

**PENINSULA REGIONAL TRANSPORTATION PLANNING  
ORGANIZATION**

**UNIFIED PLANNING WORK PROGRAM**

**SFY 2013**

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**PENINSULA REGIONAL TRANSPORTATION PLANNING ORGANIZATION  
PROGRAM YEAR 2013 (SFY 2013 - 2014)  
UNIFIED PLANNING WORK PROGRAM**

**Part I: BACKGROUND and HISTORY**

**I. Introduction**

In December 1990 the elected officials of 13 local jurisdictions from Clallam, Jefferson, Mason, and Kitsap Counties by resolution formed the Peninsula Regional Transportation Planning Organization (PRTPO) under the provisions of the Growth Management Act (RCW 47.80). The Washington State Department of Transportation (WSDOT) Olympic Region was designated as the lead agency for the development and maintenance of the Regional Transportation Plan (RTP). Regional Transportation Planning is a continually evolving process that coordinates the planning and implementation efforts of the jurisdictions and transportation interests on the Olympic and Kitsap Peninsulas.

The primary purpose of the Peninsula RTPO is to provide for cooperative and respectful decision-making by the agencies within the region in order to bring about a continuous and comprehensive transportation planning process. The following work program has been prepared for the Program Year 2013 (SFY2013-2014) Unified Planning Work Program (UPWP) for transportation planning in the Olympic and Kitsap Peninsulas Region. The work program identifies major work projects to be undertaken in the forthcoming year by the participating jurisdictions in the Peninsula RTPO. The work program further defines the implementation processes and responsibilities.

**II: Peninsula RTPO Structure**

The Peninsula RTPO is a voluntary regional organization, which consists of representation from four counties, nine cities, ten tribal nations, four transit agencies, 18 port districts, major employers of the region, the Washington State Department of Transportation (WSDOT), and many private organizations and residents. The regional transportation planning activities described in this UPWP covers a four county rural, exurban, and suburban region defined by the boundaries of Clallam, Jefferson, Mason, and Kitsap Counties.

The Executive Council is the governing body of the organization. Responsible for the management of the organization, it is made up of thirteen elected officials representing the four counties and nine cities that plan under the Growth Management Act. The primary function of the Executive Council is to establish the vision and goals for the Peninsula RTPO, approve policies devised from within the Peninsula RTPO, and provide the forum for coordination and cooperation of the participating agencies at the highest level of authority.

The Policy Board is a 38-member board established in the organization's bylaws to provide policy advice to the members of the Executive Council. Its membership includes representatives from counties, cities, tribal nations, transit agencies, ports, major employers, WSDOT-Olympic Region, Washington State Ferries.

The Technical Advisory Committee (TAC) provides technical advice to the members of the Policy Board and the Executive Council on all matters, which may come before either of these two bodies. Its membership consists of technical staff from the various organizations within the Peninsula RTPO. The TAC establishes subcommittees to deal with technical issues.

The Washington State Department of Transportation (WSDOT), Olympic Region serves as the lead-planning agency for the Peninsula RTPO. The lead agency performs such duties as are assigned to it by the Executive Council (provided that adequate funding is available) including, but not limited to: providing staff support and coordination for the Executive Council and Policy Board; serving as the recipient and managing available funding; hiring, supervising and managing personnel, consultants and contractors; and, providing such information as necessary to carry out the objectives of the Peninsula RTPO.

The organizational chart (Figure 1) depicts the membership of the Peninsula Regional Transportation Planning Organization (PRTPO). In most cases each of the Executive Council and Policy Board members have a designated alternate. Cities, tribal nations, ports (four ports represent the interests of 18 Peninsula area port authorities) major employers (the private sector), transit agencies, WSDOT Olympic Region, Washington State Ferries are members of the Peninsula RTPO.

