



Missoula County – City of Missoula
MPO
METROPOLITAN PLANNING ORGANIZATION

Missoula Urban Transportation Planning Process

Public Participation Plan

Prepared by

Development Services Transportation Division

In cooperation with

City Of Missoula

County Of Missoula

Missoula Urban Transportation District

And

Montana Department of Transportation

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Acronyms Used in the Missoula Public Participation Plan

CFR	Code of Federal Regulations
FFY	Federal Fiscal Year
FHWA	Federal Highway Administration
FOIA	Freedom of Information Act
FTA	Federal Transit Administration
HSIP	Highway Safety Improvement Program
LRTP	Long Range Transportation Plan
MAP-21	Moving Ahead For Progress in the 21st Century
M-CAT	Missoula Community Access Television
MDT	Montana Department of Transportation
MPA	Metropolitan Planning Area
MPO	Metropolitan Planning Organization
MUTD	Missoula Urban Transportation District
PPP	Public Participation Plan
TIP	Transportation Improvement Program
TPCC	Transportation Policy Coordinating Committee
TTAC	Transportation Technical Advisory Committee
UPWP	Unified Planning Work Program

1. Introduction

Planning for transportation in a community or region over the long term often requires planners to broker competing interests and negotiate conflicts. Planners must account for population characteristics and trends, while recognizing the values and visions of the citizens they serve. Public participation is an essential element to ascertain the needs of a wide variety of citizens — the private sector, interested parties, educators and parents, public officials, older adults, people with disabilities, the economically disadvantaged, and the traditionally underserved.

The Missoula Metropolitan Planning Organization (MPO) is the regional transportation planning body for the Metropolitan Planning Area (MPA) which includes the City of Missoula and the adjacent urban areas of Missoula County, as shown in Appendix A.

Federal transportation planning law requires formation of MPOs for all urban areas with a population greater than 50,000 (23 CFR 450, Appendix B). Missoula's MPO was designated in 1982 through an Interlocal Agreement between the City of Missoula, Missoula County, Missoula Urban Transportation District (MUTD) and the Montana Department of Transportation (MDT). The agreement established the Transportation Policy Coordinating Committee (TPCC) to act as the governing body for the MPO and its associated staff. The agreement further established the Transportation Technical Advisory Committee (TTAC) to provide technical advice to the TPCC and technical direction to the transportation planning process (Refer to Appendix C).

Under the direction of the TPCC, the MPO is responsible for carrying out the transportation planning process required for the region by 23 CFR 450. Specific MPO responsibilities include, but are not limited to:

- Conducting a continuing, comprehensive, and coordinated (“3-Cs”) transportation planning program for the region;
- Providing for the transportation planning needs of state and local agencies and to assist these agencies in securing federal funds for the region;
- Encouraging cooperation among all levels of government;
- Providing information for government agencies and public and private sector organizations; and
- Ensuring the development and implementation of a fully integrated multimodal transportation plan which meets all federal mandates.

The TPCC and MPO staff believe that planning must be done *with* the public, not *for* the public, and staff and decision-makers should engage with the public and consider the public's concerns and comments when making decisions that will affect the future of all who live and work in the region.

2. Purpose

The purpose of a Public Participation Plan (PPP) is to describe the MPO's typical processes, timelines, and public notification and participation requirements associated with the development of transportation planning documents. The PPP is designed to ensure a proactive public involvement process that guarantees the opportunity for the public to be involved in all phases of the planning process by providing complete information, timely public notice, opportunities for

making comments, full access to key decisions, and early and continuing involvement in developing transportation plans and programs. The PPP has been designed in accordance with Federal Regulations including MAP-21 (Refer to Appendix B). Please refer to Appendix D for definitions of key terms.

3. Benefits of Public Participation

Public participation in the transportation planning process allows the public the opportunity to voice concerns and offer suggestions regarding transportation-related issues. Moreover, it helps educate the public about the technical facets of transportation planning. Public participation also affords transportation professionals and decision-makers the opportunity to see sides of an issue that may be missed when considering a project from a technical view point. Public participation generates meaningful dialogue among technical professionals, local decision-makers and the general public that is vital to achieving consensus, which is desired before moving a project forward. Additional benefits of public participation include:

- Developing a sense of community and ownership
- Identifying issues and concerns that matter most to the citizens
- Fostering trust in transportation planning decision-makers
- Promoting accountability
- Encouraging cooperation and compromise
- Preventing and/or mitigating future conflicts

4. Public Participation Strategy

Eliciting public participation is a high priority for the TPCC, TTAC and the staff of the MPO. Obtaining substantial input and public comment is an essential part of developing and updating the MPO's required transportation planning documents, which consist of the Long Range Transportation Plan (LRTP), the Transportation Improvement Program (TIP), and the Unified Planning Work Program (UPWP), as well as this PPP.

Below are suggested graphic timelines of the process and public participation opportunities that exist during the development of each of the MPO's core programs and plans. Table 1 in Section 5.0 provides a summary of the types of public notification techniques that may be used for the various public participation processes. Section 6.0 describes the required public review periods and notification requirements for updates and amendments to each of the MPO documents described.

Long Range Transportation Plan (LRTP)

The LRTP addresses at least a 20-year planning horizon and includes both long- and short-range strategies/actions that lead to the development of an integrated multi-modal transportation system that facilitates the efficient movement of people and goods. The LRTP must be reviewed and updated every four years in nonattainment areas.

Public meetings, open houses, e-newsletters and other public outreach will occur throughout the LRTP update process. Public involvement (in addition to TTAC and TPCC meetings) will be extensive. The public outreach will be conducted in cooperation with the consultant, if a

consultant is used.

The following timeline provides suggested dates for the start and conclusion of the document development and approval process:

Program	Year 1				Year 2				Year 3				Year 4					
	Quarter				Quarter				Quarter				Quarter					
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4		
LRTP					Prepare Scope of Work		→											
					Prepare Request for Proposal		→											
					Select Consultant													
					Award contract													
					Develop Plan								→					
													Adopt Plan					
					TTAC				→									
Public Comment Opportunities					TPCC				→									

Note: Public meetings, open houses, e-newsletters and other public outreach will occur throughout the LRTP update process. Public involvement (in addition to TTAC and TPCC meetings) will be extensive. The public outreach will be conducted in cooperation with the consultant, if a consultant is used.

