

**FY2003-2004**  
**UNIFIED PLANNING WORK PROGRAM**

**For the Central Lane  
Metropolitan Planning Organization**

**ADOPTED**  
**April 10, 2003**

**Amended**  
**January 8, 2004**

**Lane Council of Governments**  
**99 East Broadway, Suite 400**  
**Eugene, OR 97401**



FY2003-2004

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## TABLE OF CONTENTS

<b>I. INTRODUCTION</b> .....	<b>1</b>
<b>A. Purpose of UPWP</b> .....	<b>1</b>
<b>B. Participating Agencies</b> .....	<b>1</b>
<b>C. Development of UPWP</b> .....	<b>1</b>
<b>D. Objectives of the MPO Transportation Planning Process</b> .....	<b>2</b>
<b>E. Key Issues Addressed in the FY03-04 UPWP</b> .....	<b>3</b>
<b>II. ORGANIZATION AND MANAGEMENT OF MPO PROCESS</b> .....	<b>3</b>
<b>A. MPO Organization</b> .....	<b>3</b>
<b>B. Management</b> .....	<b>4</b>
<b>C. Roles and Responsibilities</b> .....	<b>4</b>
<b>D. Funding Sources</b> .....	<b>5</b>
<b>III. WORK ELEMENTS</b> .....	<b>5</b>
<b>A. Ongoing Work Elements of the MPO Planning Process</b> .....	<b>6</b>
1. Transportation System Modeling and Data Maintenance .....	6
2. Long-Range Regional Transportation Plan (RTP) .....	11
3. Technical Assistance .....	14
4. Short-Range Transportation Planning .....	15
5. Programming and Implementation .....	17
6. Public Participation .....	20
7. Air Quality .....	23
8. Intergovernmental Coordination and Staff Support .....	24
<b>B. Special Projects</b> .....	<b>27</b>
1. Within Metropolitan Planning Organization Area.....	27
(a) Transportation Growth Management Projects.....	27
(b) Development of Integrated Land Use-Transportation Plan.....	27
<b>IV. FUNDING</b> .....	<b>28</b>



## **I. INTRODUCTION**

### **A. Purpose of UPWP**

The Unified Planning Work Program (UPWP) for the Central Lane Metropolitan Planning Organization (MPO) is a federally required certification document describing the transportation planning activities to be undertaken in and surrounding the Central Lane metropolitan area from July 1, 2003, to June 30, 2004. Development of the UPWP provides local agencies participating in the transportation planning process with an opportunity to identify transportation planning needs, objectives and products. Within the guidelines set by the U.S. Department of Transportation, the UPWP sets priorities for local transportation planning activities.

### **B. Participating Agencies**

Staff from the following agencies participate in the development of the UPWP and in the completion of its work activities:

- Lane Council of Governments (LCOG)
- City of Eugene
- City of Springfield
- City of Coburg
- Lane County
- Lane Transit District (LTD)
- Lane Regional Air Pollution Authority (LRAPA)
- Oregon Department of Transportation (ODOT)
- Federal Highway Administration (FHWA)
- Federal Transit Administration (FTA)

### **C. Development of UPWP**

Using the October 28, 1993 rules on Metropolitan Transportation Planning promulgated by the US. Department of Transportation, local, state and federal transportation planning needs are assembled by LCOG staff into a draft UPWP. The draft is reviewed and approved by the Transportation Planning Committee (TPC) and adopted by the Central Lane Metropolitan Policy Committee (MPC).

Maintaining the air quality conformity of the Regional Transportation Plan (RTP) and improvement program requires participation in the air quality planning process conducted by the Lane Regional Air Pollution Authority.

## **D. Objectives of the MPO Transportation Planning Process**

Seven major objectives for the Central Lane MPO's transportation planning program are supported by the activities described in this UPWP. The seven objectives are:

1. Provide a neutral forum that allows local officials to make informed decisions and set priorities on area-wide transportation matters.
2. Ensure timely and logical development of the transportation system in the Central Lane metropolitan area.
3. Ensure maintenance of federal and state ambient air standards for carbon monoxide and ozone; work with Lane Regional Air Pollution Authority to help attain standards for fine particulates.
4. Ensure development of the RTP and Transportation Improvement Program (TIP) in a manner that is consistent with the Metropolitan Area General Plan and other functional plans.
5. Ensure consistency of the RTP and planning process with federal and state transportation planning requirements including the Transportation Equity Act (TEA-21), the Clean Air Act, Title VI, Environmental Justice, the Statewide Transportation Planning Rule (TPR) and the Oregon Transportation Plan (OTP). Federal planning requirements as set forth in TEA-21 require consideration of the following seven factors:
  - a. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency;
  - b. Increase the safety and security of the transportation system for motorized and nonmotorized users;
  - c. Increase the accessibility and mobility options available to people and for freight;
  - d. Protect and enhance the environment, promote energy conservation, and improve quality of life;
  - e. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight;
  - f. Promote efficient system management and operation; and
  - g. Emphasize the preservation of the existing transportation system.
6. Ensure consideration of the needs of all persons in transportation planning, especially the elderly and persons with disabilities.
7. Ensure public participation and private sector participation in all phases of transportation planning, programming and decision-making.

## **E. Key Issues Addressed in the FY03-04 UPWP**

With the adoption of TransPlan (the Regional Transportation Plan, or RTP) in FY01-02, and subsequent amendments to TransPlan during FY02-03, the focus of the UPWP for FY03-04 will shift to other key tasks, as well as the initiation of the work program for the triennial review and update of the RTP. Key issues for FY04 include:

- Redesignation as a Transportation Management Area (TMA) – this occurred in mid-FY03. The MPO will continue to work to assess and implement requirements and changes brought about by this redesignation and by the Federal Certification Review scheduled for May 2003.
- RTP Implementation – with adoption of TransPlan, there is a focus on implementing key strategies in the plan including nodal development, BRT, and TDM. In addition, corridor studies and facility plans may be conducted in certain areas.
- Triennial Update of RTP – to meet the federal requirement for a triennial update of, and a 20-year planning horizon in, the RTP, work will commence to incorporate new census data, updated forecasts of regional land use allocations and revenue, and revised priorities for projects affecting the regional transportation system.
- TIP Update – for consistency with the State of Oregon FY2004-2007 Statewide Transportation Improvement Program (STIP) (currently in public review draft form, slated for final adoption in December 2003), the Central Lane TIP will be updated to incorporate projects programmed within the TMA boundary. In addition, the MPO will redefine the STIP-MPO fund allocation and the MPO's TIP/STIP project prioritization policies.
- Federal TMA/MPO Certification Review – responding to the initial Federal certification review of the Central Lane TMA scheduled for May 2003.
- Reauthorization – federal reauthorization of TEA-21 is expected in FY04. There will be a need to address changes brought about by this legislation.