### **III: Background and Accomplishments**

**Legislative Mandate** – An RTPO has certain core requirements that are described as duties of the organization in RCW Section 47.80.023, and these requirements are summarized below for reference:

- To prepare and periodically update a transportation strategy for the Region
- To prepare a regional transportation plan that is consistent with countywide policies, comprehensive plans in the Region, and with state transportation plans.
- To certify transportation elements of comprehensive plans that are adopted within the Region.
- To certify that countywide planning policies and the regional transportation plan are consistent.
- To develop a six-year regional transportation improvement program.
- To advance special needs coordinated transportation through specific opportunities and projects included in the coordinated transit-human services plan.
- To designate a lead planning agency to carry out responsibilities of the organization.
- To review level of service methodologies used by cities and counties planning under GMA.
- To work with other agencies to develop level of service standards or alternative performance measures.
- To submit every four years an updated Public Transit - Human Services plan to the agency council on coordinated transportation
- To submit a prioritized project list every two years.

**General Program Management** - One of the most important achievements of the Peninsula RTPO has been the organization of a regional body that has demonstrated a commitment to regional coordination and solidarity over individual parochial interests. This has been accomplished through respectful, continuous and open communications by all of the participating jurisdictions and agencies, including major employers/producers in the private sector and their members at Peninsula RTPO meetings and their communications.

**Regional Transportation Planning** - The Regional Transportation Planning process continues to evolve and strives to improve upon itself to ensure coordination of planning and implementation by all transportation interests. Transportation planning by nature is a long-term process. Many factors need to be considered, studies conducted, funding allocated and solutions designed before projects can be constructed. The Peninsula RTPO fulfilled the role of facilitating the development of a Regional Transportation Plan (RTP). The current planning year focuses on updating the plan.

During the program year the Peninsula RTPO, in addition to completing the regulatory requirements, participated in or accomplished the following:

- On February 18, 2011, The Executive Council/Policy Board approved the Public Transit/Human Service Plan update for the Peninsula RTPO.
- On September 23, 2011, The Executive Council/Policy Board approved the annual R-TIP/S-TIP project list that had been generated by the local jurisdictions to be forwarded to WSDOT.
- On November 18, 2011, the Executive Council/Policy Board approved the Top 20 Transportation Project list.
- The Regional Transportation Investment Priorities, including transit priorities, were updated for use by the Washington State Transportation Commission
- A Regional Transportation Plan (RTP) subcommittee was convened and met regularly for the purpose of updating the PRTPO RTP.
- Formed a Transit Workgroup which met twice in December 2011 to prepare a priority project list for the Washington State Transportation Commission.
- The Transit Workgroup formulated developed a “Connect Peninsula” proposal to address short and long-term transit needs within the PRTPO.

#### **IV: Key Transportation Issues**

The Peninsula RTPO has articulated the following key regional goals, which support the State Transportation Policy Goals of promoting mobility, safety, preservation, economic vitality, environment, and stewardship:

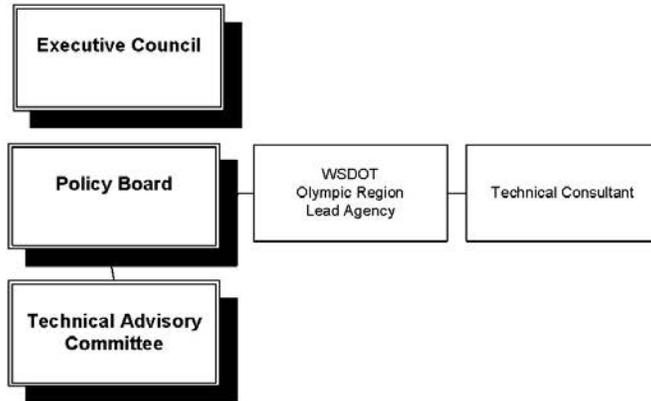
- **Mobility**
  - To move toward an integrated multimodal transportation system that increases travel options, reducing the need to drive alone and vehicle miles traveled.
  - To decrease traffic by encouraging people to travel by some other means than driving alone.

