

02TP008



CITY OF RAPID CITY

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PLANNING DEPARTMENT


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MEMORANDUM

To: Rapid City Legal & Finance Committee Members

From: Patsy Horton,  Transportation Planning Coordinator

Date: October 9, 2002

Re: Operations Plan

Attached is the Operations Plan for the Metropolitan Planning Organization for your review and approval at the October 16, 2002, Legal and Finance Committee meeting. The Operation Plan outlines the procedures and requirements of transportation products and plans for the metropolitan transportation planning process.

In June of 2001 during the Title VI review of the MPO Operations Plan, the South Dakota Department of Transportation requested staff separate the public participation and hearing notice section from the Operations Plan. The attached document addresses this request as well as updating various outdated verbiage. Additionally, the Bylaws for the Citizens Advisory Committee, the Technical Coordinating Committee and the Executive Policy Committee have been updated to include email and teleconferencing ability for the committees, as well as updates for committee membership. The committee bylaws, included as companion items, are included for your review and approval.

The Rapid City Area Metropolitan Planning Organization approved the Draft Operations Plan on September 25, 2002. Please feel free to contact me if you have any questions or would like additional information.

STAFF RECOMMENDATION: Staff recommends approval of the Draft Operations Plan as approved by the Rapid City Area Metropolitan Planning Organization.

02TP008

OPERATIONS PLAN

FOR THE RAPID CITY AREA METROPOLITAN PLANNING ORGANIZATION

Prepared by the
City of Rapid City, City of Box Elder
Pennington County and the
South Dakota Department of Transportation

Endorsed by the
Executive Policy Committee
of the
Rapid City Area Metropolitan Planning Organization

In Cooperation
US Department of Transportation
Federal Highway Administration
and the
Federal Transit Administration

Draft September 2002

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DOCUMENT ABBREVIATIONS

ADA	Americans With Disabilities Act
CAC	Citizens Advisory Committee
CFR	Code of Federal Regulations
CTPP	Census Transportation Planning Package
DOT	(United States) Department of Transportation
DENR	Department of Environment and Natural Resources
EPC	Executive Policy Committee
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
ISTEA	Intermodal Surface Transportation Efficiency Act of 1991
L RTP	Long Range Transportation Plan
MPO	Metropolitan Planning Organization
PPP	Public Participation Plan
Products	As used throughout the document refers to any plan, document, special study or project produced by or for the MPO
PTA	Parent Teachers Association
SDCL	South Dakota Codified law
SDDOT	South Dakota Department of Transportation
STIP	State Transportation Improvements Program
TAZ	Traffic Analysis Zone
TEA-21	Transportation Efficiency Act for the 21 st Century
TCC	Technical Coordinating Committee
TIP	Transportation Improvements Program
UPWP	Unified Planning Work Program
USC	United State Code
3-C	Comprehensive, Cooperative and Continuing

INTRODUCTION

Transportation planning has played an important role in the overall development and growth of the city of Rapid City and the surrounding area. This planning has resulted in the development of roads and highways for the safe and efficient movement of vehicular traffic.

The transportation planning process in the Rapid City metropolitan area includes the involvement of local, state and federal governmental agencies, and representative committees. This process results in the development of the transportation planning process.

It is the intent of this Operations Plan to outline the procedures and requirements of transportation products and plans for the metropolitan transportation planning process. This document will guide those involved in the metropolitan transportation planning process by establishing guidelines and procedures for specific transportation related products and plans. In addition, the Operations Plan will highlight the participants involved in the transportation planning process.

The Operations Plan will function as the guide for all transportation products and plans relating to the metropolitan transportation planning process.

METROPOLITAN TRANSPORTATION PLANNING

The Federal Surface Transportation Assistance Act of 1973 required the formation of a Metropolitan Planning Organization (MPO) for any urbanized area with a population greater than 50,000. MPOs were created in order to ensure that existing and future expenditures for transportation projects and programs were based on a comprehensive, cooperative, and continuing (3-C) planning process. Federal funding for transportation projects and programs are channeled through this planning process.

“It is in the national interest to encourage and promote the development of transportation systems embracing various modes of transportation in a manner which will efficiently maximize mobility of people and goods within and through urbanized areas and minimize transportation-related fuel consumption and air pollution” (Intermodal Surface Transportation Efficiency Act of 1991 Section 134 of Title 23). To continue these efforts, on June 9, 1998, the President signed into law PL 105-178, the Transportation Equity Act for the 21st Century (TEA-21) authorizing highway, highway safety, transit and other surface transportation programs for the next 6 years.

TEA-21 builds on the initiatives established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). It combines the continuation and improvement of current programs with new initiatives to meet the challenges of improving safety as traffic continues to increase at record levels, protecting and enhancing communities and the natural environment, and advancing America’s

economic growth and competitiveness domestically and internationally through efficient and flexible transportation.

This effort is underway in all urbanized areas with populations over 50,000 and includes the area around cities that are anticipated to become urbanized within the next 20-year period. In areas with an urbanized population greater than 50,000 a Metropolitan Planning Organization (MPO) shall be designated to coordinate transportation planning activities.