Transportation Improvement Program (TIP)

The TIP is developed in cooperation with local, state and federal agencies. The TIP shows a priority list of projects and project segments to be carried out in each five-year period after the initial adoption of the LRTP. The TIP also includes a financial plan that demonstrates how the TIP can be implemented. The TIP is required to cover a scope of at least four years and must be updated at least every four years. Missoula typically updates the TIP annually. Administrative modifications or amendments may occur more frequently.

The following timeline provides suggested dates for the start and conclusion of the document development and approval process:

Program	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
TIP	Call for Projects →					Adopt						
		Prepare Draft →		Review Draft →		State & Federal Review						
Public Comment Opportunities	TTAC											
	TPCC											

Note: Public participation opportunities, in addition to TTAC and TPCC meetings, include the opportunity to submit projects and comments to the MPO during the call for projects period. The call for projects is sent out to the MPO's list of interested parties, advertised in the Missoulian and through electronic media.

Unified Planning Work Program (UPWP)

The UPWP describes transportation planning activities that will occur within the Metropolitan Planning Area during each Federal Fiscal Year (FFY) that runs from October 1st through September 30th. The MPO develops the UPWP annually for review and approval by the various local, state, and federal program participants. The TPCC approves the final UPWP locally and then forwards it to the Montana Department of Transportation (MDT), the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) for final approval.

The UPWP contains work elements such as program support and administration, public involvement and long and short-range planning. Each element describes objectives, accomplishments for the past fiscal year, and planned activities for the next year. Each element identifies the agency responsible for proposed activities and resources needed, including staff hours, dollar amounts and funding sources.

The following timeline provides suggested dates for the start and conclusion of the document development and approval process:

Program	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
UPWP									ADOPT			
					Prepare Draft		Review Draft		State & Federal Review			
Public Comment Opportunities						TTAC						
							TPCC					

Note: Public participation opportunities, in addition to TTAC and TPCC meetings, include the opportunity to submit projects and comments to the MPO during the review period.

Public Participation Plan (PPP)

The PPP may be reviewed annually by staff to determine its effectiveness in assuring full and open access to all and to ensure the MPO is effectively communicating to the public. The Plan will be updated as needed and recommended by staff or TPCC, or in the event that a federal or state regulation pertaining to public involvement is enacted or amended, following a 45-day public review and comment period, as required by federal law.

Revisions to the PPP must be approved by the TTAC and TPCC, as well as by MDT to ensure compliance with applicable federal regulations.

5. Public Outreach Guidelines

The TPCC and MPO staff shall create opportunities for all segments of the community to learn about and engage in discussion of transportation-related issues, particularly those who may be directly impacted by the outcomes of specific recommendations and decisions.

- The TPCC and MPO staff shall inform and educate the public about regional issues using

a variety of means, including but not limited to regular and special meetings, workshops, printed materials, exhibits, open houses, electronic communications and notices. Efforts will be made to take the information to the people by traveling to different parts of the region with issues of regional and sub-regional interest and including the information as part of other general or special interest meetings.

- The TPCC and MPO staff shall identify ways to reach out to certain underrepresented members of the community, who may because of income, location, or other barriers have been unable to fully participate in the process. Outreach efforts may enlist the assistance of civil, social service, faith-based, or political entities to better understand the community and may result in the production of special materials.
- The TPCC and MPO staff shall develop and maintain a list of civic, advocacy, service and other organizations and interested or potentially interested persons to whom to disseminate information about regional transportation planning related activities. (Refer to Appendix E)
- Special efforts shall be made to include members of potentially underserved groups, including minorities, older adults, people with disabilities and low-income populations.
- Whenever possible TTAC and TPCC meetings and outreach events will be held in locations and at times of day that are accessible to residents of low and moderate income neighborhoods and that are accessible to people with disabilities (in compliance with 23 CFR 450.316, Title VI, and Americans with Disabilities Act (ADA) requirements).
- The following statement shall be included in all meeting announcements:

“The City makes reasonable accommodations for any known disability that may interfere with a person’s ability to participate in this meeting. Persons needing accommodation must notify the City Clerk’s Office to make needed arrangements.”

- Reasonable accommodation may include services such as the provision of materials in accessible format, availability of qualified sign language interpreters or readers, etc.

Public Outreach Tools

The following tools may be used as a means of informing the public and soliciting public participation in the decision making process for all major transportation related projects, programs and plans.

Table 1. Public Outreach Techniques

NOTIFICATION & PARTICIPATION TECHNIQUE	LRTP	TIP	UPWP	Other Plans & Projects [†]
Printed Notification	X	X	X	X
Newspaper Advertisement (e.g. legal, display, or other advertising means)	X	X	X	X
Development Services Website	X	X	X	X
E-Communication (e-mail, social media)	X	X	X	X
Interactive web-based tools	X	X	X	X
Mass Mailing				X
Flyers				X
Newsletter	X			
TV/Radio (including Public Service announcements)	X	X	X	X
Public Service Announcements	X	X	X	
Interviews				X
Workshops	X			X
Community Forums	X			X
Public Information Meetings	X	X	X	X
Public Hearings	X	X	X	X
Group Presentations	X	X	X	X
Visualization Techniques	X	X	X	X
Survey	X			X
Publication (hard copy/electronic)	X	X	X	
Information Booths in Key Locations				X
Feedback to Input Givers (e.g. response to comment matrix or other reporting of public comment)	X	X	X	X

[†] The public outreach tools for “other projects” will be appropriate to the type and scope of project.

6. Public Participation Policy

A. General Procedures

To ensure a proactive and effective public participation process that provides complete information, timely notice, full access to key decisions, and that supports early and continuing involvement in developing regional transportation plans and programs, the TPCC, TTAC, and MPO staff will follow these steps to guarantee an opportunity for the public to participate thoroughly in the planning process:

1. All TPCC and TTAC meetings shall be open to the public.
2. Notice of all regularly scheduled TPCC and TTAC meetings shall be provided to *The Missoulian* and other media outlets as appropriate approximately one week (7 days) prior to the meeting. Notice of any additional meetings shall be sent to the media at least 48 hours prior to the meeting.
3. TPCC and TTAC meeting agendas shall be provided on the City of Missoula's website at least 48 hours prior to the meeting.
4. The MPO, TTAC, and TPCC will provide reasonable access to technical and policy information used in the development and amendment of plans and programs. All public records and reports of the Committees' shall be open to inspection and copies may be obtained by any citizen of the State pursuant to the State's Freedom of Information Act (FOIA) and in accordance with the Committees' policies.
5. The MPO, TTAC, and TPCC will consider all public comments received on regional transportation plans or programs. A summary, analysis, and report on the disposition of all comments shall be made a part of the final document.
6. If the TTAC and/or TPCC find the final document to significantly differ from the draft offered for public comment or if it raises new issues, an additional opportunity for public comment will be made available.
7. Whenever possible, the MPO shall coordinate its public participation process with ongoing City, County, MDT and other relevant transportation-related processes to enhance public consideration of transportation-related issues, plans and programs to reduce redundancies and costs.

