

Appendix C: *TransPlan* Update Process Documentation

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Overview

TransPlan represents a comprehensive and integrated approach to transportation planning, encompassing extensive public involvement; a broad range of technical analyses and studies; and the expertise of staff, consultants, public officials, and stakeholders. Through consideration of these three types of input—public perception, technical analysis, and expert knowledge—local elected and appointed officials provided policy direction throughout the *TransPlan* update process.

- **Public perception** of a variety of topics, including transportation issues, alternative methods for addressing those issues, and staff conclusions and recommendations was obtained through a wide range of broad-based and focused public involvement techniques.
- **Technical analyses** results were generated by the travel forecasting model and a number of studies conducted during the update process. The results of these planning efforts allowed staff to draw informed conclusions about the alternative strategies for addressing transportation issues.
- **Expert knowledge** was obtained from staff, consultants, elected and appointed officials, stakeholders, and other contributors to the *TransPlan* update process. The primary roles of experts are to interpret the meaning and relevance of technical analyses, evaluate the implications of policy alternatives, and present alternatives or make recommendations based on judgment and experience.

TransPlan is the result of an update process with four phases. The timeline at the end of this appendix details the events that have occurred in each of the phases.

Phase I: Issues Identification

The first phase began in June 1992 with broad-based public involvement efforts that focused on publicizing the beginning of the *TransPlan* update process and identifying issues, needs, and concerns of area residents. Techniques included two community workshops, presentations, a survey, and newsletters. Based on public input, staff compiled a preliminary list of issues to address. The main issues were:

- The challenges of accommodating a growing population with diverse needs and interests;
- The challenges of improving transportation options;
- The region's increasing reliance on the automobile;
- Existing land use patterns that favor auto use over other forms of transportation;
- The challenges of maintaining mobility given increasing levels of traffic congestion; and
- Federal and state policies that mandate integrated transportation and land use planning, reduced traffic congestion and vehicle miles traveled per person, and increased use of alternative modes.

After identifying the issues, preliminary goals and objectives were developed to guide the *TransPlan* update process.

Phase II: Alternatives Development

The second *TransPlan* phase began in July 1993 and focused on identifying a range of strategies to address the issues identified in Phase I. Public involvement work in Phase II was centered around the stakeholder process. The stakeholder symposiums facilitated the participation of a wide range of interest groups in the *TransPlan* update and contributed to establishment of a broad-based consensus on issues, priorities, and solutions. Most stakeholders who participated in the symposiums also served on task forces and focus committees. Other public involvement efforts included a community workshop, a strategies survey, a visual preference survey, newsletters, and land use planning events.

Opportunities for addressing the transportation-related issues were categorized into three fundamental components of transportation planning: transportation demand management (TDM), land use measures (LUM), and transportation system improvements (TSI). TDM reduces the demand placed upon the transportation system by redistributing or eliminating vehicle trips and encouraging the use of alternative modes. Changing travel behavior improves performance of transportation facilities and reduces the need for additional road capacity. LUM focus on the relationship between land use and transportation by encouraging development patterns that reduce the need for autos, reduce trip lengths, and support the use of alternative modes. Balanced land use patterns allow growth to occur without the congestion and deteriorating road conditions experienced in many metropolitan regions. TSI focuses on the supply side of transportation. TSI strategies include the full range of system improvements from improving the capacity and efficiency of the existing system to the construction or expansion of a new facility. TSI strategies are not limited to improvements for the automobile but also incorporate system improvements, expansion, and construction for transit, bicycles, and pedestrians.

The concept of integrated transportation planning requiring a balance of the three components was presented to stakeholders at the first symposium in November 1993. After the symposium, stakeholder task forces studied strategies and identified those that seemed most effective and that might have the best opportunities for implementation in the Eugene-Springfield area. The strategies under consideration were presented to the public for review and comment at the third community workshop in May 1994.

Through consideration of the stakeholder task forces' recommendations and input from citizens and public officials, plan concepts were developed. In fall 1994, a survey was mailed to over 90,000 households to collect citizen input on the types of strategies that were considered by the stakeholder task forces. The preliminary plan concepts were reviewed with stakeholders at the second symposium in April 1995.