Transportation planning within the Rapid City area has been ongoing since the 1960's, although Rapid City, South Dakota, was not designated as a Metropolitan Planning Organization until 1977. During this time, numerous transportation products and plans have been presented to transportation committees and representatives involved in the metropolitan transportation planning process that strive to address the five core functions of the Rapid City Area MPO:

1. **Establish a setting.** Establish and manage a fair and impartial setting for effective regional decision making in the metropolitan area.
2. **Evaluate alternatives.** Evaluate transportation alternatives, scaled to Rapid City's size and complexity of the Black Hills region, to the nature of our transportation issues, and to the realistically available options. (These evaluations are included in the Unified Planning Work Program (UPWP).
3. **Maintain a Long Range Transportation Plan (LRTP).** Develop and update a long-range transportation plan for the metropolitan area covering a planning horizon of at least twenty years that fosters (a) mobility and access for people and goods, (2) efficient system performance and preservation, and (3) quality of life.
4. **Develop a Transportation Improvement Program (TIP).** Develop a program based on the long-range transportation plan and designed to serve the Rapid City area's goals, using spending, regulating, operating, management, and financial tools.
5. **Involve the public.** Involve the general public and all the significantly affected sub-groups in the four essential functions listed above. This function is addressed separately in the "Public Participation Plan."

Additionally, Section 134 (f) of title 23, U.S.C., "Factors To Be Considered" provides a list of 15 factors that must be considered as part of the planning process for all metropolitan areas. The following factors shall be explicitly reflected in all planning process products:

1. Preservation of existing transportation facilities and, where practical, ways to meet transportation needs by using existing transportation facilities more efficiently;

2. Consistency of transportation planning with applicable federal, state, and local energy conservation programs, goals, and objectives;
3. The need to relieve congestion and prevent congestion from occurring where it does not yet occur;
4. The likely effect of transportation policy decisions on land use and development and the consistency of transportation plans and programs with the provisions of all applicable short- and long-term land use and development plans;
5. Programming of expenditures for transportation enhancement activities as required under 23 U.S.C. 133;
6. The effects of all transportation projects to be undertaken within the metropolitan planning area, without regard to the source of funding;
7. International border crossings and access to ports, airports, intermodal transportation facilities, major freight distribution routes, national parks, recreation areas, monuments and historic sites, and military installations;
8. Connectivity of roads within metropolitan planning areas with roads outside of those areas;
9. Transportation needs identified through the use of the management systems required under 23 U.S.C. 303;
10. Preservation of rights-of-way for construction of future transportation projects, including future transportation corridors;
11. Enhancement of the efficient movement of freight;
12. The use of life-cycle costs in the design and engineering of bridges, tunnels, or pavement;
13. The overall social, economic, energy, and environmental effects of transportation decisions;
14. Expansion, enhancement, and increased use of transit services; and
15. Capital investments that would result in increased security in transit systems.

The involvement of public participation is also an important element of both ISTEA and TEA-21 legislation. This legislation requires that the metropolitan transportation planning process ensures the early and continuing involvement of the

public in the development of transportation plans and transportation improvements programs. This requirement is addressed in a companion document “Public Participation Plan.” Throughout all aspects of the metropolitan transportation planning process, accessibility to the disabled community will be addressed.

Transportation projects utilizing federal transportation funds within the metropolitan transportation planning area may be reviewed and approved by the committee representatives involved in the transportation planning effort. These representatives include local government agencies and affected parties. In addition to these representatives, the metropolitan transportation planning process requires the review of all transportation projects by three committees. A review of the agencies and committees involved in the transportation planning process and their responsibilities is necessary to understand the full role of the metropolitan transportation planning process.

Metropolitan Transportation Planning Process Participants

The geographic boundary for metropolitan transportation planning process activities includes the City of Rapid City, the City of Box Elder, Ellsworth Air Force Base and that portion of Pennington County inside the study area. This area includes not only the existing urbanized area but also sufficient area that may become urbanized within a twenty year horizon covered by the Long Range Transportation Plan. The population within that transportation planning area in 2000 was approximately 80,884 (2000 Census Bureau).

The metropolitan transportation planning process includes the Black Hills Council of Local Governments, City of Rapid City, City of Box Elder, Ellsworth Air Force Base, Pennington County, South Dakota Department of Transportation (SDDOT), Federal Transit Administration (FTA) and the Federal Highway Administration (FHWA). Transportation projects and plans developed by the process participants support the development of transportation activities. These representative agencies each play a vital role in the transportation planning process.

Rapid City Transportation Planning Division

Transportation planning and the expenditure of Federal funds on this activity is the responsibility of the Rapid City Transportation Planning Division. The Transportation Planning Division is the designated recipient of Federal funds for the Metropolitan Planning Organization (MPO). The Rapid City Transportation Planning Division’s role in the overall transportation planning process is committee support, project and plan development, coordination among governmental agencies, and to ensure that the overall process is in compliance with TEA-21 and other federal regulations.

Rapid City Transportation Planning Division’s role in committee support requires staffing the three MPO committees. Staff attends all required committee meetings and

is available to all transportation participants to answer questions and provide information regarding transportation projects or requirements. Transportation Planning Division staff is responsible for committee minutes, agendas, and presentation of products and plans generated by its staff. These products and plans are identified within the Unified Planning Work Program (UPWP) and are redefined on an annual basis.

Communication between all agencies and representatives of the transportation planning process is critical. As the designated staff for the MPO, the Rapid City Transportation Planning Division is responsible for distributing any and all information relevant to transportation planning efforts. This communication assists in the coordination and delivery of transportation products and plans to the committee and agencies involved.

City of Rapid City

The Rapid City Urban Planning and Engineering Divisions also play important roles in the transportation planning process. The Rapid City Urban Planning Division is an active participant in the overall transportation process by way of developing plans and products relating to planning activities. Planning staff attends all transportation committee meetings to respond to any questions that a particular project or plan may have on land use or public transportation in Rapid City and to monitor committee discussions and recommendations. The Urban Planning Division representative provides technical assistance to the Metropolitan Planning Organization as a member of the Technical Coordinating Committee and in the development of selected transportation products.

