilities and programs to be developed or implemented on Oahu. The plan contains both a fiscally constrained prioritized listing of short-term, and mid- and long-range strategies and actions and an unconstrained listing of other illustrative candidate projects. These strategies and actions are designed to promote the development of an integrated, intermodal transportation system that facilitates the safe, efficient, and economical movement of people and goods based on the continuing, comprehensive, and cooperative planning process established in Federal statute.<sup>2</sup>

As stated in the Comprehensive Agreement, dated July 20, 2015, Section E.1:

*Pursuant to 23 CFR 450.322, the OahuMPO staff, in consultation and cooperation with the State, the Operator, and the City, shall develop and submit to the Policy Board for their approval an ORTP, developed in accordance with Federal statutes and regulations, that includes at least a twenty-year planning horizon. It shall reflect early and continuing participation by the State, Operator, City, private citizens, and other interested or involved parties, including those traditionally underserved as defined in Title VI and environmental justice Executive Orders and guidance from both FHWA and FTA. The ORTP shall include both long-range and short-range regional strategies/actions that lead to the development of an integrated intermodal transportation system that facilitates the safe and efficient movement of people and goods in addressing current and future transportation demand, consistent with the Federal planning factors established in Federal statutes and regulations. The ORTP shall be reviewed and updated, at least once every five years. The OahuMPO staff, State, Operator, and City shall validate data used in preparing other existing modal plans for providing input to the ORTP; and shall cooperatively develop estimates of funds that are assured to be available to support ORTP implementation. The ORTP, its revisions, and updates shall be approved by the Policy Board. It shall be submitted for informational purposes to the Governor and provided to the FHWA and FFA. The Policy Board may adopt guidelines and procedures to facilitate development and administration of the ORTP. The ORTP shall comply with the appropriate implementing Federal regulations.*

Recognizing that the ORTP is a blueprint for identifying the development of future transportation improvements on Oahu, it should be noted that the inclusion of a project in this

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<sup>1</sup> 23 CFR § 450.322; note 23 CFR § 450.322(f)(4)

<sup>2</sup> 23 U.S.C. 134

plan does not guarantee its construction. Rather, it allows a project to begin a series of more detailed evaluations and to be eligible for Federal funding. During these more detailed evaluations, a project could be postponed or terminated for any number of reasons, such as environmental impact, cost, or lack of public support.

As noted, this regional planning document is required by both Federal and State statutes and is also informed by a number of other planning regulations and guidance issued by these jurisdictions.<sup>3</sup> The expectation of these requirements is for the ORTP to serve as a means of verifying the eligibility of regionally-significant projects for Federal funds earmarked for surface transportation systems and to ensure that surface transportation facilities meet a broad range of engineering, environmental, safety, community involvement, and other factors that will be discussed in this document.

The OahuMPO updates the ORTP at least every five years to ensure that transportation decisions are based on current information and community priorities.<sup>4</sup> As part of each update, future population and employment are projected and corresponding changes in travel patterns, revenue, and construction costs are forecast to validate and test new directions for transportation development on Oahu.

Implementation of projects contained in the ORTP is the responsibility of the OahuMPO's participating agencies, not of the OahuMPO itself. Those agencies include the State of Hawaii's Department of Transportation (State), the City and County of Honolulu's Department of Transportation Services (City), and the Honolulu Authority for Regional Transportation (Operator). They are assisted by other State and City departments, including but not limited to, the Hawaii Department of Business, Economic Development and Tourism, State Office of Planning, City Department of Planning and Permitting, City Department of Design and Construction, City Department of Facility Maintenance, and State Department of Health.<sup>5</sup>

## **II. Federal Requirements**

The Federal statute governing both OahuMPO and the development of the ORTP is Title 23 United States Code (U.S.C.) 134. The regulation that codifies the specific requirements that MPO long-range plans must meet is 23 Code of Federal Regulations (CFR) § 450.322. While these serve as the foundation upon which the ORTP is built, the OahuMPO TMA Certification Review dated September 26, 2014<sup>6</sup> established corrective action associated with the ORTP and so it is also essential that the ORTP demonstrate:

1. Consultation with Federal, State, and local agencies responsible for land management, natural resources, environmental protection, conservation and historic preservation concerning the development of the transportation plan;

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<sup>3</sup> Cf. Title 23 U.S.C. 134; Title 23 U.S.C. 135; Act 132, Session Laws of Hawaii 2015; Hawaii Revised Statutes § 226, see especially § 226-57

<sup>4</sup> 23 CFR 450.322(c)

<sup>5</sup> Cf. Bylaws of the Policy Board, effective July 1, 2015.

<sup>6</sup> Cf. OahuMPO TMA Certification Review 2014, page 27

2. Discussion of the types of potential environmental mitigation activities and potential areas to carry out these activities;
3. Evidence and document implementation of the approved Congestion Management Process;
4. Documented disposition of public comments received; and
5. Documented analyses completed for both Title VI and Environmental Justice requirements.

In addition, to the extent practicable, the ORTP serves as the groundwork for requirements that support both the National Environmental Policy Act of 1969 (NEPA)<sup>7</sup> and the corresponding Hawaii statutes and rules.<sup>8</sup>

Federal statute also provides eight planning factors<sup>9</sup> that must be considered in the development of the ORTP and the plan must adopt a performance based approach.<sup>10</sup> In addition, the United States Department of Transportation issues periodic memoranda providing “areas of emphasis” that States and MPOs must consider.<sup>11</sup>

### **III. Funding**

The ORTP is included annually in the Overall Work Program (OWP) that is funded using a combination of Federal Highway Administration (FHWA) Planning (PL) and Federal Transit Administration (FTA) Section 5303 resources in combination with dues paid by the State, City, and Operator that serve as local match.

While OahuMPO plays a role in the funding process, securing funding for projects identified in the ORTP is the responsibility of the various implementing agencies. In order to obligate Federal funds, ORTP projects must be programmed in the Transportation Improvement Program (TIP).

### **IV. Planning Priorities**

There are eight planning factors that OahuMPO must consider in the development of the ORTP.<sup>12</sup> These are:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
2. Increase the safety of the transportation system for motorized and non-motorized users;
3. Increase the security of the transportation system for motorized and non-motorized users;
4. Increase accessibility and mobility of people and freight;

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<sup>7</sup> Cf. 42 U.S.C. § 4321 et seq., also 23 CFR § 450.336 and 23 CFR Appendix A to Part 450

<sup>8</sup> Cf. Chapter 343 Hawaii Revised Statutes, also Chapter 11-200 Hawaii Administrative Rules

<sup>9</sup> Title 23 U.S.C. 134(h)

<sup>10</sup> Title 23 U.S.C. 134(i) et seq.

<sup>11</sup> See correspondence USDOT HEPP-1/TPE-1, dated March 18, 2015

<sup>12</sup> 23 CFR 450.306(a)

5. Protect and enhance the environment, promote energy conservation, improve the quality of life, and promote consistency between transportation improvements and State and local planned growth and economic development patterns;
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
7. Promote efficient system management and operation; and
8. Emphasize the preservation of the existing transportation system.

The regional goals and objectives that were approved for Oahu by the OahuMPO Policy Committee on June 19, 2014 include:

<b>Regional Goals</b>	<b>Regional Objectives</b>	<b>Source of Objectives</b>
<b>Transportation Facilities</b> - Provide an inclusive, multi-modal transport system whose connectedness provides efficient means for users desiring to move about this island by bicycle, freight carrier, pedestrian facility, road, transit service, and intermodal connectors	Improve surface transportation system efficiency	MAP-21 National Goal
	Build a balanced and integrated multi-modal transportation network	HSTP Goal
<b>Transportation Operations and Services</b> - Develop, operate, maintain, and improve Oahu's islandwide transportation system to ensure the efficient, dependable, safe, secure, convenient, and economical movement of people and goods.	Improve congestion	MAP-21 National Goal
	Improve security risks associated with natural and man-made disasters and other emergencies that would impact the transportation system	ORTP 2035 Objective II-8
<b>Freight Movement and Economic Vitality</b> - Improve the freight network for Oahu, interisland, and trans-Pacific movements, strengthen the ability of rural communities to access trade markets, and support Oahu's economic development	Improve the travel time of freight on the transportation network	<u>A Federal Role in Freight Planning and Finance</u> <sup>13</sup> by the Rand Corporation Supply Chain Policy Center
	Ensure adequate freight handling capacity of airport and harbors	HRS 226
<b>Natural Environment</b> - Develop, operate, maintain, and improve Oahu's transportation system in a manner that sustains environmental quality	Meet or exceed noise, air, and water quality standards set by Federal, State, and City agencies	ORTP 2035 Objective III-1
	Reduce greenhouse gas emissions from transportation sources	ORTP 2035 Objective III-2
	Adapt the surface transportation network to all aspects of climate change	Hawaii State Planning Act

<sup>13</sup> [http://www.rand.org/content/dam/rand/pubs/monographs/2012/RAND\\_MG1137.pdf](http://www.rand.org/content/dam/rand/pubs/monographs/2012/RAND_MG1137.pdf)

## V. Performance Metrics

Federal statute places increasing emphasis on and requires States and MPOs to set performance measures as indicators that planning is achieving its intended results. Based on guidance from Federal Highway Administration in its fact sheet, the long-range plan:<sup>14</sup>

- will include a description of the performance measures and performance targets used in assessing the performance of the transportation system.
- will also include a system performance report and subsequent updates evaluating the condition and performance of the transportation system with respect to the established performance targets.
- MPOs have the option of developing multiple scenarios for consideration during the development of the Plan.

