



October 27, 2021







To: Metropolitan Policy Committee
From: Kelly Clarke, Principal Transportation Planner
Subject: Item 6.b: 2045 Regional Transportation Plan and Congestion Management Process

Action Recommended: Conduct Public Hearing; Provide Feedback to Staff

Purpose

As the Metropolitan Planning Organization (MPO) for the Eugene, Springfield and Coburg urban area, the Central Lane MPO (CLMPO) has been working on an update to the region's Regional Transportation Plan (RTP) and Congestion Management Process (CMP). The intent of this effort is to meet current federal requirements, and support priorities and guidance established by state and local goals and priorities as captured in public and member community feedback and local plans.

Staff presentations to MPC throughout 2020 and early 2021 resulted in MPC guidance and direction regarding the RTP's goals, objectives and performance measures. That direction serves as a framework and sets the tone for what is a major update to both the RTP and CMP. As directed by MPC, the goals in the new draft RTP are:

 <p>TRANSPORTATION CHOICES</p>	<p>People throughout the region have access to affordable, healthy, active, and shared transportation options that safely and conveniently connect them with their destinations while reducing reliance on driving alone and minimizing transportation related pollution.</p>
 <p>SAFETY, SECURITY, AND RESILIENCY</p>	<p>The transportation system is resilient, safe, and secure for people and goods.</p>
 <p>HEALTHY PEOPLE AND ENVIRONMENT</p>	<p>The regional transportation system provides safe and comfortable travel options that support active and healthy living and protect and preserve biological, water, cultural and historic resources. Lower-polluting transportation options are encouraged, and transportation greenhouse gas emissions are reduced.</p>
 <p>EQUITY</p>	<p>The regional transportation system eliminates transportation related disparities and barriers and ensures equitable access to destinations.</p>
 <p>ECONOMIC VITALITY</p>	<p>The transportation system is reliable, affordable, and efficient. It supports the prosperity of people and businesses by connecting them to destinations throughout the region and beyond.</p>
 <p>RELIABILITY AND EFFICIENCY</p>	<p>The region prioritizes a range of travel options to manage and optimize the transportation system and ease congestion so people and goods can reliably and efficiently reach their destinations.</p>
 <p>SYSTEM ASSET PRESERVATION</p>	<p>Strategically preserve, maintain, operate, and plan for current and future system assets to maximize transportation investments.</p>

Note: Goals are not presented in order of importance, nor are they intended to be weighted or prioritized in any context throughout the RTP.

The purpose of this agenda item is to:

1. Provide an overview of the RTP and CMP;
2. Hold a Public Hearing on the draft documents; and
3. Seek MPC feedback and direction.

Background and Discussion

Regional long-range transportation planning is guided by federal requirements. Per 23 Code of Federal Regulations (CFR) § 450.300, the MPO is to carry out a continuing, cooperative, and comprehensive performance-based multimodal transportation planning process, including the development of a long-range transportation plan. The long-range plan must encourage and promote the safe and efficient development, management, and operation of surface transportation systems to serve the mobility needs of people and freight. This includes accessible pedestrian walkways, bicycle transportation facilities, and intermodal facilities such as intercity buses and commuter vanpool providers that support intercity transportation. The long-range plan must foster economic growth and development and take into consideration resiliency needs, while minimizing transportation-related fuel consumption and air pollution.

This RTP update reflects a 2020 base year with a 2045 planning horizon, therefore it is referred to as the 2045 RTP. Prior to May 27, 2018, RTPs were developed using federal transportation bill SAFETEA-LU requirements. This includes the current 2040 CLMPO RTP. After that date, MPOs are required to develop RTPs that comply with the federal requirements resulting from the MAP-21/FAST Act. As such, the draft 2045 CLMPO RTP now complies with MAP-21/FAST Act requirements.

A CMP establishes the process used by the CLMPO to manage congestion as an application of strategies to improve transportation system performance and reliability by reducing the adverse impacts of vehicle congestion on the movement of people and goods. The Federal Highway Administration (FHWA) requires all MPOs that have urban areas with a population of over 200,000, designated as Transportation Management Areas (TMA), to have a CMP. CFR 23CFR450.320(a) and (b), requires that “TMAs shall cooperatively address congestion management through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system...through the use of travel demand reduction and operational management strategies.”

As such, the CMP is a systematic and regional approach for managing congestion with a reliance on transportation options as well as other programs and projects that support walking, biking, transit, rideshare and telecommuting. The CMP is reflective of regional congestion issues as well as the CLMPO area’s regional goals and objectives.

The remainder of this memo provides a summary of the RTP chapters.

Summary of Chapters

Chapter 1: Setting the Stage

- Provides context for the RTP as a federally required document.
- Summarizes the RTP’s public outreach including an online open house; a bilingual survey distributed by Downtown Languages; a travel barriers and benefits survey; discussions with regional advisory groups and committees; outreach to local community organizations; collaboration and coordination with the CLMPO’s regional, state, and federal partners, and MPC feedback and public comment.
- Provides an overview of the region’s multi-modal transportation system.

