

Transportation Management Area Planning Certification Review

Federal Highway
Administration
Oregon Division
Salem, OR

Federal Transit
Administration
Region 10
Seattle, WA

Central Lane Metropolitan Planning Organization

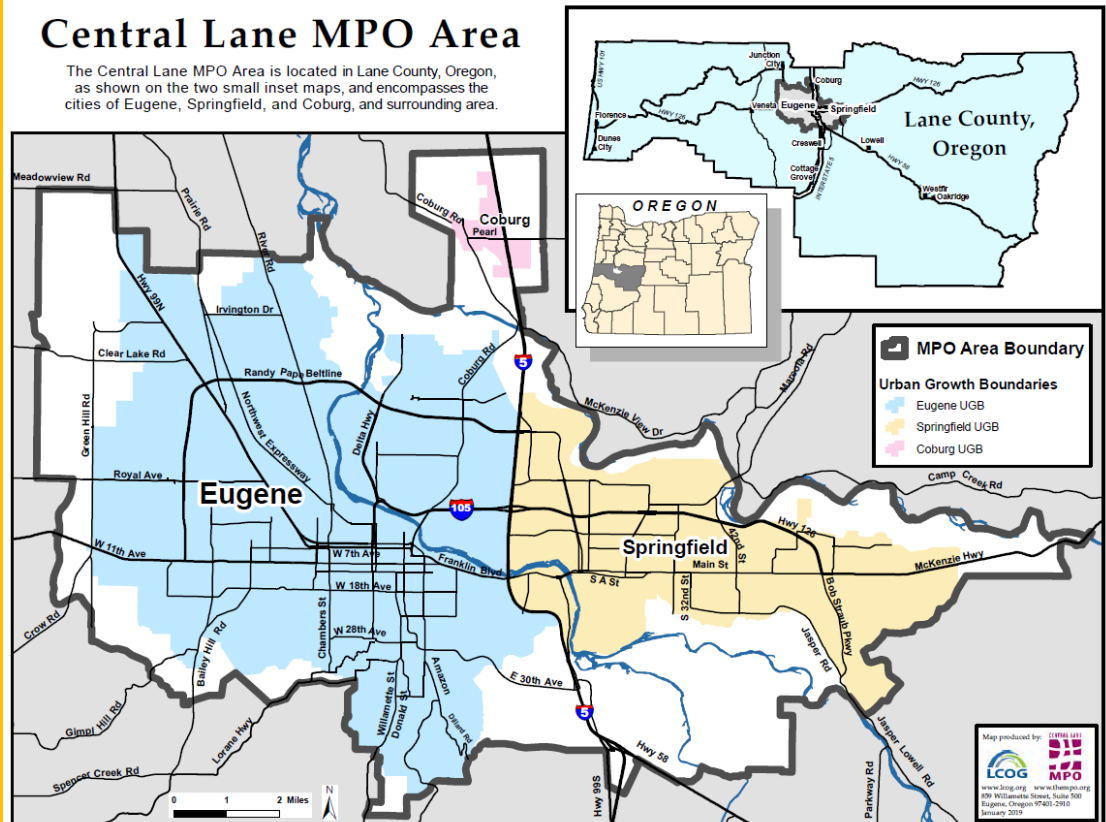
Eugene-Springfield, OR
Transportation Management Area

Final Report

September 2023

Central Lane MPO Area

The Central Lane MPO Area is located in Lane County, Oregon, as shown on the two small inset maps, and encompasses the cities of Eugene, Springfield, and Coburg, and surrounding area.



Central Lane MPO Transportation Planning Certification Review

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Executive Summary

Purpose and Objective

Since the enactment of the Intermodal Surface Transportation Efficiency Act of 1991, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) are required to jointly review, evaluate, and certify the transportation planning process in all Transportation Management Areas (TMAs), urbanized areas over 200,000 in population, to determine if the process meets the Federal planning requirements in 23 U.S.C. 134, 49 U.S.C. 5303, and 23 CFR 450. Pursuant to 23 U.S.C. 134(k) and 49 U.S.C. 5303(k), FHWA and FTA must jointly certify the metropolitan transportation planning process in TMAs at least once every four years. Certification of the planning process is a prerequisite to the approval of Federal funding for transportation projects in urbanized areas. The certification review is also an opportunity to make recommendations that enhance the metropolitan transportation planning process to make well-informed capital and operating investment decisions. The previous Central Lane Metropolitan Planning Organization (CLMPO) certification review was issued on October 30, 2019 and this certification is required by October 30, 2023.

Review Process

The certification review is conducted by a team of representatives from the FHWA and FTA (see Appendix A), hereafter referred to as the Federal Review Team. In addition to the review process, routine stewardship and oversight by FTA and FHWA provide a major source of information to base the certification findings. The certification review consisted of four primary activities:

1. Desk review – A review of major planning documents, including the Metropolitan Transportation Plan (MTP), Transportation Improvement Program (TIP), Public Participation Plan (PPP), and Congestion Management Process (CMP) with a focus on determining how corrective actions from the previous (2019) review have been addressed.
2. Public comment – The Federal Review Team worked with CLMPO to notify the public, committee members, and stakeholders of a public comment period in August 2023. No comments were received.
3. Virtual on-site meetings – Meetings were conducted June 12-14, 2023 to discuss issues identified by the Federal Review Team. Appendix B includes the agenda of meeting topics.
4. Final Report – This is the Final Report that documents the findings of the 2023 review, including any further corrective actions to be addressed and recommendations for continued improvement.

Status of 2019 Corrective Actions

The previous 2019 CLMPO TMA Certification Review identified 12 Corrective Actions that needed to be addressed to remain in full compliance with federal planning regulations. The review also included 20 recommendations for additional improvement as well as a

commendation for accessible online policy committee meetings. FHWA and FTA presented these findings to the CLMPO Metropolitan Policy Committee (MPC) on December 5, 2019.