In 1995, a stakeholder focus committee reviewed and refined goals and objectives for the *TransPlan* update process. The committee's work resulted in the *TransPlan Update Interim Goals and Objectives*, which were approved by the Metropolitan Policy Committee in December 1995.

Phase III: Alternatives Evaluation and Draft Plan Direction

The third *TransPlan* phase began in October 1995 and focused on developing and evaluating alternative plan concepts and obtaining direction on the policy framework for the draft plan. The preliminary plan concepts underwent an iterative evaluation, review, and refinement process, which was shaped by input from citizens, stakeholders, public officials, staff, and results of technical studies and the travel forecasting model. A series of focus groups were conducted with community members and business representatives in December 1995 and May 1996 to obtain feedback on the alternative plan concepts. Additionally, a community survey on the alternative plan concepts was conducted in spring 1996 with a random sampling of 500 Eugene and Springfield residents. In May 1996, two community workshops provided citizens with additional opportunities to review and comment on the alternative plan concepts.

The alternative plan concepts that resulted from the refinement process represented staff's efforts to develop a range of plan concepts that responded to the stated preferences of citizens, stakeholders, and public officials; addressed legislative requirements; and progressed towards achieving the *TransPlan Update Interim Goals and Objectives*. These alternative plan concepts are summarized as:

Plan Concept #1: The **Base Case** contained strategies that were essentially an extension of current transportation and land use conditions and trends. The concept served as a point of reference from which to gauge the effectiveness of the other plan concepts.

- Plan Concept #2: The ***Demand Management Emphasis*** plan concept contained higher levels of demand management strategies and lower levels of land use and system improvement strategies.
- Plan Concept #3: The ***Land Use Emphasis*** plan concept contained higher levels of land use strategies and lower levels of demand management and system improvement strategies.
- Plan Concept #4: The ***System Changes Emphasis*** plan concept contained higher levels of system improvement strategies and lower levels of land use and demand management strategies.
- Plan Concept #5: The ***Equal Emphasis*** plan concept attempted to strike a balance between the three strategy categories.
- Plan Concept #6: The ***Transportation Planning Rule Vehicle Miles Traveled Goal Compliance*** plan concept emphasized demand management and system improvement strategies to meet the Transportation Planning Rule goal of reducing vehicle miles traveled by 10 percent over current conditions by the year 2015.

Stakeholders reviewed the alternative plan concept strategies and provided their recommendations on preferred strategies to include in a plan concept at the third symposium in August 1996. After the third symposium, staff reviewed prior policy direction and public input, stakeholder recommendations that arose from the symposium, and technical analyses findings in an effort to develop a plan concept that contained strategies that could provide the framework for the draft *TransPlan*.

The plan concept developed by staff provided the outline for the *Policy Makers' Decision Package for Draft Plan Direction* (Decision Package) (November 1996). This document contained a recommended set of strategies that comprised the guiding framework for the draft *TransPlan*. Staff presented the Decision Package to the Eugene, Springfield, and Lane County planning commissions. The planning commission recommendations were forwarded to Eugene City Council, Springfield City Council, Lane County Board of Commissioners, and Lane Transit District Board for consideration. In April 1997, each of these bodies approved a set of strategies as the guiding framework for development of the draft *TransPlan*.

Phase IV: Draft Plan Development, Review, and Adoption

The purpose of public review of the draft plan was to obtain input on the plan contents from citizens and appointed and elected officials. The fourth and final phase began in May 1997 and has included developing, reviewing, and revising the draft plan, and ultimately adoption of the final plan. The draft *TransPlan* was reviewed in winter and spring 1998. Copies of the draft plan were distributed to interested parties including the Eugene and Springfield city councils; Lane County Board of Commissioners; Lane Transit District Board; Eugene, Springfield, and Lane County planning commissioners; Lane County Roads Advisory Committee; *TransPlan* Stakeholders; key local agency staff; and media. Notice of the availability of the draft *TransPlan* at locations throughout the metro area and an announcement of the Open Houses were mailed to the *TransPlan* mailing list (about 1,300 recipients). Display advertisements in local newspapers informed the public that the draft *TransPlan* was available for public review. Press releases and direct contact with media encouraged newspaper, radio, and television coverage of the release of the draft plan. *TransPlan* staff was available to make presentations to *TransPlan* stakeholder groups, civic organizations, and neighborhood associations.

