

COMMITTEE TRANSMITTAL

August 14, 2017

To: Members of the Board of Directors

From: Laurena Weinert, Clerk of the Board

Subject: 2018 State Transportation Improvement Program Overview

Regional Planning and Highways Committee Meeting of August 7, 2017

Present: Directors Delgleize, Do, M. Murphy, Nelson, Spitzer, and Steel

Absent: Director Donchak

Committee Vote

This item was passed by the Members present.

Staff Recommendation

Receive and file as an information item.



August 7, 2017

To: Regional Planning and Highways Committee

From: Darrell Johnson, Chief Executive Officer

Subject: 2018 State Transportation Improvement Program Overview

Overview

The State Transportation Improvement Program is a biennial five-year plan of projects adopted by the California Transportation Commission for future allocations of state transportation funds. Every two years, the Orange County Transportation Authority updates the program of projects to be funded through this program. An overview of the 2018 State Transportation Improvement Program process is presented for information purposes.

Recommendation

Receive and file as an information item.

Background

The State Transportation Improvement Program (STIP) is a five-year state funding program that is adopted by the California Transportation Commission (CTC) for transportation projects. The STIP is divided into two major funding categories: the Regional Improvement Program (RIP) and the Interregional Improvement Program (IIP). Seventy-five percent of the program is allocated to the RIP, which is then provided to counties by formula. The remaining 25 percent is provided to the California Department of Transportation (Caltrans) for projects of interregional significance and intercity rail projects through the IIP.

Projects eligible for the STIP must adhere to the STIP Guidelines and the Orange County Transportation Authority (OCTA) Capital Programming Policies (CPP) that were adopted by the Board of Directors (Board) on May 8, 2017 (Attachment A). OCTA is responsible for the development and programming of Orange County's share of the RIP portion of STIP revenues, which is submitted to CTC for approval. OCTA and Caltrans coordinate the development of projects that are considered for inclusion in the RIP and the IIP.

Every two years, the STIP fund estimate (FE) revenues are forecasted and programmed for the following five-year period. The revenue that supports the STIP derives from the price-based excise tax and Federal Highway Trust Fund. The 2018 STIP will include additional support from the Road Repair and Accountability Act of 2017 (SB 1 {Chapter 5, Statutes of 2017}). SB 1 creates several new programs, as well as augments existing funding sources, and is estimated to provide \$52.5 billion for transportation purposes over the next ten years. It was signed into law on April 28, 2017 by the Governor, and will stabilize the STIP, as well as provide an estimated \$100 million annually into the STIP. An overview of SB 1 was submitted to the Board as an information item on July 10, 2017 (Attachment B).

The previous 2016 STIP was approved on May 18-19, 2016, by the CTC. OCTA originally submitted for \$164.8 million in funding for eight projects. Due to the statewide reductions, Orange County's approved STIP contained five projects for Orange County, totaling \$122.6 million, and the Interregional Transportation Improvement Program (ITIP) contained \$3 million for one ITIP project in Orange County (Attachment C). The approved RIP consisted only of carry over projects, deletion of two projects from the 2014 STIP, and a delay of the majority of Orange County's share.

Discussion

Based on the draft FE, the 2018 STIP covering fiscal year (FY) 2018-19 through FY 2022-23 provides programming capacity of \$2.259 billion statewide, compared with the final 2016 STIP of \$1.3 billion. For Orange County, the draft FE provides new capacity of \$118.591 million. The new capacity, plus existing carry over projects, equals approximately \$236.051 million for the 2018 STIP. The final FE and updated guidelines will be adopted by the CTC in mid-August, and these amounts are subject to change.

Staff will return to the Board in September 2017 with the proposal for an updated program of projects that is consistent with the Board-approved CPP. The updated program of projects may include minor modifications to existing projects as well as new projects.

OCTA will need to consider the updated 2018 STIP guidelines in selecting projects for nomination. The 2018 STIP guidelines include the following changes:

- Additional performance measures will be requested for rail and transit projects;
- Outputs and outcomes will be standardized in the application;
- For new capacity enhancing highway projects, the local agency is required to consider reversible lanes;

- Clarification that operation and maintenance for public private partnership projects are ineligible for STIP funds;
- Design-build projects must be identified at the time of programming or as soon as possible before allocation of funds;
- Semi-annual reports are now required for locally implemented projects.

