



## 1. INTRODUCTION

The Oklahoma Department of Transportation (ODOT), with the help of many stakeholders, has developed the 2015-2040 Oklahoma Long Range Transportation Plan (2015-2040 LRTP), “Moving Oklahoma Forward.” The 2015-2040 LRTP is a policy document that will guide ODOT in the development, management, and operation of a safe and efficient transportation system for the next 25 years.

The 2015-2040 LRTP accomplishes the following:

- Updates ODOT’s planning goals and objectives;
- Develops performance measures that align Oklahoma values with national transportation goals;
- Describes the existing transportation system;
- Examines safety and security issues and current and future environmental impacts;
- Identifies current and future multimodal transportation system needs for the 25-year planning period;
- Anticipates future federal, state, and local transportation revenues; and
- Updates ODOT’s multimodal transportation policies.

ODOT updates the LRTP every five years, and the 2015-2040 LRTP is consistent with the Department’s mission “to provide a safe, economical, and effective transportation network for the people, commerce, and communities of Oklahoma.”

### 1.1. BACKGROUND

Since the adoption of the 2010-2035 LRTP in 2010, great strides have been made in Oklahoma. The state has added over 100,000 new residents between 2010 and 2014; and Oklahoma’s population is expected to reach 3.9 million in 2015.

Employment is projected to reach a total of over 2.2 million jobs in 2015, an increase of 141,000 over the five year period. In 2013, Oklahoma’s jobless rate declined to the lowest level since the onset of the state’s last recession. Oklahoma’s Gross State Product was \$164 billion in 2013 representing an average annual growth of about 2 percent since 2010. This steady growth in population and the economy has had a significant impact on ODOT’s transportation facilities. Oklahoma’s State Highway System<sup>1</sup> continues to experience increased traffic, and ODOT forecasts the system to grow at an average annual rate of 1.24 percent<sup>2</sup> over the next 25 years.

In 2005, the Oklahoma State Legislature approved landmark transportation legislation (HB1078) that has introduced new state revenues to address State Highway System needs. From 1985 to 2005, state transportation funding was flat, which resulted in many years of deferred highway maintenance. By 2005, highway pavements were deteriorating at a rate at which repair costs exceeded available funding, and more than 1,500 state highway bridges were structurally deficient or functionally obsolete. In 2012, additional legislation was passed by the State governing body to provide the funding necessary to significantly reduce the number of structurally deficient bridges and deteriorating road conditions on the State Highway System.

Because of state funding increases, ODOT has dramatically improved bridge conditions on the State Highway and Bridge System. ODOT replaced or rehabilitated 823 bridges between 2006 and 2013. This is an important accomplishment and likely represents more bridge work performed than any other time period in the history of the Department.

Even with recent state funding increases, future needs are greater than projected revenue. ODOT has updated the LRTP to provide strategic guidance to preserve, maintain, and expand the multimodal transportation system to meet future mobility demands of people and goods.

## 1.2. ODOT’S RESPONSIBILITIES AND PARTNERS

ODOT is charged with the planning, design, construction, operation, and maintenance of Oklahoma’s highway system, comprised of 12,265 miles of non-toll interstate highways, U.S. highways, state highways, and 6,828 bridges. ODOT also maintains the 213 miles of state-owned railroads. ODOT administers and assists with a variety of other multi-modal programs including passenger rail, public transit, and

waterways. Additionally, ODOT oversees other state and federal programs directed to the county and city transportation systems.

ODOT is regionally organized with eight field divisions that correspond to the Transportation Commission Districts and a central office located in Oklahoma City. ODOT’s executive staff, field divisions and central office cooperatively interact to plan, construct, and maintain Oklahoma’s highway system.

ODOT is an active partner in additional transportation functions that involve various federal and state agencies, local jurisdictions, and private businesses. Many public and private sector organizations must both fulfill their roles, and cooperate with each other to address the state’s transportation needs.

**Table 1-1, Table 1-2, and Table 1-3** show the responsibilities of the various organizations. A majority of these entities and agencies were represented on three advisory committees that met at two milestones of the 2015-2040 LRTP planning process to provide input. The membership of these committees is described in greater detail in **Chapter 4**.