- To use technology-based approaches to address transportation congestion, safety, efficiency and operations.
  - To establish a street and road network that provides for the safe and efficient movement of people and goods while supporting adopted land use goals.
  - To support the creation of transportation facilities and programs that function seamlessly across community borders and between regions.
- **Safety**
    - To promote the safety and security of those who use, operate, and maintain the transportation system.
- **Preservation**
    - To protect investments that have already been made in the transportation system, and keeping life-cycle costs as low as possible.
- **Economic Vitality**
    - To ensure that the design and function of transportation facilities support Peninsula community development visions and that land use supports the Peninsula transportation system.
    - To promote efficient, cost-effective and safe movement of freight in and through the region.
    - To ensure the long-term viability and continued use of existing rail lines in the region for freight.
    - To provide an appropriate level of facilities and services to meet the general aviation needs of residents and businesses in the region.
    - To provide an appropriate level of facilities and services to meet the region's marine transportation needs.
- **Environment**
    - To provide an appropriate level of reliable, effective public transportation options commensurate with the region's evolving needs.
    - To increase the share of all trips made safely and conveniently by biking.
    - To increase the share of all trips made safely and conveniently by walking.
    - To minimize transportation impacts on the natural environment and the people who live and work in the Peninsula Region.
- **Stewardship**

- To invest in and supporting travel needs of youth; elders; people with disabilities, literacy or language barriers.
- To protect the functionality and safety of the Federal and State Highway system on the Olympic Peninsula, especially US 101, as the travel and freight life support of Peninsula communities and economies.
- To encourage public input into regional transportation planning and decision-making process.
- To support the development of performance measures that are efficient to administer, effective in assessing performance and meaningful to the public.
- To work to ensure that transportation revenue supports adopted land use strategies and goals of this plan.

Figure 1

**PENINSULA REGIONAL TRANSPORTATION PLANNING ORGANIZATION  
Organization Chart**



**PRTPO Membership**

**Executive Council**

Clallam County  
 Jefferson County  
 Kitsap County  
 Mason County  
 City of Bainbridge Island  
 Bremerton  
 Forks  
 Port Angeles  
 Port Orchard  
 Port Townsend  
 Poulsbo  
 Sequim  
 Shelton