Staff has scheduled meetings with key stakeholders to solicit input (Attachment D). The meeting with Caltrans is also an opportunity for OCTA to discuss Caltrans' submittal of the IIP and the State Highway Operation and Protection Program. Staff expects to return to the Board next month with specific programming recommendations that are due by September 29, 2017, to the Southern California Association of Governments for modeling purposes, and to the CTC by December 15, 2017.

Summary

OCTA is responsible for the development and programming of the STIP projects for Orange County. With the upcoming 2018 STIP cycle, OCTA staff has started the process to consider priority projects for recommendation to the Board for the Regional Transportation Improvement Program submittal to the CTC.

Attachments

- A. Existing Capital Programming Policies by Fund Source, May 2017
- B. SB 1 (Chapter 5, Statutes of 2017) Overview
- C. Funding Plan for 2016 STIP Recommended Projects Submitted
- D. 2018 STIP Development Schedule

Prepared by:

Approved by:

Ben Ku Principal Transportation Funding Analyst State and Federal Programming (714) 560-5473 Kia Mortazavi Executive Director, Planning (714) 560-5741

Funding Source	Measure M2 (M2) Programming Policies (adopted May 2014)
M2 Programs	
Projects A-M (freeway projects on Interstate 5, State Route 22, State Route 55, State Route 57, State Route 91, Interstate 405, and Interstate 605)	Use projects A-M M2 funding consistent with the M2 Transportation Investment Plan, with the M2020 Plan, and subsequent Board of Directors (Board)-approved plans and updates to the M2 Program. Program funds to projects through formal programming actions.
Freeway Environmental Mitigation Program (Tied to Projects A-M)	Utilize five percent net revenues derived from M2 funding for Projects A-M consistent with the M2 Transportation Investment Plan, with the M2020 Plan, and subsequent Board-approved plans and updates to the M2 Program. Program funds to projects through Board approval actions for needed environmental mitigation projects.
Project N (Freeway Service Patrol)	Use Project N funds for the Freeway Service Patrol Program. Funds are programmed through the annual budget process.
Project O (Regional Capacity Program) and Project P (Regional Signal Synchronization Program)	Use Project O and Project P M2 funding, consistent with the M2 Transportation Investment Plan, and consistent with the Comprehensive Transportation Funding Programs (CTFP) Guidelines. Program funds to projects through the cyclical CTFP call for projects (call) programming recommendations.
Project Q (Local Fair Share Program)	Use Project Q M2 funds consistent with the M2 Transportation Investment Plan. Funds are programmed through the annual budget, but actual disbursements may be adjusted based on the formula distribution of funds.
Project R (High-Frequency Metrolink Service)	Use Project R M2 funding consistent with the M2 Transportation Investment Plan, with the M2020 Plan, with the Comprehensive Business Plan, and subsequent Board-approved plans and updates, to the M2 Program. Program funds to projects through formal programming actions.
Project S (Transit Extensions to Metrolink) and Project T (Metrolink Gateways)	Use Project S and Project T M2 funding, consistent with the M2 Transportation Investment Plan, and consistent with CTFP Guidelines. Program funds to projects through a call.
Project U (Expand Mobility Choices for Seniors and Persons with Disabilities)	Use Project U M2 funds, consistent with the M2 Transportation Investment Plan, the Comprehensive Business Plan, and subsequent Board-approved plans and updates to the M2 Program. Funds are programmed through the annual budget process.
Project V (Community-Based Transit Circulators) and Project W (Safe Transit Stops)	Use Project V and Project W M2 funding, consistent with the M2 Transportation Investment Plan, and consistent with CTFP Guidelines. Program funds to projects through the CTFP call.