The Rapid City Engineering Division is an active participant in the overall transportation planning process by way of developing plans and products relating to engineering activities. Engineering staff attends all transportation committee meetings to respond to any questions that a project or plan may have on roadway development or existing vehicular traffic and to monitor committee discussion and recommendations. The Engineering Division's representatives provide technical assistance as members of the Technical Coordinating Committee and in the development of selected transportation products.

Appointed members of the Rapid City City Council also participate in the metropolitan transportation planning process as members of the Executive Policy Committee (EPC). The EPC is the designated MPO policy board for the overall transportation planning process. The EPC has ultimate approval of all products and plans produced by or for the metropolitan transportation planning participants.

City of Box Elder

Transportation planning improvements occurring within the Box Elder city limits also play an important role in the transportation planning process. A Box Elder representative is a member of the Technical Coordinating Committee and provides input in the development of selected transportation products. The Box Elder Mayor also participates in the metropolitan transportation planning process as a member of the Executive Policy Committee.

Pennington County

Transportation improvements occurring outside the Rapid City boundary ultimately affect the residents of Pennington County. As a result, Pennington County is also involved in the transportation planning process. Representatives from Pennington County's Planning Department and Highway Department participate in the transportation planning process as members of the Technical Coordinating Committee. Their representation on this committee allows the county the opportunity to voice concerns or recommendations as they may relate to transportation projects within their jurisdiction.

Appointed members of the Pennington County Commission participate in the metropolitan transportation planning process as members of the Executive Policy Committee. The EPC is the designated MPO policy board for the overall transportation planning process. The EPC has ultimate approval of all products and plans produced by or for the metropolitan transportation planning participants.

Other Participating Agencies

In addition to the local agencies involved in the transportation planning process, the South Dakota Department of Transportation, the Federal Highway Administration, the Federal Transit Administration, Ellsworth Air Force Base, and a representative from Rapid Transit System are involved in the overall transportation planning process.

South Dakota Department of Transportation

The South Dakota Department of Transportation is an active participant of the transportation planning process. The SDDOT staff is represented at all Technical Coordinating Committee and Executive Policy Committee meetings. The SDDOT's involvement in the transportation planning process is mandated by TEA-21 requiring that "...metropolitan planning organizations, in cooperation with the State, shall develop transportation plans and programs for urbanized areas of the State" (Section 134 of title 23 U.S.C., Metropolitan Transportation Planning).

The SDDOT reviews and provides comments on all transportation planning process plans and products developed by the metropolitan transportation planning process as part of the overall technical assistance to the MPO. The SDDOT's review and involvement provides for the cooperative efforts of the transportation planning

process and allows the State to certify to the Federal Highway Administration that the planning process is in conformity with all federal and state laws and regulations.

Federal Highway Administration

The Federal Highway Administration (FHWA) is also a participant of the transportation planning process. The FHWA is involved in the transportation planning process to observe and provide comments on products and plans and as a non-voting member of the Technical Coordinating Committee and non-voting member of the Executive Policy Committee.

The FHWA's involvement in products and plans is limited, in that products and plans adopted by the Executive Policy Committee are sent to FHWA for their information. The FHWA does not approve products or plans produced by the MPO, except for verification of SDDOT's certification of the planning process. Selected products and plans required of the metropolitan transportation planning process have federally mandated guidelines established by the FHWA. These guidelines are monitored by the MPO and SDDOT and coordinated with the FHWA to ensure all applicable State and Federal regulations are followed.

Federal Transit Administration

The passage of TEA-21 requires the MPO to take a closer look at intermodal and multi-modal transportation planning. To achieve this goal, the Federal Transit Administration (FTA) is involved in the overall metropolitan transportation planning process. The MPO shall provide the FTA with copies of products and plans relating to the metropolitan transportation planning process.

Ellsworth Air Force Base

Ellsworth Air Force Base provides technical assistance in the transportation planning process as a member of the Technical Coordinating Committee. Their representation on this committee allows them the opportunity to voice concerns or recommendations as they may relate to transportation projects within their jurisdiction on the development of selected transportation products.

Rapid Transit System

The Black Hills Council of Governments, in cooperation with the MPO, provides public transportation planning within the metropolitan transportation planning process. Public transportation is represented within the metropolitan transportation planning process as a member of the Technical Coordinating Committee. Rapid Transit's work program and activities are reviewed and approved through the metropolitan transportation planning process and are included within the MPO's Transportation Improvements Program.

Metropolitan Transportation Planning Committees

The transportation planning process is represented by three committees through which all transportation products and plans must be presented. The three committees involved in the transportation planning effort within the metropolitan transportation planning area include the Citizens Advisory Committee (CAC), Technical Coordinating Committee (TCC) and the Executive Policy Committee (EPC). These committees review and adopt the necessary transportation products and plans produced by or for the representative participants. Committee participation in the review of transportation products and plans varies due to the roles and responsibilities assigned to each committee.

The Citizens Advisory Committee is the public participation forum for all transportation products and plans. The CAC is represented by various community groups and individuals from within the metropolitan transportation planning study area. Membership can be drawn from any group or organization deemed applicable by its committee members. Members of the CAC may represent different groups or organizations, but are generally representatives of the general public. Vacancies in any of the representative positions are filled by interested citizens or by recommendations from the committee.

The CAC does not have the authority to adopt transportation products or plans. Their role is to provide citizen input into the review of products and plans, and analyze potential impacts as those impacts relate to the citizens of the metropolitan transportation planning area. Upon the CAC's review of products and plans, the committee shall make a recommendation to the Technical Coordinating Committee as to whether the product or plan should be recommended for approval, denial, or accepted.