**Table 1-1. Federal Agency Partners**

Partner	Description
Federal Highway Administration (FHWA)	Provides support through financial and technical assistance to state and local governments for constructing and improving the National Highway System and various federally and tribal owned lands.
Federal Motor Carrier Safety Administration (FMCSA)	Enacts and enforces regulations to improve the safety of the commercial motor vehicle industry.
Federal Railroad Administration (FRA)	Performs duties, which include creating and enforcing rail safety regulations, administering railroad financial assistance programs, and conducting research and development towards improving railroad safety.
Federal Transit Administration (FTA)	Provides financial and technical assistance to urban, rural, and tribal public transportation systems.
U.S. Army Corps of Engineers (USACE)	Maintains waterway channels, locks and dams of the McClellan-Kerr Arkansas River Navigation System.

**Table 1-2. State Agency Partners**

Partner	Description
Oklahoma Aeronautics Commission	Responsible for seeing that the needs of commerce and communities are met by the state’s public airports.
Oklahoma Corporation Commission	Regulates, enforces laws and supervises activities associated with the exploration and production of oil and gas, the storage and dispensing of petroleum-based fuels, the establishment of rates and services of public utilities, and the operation of intrastate transportation.
Oklahoma Department of Commerce	Serves as the primary economic development entity in Oklahoma with the mission to create and deliver high-impact solutions that lead to prosperous lives and communities for all Oklahomans
Oklahoma Department of Human Services	Provides a wide arrange of public assistance programs to help individuals and families, which includes services for persons with development disabilities and persons who are aging.
Oklahoma Department of Rehabilitation Services	Expands opportunities for employment, independent life, and economic self-sufficiency by helping Oklahomans with disabilities bridge barriers to success in the workplace, school, and at home.
Oklahoma Highway Patrol	Provides law enforcement, including enforcement of laws regulating the use of highways and waterways in Oklahoma.
Oklahoma Highway Safety Office	Responsible for promoting highway safety by developing and supporting programs that reduce the number and severity of traffic crashes in Oklahoma.
Oklahoma Turnpike Authority	Responsible for turnpike construction, maintenance, repair, and operations authorized by the state legislature and approved by ODOT.

**Table 1-3. Other Agency and Organization Partners**

Partner	Description
Airports	Provide facilities primarily for the takeoff and landing of aircrafts to transport passengers and/or cargo. Oklahoma has 140 airports that include 113 public airports. These include three primary airports and seven regional airports.
Associations	Serve the common interest of an organized group of people or organizations. Involved associations included the Oklahoma Trucking Association, Oklahoma Railroad Association, Oklahoma Cattleman’s Association, and Oklahoma Aggregates Association.
Chambers of Commerce and Business or Community Organizations	Promote economic development and/or community development for a particular location. Involved organizations included the Asian Chamber of Oklahoma, Central Oklahoma Economic Development District, Greater Oklahoma City Chamber of Commerce, Tulsa Chamber of Commerce, Latino Community Development Agency, and Oklahoma State Chamber of Commerce.
County, City, Town, and Councils of Government	Responsible for major services that include building and maintaining transportation infrastructure such as public roads and bridges, bicycle and pedestrian pathways, and ports.
Intercity Passenger Travel Organizations	Operate and/or has interests in passenger travel between cities. These include AMTRAK, Greyhound, Jefferson Bus Lines, and the Heartland Flyer Passenger Rail Coalition.