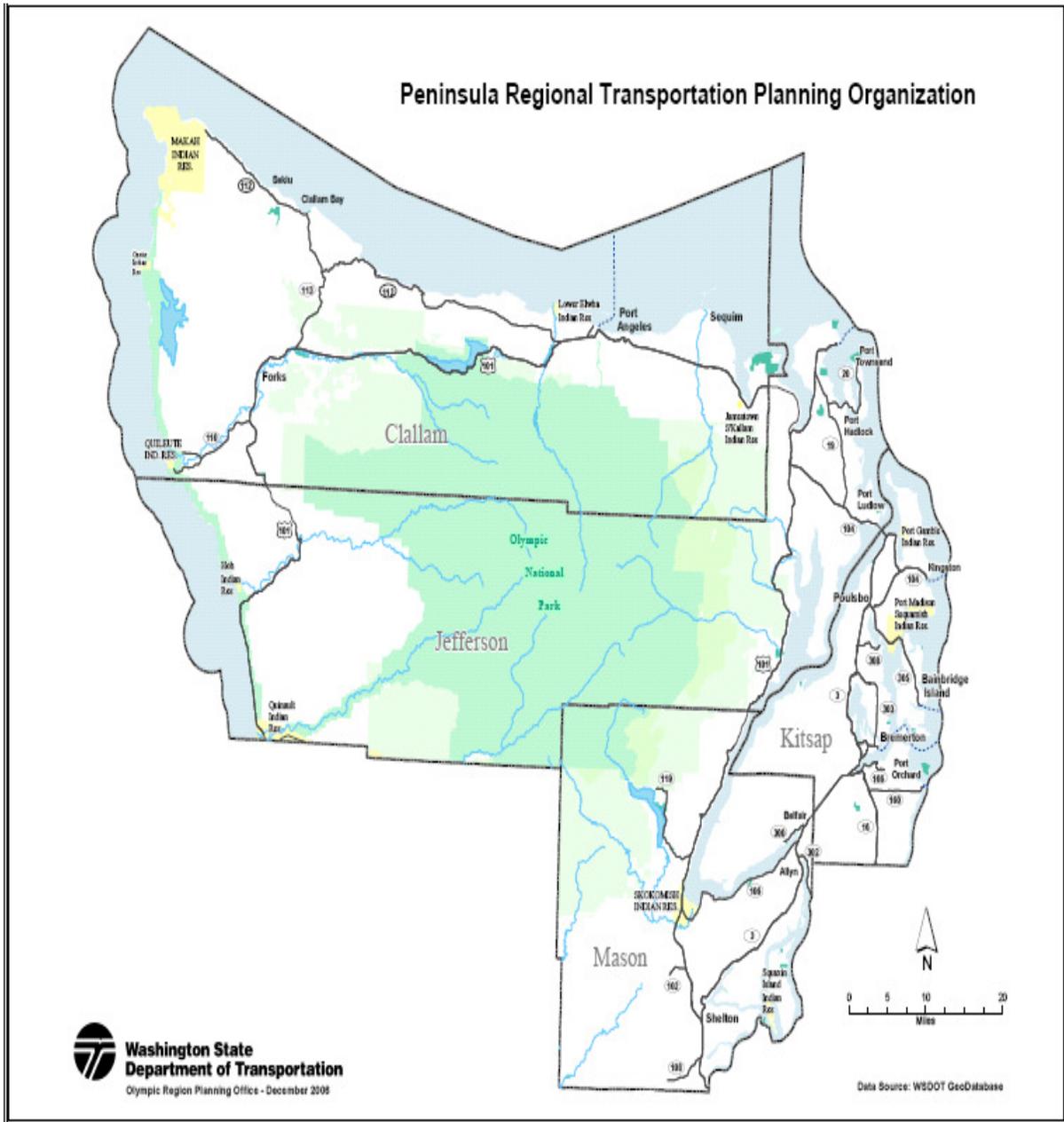
**Policy Board**

Clallam County  
 Jefferson County  
 Kitsap County  
 Mason County  
 City of Bainbridge Island  
 Bremerton  
 Forks  
 Port Angeles  
 Port Orchard  
 Port Townsend  
 Poulsbo  
 Sequim  
 Shelton  
 Clallam County Port Districts  
 Jefferson County Port Districts  
 Kitsap County Port Districts  
 Mason County Port Districts  
 Clallam Transit  
 Jefferson Transit  
 Kitsap Transit  
 Mason Transit  
 WSDOT, Olympic Region  
 Washington State Ferries  
 HOH River Tribe  
 Jamestown S'Klallam Tribe  
 Lower Elwha Klallam  
 Makah Tribe  
 Port Gamble S'Klallam Tribe  
 Quileute Tribal  
 Quinault Nation  
 Skokomish Tribe  
 Squaxin Island Tribe  
 Suquamish Tribe  
 Port Townsend Paper  
 Victoria Clipper  
 Paratransit

**Technical Advisory Committee**

Clallam County  
 Jefferson County  
 Kitsap County  
 Mason County  
 City of Bainbridge Island  
 Bremerton  
 Forks  
 Port Angeles  
 Port Orchard  
 Port Townsend  
 Poulsbo  
 Sequim  
 Shelton  
 Clallam County Port Districts  
 Jefferson County Port Districts  
 Kitsap County Port Districts  
 Mason County Port Districts  
 Clallam Transit  
 Jefferson Transit  
 Kitsap Transit  
 Mason Transit  
 Washington State Ferries  
 HOH River Tribe  
 Jamestown S'Klallam Tribe  
 Lower Elwha Klallam  
 Makah Tribe  
 Port Gamble S'Klallam Tribe  
 Quileute Tribal  
 Quinault Nation  
 Skokomish Tribe  
 Squaxin Island Tribe  
 Suquamish Tribe  
 Port of Hoodspport  
 Paratransit

Figure 2



**PENINSULA REGIONAL TRANSPORTATION PLANNING ORGANIZATION  
PROGRAM YEAR 2013 (SFY 2013- 2014)  
UNIFIED PLANNING WORK PROGRAM**

**Part II: PROGRAM YEAR 2013 - WORK SCOPE**

**I. Introduction**

The Peninsula Regional Transportation Planning Organization (RTPO) maintains an open, respectful and participatory process of communication, coordination and collaboration among its member jurisdictions, agencies and employers. This work program, which has been developed for Program Year 2013 (SFY 2013-2014), will continue to implement the work of this regional planning organization's goals, strategies and programs and respond to the State and Federal planning areas of emphasis.