One of the critical path elements as OahuMPO staff develops the ORTP will be working cooperatively with the State, City, and Operator to identify meaningful performance metrics that are:

- **Specific:** The objective should provide a clear desired outcome without dictating the approach.
- **Measurable:** The objective should be measurable and facilitate quantitative evaluation.
- **Agreed:** The objective should be a result of consensus from planners, operators, and other local stakeholders.
- **Realistic:** The objective should be achievable within the limitations of resources, time constraints, and other demands.
- **Time-Bound:** The objective should identify the timeframe within which it is to be achieved.

The performance metrics will be linked closely to those that are established for both the Congestion Management Process and the Transportation Improvement Program. The document that will serve as the foundation for determining the characteristics of the performance metrics is the Data Supplemental Agreement.<sup>15</sup> It is important to keep in mind that performance metrics are also dynamic and, as their use expands, their definitions will evolve and the underlying data will likely change.

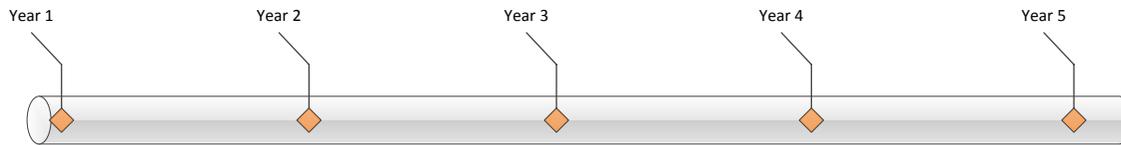
## VI. Schedule

The ORTP is developed along a five-year time line. It is, essentially, a product in the process of continual development. The following table provides an outline of the optimal schedule of specific tasks throughout a five-year ORTP development process. Should the ORTP schedule be compressed the timeline will be significantly different than what is illustrated below.

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<sup>14</sup> <https://www.fhwa.dot.gov/map21/factsheets/mp.cfm>, retrieved on July 31, 2015

<sup>15</sup> Cf. [www.oahumpo.org](http://www.oahumpo.org)



Pre-ORTP Tasks \_\_\_\_\_ Existing Conditions & Scenario Planning \_\_\_\_\_ Issue Identification & Forecasts \_\_\_\_\_ Vision, Goals, & Alternative Scenarios \_\_\_\_\_ Draft & Final ORTP \_\_\_\_\_

Set performance measures	Inventory studies	Public surveys	Vision & goals	Solicit input on scenarios
Form committee support groups	Regional planning meetings	Stakeholder meetings	Update performance measures	Model preferred scenario
Develop public participation plan	Analyze existing conditions	Issues identification	Develop alternative scenarios	Document consistency with other plans
Request for Proposals	Stakeholder validation	Land use and socioeconomic forecasts	Select recommended projects	Future needs & environmental mitigation
Hire resources & consultants	Finalize existing conditions chapter	Calibrate and run TDFM	Develop estimated revenue & costs	Draft and final ORTP for approval

<b>Year One</b>	<b>Pre-ORTP Tasks</b>
1.1	Develop performance measures
1.2	Establish Environmental Advisory Committee (EAC)
1.3	Develop and document public input strategy for ORTP
1.4	Establish ORTP Technical Advisory Committee (TAC) & Citizen Advisory Committee (CAC) Subcommittee(s)
1.5	Review procedures for key tasks, confirm TAC acceptance, and Policy Board approval
1.6	Develop public input plan consistent with the approved Public Participation Plan
1.7	Request roadway network and bus route updates from DTS, HART, and HDOT, as appropriate
1.8	Develop RFQ, advertise for, and select modeling support consultant
1.9	Develop RFP, advertise for, and select telephone survey firm
1.10	Hire supplementary analyst staff or procure consultant assistance
<b>Year Two</b>	<b>Existing Conditions &amp; Scenario Planning</b>
2.1	Inventory and review all relevant studies for Oahu planning districts
2.2	Review HDOT emerging issues white papers from HSTP, as updated
2.3	Consult with DPP and other partners on ORTP approach, issues, and coordination
2.4	Conduct existing conditions and scenario planning meetings in each of the eight planning districts
2.5	Analyze performance measures of existing conditions, as possible
2.6	Draft existing conditions and scenario alternatives chapter
2.7	Validate existing conditions and scenario alternatives with stakeholders, CAC, TAC, and Policy Board
2.8	Finalize existing conditions and scenarios alternatives chapter
<b>Year Three</b>	<b>Issue ID</b>
3.1	Survey public – telephone
3.2	Survey public – on-line
3.3	Stakeholder meetings
3.4	Hold meetings in each of the eight planning districts to validate issues

3.5	Get Input from TAC, Transit-Oriented Development Advisory Committee (TOD), CAC, & EAC, as appropriate
3.6	Write issue identification chapter
Year Three	Forecasts
4.1	Get DBEDT Socioeconomic Forecasts
4.2	Select committed projects and develop existing and committed transportation network
4.3	Distribute socioeconomic data to TAZs
4.4	Submit TAZ distribution scenario to TAC, TOD, CAC, and EAC for comment. Seek Policy Board approval
4.5	Calibrate TDFM to base year
4.6	Run TDFM existing and committed, and analyze results
4.7	Develop revenue projections
4.8	Get approval on revenue projections from CAC, TAC, TOD, and Policy Board
4.9	Document Task 4 processes
Year Four	Vision & Goals
5.1	Using prior ORTP goals as starting point, as informed by Tasks 3 & 4, develop updated Vision Statement
5.2	Develop updated goals and objectives from Task 5.1
5.3	Update performance measures to reflect 5.1 and 5.2
5.4	Get input and approval on vision, goals, and performance measures from CAC, TAC, TOD, EAC, and Policy Board
5.5	Write vision and goals chapter
Year Four	Develop Alternative Transportation Scenarios
6.1	Develop 2 or 3 alternative transportation scenarios, based on output of Tasks 2, 3, and 4
6.2	Get Input on Scenarios from CAC, TAC, TOD, and EAC
6.3	Develop project lists from Tasks 4.2 & 6.1
6.4	Model each scenario on TDFM and analyze performance measures
6.5	Select recommended projects based on CMP analysis
6.6	Develop estimated base-year costs for each project and annual inflation-factor; refine project lists, as necessary, to maintain fiscal constraint
6.7	Document scenarios and analyses
Year Five	Develop Draft Transportation Plan
7.1	Solicit public input and preferences regarding scenarios
7.2	Solicit intergovernmental agency review of scenarios
7.3	Achieve consensus on preferred scenario
7.4	Model final preferred scenario and analyze performance measures
7.5	Set YOE and validate fiscal constraint
7.6	Document ORTP consistency with other regional plans
7.7	Develop non-project-related recommendations and policies

7.8	Work with EAC to develop environmental mitigation discussion and issue ID for specific projects
7.9	Develop future needs chapter
7.10	Get input on draft ORTP from CAC, TAC, TOD, EAC, and Policy Board prior to public release
7.11	Revise Draft ORTP, as necessary, based on Task 7.10
7.12	Complete Draft ORTP for public review
7.13	Develop summary of Draft ORTP (Booklet)
Year Five	Develop Final Plan
8.1	Draft ORTP for public and intergovernmental agency review
8.2	Hold eight regional public input meetings
8.3	Receive public input and update Draft ORTP, as necessary
8.4	If changes are significant, update and re-release Draft ORTP for a second round of public input
8.5	Complete Final ORTP and summary booklet
8.6	Get recommendations for approval from CAC, TAC, TOD, and EAC
8.7	Get approval from Policy Board
8.8	Send to Governor, Federal Highway Administration, and Federal Transit Administration for information
8.9	Develop <i>State of Congestion</i> report based on final CMP evaluation

**Table 1 ORTP high-level task schedule**

## VII. Agency Responsibilities

The following lists the minimum responsibilities of agencies directly involved in the ORTP development process:

### **OahuMPO:**

1. Develops funding and financial constraint calculations in cooperation with HDOT, DTS, and HART. Cooperates with HDOT regarding year of expenditure dollar, allocation of funds between agencies, and funding tables by year.
2. After receiving the agency's results to the "call for projects," performs technical analyses.
3. Prioritizes projects for the ORTP in consultation with HDOT, DTS, and HART. A draft ORTP is created and presented to the agencies.
4. After updates are made, distributes the ORTP for public and IGR reviews. Develops location maps and other visualization tools. Presents the ORTP and comments to the OahuMPO Advisory Committees and the PB.
5. Provides approved ORTP to FHWA and FTA.
6. Provides approved ORTP to HDOT to include in the Statewide Long Range Land Transportation Plan (SLRLTP).