**Table 1-3. Other Agency and Organization Partners (continued)**

Partner	Description
Metropolitan Planning Organizations (MPOs)	Work with local governments in an urbanized area to plan and implement transportation improvements for the region. Oklahoma has four MPOs for the following urbanized areas – Lawton, Oklahoma City, Tulsa, and Fort Smith (a bi-state entity in Arkansas and Oklahoma).
Oklahoma Native American Tribes	Oversee tribal transportation infrastructure policy, roads, and transit programs as a sovereign entity. There are 38 Oklahoma Native American Tribes.
Private-sector Companies	Operate trucking/transportation-related businesses for profit with control by private individuals or groups. Companies represented on the Advisory Committees included Chesapeake Energy, Dolese Brothers Company, and McCorkle Truck Lines.
Public Port Authorities	Operate one or more public terminals that provide a range of cargo transfers and storage along with land for industrial development. Oklahoma public ports include the Tulsa Port of Catoosa and Port of Muskogee that are located on the McClellan-Kerr Arkansas River Navigation System.
Public Transit Providers	Provide public transit service, which include 20 rural and five urban entities in Oklahoma. These may be under sponsorship of a Community Action Program, a local government, or regional agency.
Other Transit Entities	Operate and/or have interests in public transit. These include Airport Express and Oklahoma Alliance for Public Transportation.
Railroad Companies	Operate a railroad track or trains. Oklahoma has 3 Class I railroads and 19 Class III or short line railroads.
Urban Leagues	Serve as a nonpartisan civil rights organization. These include the Oklahoma City Urban League and the Tulsa Urban League.
U.S. Military Establishments	Responsible for the operation of national defense weapon system readiness, maintenance/repair/overhaul of Air Force and Navy components, and training of military personnel. These include Tinker Air Force Base and U.S. Army Field Artillery School at Ft. Sill.

The partnerships described in the associated text and tables have provided for a more robust transportation planning process. One purpose of the 2015-2040 LRTP is to identify multimodal needs under ODOT jurisdiction. The 2015-2040 LRTP also identifies transportation needs of its partners to the extent possible. ODOT’s experience has been that “the whole is greater than the sum of the parts” and partnering with other transportation providers has been a useful way to improve system efficiency and services for the people, commerce, and communities in Oklahoma.

**1.2.1. Coordination with Metropolitan Planning Organizations**

One group of partners, the MPOs, shoulders the task of developing Long Range Transportation Plans by following many of the same rules and regulations as the State DOTs. Preparation of the 2015-2040 LRTP was coordinated with Oklahoma’s MPOs through representation on the Plan’s Advisory Committees. Likewise, ODOT is involved in the development and review of the metropolitan area transportation plans to ensure that MPO long range plans are consistent with the State’s Plan. The 2015-2040 LRTP incorporates, by reference, the Long Range Transportation Plans for the Lawton, Oklahoma City, Tulsa, and

Ft. Smith areas. Separate plan documents will be available from each of these entities.

The metropolitan area plans will be available at the following addresses:

- Lawton Metropolitan Area Long Range Transportation Plan  
Lawton Metropolitan Planning Organization  
212 Southwest 9th Street  
Lawton, OK 73501  
[www.lawtonmpo.org](http://www.lawtonmpo.org)  
580-581-3375
- Oklahoma City Regional Transportation Study (OCARTS) Area Plan  
Association of Central Oklahoma Governments (ACOG)  
21 East Main Street, Suite 100  
Oklahoma City, OK 73104  
[www.acogok.org](http://www.acogok.org)  
405-234-2264
- Tulsa Metropolitan Area Long Range Transportation Plan  
Indian Nations Council of Government (INCOG)  
Two West 2nd Street, Suite 800  
Tulsa, OK 74103  
[www.incog.org](http://www.incog.org)  
918-584-7526
- Fort Smith/Frontier Long Range Transportation Plan  
Fort Smith/Frontier Metropolitan Planning Organization  
1109 South 16<sup>th</sup> Street  
Fort Smith, AR 72902  
[www.frontiermpo.org](http://www.frontiermpo.org)  
479-785-1964

These metropolitan areas have varied schedules for their plans, and plan forecast years range between 2040 and 2045. The Lawton MPO completed its 2040 LRTP in early 2015. Oklahoma City and Fort Smith have scheduled Plan updates for 2016. INCOG expects to release the Tulsa area updated plan in 2017.

In addition to embodying goals that are compatible with the State LRTP, the MPO long range plans share other common attributes and requirements:

- Multiple planning factors are addressed;
- State and regional transportation improvement programs must be consistent with long range plans;
- Long range plans are intermodal in scope; and
- Development of long range plans includes public involvement.