The Technical Coordinating Committee membership includes staff and other participating agencies responsible for or affected by the implementation of transportation plans, products or improvements. Their role is to assist and advise the policy board on technical matters as they relate to transportation process elements. TCC membership as of the adoption of this Operations Plan included:

- Transportation Planning Process Administration;
- Rapid City Public Works Department, Engineering Division;
- Rapid City Public Works Department, Traffic Engineer;
- Rapid City Public Works Department, Street Division;
- Rapid City Community Development Department;
- Rapid City Regional Airport Administration;
- Rapid City Police Department, Street Division;
- Rapid City Planning Department;
- Pennington County Planning Department;
- Pennington County Drainage Coordinator;
- Pennington County Highway Department;

Pennington County Sheriff's Department, Traffic Division;
City of Box Elder;
Rapid Transit/Black Hills Council of Governments;
Ellsworth Air Force Base;
South Dakota Department of Transportation, Division of Planning and
Engineering
South Dakota Department of Transportation, Division of Air, Rail and Transit;
South Dakota Department of Transportation, Division of Operations, Regional
Engineer
Federal Highway Administration (non-voting)

The TCC does not have the authority to adopt transportation products or plans. Their role is to review products and plans, and analyze the technical aspects as it relates to costs, construction, design or other technical matters and make a recommendation for adoption or acceptance to the Executive Policy Committee. The CAC and TCC play an important role in the review of transportation projects and plans. Without the involvement of these two committees a cooperative, continuing, and comprehensive (3-C) transportation planning process would not occur. It is their responsibility to make recommendations for approval, denial, or acceptance to the policy board regarding documents required of the metropolitan transportation planning process.

The designated MPO policy board for the metropolitan transportation planning process is the Executive Policy Committee. The EPC is responsible for making transportation planning and improvements decisions. The EPC reviews the recommendations of the CAC and TCC prior to making their decision. EPC membership as of the adoption of this Operations plan includes:

Mayor, City of Rapid City;
Mayor, City of Box Elder;
Chairman, Pennington County Commission;
Representative, Rapid City School District;
Representative, South Dakota Transportation Commission;
Representative, Rapid City City Council;
Representative, Pennington County Commission;
South Dakota Department of Transportation, Division of Planning and
Engineering (non-voting);
Federal Highway Administration (non-voting);
Representative, Ellsworth Air Force Base (non-voting)

Representation on the CAC, TCC, and EPC is set forth within their respective bylaws. The CAC, TCC, and EPC generally meet bi-monthly, beginning in January of each year. The CAC, TCC, and EPC generally meet during the day on the third Wednesday of the month. Bylaws for each committee are found in the appendix of this report.

TRANSPORTATION PRODUCTS

The metropolitan transportation planning process's need for products and plans is ever present as the region's population grows and the transportation network expands. These plans and products help guide the continued development of the transportation network and the transportation planning process. Although many products and plans are required before receiving federal transportation funds, these products and plans provide more than just required documentation. The products and plans provide the guidelines and necessary analysis of transportation issues in the metropolitan transportation planning area.

The transportation products and plans required of the metropolitan transportation planning process will be highlighted describing their purpose, contents, and process of operation. This decision of each product and plan will assist in the process of product development, and improve the continuing, cooperative, and comprehensive transportation planning process. Below are the transportation planning efforts carried out within the metropolitan transportation planning process.

Transportation Improvements Program

The purpose of the Transportation Improvements Program (TIP) is to provide a priority listing of transportation projects proposed for construction over a five year period. The TIP represents transportation improvements in the areas of streets and highways, railroads, transit, aviation, and bicycles. Transportation improvement projects for the TIP are developed from the city of Rapid City Capital Improvements Program, Pennington County Highway Department, Rapid Transit System, and the South Dakota Department of Transportation. The projects, for each year, are listed in priority order by funding categories. Transportation projects listed within the TIP must consider the fifteen "Factors to be Considered" as outlined on page 2.

Projects listed within the TIP must adhere to all mandated air quality guidelines. As a result, the TIP must be reviewed and certified by the Department of Environment and Natural Resources (DENR) that the plan complies with all air quality guidelines. The EPC shall certify the findings of the DENR at their August meeting prior to the adoption of the TIP. Air Quality requirements of the TIP are discussed further within this document.

The TIP is required to go before the CAC once, TCC twice, and to the EPC twice before final adoption. The adoption of the TIP will follow the public hearing and committee review guidelines as set forth within the Public Participation Plan.

Development of the TIP begins in May and must be in draft form for presentation and review by the CAC, TCC, and EPC at their July meetings. During the month of August, a public hearing on the draft TIP is held in conjunction with the public hearing process required of the State Transportation Improvements Program (STIP). The STIP public hearing is coordinated by the SDDOT.

The TIP shall be adopted in August during meetings of the TCC and EPC. The adoption of the TIP, by the EPC finishes the procedures required at the local level. After the EPC has adopted the TIP, it must then be approved by the Governor of the State of South Dakota or the Governor's designee. The FHWA and FTA are not required to review and approve the TIP. However, copies of the plan must be submitted for their information. Finally, the TIP is incorporated into the STIP through the actions of the State Transportation Commission at their August meeting.

Periodically, amendments to the TIP may occur. An amendment would occur when a project, not listed within the TIP, is proposed for development. If a project is proposed for development and is not identified within the TIP, the process of including it within the TIP would follow the public hearing and committee review process. Projects listed within the second and third year of the TIP which are proposed to be developed during an earlier year do not require a public hearing, but do require approval of the EPC and the funding agency.

Air Quality Certification

The purpose of the Air Quality Certification is to certify that the transportation projects listed within the TIP are in compliance with the Clean Air Act Amendments of 1990, the South Dakota State Implementation Program, and Environmental Protection Agency guidelines.