B. Adoption and Amendment Policies

The following policies outline the requirements for public notification of adoption, major and minor amendments, and administrative modifications to MPO transportation planning documents:

Long-Range Transportation Plan, Transportation Improvement Program, and Public Participation Plan Adoptions and Major Amendments:

All LTRP and TIP adoptions and major amendments, and all PPP adoptions and amendments, shall be reviewed by the TTAC and TPCC before approval. Proposed adoptions of, and major

amendments to, the MPO's LRTP and TIP shall have a minimum 30-day public comment period prior to consideration of approval by the TPCC. Adoptions or amendments (all) to the PPP require a 45-day public comment period. Public notice shall consist of an advertisement or notice in the *Missoulian* newspaper, as well as appropriate electronic media communication, as determined by the Transportation Planning Division Manager. The public notice will include a description of the proposed adoption or major amendment, where copies for review can be obtained, and where and how to provide comments.

These provisions apply to the following:

- Adoption of a new LRTP.
- Adoption of a new TIP.
- Adoption of a new, or amendment to an existing, PPP (applies to all revisions and requires 45-day public comment period).
- Amendments to the LRTP that add, delete, or modify transportation projects identified in the Plan that are regionally significant or federally funded.
- Inclusion into an adopted TIP of new capital improvement projects that meet one or more of the following criteria:
 - Capacity expansion;
 - Acquisition of right of way.
- Removal from an adopted TIP of an existing capital improvement project.

Adoption and Amendment of Other MPO Transportation Planning Documents and Minor Amendments to the Long-Range Transportation Plan and Transportation Improvement Plan:

All adoptions and amendments of other MPO transportation planning documents and minor amendments to the LRTP and TIP shall be reviewed by the TPCC before approval, however TTAC review and the required 30-day public notice period may be waived by the Transportation Planning Division Manager and TPCC Chair only if time constraints exist¹. The action shall be publicly noticed through appropriate electronic media communication, as determined by the Transportation Planning Division Manager, for a period of seven (7) days prior to consideration by the TPCC.

These provisions apply to the following:

- Adoption of a new or amendment to an existing UPWP.
- Inclusion into an adopted TIP of new projects or programs that do not meet one or more of the following criteria:
 - Capacity expansion;
 - Acquisition of right of way.
- Amendments to an adopted TIP that change the total cost of an existing project/program or project/program phase that exceed the following thresholds:

¹ Does not apply for new Congestion Mitigation Air Quality projects, which must be reviewed by TTAC.

<u>Project Cost</u>	<u>Percent Increase in Project Cost</u>
Under \$100,000	30%
\$100,000 - \$500,000	25%
\$500,000 - \$1,000,000	20%
\$1,000,000 - \$2,000,000	15%
Over \$2,000,000	10%

- Changing “Illustrative” projects to funded projects if funds have been received and the TPCC has previously reviewed and acted on the project. Examples include projects funded through Transportation Alternatives (TA), Highway Safety Improvement Program (HSIP) and Transit capital improvement projects into new capital improvement projects provided that the formal funding awards has subsequently been received. All new “Illustrative” projects that seek formal funding must be amended into the TIP using the procedures provided under the Major Amendments Policy.
- Amendments to the LRTP that modify transportation policy, document text, or other material in order to be compliant with federal, state, and/or local regulations and policy.
- Adoption or amendment of any other MPO product or program requiring TPCC approval.

Administrative Approvals:

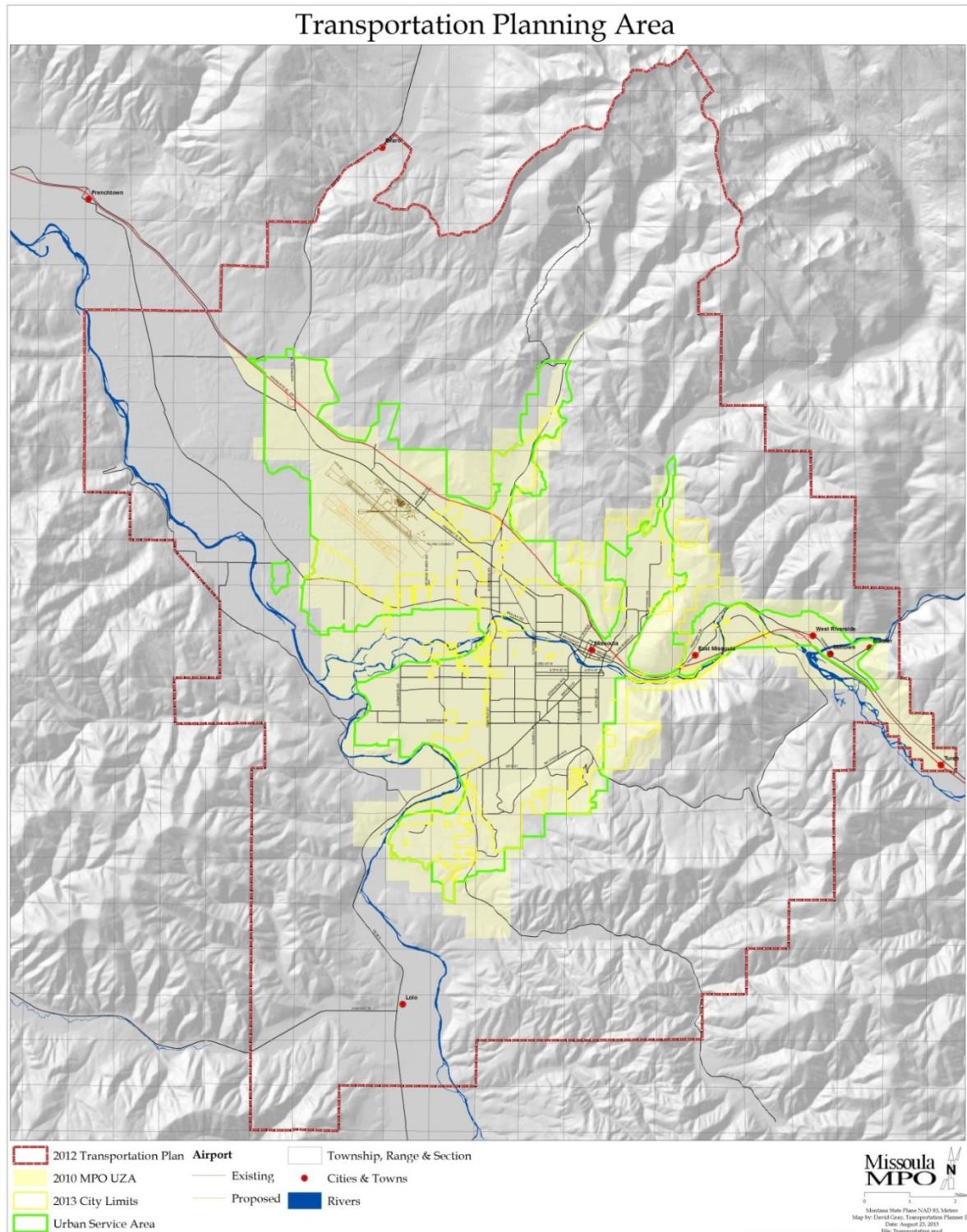
Certain revisions or modifications to MPO documents shall only require administrative approval by the Transportation Planning Division Manager and the TPCC Chair once a Final Notice of five (5) business days has expired without any objection from any TPCC member (see definition of Final Notice below). Such revisions or modifications shall be exempt from review by the TTAC prior to their administrative approval. The minimum 30-day written public comment period shall also be waived for such revisions or modifications. All such revisions or modifications approved under these administrative procedures shall be reported to the TTAC and the TPCC at their next regularly scheduled meetings. These provisions apply to the following actions:

- Modifications to the text or graphics in an adopted TIP that do not affect project costs, scopes or schedules.
- Revisions or modifications to an adopted TIP that change the proposed year for a phase of an existing project.
- Revisions or modifications to an adopted TIP that change the total cost of an existing project/program or project/program phase but that do not exceed the following thresholds:

<u>Project Cost</u>	<u>Percent Increase in Project Cost</u>
Under \$100,000	30%
\$100,000 - \$500,000	25%
\$500,000 - \$1,000,000	20%
\$1,000,000 - \$2,000,000	15%
Over \$2,000,000	10%

- Inclusion into an adopted TIP of new capital improvement projects that are labeled as “Illustrative” because they have not received formal approval for their expected funding source and have time sensitive or emergency related circumstances associated with the revision
- Final Notice: MPO staff shall issue a “Final Notice” by email to all TTAC and TPCC members for eligible administrative approval requests. The message shall contain “Final Notice ” in the subject line, details on the nature of the request, the response requested (objection only), the deadline to respond, and detail the minor amendment process to be taken if any objection is received by MPO staff. The TPCC members (voting members only) will have five (5) business days to respond from the time the Final Notice is issued (TTAC members will receive notification of the proposed administrative approval, but may not vote). Once the Final Notice has expired and no objections from voting TPCC member have been received, the request may be approved by the Transportation Planning Division Manager and TPCC Chair. If an objection is received by any TPCC voting member, then the amendment will be put forth for consideration at the next TPCC meeting and follow the Minor Amendments Policy process.

Appendix A Metropolitan Planning Area



Appendix B

Federal Regulations and Codes Pertaining to Metropolitan Planning Organizations and Public Participation

Excerpts from the Moving Ahead For Progress in the 21st Century Act (MAP-21) Regarding Transportation Planning

H.R. 4348-105 (6) Participation By Interested Parties.—

(A) IN GENERAL.—Each metropolitan planning organization shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan.

(B) CONTENTS OF PARTICIPATION PLAN.—A participation plan—

- (i) shall be developed in consultation with all interested parties; and
- (ii) shall provide that all interested parties have reasonable opportunities to comment on the contents of the transportation plan.

(C) METHODS.—In carrying out subparagraph (A), the metropolitan planning organization shall, to the maximum extent practicable—

- (i) hold any public meetings at convenient and accessible locations and times;
- (ii) employ visualization techniques to describe plans; and
- (iii) make public information available in electronically accessible format and means, such as the World Wide Web, as appropriate to afford reasonable opportunity for consideration of public information under subparagraph (A).

Excerpts from the Code of Federal Regulations (CFR) Regarding Transportation Planning

§450.316 Interested parties, participation, and consultation

(a) The MPO shall develop and use a documented participation plan that defines a process for providing citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with reasonable opportunities to be involved in the metropolitan transportation planning process.

(1) The participation plan shall be developed by the MPO in consultation with all interested parties and shall, at a minimum, describe explicit procedures, strategies, and desired outcomes for:

- (i) Providing adequate public notice of public participation activities and time for public review and comment at key decision points, including but not limited to a reasonable opportunity to comment on the proposed metropolitan transportation plan and the TIP;
- (ii) Providing timely notice and reasonable access to information about transportation issues and processes;
- (iii) Employing visualization techniques to describe metropolitan transportation plans and TIPs;
- (iv) Making public information (technical information and meeting notices) available in electronically accessible formats and means, such as the World Wide Web;
- (v) Holding any public meetings at convenient and accessible locations and times;
- (vi) Demonstrating explicit consideration and response to public input received during the development of the metropolitan transportation plan and the TIP;
- (vii) Seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households, who may face challenges accessing employment and other services;
- (viii) Providing an additional opportunity for public comment, if the final metropolitan transportation plan or TIP differs significantly from the version that was made available for public comment by the MPO and raises new material issues which interested parties could not reasonably have foreseen from the public involvement efforts;
- (ix) Coordinating with the statewide transportation planning public involvement and consultation processes under subpart B of this part; and
- (x) Periodically reviewing the effectiveness of the procedures and strategies contained in the participation plan to ensure a full and open participation process.

(2) When significant written and oral comments are received on the draft metropolitan transportation plan and TIP (including the financial plans) as a result of the participation process in this section or the interagency consultation process required under the EPA transportation conformity regulations (40 CFR part 93), a summary, analysis, and report on the disposition of comments shall be made as part of the final metropolitan transportation plan and TIP.

(3) A minimum public comment period of 45 calendar days shall be provided before the initial or revised participation plan is adopted by the MPO. Copies of the approved participation plan shall be provided to the FHWA and the FTA for informational purposes and shall be posted on the World Wide Web, to the maximum extent practicable.