### **Hawaii Department of Transportation:**

1. Cooperates with the OahuMPO, DTS, FHWA, and FTA to determine ORTP schedule, ORTP financial constraint, completes project evaluations, and reviews drafts of the ORTP.
2. Incorporates the ORTP as the Oahu element of the SSLRLTP.

3. Sends the SSLRLTP to FHWA and FTA for approval.

**Department of Transportation Services:**

1. Cooperates with the OahuMPO, DTS, FHWA, and FTA to determine ORTP schedule, ORTP financial constraint, completes project evaluations, and reviews drafts of the ORTP.
2. Completes the project evaluation for new, revised, and regionally significant projects. Gets Council approval and responds to “call for projects.”
3. Provides project information and reviews drafts of the ORTP.

**Honolulu Authority for Rapid Transportation:**

1. Cooperates with the OahuMPO, DTS, FHWA, and FTA to determine ORTP schedule, ORTP financial constraint, completes project evaluations, and reviews drafts of the ORTP.
2. Completes the project evaluation for new or revised, and regionally significant projects. Gets HART approval and responds to “call for projects.”
3. Provides project information and reviews drafts of the ORTP.

**FHWA and FTA:** Oversees the program. Reviews ORTP drafts, provides comments, and approves the ORTP.

In developing the ORTP, the OahuMPO is to consider, consult, coordinate, or cooperate with each of its participating jurisdictions referenced above.

23 CFR 450.104 defines these terms, as follows:

Consideration means that one or more parties takes into account the opinions, action, and relevant information from other parties in making a decision or course of action.

Consultation means that one or more parties confer with other identified parties in accordance with an established process and, prior to taking action(s) considers the views of the other parties and periodically informs them about action(s) taken.

Cooperation means that the parties involved in carrying out the transportation planning and programming processes work together to achieve a common goal or objective.

Coordination means the cooperative development of plans, programs, and schedules among agencies and entities with legal standing and adjustment of such plans, programs, and schedules to achieve general consistency, as appropriate.

It is also essential that the ORTP include early and continual public involvement.<sup>16</sup> The team responsible for developing the ORTP takes this requirement seriously to ensure that the voice of the people of Oahu is both the cornerstone and capstone of the plan’s development.

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<sup>16</sup> Cf. 23 CFR 450.322(i); also, the requirements set forth in the *Oahu Participation Plan* consistent with 23 CFR 450.316(a)

## VIII. Identification of Projects

While the ORTP provides a point-in-time view of those projects that have been identified as meeting Oahu's regional goals and objectives, it must be recognized that the identification of additional projects may occur after the ORTP is adopted. Additional ORTP projects that may become apparent due to weather incidents, safety concerns, or other opportunities for enhancing Oahu's multi-modal transportation system. OahuMPO can amend the ORTP to accommodate new projects if they are not already consistent with the long-range plan.

The OahuMPO serves as the inter-governmental entity that facilitates and supports the continuous, comprehensive, cooperative (3-C) multimodal transportation planning process among its participating agencies. To that end, it is necessary for OahuMPO staff to be engaged in all transportation projects that support and enhance the long-term efficiency and effectiveness of Oahu's multimodal transportation system from their inception. A corollary of that objective is to know when a study or project that was being considered for development or implementation is removed from the scope of potential future planning studies and projects.

Task 6.3 in Table 1 marks the point where OahuMPO staff formally requests recommendations concerning potential projects for inclusion in the ORTP from its planning partners. Evaluation of those projects will be coordinated with all planning partners and selection of projects for inclusion in the ORTP will be based upon technical review, public review, and fiscal constraint.

For those projects that are listed in the ORTP, it is anticipated that they will move from the ORTP to the TIP as funding becomes available. Under Federal statute, in Transportation Management Areas (TMAs), the State, in cooperation with the MPO for the area, has project selection authority for all projects on the National Highway System. For other Title 23 projects and transit projects in TMA areas, the MPOs, in consultation with the State and any affected public transportation operator, have project selection authority.<sup>17</sup>

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<sup>17</sup> <http://www.fhwa.dot.gov/map21/qandas/qaplanning.cfm>, retrieved July 31, 2015

## IX. Workflow and Development Tasks

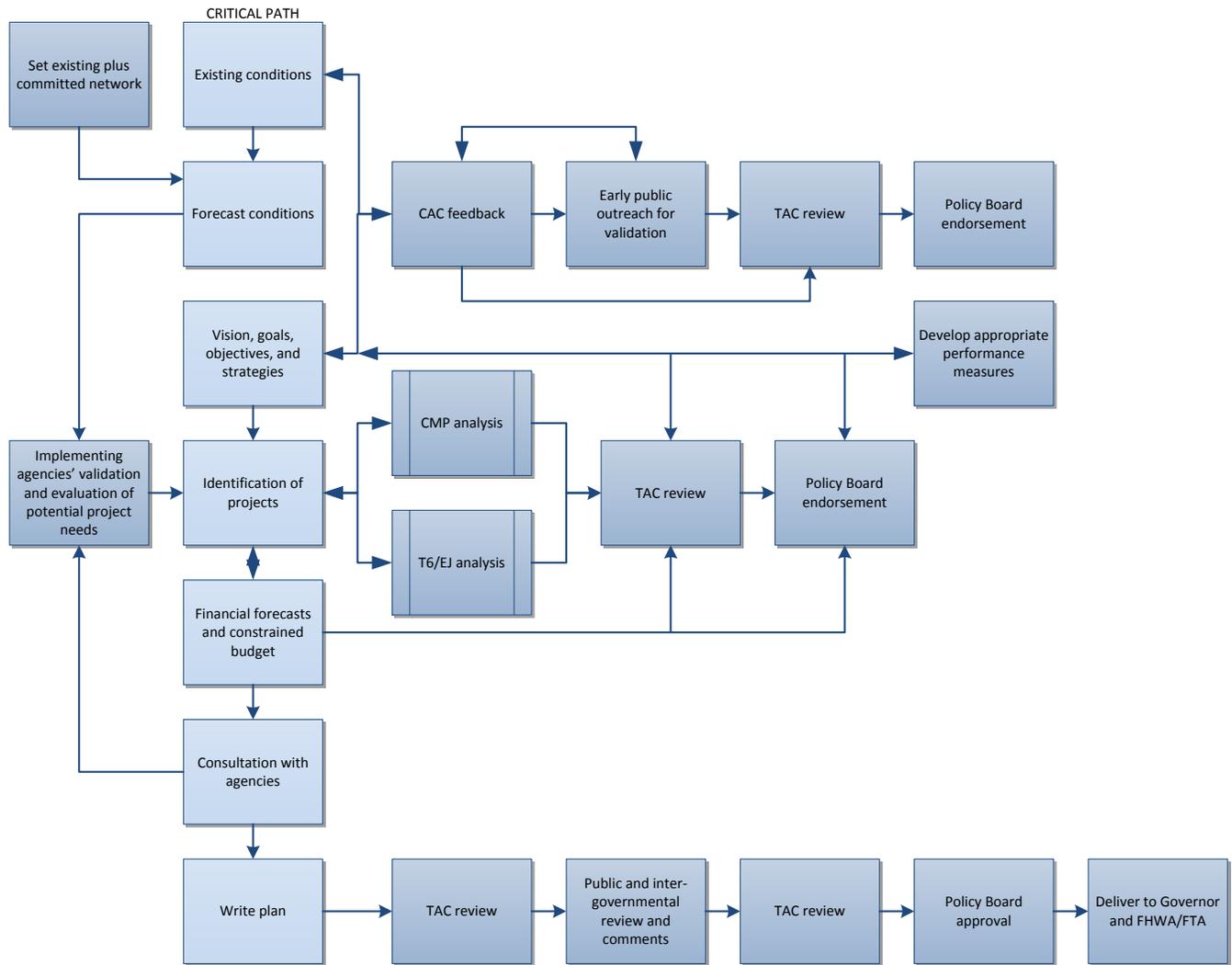


Figure 1 Flow chart of ORTP activities showing critical path

### a. Existing Conditions

The purpose of this task is to document the “as is” environment within which the ORTP will be developed. Existing conditions’ deliverables provide insights into how the transportation network is functioning under current land use and population distribution.

