



November 23, 2021

To: Metropolitan Policy Committee  
From: Kelly Clarke, Principal Transportation Planner; Paul Thompson  
Subject: Item 6.a: Draft 2045 Regional Transportation Plan

**Action Recommended:** Conduct Public Hearing; Provide Feedback & Direction to Staff

### **Background and Discussion**

Regional long-range transportation planning is guided by federal requirements. Per 23 Code of Federal Regulations (CFR) § 450.300, the Metropolitan Planning Organization (MPO) is to carry out a continuing, cooperative, and comprehensive performance-based multimodal transportation planning process, including the development of a long-range Regional Transportation Plan (RTP). The RTP 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 RTP 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, and is referred to as the 2045 RTP. The 2045 RTP complies with federal requirements resulting from the MAP-21/FAST Act. The majority of the regulations that apply to this RTP are unchanged from the current adopted RTP and, though this is a big update of the CLMPO RTP, much of its contents look similar because CLMPO must demonstrate consistency with these continuing regulations.

A summary of the major changes from the 2040 RTP to this 2045 RTP that were made to meet regulatory requirements include:

- **The RTP must be based on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity.** This RTP is based upon estimates and assumptions provided by multiple sources including Portland State University (population) and the Oregon Employment Department (employment and economic activity) as well as local and state adopted plans (land use, travel, congestion, economic activity). With Oregon's statewide land use planning program, the RTP's compliance with this

federal requirement looks different than in most other states. The land use, travel, congestion, and economic activity in the RTP are a reflection of local Comprehensive Plans, Land Use Plans, and Transportation System Plans. Existing conditions are based upon the region's current land use, travel, congestion, and economic activity. Future assumptions for land use, travel, congestion, and economic activity are based upon the plans and policies adopted by the Cities of Coburg, Eugene, Springfield, Lane County, Lane Transit District, and ODOT. In RTPs outside of Oregon, land use planning is not as centralized or consistent across jurisdictions; leaving MPOs to take on more of the estimation and assumption around these local level conditions; including developing the transportation project list.

- **The RTP must be consistent with transportation projects in adopted local, regional, and state plans, at a minimum including projects planned over the RTP's planning horizon that anticipate the use of federal funds and/or are regionally significant.** Again, in Oregon and the CLMPO, the difference is that the RTP's project list supports and is consistent with local and state adopted plans and does not have the flexibility to deviate.
- **The RTP must address the two new federal planning factors: 1) Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation; and 2) Enhance travel and tourism.** CLMPO staff prepared white papers (Appendix C and Appendix D) addressing these two new planning factors; including what they mean to an RTP and strategies to integrate them. Each of the RTP's goals has associated objectives that provide actionable ways to achieve the goal, performance measures to measure progress, and its connection to the federal planning factors. Chapter 6 also has extensive coverage of system resiliency, reliability, and the reduction/mitigation of stormwater impacts.
- **The RTP must establish Goals and Objectives and address a new requirement to develop a Performance Based Planning and Programming (PBPP) framework.** This is the RTP's foundation, as it establishes how we expect the transportation system to meet our needs to move for work, personal needs, and play. This framework sets the regional transportation system's goals; objectives which provide direction on achieving the goals; and measures to evaluate progress. At the regional planning level, it is the most influential component in how federal funds are spent. The draft 2045 RTP's goals are a response to the feedback and direction we received through public outreach and from MPC. The Goal themes are: Transportation Choices; Safety, Security, and Resiliency; Healthy People and Environment; Equity; Economic Vitality; Reliability and Efficiency; and System Asset Preservation. Per direction from MPC, climate change is addressed in the Healthy People and Environment goal; which explicitly states "*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.”*

Projects in the RTP are a compilation of projects from the region’s adopted plans; though many have been on regional lists for many years, they will remain in the RTP until they are completed or removed from local, regional, or state adopted plans. The RTP categorizes projects by the main travel mode. With these broad categories, the automobile mode is the recipient of the largest share of regional funds through 2045. However, projects categorized as auto almost always have multimodal designs with a focus on safety and other modes and supporting outcomes across multiple goals including Safety, Security, and Resiliency; Economic Vitality; Reliability and Efficiency; and System Asset Preservation. Categorizing projects in this way often overstates the projected financial investment in the roadway system, and underestimates the investment in other modes.