## **II. ORGANIZATION AND MANAGEMENT OF MPO PROCESS**

### **A. MPO Organization**

In 1973, the Governor designated LCOG as the Metropolitan Planning Organization (MPO) for the Central Lane area. With this designation came the responsibility for conducting the continuing, comprehensive and cooperative transportation planning process in the Central Lane metropolitan area.

Acting as the MPO, the LCOG Board has delegated all MPO policy responsibilities to the Metropolitan Policy Committee. The Metropolitan Policy

Committee (MPC) is comprised of two elected officials each from Lane County, Eugene and Springfield, two appointed board members from Lane Transit District, one elected official from Coburg, one designated official from the Oregon Department of Transportation (ODOT) and as ex-officio members, the chief administrative officers of Lane County, Eugene, Springfield and Lane Transit District and the Region 2 Manager for the Oregon Department of Transportation. MPC adopts the annual Transportation Improvement Program, the long-range regional transportation plan, this UPWP and provides policy guidance related to the conduct of the transportation planning process, the annual review process and other transportation issues.

The Transportation Planning Committee (TPC) conducts the technical portions of the process and public participation and is composed of staff from all participating jurisdictions. The Joint Planning Commission Committee (JPCC) is composed of two members from the planning commissions of Lane County, Eugene and Springfield. It provides general guidance and input into the region's transportation public involvement process.

## **B. Management**

The LCOG Executive Director, as the agent of LCOG, is held accountable by the contracting agencies. LCOG has a Transportation and Public Infrastructure Program within its Local Government Services Division. The Program Manager supervises a work group of professional planners who are aided on some work activities by LCOG staff from other program areas.

In conducting the transportation planning process, LCOG also draws upon the expertise of members of TPC, other staff from member agencies, and LTD, LRAPA and ODOT.

## **C. Roles and Responsibilities**

In performing the activities of this UPWP, LCOG, ODOT, City of Springfield, City of Eugene, and LTD each have specific responsibilities. LCOG is the lead transportation planning agency for metropolitan issues. ODOT assists with the planning process by assigning staff to the project and by providing the match for federal PL funds awarded to LCOG. The cities assign staff to coordinate and participate on UPWP tasks, and LTD assigns staff at its own expense to assist with activities in the UPWP. The LTD staff time devoted to the project serves as in-kind match for the FTA Section 5303 funds awarded to LCOG.

By adopting this UPWP, LCOG reaffirms its commitment to the continuing, cooperative and comprehensive transportation planning process as described in the Transportation Efficiency Act (TEA 21).

## **D. Funding Sources**

The work described in this UPWP is funded by a variety of sources - federal, state and local (through direct funds as well as in-kind services). These funding sources include:

- FTA Section 5303 Funds
- FTA Section 5307 Funds (for BRT Planning)
- LTD In-Kind Match for FTA funds
- FHWA PL Funds
- MPO Discretion STP Funds (STP-MPO)
- ODOT Match for FHWA funds

The planning activities described are those that can be accomplished using programmed PL, FTA and STP funds. Due to the collaborative nature of metropolitan transportation planning and the availability of unsecured funding from a variety of other program sources (such as TGM), additional work activities may be accomplished. An amendment to the UPWP will occur should additional funding become available.

Detail on specific products is described in Section III. Work Elements section of this UPWP. Detail on specific amounts and use of these funds is provided in Section IV. Funding.

Additional funding sources, beyond those set out in the UPWP work program, may also become available during the fiscal year for work on special projects. These projects are typically part of the broader multi-jurisdictional transportation planning effort within the MPO. These projects may be financed by ODOT using federal funds for the purpose of facility planning projects and TGM grants focused on providing refinement to and implementation of the Transportation System Plan.

## **III. WORK ELEMENTS**

Ongoing MPO work described in this UPWP is divided into eight general work elements. These work elements include:

- Transportation System Modeling and Data Maintenance
- Regional Transportation Plan
- Technical Assistance
- Short Range Planning
- Programming and Implementation

- Air Quality Planning
- Public Involvement
- Intergovernmental Coordination and Staff Support

These work elements, while general in scope, allow the comprehensive set of work activities involved in the MPO transportation planning process to be described in an organized fashion.

Each ongoing work element includes objectives and a context statement, lists of LCOG work activities, LTD work activities, products, and budget. LCOG activities and, to a lesser extent, LTD activities draw upon the staff of other local jurisdictions for some individual tasks. Participation by these agencies is specifically identified in this UPWP only in cases of major involvement.

The transportation planning process used in the Central Lane area integrates several individual work elements to produce specific products (e.g., the RTP, TIP, and air quality conformity). For example, development of the RTP involves data maintenance and modeling, public involvement, air quality planning and intergovernmental coordination and staff support.

## **A. Ongoing Work Elements of the MPO Planning Process**

### **1. Transportation System Modeling and Data Maintenance**

Objective: Monitor RTP implementation; maintain transportation modeling capabilities for application to policy and facility planning issues required under TEA21 and the State TPR; maintain regional and small-area population and employment forecasts; maintain a data base required for effective multimodal transportation planning and programming; maintain data on vehicular travel and operations; minority and low-income data, maintain transit operational/ridership data. Investigate travel behavior response to various incentives (e.g., bus pass programs).