#### Deliverables

1. Identification of planning issues and constraints
2. Inventory of the existing, intermodal transportation system
3. Analysis of existing multi-modal conditions performance
4. Assessment of current land use
5. Evaluation of existing population and employment distribution
6. Travel times for all modes between key residential and employment destinations and maps depicting both those travel times and areas of roadway congestion based, ideally, on measured travel times rather than on Transportation Demand Forecasting Model (TDFM) outputs

## Resources

1. Prior [ORTP summary, technical report, and working papers](#)
2. Existing Land Use Model files
3. Existing Transportation Demand Forecasting Model files
4. Oahu highway functional classification map
5. [Hawaii Strategic Highway Safety Plan](#) (current edition)
6. Honolulu Authority for Rapid Transportation (<http://www.honolulustransit.org/hart.aspx>)
7. LOTMA website (<http://www.lotma.org>)
8. [National Transit Database for the City and County of Honolulu](#)
9. TheBus website (<http://www.thebus.org>)
10. TheHandi-Van website (<http://www.thebus.org>)
11. Hawaii Department of Transportation (HDOT) website. Oahu State Roads and Highways (<http://hawaii.gov/dot/highways/islands/oahu/oahuroad.htm>)
12. City Department of Transportation Services website (<http://www.honolulu.gov/dts/>)
13. The City & County of Honolulu Complete Streets Policy (<http://www.smartgrowthamerica.org/documents/cs/policy/cs-hi-honolulu-ordinance.pdf>)
14. Historic accident data from the Motor Vehicle Safety Office of HDOT; requires a written request to the Director of Transportation
15. [Economic Impact of the Military in Hawaii](#). Chamber of Commerce of Hawaii, 2009; see also: [How Much Does Military Spending Add to Hawaii's Economy?](#) (Rand Corporation, 2011)
16. Department of Business, Economic Development and Tourism websites. Visitor information and datasets ([http://hawaii.gov/dbedt/info/economic/data\\_reports/e-reports/econ\\_waikiki.pdf](http://hawaii.gov/dbedt/info/economic/data_reports/e-reports/econ_waikiki.pdf)) and (<http://hawaii.gov/dbedt/info/visitor-stats/visitor-research/>)
17. Hawaii Administrative Rules. 1994. Sections 13-15-11, 13-5-22, and 13-105
18. Hawaii Revised Statutes. 1961. Chapter 205, Land Use Commission.
19. [Na Ala Hele Trail & Access System](#)
20. [State Land Use Districts](#). State of Hawaii Land Use Commission, 2009
21. [State of Hawaii Department of Hawaiian Home Lands Laws/Rules](#). 2009
22. [Oahu Plant Final Critical Habitat](#). GIS data from U.S. Fish and Wildlife Service, 2004.

## Discussion

Review of existing conditions considers each of the following transportation, land use, and socioeconomic elements:

1. Transportation System
  - a. Roadway network
    - i. State highways and arterials
    - ii. City streets
  - b. Transit system
    - i. TheBus
    - ii. TheHandi-Van

- iii. Rail
- iv. School buses
- v. Taxicabs
- vi. Tour buses and trolleys
- vii. Other paratransit
- viii. Transit centers
- c. Freight system
  - i. Intermodal facilities (airports and harbors)
  - ii. Freight route roadway network
- d. Transportation Demand Management
- e. Transportation System Management
- f. Intelligent Transportation Systems
- g. Congestion Management Process
- h. Bicycling facilities
- i. Pedestrian facilities
- j. Passenger intermodal connections
- k. Pavement Management System
- l. Highway safety evaluation identifying high incident accident locations and other safety issues

## 2. Land Use

- a. State Land Use Districts
  - i. Urban
  - ii. Agricultural
  - iii. Conservation
- b. City Planning Districts
  - i. Development districts
    - 1. Ewa
    - 2. Primary Urban Center
  - ii. Sustainability districts
    - 1. Central Oahu
    - 2. East Honolulu
    - 3. Koolauloko
    - 4. Koolaupoko
    - 5. North Shore
    - 6. Waianae
- c. Hawaiian Home Lands
- d. Government-owned lands
  - i. Federal (National Parks and military reservations)
  - ii. State (Parks, shoreline and coastal zones, and public facilities)
  - iii. City (Parks and public facilities)
- e. Critical habitats and environmentally- and culturally-sensitive areas
  - i. Reserves
  - ii. Watersheds
  - iii. Wetlands
  - iv. Critical habitats
  - v. Na Ala Hele trails
- f. Private developer-issued plans

3. Socioeconomic Indicators
  - a. Population by Transportation Analysis Area (TAA)
  - b. Employment by category by TAA<sup>18</sup>
  - c. Visitor industry
    - i. Hotels
    - ii. Attractions
    - iii. Number of visitors
  - d. Military
    - i. Reservations
    - ii. Housing
    - iii. Number of military personnel and households
  - e. Agricultural lands

### b. Forecast

The definition of forecast is derived primarily from the projection of population and employment data developed and provided by the DBEDT. The DBEDT dataset shall be presented to the OahuMPO's TAC for its information and review. The socioeconomic indicators are then assigned by the City & County of Honolulu Department of Planning and Permitting (DPP) to the Traffic Analysis Zones (TAZs) defined for Oahu.

Upon completion of the DPP assessment, these data are a primary input OahuMPO's Travel Demand Forecast Model (TDFM).

Forecast conditions also consider the built highway system and transit routes. An Existing and Committed Network is established that combines the built network with additional highway and transit elements that are documented in the then-current Transportation Improvement Program (TIP). The Existing and Committed Network includes the established networks that already coded in the TDFM and adds projects from the TIP that meet the following criteria:

- Project is performance enhancing at a regional scale; AND
- Project is currently being constructed; OR
- Project is fully designed, has completed all required planning and NEPA and applicable other permit/approval requirements, has obtained ROW and/or easements, and permits, is ready to proceed to construction or bid, and is programmed for construction within the first two (2) years of the current Transportation Improvement Program (TIP), as revised.

### Deliverables

1. Listing of Baseline projects from the then-current TIP
2. Update of the land use forecast<sup>19</sup>
3. Update of the TDFM and forecast
4. Baseline transportation forecast and comparison with existing conditions

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<sup>18</sup> There are 23 TAAs on Oahu. A TAA consists of groups of TAZs (of which there are 764 for all of Oahu) that constitute specific geographic areas, such as Ward-Chinatown, Kaka'ako, Punchbowl-Sheridan-Date, Waianae Coast, etc.

<sup>19</sup> Elements 2-9 require varying degrees of consultant support

5. Baseline socioeconomic forecasts and comparison with existing conditions
6. Assignment results and assessment of the reasonability of Land-Use Model (LUM) and TDFM forecasts
7. Analysis of person trips by purpose and mode
8. Calculation of travel times for all modes between key residential and employment destinations
9. Contour maps depicting both those travel times and areas of roadway congestion

## Resources

This task requires familiarity with many of the resources identified in Task 3 as well as:

1. [Statewide Pedestrian Master Plan](#). 2012
2. [Bike Plan Hawaii, A State of Hawaii Master Plan](#). 2003
3. [Oahu Bike Plan](#). 2012
4. [Oahu Regional ITS Plan: Intelligent Transportation Systems Architecture & Integration Strategy - An Element of the Oahu Regional Transportation Plan](#). Parsons Brinckerhoff, April 2003
5. [FFYs 2011-2014 Transportation Improvement Program](#) (current revision)
6. [Department of Transportation's report to Legislature of the State of Hawaii on Act 232 Session Laws of Hawaii 2008](#). Hawaii Department of Transportation. November 2008
7. [Oahu General Plan](#) (currently being updated)
8. City Department of Planning and Permitting website. Development and Sustainable Communities Plans (<http://www.honoluludpp.org/Planning/DevSustCommPlans.asp>)
9. [Tourism Workforce Strategic Plan 2007-2015](#). Hawaii Tourism Authority. 2007.
10. [Hawaii 2050 Sustainability Plan](#). State of Hawaii, 2008
11. DBEDT socioeconomic forecasts
12. Assignment of the forecasts to the TAZs
13. Validation of the OahuMPO TDFM with the HART TDFM and reconciliation of any differences; the former is a TransCAD model; the latter is MINUTP

## Discussion

The tool for developing forecasts is the TDFM. It is a sophisticated computer model that provides estimates of traffic based primarily on 1) where people live, 2) where jobs are located, and 3) the characteristics of the transportation network.

The LUM automates the assignment of DBEDT socioeconomic forecasts to the TAZs. DPP reviews and validates its output.

OahuMPO has periodically scheduled household travel surveys to update the travel patterns assumed by the TDFM. While it may still be the case that such a traditional study may be done in the future, OahuMPO remains open to the possibility – given significant improvements in technology – that reliable trip-making data may be captured by other means (cell phones, for example), and may provide data at least as accurate as traditional travel surveys for wider

populations while requiring less staff time to collect. In theory, it may become feasible to calibrate household survey data with each update of the ORTP.