The PBPP applies performance management principles to transportation system policy and investment decisions:

- It is a system-level, data-driven process to identify strategies and investments and provides a link between management and long-range decisions about policies and investments.
- Regional long-range planning helps to define key goals and objectives. Connecting performance measures to goals and objectives through analysis help us to understand how are plans, if fully implemented, work towards achieving our goals.
- It is not intended to indicate flaws with regional plans but to give us a data-driven structure that will help to move us in the right direction; influence local project selection in adopted plans; and track progress over time.
- Federal legislation has established the objectives-driven, performance-based approach to planning for operations with such measures as travel time reliability and bridge condition.
- CLMPO has expanded the objectives-driven, performance-based approach for operations to other goal areas with the intent of building a comprehensive performance-based planning process.

The PBPP framework does not end at the RTP; it extends to the Metropolitan Transportation Improvement Program (MTIP); which is the MPO program to allocate federal funds through a competitive grant application process. The projects selected through this process must demonstrate their consistency with the RTP’s goals and objectives. This is another step in the project selection process that the public and MPC have the power to influence. Historically, federal funds allocated through the CLMPO have primarily supported bicycle, pedestrian, and transit projects as well as safety and system preservation over projects that will increase auto capacity.

The CLMPO must update the RTP at least every four years in order to remain relevant with federal, state, and local topics such as planned growth, environmental protection, economic development, and housing. As mentioned above, in Oregon this is particularly important due to the consistent updates of local plans, including Transportation System Plans. The draft 2045 RTP was developed to address the major structural shifts from the previous RTP but also to prepare for major federal, state, and local shifts coming up over the next four years including:

- **Federal** – Infrastructure Investment and Jobs Act which reauthorizes funding for several surface transportation programs, adds new funding programs, and addresses climate change and equity.
- **State** – Climate-Friendly and Equitable Communities (CFEC) Rulemaking is currently happening in response to the Governor’s Executive Order 20-04 which directed agencies to reduce climate pollution. The outcome of this Rulemaking will result in an update to Oregon’s Transportation Planning Rules and stronger administrative rules about transportation and housing planning.
- **Local** – Jurisdictions in the CLMPO must amend their TSP’s and land use plans to meet new CFEC rule requirements which will include:
  - Locating new development in close proximity to shopping, employment, parks, housing, and transit service.
  - Shifting public investment towards increasing transportation options.
  - Focusing plans for transportation systems less on motor vehicle mobility and more on providing people access to services and destinations.
  - Meeting the needs of all Oregonians, Including historically marginalized populations, in an equitable and inclusive way.

CLMPO and regional staff anticipate significant local and regional effort to thoughtfully address these and other regulatory and community shifts first in land use and transportation plans and then in the next RTP update. They will do more to holistically move our region towards climate and equity goals than the RTP is able to as a stand alone document.

MPC held a public hearing for the draft documents during their November 4, 2021 meeting. The following table summarizes the comments heard and staff responses.

Comment	Response
Timeline is too short. The public comment period must be longer.	Public comment period is extended to December 10 <sup>th</sup> . MPC will hold a second public hearing December 2 <sup>nd</sup> . Please refer to RTP Appendices E and F for details on the public outreach conducted throughout the development of the draft plan.
Why is the Randy Pape Beltline on the fiscally constrained project list?	This project is on the RTP list to be consistent with adopted State plans.