The draft TIP must be submitted to the Department of Environment and Natural Resources for their review and certification of compliance with all mandated air quality guidelines. Upon receipt of the department's letter of compliance, the letter shall be presented to the TCC during their August meeting for review and recommendation to the EPC that the MPO's TIP is in compliance with all air quality guidelines.

The EPC shall then concur with the DENR's letter certifying that the TIP is in compliance with all air quality guidelines. This concurrence of the EPC with the findings of the DENR shall take place in conjunction with the adoption of the TIP during the EPC's August meeting and this certification shall be included within the adopted TIP.

MPO Process Certification

The purpose of the MPO Certification Review process is to certify that the activities specified within the UPWP are being carried out; that the MPO and partnership agencies are complying with Section 134 of Title 23; Section 8 of FTA; Clean Air Act Amendment; Title VI of the Civil Rights Act of 1964; Section 1003(b) of ISTEA; provisions of the Americans with Disabilities Act (Chapter I, subchapter E of title 23 CFR, part 450 Planning Assistance and Standards section 450.334); that there is a current Long Range Plan; and that the TIP for the area had been approved by the EPC and the Governor of the State of South Dakota.

Participants of the metropolitan transportation planning process are provided with a questionnaire in June that addresses issues regarding transportation products and activities involved in the transportation planning process. Each participant is responsible for completing the questionnaire which will provide all participants with an assessment of the transportation planning process. Results of the questionnaire are compiled by the MPO and presented to the TCC for their review and recommendation of adoption to the EPC at their August meeting. Final review and adoption of the MPO Process Certification, by the EPC, is required during their August meeting. Upon the EPC's adoption of the MPO certification, the review is submitted to SDDOT for their concurrence and submittal to FHWA and FTA. The FHWA and FTA will then jointly certify that there is continuing, comprehensive, and cooperative transportation planning process in the metropolitan transportation planning area.

Unified Planning Work Program

The purpose of the Unified Planning Work Program (UPWP) is to describe the annual activities, basic planning studies, and the intended goals and products to be accomplished by the participants of the metropolitan transportation planning process, including public transportation activities.

The UPWP highlights the five participants (Rapid City Planning and Engineering Departments, City of Box Elder, Ellsworth Air Force Base, Pennington County, and Black Hills Council of Governments) active in the metropolitan transportation planning process and their work assignments for the upcoming year. In addition, the UPWP identifies funding for the participants and provides total programmed expenditures for each work task. Federal funding for participants of the metropolitan transportation planning process is made available from the Federal Highway Administration and the Federal Transit Administration. The MPO, in cooperation with the State and transit operators, work together cooperatively to describe work activities that will be performed. Components of the UPWP are developed cooperatively between the metropolitan transportation planning participants including the SDDOT, FHWA, and FTA.

The development of work activities and funding assignments to each category is determined through a cooperative effort of all participants involved in the metropolitan transportation planning process. The MPO funding allocation is determined by the SDDOT after the FHWA has made the determination of the overall State allocation. This allocation amount is provided to the MPO by the SDDOT.

The UPWP is required to go before the CAC once, the TCC twice, and to the EPC twice before final adoption of the plan. The adoption of the UPWP will follow the public hearing and committee review guidelines set forth within the Public Participation Plan. The adoption of the UPWP, by the EPC, finishes the procedures required at the local level. After the EPC has adopted the UPWP, the plan shall be presented to the SDDOT, FHWA and FTA for their approval of the plan. The UPWP is then presented to the Transportation Commission for their information. The Secretary of the SDDOT,

acting on the behalf of the Transportation Commission then makes the final approval of the UPWP and enters into a contract with the MPO to fund the UPWP activities.

Amendments to the UPWP may occur throughout the year, resulting from the development of new activities not previously identified within the plan, or the need for additional funding in existing line items. An amendment is requested by the affected participant and coordinated by the MPO for presentation to the TCC and EPC. The TCC must review all amendments and must make a recommendation to the EPC for approval or denial. The EPC shall review the proposed UPWP amendment and the TCC's recommendation prior to making their decision. All amendments must be approved by SDDOT, FHWA and FTA.

The FHWA and FTA review of the UPWP is required and copies of the plan must be submitted to these representative organizations.

Annual Report

The purpose of the Annual Report is to provide citizens of the metropolitan transportation planning area with information regarding transportation projects, plans and issues. Participants of the transportation planning process develop articles pertaining to transportation issues that may ultimately affect local citizens and area roadways. The report is distributed once a year, during the month of March or April, via the local newspaper or through other means of distribution to affected citizens of the metropolitan transportation planning area.

The Annual Report is developed cooperatively between all transportation planning participants. No formal adoption of the annual report is required. However, the final report is formally presented to the CAC, TCC, and EPC for their information and review.

Long Range Plan

The purpose of the Long Range Plan is to provide a plan that addresses transportation issues over a twenty year period. This plan covers short-term as well as long-term transportation activities. These activities include not only local roadway improvements, but also the development of bicycle and pedestrian facilities and transit improvements. In addition, subsection 450.322, Chapter I, subchapter E of title 23 CFR, outlines additional requirements the Long Range Plan must address.

The plan shall be updated at least every five years in attainment areas and every three years in non-attainment areas (Chapter I, subchapter E of title 23 CFR, 450.322). This update shall confirm the validity of the transportation planning process with current and forecasted transportation conditions, land use conditions, and trends.

The Long Range Plan provides the participating transportation planning process agencies with a list of future transportation improvements projects. Short- and mid-term

projects from the Long Range Plan are used to develop the TIP. In addition, major projects listed within the Long Range Plan are programmed into the CAC's and TCC's "project evaluation" review. This project evaluation review provides the committees with an opportunity to review the proposed improvements and select the best transportation alternative suited for the improvement.