Discussion: LCOG has the responsibility locally for drawing together all necessary data to forecast future population levels, employment activities and trip-making. Travel forecasting requires that staff time be spent updating data from land use inventories, zoning, tax assessor's file, Bureau of the Census, Portland State Center for Population Research and Census, State Employment Department and other sources. Data files must be kept current so that the appropriate information will be available to monitor plan implementation, achieve plan goals, perform plan reviews and assist local programming. Careful monitoring of RTP implementation and pertinent system characteristics are necessary to ensure that changing trends are identified and that progress toward adopted goals can be evaluated.

LCOG has maintained a traditional “4-step” travel demand model, based upon a household activity and travel behavior survey conducted in 1994-95, an external travel survey conducted in 1995, and a transit on-board survey conducted in 1994, and updated in 1996 and 1999. Initially developed in 1996, and calibrated to a 1994 base year, it has since undergone numerous modifications and enhancements in accordance with ODOT’s travel demand model development and application guidelines and procedures. The current application model, with a 1998 base year, and 2015 and 2020 forecast years, has been the metropolitan area’s primary travel forecasting tool.

LCOG is working on a new application model in FY03. We have enhanced our EMME/2 transport networks, and expanded the model area to include Coburg, the Pleasant Hill area, and the rest of the proposed Central Lane TMA. We have updated all of our model base year dwellings, employment, and land use to year 2000. LCOG has worked with ODOT, Portland Metro, and Mid-Willamette Valley COG, to jointly develop a state-of-the-art trip-based model that tracks travelers by income class, that incorporates both standard bus and “premium” (e.g., MAX or BRT) transit modes, that uses multi-modal accessibility for destination choice (or more commonly, “trip distribution”), and that incorporates a new “urban accessibility” variable that stemmed of a joint research project in FY02. It would not have been possible to implement a model of this complexity and with this many demand segments using older EMME/2 macro technology, but ODOT and Metro have coded the demand model in the “R” open-source programming language. We are currently working with ODOT and Metro to implement the joint model for Central Lane. Initial model runs and sensitivity testing will be completed in FY03.

In FY03, following the adoption of TransPlan, much of our model development and application work has focused on supporting the efforts of Eugene and Springfield to refine their plans for mixed-use nodes. The land use allocation model base year data have been updated, so that current development as of year 2000 is accounted for in future allocations. Node development priorities, boundaries, and density assumptions have been modified to reflect recent planning. In addition to land use forecasts based upon the 2015 Metro Area General Plan, we have prepared 2020 and 2023 “trends” and “nodal development” allocations based upon an assumption of continued current plan designations with no UGB expansion. These longer-range land use forecasts have been used in our transportation models to study the Beltline/I-5 Improvements Project and the West Eugene Parkway.

Much of our focus for FY04 will be to update the Central Lane land use data, and to extend forecasts to 2025 and 2030 to support the RTP triennial update and other transportation planning needs. The 2015 Metro

Plan is not currently scheduled for updates, so this endeavor must achieve regional consensus around a technical process, outside of the Metro Plan, that represents an informed “best guess” among planners as to how the Central Lane Urban Growth Boundaries and plan designations will evolve in response to forecasted growth over the next two to three decades. We plan to use findings from the FY03 “Region 2050” discussions to inform this process.

We expanded the use of our subarea modeling capabilities in FY03. We prepared a highly detailed subarea model of West Eugene to facilitate access management studies for West 11th Avenue / Highway 126. We anticipate new opportunities to develop subarea models in FY04.

In FY03, LCOG continued to participate in other cooperative modeling research and development projects with ODOT and our fellow MPO’s. We have participated in the development of a joint multi-year work program have continued to provide data, to participate in research, to serve on the Oregon Modeling Steering Committee, to chair the Performance Measures standing committee and participate in ODOT’s Transportation / Land Use Model Integration Program (TLUMIP). We joined forces with ODOT’s Transportation Planning Analysis Unit to propose a research project to develop and test new transportation plan performance measures. The project has received a funding commitment from the ODOT Research Unit. It will begin later in FY03 and will be completed in FY05. We have participated in special workshops to plan for future surveys and to guide statewide modeling efforts.

In FY03, LCOG continued to explore the use of alternative methods to integrate our land use and travel models. We continue to monitor new developments in UrbanSim, MetroScope, and the Generation II statewide model. Once the new Central Lane joint model is up and running, we will re-assess the most efficient and effective approach to developing integrated modeling capabilities.

LCOG prepared a project database and performed a test implementation of the TELUS transportation information system. We plan to continue work on TELUS in FY04 with the goal of using this program to facilitate our Programming work.

Work Activities (LCOG):

- Monitor transportation system activity through analysis of traffic counts, bicycle and pedestrian counts, transit on-board survey data, transit ridership data, HPMS data, and other information as appropriate.

- Continue development and refinement of jointly-developed travel model. Enhance commercial vehicle, college, and external trip components.
- Analyze population, housing, employment, and work trip data from the PUMS and CTPP elements of Census 2000. Continue to refine and update Census-based model input data.
- Coordinate with local traffic count programs to develop and maintain data on truck counts for major roadways.
- Incorporate information on freight generators and receivers into data development effort.
- Develop subarea models as needed for refinement plans, corridor studies, and other special studies within the metro area.
- Continue to participate in ODOT/MPO cooperative modeling research and development programs. Attend oversight committee meetings, conduct research, develop data, produce reports, and implement models.
- Continue to participate with Statewide Modeling Steering Committee in development of integrated statewide transportation / land use models.
- Continue to refine and test land use / transport integrated models for Central Lane. Test alternative land use policies and infrastructure improvements. Investigate alternative methods and models for regional land use allocations. Replace “even allocation” with probability-based methodology.
- Update future year allocations of land use, population, and employment to 2030.
- Continue to document model procedures.
- Operate model programs for local travel forecasting work.
- Maintain and update model programs and database as needed.
- Assist LTD in preparation of Title VI report.
- Provide transportation, population and employment data for local and state projects and transit studies.
- Provide modeling for required Clean Air Act conformity analysis of the RTP, TIP, and transportation projects.
- Continue to apply Land Use allocation model for RTP triennial update.
- Continue to maintain and enhance the tie between EMM2 programs and output with the countywide geographic information system.