(b) In developing metropolitan transportation plans and TIPs, the MPO should consult with

agencies and officials responsible for other planning activities within the MPA that are affected by transportation (including State and local planned growth, economic development, environmental protection, airport operations, or freight movements) or coordinate its planning process (to the maximum extent practicable) with such planning activities. In addition, metropolitan transportation plans and TIPs shall be developed with due consideration of other related planning activities within the metropolitan area, and the process shall provide for the design and delivery of transportation services within the area that are provided by:

- (1) Recipients of assistance under title 49 U.S.C. Chapter 53;
- (2) Governmental agencies and non-profit organizations (including representatives of the agencies and organizations) that receive Federal assistance from a source other than the U.S. Department of Transportation to provide non-emergency transportation services; and
- (3) Recipients of assistance under 23 U.S.C. 204.

(c) When the MPA includes Indian Tribal lands, the MPO shall appropriately involve the Indian Tribal government(s) in the development of the metropolitan transportation plan and the TIP.

(d) When the MPA includes Federal public lands, the MPO shall appropriately involve the Federal land management agencies in the development of the metropolitan transportation plan and the TIP.

(e) MPOs shall, to the extent practicable, develop a documented process(es) that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies, as defined in paragraphs (b), (c), and (d) of this section, which may be included in the agreement(s) developed under §450.314.

450.324 Development and content of the metropolitan transportation plan.

- (a) The metropolitan transportation planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon as of the effective date. In nonattainment and maintenance areas, the effective date of the transportation plan shall be the date of a conformity determination issued by the FHWA and the FTA. In attainment areas, the effective date of the transportation plan shall be its date of adoption by the MPO.
- (b) The transportation plan shall include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.
- (c) The MPO shall review and update the transportation plan at least every four years in air quality nonattainment and maintenance areas and at least every five years in attainment areas to confirm the transportation plan's validity and consistency with current and forecasted

transportation and land use conditions and trends and to extend the forecast period to at least a 20-year planning horizon. In addition, the MPO may revise the transportation plan at any time using the procedures in this section without a requirement to extend the horizon year. The transportation plan (and any revisions) shall be approved by the MPO and submitted for information purposes to the Governor. Copies of any updated or revised transportation plans must be provided to the FHWA and the FTA.

- (d) In metropolitan areas that are in nonattainment for ozone or carbon monoxide, the MPO shall coordinate the development of the metropolitan transportation plan with the process for developing transportation control measures (TCMs) in a State Implementation Plan (SIP).
- (e) The MPO, the State(s), and the public transportation operator(s) shall validate data utilized in preparing other existing modal plans for providing input to the transportation plan. In updating the transportation plan, the MPO shall base the update on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity. The MPO shall approve transportation plan contents and supporting analyses produced by a transportation plan update.
- (f) The metropolitan transportation plan shall, at a minimum, include:
 - (1) The projected transportation demand of persons and goods in the metropolitan planning area over the period of the transportation plan;
 - (2) Existing and proposed transportation facilities (including major roadways, transit, multimodal and intermodal facilities, pedestrian walkways and bicycle facilities, and intermodal connectors) that should function as an integrated metropolitan transportation system, giving emphasis to those facilities that serve important national and regional transportation functions over the period of the transportation plan. In addition, the locally preferred alternative selected from an Alternatives Analysis under the FTA's Capital Investment Grant program (49 U.S.C. 5309 and 49 CFR part 611) needs to be adopted as part of the metropolitan transportation plan as a condition for funding under 49 U.S.C. 5309;
 - (3) Operational and management strategies to improve the performance of existing transportation facilities to relieve vehicular congestion and maximize the safety and mobility of people and goods;
 - (4) Consideration of the results of the congestion management process in TMAs that meet the requirements of this subpart, including the identification of SOV projects that result from a congestion management process in TMAs that are nonattainment for ozone or carbon monoxide;
 - (5) Assessment of capital investment and other strategies to preserve the existing and projected future metropolitan transportation infrastructure and provide for multimodal capacity increases based on regional priorities and needs. The metropolitan transportation

plan may consider projects and strategies that address areas or corridors where current or projected congestion threatens the efficient functioning of key elements of the metropolitan area's transportation system;

- (6) Design concept and design scope descriptions of all existing and proposed transportation facilities in sufficient detail, regardless of funding source, in nonattainment and maintenance areas for conformity determinations under the EPA's transportation conformity rule (40 CFR part 93). In all areas (regardless of air quality designation), all proposed improvements shall be described in sufficient detail to develop cost estimates;
- (7) A discussion of types of potential environmental mitigation activities and potential areas to carry out these activities, including activities that may have the greatest potential to restore and maintain the environmental functions affected by the metropolitan transportation plan. The discussion may focus on policies, programs, or strategies, rather than at the project level. The discussion shall be developed in consultation with Federal, State, and Tribal land management, wildlife, and regulatory agencies. The MPO may establish reasonable timeframes for performing this consultation;
- (8) Pedestrian walkway and bicycle transportation facilities in accordance with 23 U.S.C. 217(g);
- (9) Transportation and transit enhancement activities, as appropriate; and
- (10) A financial plan that demonstrates how the adopted transportation plan can be implemented.
 - (i) For purposes of transportation system operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53).
 - (ii) For the purpose of developing the metropolitan transportation plan, the MPO, public transportation operator(s), and State shall cooperatively develop estimates of funds that will be available to support metropolitan transportation plan implementation, as required under §450.314(a). All necessary financial resources from public and private sources that are reasonably expected to be made available to carry out the transportation plan shall be identified.
 - (iii) The financial plan shall include recommendations on any additional financing strategies to fund projects and programs included in the metropolitan transportation plan. In the case of new funding sources, strategies for ensuring their availability shall be identified.
 - (iv) In developing the financial plan, the MPO shall take into account all projects and strategies proposed for funding under title 23 U.S.C., title 49 U.S.C. Chapter 53 or

with other Federal funds; State assistance; local sources; and private participation. Starting December 11, 2007, revenue and cost estimates that support the metropolitan transportation plan must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).

- (v) For the outer years of the metropolitan transportation plan (i.e., beyond the first 10 years), the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.
- (vi) For nonattainment and maintenance areas, the financial plan shall address the specific financial strategies required to ensure the implementation of TCMs in the applicable SIP.
- (vii) For illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the adopted transportation plan if additional resources beyond those identified in the financial plan were to become available.
- (viii) In cases that the FHWA and the FTA find a metropolitan transportation plan to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint; however, in such cases, the FHWA and the FTA will not act on an updated or amended metropolitan transportation plan that does not reflect the changed revenue situation.