### *c. Vision, Goals, Objectives, Scenarios, and Strategies*

#### **Deliverables**

1. Reaffirmed vision statement
2. Reaffirmed listing of goals to realize the vision
3. Reaffirmed set of objectives required to accomplish the goals
4. Set of scenarios and strategies potentially to implement the objectives
5. Reaffirmed set of performance measures for monitoring progress on achieving ORTP goals

#### **Resources**

1. Vision, goals, and objectives from the prior ORTP
2. Input from the existing conditions discussions held within each of the planning districts (see Section 10 for more background)
3. Input from members of the Citizen Advisory Committee (CAC) Subcommittee and, through that Subcommittee, input from the CAC as a whole
4. Input from members of the TAC
5. Input from and acceptance by the Policy Committee

#### **Discussion**

The vision, goals, and objectives set forth for each ORTP generally serve as the basis for those developed for the next ORTP. Vetting of these planning elements shall be done with the CAC, TAC, and Policy Board.

#### **Vision Statement**

The vision statement provides a look into the future at how the comprehensive transportation system serving Oahu would operate and frames how it supports the use and development of land, while maintaining the island's high quality of life. Within this context, the vision conveys a clear and concise image of how transportation is envisioned to serve the next generation of Oahu's residents and visitors.

As part of the development of each ORTP, the OahuMPO staff will review the vision statement as part of its existing conditions public outreach initiative, with its participating agencies, members of the CAC Subcommittee, the TAC, TOD, and EAC in validating the vision statement for the ORTP. Any changes to the existing vision statement will reflect that input. The resulting draft will be submitted to the CAC, TAC, TOD, and EAC for recommendation to the Policy Board. The Policy Board will approve (and, potentially, amend) the vision statement, as it deems appropriate.

## Goals and Objectives

Goals identify the specific steps, around which there is general consensus, to achieving the vision articulated in the Vision Statement. Objectives are specific steps to achieving each Goal. Each objective may be further defined by one or more strategy designed to help achieve that objective.

During the ORTP existing conditions public outreach, the goals and objectives will be identified and validated, and follow an approval process identical to that of the vision statement, cited above.

### *d. Scenarios and Strategies*

The OahuMPO staff will work with its participating agencies, members of the CAC, TAC, TOD, and EAC in validating that these goals and objectives remain viable for the ORTP update. The objectives will be used to develop potential scenarios and associated implementing strategies for consideration in developing the long-range plan. The resulting draft goals, objectives, as well as scenarios and strategies will be submitted to the CAC, TAC, TOD, and EAC for review, and to the Policy Board for approval.

The vision, goals, objectives, scenarios, strategies, and performance measures shall serve as the starting point for the next ORTP, but will go through a revalidation process. That process will involve receiving input from the public, as described above, and from OahuMPO's participating agencies, its CAC, TAC, TOD, EAC and Policy Board, which is the entity that must approve these elements.

### *e. Identification of Projects and Programs*

The identification of projects for inclusion in the ORTP is an on-going process that includes analyses of potential, regionally-significant, multimodal projects and programs from the following sources:

1. Those identified during the review of existing conditions
2. Those listed in the then-current TIP
3. Those from the prior ORTP that have not been implemented, remain necessary components to the future system, are ranked highly by the Congestion Management Process (CMP) analysis, and have a project sponsor
4. Those identified by OahuMPO staff and/or any of its participating agencies based upon performance measures, evaluations of the multimodal transportation network, or the land use and socioeconomic forecasts
5. Those recommended by the CAC, citizens, or other sources

Projects and programs are shown in three different timetables:

1. Short-term. These are projects included in the existing and committed analysis based upon projects in the TIP

2. Mid-term. Those projects and programs that are anticipated to be completed during the first ten years of the ORTP but sequenced after those that are existing and committed
3. Long-range. Those anticipated to be completed in the ten-to-twenty-year horizon

Inclusion of a project or program in the ORTP does not guarantee that it will be built or implemented. Given the long-range horizon and that the document is updated every five years, a wide range of factors may affect whether any given project or program moves forward. While projects and programs that are intended to receive Federal aid and those that have regional impact are required to be identified in the ORTP, only those projects and programs that are included in the TIP have identified a Federal funding source. Project and programs in the TIP must be consistent with the ORTP.

Projects and programs included in the ORTP must be fiscally constrained, as discussed below. The costs forecast for all projects and programs must be in year-of-expenditure dollars.<sup>20</sup>

### **Deliverables**

1. Listing of potential transportation improvements projects based upon:
  - a. Existing conditions
  - b. Future conditions
  - c. Congestion Management Process
  - d. Project-level performance analysis based on established performance measures
2. Documentation of the Title VI/Environmental Justice impacts associated with each of these projects
3. Project and program costs in year-of-expenditure dollars<sup>21</sup>

### **Resources**

1. Analyses and documentation of existing conditions
2. Analyses and documentation of future conditions
3. The existing TIP and ORTP
4. Project recommendations submitted by the public, CAC, or other entities
5. Project recommendations submitted by the partner agencies
6. Project recommendations identified by OahuMPO staff as part of its analysis

### **Discussion**

From a technical perspective, the lack of a definitive listing of potentially viable projects early in the ORTP process does not allow the CMP analyses to influence which projects are given priority. The ORTP is intended to be a list of viable projects that will achieve the goals and objectives set forth by the Policy Board. To ensure that viability, OahuMPO staff will coordinate

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<sup>20</sup> 23 CFR 450.322(f)(10)(iv)

<sup>21</sup> The inflation factor is established by the Hawaii Department of Transportation

with its partner agencies to receive appropriate documentation<sup>22</sup> for all projects being considered for inclusion in the ORTP.

Some projects – such as bicycle and pedestrian infrastructure improvements – are shown as single line items, so independent prioritization processes determine which projects would move forward from within that TIP line item.

## f. *Financial Forecasts and Fiscal Constraint*

For purposes of the ORTP, revenue sources must be firmly established based on guidance from Federal Highway Administration – Hawaii Division Office and from Federal Transit Administration – Region IX.

### **Deliverables**

1. Report documenting revenue sources, including those from the Federal, State, and City, as well as from private developers and fare box
2. Report documenting forecast revenue and the assumptions used in making those forecasts

### **Resources**

1. Federal<sup>23</sup>
  - a. Federal Highway Administration  
Federal highway revenues are allocated to HDOT based on apportionment formulae articulated in Title 23 U.S.C. Chapter 104. These revenues are allocated under a variety of FHWA programs, including among others: National Highway Performance Program (NHPP), Surface Transportation Program (STP), Congestion Mitigation and Air Quality (CMAQ), Highway Safety Improvement Program (HSIP), and Transportation Assistance Program (TAP). Beginning with MAP-21, Hawaii is bound by sub-allocation formulas to determine Oahu's share of Federal revenues.
  - b. Federal Transit Administration  
Oahu receives FTA revenues based on Title 49 U.S.C. Chapter 53. The City and County of Honolulu is the designated recipient of Section 5307 “Urbanized Area” and Section 5309 “Fixed Guideway Modernization” formula apportionments. The City and County can also receive discretionary Federal allocations from the Section 5309 “New Starts” and Section 5309 “Bus Capital” programs for specific projects. FTA also provides additional formula and discretionary programs that the City uses for transit purposes.

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<sup>22</sup> OahuMPO will adopt FHWA’s standard Form 1240, HDOT’s Project Programming Request form, or some other similar form as a requirement for each proposed project. At a minimum, a project scope, purpose and need statement, cost estimate, logical termini, and the availability of local funding will be solicited.

<sup>23</sup> The MAP-21 authorization expired on September 30, 2013, and Federal funding for surface transportation is currently being provided by means of Continuing Resolutions. It is unclear, based on available information, when Congress will enact a new authorization. OahuMPO will rely on guidance from the U.S. Department of Transportation in terms of assumptions concerning future funding levels.

HDOT also receives Federal transit revenues, primarily for use in non-urbanized and rural areas. HDOT is also an eligible recipient of Section 5309 discretionary allocations for specific projects. These discretionary funds can be transferred to a project on Oahu at HDOT's option.

## 2. State

### a. Highway Special Fund (HSF)

HSF revenues are generated by the following sources:

- i. Liquid Fuel Taxes
- ii. Registration Fees
- iii. Motor Vehicle Weight Taxes
- iv. Car Rental/Tour Vehicle Taxes
- v. Time Certificates of Deposit
- vi. Other sources

Revenues from the HSF are used directly to fund operations and maintenance activities. HSF revenues are also used to pay debt service on bonds issued for capital improvements. Bond proceeds are used to fund highway capital expenditures, budgeted through the State's Capital Improvement Program (CIP). HSF revenues may also be used to match Federal highway funds.