Based on a federal review team recommendation, the CLMPO established a certification action team, composed of ODOT, LTD, FHWA, FTA, and CLMPO staff that met on a semi-quarterly basis during 2020-2021 to discuss questions and issues related to the resolution of corrective actions. In addition, CLMPO developed an action plan that was included in each annual Unified Planning Work Program (UPWP) that identified work tasks to meet the corrective actions. ODOT, as the state oversight agency for the CLMPO, was responsible for reviewing documentation for ensuring compliance with applicable Federal requirements.

On November 5, 2020, CLMPO amended their 2021-2024 Transportation Improvement Program (TIP) to address several corrective actions, including those related to the TIP financial plan, air quality conformity, and project prioritization. ODOT reviewed the CLMPO documentation and on May 19, 2021 sent FTA and FHWA a letter stating that their review determined these corrective actions had been addressed.

With the adoption of the updated 2045 Regional Transportation Plan on January 6, 2022, CLMPO attempted to address the remaining 2019 corrective actions. Documentation was sent to ODOT for their review and in April 2023, ODOT sent FTA and FHWA notification that they considered all corrective actions had been addressed.

The Federal Review Team decided to make the final federal resolution of the corrective actions the focus of this (2023) certification review. The body of this report – *Results of CLMPO 2023 Transportation Planning Certification Review* – documents how CLMPO addressed the previous corrective actions and Appendix C includes a summary (Table 2).

2023 Corrective Actions and Recommendations

As part of the desk review, the Federal Review Team determined five major topic areas to review for the 2023 CLMPO certification, with specific focus on evaluating progress on 2019 corrective actions. Table 1 identifies the topic areas of the 2023 review and provides a summary of new or revised corrective actions and any new recommendations. Additional details of the regulatory basis, summary status, and findings for each topic in this review are contained in the body of the report.

Table 1: Summary of 2023 CLMPO Planning Certification Review

Planning Topic	Corrective Actions / Recommendations/ Commendations
Metropolitan Transportation Plan (MTP) – 23 CFR 450.324	<p><u>Corrective Actions</u> None</p> <p><u>Recommendations</u></p> <ul style="list-style-type: none"> • The Federal Review Team recommends additional attention to re-enforcing the connection among plan goals, objectives, performance measures and project identification as part of the next RTP update. • The Federal Review Team recommends additional RTP financial plan improvements to include: <ol style="list-style-type: none"> 1) Expand detail on revenue assumptions to cover M&O costs and integrate the analysis with capital projects to reflect all regional transportation investments in summarizing fiscal constraint. 2) Provide more detail and justification on how the year of expenditure rate(s) were established for the short and long-term. 3) Include additional discussion on advancing policy options to address funding shortfall and discuss consequences of not covering unfunded project needs. <p><u>Commendations</u></p> <ul style="list-style-type: none"> • 2045 RTP document is well written and formatted to communicate a significant amount of information and data to a broad audience. The use of icons to demonstrate the connection to plan goals throughout the document was a particularly effective way to orient the reader.
Interested Parties, Participation, and Consultation – 23 CFR 450.316	<p><u>Corrective Actions</u> To meet the requirements of 23 CFR 450.316, CLMPO must update the 2015 Public Participation Plan (PPP) by January 2025 to specifically address the following requirements:</p> <ul style="list-style-type: none"> • Per 23 CFR 450.316(1), revise procedures to more accurately document current public involvement procedures that will be used as part of the 2050 RTP as well as other public processes. These procedures must be reviewed periodically to ensure they remain current and result in an effective and open public process. • Per 23 CFR 450.316(d), include procedures in the PPP for involving and consulting with federal land management agencies, that manage land in the MPA, in the development of the RTP and TIP. <p><u>Recommendations</u></p>

	<ul style="list-style-type: none"> The Federal Team recommends that, although no tribal lands are located within the metropolitan planning area, CLMPO should expand documentation of the process to coordinate with tribal governments. <p><u>Commendations</u></p> <ul style="list-style-type: none"> The Federal Review Team found that CLMPO uses effective public involvement practices, especially outreach to marginalized groups and young people via the Lane Youth Transportation Advisory Council. This is particularly commendable given that the RTP public input process needed to address limitations imposed by the COVID pandemic.
<p>Congestion Management Process – 23 CFR 450.322</p>	<p><u>Corrective Actions</u> To fully meet the requirements of 23 CFR 450.322, CLMPO must update the CMP by January 2026 to specifically address the following requirements:</p> <ul style="list-style-type: none"> Per 23 CFR 450.322(d)(5), document an implementation schedule including responsibilities for advancing CMP strategies and establish a link between the CMP, the RTP, and the TIP project prioritization and funding processes. Per 23 CFR 450.322(d)(6), develop and implement a process for periodic assessment of the effectiveness of CMP strategies to achieve system-level effectiveness and ensure implemented strategies are addressing congestion as intended. <p><u>Recommendations</u> The Federal Review Team recommends that CLMPO continue to update the CMP, including:</p> <ul style="list-style-type: none"> Expand definitions of key terms such as ‘travel time reliability’ and other transportation system data description terms, Describe how selected CMP strategies are chosen in impact corridors, and Use more modal ‘quality of service’ measures, such as transit, bike, and pedestrian. <p><u>Commendations</u> None</p>
<p>Transportation Improvement Program (TIP) – 23 CFR 450.326</p>	<p><u>Corrective Actions</u> None</p> <p><u>Recommendations</u></p> <ul style="list-style-type: none"> The Federal Team recommends that the CLMPO MTIP provide better documentation of revenue assumptions in the financial plan, including more detail on M&O costs and revenues, how the year-of-expenditure (YOE) rate was