Rules outlined under Chapter 1, subchapter E of title 23 CFR, subsection 450.322, identify eleven critical elements that must be included within the Long Range Plan. The plan shall address the 20 year planning horizon. The MPO develops the Long Range Plan, but requires input from all the participants of the transportation planning process.

The plan shall be presented to the CAC once, TCC twice, and to the EPC twice before final adoption of the plan. The adoption of the Long Range Plan will follow the public hearing and committee review guidelines set forth within the Public Participation Plan. Although FHWA and FTA review of the Long Range Plan is not required, copies of the plan must be submitted to these representative organizations.

Operations Plan

The purpose of the Operations Plan is to provide a management document designed to serve as a descriptive guide relating to how the transportation planning process is conducted within the metropolitan transportation planning area. This descriptive guide provides a synopsis of each transportation related product or plan, which participants of the transportation process are involved in its development, and the process of recommendation, adoption, and acceptance of the particular products or plans by the transportation committees.

The Operations Plan shall be updated periodically, to incorporate any changes in the process of transportation products, federal requirements affecting the transportation process, or the overall transportation planning development. The plan, and any subsequent revisions, must be presented before all metropolitan transportation planning committees.

The Operations Plan is required to go before the CAC twice, TCC twice, and the EPC twice before final adoption. The adoption of the Operations Plan will follow the public hearing and committee review guidelines set forth within the Public Participation Plan.

Although FHWA and FTA review of the Operations Plan is not required, copies of the plan must be submitted to these representative organizations.

Socio-Economic Report

The purpose of the Socio-Economic Report is to provide the transportation committees with land use and building permit data for Rapid City. The report includes data summations on residential, commercial and industrial developments; site locations of past year development within the city; and other general development issues. The collection of this data is critical for the preparation of forecasting future growth and travel demands on the transportation network.

The Socio-Economic Report is produced annually. The report must be presented before all three transportation process committees. The acceptance of the Socio-Economic Report will follow the committee review guidelines set forth within the Public Participation Plan.

Pedestrian & Bike Accident Report

The purpose of the Pedestrian & Bike Accident Report is to provide the transportation committees and city staff with information relating to accidents. This information represents the number of accidents as well as their location throughout the city. Location is critical for future consideration of street improvements, hazard elimination projects, as well as for analysis of trends in traffic accident locations. Information is collected using Department of Transportation data and Rapid City Police accident reports.

The Pedestrian & Bike Accident Report is produced annually, and presented to all three transportation process committees. The acceptance of the Pedestrian & Bike Accident Report will follow the committee review guidelines set forth within the Public Participation Plan.

Bikeway/Walkway Plan

The purpose of the Bikeway/Walkway Plan is to provide the transportation committees and affected participants with a general guide to existing and future proposed bicycle trails and routes throughout Rapid City and the surrounding metropolitan transportation planning area. The plan will also address issues regarding state and municipal laws, safety, bicycle trail development standards, the promotion of bicycling, and other related issues. The plan is intended to assist not only the transportation committees, but also the Rapid City Parks & Recreation Department in the development of future bike trails and paths.

The plan will play an important role for bicycling in the Rapid City area due to the availability of transportation enhancement monies from the South Dakota Department of Transportation for the construction of bicycle facilities. The plan will assist the city in identifying potential enhancement projects relating to bicycling.

The Bikeway/Walkway Plan is required to go before the CAC twice, TCC twice, and to the EPC twice before final adoption of the plan. The adoption of the

Bikeway/Walkway Plan will follow the public hearing and committee review guidelines set forth within the Public Participation Plan.

The plan shall be updated periodically by the participants of the metropolitan transportation planning process and interested citizens and shall follow the procedures outlined for the adoption of the overall plan.

Although FHWA and FTA review of the Bikeway/Walkway Plan is not required, copies of the plan must be submitted to these representative organizations.

General Inventories

The purpose of general inventories is to provide for the transportation systems data collection needed in the transportation planning activities. This data collection includes traffic counts, turning movement counts, travel time runs, gap studies, intersection delay studies, sign inventory maintenance, and other data collection as deemed necessary by the participants of the MPO. These inventories also provide the data essential for traffic analysis review.

Data relating to these inventories is collected throughout the year. The data collected will be used in the production of other studies or reports relating to transportation planning in the Rapid City area. Participants of the metropolitan transportation planning process will determine what inventories they will participate in during the development of the UPWP.

Studies and reports produced from the collection of data relating to this activity shall follow the committee review guidelines set forth within the Public Participation Plan.

Special Studies

The purpose of special studies is to provide the participants of the metropolitan transportation planning process with the flexibility to study specific transportation needs or issues. From time to time, participants of the metropolitan transportation planning process may need to undertake special studies that do not specifically relate to a specific section of the UPWP line item or require activity. Metropolitan transportation planning participants may request special studies during the development of the UPWP. All studies shall be agreed upon by the participants of the transportation planning process. Special studies needing immediate attention may be requested through a UPWP amendment.

The content of special studies shall determine whether the product must adhere to public comment and participation requirements and as to whether the EPC must adopt or accept the product. The adoption or acceptance of special studies will follow the public hearing and committee review guidelines set forth within the Public

Participation Plan. The designated MPO committees shall make the determination as to what specific special studies will be adopted or accepted.

Traffic Volume Counts

The purpose of traffic volume counts for the city of Rapid City is to provide committee members and interested parties with counts of area roadways for their analysis in project reviews and committee discussion. The traffic counts are used in the development of project designs as well as in the calibration of the traffic forecasting model.