Chapter 2: Goals, Objectives and Performance Measures

- Establishes the RTP’s
 - Goals – States a desired outcome toward which actions are focused to make progress toward a long-term vision.
 - Objectives – An attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.
 - Performance Measures – Predetermined indicators monitored during the life of the RTP as a method of evaluating the plan’s effectiveness. To provide numerical targets needed to assess plan progression, benchmarks are established for each performance measure at five-year intervals.

- Underlines the importance of this being the CLMPO's first RTP to have a performance-based planning and programming framework and ties the local and federal performance measures to which goals they will help the region to monitor and track progress toward.
- Public input and direction from the MPC guided the development of the goals, objectives and performance measures; many of which are new to the CLMPO's RTP.
- Introduces the Congestion Management Process.

Chapter 3: Regional Assessment

- Contains a summary of the region's activity centers as well as current and trending population and employment growth, demographics, and travel behavior. Given the timing of this RTP update, data for each of these key indicators is from 2018 or 2019. As such it is not representative of COVID-19 impacts. Future RTPs will have available data for us to incorporate and begin to evaluate those impacts and trends.

Chapter 4: Financial Framework

- Provides the RTP's financially constrained funding forecast. Federal law requires the planned transportation investments in the RTP to be financially constrained based on a reasonably foreseeable forecast of future revenues. Like most plans, there are more projects than anticipated revenue. Plans, programs, and projects that are reasonably anticipated to be funded with available revenues through 2045 are listed in the RTP's Project list in Chapter 5. Plans, programs, and projects that are not reasonably anticipated to be funded with available revenues through 2045 are listed in the RTP's Illustrative project list in Appendix J.
- Lists federal, state, and local revenue sources that are anticipated to be available throughout the RTP's 2045 planning horizon.
- Describes possible strategies to address anticipated revenue shortfall.

Chapter 5: Regional Projects

- Provides the range of transportation plans, programs, and projects needed to meet the needs of the region's people and freight through 2045.
- Draws the connection between the RTP and local plans including CLMPO's partners' Transportation System Plans (TSPs). The vast majority of projects in the RTP are also in these local plans as the RTP is set up to support local and state efforts.
- Highlights the regional priority to maintain and preserve the existing transportation system; protecting the significant investments already made.
- Prioritizes safety, equity, economic vitality, and support of bicycle, public transportation (transit), and pedestrian modes of travel.
- Introduces planning projects including:
 1. Development of a regional Active Transportation Plan. The intent is to address some of the public comments received through the RTP process but outside of the RTP scope and create a more regional approach towards bicycle and pedestrian connections and terminology.
 2. A planning effort, potentially led by the CLMPO, to identify and prioritize a regionally accepted and catalogued network of Regional Emergency Transportation Routes that provide connectivity to critical infrastructure, essential facilities, Statewide Lifeline Routes, population centers, and vulnerable

communities. The intent is to enhance the region's resiliency in the face of seismic activity, and potentially other natural hazards.

Chapter 6: Measuring Plan Outcomes

- Reports the comprehensive evaluation of the RTP's performance using the regional and federal performance measures. The performance-based planning and programming framework establishes an effective way to understand the consequences and benefits of investment and programming decisions.
- Presents the analysis for each of the regional performance measures and indicates the projected outcomes of implementing the RTP's fiscally constrained project list.
- Explains some of the limitations the CLMPO staff experienced in implementing this framework and analyzing the measures. Most notably that regional efforts in the CLMPO focus heavily on programmatic efforts like the Safe Lane Coalition and Transportation Options as well as localized projects that are not captured in a regional travel model. These efforts have the potential to produce positive outcomes and to steer the region towards our goals but are difficult to quantify and measure, especially through 2045. Future RTP efforts will continue to evaluate the measures and to explore other tools to help us quantify them.

Chapter 7: The Future of the Region

- Concludes the RTP and identifies trends that may influence future planning efforts.

List of Appendices

- A. Consultation and Cooperation
- B. Congestion Management Process
- C. Federal Planning Factor 9 White Paper
- D. Federal Planning Factor 10 White Paper
- E. RTP Public Involvement Plan
- F. RTP Public Outreach Summary
- G. 2020 Travel Behavior and Barriers Survey Report
- H. Environmental Analysis
- I. Air Quality Conformity Determination Report
- J. Illustrative Project List
- K. Travel Model Estimation Report
- L. Land Use Model Documentation Draft

Public Involvement

A public comment period on the draft RTP and CMP is currently open and will close November 30, 2021.

Public outreach was conducted throughout the RTP update process as described in the public outreach summary (Appendix F).

Transportation Planning Committee Recommendation

At the October 21st meeting of the MPO's staff advisory Transportation Planning Committee (TPC) there was unanimous support of the draft materials and a recommendation to release for public comment and a Public Hearing.

Next Steps

Staff will return to MPC in December to recommend MPC approval of a Resolution adopting the RTP and CMP.

Action Recommended: Conduct Public Hearing; Provide Feedback to Staff

Attachments

- 1.