(g) The MPO shall consult, as appropriate, with State and local agencies responsible for land use management, natural resources, environmental protection, conservation, and historic preservation concerning the development of the transportation plan. The consultation shall involve, as appropriate:

- (1) Comparison of transportation plans with State conservation plans or maps, if available; or
- (2) Comparison of transportation plans to inventories of natural or historic resources, if available.

(h) The metropolitan transportation plan should include a safety element that incorporates or summarizes the priorities, goals, countermeasures, or projects for the MPA contained in the Strategic Highway Safety Plan required under 23 U.S.C. 148, as well as (as appropriate) emergency relief and disaster preparedness plans and strategies and policies that support homeland security (as appropriate) and safeguard the personal security of all motorized and non-motorized users.

- (i) The MPO shall provide citizens, affected public agencies, representatives of public transportation employees, freight shippers, providers of freight transportation services, private providers of transportation, representatives of users of public transportation, representatives of users of pedestrian walkways and bicycle transportation facilities, representatives of the disabled, and other interested parties with a reasonable opportunity to comment on the transportation plan using the participation plan developed under §450.316(a).
- (j) The metropolitan transportation plan shall be published or otherwise made readily available by the MPO for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web.
- (k) A State or MPO shall not be required to select any project from the illustrative list of additional projects included in the financial plan under paragraph (f)(10) of this section.
- (l) In nonattainment and maintenance areas for transportation-related pollutants, the MPO, as well as the FHWA and the FTA, must make a conformity determination on any updated or amended transportation plan in accordance with the Clean Air Act and the EPA transportation conformity regulations (40 CFR part 93). During a conformity lapse, MPOs can prepare an interim metropolitan transportation plan as a basis for advancing projects that are eligible to proceed under a conformity lapse. An interim metropolitan transportation plan consisting of eligible projects from, or consistent with, the most recent conforming transportation plan and TIP may proceed immediately without revisiting the requirements of this section, subject to interagency consultation defined in 40 CFR part 93. An interim metropolitan transportation plan containing eligible projects that are not from, or consistent with, the most recent conforming transportation plan and TIP must meet all the requirements of this section.

§450.326 Development and content of the transportation improvement program (TIP).

- (a) The MPO, in cooperation with the State(s) and any affected public transportation operator(s), shall develop a TIP for the metropolitan planning area. The TIP shall cover a period of no less than four years, be updated at least every four years, and be approved by the MPO and the Governor. However, if the TIP covers more than four years, the FHWA and the FTA will consider the projects in the additional years as informational. The TIP may be updated more frequently, but the cycle for updating the TIP must be compatible with the STIP development and approval process. The TIP expires when the FHWA/FTA approval of the STIP expires. Copies of any updated or revised TIPs must be provided to the FHWA and the FTA. In nonattainment and maintenance areas subject to transportation conformity requirements, the FHWA and the FTA, as well as the MPO, must make a conformity determination on any updated or amended TIP, in accordance with the Clean Air Act requirements and the EPA's transportation conformity regulations (40 CFR part 93).
- (b) The MPO shall provide all interested parties with a reasonable opportunity to comment on the proposed TIP as required by §450.316(a). In addition, in nonattainment area TMAs, the

MPO shall provide at least one formal public meeting during the TIP development process, which should be addressed through the participation plan described in §450.316(a). In addition, the TIP shall be published or otherwise made readily available by the MPO for public review, including (to the maximum extent practicable) in electronically accessible formats and means, such as the World Wide Web, as described in §450.316(a).

- (c) The TIP shall include capital and non-capital surface transportation projects (or phases of projects) within the boundaries of the metropolitan planning area proposed for funding under 23 U.S.C. and 49 U.S.C. Chapter 53 (including transportation enhancements; Federal Lands Highway program projects; safety projects included in the State's Strategic Highway Safety Plan; trails projects; pedestrian walkways; and bicycle facilities), except the following that may (but are not required to) be included:
 - (1) Safety projects funded under 23 U.S.C. 402 and 49 U.S.C. 31102;
 - (2) Metropolitan planning projects funded under 23 U.S.C. 104(f), 49 U.S.C. 5305(d), and 49 U.S.C. 5339;
 - (3) State planning and research projects funded under 23 U.S.C. 505 and 49 U.S.C. 5305(e);
 - (4) At the discretion of the State and MPO, State planning and research projects funded with National Highway System, Surface Transportation Program, and/or Equity Bonus funds;
 - (5) Emergency relief projects (except those involving substantial functional, locational, or capacity changes);
 - (6) National planning and research projects funded under 49 U.S.C. 5314; and
 - (7) Project management oversight projects funded under 49 U.S.C. 5327.
- (d) The TIP shall contain all regionally significant projects requiring an action by the FHWA or the FTA whether or not the projects are to be funded under title 23 U.S.C. Chapters 1 and 2 or title 49 U.S.C. Chapter 53 (e.g., addition of an interchange to the Interstate System with State, local, and/or private funds and congressionally designated projects not funded under 23 U.S.C. or 49 U.S.C. Chapter 53). For public information and conformity purposes, the TIP shall include all regionally significant projects proposed to be funded with Federal funds other than those administered by the FHWA or the FTA, as well as all regionally significant projects to be funded with non-Federal funds.
- (e) The TIP shall include, for each project or phase (e.g., preliminary engineering, environment/NEPA, right-of-way, design, or construction), the following:
 - (1) Sufficient descriptive material (i.e., type of work, termini, and length) to identify the project or phase;

- (2) Estimated total project cost, which may extend beyond the four years of the TIP;
- (3) The amount of Federal funds proposed to be obligated during each program year for the project or phase (for the first year, this includes the proposed category of Federal funds and source(s) of non-Federal funds. For the second, third, and fourth years, this includes the likely category or possible categories of Federal funds and sources of non-Federal funds);
- (4) Identification of the agencies responsible for carrying out the project or phase;
- (5) In nonattainment and maintenance areas, identification of those projects which are identified as TCMs in the applicable SIP;
- (6) In nonattainment and maintenance areas, included projects shall be specified in sufficient detail (design concept and scope) for air quality analysis in accordance with the EPA transportation conformity regulation (40 CFR part 93); and
- (7) In areas with Americans with Disabilities Act required paratransit and key station plans, identification of those projects that will implement these plans.

(f) Projects that are not considered to be of appropriate scale for individual identification in a given program year may be grouped by function, work type, and/or geographic area using the applicable classifications under 23 CFR 771.117(c) and (d) and/or 40 CFR part 93. In nonattainment and maintenance areas, project classifications must be consistent with the “exempt project” classifications contained in the EPA transportation conformity regulation (40 CFR part 93). In addition, projects proposed for funding under title 23 U.S.C. Chapter 2 that are not regionally significant may be grouped in one line item or identified individually in the TIP.