### b. State Transit Funds

No State funds are currently used for transit operations or capital projects on Oahu.

## 3. City

### a. County of Honolulu General Fund

The City and County General Fund includes the following revenue sources:

- i. Real Property Taxes
- ii. Motor Vehicle Registration Annual Fees
- iii. State Transient Accommodations Taxes
- iv. Other sources

### b. City and County Highway Fund includes the following revenue sources:

- i. Public Utility Franchise Taxes
- ii. City and County Fuel Taxes
- iii. Motor Vehicle Weight Taxes
- iv. Other sources

Portions of both the City and County General Fund and the City and County Highway Fund are transferred to the City and County Public Transportation Fund, which funds transit operations and maintenance. Revenues from the City and County General Fund and the City and County Highway Fund are also used to pay debt service on bonds. Capital projects are funded from the bond proceeds. Most highway capital projects receive their local funding from the

City and County Highway Improvement Bond Fund; some projects also receive funding from the City and County General Improvement Bond Fund or the City and County Capital Projects Fund.

In 2005, the Hawaii State Legislature authorized counties to enact a surcharge of one half percent on the Hawaii General Excise and Use Tax (GET). The GET surcharge was enacted by the City and County of Honolulu to provide the primary local funding source for the Honolulu High-Capacity Transit Corridor Project (HHCTCP). The lifetime of the GET surcharge for the HHCTCP is January 1, 2007 (FY 2007) to December 31, 2027. The State of Hawaii retains a portion of the proceeds for administrative purposes.<sup>24</sup>

- c. Transit Fare box Receipts  
Transit passenger fare revenues are a primary source of revenue for transit operations and maintenance.

#### 4. Private Developers

Private revenue sources are used to fund selected improvement projects on a case-by-case basis. For example, private developer funding has been used to supplement public revenues for a variety of arterial street improvements in recent years. The City is in the final stages of completing an impact fee assessment that will provide the rationale for a level of funding that is acceptable to both the City and developers.

### **Discussion**

Federal regulations require that the ORTP be fiscally constrained, which ensures that the amount of anticipated expenditures does not exceed funds firmly in place for the projects included in the ORTP. For both the ORTP, forecasting is done by a financial consultant working directly with the fiscal staffs of the City, State, and Operator. While, on the one hand, forecasts consider historical trends, on the other hand, it is deemed prudent to determine how other MPOs are forecasting revenue growth. Historically, while there has been a wide variety across MPOs nationwide, OahuMPO has traditionally utilized a conservative growth factor.

As is most often the case, the ORTPs fiscal constraint was demonstrated by means of a table (or tables) in the plan that provide the anticipated revenue by source and anticipated expenditure by type. It is also typical that, as a standard accounting balance sheet, the revenues and expenditures net to zero. That has been true of most of the OahuMPO long-range plans. There is no prohibition in Federal regulations from under-programming, although it raises questions about both the intention of the entity that under-programs about why those funds are not programmed and has the potential to raise doubts about the certainty of the financial forecasts.

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<sup>24</sup> The Honolulu City Council also must pass an ordinance to implement the tax extension, although it technically has until July 1, 2016, to do so; <http://www.civilbeat.com/2015/05/honolulu-rail-tax-extension-clears-the-legislature/>, retrieved July 31, 2015

## Consultation with Agencies, Stakeholders, and the Public

OahuMPO maintains ongoing relationships not only with those agencies that are its partners in the transportation planning process,<sup>25</sup> it has cultivated and developed relationships with a number of organizations representing various citizen and special interests. While its primary means of citizen outreach remains the CAC, it is essential that as many voices are heard as may be necessary to ensure that the ORTP is as reflective of community-wide values and considerations as possible.

The following is a listing of those agencies with which OahuMPO consults on a regular basis. Some of these relationships are long standing and others are new and evolving; some have regular staff turnover (such a military rotations) so there is an ongoing need to foster understanding of OahuMPO's mission and to engage these agency representatives in ways that ensure long-term alliances are maintained and expanded.

### 1. Federal

- a. Department of Housing and Urban Development (HUD): Responsible for developing and executing policies on housing and metropolitan areas.
- b. Environmental Protection Agency (EPA): Studies environmental issues, educates people about the environment, and develops and enforces regulations for environmental laws written by Congress with the mission of protecting human health and the environment.
- c. Federal Aviation Administration (FAA): Part of the U.S. Department of Transportation, its mission is to provide a safe and efficient aerospace system. FAA is a non-voting member of TAC.
- d. Federal Emergency Management Agency (FEMA): Part of the U.S. Department of Homeland Security, its mission is to support the country's citizens and first responders to ensure that the Nation works together to build, sustain, and improve its capability to prepare for, protect against, respond to, recover from, and mitigate all-hazards incidents.
- e. Federal Highway Administration (FHWA): Carries out the Federal highway programs in partnership with the State and local agencies to meet the country's transportation needs. FHWA is a non-voting member of TAC.
- f. Federal Transit Administration (FTA): As authorized by SAFETEA-LU, FTA provides stewardship of combined formula and discretionary programs to support a variety of locally-planned, constructed, and operated public transportation systems throughout the country. FTA is a non-voting member of TAC.
- g. Fish and Wildlife Service (USFWS): Manages the 150 million-acre National Wildlife Refuge System and operates National Fish Hatcheries, its mission is to work with

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<sup>25</sup> This includes the Federal Aviation Administration, the City Department of Design and Construction and its Department of Facility Maintenance, as well as the Hawaii Transportation Association (HTA), which is the group that represents Oahu's trucking industry. All are non-voting members of TAC.

- others to conserve, protect, and enhance fish, wildlife, and plants and their habitats for the continuing benefit of the American people.
- h. Maritime Administration (MARAD): The agency within the U.S. Department of Transportation that deals with waterborne transportation and works in many areas involving ships and shipping, shipbuilding, port operations, vessel operations, national security, environment, and safety.
  - i. National Oceanographic and Atmospheric Administration (NOAA): Provides a range of services and products, from daily weather forecasts, severe storm warnings, and climate monitoring to fisheries management, coastal restoration, and maritime commerce activities.
  - j. National Park Service (NPS): Responsible for taking care of the country's National Parks System, comprised of 394 areas covering 84 million acres and including national parks, monuments, battlefields, military parks, historical parks and sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House.

## 2. State of Hawaii

- a. Department of Civil Defense (SCD): Leads the State in prevention, protection, and rapid assistance during disasters with a full range of resources and effective partnerships. Provides input regarding safety and evacuation routes for Oahu.
- b. Department of Education (DOE): DOE oversees the Hawaii school system and, in certain locales on Oahu, is responsible for providing student bus transportation.
- c. Department of Hawaiian Homelands (DHHL): Mission is to manage the Hawaiian Home Lands trust effectively and to develop and deliver lands to native Hawaiians. DHHL will partner with others towards developing self-sufficient and healthy communities. Provides input regarding Hawaiian Home Lands and communities.
- d. Department of Health (DOH): Mission is to protect and improve the health and environment for all people in Hawaii. Responsible for a variety of issues, from contagious diseases to environmental health to substance abuse; provides input regarding environmental health issues, including air quality and climate change. A representative of the DOH is a non-voting member of the Policy Board.
- e. DOH – Elderly Affairs Division: Contains the Executive Office on Aging, the designated lead agency in the coordination of a statewide system of aging and caregiver support services in the State, as authorized by Federal and State laws. This is the focal point for all matters relating to older adults' needs and the coordination and development of caregiver support services within the State. Provides input regarding the transportation concerns and issues facing seniors on Oahu.
- f. Department of Land and Natural Resources (DLNR): Responsible for land management and dedicated to preserving Hawaii's natural and historical resources for the benefit of future generations. Provides statewide maps of culturally- and environmentally-sensitive areas.

- g. Hawaii Community Development Authority (HCDA): The authority supplements renewal methods by promoting and coordinating public and private sector development for the communities of Kaka'ako and Kalaeloa; provides input on development plans.
  - h. University of Hawaii: Given its impact on congestion, in particular, and potential for shifts in mode choice due to parking constraints, the University provides input on development plans.
3. City and County of Honolulu
- a. Department of Design and Construction (DDC): In consultation with the appropriate client agencies and stakeholders, aims to manage effectively and efficiently authorized improvements to the City's public buildings, streets, roads, bridges and walkways, wastewater facilities, parks and recreational facilities, transportation systems, and drainage and flood improvements; and to provide technical assistance when needed. A representative of DDC is a non-voting member of the TAC.
  - b. Department of Emergency Management (DEM): Assists in planning, raising awareness, and preparing emergency management programs and response and evacuation activities for the City.
  - c. Department of Facility Maintenance (DFM): Administers maintenance programs for multiple City facilities, including roads, traffic signs and markings, streetlights, and streams; also provides training support, property and parking garage management, and security and interdepartmental mail services for various City properties and agencies. A representative of DFM is a non-voting member of the TAC.
4. Honolulu Authority for Rapid Transportation (HART)
- a. The Executive Director and Chief Executive Officer is a voting member of the Policy Board.
  - b. Two HART representatives are voting members of the TAC.
5. Non-Governmental Organizations
- This may include, but is not necessarily limited to, environmental, bicycle, walking, and other special interest groups, such as:<sup>26</sup>
- a. Sierra Club
  - b. Nature Conservancy
  - c. Hawaii Bicycling League
  - d. Peoples Advocacy for Trails Hawaii (PATH)
  - e. Hawaii Chamber of Commerce
  - f. Land Use Research Foundation of Hawaii (LURF)
  - g. AARP

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<sup>26</sup> See Page 33 concerning agencies that fall within the scope of Title VI/Environmental Justice.