	<p>determined, and funding amounts by year for specific federal, state, and local funding sources.</p> <ul style="list-style-type: none"> The Federal Team recommends that CLMPO continue to establish a close connection between performance objectives, federal performance measure targets, and project prioritization as part of each new MTIP update. <p><u>Commendations</u> None</p>
<p>Performance Based Planning and Programming – 23 CFR 450.306, 314, 324, 326</p>	<p><u>Corrective Actions</u> None</p> <p><u>Recommendations</u></p> <ul style="list-style-type: none"> The Federal Team recommends that CLMPO, as part of the next RTP update, develop a system performance report evaluating the condition and performance of the transportation system with respect to the performance targets, including progress achieved in comparison to baseline data and how changes in regional policies and investments have impacted achievement of performance targets. The Federal Team recommends additional improvements to fully develop the performance-based planning and programming element as part of the next RTP update and new TIP, including more closely linking performance targets with investment priorities. <p><u>Commendations</u> None</p>

Process to Resolve Corrective Actions

FHWA and FTA are committed to working closely with CLMPO, ODOT, and LTD to ensure expectations are understood, provide stewardship and technical assistance, and to assist in establishing a framework for the resolution of corrective actions and recommendations. We expect CLMPO and ODOT to use the process established in our previous review to monitor and ensure corrective actions are resolved by the due date identified in this certification report. This process includes:

- CLMPO develops a plan of action to include in their Unified Planning Work Program (UPWP) to address corrective actions by the due dates specified in this report.
- CLMPO forms a certification action team composed of local, state, and Federal partners, to assist in the successful resolution of corrective actions.
- ODOT monitors the achievement of the action plan and ensures CLMPO sufficiently addresses compliance issues by the identified deadline.

- ODOT sends a letter to FHWA and FTA indicating recommendation to close out the corrective actions.

Conclusion

The Federal Transit Administration and the Federal Highway Administration jointly certify, subject to the resolution of the corrective actions outlined in this report, that the planning process for the Central Lane Metropolitan Planning Organization substantially meets the requirement of 23 CFR 450, Section 336(b). In addition, the Federal review team offer recommendations to support improvements to the MPO's planning processes.

Results of the 2023 CLMPO Transportation Planning Certification Review

For each of the following topic areas, the federal review team evaluated the level of compliance with federal requirements, with a focus on how well the CLMPO addressed corrective actions from the previous (2019) review. Findings for each of the previous corrective actions and selected recommendations are identified below. More detail on each corrective action from 2019 can be found in Appendix C.

1. Metropolitan Transportation Plan (MTP) – 23 CFR 450.324
2. Interested Parties, Participation, and Consultation – 23 CFR 450.316
3. Congestion Management Process – 23 CFR 450.322
4. Transportation Improvement Program (TIP) – 23 CFR 450.326
5. Performance Based Planning and Programming – 23 CFR 450.306, 314, 324, 326

1. Metropolitan Transportation Plan (MTP) – 23 CFR 450.324

Regulatory Basis

23 U.S.C. 134(c), (h) & (i) and 23 CFR 450.324 set forth requirements for the development and content of the Metropolitan Transportation Plan (MTP). Among the requirements are that the MTP address at least a 20-year planning horizon and that it includes both long and short-range strategies that lead to the development of an integrated and multi-modal system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

The MTP is required to provide a continuing, cooperative, and comprehensive multimodal transportation planning process. The plan needs to consider all applicable issues related to the transportation systems development, land use, employment, economic development, natural environment, and housing and community development. 23 CFR 450.324(c) requires the MPO to review and update the MTP at least every four years in air quality nonattainment and maintenance areas and at least every 5 years in attainment areas to reflect current and forecasted transportation, population, land use, employment, congestion, and economic conditions and trends.

Summary Status

The CLMPO adopted an updated 2045 Regional Transportation Plan (RTP) on January 6, 2022. The updated plan addressed four corrective actions from the previous review as well as several other corrective actions related to public involvement, consultation, and the congestion management process (discussed under other topic areas). Note that the MPOs in the state of Oregon use the term Regional Transportation Plan (RTP) in place of Metropolitan Transportation Plan (MTP) and the terms are used interchangeably through this document.

Findings

Resolution of 2019 Corrective Actions

*Corrective Action 1: MTP Latest Available Estimates and Assumptions - **Resolved***

The Federal Team finds that Corrective Action 1 has been addressed.

- CLMPO used the latest available estimates and assumptions (base and horizon) for population, land use, travel, employment, congestion, and economic activity.
- CLMPO developed new land use allocation and travel demand models in preparation for the 2045 RTP update with a 2018/2019 base year and 2045 horizon year.
- The 2045 RTP focus on safety and efficient movement for people and goods is supported by goals, objectives, assessment, analysis, performance measures, and projects.
- CLMPO conferred with State partners, particularly with the Departments of Transportation and Employment, and with the Lane Transit District for the latest data inputs.
- CLMPO established a regional traffic count program to ensure travel data feeding into the travel demand model is current.

*Corrective Action 2: MTP Existing and Proposed Facilities - **Resolved***

The Federal Team finds that the Corrective Action 2 has been addressed.

- The 2045 RTP provides documentation of existing facilities and proposed facilities are included to meet the goals and objectives of an efficient, economically vital, and safe transportation network.
- The 2045 RTP provides documentation of the current pedestrian/ADA and bicycle infrastructure as well as proposed facilities to achieve a more multimodal transportation system.
- The 2045 RTP includes findings and strategies from the Lane Transit District Coordinated Public Transit-Human Services Transportation Plan in support of more accessible project programming.

*Corrective Action 3: Goals, Objectives, and Project Selection – **Resolved, with Recommendations***

The Federal Team finds that the Corrective Action 3 has been largely addressed with recommendations for continued improvement.