The Main Street Safety Project should be included.	Springfield has not adopted this yet.
Why are the Interchanges on I-5 and Highway 126 still on the list?	These projects are on the RTP list to be consistent with adopted State plans.
The RTP proposes that more dollars are spent to benefit drivers. More dollars should be allocated towards active transportation modes. Too much reliance on autos.	The projects on the project lists are categorized by their main travel mode. However, they almost always have multimodal designs with a focus on safety and support outcomes across multiple goals and multiple modes. Categorizing projects in this way often overstates the projected financial investment in the roadway system, and underestimates the investment in other modes.
Who are we building Bus Rapid Transit and EmX for and where will they be?	Lane Transit District's planning projects will determine the outcomes of these routes and will include substantial public outreach.
Need to invest more in bicycle and pedestrian modes.	Historically, federal funds allocated by the MPO have primarily funded bicycle, pedestrian, and transit modes at a higher rate than projects that would increase automobile capacity. This RTP's goals and objectives will direct funds in a similar direction. Implementing these funding priorities in the MPO's funding program (MTIP) is where the actual investment decisions are made.
Mode share does not seem to be moving in the right direction.	Staff have identified limitations in analyzing mode share with the current tools available. A regional travel model does not reflect the local level bicycle and pedestrian projects; nor the transportation options programs that our region is committed to and that make a difference in mode share shift. Staff will be seeking better tools for this analysis in preparation for the next RTP update.
Are the interchange projects on Highway 126 necessary?	These projects are on the RTP list to be consistent with adopted local plans.
Equity and needs of non-white males should be better addressed.	Equity is a goal of this Plan. The Environmental Analysis provides analysis of the region's communities that have been historically underrepresented and strategies to mitigate.
The draft says we address climate change but it does not seem to. Lives can be saved by addressing climate change.	Reducing transportation related greenhouse gas emissions is integrated into the RTP goals and the RTP supports reducing vehicle miles traveled by automobiles; utilizing technology to manage the

	current system, building out the active transportation network, and increasing investments in the region's Transportation Options and Safe Routes to School programs and activities. The GHG performance measure supports local climate action planning efforts and will evolve with state and federal legislation.
Funding sources going through major shifts, state does not have matching requirements. We will need to rethink what ranking systems mean moving forward. Gas tax going away, need to look at new payment structure	The financial framework chapter lists federal, state, and local revenue sources that are anticipated throughout the RTP's 2045 horizon. It is understood that shifts will occur as they historically have.
Economic and business shifts – working from home, for example, will have major implications on downtown economic development as well as mode share, demand modeling, etc. This plan does not consider this.	This RTP acknowledges these shifts as emerging trends to follow and supports ongoing regional transportation demand management efforts.
We are coming into an era where planning cycles need to be accelerated, not slowed. The days of 20 year plans are coming to an end. LCOG needs to take a hard look at how they can speed it up.	CLMPO's Transportation Improvement Program and the local jurisdiction's Capital Improvement Programs provide the 5 to 6 year, or short term, program for capital improvements and programs anticipated given anticipated revenues over this planning period. Projects moved to these programs come from the adopted 20-year plans.
Put self into 2045, if all plans come through, do they achieve our goals? Looking at plan, no they do not get us there.	As was acknowledged during the November 4 <sup>th</sup> MPC discussion, local and regional plans are starting to make the shift to planning for a future that achieves goals such as equity and addressing climate change. This RTP is also a step in that direction, and will continue to evolve as it meets its requirement to be consistent with the local and regional plans.
As we think about investments to the transportation system, think about development patterns. Think about policies for housing that are integrated with transportation.	This RTP is based on adopted plans and policies. Land use and housing policies are developed at the local level.

Subsequent to the November 4<sup>th</sup> public hearing, the only additional public comment received as of the date of this memo is from Better Eugene-Springfield Transportation (BEST), and is included as Attachment 2 to this memo. This input was received only hours before the publication deadline for this memo and the MPC packet, and regional staff has

not fully discussed the comments contained in the document. MPO staff has conducted an initial review of BEST's comments, and has the following initial response.

- As BEST notes, the draft RTP has “good goals and objectives reflecting regional needs.” However, BEST goes on to state that “it is unclear how projects advance those goals.” It is the intention of federal MPOs to provide a long-range (20+ year) overview of a region's transportation needs and identify gaps in funding and performance-based planning outcomes that should be addressed to achieve the region's long-term goals. In most areas of the country, without Oregon's state and local 20-year land use and transportation planning requirements, the RTP serves to guide shorter term local plans towards long term goals. In Oregon, with long range transportation plans required in metropolitan areas at both the federal and state level, it is always an iterative process to have consistency across plans.