- Attend training related to data sources and related topics.
- Continue work on TELUS to facilitate Programming.
- Cooperate with local jurisdictions in local traffic count programs and identify possible refinements for counts used in calibration of travel model; identify key count locations.
- Implement technical analysis requirements of TMA status, specifically requirements associated with preparation of congestion management plans.

Work Activities (LTD):

- Update of RideSource data base to assist service planning
- Gather and maintain ridership data, including passenger surveys.
- Gather and maintain operational data on the vehicle fleet including maintenance information.

Work Activities (Springfield)

- Collect and maintain annual traffic counts
- Analyze large, regional traffic studies for LCOG model
- Support regional model with local land use growth estimates

Work Activities (Eugene)

- Collect and maintain annual traffic counts and specific location counts for planning and LCOG model calibration as needed.
- Collect and maintain truck count data as needed.
- Attend training for MPO-related traffic modeling and analysis.
- Analyze large, regional traffic studies for LCOG model as needed.

Products:

- Operational multi-modal model for local transportation planning.
- Operational land use allocation model for travel forecasts and land use analysis
- Multimodal data files as required for both passenger and freight transportation studies.
- Periodic transit ridership and maintenance reports.
- National Transit Database report.
- Route segment analysis reports and delay study.
- Model output for technical and policy-level evaluations.

- Technical documentation of forecasts, allocation method, O-D survey, model procedures.
- Scope for development of system modeling for regional Congestion Management System
- Annual traffic count map in the City of Eugene for LCOG model
- Annual traffic count map in City of Springfield for LCOG model

<b>Funding Summary for FY04 Transportation System Modeling and Data Maintenance</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	1.60	\$25,000
LTD In-Kind Match	0.40	\$6,250
FHWA (includes ODOT Match)	3.94	\$61,410
STP-MPO	8.13	\$126,867
MPO Match	0.43	\$6,867
STP Eugene	0.50	\$5,682
Eugene Match	0.50	\$5,682
STP-Springfield	1.22	\$9,419
Springfield Match	0.13	\$967
<b>Total</b>	<b>16.85</b>	<b>\$248,144</b>
Note: Overall UPWP funding detail is provided in Section IV: Funding		

## 2. Long-Range Regional Transportation Plan (RTP)

Objective: Carry out work activities to update the RTP, the area's long-range transportation plan, to meet requirements of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA 21) and the Oregon TPR.

Discussion: Federal planning guidelines envision a planning process that effectively integrates current operational and preservation considerations with longer-term mobility, environmental, and development concerns. This reflects the perspective that the function of the planning process is to provide a relevant and contemporary framework for decision-making.

The adoption of the comprehensive TransPlan (RTP) Update was completed in December 2001 and replaced the version adopted in 1986. Further amendments to the RTP to add the West Eugene Parkway were completed in FY2002-03.

Work in FY04 will focus on updating of the essential data and forecasts as the beginning steps of the federally required three-year update of the RTP. Work will also focus on providing assistance to adopting agencies in the implementation of the plan.

### Work Activities (LCOG):

Work activities in FY04 would include some or all of the following:

- Prepare minor amendments, if necessary, to keep the RTP current.
- Assist local agencies in implementation of RTP (e.g., nodal development, bus rapid transit, TDM, corridor studies, etc.).
- Assist City of Coburg in update of its Transportation System Plan (TSP), as needed
- Metropolitan Policy Committee meetings
- LCOG Board meetings, as needed
- TPC and Technical Advisory Subcommittee (TASC) meetings
- Develop refinements to plan policy/project elements consistent with direction from elected officials and input from the public
- Develop analysis and materials necessary for establishing alternative mobility standards consistent with the 1999 Oregon Highway Plan.
- Develop scope of work for preparation of congestion management plan.
- Commence work on congestion management plan as part of triennial update of RTP.
- Finalize scope for triennial update of RTP; including work elements related to freight planning and congestion management.
- Analyze impacts of TMA status on RTP requirements.
- Commence work on triennial update of RTP, focused mainly during FY04 on updating data sources and projections, and establishing public involvement and education processes.
- Monitor performance measures as included in RTP.

### Work Activities (Springfield):

- Analyze and collect regional and local data for RTP.
- Analyze and collect data for alternative mobility standards.
- Prepare draft policies as part of RTP Update.
- Assist in development of RTP Update-related work program and schedule for presentation to Metropolitan Policy Committee (MPC), and Transportation Planning Committee (TPC).

- Implement regional transportation system plan (TSP), TransPlan, and coordinate transportation and land use analysis and plans with RTP .
- Create and implement TransPlan nodal development land use actions with regional transportation planning.
- Participate on the ODOT Highway 126 Facility and Management Plan.
- Analyze and collect data for the Highway 126 Facility and Management Plan.

#### Work Activities (Eugene)

- Assist in development of RTP Update-related work program and schedule for presentation to Metropolitan Policy Committee (MPC), and Transportation Planning Committee (TPC).
- Implement regional transportation system plan (TSP), TransPlan, and coordinate transportation and land use analysis and plans with RTP.
- Analyze and collect data for West Eugene Parkway as needed.
- Analyze and collect regional and local data for RTP as needed.
- Analyze and collect data for alternative mobility standards as needed.
- Prepare draft policies as part of RTP Update.
- Identify potential bicycle and pedestrian projects or project elements as part of RTP Update.