- The 2045 RTP includes regional and federal performance measures and analysis to support plan goals and objectives intended to provide ongoing monitoring and evaluation system wide.
- Project selection in the RTP reflects the goals and objectives and support the region's priority towards enhancing the bicycle, pedestrian, and transit networks to achieve the RTP goals.
- The Plan identifies system maintenance, operations, and preservation as regional priorities and includes a financial framework for funding these needs.
- The CLMPO region prioritizes adding capacity for bicycle, pedestrian and transit modes over adding capacity for vehicular travel. The project list reflects this priority with support for alternative travel and roadway projects that largely address safety.

Corrective Action 4: MTP Financial Plan – Resolved, with Recommendations

The Federal Team finds that Corrective Action 4 has been largely addressed with recommendations for continued improvement.

- The financial framework addresses system level estimates of cost and revenue sources reasonably expected to be available to operate and maintain the Federal-aid highways, bike/pedestrian networks, and public transportation.
- The project list provides cost estimates for each project identified on the fiscally constrained project list. Cost estimates are linked to the estimates provided from partnering agencies and expressed in year of expenditure (YOE) dollars.
- The financial plan documents how cost estimates were developed for proposed improvements.

Additional Findings:

- The RTP contains an analysis, documentation, and recommendations for emergency and disaster preparedness and actions/strategies that support homeland security.
- The RTP Environmental Analysis provides a planning-level environmental analysis of the RTP's potential impacts on environmental justice populations, cultural resources, air quality, water quality, sensitive habitat, and hazard mitigation.

Corrective Actions

None

Recommendations

- The Federal Review Team recommends additional attention to re-enforcing the connection among plan goals, objectives, performance measures and project identification as part of the next RTP update.
- The Federal Review Team recommends additional RTP financial plan improvements to include:
 1. Expand detail on revenue assumptions to cover M&O costs and integrate the analysis with capital projects to reflect all regional transportation investments in summarizing fiscal constraint.
 2. Provide more detail and justification on how the year of expenditure rate(s) were established for the short and long-term.
 3. Include additional discussion on advancing policy options to address funding shortfall and discuss consequences of not covering unfunded project needs.

Commendations

- 2045 RTP document is well written and formatted to communicate a significant amount of information and data to a broad audience. The use of icons to demonstrate the connection to plan goals throughout the document was a particularly effective way to orient the reader.

2. Interested Parties, Participation, and Consultation – 23 CFR 450.316

Regulatory Basis

23 U.S.C. 134(g) & (i)(5)-(6) and 23 CFR 450.316(b-e) set forth requirements for consultation in developing the MTP and TIP. Consultation is also addressed specifically in connection with the MTP in 23 CFR 450.324(g)(1-2) and in 23 CFR 450.324(f)(10) related to environmental mitigation. In developing the MTP and TIP, the MPO must develop a documented process that outlines roles, responsibilities, and key decision points for consulting with other governments and agencies.

Sections 134(i)(5), 134(j)(1)(B) of Title 23 and Section 5303(i)(5) and 5303(j)(1)(B) of Title 49, require a Metropolitan Planning Organization (MPO) to provide adequate opportunity for the public to participate in and comment on the products and planning processes of the MPO. The requirements for public involvement are detailed in 23 CFR 450.316(a) and (b), which require the MPO to develop and use a documented participation plan that includes explicit procedures and strategies to include the public and other interested parties in the transportation planning process.

Summary Status

The most recent Public Participation Plan, approved in October 2015, describes how the public can be involved in the transportation planning process. Central Lane MPO defines major roles and responsibilities through an Interlocal agreement between the MPO, ODOT, and Lane Transit District (IGA 32794) which was last updated on February 9, 2019.

Findings

Resolution of 2019 Corrective Actions

*Corrective Action 5: MTP Public Involvement – **Partially Resolved, with a revised Corrective Action***

The Certification Review Team finds that Corrective Action 5 has been partially addressed with a revised corrective action.

- The public participation process for the 2045 RTP is documented in the plan (Appendix E) and outcomes of the process are included in Appendix G and F.
- Public outreach efforts conducted for the 2045 RTP were not consistent with the current public participation plan which includes a few processes that no longer exist.

*Corrective Action 6: MTP Consultation – **Partially Resolved, with a revised Corrective Action***

The Federal Team finds that Corrective Action 6 has been partially addressed with a revised corrective action.

- The 2045 RTP (Appendix A: Consultation and Cooperation) documents the tribal consultation processes and consultation with local, state, environmental, and historic agencies.

- CLMPO conducted interagency consultation with local, state and federal agencies representing airport operators, disaster mitigation, environmental protection, freight management, historic preservation, land use management, natural resources, and tribes.
- The BLM manages land within the CLMPO Metropolitan Planning Area (MPA). The CLMPO does not coordinate or consult with the Bureau of Land Management (BLM) for the development of the RTP or TIP.
- Although it is addressed, CLMPO has not adequately documented the process for consulting with tribal governments.

Additional Findings:

- CLMPO defines major roles and responsibilities for long-range and short-range through an Interlocal agreement between the MPO, ODOT, and Lane Transit District (IGA 32794) which was last updated on February 9, 2019.
- The most recent Public Participation Plan, approved in October 2015, describes how the public can be involved in the transportation planning process. Consultation processes for coordination among transit providers and human service agencies are spelled out in the coordinated human services transportation plan and as part of the update of the 2045 RTP.
- CLMPO maintains good working relationships with ODOT, Lane Transit District (LTD), and other MPO members and regular consultation with all stakeholders is a significant part of MPO processes.
- CLMPO uses effective public involvement practices, especially outreach to marginalized groups and young people.

Corrective Action

To meet the requirements of 23 CFR 450.316, CLMPO must update the 2015 Public Participation Plan (PPP) by January 2025 to specifically address the following requirements:

- Per 23 CFR 450.316(1), revise procedures to more accurately document current public involvement procedures that will be used as part of the 2050 RTP as well as other public processes. These procedures must be reviewed periodically to ensure they remain current and result in an effective and open public process.
- Per 23 CFR 450.316(d), include procedures in the PPP for involving and consulting with federal land management agencies, that manage land in the MPA, in the development of the RTP and TIP.