Rapid City Traffic Engineering and Operations Division, the city of Box Elder and SDDOT are responsible for producing the traffic volume count reports. Traffic count locations and types of traffic counts are coordinated between the city and SDDOT on an annual basis. Every five years the SDDOT will provide a blanket count of the city to help show trends in traffic counts and provide information for needed traffic improvements. The report is an accumulation of all roadway counts collected over a seven year period and is updated annually. The Traffic Volume Counts report will follow the committee review guidelines set forth within the Public Participation Plan.

Systems Management

ISTEA established, and TEA-21 continued with the six system management functions required for all states. The six system management functions include: 1) Pavement Management System; 2) Bridge Management System; 3) Highway Safety Management System; 4) Traffic Congestion Management System; 5) Public Transportation Facilities & Equipment Management System; 6) Intermodal Facilities & Systems Management System. In addition to these six system management functions, a Traffic Monitoring System will be developed by the State in cooperation with the MPO. The development of these system management functions will be the responsibility of the SDDOT. The development and data gathering required of these system management functions shall be done cooperatively with the MPO and the SDDOT. This cooperation will include the direct input in the development of the management systems and in the data gathering required for completion of each system. The SDDOT and MPO shall cooperate towards the expedient collection and completion of required system management functions.

1. Pavement Management System: The purpose of the Pavement Management System is to provide a systematic process that collects and analyzes pavement information used as input in selecting cost-effective strategies for providing and maintaining pavements in a serviceable condition.

2. Bridge Management System: The purpose of the Bridge Management System is to provide a decision support tool that supplies analyses and summaries of data, uses mathematical models to make predictions and recommendations, and provides the means by which alternative policies and programs may be efficiently

considered. This system includes formal procedures for collecting, processing, and updating data, predicting deterioration, identifying alternative actions, predicting costs, determining optimal policies, performing short- and long-term budget forecasting, and recommending projects and schedules within policy and budget constraints.

3. Highway Safety Management System: The purpose of the Highway Safety Management System is to provide a systematic process to ensure that all opportunities to improve highway safety are identified, considered, implemented where appropriate, and evaluated.

4. Traffic Congestion Management System: The purpose of the Traffic Congestion Management System is to provide a systematic process that provides information on transportation system performance to decision makers for selecting and implementing cost-effective strategies to manage new and existing facilities so that traffic congestion is alleviated and the mobility of persons and goods is enhanced.

5. Public Transportation Facilities & Equipment Management System: The purpose of the Public Transportation Facilities & Equipment Management System is to provide a systematic process that collects and analyzes public transportation facilities, equipment, and rolling stock information on an ongoing basis. It provides information for decision makers to select cost-effective strategies for providing and maintaining public transportation facilities, equipment, and rolling stock in a serviceable condition.

6. Intermodal Facilities & Systems Management System: The purpose of the Intermodal Facilities & Systems Management System is to provide an overall better integration of all transportation facilities and systems and that improves the coordination in planning and implementation of air, water, and the various land-based transportation systems.

7. Traffic Monitoring System: The purpose of the Traffic Monitoring System is to provide for the collection, reporting and retention of highway related person and vehicular traffic data, including public transportation on public highways and streets.

The MPO shall determine which management studies will be adopted or accepted. The adoption of system management studies will follow the public hearing and committee review guidelines and the acceptance of system management studies will follow the committee review guidelines set forth within the Public Participation Plan.

The MPO currently produces three documents that will provide a basis for the development of the particular management systems. The documents currently produced by the process participants include the Accident Statistics and Analysis Report, Street Inventory, and the Transportation Systems Management Efficiency Report.

Accident Statistics and Analysis Report: The Accident Statistics and Analysis Report highlights the hazardous vehicular accident locations within Rapid City. This

report is critical in identifying hazardous locations and provides information pertinent for programming safety improvements. This report is important in analyzing intersections and mid-block segments as it relates to accidents. In examining the hazardous locations, solutions for correcting the problem are developed. This report is produced annually and is presented to the metropolitan transportation planning process committees. The acceptance of this report will follow the committee review guidelines set forth within the Public Participation Plan.

Street Inventory Report: The Street Inventory Report provides an annual street inventory and pavement condition assessment for streets within the MPO area. This report is produced annually and is presented to the metropolitan transportation planning process committees. The acceptance of this report will follow the committee review guidelines set forth within the Public Participation Plan.

Transportation Systems Management Efficiency Report: The Transportation Systems Management Efficiency Report describes low-cost, short-range actions which are implemented through the local transportation system to increase efficiency and safety. This report is produced annually and is presented to the metropolitan transportation planning process committees. The acceptance of this report will follow the committee review guidelines set forth within this Operations Plan.

OTHER TRANSPORTATION PROCESSES AND PRODUCTS

In addition to the required transportation planning products and plans, other transportation information is shared between the committees and to the general public. This information provides the committee members and the general public with insight and information useful in their travel throughout the city.

This section of the Operations Plan will highlight some of the other transportation planning products or plans produced by the metropolitan transportation planning process.

South Dakota Highway Construction Cost Index

The purpose of the South Dakota Highway Construction Cost Index is to provide committee members with information regarding current highway construction costs and the costs of related materials. Current costs are compared to the previous year to determine highway construction material cost increases or decreases.

This cost index report is generated by the SDDOT, Division of Planning and Engineering, in July and December of each year. The cost index is presented to the TCC for their information. It is the responsibility of the MPO to distribute this information to the committees. No action is required of the committees.

General Design Criteria with Cost Estimates

The purpose of the General Design Criteria with Cost Estimates report is to provide the metropolitan transportation planning participants with information used for developing sketch cost estimates. The information contained within the report is an accumulation of design cost estimates from the South Dakota Department of Transportation, Rapid City Engineering Department, and Pennington County Highway Department. The information contained within the report is provided to the MPO for distribution to committee members.