#### Products:

- RTP amendments, if necessary.
- Final triennial update scope of work.
- Updates of base data and forecasts.
- Interim update products, as appropriate.
- Memos and reports as necessary to support plan implementation.
- Alternate mobility standards for Central Lane MPO, and supporting documentation.
- Congestion management plan final scope of work.
- Highway 126 conditions report and preliminary interchange plans.
- Nodal development code implementation with transportation analysis.
- Local policies and ordinances for implementing RTP and TransPlan

<b>Funding Summary for FY04 RTP</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	1.15	\$18,000
LTD In-Kind Match	0.29	\$4,500
FHWA (includes ODOT Match)	5.13	\$80,000
STP-MPO	2.03	\$31,716
MPO Match	0.11	\$1,716
STP Eugene	2	\$22,727
Eugene Match	2	\$22,727
STP-Springfield	4.79	\$45,873
Springfield Match	0.05	\$4,711
<b>Total</b>	<b>17.55</b>	<b>\$231,970</b>
Note: Overall UPWP funding detail is provided in Section IV: Funding		

### 3. Technical Assistance

Objective: Perform corridor studies and transportation analysis of subarea studies to provide a basis for land use decisions and transportation improvement programming.

Discussion: Refinement studies are performed periodically throughout the Central Lane metropolitan area. One purpose of this work element is to assist in the development of these refinement studies by providing data and the regional planning perspective, including the impacts of freight movements. In addition, LCOG plays the lead role in modeling for corridor and refinement studies, particularly on state facilities. This work activity is restricted to attending meetings as appropriate and providing a base level of technical assistance (approximately four hours per request). Significant participation in the actual conduct of the refinement studies will be done through separate contracts outside the scope of the UPWP. The UPWP would be amended in the event that additional resources are provided for refinement plans.

Work Activities (LCOG):

- Participate in Major Investment Analysis as needed.
- Provide data and perform studies as required to allow policy bodies to evaluate the impacts of implementing specific policies of the RTP, including transit-related policies.
- Provide data and perform studies as required to allow policy bodies to evaluate and administrators to develop recommendations for programming transportation improvement investments.
- Consider the impact of transit passengers, bicyclists, pedestrians and freight movement in refinement/corridor studies.
- Provide technical assistance to LCOG member agencies on transportation-related issues within the urbanized area.
- Respond to local priorities for refinement/corridor studies.
- Respond to data requests from ODOT Transportation Planning and Analysis Unit (TPAU).

Products:

- Technical memoranda, plots and reports and data, as required.

<b>Funding Summary for FY04 Technical Assistance</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	0.00	\$0
LTD In-Kind Match	0.00	\$0
FHWA (includes ODOT Match)	0.19	\$3,000
STP-MPO	0.68	\$10,572
MPO Match	0.04	\$572
<b>Total</b>	<b>0.91</b>	<b>\$14,144</b>
Note: Overall UPWP funding detail is provided in Section IV: Funding		

#### **4. Short-Range Transportation Planning**

Objectives: Plan, program and promote actions to ensure efficient use of existing road space, to encourage implementation of RTP policies, to reduce vehicle use in congested areas, to improve and encourage the use of Transportation Demand Management (TDM) measures, to improve transit service and to increase internal transit management efficiency, evaluate senior and disabled service provider performance, assess progress toward attainment of the applicable air quality standards.

Discussion: Especially in an era of diminishing resources, Transportation System Management (TSM) and TDM activities assume an increasingly important role in the planning process. LCOG responsibilities include

evaluating transit and other TSM and TDM-type policies and actions in the RTP, and assisting LTD with transit studies and other local jurisdictions with traffic and other system management studies. LTD retains primary responsibility for transit-related TSM activities, including management analysis, transit maintenance planning and service planning as part of the short-range transportation planning element.

LRAPA and LCOG coordinate their activities related to assessment of transportation-related pollution problems.

Work Activities (LCOG):

- Assist LTD with transit studies, transit service planning and data needs.
- Assist Eugene, Springfield and Lane County with traffic and transportation system management studies.
- Coordinate with Eugene, Springfield, Lane County, LTD, LRAPA and ODOT for implementation of Transportation Demand Management programs. Participate as a member of the regional TDM committee.
- Provide planning support for TDM program.
- Provide planning assistance to and coordinate with providers of elderly and disabled transportation service.

Work Activities (LTD):

- Undertake annual service planning process and prepare revised routes and schedules as necessary.
- Analyze maintenance records and procedures.
- Assist with planning and coordination of the elderly and handicapped transportation service providers.
- Review and update each department's performance objectives and action plans.
- Conduct transit administrative and operational studies to improve efficiency, such as school transit issues and analysis of minor transit station opportunities.
- Conduct studies of passenger boarding improvements.

Work Activities (Springfield):

- Participate as member of regional Transportation Demand Management Committee to create strategic TDM plans
- Analyze options and create strategies for regional ITS plan

- Participate on regional ITS committee to formulate plans and projects

Work Activities (Eugene)

- Participate as a member of the regional Transportation Demand Management (TDM) committee.
- Participate in regional Intelligent Transportation System (ITS) committee to develop and analyze regional ITS strategies as needed.
- Develop and adopt update to Central Area Transportation Study.
- Review safety data to develop and prioritize capital projects as needed.
- Develop plans for adequate bicycle and pedestrian access and circulation in new development.

Products:

- Transit studies or technical memoranda as needed.
- Transportation studies or technical memoranda as needed.
- Annual Route Review recommendations and revised route and schedule package.
- Various reports and recommendations on transit improvements.
- Regional ITS planning strategies and projects
- Regional TDM plan, strategies, and projects

<b>Funding Summary for FY04 Short Range Transportation Planning</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	0.26	\$4,000
LTD In-Kind Match	0.06	\$1,000
FHWA (includes ODOT Match)	0.19	\$3,000
STP-MPO	1.02	\$15,858
MPO Match	0.06	\$858
STP Eugene	4.8	\$54,545
Eugene Match	4.8	\$54,545
STP Springfield	1.14	\$11,712
Springfield Match	0.12	\$1,202
<b>Total</b>	<b>12.45</b>	<b>\$146,720</b>
Note: Overall UPWP funding detail is provided in Section IV: Funding		

## 5. Programming and Implementation

Objective: Translate RTP goals, objectives, policies, priorities and recommendations into practical use by public agencies, private enterprise

and the general citizenry; set area-wide priorities and develop area-wide Transportation Improvement Program (TIP) with Program of Projects. Develop process to meet TEA 21 project financial planning, funding and prioritization requirements. Participate in the development of statewide TIP and direct programming of STP-MPO funds.