### 1.3. FEDERAL REQUIREMENTS

In 2012, the federal surface transportation bill entitled *Moving Ahead for Progress in the 21<sup>st</sup> Century* (MAP-21) was enacted into law. MAP-21 requires states to develop a performance-based long range statewide transportation plan. Each state's plan should include performance measures that will assist the state in making progress towards meeting the national performance goal areas identified in the legislation. These goal areas are safety, infrastructure condition, congestion reduction, system reliability, freight movement and economic vitality, environmental sustainability, and reduced project delivery delays. The 2015-2040 LRTP goals correspond well with the national performance goal areas, and are further discussed in **Chapter 2**.

FHWA is currently in the process of issuing rules to guide the development of performance measures. Once established, the State DOTs and MPOs will use the performance measures as they carry out Federal-aid highway programs and assess system performance. The 2015-2040 LRTP has addressed MAP-21 requirements and, to the extent possible, subsequent rule-making.

### 1.4. ODOT’S 2015-2040 LONG RANGE TRANSPORTATION PLAN PROCESS

The 2015-2040 LRTP’s planning process depicted in **Figure 1-1** involved a number of steps occurring within a one year time period. Public involvement was incorporated throughout this process, and included development of and communication with a stakeholder group, convening three advisory committees (Tribal, Personal Travel, and Freight), hosting public meetings, and sponsoring a project website. The advisory committees met twice, agreeing on the 2015-2040 LRTP’s goals and objectives and providing input on the multimodal policies.

The initial step was the creation of the 2015-2040 LRTP vision, which is intended to guide ODOT’s decisions as it conducts the transportation planning, construction and delivery process in the state. Next, the goals provided more specific desired outcomes that reflect the vision, while the objectives specified actions and activities associated with achieving the goals. The objectives led directly to developing meaningful performance measures, which use quantitative data to assess ODOT’s effectiveness in meeting its goals.

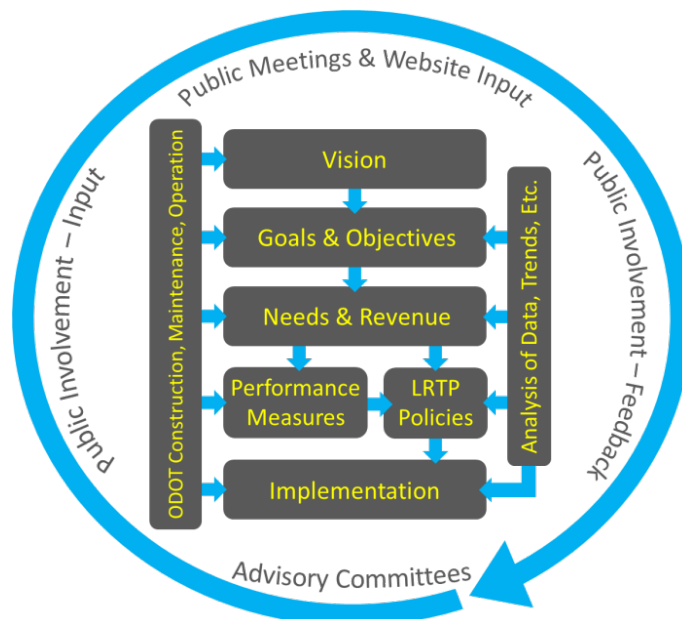
Following goals, objectives and performance measures, current and future needs were identified for Oklahoma’s multimodal transportation system based on analysis of data and trends. This analysis involved information relating to demographics, inventory of existing modes, freight, safety and security, and environment.

Then revenues were projected to illustrate the amount of funding forecasted in comparison to the future transportation needs identified in Oklahoma.

Next, multimodal policies were updated to address Oklahoma’s transportation needs by providing recommendations for the state’s multimodal transportation system.

Finally, implementation consists of incorporating Plan policies and performance measures into ongoing programs such as the State Transportation Improvement Program (STIP) and the Eight Year Construction Work Plan (CWP) to meet the LRTP’s goals and to support the Department’s mission.