Project Evaluation Review (Blue Sheet Review)

The purpose of project evaluation reviews (or blue sheet review) is to determine the general construction parameters of proposed street improvements identified in the Long Range Plan and the Transportation Improvements Program. All proposed major street improvements (including new construction) are presented to the CAC and TCC for their review and recommendation for project design.

All project reviews presented to the committees have alternative roadway designs from which committee members rank their choice of improvement in a hierarchical order. These improvement choices provide the committees with a range of alternatives in determining their recommendation for design of transportation projects.

The first step for a proposed project review is for it to go before the CAC. The CAC is responsible for examining the proposed construction improvement "concept". Information provided to the CAC on the proposed improvement is general. No technical or financial data is provided. The role of the CAC is to examine the proposed project and rank the construction design alternatives provided. When the CAC reviews proposed improvement projects, it is their responsibility to examine the project and act as the "citizen's representative" in determining what improvement should occur based upon the existing or future conditions present within the neighborhood or general area. After the project is reviewed by the CAC, its findings are then reported to the TCC and EPC.

The TCC also examines proposed transportation improvements projects and ranks the construction design alternatives. The TCC is responsible for examining proposed construction improvements on a more "detailed" level. This higher level of detail includes technical data such as project length, Average Annual Daily Traffic, Level Of Service, and construction and benefit costs. After the project is reviewed by the TCC, its findings are then reported to the EPC.

Project review rankings by the CAC and TCC must be presented before the EPC. Project evaluations are not completed by the EPC, rather, the recommended project review rankings by the CAC and TCC are reviewed. It is the responsibility of the EPC to select the desired alternative construction design for the project being reviewed. The selection of the construction design alternative by the EPC can be based upon the

recommendations by the CAC, TCC or by way of additional information provided by metropolitan transportation planning participants. Representatives of the CAC and TCC may be in attendance at the EPC meeting to provide information as to the rationale for their construction design alternative selection. The EPC's selection of the construction design alternative shall then be forwarded to the Rapid City Engineering Department and the SDDOT for programming and design implementation.

All projects being reviewed must be included within the MPO's Long Range Plan. Improvements projects are generally programmed three to ten years in advance of actual construction. Ranking a transportation improvements project from CAC to the TCC takes approximately three months. The EPC's review of proposed transportation improvements projects, ranked by the CAC and TCC, shall occur prior to the projects' final design by the Rapid City Engineering Department or SDDOT.

All major projects developed within the Long Range Plan and TIP that will be utilizing federal transportation funds must be brought before the CAC and TCC for project evaluation review.

Construction Project Updates

The purpose of construction project updates is to provide committee members with information regarding the status of transportation projects soon to be or currently under construction. These updates are the responsibility of the Rapid City Engineering Department and the South Dakota Department of Transportation. Staff participants shall be on hand at all MPO transportation committee meetings to discuss transportation construction projects and answer all questions of committee members.

Transportation Enhancement Projects

ISTEA and TEA-21 included funding for transportation enhancement projects. The transportation enhancement projects eligible for federal funding include:

- (1) Pedestrian or bicycle facilities;
- (2) Acquisition of scenic easements and scenic or historic sites;
- (3) Scenic or historic highway programs;
- (4) Landscaping and other scenic beautification;
- (5) Historic preservation;
- (6) Rehabilitation and operation of historic transportation buildings, structures or facilities, including historic railroad facilities and canals;
- (7) Preservation of abandoned railroad corridors, including conversion for use as bicycle or pedestrian trails;
- (8) Control and removal of outdoor advertising;
- (9) Archaeological planning and research; and
- (10) Mitigation of water pollution due to highway runoff.

All transportation enhancement projects are reviewed and administered by the South Dakota Department of Transportation.

The eligible transportation enhancement activities listed above are meant to go above and beyond the use of typical transportation funding. Proposed transportation enhancement projects from within the MPO area must be presented to all three transportation planning process committees prior to being submitted to SDDOT. Applications submitted from within the MPO area that are not reviewed by the three transportation committees will not be considered by SDDOT for funding. The MPO is responsible for notifying affected governmental agencies within the MPO area in regard to this requirement.

Intergovernmental Cooperation

Communication is a very important element in the transportation process, especially during the development of products and plans. All organizations involved in the transportation planning process work together and share information and ideas relating to transportation products and processes. This cooperation includes the sharing of ideas to better the development of the MPO and committees involved in the transportation planning efforts. Metropolitan transportation planning participants meet bi-weekly to discuss plans and products and events relevant to the planning process. In addition, the designated MPO is responsible for coordinating bi-monthly meetings of the metropolitan transportation planning process committees.

Transportation Development Program (TDP)

The purpose of the Transportation Development Program is to review the current public transportation environment. The document examines implementation of short-range improvements in public transportation service and operations, and provides planning justification for the TIP by laying out a logical plan for expenditures.

This program is produced by the metropolitan transportation planning process participants and will follow the presentation process as other MPO documents.

Traffic Forecasting, Modeling and Analysis

The purpose of traffic forecasting, modeling and analysis within the MPO area is to assist in the orderly development of transportation plans and projects and monitor existing traffic levels. Traffic forecasting and modeling is done by the MPO staff and the South Dakota Department of Transportation. Data collection and retention is the responsibility of all participants of the metropolitan transportation planning process. Work tasks relating to forecasting, modeling, and analysis are highlighted within the Unified Planning Work Program.

Calendar Year Transportation Products & Due Dates

The purpose of this report is to provide the metropolitan transportation planning process participants with a calendar year schedule of all products or plans required for

committee review. In addition to products and plans, the report provides a listing of all meeting dates and times, process products due to committees, project evaluation reviews, and other general information required of the metropolitan transportation planning process committees and participants. This report is provided to all participants during January of each new year.