**II. Work Program Efforts**

**A. General Program Management**

*Purpose and Objectives*

Program Management consists of the tasks to be completed by the lead agency to provide administrative support and management functions to manage and coordinate the regional transportation planning program and fulfill state reporting requirements. Program management functions are those which must be performed to accomplish planning functions identified in this UPWP. As the lead agency, WSDOT Olympic Region Planning Office provides management and staff support for the regional transportation planning process.

*Work Elements*

- 1) Administer the Peninsula RTPO Transportation Planning program:
  - a. By providing administrative support to Executive Council (EC), Policy Board (PB) and Technical Advisory Committee (TAC), to include coordinating and scheduling meetings, and facilitating meeting discussions.
  - b. By providing and coordinating committee support to subcommittees as established by the Peninsula RTPO to address transportation issues as identified by the Peninsula RTPO.
  - c. By preparing and monitoring contracts and work agreements where needed and as deemed necessary to ensure delivery of contracted services or projects.
  - d. By developing and managing program year work plan and budget that is responsive to state and federal planning requirements and/or guidance.
  - e. By preparing program documentation to include but not limited to the UPWP, annual report, etc.

- 2) Facilitate coordinated transportation planning in the region:
  - a. By providing on-going communication and coordination between the Peninsula RTPO, WSDOT, State, and Federal agencies to include participating on the WSDOT MPO/RTPO Coordinating Committee and its appointed subcommittees.
  - b. By coordinating and providing administrative support for the Peninsula RTPO process to implement grant programs, which are administered through the Peninsula RTPO. These programs are primarily funded with federal and state formula grant funds.
  - c. By providing a central point of contact in obtaining and distributing information pertaining to the Peninsula RTPO.
  - d. By participating in MPO/RTPO Coordinating Committee meetings.
- 3) Attend conferences and workshops relating to Peninsula RTPO planning and issues as required.

### *Products*

- Agendas, informational materials, minutes, and facilitated meetings for the Executive Council, Policy Board, and Technical Advisory Committee.
- Occasional special reports, technical memorandums, policy statements, resolutions, letters of support, and other official correspondence prepared on behalf of the organization.
- A Unified Planning Work Program and Annual Report prepared each year in compliance with state guidance.
- Regular reports to the Executive Council, Policy Board, and Technical Advisory Committee about issues discussions at the MPO/RTPO Coordinating Committee.

## **B. Public Education/Information**

### *Purpose and Objectives*

The Peninsula RTPO's central transportation improvement theme for the region is that all transportation improvements enhance the efficiency of the Peninsula Region's existing transportation system. The Peninsula RTPO annually establishes transportation priorities which reflect this major transportation theme.

### *Work Elements*

- 1) Prepare and deliver orientation sessions for new Peninsula RTPO representatives about the Peninsula RTPO, its purpose and efforts through development information packets, etc.

- 2) Prepare, present, and/or facilitate other meetings focused on information sharing about PRTPO activities, priorities, and process.
- 3) Reformat and continuously update the Peninsula RTPO web page to increase its effectiveness to educate and inform the public on the organization as well as disseminating organizational information to the public and Peninsula RTPO members.
- 4) Respond to legislative requests for information, while following state law RCW 42.17A.635 and other agency rules regarding use of state funding in lobbying.

### *Products*

- Informational brochures identifying the RTPO priorities and meeting coordination for outreach and education events and opportunities.
- Meetings, briefings, and presentations to share PRTPO information to interested groups and individuals.
- Public information products, including website updates, meeting minutes and agendas, and special reports.