Project X (Environmental Cleanup)	Use Project X M2 funding consistent with the M2 Transportation Investment Plan and consistent with CTFP Guidelines. Program funds to projects through the CTFP call. The Environmental Cleanup Program consists of two programs. The Tier 1 Grant Program is designed to mitigate the more visible forms of pollution. Tier 1 consists of funding for equipment purchases and upgrades to existing catch basins and related devices such as screens, filters, and inserts. The Tier 2 Grant Program consists of funding regional, multi-jurisdictional, and capital-intensive projects, such as constructed wetlands, detention/infiltration basins, and bioswales.
Funding Source/Agency	State and Federal Programming Policies (adopted December 2014)
All State and Federal Fund Sources	First priority of all funding sources is to fulfill commitments to M2020 and/or Next 10 projects, specifically M2 projects and to maintain existing the Orange County Transportation Authority's assets in a state of good repair. Consideration will also be given to use state and federal funds for projects that are complementary to M2 projects and that share the program goals to reduce congestion, strengthen the economy, and improve the quality of life. All fund sources must be programmed through formal programming actions.
State	
State Transportation Improvement Program (STIP)/California Transportation Commission (CTC)	Use of STIP funds for M2 freeway, commuter rail, fixed-guideway projects, planning/programming and complementary activities which seek an equitable balance between freeways and transit capital and are consistent with state goals.
Proposition 1A/CTC	All funds are programmed.
Proposition 1B – Competitive Programs Funding/CTC	Maximize the Orange County allocations consistent with each program and ensure the receipt of allocated funds.
Proposition 1B Public Transportation Modernization, Improvement, and Service Enhancement Account (PTMISEA)/ California Department of Transportation (Caltrans)	Use PTMISEA funds for commuter rail improvements and to fund existing STIP - Public Transit Administration projects (approximately \$60 million) currently programmed in the 2010 STIP and for eligible OC Bridges projects.
Proposition 1B State-Local Partnership Program (SLPP)/CTC	Use of SLPP for local streets and roads and freeway construction projects, contingent on matching funds availability. Seek equitable balance between freeways and local streets and roads.
Proposition 1B – Transit System Safety, Security and Disaster Response Account (TSSSDRA)/California Governor's Office of Emergency Services	Use TSSSDRA to support capital projects that enhance the safety, security, and emergency response capabilities of transit.
Proposition 116 (CTC)	Use cost savings for commuter or intercity rail capital improvement projects along the Metrolink corridor (between the cities of Buena Park and San Clemente) that are funded with Measure M1 and M2 funds on a first-come, first-served basis.

Cap-and-Trade (Formula) – Low Carbon Transit Operations Program (LCTOP)/Caltrans	Use LCTOP for transit operations or capital for expansion of bus transit service, fare reduction programs, and other bus and commuter rail transit efforts that increase ridership and reduce greenhouse gas (GHG) emissions, where 50 percent of the funds provide benefit for passengers in disadvantaged communities. Funds generated from commuter rail service in Orange County may be used in Orange County for the expansion of commuter rail service, fare reduction programs for commuter rail, and other eligible commuter rail efforts that increase ridership and reduce GHG emissions.
Cap-and-Trade (Competitive) – Transit and Intercity Rail Capital Program (TIRCP)/California State Transportation Agency	Use TIRCP for capital projects that expand bus and rail service to increase ridership and for projects that improve the integration between bus and rail systems. Projects must also reduce GHG emissions.
Cap-and-Trade (Competitive) – Affordable Housing and Sustainable Communities Program (AHSC)/Strategic Growth Council	Use AHSC for fixed-guideway and transit corridor projects that serve disadvantaged communities and reduce greenhouse gas emissions. *Note – In the guidelines a transit project must be paired with an affordable housing project for Transit Oriented Development program funds.
California Freight Investment Program (CFIP)	Use of CFIP funds first for eligible M2 program projects which meet the requirements and goals of the program, then fund other eligible priority Orange County projects.
National Highway Freight Program	Currently these funds are administered by the state through the CFIP. See above.
Funding Source/Agency	State and Federal Programming Policies (adopted December 2014)
State	
Active Transportation Program (ATP) – Southern California Association of Governments (SCAG) Regional Selection (Formula)/CTC/SCAG	Set-asides: Bicycle and pedestrian projects up to a ten percent set-aside and contingent on ready-to-go projects as submitted through competitive calls.
Federal	
Congestion Mitigation and Air Quality (CMAQ)/Caltrans for Federal Highways Administration (FHWA)	 Increase priority of M2 fixed-guideway projects. Use CMAQ funding for: M2 fixed-guideway and/or M2 high-occupancy vehicle or high-occupancy toll operational improvements, as match to leverage funding for OC Bridges grade separation projects, vanpool program and rideshare services, other rail and bus transit capital projects, traffic light synchronization projects, and new or expanded bus transit operations (three years of CMAQ funding may be used for the first five years). Set-asides: Bicycle and pedestrian projects up to a ten percent set-aside and contingent on ready-to-go projects as submitted through competitive calls.