Discussion: Programming and coordination activities include short- to mid-range improvement programming and the setting of area-wide priorities for various classes of federal and state transportation funds. In this activity in particular, the planning process provides a neutral forum for local officials to set area-wide transportation priorities. In addition, work related to the financial element of the RTP is also identified in this section. Designation as a TMA will affect the level of certain funding sources coming to the region, specifically federal Surface Transportation Program (STP) funds. Given this change, a new allocation method will be implemented in FY04, guided by the development and implementation of policies, processes and criteria.

Work Activities (LCOG):

- Prepare TIP amendments as necessary.
- Revise process for allocation of STP-MPO funds.
- Set annual Federal funding priorities, as allowed.
- In light of TMA status and transition of MPO policy responsibilities to MPC, work with Central Lane MPO policy body to develop policies, criteria and processes for programming of funds.
  - Develop freight-related criteria to assist in evaluating STIP and TIP priorities.
  - Review and redevelop project evaluation process and selection criteria.
  - Redefine public involvement process.
- Notify private providers of transportation (including freight providers) and the general public about the Transportation Improvement Program and opportunities for input.
- As part of the triennial update of the RTP, update revenues and costs, prepare assessment of financial impacts, and develop strategies to address the fiscal constraint requirements of TEA 21 and TPR.
- Prepare Central Lane STIP priorities for roadway, transit and TDM projects.
- Develop regionally significant project list for Transportation Improvement Program.

- Improve the connection between the RTP and the TIP to ensure that the TIP supports RTP priorities, policies, goals and objectives.

Work Activities (LTD):

- Prepare multi-year operational and capital plans and budgets.

Work Activities (Springfield):

- Develop and refine STP criteria and priorities.
- Develop local ODOT STIP priorities and coordinate with metro and state officials.
- Coordinate with Springfield elected officials about STP and STIP projects.
- Assist in preparation of, and amendments to Springfield portion of MTIP project tables and related materials for presentation to MPC and TPC

Work Activities (Eugene)

- Develop local ODOT STIP priorities and coordinate with metro and state officials.
- Develop and refine STP criteria and priorities.
- Coordinate with Eugene elected officials about STP and STIP projects.
- Develop Access Management policy to implement RTP strategy.
- Assist in preparation of, and amendments to Eugene portion of MTIP project tables and related materials for presentation to MPC and TPC

Products:

- Five-year Transportation Improvement Program.
- Annual Federal funding priorities.
- Central Lane STIP priorities for freight, roadway, transit and TDM projects.
- Annual LTD Capital Improvements Program.
- Revenue forecast updates.
- Strategies to address fiscally constrained plan and TIP.
- Policy guidance for development and maintenance of Central Lane TIP.
- Revised allocation method for STP-MPO funds.
- City of Springfield STP priority list

- City of Springfield STIP analysis and priority lists
- City of Springfield staff reports and analysis to City Council about the STP and STIP evaluation and selection process
- City of Eugene STP priority list
- City of Eugene STIP analysis and priority lists
- City of Eugene staff reports and analysis to City Council about the STP and STIP evaluation and selection process

<b>Funding Summary for FY04 Programming and Implementation</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	0.19	\$3,000
LTD In-Kind Match	0.05	\$750
FHWA (includes ODOT Match)	1.09	\$17,000
STP-MPO	1.69	\$26,430
MPO Match	0.09	\$1,430
STP Eugene	3	\$34,091
Eugene Match	3	\$34,091
STP Springfield	1.14	\$11,712
Springfield Match	0.12	\$1,202
<b>Total</b>	<b>10.37</b>	<b>\$129,706</b>
Note: Overall UPWP funding detail is provided in Section IV: Funding		

## 6. Public Participation

Objective: Provide for a proactive two-way public involvement process that provides complete information and documentation, timely public notice, full public access to key decisions, and supports early and continuing involvement of the public in developing the plan and TIP.

Discussion: The public involvement work program element is described below. The public involvement efforts cover several work elements including the RTP update, TIP updates and amendments, air quality and refinement plans.

This work element provides the tasks needed to carry out public involvement activities to meet requirements of TEA 21. The focus of FY2003-04 public involvement will be related to the triennial update of the RTP and to adoption of an updated TIP. Several public involvement techniques will be employed including wide distribution of the RTP, newsletters, and presentations to neighborhood and community groups including minority and low-income groups, advertisements in newspapers, media coverage and direct communication with the public. During FY2002-03, MPC is reviewing its public involvement strategies and will be considering enhancements to the public involvement process.

It has been several years since the Central Lane MPO has updated its public involvement process. The TMA transition presents the opportunity to refine the public involvement process and update and expand the public education/outreach materials. The MPO's *Citizen's Guide to Transportation* was last updated in November 1994. That document, plus other public information materials, will be updated and enhanced during FY2003-04.

Work Activities (LCOG):

- Provide technical support to ensure opportunity for public hearings and public review of transportation studies, plans and programs.
- Conduct comprehensive public involvement process for update of TIP.
- As part of the RTP update, conduct community survey and compare to baseline data from 1993 survey and *TransPlan Community Survey Report* (June 1996).
- Respond to inquiries from, and provide information to the public.
- Prepare periodic newsletters as part of triennial RTP update.
- Continued distribution of adopted TransPlan.
- As needed, employ a variety of public involvement and education techniques, including:
  - Make presentations to community groups including outreach to minority and low-income groups.
  - Use Metro TV as a technique to keep the public informed.
  - Provide public displays of RTP update products.
  - Prepare documentation of RTP update public involvement process.
- Provide products for public review and comment.
- Provide technical support and materials necessary to help private providers of transportation service learn about the transportation planning process.
- Provide technical support and materials to help private sector representatives to participate in public hearings and public review of transportation studies, plans and programs.
- Update *Citizen's Guide to Transportation Planning*.
- Continue to use the web site to provide information about transportation related meetings, plans and reports.