## **Deliverables**

1. As part of both the existing and future conditions assessments, documentation of the consultations and discussions with appropriate representatives of these agencies and organizations
2. Summary of issues and impacts identified that affect the transportation network and recommendations for use in developing the ORTP

## **Resources**

1. List of agency contacts maintained by OahuMPO staff
2. Planning guidance issued by these agencies, especially as it pertains to land use, climate variability, environment, sustainability, and transportation
3. Draft and final documents issued by the agencies concerning existing conditions and future development on Oahu

## **Discussion**

The development of the ORTP is a collaborative effort among a wide variety of planning entities and must consider the efforts of other organizations as complimentary to its own. The most important consideration is to determine where there may be either duplications of effort or areas of conflicting objectives regarding land use and transportation. To the extent that plans are consistent and supportive of each other, the proposed projects and programs are more likely to gain public support; to the extent there are conflicts, they should be reconciled and minimized.

### *g. Write the Plan*

The plan shall consist of two documents:

1. An executive summary, in the form of an easily accessible, visually instructive booklet that contains the key elements of the plan and listing of projects. Its audience is the general public and it assumes minimal understanding of the transportation planning process. The intent is that the executive summary tells the "story" of how the vision for transportation on Oahu will be accomplished.
2. A technical report that brings together all of the relevant background material needed to support the plan. The technical report is, in turn, supported by the series of technical papers, memoranda, and other documentation that have been produced throughout the course of the ORTP planning process. The audience for the technical overview and supporting technical documents includes the OahuMPO's participating agencies, private-sector consultants, and others seeking a more in-depth understanding of the analyses that were done throughout the development of the ORTP.

## **Deliverables**

The ORTP shall be produced in three phases, two of which may be iterative:

1. An initial draft.

The initial draft of the ORTP is circulated first within the OahuMPO staff; then, the CAC, TAC, TOD, EAC and Policy Board. Comments are solicited and changes that are deemed necessary are made. Depending upon the number and scope of comments received, it may be necessary for additional analyses to be done and to develop a second draft for review with the CAC, TAC, TOD, EAC, and Policy Board.

2. A public-review draft.

OahuMPO staff anticipates that the public and intergovernmental agencies will have a minimum of 60 and 30 days, respectively, to review and comment on the draft. Copies of all comments are responded to by OahuMPO staff in coordination with the appropriate implementing agency. A summary of all comments and responses is prepared and shared with the Policy Board; comments from intergovernmental agencies are shared with the TAC. All letters and comments and responses are to be included as appendices to the technical report.

3. The final draft.

Changes based on comments received during the public and intergovernmental reviews are incorporated, as appropriate, into the ORTP. Given the consultation and earlier reviews, it is assumed that – by the time of the final draft – all essential elements have been addressed and there should not be any surprises. However, the Policy Board may make changes to the final draft. If the changes are substantive (the insertion or deletion of one or more projects, for example), additional analyses (especially model runs) may be required and an additional period of public comment may be appropriate.

When the Policy Board has approved the ORTP, copies are sent to the Governor and to representatives of both FHWA and FTA for information. The ORTP is incorporated in its entirety as the Oahu component of the Statewide Long Range Land Transportation Plan. The ORTP and all associated documents are posted to the OahuMPO Web site and sufficient copies of the booklet are printed as may be necessary for distribution. The booklet as well as technical reports, papers, and other material are available online. Copies of the TDFM are available upon request from OahuMPO.<sup>27</sup>

All files produced in connection with the ORTP, including all GIS layers, maps, and other electronic files are maintained by OahuMPO and are available, upon request, to the public.

### Resources

1. All working papers and analyses done as part of the ORTP planning cycle
2. Photographs of pertinent transportation facilities, examples of land use, and users of the various transportation modes
3. Maps, GIS layers, and diagrams relevant to the development of the report

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<sup>27</sup> To obtain a copy of the TDFM, it is necessary to follow the procedures set forth in the Data Sharing Agreement, dated June 20, 2015, which is available on the OahuMPO Web site

4. Listing of all projects included in the fiscally-constrained plan, including any that may be illustrative
5. Figures that support the financial and other socioeconomic elements of the report

### **Discussion**

Historically, a primary issue has been submitting the plan to the Policy Board for approval just in time to meet the Federal deadline. That is the reason why these procedures provide for a five-year development cycle.

Especially given the recognition of the lead-time required to consult and coordinate with the City, State, and Operator, and other agencies as well as interested parties, OahuMPO staff has determined that the ORTP will be an ongoing effort and, as mentioned briefly earlier in this document, OahuMPO staff will use consultants only selectively, as needed to supplement technical expertise and staffing resources. Otherwise OahuMPO will utilize its own staff resources and those of its partner agencies to develop the ORTP.

#### *h. Public and Stakeholder Outreach and Input*

This section discusses the strategy for public outreach related to the development of the ORTP. OahuMPO maintains a separate Public Participation Plan (PPP) which outlines the minimum requirements for solicitation and collection of public and stakeholder input on the ORTP. However the strategy for any specific plan may exceed the minimum requirements identified in the PPP.

For the ORTP, public participation strategies are associated with three specific goals:

1. Ensure that the public understands the purpose of and how to participate in the OahuMPO's public involvement initiatives as well as understanding the potential impacts and outcomes of their participation in the process.
2. Provide the public with information that describes current conditions, and identifies and gains insights about issues that the public has related to transportation based on the existing land use and socioeconomic environment.
3. As soon as future conditions can be forecast, share that information with the public and, especially building on information from the current conditions discussion, address options and potential projects and programs that may be incorporated into the ORTP analyses.

Since public participation is a cornerstone of good transportation planning, OahuMPO takes very seriously the need to garner early and continual public feedback concerning its efforts. Ongoing public education is, therefore, essential to ensure that the public understands what the OahuMPO does and why it does it. This plan begins with efforts to broaden the public's exposure to and engagement with OahuMPO.

### **Deliverables**

The public participation initiatives undertaken for the ORTP requires the resources of both the OahuMPO staff and consultants specializing in public relations and telephone surveys.

Required deliverables will be established in each ORTP's Public Involvement Plan. Previous deliverables for the ORTP have included:

1. Listening sessions in each of the eight DPP-defined planning districts
  - a. OahuMPO staff shall host these listening sessions and provide maps and other types of information concerning the planning district in which each meeting is held
  - b. There is no formal presentation; those attending provide OahuMPO with comments that may be written, oral, or recorded
2. Conducting stakeholder interviews
  - a. A pre-determined number stakeholders are interviewed in two rounds; in the first 20 of the 40 are interviewed concerning issues and, in the second, all 40 are interviewed concerning potential projects and solutions
  - b. OahuMPO provides a list of stakeholders from a wide cross-section of Oahu transportation providers, businesses, and non-profit organizations; the public relations consultant independently selected the stakeholders that were actually interviewed
  - c. Interview comments are provided to OahuMPO without attribution
3. Conducting focus groups
  - a. A predetermined number of focus groups are conducted; the first two concentrating on issues and needs
    - i. One is focused specifically on T6/EJ service providers
    - ii. One is focused specifically on emergency managers and uniformed first responders
  - b. The remaining five focus groups are dedicated to addressing potential solutions to issues identified in earlier focus groups as well as to projects and programs that are being discussed for potential inclusion in the ORTP
    - i. Three of the focus groups are composed of persons who are "traditionally underserved" by the transportation system
    - ii. One is focused on seniors who are still drivers
    - iii. One is focused on college students
  - c. Focus Group comments were provided to OahuMPO by audience but without attribution
4. Conducting telephone surveys
  - a. An islandwide telephone survey is conducted using land lines and cell phones that is statistically valid at the DPP planning district level
  - b. A subset of the telephone survey focuses on the T6/EJ community to identify potential projects and programs that would address their specialized needs
5. Conducting regional meetings
  - a. Eight regional meetings are held to obtain input on the listing of projects and programs being considered for the ORTP
  - b. All meetings are noticed as required by the Hawaii Revised Statutes, Chapter 92, the "Sunshine Law"
  - c. Meetings consist of a walk-thru display of maps and other visuals addressing various aspects of the ORTP and potential impacts of proposed projects and programs, a presentation by the consultant on the ORTP and key elements that are identified during the various analyses that are conducted, and a question and answer period
  - d. Regional meetings are staffed by the consultant; OahuMPO staff were present to "meet and greet" attendees