The federal RTP is *required* to be consistent with the *current* adopted local, regional, and state plans at the time the RTP is adopted. At this point in time the draft RTP presented for adoption reflects the projects in the current local plans of the MPO's members. With the draft RTP presenting a new set of Goals, Objectives, and Performance Measures, under an entirely new Performance Based Planning and Programming framework, and with the RTP reflecting current projects in local plans, it is to be expected that there may be a gap in the expected outcomes. But that is part of the role of an RTP, to integrate local plans in a region and see what outcomes result, and then set Goals, Objectives, and Performance Measures to guide changes in local and regional plans, programs, and investments to achieve better outcomes. And, as the 4-year update cycle for the RTP comes around (or sooner, via amendments to the RTP or an earlier update), the MPO's continuing, cooperative, and comprehensive planning role will reflect changes in the local plans in future iterations of the RTP.

MPO staff are entirely open to continuous community input to the region's RTP following adoption of the 2045 RTP. *How* that happens is something that will require careful consideration by the MPO member jurisdictions, since many of them will also be embarking on updates to their local transportation (and other) plans in 2022.

Finally, while MPO staff understands BEST's desire to take a closer look at certain individual projects in the RTP, we caution against placing any proactive “restraints” on future funding decisions in the Metropolitan Transportation Improvement Program. We are also unclear as to what it means when BEST suggests putting certain RTP projects “on hold.” As a 24-year long range plan, most projects in the RTP are, in reality, in a holding pattern until their time, and funding, come. In the context of the MTIP, which at most programs funds four (4) years in the future, what does it mean to “put on hold projects not planned until 2030” as suggested?

When appropriate, the MPO believes that revisiting individual projects should start with the jurisdiction that “owns” the project (and, if appropriate, the MPO is fully willing to support those efforts in any way). Second, *all* MPC decisions on MPO funding of projects, programs, and planning should be made while considering the RTP’s long-range Goals, Objectives, and Performance Measures, as well as public input relevant to the specific funding decision, and the context of the funding decision at that time.

For just one example, the recently passed Infrastructure Investment and Jobs Act (IIJA) includes new and expanded MPO funding programs, the roll-out of which we do not yet fully understand (as we await federal regulations and guidance on those programs) and deciding now to restrain from funding certain investments in the MTIP may not fully account for new opportunities or requirements. Imposing a blanket restraint on certain categories of funding would seem to remove the possibility of full and open discussion of all funding opportunities as they become available or timely.

### **Next Steps**

In the CLMPO, the RTP must be adopted at least every four years. Given issues with the COVID pandemic and consultant capacity resulting in missed deadlines for RTP deliverables as well as consultant delays in updating the land use and travel models, this update is now beyond the four-year term and into a grace period. The grace period impacts how the MPO is able to distribute federal funds.

MPC has the options to direct staff to:

1. Make changes to the current draft 2045 RTP.
2. Add strategies or action items to the current draft 2045 RTP that direct staff to initiate specific tasks or plans upon adoption of the 2045 RTP but in preparation for amendments to the the 2045 RTP or integration into the 2050 RTP.
3. Return to MPC in January to recommend MPC approval of a Resolution adopting the RTP and Congestion Management Process.

### **Public Involvement**

A public comment period on the draft RTP and CMP is currently open and will close December 10, 2021. As directed by MPC on November 4<sup>th</sup>, the draft RTP and associated documents are not reproduced again in this agenda packet for the December MPC meeting. [The draft documents are available here.](#)

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

**Action Recommended:** Conduct Public Hearing; Provide Feedback to Staff

### **Attachments**

1. Summary of the draft 2045 Regional Transportation Plan chapters and appendices
2. BEST public comments










## ATTACHMENT 1 SUMMARY OF DRAFT 2045 REGIONAL TRANSPORTATION PLAN CHAPTERS

### 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:

 <b>TRANSPORTATION CHOICES</b>	<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>
 <b>SAFETY, SECURITY, AND RESILIENCY</b>	<p>The transportation system is resilient, safe, and secure for people and goods.</p>
 <b>HEALTHY PEOPLE AND ENVIRONMENT</b>	<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>
 <b>EQUITY</b>	<p>The regional transportation system eliminates transportation related disparities and barriers and ensures equitable access to destinations.</p>
 <b>ECONOMIC VITALITY</b>	<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>
 <b>RELIABILITY AND EFFICIENCY</b>	<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>
 <b>SYSTEM ASSET PRESERVATION</b>	<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 remainder of this attachment 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