After *TransPlan* was released to the public, the review and adoption process was combined with the Metropolitan Residential Lands and Housing Study. This coordinated process allowed the public to review and comment on these studies' recommendations, including their inter-relationship and for the planning commissions and elected officials to consider these comments and take action. Both *TransPlan* and the Residential Lands Study are proposing amendments to the *Metro Plan*.

Two coordinated open houses for *TransPlan* and the Residential Lands and Housing Study were held in February 1998. The Springfield, Eugene, and Lane County Planning Commissions and the Lane County Roads Advisory Committee held two joint public hearings beginning in April 1998. In addition, the cities of Eugene and Springfield each held an individual public hearing. After the four public hearings were held and the written comment period closed, the Springfield, Eugene, and Lane County planning commissions and the Lane County Roads Advisory Committee held two joint worksessions. Also, 21 individual worksessions were held among the four advisory bodies.

After considering the oral and written testimony submitted by the public, these advisory bodies made recommendations to their respective elected officials. Individual and joint public hearings will be held in June 1999 before the Eugene and Springfield city councils, the Lane County Board of Commissioners, and the Lane Transit District Board. Following the public hearings, local officials will meet separately to deliberate and make decisions. After the local jurisdictions approve the updated *TransPlan*, the Lane Council of Governments' Board will ratify the plan.

***TransPlan* Public and Adopting Official Review**

General Public

The May 1999 Revised Draft *TransPlan* went through an extensive public and adopting official review. A variety of techniques were used to inform and involve the public including direct mail, broad distribution of *TransPlan*, web site information, direct contact in-person and via e-mail, Metro TV, distribution of *TransPlan* summary to all Register-Guard, Springfield News and Business Week subscribers, display ads, news releases, active contact with print, radio and television media, public comment periods, and public hearings. Throughout the deliberations of the Revised Draft *TransPlan* by the adopting officials, the public was informed of all meetings and any opportunities for public comment.

TransPlan adopting officials opened the public record on May 1, 1999 and closed it on October 29, 1999. Public hearings were conducted on September 29, 1999 and October 20, 1999 in which approximately 685 people submitted testimony in the form of an oral presentation at one of the two public hearings, e-mail testimony, by letter, or by petition. *TransPlan* staff prepared a response to the public testimony, which was provided to the adopting officials and the general public.

TransPlan adoption officials re-opened the *TransPlan* public record from January 25, 2000 to March 31, 2000 to allow the public to submit additional testimony. The *TransPlan* public record was re-opened again from August 10, 2000, to October, 6, 2000, to all the public the opportunity to provide written testimony on the Alternative Plan Performance Measures. In addition, the Department of Land, Conservation and Development, opened up their public comment period to allow the residents of the Eugene-Springfield area to comment directly to the Land, Conservation and Development Commission on the Alternative Plan Performance Measures.