Recommendations

- The Federal Team recommends that, although no tribal lands are located within the metropolitan planning area, CLMPO should expand documentation of the process to coordinate with tribal governments.

Commendations

- The Federal Review Team found that CLMPO uses effective public involvement practices, especially outreach to marginalized groups and young people via the Lane Youth Transportation Advisory Council. This is particularly commendable given that the RTP public input process needed to address limitations imposed by the COVID pandemic.

3. Congestion Management Process – 23 CFR 450.322

Regulatory Basis

23 U.S.C. 134(k)(3) and 23 CFR 450.322 set forth requirements for the congestion management process (CMP) in TMAs. The CMP is a systematic approach for managing congestion through a process that provides for a safe and effective integrated management and operation of the multimodal transportation system. TMAs designated as non-attainment for ozone must also provide an analysis of the need for additional capacity for a proposed improvement over travel demand reduction, and operational management strategies.

23 CFR 450.324(f)(5) requires the MTP include Management and Operations (M&O) of the transportation network as an integrated, multimodal approach to optimize the performance of the existing transportation infrastructure. Effective M&O strategies include measurable regional operations goals and objectives and specific performance measures to optimize system performance.

Summary Status

The previous planning certification review included three corrective actions and several recommendations for improvement to the Congestion Management Process. As part of the updated 2045 Regional Transportation Plan (RTP) in January 2022, CLMPO included a revised CMP to address corrective actions and recommendations.

Findings

Resolution of 2019 Corrective Actions

Corrective Action 7: CMP Objectives – Resolved

The Federal Team finds that Corrective Action 7 has been addressed.

- The updated CMP connects the objectives with the goals described in the RTP and performance measures were developed to monitor the CLMPO objectives.
- Stated objectives are specific, measurable, agreed, realistic, and time-bound (following recommended SMART characteristics).
- CLMPO employs a consistent methodology for measuring travel congestion, intensity, duration, extent, and variability.

- CLMPO periodically updates their technical advisory committee and policy board on the update to the CMP.

Corrective Action 8: CMP Data Collection, System Monitoring, and Analysis – Resolved, with Recommendations

The Federal Team finds that Corrective Action 8 has been addressed with recommendations for further improvement.

- The updated CMP includes a description of how data contributes to monitoring system performance and identifying congested corridors.
- Local agency coordination and collaboration exists however, there needs to be language added to include how CLMPO shares, discusses, and transmits data between agencies.
- The CMP includes discussion for how updates or enhancements to the model will support strategy evaluation in the CMP; and how that information is used to identify needs, corridors and evaluate alternative solutions.
- The CMP contains a data collection and system monitoring program/plan that identifies available data to support each performance measure.

Corrective Action 9 - CMP Strategies – Partially resolved, with a revised Corrective Action

The Federal Team finds that Corrective Action 9 has been partially addressed with a revised corrective action.

- CLMPO has developed and uses a process for identifying, evaluating, and selecting strategies for congested CMP corridors to help the region meet congestion objectives.
- Action steps have not been identified to indicate how these CMP strategies will connect to programming projects or alignment with performance measures in the RTP or TIP.
- CLMPO's updated CMP describes a process to move strategies forward based on the elements of priority, time frame for implementation, lead agency, and expected funding source.
- The CMP identifies the funding allocations for planning, preservation, project development, and modernization activities.
- The CMP does not include an implementation schedule for connecting the CMP strategies to the MTP and TIP project prioritization process.
- The CMP does not include an ongoing process to evaluate system-level and strategy effectiveness to ensure implemented strategies are addressing congestion as intended.

Additional Findings:

- CLMPO evaluated the CMP corridors with current data and information and developed a CMP network consistent with the current transportation system, travel patterns, and regional development/traffic generators.
- CLMPO prioritizes an interconnected multimodal network with priority towards transit service, bicycle, and pedestrian networks as well as demand management programs over adding vehicular capacity.
- Selected measures from the CMP are more directly related to measuring and evaluating the effectiveness of congestion reduction and mobility enhancement strategies.
- CLMPO updated the ITS Plan in July 2021 and intends to update the plan on a regular cycle consistent with the update of a new RTP and TIP.

Corrective Actions

To fully meet the requirements of 23 CFR 450.322, CLMPO must update the CMP by January 2026 to specifically address the following requirements:

- Per 23 CFR 450.322(d)(5), document an implementation schedule including responsibilities for advancing CMP strategies and establish a link between the CMP, the RTP, and the TIP project prioritization and funding processes.
- Per 23 CFR 450.322(d)(6), develop and implement a process for periodic assessment of the effectiveness of CMP strategies to achieve system-level effectiveness and ensure implemented strategies are addressing congestion as intended.

Recommendations

The Federal Review Team recommends that CLMPO continue to provide updates to the CMP, including:

- Expand definitions of key terms such as ‘travel time reliability’ and other transportation system data description terms,
- Describe how selected CMP strategies are chosen in impact corridors, and
- Use more modal ‘quality of service’ measures for alternative travel options, such as transit, bike, and pedestrian.

Commendations

None

4. Transportation Improvement Program (TIP) – 23 CFR 450.326

Regulatory Basis

23 U.S.C. 134(c), (h) & (j) set forth requirements for the MPO to cooperatively develop a Transportation Improvement Program (TIP). Under 23 CFR 450.326, the TIP must meet the following requirements:

- Must cover at least a four-year horizon and be updated at least every four years.
- Surface transportation projects funded under Title 23 U.S.C. or Title 49 U.S.C., except as noted in the regulations, are required to be included in the TIP.
- List project description, cost, funding source, and identification of the agency responsible for carrying out each project.
- Projects need to be consistent with the adopted MTP.
- Must be fiscally constrained.
- The MPO must provide all interested parties with a reasonable opportunity to comment on the proposed TIP.