- e. The public relations consultant is responsible for advance publicity via press releases, notifications to Neighborhood Boards, announcements on radio and television
  - f. To the fullest extent practicable, foreign language press will be used specifically, and foreign language media engaged for the ORTP update
6. Public and intergovernmental review
- a. The goal for the ORTP is to provide a 60-day period for review
  - b. Comments are received via e-mail, social media, fax, telephone, and letter
  - c. Comments specific to a project of one of the participating agencies is sent to that agency for response
  - d. All comments were acknowledged to the sender and an appropriate response sent, if return contact information is provided
  - e. All comments and their disposition are included in the technical papers supporting the ORTP
7. Use of social media
- a. Specifically for purposes of the ORTP outreach effort, OahuMPO created accounts with both Facebook and Twitter to keep the public advised of activities and announce the availability of documents for review
  - b. Both Facebook and Twitter are enabled to receive comments
  - c. A Web-based survey is also conducted using Survey Monkey for purposes of gathering input about projects and programs to be included in the plan; being self-selected, the responders provided a much different perspective than is typically evident from the stakeholder interviews and telephone surveys

## Resources

1. Member list of the CAC
2. Listing of interested parties maintained by OahuMPO
3. Updated listing of T6/EJ providers
4. Updated listing of media outlets (television, radio, newspaper) in all languages and rate cards
5. Updated listing of potential meeting venues with associated costs
6. Materials for the listening sessions
7. PowerPoint presentations and collateral material for meetings
8. Maps, lists of projects, and other material pertinent to the content of the meeting(s)
9. Telephone survey questionnaire
10. Stakeholder interview questionnaire
11. Focus group questionnaire

## Discussion

Public outreach and involvement is essential as the ORTP is throughout all phases of the development of the ORTP and goes through the mandatory review processes.<sup>28</sup> It is anticipated that the following specific initiatives will be undertaken during plan development, in a manner consistent with both the OahuMPO's Participation Plan<sup>29</sup> and public relations campaign strategy:

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<sup>28</sup> See 23 CFR 450.322

<sup>29</sup> See [http://www.oahumpo.org/misc-docs/Participation\\_Plan\\_rev-bylaws2-22-11.pdf](http://www.oahumpo.org/misc-docs/Participation_Plan_rev-bylaws2-22-11.pdf) (especially Section 4)

1. Ongoing consultations with the various Federal, State, and City agencies that are identified in the ORTP process and procedures, as appropriate
2. Interviews with representatives of those who are traditionally underserved as well as targeted outreach to Title VI/Environmental Justice communities and use of foreign language media and translators
3. Regular presentations to the CAC with the goal of having the CAC representative carry ORTP-related information back to the organization they represent; additional presentations to Neighborhood Boards and other organizations that are not members of the CAC; requesting recommendations based on CAC feedback for incorporation into the ORTP
4. Regular presentations to the TAC, TOD, EAC, and Policy Board concerning status of the ORTP development and, as appropriate, to request recommendations and endorsement of findings
5. Use of the OahuMPO Web site to capture of comments concerning the document via e-mail as well as from social media sites
6. Timely response to citizens concerning comments during the review process; coordination with DTS, HART, and HDOT to ensure timely responses are provided

Every effort will be made throughout the development and public review process to be responsive to citizen concerns and issues, to ensure that an information feedback loop is established so citizens see how their input has been utilized, and to keep all participating agencies, as well as the CAC, TAC, TOD, EAC, and Policy Board fully briefed on progress.

#### *i. Title VI/Environmental Justice Reporting*

In addition to requirements established in the OahuMPO Title VI and Environmental Justice Policies and Procedure, it is a Federal requirement that a report concerning the T6/EJ impacts of the ORTP be documented in both the ORTP and in a special report to FHWA and FTA. This includes a detailed summary of all aspects of the public involvement process undertaken throughout the course of the ORTP process with supporting documentation and statistical analyses. The report provides, but is not limited to, an assessment of:

- d. All activities related to the ORTP in which the CAC participated
- e. All activities focused on the T6/EJ community, including:
  - i. Consultation with T6/EJ providers
  - ii. Consultation with persons identified as T6/EJ
  - iii. All announcements, press releases, screenshots, and other material related to T6/EJ outreach including that to non-English-speaking citizens
  - iv. Accommodations made to T6/EJ at public meetings and other venues at which public input was received
- f. How the projects selected considered T6/EJ criteria
- g. The balance between T6/EJ and non-T6/EJ spending, benefits, and impacts
- h. Possible barriers and potential solutions for all aspects that adversely affect the T6/EJ community

This report is developed as part of the public outreach process and be incorporated as a section directly into the ORTP Technical Report. It is provided separately to both FHWA and FTA, as required.

## **X. Approval and Status Reporting**

Approval of the ORTP is the responsibility of the Policy Board.<sup>30</sup> The approved plan and any revisions shall be submitted for information purposes to the Governor. Copies of any updated or revised transportation plans must be provided to the FHWA and FTA.

The TIP serves as a benchmark against which progress on meeting the goals and objectives of the ORTP may be measured since the projects it contains must be consistent with those identified in the long-range plan. The TIP is updated on a semi-annual basis.

The *State of Congestion*<sup>31</sup> is the quinquennial report on the progress made toward fulfilling each iteration of the ORTP as measured by the Congestion Management Process.<sup>32</sup>

## **XI. Revisions and Amendments**

For TMA MPOs that are in attainment for air quality, such as the OahuMPO, the Federal requirement<sup>33</sup> is to update the long-range plan at least every five years with a planning horizon of no less than 20 years.<sup>34</sup> The MPO may revise the ORTP at any time using the procedures outlined in this document without a requirement to extend the horizon year.<sup>35</sup>

## **XII. Project Management and Close-out**

OahuMPO staff is responsible for the development and successful execution of the ORTP in consultation with its partner agencies through the 3-C process. Within the OahuMPO organization, the project manager is the Planning Program Coordinator, who works in close cooperation with the Senior Planner, Community Planner, and any consultant(s) hired to support its development. Especially given the level of coordination that needs to be done with the OahuMPO's partnering agencies, as experience has demonstrated, it is essential that whatever work is done by the consulting team hired to assist OahuMPO staff have an established presence on Oahu and the project manager be based in Honolulu.

There have been multiple issues affecting timely completion and quality of deliverables that these processes and procedures are intended to address.

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<sup>30</sup> 23 CFR 450.322(c); also, Comprehensive Agreement, dated July 20, 2015, Section E, page 12

<sup>31</sup> [http://www.oahumpo.org/?wpfb\\_dl=724](http://www.oahumpo.org/?wpfb_dl=724)

<sup>32</sup> 23 CFR 450.320(f)(6);

<sup>33</sup> 23 CFR 450.322(c)

<sup>34</sup> 23 CFR 450.322(a)

<sup>35</sup> 23 CFR 450.322(c)

1. *OahuMPO Staffing.* OahuMPO's resources are finite and the Senior Planner, Community Planner, and Planning Program Coordinator each plays a substantive role in reviewing documents and providing technical guidance, facilitating public outreach, and day-to-day management of the multiple efforts that are underway, respectively. For the ORTP it is essential to coordinate closely with the schedules of the Senior Planner, especially, and the Community Planner to ensure they had adequate time not only to provide the support needed for the long-range plan update but, also, to continue their ongoing workloads.

In establishing the project schedule, a minimum of ten (10) working days needs to be set out to ensure OahuMPO staff has sufficient time to review work products from consultants.

2. *Participating Agency Support.* An assumption of the ORTP update process is that the potential projects identified for the ORTP have sufficient information for understanding scope, cost, and timing. The participating agencies need to dedicate internal resources to undertake these tasks.

Similarly, comments received during the public and intergovernmental review period are sent to the participating agency that was sponsoring the project for a recommended response. ORTP efforts must determine an effective and efficient way to engage the participating agencies concerning project selection and timely response to comments received during the public review cycle.

3. *Changing Requirements.* OahuMPO staff needs to revisit whether the specifics of Oahu's transportation network lend themselves to scenario-level analyses or if a corridor study approach would be more appropriate.
4. *Consultant Support.* Experience suggests that, as discussed above, having a consultant develop the ORTP in its entirety may not be cost-effective and efficient. It may be advisable to only use consultants for selective tasks. Those that are being considered for the ORTP are limiting consultant support to facilitate modeling, develop financial forecasts, and conduct selected public relations activities.