Surface Transportation Block Grant (STBG) Program - Formerly the Regional Surface Transportation Program/Caltrans for FHWA	Use STBG funds for M2 Freeway Program (consistent with M2020 priorities), grade separations, and local streets and roads.
Transportation Alternatives Program (TAP) – CTC/SCAG through ATP	Use 100 percent of annual TAP apportionment for bicycle and pedestrian projects through a competitive call to local agencies. Currently these funds are administered by the state through the ATP. See above.
Federal Transit Administration (FTA) Section 5309 Fixed-Guideway Capital Investment Grants ("New Starts")/FTA	Prioritize M2 fixed-guideway projects that are following project development requirements consistent with the "New Starts" and/or "Small Starts" process.
FTA Section 5307 Formula/FTA	Use funds in the following order: (1) preventive maintenance, (2) capital cost of contracting, and (3) bus replacement. Set-Asides: Up to 20 percent for paratransit operating assistance; one percent for transit security (unless funded using local, state, or other federal funds); percent of funds generated by rail operations to be used for rail operations and capital projects.
FTA Section 5310 Formula Funds/FTA	Use funds for eligible enhancements to paratransit capital and operations.
FTA Section 5337 Formula Funds/FTA	Use funds for commuter rail rehabilitation/renovation projects; and for capital projects that maintain and/or replace equipment and facilities to keep the commuter rail system in a state of good repair and for preventive maintenance. Use funds generated by bus transit for bus transit capital maintenance.
FTA Section 5339 Formula Funds/FTA	Use funds in the following order: (1) bus replacement, (2) capital maintenance, and (3) other bus capital projects as identified in the bus capital plan.

SB 1 (Chapter 5, Statutes of 2017) Overview

SB 1 (Chapter 5, Statutes of 2017), the Road Repair and Accountability Act of 2017, which was signed by the Governor on April 28, 2017, will provide an estimated \$52.5 billion for transportation purposes over the next ten years, with investments targeted towards fix-it-first purposes on local streets and roads and highways, transit operations and maintenance, capital investments, and active transportation. There is no sunset on the revenue sources included in the bill, with many of the taxes and fees to be indexed for inflation to keep pace with rising costs.

The sources of revenues provided by SB 1 are as follows:

Beginning November 1, 2017

- 12 cent gas tax increase
- 20 cent diesel tax increase
- Four percent increase in the sales tax on diesel

Beginning January 1, 2018

New transportation improvement fee ranging from \$25-\$175

Beginning July 1, 2019

Resetting of the price-based excise tax to 17.3 cents

No later than June 30, 2020

 The complete repayment of \$706 million in transportation loans made to the general fund

Beginning July 1, 2020:

 \$100 road improvement fee for zero-emission vehicles starting for 2020 model cars and later

The revenues generated from the above funding tools will be used to provide supplemental funding to many existing programs and create several new funding programs, some of which the Orange County Transportation Authority (OCTA) will be a direct recipient. Overall the revenues are allocated 65 percent to maintain existing transportation infrastructure, 15 percent for public transit, 13 percent for congestion relief, 4 percent in incentives for local transportation funding initiatives, and 4 percent for sustainability measures. The statewide breakdown is as follows:

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SB 1 (Chapter 5, Statutes of 2017) Overview

Funding Program and Purpose	Projected
	Ten-year Funding
Local Street and Roads – Fix-it-First	\$15 billion
State Highway Maintenance and Rehabilitation – Fix-it-First	\$15 billion
State Highway Bridges and Culverts	\$4 billion
Public Transit Capital and Operations	\$7.5 billion
Trade Corridor improvements	\$3 billion
Congested Corridor Program	\$2.5 billion
State Transportation Improvement Program (STIP) (regional)	\$825 million
STIP (state)	\$275 million
State-Local Partnership Program	\$2 billion
Active Transportation Program	\$1 billion
Local Planning Grants	\$250 million
Freeway Service Patrol	\$250 million
Parks Funding for Agriculture, Off-Highway Vehicles and Boating	\$800 million
Public University Research	\$70 million
Workforce Development Program	\$50 million
TOTAL	\$52.5 billion