- Ensure that public involvement process complies with state and federal requirements including Title VI of the Civil Rights Act and Environmental Justice by making a proactive effort to include minority and low-income communities in all public participation activities.
- When appropriate, identify potential freight stakeholders for inclusion in MPO advisory committee processes.

Work Activities (LTD):

- Maintain an updated list of private providers of transit-related services.
- Inform private transportation providers and the general public of opportunities to comment on the transit planning process and LTD's service.
- Prepare updates on estimates of fully allocated costs of transit operations.

Work Activities (Springfield):

- Assist in development of public outreach materials for public hearings and public review of MPO-related transportation studies, plans and programs.

Work Activities (Eugene)

- Assist in development of public outreach and education materials for public hearings and public review of MPO-related transportation studies, plans and programs.

Products:

- Support and public information materials as necessary.
- Public involvement program for TIP update conforming to TEA 21 requirements.
- Public involvement program for STIP update conforming to TEA 21 requirements.
- Public involvement program for RTP update conforming to TEA 21 requirements.
- Annual list of funded projects.
- Informational materials to assist private providers understand the transportation planning process, public meetings and hearings.
- Informational materials on transit service for private providers.
- Revised Citizen's Guide to Transportation Planning.

- Community survey results, comparison and analysis.

<b>Funding Summary for FY04 Public Participation</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	0.26	\$4,000
LTD In-Kind Match	0.06	\$1,000
FHWA (includes ODOT Match)	1.92	\$30,000
STP-MPO	3.39	\$52,864
MPO Match	0.18	\$2,864
STP Eugene	0.4	\$4,545
Eugene Match	0.4	\$4,545
STP Springfield	0.43	\$4,392
Springfield Match	0.05	\$451
<b>Total</b>	<b>7.09</b>	<b>\$104,661</b>
Note: Overall UPWP funding detail is provided in Section IV: Funding		

## 7. Air Quality

Objective: Maintain conformity with Federal Clean Air Act Amendments and the Oregon conformity rules.

Discussion: The continued implementation of the Clean Air Act Amendments (CAAA) as applied to the development of the RTP, TIP, and transportation projects.

The new ozone (O<sub>3</sub>) and particulate matter (PM<sub>2.5</sub>) standards may have an impact on how conformity determinations are made in the future when attainment status designations are made. A continuing education effort is needed to remain informed of the changes and the impacts on transportation planning.

In FY03, a conformity determination was completed for TransPlan Amendments related to the West Eugene Parkway. A conformity determination will also be needed for expected updates to the Transportation Improvement Program.

The current Central Lane carbon monoxide (CO) portion of the State Implementation Plan (SIP) is outdated. A new emissions inventory will be developed to determine transportation's contribution to the baseline emissions. The new CO portion of the SIP will establish the motor vehicle emissions budget that is required for demonstration of compliance.

Work Activities (LCOG):

- Meet with the Standing Committee on Air Quality (Transportation Planning Committee) quarterly as required by the Oregon Conformity Rule.
- Perform additional air quality conformity analyses as required by the Oregon Conformity Rule and the Clean Air Amendments.
- Develop regionally significant project list for TIP update.
- Update and perform analysis on the regional transportation forecasting model as needed for emission analysis.
- Conduct modeling analysis in establishing a baseline for the emissions inventory.
- Perform emissions analysis for the CO SIP update.
- Prepare project level conformity analysis as necessary.
- Coordinate with LRAPA on maintenance of the carbon monoxide ambient air standard.
- Attend training sessions and workshops to remain informed of new air quality regulations and analysis tools.

Products:

- TIP Air Quality Conformity Determination.
- Updated carbon monoxide SIP.
- Additional Air Quality Conformity Determinations as required.

<b>Funding Summary for FY04 Air Quality</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	0.24	\$3,700
LTD In-Kind Match	0.06	\$ 925
FHWA (includes ODOT Match)	1.92	\$30,000
STP-MPO	0.00	\$0
Local In-Kind Match	0.00	\$0
<b>Total</b>	<b>2.22</b>	<b>\$34,625</b>

Note: Overall UPWP funding detail is provided in Section IV: Funding

**8. Intergovernmental Coordination and Staff Support**

Objective: Ensure coordination between federal, state and local processes. Provide planning and administrative support to maintain the area's comprehensive transportation planning process. Ensure conformity with federal TMA requirements.

Discussion: This work activity provides the general support for the committee structure and functions necessary to efficiently operate the continuing, comprehensive and cooperative planning process in the Central Lane metropolitan area.

In addition, redesignation as a Transportation Management Area (TMA) will require an education process for all involved staff, elected officials and other decision makers. Federal TMA/MPO certification review during FY03 will result in guidance for enhancements to the functioning of the MPO. Work will continue throughout FY04 to implement the refined MPO/TMA policy body structure and process and recommendations arising from the federal certification review.

Work Activities (LCOG):

- Coordinate local planning activities to prevent duplication and ensure efficiency and connectivity in transportation system development.
- Perform administrative functions required for the 3-C process.
- Continue coordinating transportation planning activities affecting the metropolitan area with local, state and federal activities. Example tasks include:
  - Oregon Highway Plan review
  - Transportation Planning Rule review
  - TEA 21 Reauthorization changes
  - Bypass Policy review
  - Review of ACT Guidelines
- Provide staff support for the Transportation Planning Committee and its subcommittees, the transportation activities of the MPO Policy Board (MPC), and other committees necessary to carry out the 3-C transportation process, including:
  - Produce and distribute meeting packets
  - Ensure adequate notice of meetings
  - Record and distribute meeting minutes and other meeting records
  - Arrange meeting logistics
- Continue to attend state level meetings related to TPR implementation, ODOT Transportation Demand Management Program, implementation of TEA 21 and CAAA.

- Prepare certification materials for the Central Lane area's transportation planning process.
- Prepare draft and final versions of the annual UPWP.
- Attend conferences and workshops specific to transportation planning.
- Follow up on results of federal certification review.
- Participate in state-wide quarterly MPO meetings

Work Activities (City of Springfield):

- Coordinate transportation planning activities with metropolitan agencies.
- Attend conferences and workshops specific to MPO planning .