(g) Each project or project phase included in the TIP shall be consistent with the approved metropolitan transportation plan.

(h) The TIP shall include a financial plan that demonstrates how the approved TIP can be implemented, indicates resources from public and private sources that are reasonably expected to be made available to carry out the TIP, and recommends any additional financing strategies for needed projects and programs. In developing the TIP, the MPO, State(s), and public transportation operator(s) shall cooperatively develop estimates of funds that are reasonably expected to be available to support TIP implementation, in accordance with §450.314(a). Only projects for which construction or operating funds can reasonably be expected to be available may be included. In the case of new funding sources, strategies for ensuring their availability shall be identified. In developing the financial plan, the MPO shall take into account all projects and strategies funded under title 23 U.S.C., title 49 U.S.C. Chapter 53 and other Federal funds; and regionally significant projects that are not federally funded. For purposes of transportation operations and maintenance, the financial plan shall contain system-level estimates of costs and revenue sources that are reasonably expected to

be available to adequately operate and maintain Federal-aid highways (as defined by 23 U.S.C. 101(a)(5)) and public transportation (as defined by title 49 U.S.C. Chapter 53). In addition, for illustrative purposes, the financial plan may (but is not required to) include additional projects that would be included in the TIP if reasonable additional resources beyond those identified in the financial plan were to become available. Starting December 11, 2007, revenue and cost estimates for the TIP must use an inflation rate(s) to reflect “year of expenditure dollars,” based on reasonable financial principles and information, developed cooperatively by the MPO, State(s), and public transportation operator(s).

- (i) The TIP shall include a project, or a phase of a project, only if full funding can reasonably be anticipated to be available for the project within the time period contemplated for completion of the project. In nonattainment and maintenance areas, projects included in the first two years of the TIP shall be limited to those for which funds are available or committed. For the TIP, financial constraint shall be demonstrated and maintained by year and shall include sufficient financial information to demonstrate which projects are to be implemented using current and/or reasonably available revenues, while federally supported facilities are being adequately operated and maintained. In the case of proposed funding sources, strategies for ensuring their availability shall be identified in the financial plan consistent with paragraph (h) of this section. In nonattainment and maintenance areas, the TIP shall give priority to eligible TCMs identified in the approved SIP in accordance with the EPA transportation conformity regulation (40 CFR part 93) and shall provide for their timely implementation.
- (j) Procedures or agreements that distribute suballocated Surface Transportation Program funds or funds under 49 U.S.C. 5307 to individual jurisdictions or modes within the MPA by pre-determined percentages or formulas are inconsistent with the legislative provisions that require the MPO, in cooperation with the State and the public transportation operator, to develop a prioritized and financially constrained TIP and shall not be used unless they can be clearly shown to be based on considerations required to be addressed as part of the metropolitan transportation planning process.
- (k) For the purpose of including projects funded under 49 U.S.C. 5309 in a TIP, the following approach shall be followed:
 - (1) The total Federal share of projects included in the first year of the TIP shall not exceed levels of funding committed to the MPA; and
 - (2) The total Federal share of projects included in the second, third, fourth, and/or subsequent years of the TIP may not exceed levels of funding committed, or reasonably expected to be available, to the MPA.
- (l) As a management tool for monitoring progress in implementing the transportation plan, the TIP should:

- (1) Identify the criteria and process for prioritizing implementation of transportation plan elements (including multimodal trade-offs) for inclusion in the TIP and any changes in priorities from previous TIPs;
- (2) List major projects from the previous TIP that were implemented and identify any significant delays in the planned implementation of major projects; and
- (3) In nonattainment and maintenance areas, describe the progress in implementing any required TCMs, in accordance with 40 CFR part 93.

(m) During a conformity lapse, MPOs may prepare an interim TIP as a basis for advancing projects that are eligible to proceed under a conformity lapse. An interim TIP consisting of eligible projects from, or consistent with, the most recent conforming metropolitan transportation plan and TIP may proceed immediately without revisiting the requirements of this section, subject to interagency consultation defined in 40 CFR part 93. An interim TIP containing eligible projects that are not from, or consistent with, the most recent conforming transportation plan and TIP must meet all the requirements of this section.

(n) Projects in any of the first four years of the TIP may be advanced in place of another project in the first four years of the TIP, subject to the project selection requirements of §450.330. In addition, the TIP may be revised at any time under procedures agreed to by the State, MPO(s), and public transportation operator(s) consistent with the TIP development procedures established in this section, as well as the procedures for the MPO participation plan (see §450.316(a)) and FHWA/FTA actions on the TIP (see §450.328).

(o) In cases that the FHWA and the FTA find a TIP to be fiscally constrained and a revenue source is subsequently removed or substantially reduced (i.e., by legislative or administrative actions), the FHWA and the FTA will not withdraw the original determination of fiscal constraint. However, in such cases, the FHWA and the FTA will not act on an updated or amended TIP that does not reflect the changed revenue situation.

[72 FR 7261, Feb. 14, 2007; 72 FR 11089, Mar. 12, 2007]

Appendix C

Missoula Metropolitan Planning Organization

Committee Structure

The Transportation Policy Coordinating Committee

Membership in the Transportation Policy Coordinating Committee (TPCC) consists of decision-makers on the state and local level. Voting members include two Missoula County Commissioners, the Mayor of Missoula, one Missoula City Council member, one Planning Board member, one member of the Missoula Urban Transportation District (MUTD or Mountain Line) Board, and the Missoula District Administrator for the Montana Department of Transportation (MDT). The District Administrator for the Federal Highway Administration (FHWA) is a non-voting member, as well as a member of the Missoula City/County Health Department. The TPCC holds regularly scheduled meetings the 3rd Tuesday of the month. All meetings of TPCC are open to the public.

Transportation Technical Advisory Committee

The work of Transportation Policy Coordinating Committee is supported by the Transportation Technical Advisory Committee (TTAC), which makes recommendations to the TPCC, who is the decision-making body for the MPO. The TTAC includes technical staff of state and local agencies in the Missoula region, including staff from the City and County of Missoula, MDT, and local transit agency staff. Non-voting members can include, but are not limited to, staff from City and County Parks and Recreation, University of Montana, Missoula Redevelopment Agency, Missoula Airport, and the Specialized Transportation Advisory Committee. The TTAC holds regular monthly meetings the 1st Thursday of the month that are open to the public.