Summary Status

The CLMPO amended its 2021-24 Metropolitan Transportation Improvement Plan (MTIP) in November 2021 to initially address previous corrective actions and has since adopted a new 2024-27 MTIP that further established improvements. Note that in the state of Oregon, MPOs use the term Metropolitan Transportation Improvement Plan (MTIP) instead of TIP and the terms are used interchangeably here.

Findings

Resolution of 2019 Corrective Actions

*Corrective Action 10: TIP Financial Plan – **Resolved, with Recommendations***

The Federal Team finds that Corrective Action 10 has been addressed with recommendations for further improvement.

- The 2021-2024 TIP was modified to include documentation of a cooperative revenue estimation process and funding availability by year to operate and maintain the transportation system.
- Revenue available from public and private sources is adjusted to year of expenditure (YOE) and recommendations are identified for additional financing strategies.
- The project listing was updated to include the new projects from the recent STBG, TA, and CMAQ project selection and prioritization processes.
- The financial constraint tables were updated to reflect the project costs and available revenues.

*Corrective Action 11: TIP Air Quality Conformity Determination - **Resolved***

The Federal Team finds that Corrective Action 11 has been addressed with recommendations for further improvement.

- The 2021-2024 TIP was updated to include documentation of the CLMPO's air quality conformity determination, including interagency consultation and public involvement, latest planning assumptions, and a demonstration of financial constraint.
- Projects of regional significance have been identified and definition of regionally significant included.
- The MTIP AQ conformity determination was approved by FHWA/ FTA in September 2020.

*Corrective Action 12: Project Prioritization, Monitoring, and Amendment - **Resolved, with Recommendations***

The Federal Team finds that Corrective Action 12 has been addressed with recommendations for further improvement.

- The MTIP includes documentation of the criteria and process for prioritizing projects and programs.
- The MTIP identifies major projects that were implemented previously and identifies significant delays in planned implementation of current major projects.

- The MTIP includes amendment procedures with thresholds for project changes that can be done administratively and do not need Federal approval.

Additional Findings:

- An Environmental Justice analysis was added to 2024-27 MTIP to document disproportionately high and adverse effects on minority populations and low-income populations, including the distribution of benefits and burdens of Federally funded transportation projects in the region. An online MTIP project map includes Title VI and EJ mapping.
- CLMPO continues to work with ODOT on financial planning to cooperatively create a consistent statewide TIP financial planning process and format to demonstrate financial constraint by year.
- CLMPO works with ODOT to develop and recommend a system to ensure annual obligations are achieved including preparing a detailed timeline for project implementation, using conservative cost estimates and declaration of readiness, and by holding annual project audits with local agency staff.
- MTIP projects are required to demonstrate through the funding application that the project is consistent with the goals, objectives, and policies, and identify specifically those performance targets the project supports.
- CLMPO worked with ODOT to set the statewide performance measure targets and the MTIP links projects in the project list with specific performance targets to fulfill the intent of performance-based planning.

Corrective Actions

None

Recommendations

- The Federal Team recommends that the CLMPO MTIP provide better documentation of revenue assumptions in the financial plan, including more detail on M&O costs and revenues, how the year-of-expenditure rate (YOE) rate was determined, and funding amounts by year for specific federal, state, and local funding sources.
- The Federal Team recommends that CLMPO continue to establish a close connection between performance objectives, federal performance measure targets, and project prioritization as part of each new MTIP update.

Commendations

None

5. Performance Based Planning and Programming – 23 CFR 450.306, 314, 324, 326

Regulatory Basis

The Moving Ahead for Progress in the 21st Century (MAP-21) and the FAST Act, 23 U.S.C. 134(h)(2)(A) set forth requirements for the metropolitan transportation planning process to provide for the establishment and use of a performance-based approach to transportation decision making. Under 23 CFR 450.306, the scope of the metropolitan planning process must meet the performance-based requirements. The MPO must establish and use a performance-based approach to transportation decision-making to support the national goals described in 23 U.S.C. 150(b) and the general purposes described in 49 U.S.C. 5301(c).

The establishment of performance targets to address national performance must occur no later than 180 days after the date which the State or provider of public transportation establishes their performance targets. The metropolitan transportation planning process must integrate, directly or by reference, the goals, objectives, performance measures, and targets described in other State transportation plans and transportation processes, as well as any plans developed under 49 U.S.C. chapter 53 by providers of public transportation, required as part of a performance-based program.

Summary Status

The federal requirements for performance-based planning programming are relatively new and federal defined performance measures have been developed and released over time as MPOs adjusted their processes to address these requirements. The 2045 RTP and 2021-2024 MTIP were the first significant attempt by CLMPO to incorporate these requirements fully as part of their planning process and products. No corrective actions were identified in the previous 2019 review but a number of recommendations were identified. CLMPO addressed these recommendations as reflected in our findings below.

Findings

- CLMPO identified and documented a process in the 2045 RTP for establishing performance measures and targets in the long-range planning process, including the linkage to the goals, objectives, performance measures, and targets from other performance-based plans and processes.
- CLMPO conveys baseline data and future conditions for each performance measure and document progress achieved in meeting performance targets. Much of the data is reported through its Data Portal and CLMPO plans to evolve this repository of data to more fully reflect performance measures.
- CLMPO reviewed the short-range programming process to determine support for progress on targets and it is documented in the 2024-27 MTIP. CLMPO is working with member agencies to more fully document the programmed projects in the TIP to adopted targets and performance measures.

- The 2024-2027 MTIP describes the anticipated effect toward achieving performance targets and linking performance targets with investment priorities.
- CLMPO has not developed a process for or completed a System Performance Report per 450.324(f)(4).
- CLMPO includes performance measures for traffic congestion, travel time reliability, and freight reliability in their congestion management processes.