Adopting Official Review

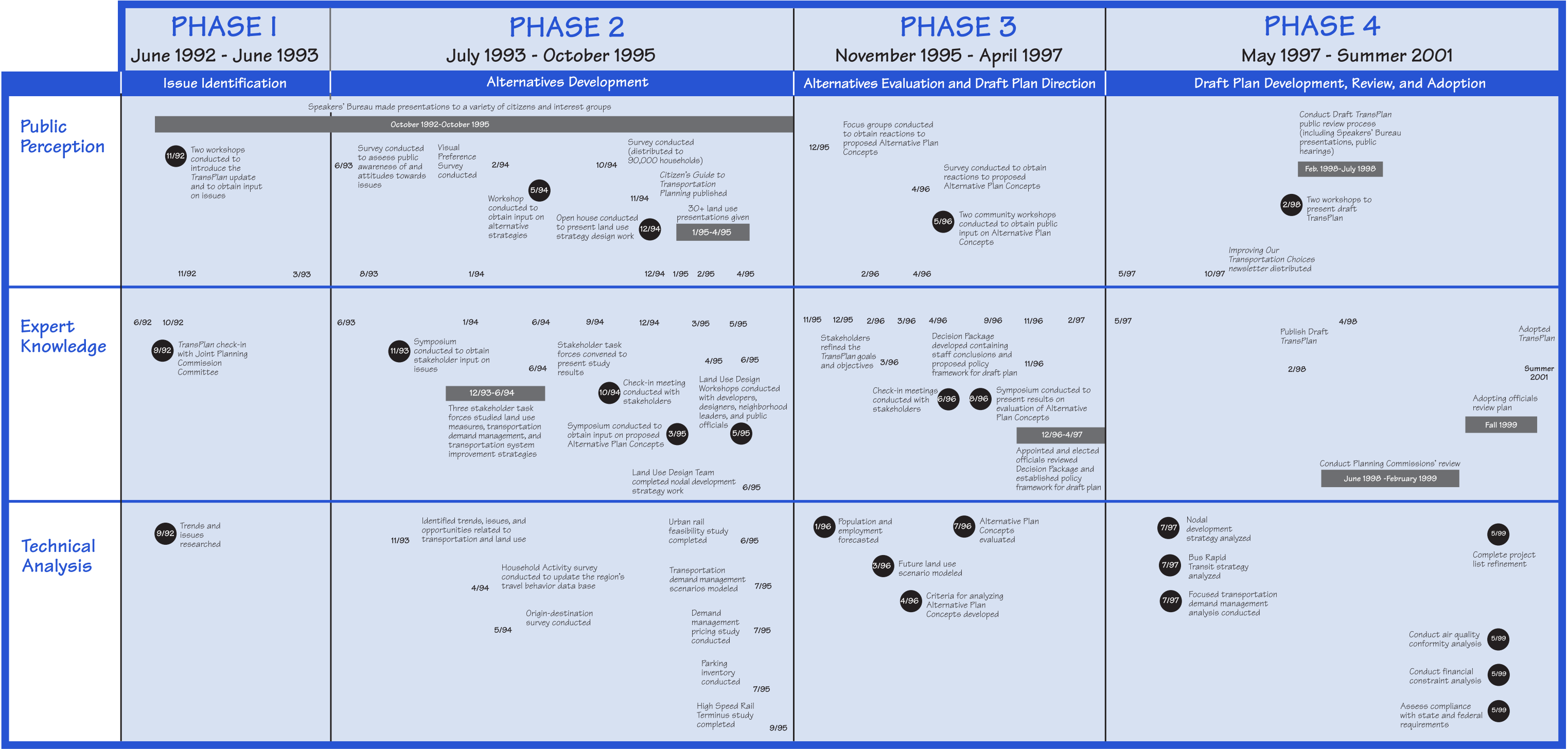
TransPlan adopting officials held an extensive amount of worksessions to review and deliberate on the public comment and the Revised *TransPlan*. Fifty-four individual worksessions were held prior the LCOG Board adoption scheduled for June 28, 2001. In addition, the adopting officials conducted three joint worksessions to resolve any outstanding issues that resulted from the individual meetings. Adopting officials then forwarded the outstanding issues to the Metropolitan Policy Committee for dispute resolution. All adopting officials received agendas and materials for all MPC meetings. The public was kept informed of the MPC meetings and opportunities for public comment.

MPC formed two sub-committees to resolve the outstanding differences. One committee was assigned to resolve the seven outstanding issues and the other was directed to identify and recommend Alternative Plan Performance Measures to be forwarded to the Land, Conservation and Development Commission. Both committees met several times prior to sending their recommendations to the full MPC. All issues approved by MPC were sent out to the adopting officials for concurrence by the four adopting agencies.

TransPlan Timeline

September 2001

This timeline highlights key events in the TransPlan Trek that relate to public perception, expert knowledge, and technical analysis.



Key: Newsletter Distributed Report prepared TransPlan check-in with elected officials 8/97 Milestone Process