Appendix D

Definition Of Key Terms

Administrative Modification is a minor revision to a long-range statewide or metropolitan transportation plan, Transportation Improvement Program (TIP), or Statewide Transportation Improvement Program (STIP) that includes minor changes to project/ project phase costs, minor changes to funding sources of previously-included projects, and minor changes to project/ project phase initiation dates. An administrative modification is a revision that does not require public review and comment, redemonstration of fiscal constraint, or a conformity determination (in nonattainment and maintenance areas). (CFR 450.104)

Amendment is a revision to a long-range statewide or metropolitan transportation plan, TIP, or STIP that involves a major change to a project included in a metropolitan transportation plan, TIP, or STIP, including the addition or deletion of a project or a major change in project cost, project/ project phase initiation dates, or a major change in design concept or design scope (e.g., changing project termini or the number of through traffic lanes). Changes to projects that are included only for illustrative purposes do not require an amendment. An amendment is a revision that requires public review and comment, redemonstration of fiscal constraint, or a conformity determination (for metropolitan transportation plans and TIPs involving “non-exempt” projects in nonattainment and maintenance areas). In the context of a long-range statewide transportation plan, an amendment is a revision approved by the State in accordance with its public involvement process. (CFR 450.104)

Intermodal means the connection and integration of transportation modes in a way that facilitates smooth transfer of passengers or goods between modes.

Long Range Transportation Plan (LRTP) The LRTP is the official intermodal transportation plan that is developed and adopted through the metropolitan transportation planning process for the metropolitan planning area. The LRTP must encompass at least a 20-year forecast period. In air quality nonattainment and maintenance areas the LRTP must be reviewed and updated at least every four (4) years must be approved by the Metropolitan Planning Organization.

Metropolitan Planning Organization (MPO) Federal regulations implementing MAP-21 identify the MPO as the forum for cooperative transportation decision making. Eight community, energy, safety, environmental and economic planning factors must now be incorporated into long-range planning. Membership in an MPO should include local elected officials, officials of agencies that administer or operate major modes of systems of transportation, e.g., transit operators, sponsors of major local airports, maritime ports, rail operators, etc., and appropriate state officials. Local representation on the MPO policy board and committees should be at a level to encourage maximum involvement in the MPO processes.

Nonattainment area This is a designation by the Environmental Protection Agency (EPA) for any geographic region of the United States where the air quality exceeds the minimum level of

transportation-related pollutants specified in a National Ambient Air Quality Standard (NAAQS).

Transportation Improvement Program (TIP) The TIP is a multi-year program of transportation projects, including major studies, that is consistent with the Missoula Urban Transportation Plan. Federal regulations stipulate that the metropolitan transportation planning process include development of a T IP for the metropolitan planning area by the MPO in cooperation with the State and public transit operators. The TIP must be updated at least every four years and be approved by the MPO and the Governor. The frequency and cycle for updating the Transportation Improvement Plan must be compatible with the State T IP development and approval process. Since the TIP becomes part of the STIP, the T IP lapses when the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) approval for the STIP lapses. In the case of extenuating circumstances, the FHWA and the FTA will consider requests to extend the STIP approval period for all or part of the STIP.

Unified Planning Work Program (UPWP) The UPWP is a written description of major transportation planning activities necessary to develop, establish and implement a management or monitoring system, including identification of responsibilities, resources and target dates for completion of the major activities. Among other things, the UPWP describes all metropolitan transportation and transportation-related air quality planning activities anticipated within the area during the next one or two year period, regardless of funding sources or agencies conducting activities.

Appendix E

Interested Parties and Organizations that Receive Transportation Planning Information

This list includes individuals and civic, advocacy, service and other organizations that receive or have requested that they receive transportation planning information from the MPO.

Adventure Cycling
Air Quality Advisory Committee – Missoula City-County Health Department
Airport Shuttler
ASUM Office of Transportation
Citizen Advocates for a Livable Missoula (CALM)
City Club Missoula
City of Missoula Bicycle-Pedestrian Advisory Board
City of Missoula Development Services
Missoula Area Chamber of Commerce
City of Missoula Neighborhood Councils
Clear Channel Radio
Community Medical Center
Easter Seal Goodwill
Missoula Emergency Services, Inc.
Farmers Market
Five Valley Velo USA Cycling Club
Five Valleys Land Trust
Foster Grandparent Program
Missoula Green Taxi
Head Start
Human Resource Development. Council, District XI
International Student Association
Montana Kaimin
KBGA
Kiwanis
Lutheran Social Services
Missoula Community Access Television (M-CAT)
Meals on Wheels
Mental Health Center
Missoula Advocates for Sustainable Transportation (MAST)
Missoula Aging Services
Missoula Economic Partnership

Missoula Building Industry Association
Missoula City Council
Missoula City-County Health Department
Missoula Public Library Board
Missoula Consolidated Planning Board
Missoula International Airport Authority
Missoula Organization of Realtors
Missoula County Park Board
Missoula County Public Schools
Missoula Developmental Services Corp.
Missoula Downtown Association
Missoula In Motion
Missoula Independent
Missoula Indian Center Chemical Dependency Program
Missoula Institute for Sustainable Transportation.
Missoula Optimists
Missoula Organization of Realtors
Missoula Parking Commission
City of Missoula Parks and Recreation Board
Missoula Ravalli Transportation Management Association (MR TMA)
Missoula Redevelopment Agency (MRA)
Missoula Urban Demonstration Project (MUD)
Missoula Urban Transportation District (Mountain Line)
The Missoulian
Montana Advocacy Program
Montana Asian American Center (MAAC)
Montana Department of Public Health & Human Services (DPHHS)
Montana Motor Carriers' Association, Inc.
Montana People's Action, Inc.
National Association of Railroad Passengers
Newcomers' Club
Northern Rockies Racing
Opportunity Resources, Inc.
Parent Teacher Associations
University of Montana Office of Public Safety
Refugee Assistance Corp.
Rehabilitation Center at Community Med. Ctr.
Retired Senior Volunteer Program (RSVP) at Missoula Ageing Services
Rotary Club
Missoula Senior Citizen Center

Senior Diner Club
Sierra Club
Southgate Mall Merchants Association
Specialized Transportation Advisory Committee (STAC)
St Patrick Hospital
Summit Independent Living Center, Inc.
Transportation Policy Coordinating Committee
Transportation Technical Advisory Committee
Wilderness Society
Yellow Cab, Inc.