Corrective Actions

None

Recommendations

- The Federal Team recommends that CLMPO, as part of the next RTP update, develop a system performance report evaluating the condition and performance of the transportation system with respect to the performance targets, including progress achieved in comparison to baseline data and how changes in regional policies and investments have impacted achievement of performance targets.
- The Federal Team recommends additional improvements to fully develop the performance-based planning and programming element as part of the next RTP update and new TIP, including more closely linking performance targets with investment priorities.

Commendations

None

Appendix A

Participants in the CLMPO 2023 Planning Certification Review Process

Federal Highway Administration

Nathaniel Price, Planning Team Lead, Oregon Division

Theresa Hutchins, Community Planner, Office of Planning

Seth English-Young, Environmental Protection Specialist, Western Federal Lands

Matthew Kunic, Transportation Specialist, Office of Innovation Implementation

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Federal Transit Administration

Ned Conroy, Community Planner, Region 10

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Ian Mathews, Senior Transportation Planner

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Lane Transit District

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Appendix B

Central Lane Metropolitan Planning Organization Federal Transportation Planning Certification Review June 12-14, 2023

Day 1 – Monday, June 12

<u>Time</u>	<u>Topic</u>	<u>Discussion Lead</u>
8:30-8:45 a.m. FHWA	Introductions and Purpose of Review	Nathaniel Price,
8:45-10:15 a.m.	Metropolitan Transportation Plan <ul style="list-style-type: none">• Planning Estimates and Assumptions• Existing and Proposed Facilities• Goals, Objectives, and Project Selection• Financial Plan• Environmental Justice	Ned Conroy, FTA
10:15-10:30 a.m.	Break	
10:30-11:30 p.m.	Public Involvement Process <ul style="list-style-type: none">• Public Participation Plan• MTP Participation/ Outreach	Danielle Casey, FTA
11:30-12:30 p.m. FHWA	Overall Consultation Process <ul style="list-style-type: none">• MPO Bylaws• MTP Consultation	Seth English-Young,

Day 2 – Tuesday, June 13

<u>Time</u>	<u>Topic</u>	<u>Discussion Lead</u>
8:30-9:00 a.m. FHWA	Complete Day 1 discussions	Nathaniel Price,
9:00-10:30 a.m. FHWA	Transportation Improvement Program (TIP) <ul style="list-style-type: none">• TIP Financial Plan• TIP Air Quality Conformity• TIP Project Prioritization and Monitoring• Environmental Justice	Theresa Hutchins,
10:30-11:00 a.m.	Break	

11:00-12:00 p.m.	Congestion Management Process (CMP) <ul style="list-style-type: none"> • CMP Objectives • Data Collection, Monitoring, Analysis • CMP Strategies • Evaluation, Multi-modal measures, ITS 	Matt Kunic, FHWA
12:00-12:30 p.m. FHWA	Performance-Based Planning and Programming <ul style="list-style-type: none"> • System Performance Report • Addressed in the MTP and TIP • Linking Targets to Investments 	Theresa Hutchins,

Day 3 – Wednesday, June 14

<u>Time</u>	<u>Topic</u>	<u>Discussion Lead</u>
8:30-9:00 a.m. FHWA	Complete Day 2 discussions	Nathaniel Price,
9:00-10:30 p.m. FHWA	Close Out / Preliminary Findings	Nathaniel Price,

Appendix C

Table 2: CLMPO 2019 Certification Corrective Actions Status

Planning Topic	CLMPO 2019 Findings	Resolution
Metropolitan Transportation Plan (MTP)	<p><i>Corrective Action 1: MTP Latest Available Estimates and Assumptions</i> To meet the requirements set forth in 23 CFR 450.324, CLMPO must:</p> <ul style="list-style-type: none"> a. Base the MTP on the latest available estimates and assumptions for population, land use, travel, employment, congestion, and economic activity and include associated supporting/technical analysis. b. Document an analysis of current and projected transportation demand of persons and goods in the metropolitan area over the full period of the MTP. c. The MPO, the State(s), and the public transportation operator(s) shall validate data used in preparing other existing modal plans for providing input to the transportation plan. 	Resolved
	<p><i>Corrective Action 2: MTP Existing and Proposed Facilities</i> To meet the requirements set forth in 23 CFR 450.324, CLMPO must:</p> <ul style="list-style-type: none"> a. Document existing and proposed facilities, intermodal connectors, and emphasize facilities that serve important national and regional transportations functions over the period of the transportation plan and determine the need for proposed facilities and link to MTP goals, objectives, and policies. b. Document the current system and future needs for pedestrian/ADA infrastructure and bicycle transportation facilities. c. Document actions and short- and long-range strategies that provide for the integration of multimodal systems including accessible pedestrian walkways and bicycle transportation facilities to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand. d. Document transportation and transit enhancement activities. The documentation should include consideration of the role that intercity buses may play in reducing congestion, pollution, and energy consumption in a cost-effective manner and strategies and investments that preserve and enhance the intercity bus system. e. Document a link to the public transit human services transportation plan in the MTP. 	Resolved