## **C. Regional Transportation Planning**

### *Purpose and Objectives*

Transportation planning efforts are to maintain and operate a regional transportation planning process that supports effective, respectful and cooperative regional transportation decision-making. Planning efforts encompass long-range comprehensive objectives of local jurisdictions, port districts, transit agencies, tribes, as well as state and federal areas of emphasis.

### *Work Element*

- 1) Develop a new Regional Transportation Plan (RTP) per RCW 47.80.030. This effort includes preparation of the plan, periodic updates to the Executive Council, Policy Board, and TAC, and coordination with the subcommittee of the TAC responsible for oversight of the effort, including preparation of drafts for review, reviewing and addressing comments, and final document layout and production.
- 2) Compile and develop a six-year Regional Transportation Improvement Program (RTIP) per WAC 468.86.160 that is based on programs and projects as identified by local jurisdictions, transit agencies, tribes, and WSDOT within the region. Assist cities, ports, transit agencies, and tribes in developing compatible data for inclusion in the State Transportation Improvement Program (STIP).
- 3) Review new and updated statewide planning documents per WAC 468.86.090(7) to ensure regional issues and policies are addressed. These include, but not limited to, the State Highway System Plan (HSP), the Washington Transportation Plan, State Multimodal Plans, State Freight Plan, and WSDOT Corridor Planning Studies. This work element also includes briefings to the Executive Council and Policy Board about review findings and communications made about the plans.

- 4) Review local jurisdiction and transit comprehensive plans as they are updated per RCW 47.80.026, including countywide planning policies, for consistency with the Regional Transportation Plan. While performing these reviews, implement the adopted review process for certification of local comprehensive plans and maintain the required documentation.
- 5) Support and participate with others in ongoing transportation studies, and in pursuing the implementation of recommendations made in completed studies conducted by WSDOT and other partner jurisdictions throughout the region.
- 6) Continue to maintain current lists of regionally important projects, such as the Regional Investment Priorities List.
- 7) The Peninsula RTPO will stay abreast of the climate change dialog initiated by the Governor's Energy Independence and Climate change Executive Order in order to monitor developments that could affect the RTPO.
- 8) Transportation Strategy Review – Prepare an update to the region transportation strategy that addresses alternative transportation modes and transportation demand management measures in regional corridors, and recommends preferred transportation policies to implement adopted growth strategies, for use in the update of the regional transportation plan. per RCW 47.80.023(1).
- 9) Special Needs Coordination – Perform a review to identify special needs transportation issues in order to inform delivery of the updates to the Regional Transportation Improvement Plan and the Coordinated Transit Human Services Plan.
- 10) Level of Service Methodology Review - Review level of service methodologies used by cities and counties planning under chapter 36.70A RCW to promote a consistent regional evaluation of transportation facilities and corridors per RCW 47.80.023(10).
- 11) Regional travel demand model feasibility study (Phase I) – perform a reconnaissance study on the feasibility and scope of a travel demand model that would build on current efforts, and provide benefits identified as priorities by the organization membership. The work includes research into existing efforts, membership needs, data requirements, options available with respect to systems, operations, and maintenance, and determine potential costs.
- 12) Explore and develop a structure and process under which the PRTPO could collaborate on pursuit grant application(s), especially for the purpose of planning and implementing the proposals for a regionwide, coordinated transit services system, such as the unfunded regional mobility program or Connect Peninsula proposals.

### *Products*

- An updated Regional Transportation Plan for approval by the first quarter of 2013.
- Six-year Regional Transportation Improvement Program (RTIP) and amendments as needed.

- Consistency review and certification of changes to adopted local comprehensive plans, with respect to the Regional Transportation Plan, as required.
- Updated regional investment priorities list(s) as requested by outside sources (Legislature, Transportation Commission, WSDOT, etc.).
- Recommendations for implementation of a regional travel demand model and supporting program for consideration and approval of the Executive Council.
- Recommendation for a structure and process for pursuing one or more grants that could be used to plan and implement a regionwide, coordinated transit services system for consideration and approval of the Executive Council.
- Informational papers and presentations related to the organization's work with respect to transportation planning, including but not limited to plan reviews, special needs coordination, and level of service methodology.