**Figure 1-1. ODOT’s 2015-2040 Long Range Transportation Plan Process**



## 1.5. ORGANIZATION OF THE LONG RANGE TRANSPORTATION PLAN DOCUMENT

The 2015-2040 LRTP chapters are organized as follows:

### **Chapter 1 Introduction:**

Describes the 2015-2040 LRTP purpose and planning process. This chapter also discusses LRTP federal requirements, ODOT and partner roles and responsibilities, and LRTP document organization.

### **Chapter 2 Goals and Direction:**

Describes the process to develop the LRTP's vision, goals, and objectives and summarizes the review of relevant documents and policies. This chapter presents how the LRTP goals align with MAP-21 national performance goal areas and planning factors.

### **Chapter 3 Performance Measures:**

Defines 'performance measurement' and its importance under MAP-21. This chapter discusses the criteria for selecting performance measures, provides a summary of the development process, and outlines the recommended performance measures by LRTP goal area.

### **Chapter 4 Stakeholder Outreach:**

Describes the LRTP's public involvement plan, which meets federal participation requirements and encourages public involvement and input in the development of the LRTP. This chapter summarizes the public and stakeholder participation process and results of the various public outreach activities.

### **Chapter 5 Demographic, Socioeconomic, and Land Use Data:**

Summarizes demographic and socioeconomic characteristics and the relationship between transportation and land use. It discusses transportation implications for specific demographic and socioeconomic characteristics and land use.

### **Chapter 6 Existing Transportation System and Conditions:**

Provides an inventory of the transportation system by mode and discusses current conditions.

### **Chapter 7 Economic Conditions and Freight Transportation:**

Discusses the economic profile for Oklahoma. This chapter describes the relationship between the state's demographic and economic conditions and freight demand. It includes a discussion of Oklahoma's freight-related industries and summarizes the current and expected future commodity movements by mode.

### **Chapter 8 Safety, Security, and Environmental Issues :**

Discusses the importance of safety to ODOT including information on U.S. safety trends, and summarizes crash information for Oklahoma. This chapter also includes a discussion about securing critical assets in Oklahoma, and the current mitigation efforts and opportunities relating to the natural and human environment.

### **Chapter 9 Transportation System Needs:**

Summarizes the state's transportation needs by mode from the present to the year 2040.

### **Chapter 10 Estimated Costs and Forecasted Revenues:**

Summarizes 2015-2040 baseline revenue projections.

### **Chapter 11 Policies and Strategies:**

Provides modal policy recommendations, recent accomplishments and challenges, and implementation strategies.

### **Chapter 12 Conclusion:**

Discusses the next steps as a conclusion to the LRTP.

## 1.6. COORDINATION WITH SHORT TERM TRANSPORTATION PROGRAMS AND PLANS

### 1.6.1. State Transportation Improvement Program

Another part of MAP-21 requires states and MPOs to develop short range planning documents, called Transportation Improvement Programs, which are compatible with the long range transportation plan. These short range plans are used to identify all state and/or regional transportation capital expenditures expected during the following four years for projects involving federal funding. Transportation improvement programs prepared by the MPOs for the urban regions are included in the STIP.

### 1.6.2. State Eight Year Construction Work Plan

ODOT administers an Eight Year CWP program that assists the Department in scheduling and conducting the complex engineering, environmental, and right-of-way processes necessary to complete construction projects in a timely fashion. The first four years of the Eight Year CWP are represented in the STIP.

The 2015-2040 LRTP is a broad policy document, whereas the STIP and Eight Year CWP identify the program of specific projects. It is essential that the development of these various Plans and Programs be developed in harmony with each other so that ODOT can efficiently and effectively develop and maintain the transportation system.

## 1.7. ENDNOTES

<sup>1</sup> The State Highway System includes Interstate, U.S., and Oklahoma (State) highways within the State of Oklahoma.

<sup>2</sup> Historic Highway Performance Monitoring System (HPMS) data from Oklahoma and 2012-2032 growth forecasted by ODOT Strategic Asset and Performance Management Division were analyzed to develop planning level forecasts for the 2015-2040 LRTP. Forecasts indicate a compound annual growth rate of 1.08%, which equates to an average annual growth rate of 1.24%.