It is expected that SB 1 will provide increased formula funding as follows, over a ten-year period:

- A doubling of local street and roads funding for each city and the county, that is to be focused on projects such as rehabilitation and maintenance, grade separations, safety projects, complete street components, and traffic control devices. Cities that achieve a pavement condition index over 80 will have additional flexibility to use their funds for expanded purposes. Based on estimates provided by the California Department of Transportation (Caltrans), over the next ten years, this translates into about \$535 million for Orange County roads, or about \$53.5 million per year, and about \$706.9 million for Orange County city roads, or about \$70 million per year. Because the various taxes and fees are to be phased in, the allocations will be lower in the first few years. The estimates from the California League of Cities, for example, forecasts that Orange County cities would receive approximately \$56 million in fiscal year 2018-19.
- Based on estimates provided by Caltrans, about \$741 million for the State Highway Operation and Protection Program (SHOPP) will be provided for Orange County, with the same eligibility parameters, guidelines, and reporting requirements as are provided for the local street and roads funding. This estimate is based on average past allocations to Orange County.

SB 1 (Chapter 5, Statutes of 2017) Overview

- Based on funding estimates provided by the Department of Finance, over \$18 million in new transit funding per year for Orange County, with about \$13 million eligible for transit capital or operations purposes, and over \$5 million annually for capital purposes will be provided. This doubles the amount of transit funding provided to Orange County when compared to existing State Transit Assistance funding.
- The stabilizing of the STIP, which could allow OCTA to reprogram projects previously delayed or prevented from being programmed. Overall, it is expected that over the next ten years, SB 1 will add about \$53 million over previous estimates to the STIP, based on estimates provided by Caltrans.

In addition, OCTA plans to compete for the new programs including trade corridors, state-local partnership, and congested corridors. As guidelines are developed for each program, more detail will be available as to which local projects will be most competitive for each program.

Finally, SB 1 included several project accountability and efficiency reforms:

- The creation of a Senate-confirmed position of Inspector General within Caltrans, appointed by the Governor, to audit and investigate state and local projects to ensure expenditures are done in conformance with existing law.
- Increased California Transportation Commission oversight over Caltrans projects within the SHOPP, with additional performance measures.
- A constitutional measure contained in a companion bill protecting new fees from future diversion contained in SCA 5 (Frazier, D-Oakley).
- Caltrans must implement efficiency measures estimated to generate cost savings of \$100 million.
- The development of an advanced mitigation program for projects receiving state funding.

Funding Plan for 2016 STIP Recommended Projects - Submitted

			STIP Funding	unding				Othe	Other Funding	D			
SUBMITTED 2016 STIP (In Thousands)	2016-17	2017-18	2018-19	2019-20	2020-21	Total STIP	RSTP/ CMAQ		M2	Other	J.	Total Project Cost	_ #
I-5 widening SR-73 to Oso Parkway (Segment 1)			\$ 78,949			\$ 78,949	\$ 28,167	₩.	30,224			\$ 137,340	04
I-5 HOV Lane SR-55 to SR-57		\$ 28,949				\$ 28,949	\$ 2,800	8	5,309			\$ 37,058	28
I-5 HOV Lane Operational Improvements	\$ 4,708					\$ 4,708				8	1,431	\$ 6,139	39
SR-57 Lambert Road Interchange			\$ 22,100			\$ 22,100		\$	927	\$ 36	36,273	\$ 59,300	00
I-405 Auxiliary Lane SR-133 to Sand Canyon Avenue and Sand Canyon Avenue to University Drive	\$ 2,353	\$ 13,498				\$ 15,851				∽	528	\$ 16,379	62
PPM	\$ 1,899	\$ 1,482	\$ 1,481			\$ 4,862						\$ 4,862	62
SR-57 Truck Climbing Lane					\$ 3,700	\$ 3,700		\$	900			\$ 4,300	00
San Juan Creek Bridge Replacement		\$ 5,700				\$ 5,700				\$ 28	28,500	\$ 34,200	00
Totals	\$ 8,960	\$ 49,629	\$ 102,530	- \$	\$ 3,700	\$ 164,819	\$ 30,967	\$	37,060	99 \$		\$ 299,578	78