## **D. State and Federal Planning Requirements**

### *Purpose and Objectives*

The Peninsula RTPO must carry out a regional transportation program that complies with all state guidance and planning area of emphasis. Some of these requirements are ongoing while others are annual efforts.

The Peninsula RTPO will work closely with WSDOT, MPOs and other RTPOs in analyzing proposed federal surface transportation act bill elements, attending meetings, participating in conference calls, or reviewing comments to proposed legislation in order to ensure the Peninsula RTPO is kept informed.

### *Work Elements*

- 1) Provide ongoing analysis of organization work efforts to confirm compliance with federal and state guidance and requirements.
- 2) Monitor and participate in the collaborative combined Washington State response to prospective legislation.

### III. Program Year 2013 - Work Budget

Task/Element	Estimated Funding Level	Work Elements
A. General Program Management		
- Meetings and reports	\$38,300	A-1, A-2d
- Coordination, support, conferences	\$6,700	A-2a,b,c and A-3
B. Public Education/Information		
- Orientation sessions	\$1,700	B-1
- Informational products / responses to inquiries	\$1,200	B-2, B-4
- Website updates	\$2,500	B-3
C. Regional Transportation Planning		
- Regional Transportation Plan update	\$37,400	C-1
- RTIP development and prioritization work	\$7,500	C-2
- Plan reviews / other planning activities	\$8,700	C-3 through C-10
- Travel model feasibility (Phase I )	\$8,400	C-11
- Grant application structure and process	\$4,500	C-12
D. State and Federal Planning Requirements	\$1,964	D-1, D-2
<b>Estimated Total Effort</b>	<b>\$118,864</b>	

# PENINSULA REGIONAL TRANSPORTATION PLANNING ORGANIZATION UNIFIED PLANNING WORK PROGRAM

## Part III: UNFUNDED WORK PROGRAM

### I. Introduction

The Regional Transportation Planning work efforts considered by the Peninsula RTPO have been very ambitious and are limited only by funding constraints. In addition, there are other work efforts which the Peninsula RTPO feels are important to the long-range development of the regional transportation system, but which cannot be accomplished because of funding limitations. This element of the Work Program document describes those work items.

### II. Work Program Efforts

#### Regional Transportation Planning

##### *Regional Modeling Capability*

Most of the Peninsula RTPO is tied to US 101, which is the transportation backbone of the Olympic Peninsula. While SR 3 provides the major southern east-west access point between the Olympic and Kitsap Peninsulas for freight and commuters, more development is occurring along U.S. 101 and it is becoming increasingly congested. A modeling capability would allow the region to more effectively correlate land and transportation use on a regional basis. A single region-wide model could be used by all agencies of the organization to evaluate current and future traffic conditions.

The combination of consistent region-wide forecasts based on land use plans and a single region-wide model fundamentally ensures compliance with GMA consistency and requirements since all agencies would be operating with the same assumptions and utilizing the same tools.

##### *Regional Mobility Program*

Implementation of the Regional Transportation Plan would be aided with the establishment of a regional mobility program that makes carless travel easy and attractive for area residents, commuters, and visitors. A successful regional mobility program would:

- Make public transportation the efficient, affordable choice for a variety of trips.
- Partner with transit agencies to implement programs that encourage riding transit.
- Facilitate safe, easy ways to combine healthy travel choices such as walking and cycling with public transportation options.
- Provide travelers the information and tools needed to make the use of public transportation simple.

The Peninsula RTPO supports the development of a comprehensive program for regional mobility and a strategy for implementation that recognizes that the sequencing of the program

components could be subject to funding, partner agency work plans, and other factors. Phase I would be a Feasibility Study that would establish the configuration of a comprehensive program to encourage and facilitate the use of transportation alternatives serving the transportation corridor. The study would engage partners and stakeholders to identify baseline travel conditions and user communities; establish measurable goals and objectives; and identify options for program configuration, strategies, and implementation. Phase II would be the implementation phase of the comprehensive regional mobility program (3 years).