Planning Topic	CLMPO 2019 Findings	Resolution
	<p><i>Corrective Action 3: Goals, Objectives, and Project Selection</i> CLMPO must fully address the following required MTP elements to meet the requirements set forth in 23 CFR 450.324:</p> <ul style="list-style-type: none"> a. Document a clear linkage between MTP Goals, objectives and policies to project selection in the MTP. b. Document an assessment of capital investment and identify other strategies to preserve the existing and projected future metropolitan transportation infrastructure. c. Document multimodal capacity increases are based on regional priorities and needs. d. Document vulnerabilities to existing transportation infrastructure to natural disasters. e. Document how all the federal planning factors were considered. f. Document a clear linkage to CLMPO’s Safety Action plan, ODOT Transportation Safety Action Plan, and Public Transportation Safety Action Plans. 	Resolved, with Recommendations
	<p><i>Corrective Action 4: MTP Financial Plan</i> CLMPO must fully address the following required MTP elements to meet the requirements set forth in 23 CFR 450.324:</p> <ul style="list-style-type: none"> a. Document a financial plan that demonstrates how the adopted transportation plan can be implemented. Specifically, address system-level estimates of costs and revenue sources that are reasonably expected to be available to adequately operate and maintain the Federal-aid highways, bike/pedestrian networks, and public transportation. b. Document how cost estimates were developed for proposed improvements. 	Resolved, with Recommendations
	<p><i>Corrective Action 5: MTP Public Involvement</i> To meet the requirements set forth in 23 CFR 450.316 and 23 CFR 450.324, CLMPO must conduct and document its outreach efforts consistent with the public participation plan, document a summary of public comments received, and include a disposition of comments in the MTP. CLMPO must include a signed version of the signed MPC resolution documenting the adoption process of the final MTP and make it publicly available.</p>	Partially Resolved, with a revised Corrective Action
	<p><i>Corrective Action 6: MTP Consultation</i> To meet the requirements set forth in 23 CFR 450.324, CLMPO must conduct and document the applicable Tribal consultation processes and consultation with local, state, environmental, and historic agencies, and document comments received and disposition of comments in the MTP.</p>	Partially Resolved, with a revised Corrective Action

Planning Topic	CLMPO 2019 Findings	Resolution
Congestion Management Process (CMP)	<p><i>Corrective Action 7: Congestion Management Process (CMP) Objectives</i> To meet the requirements set forth in 23 CFR 450.322, and to be used in the next MTP/TIP update, CLMPO must develop regional objectives for congestion management that clearly define and support the region’s goals for congestion management. Objectives can be the same or in addition to the MTP objectives and should have “SMART” characteristics (specific, measurable, agreed, realistic, and time-bound).</p>	Resolved
	<p><i>Corrective Action 8: CMP Data Collection, System Monitoring, and Analysis</i> To meet the requirements set forth in 23 CFR 450.322, and to be used in the next MTP/TIP update, CLMPO must:</p> <ul style="list-style-type: none"> a. Develop a CMP data collection and system monitoring program/plan to ensure data is available to support each performance measure. The plan should include where the data is collected, data sources, how often it will be collected, and by whom, data accuracy levels, data formats, and any other information needed to ensure data is being routinely collected for use in the CMP and to ensure ongoing system monitoring is occurring. To the extent practicable, data collection should be coordinated with existing data sources and coordinated with transportation operators in the region. b. Develop a process, using current data, to identify congested areas using CMP performance measures, to identify underlying causes of the recurring and nonrecurring congestion, and document analysis and results in a format that can be used in the strategy evaluation and identification process. 	Resolved, with Recommendations
	<p><i>Corrective Action 9: CMP Strategies</i> To meet the requirements set forth in 23 CFR 450.322, and to be used in the next MTP/TIP update, CLMPO must:</p> <ul style="list-style-type: none"> a. Develop and use a process for identifying, evaluating, and selecting strategies for congested CMP corridors to help the region meet congestion objectives. This process should build off data and information collected in previous CMP steps. b. Document an implementation schedule for selected CMP strategies on congested corridors and link to the MTP and TIP project prioritization process. c. Develop a periodic or ongoing process to evaluate system-level effectiveness and strategy effectiveness to ensure implemented strategies are addressing congestion as intended. This information will be used to inform the MTP and TIP and to identify and assess strategies in the CMP. 	Partially Resolved, with Revised Corrective Actions
	<p><i>Corrective Action 10: TIP Financial Plan</i> To meet the requirements set forth in 23 CFR 450.326(j), the 2021-2024 TIP must include a financial plan that includes clear documentation of:</p>	Resolved, with Recommendations

Planning Topic	CLMPO 2019 Findings	Resolution
	<ul style="list-style-type: none"> a. A cooperative revenue estimation process, b. Adequate funding availability by year to operate and maintain the transportation system (highway, transit, other), c. Adequate revenue availability to deliver projects on the schedule proposed in the TIP, d. Year of expenditure rate and the development and application process, e. Resources from public and private sources that are reasonably expected to be made available to carry out the TIP, f. Recommendations of additional financing strategies for needed projects and programs, and strategies for ensuring the availability of new funding sources. 	
	<p><i>Corrective Action 11: TIP Air Quality Conformity Determination</i> To meet the requirements set forth in 23 CFR 450.326(a), the 2021-2024 TIP must include documentation of the CLMPO’s air quality conformity determination and supporting documentation. Key elements include: interagency consultation, public involvement, developed from latest planning assumptions, timely implementation of transportation control measures (if applicable), and a demonstration of financial constraint. Projects of regional significance should also clearly be noted and the definition of regionally significant included.</p>	Resolved
	<p><i>Corrective Action 12: TIP Project Prioritization, Monitoring, and Amendment</i> To meet the requirements set forth in 23 CFR 450.326 and 23 CFR 450.328, the 2021-2024 TIP must:</p> <ul style="list-style-type: none"> a. Include documentation of the criteria and process for prioritizing projects or programs, including multimodal tradeoffs, any changes in priorities from the 2018-2021 TIP, major projects that were implemented in the 2018-2021 TIP, and any significant delays in planned implementation of major projects from the 2018-2021 TIP. b. Include amendment procedures which clearly define the thresholds for project changes that trigger an amendment and clearly define what minor changes can be done administratively that do not need Federal approval. <p>ODOT and CLMPO should work with local agencies to identify causes of project delays, identify solutions, and provide the oversight necessary to ensure that project implementation schedules and cost estimates are realistic and that projects are delivered on schedule.</p>	Resolved, with Recommendations