Existing 2010 STIP

			STIP	STIP Funding				•	Other	Other Funding			
													Total
Revised FE 2016 RTIP (In Thousands)	2016-17	2017-18	2018-19	2019-20	2019-20 2020-21 Total STIP	Total STI		RSTP/ CMAQ		M2	Other		Project Cost
I-5 widening SR-73 to Oso Parkway (Segment 1)					\$ 78,030	\$ 78,030	\$	28,167	↔	30,224		↔	136,421
I-5 HOV Lane SR-55 to SR-57			\$ 28,949			\$ 28,949	\$	2,800	\$	5,309		\$	37,058
SR-57 Lambert Road Interchange				000'6 \$		\$ 9,000	0		\$	927 \$	53,860	\$ 09	63,787
I-405 Auxiliary Lane SR-133 to Sand Canyon Avenue and Sand Canyon Avenue to University Drive	\$ 1,800					\$ 1,800	0			↔		528 \$	2,328
РРМ	\$ 1,899	\$ 1,482	1,481			\$ 4,862	2					\$	4,862
Total	\$ 3,699	\$ 3,699 \$ 1,482 \$ 30,430 \$ 9,000 \$ 78,030 \$ 122,641 \$ 30,967 \$ 36,460 \$ 54,388 \$ 244,456	\$ 30,430	000'6 \$	\$ 78,030	\$ 122,64	4	30,967	\$	36,460 \$	54,3	\$ 88	244,456

ПР										
Laguna Niguel to San Juan Capistrano Passing Siding		\$ 3,000		ه ښ	3,000	19,791	↔	2,483	€ •	25,274

STIP - State Transportation Improvement Program RSTP - Regional Surface Transportation Program

CMAQ - Congestion Mitigation and Air Quality

M2 - Measure M2 I-5 - Insterstate 5

SR-73 - State Route 73

HOV - High-occupancy vehicle SR-55 - State Route 55

SR-57 - State Route 57

OCTA - Orange County Transportation Authority
FE - Fund Estimate
RTIP - Regional Transportation Improvement Program
ITIP - Interregional Transportation Improvement Program

SR-133 - State Route 133
PPM - Planning, Programming, and Monitoring
CTC - California Transportation Commission

I-405 - Interstate 405

2018 STIP Development Schedule

- March 15-16, 2017 CTC fund estimate assumptions and key issues
- May 17, 2017 CTC approves assumptions
 - June July 2017 Meet with internal and external stakeholders
- June 28-29, 2017 CTC presents draft STIP fund estimate
- August 7, 2017 OCTA RP&H STIP overview item
- August 14, 2017 OCTA Board STIP overview item
- By August 16-17, 2017 CTC adopts STIP fund estimate
- September 7, 2017 OCTA RP&H STIP/RTIP program of projects approval
- September 11, 2017 OCTA Board STIP/RTIP program of projects approval
- September 29, 2017 OCTA STIP/RTIP projects submitted to SCAG for regional modeling analysis
- October 13, 2017 Caltrans submits draft ITIP
- October 19, 2017 CTC ITIP hearing North
- October 24, 2017 CTC ITIP hearing South
- By December 15, 2017 STIP/RTIP submittal due to CTC
- By December 15, 2017 Caltrans ITIP submittal due to CTC
- January 25, 2018 CTC STIP hearing South
- February 1, 2018 CTC STIP hearing North
- February 28, 2018 CTC publishes staff recommendations
- March 21-22, 2018 CTC adopts STIP

STIP – State Transportation Improvement Program

CTC - California Transportation Commission

OCTA - Orange County Transportation Authority

RP&H – Regional Planning and Highways Committee

Board - Board of Directors

RTIP - Regional Transportation Improvement Program

SCAG - Southern California Association of Governments

Caltrans - California Department of Transportation

ITIP – Interregional Transportation Improvement Program