Work Activities (City of Eugene)

- Coordinate transportation planning activities with metropolitan agencies.
- Attend conferences and workshops specific to MPO planning .

Products:

- Minutes and agendas for MPC and TPC.
- Unified Planning Work Program.
- Monthly and Quarterly financial reports.
- Certification of compliance with federal planning regulations.
- Renewed agreements with other agencies.
- Coordination of local, state and federal transportation plans.
- Continuing assessment of TMA requirements.
- Education about, and implementation of, TMA responsibilities.
- Assessment of TMA governing body structure.
- Improvements and enhancements to MPO processes in response to FY03 federal certification review.

<b>Funding Summary for FY04 Intergovernmental Coordination and Staff Support</b>		
<b>Funding Source</b>	<b>Person Months</b>	<b>Total Cost</b>
FTA Sec. 5303	0.67	\$10,520
LTD In-Kind Match	0.17	\$2,630
FHWA (includes ODOT Match)	4.89	\$76,225
STP-MPO	0.00	\$0
MPO Match	0.00	\$0
STP Eugene	0.3	\$3,409
Eugene Match	0.3	\$3,409
STP Springfield	.43	\$4,392
Springfield Match	.05	\$451
<b>Total</b>	<b>6.81</b>	<b>\$101,036</b>

Note: Overall UPWP funding detail is provided in Section IV: Funding

## **B. Special Projects**

### **1. Within Metropolitan Planning Organization Area**

#### *(a) Transportation Growth Management Projects*

The Transportation Growth Management (TGM) grant program is a joint program between ODOT and DLCD. The objectives of the program are to help local governments comply with the Transportation Planning Rule, integrate transportation and land use planning, encourage land development patterns which support modal choice and high transportation facility performance, strengthen growth management capability, and preserve and enhance livability.

The latest cycle of TGM grant applications is in progress during the latter half of FY03. Awards will be announced in the fall of 2003 for the two-year TGM program period beginning July 1, 2003. The UPWP will be amended as needed to reflect actual awards to local agencies.

#### *(b) Development of Integrated Land Use-Transportation Plan*

Based on its review and approval of TransPlan alternative performance measures for compliance with the Transportation Planning Rule (TPR), the Oregon Land Conservation and Development Commission (LCDC) required the inclusion in TransPlan of a schedule for the development of an integrated land use-transportation plan by September 2004. At this point, no funding has been identified to support the effort required by Eugene, Springfield, Lane County and LCOG to complete this work. One or more TGM grants may be applied for to address this need.

#### **IV. FUNDING**

The table on the following page provides a summary of FY04 UPWP work elements and funding sources. Funding sources are described in Section I. D. on page 6. The FHWA PL total is \$306,237. The STP total is \$250,000 for MPO activities, \$212,500 for Eugene and Springfield work activities, and another \$506,077 for BRT-related activities. Addition of FTA 5303 funds, LTD, MPO and Eugene and Springfield match bring the estimate of total resources (federal and state funds and local match) for the work described for FY04 to \$1,575,008; of which \$647,469 is the LCOG total and \$927,539 is the local agency total.

**Central Lane MPO  
Transportation Planning Work Program  
FY2003-04**

Row No.	Work Element	Column No.	Source of Funds						Totals		
			1 FTA Sec. 5303	2 LTD Match	3 FHWA PL	4 STP	5 Local Match	6 State TGM	7 LCOG Total	8 Local Total	9 UPWP TOTAL
1	Transportation System Modeling and Data Maintenance		\$25,000	\$6,250	\$61,410	\$141,968	\$13,516	\$220,144	\$28,000	\$248,144	
2	RTP		\$18,000	\$4,500	\$80,000	\$100,316	\$29,154	\$131,432	\$100,538	\$231,970	
3	Technical Assistance		\$0	\$0	\$3,000	\$10,572	\$572	\$14,144	\$0	\$14,144	
4	Short-Range Planning		\$4,000	\$1,000	\$3,000	\$82,115	\$56,605	\$23,716	\$123,005	\$146,721	
5	Programming and Implementation		\$3,000	\$750	\$17,000	\$72,233	\$36,723	\$47,860	\$81,846	\$129,706	
6	Public Involvement		\$4,000	\$1,000	\$30,000	\$61,801	\$7,860	\$89,728	\$14,934	\$104,662	
7	Air Quality Planning		\$3,700	\$925	\$30,000	\$0	\$0	\$33,700	\$925	\$34,625	
8	Intergovtl Coord. & Staff Support		\$10,520	\$2,630	\$76,225	\$7,801	\$3,860	\$86,745	\$14,291	\$101,036	
9											
10	ODOT Facility Planning - In MPO							\$0	\$0	\$0	
11	ODOT Facility Planning - other							\$0	\$0	\$0	
12	TGM Grants							\$0	\$0	\$0	
14	Bus Rapid Transit Planning/PE			\$57,923		\$506,077		\$0	\$564,000	\$564,000	
15											
16	Total Transportation UPWP		\$68,220	\$74,978	\$300,635	\$982,884	\$148,291	\$0	\$647,469	\$927,539	\$1,575,008

**Notes:**

- The amounts in column 2, rows 1-8 serve as in-kind match for amounts in column 1.
- The amount in column 2, row 14 serves as cash match for the amount in column 4, row 14.
- The funds in column 3 include ODOT funds used as cash match required for use of federal PL funds.
- The amount listed in column 4, rows 1-8 are \$250,000 in MPO-STP funds plus 1/2 the required match (\$14,307), provided by ODOT; plus \$212,500 in STP funds for Eugene and Springfield tasks.
- The amounts in column 5, rows 1-8 serve as in-kind match From Eugene, Springfield, and LCOG for amounts in column 4, rows 1-8.
- The funding level in column 6 will be determined upon notification of TGM grant awards at which time the UPWP will be amended.
- The amount in column 7 is a summation of the amounts in columns 1,3, and 4 and the LCOG portion of column 6.
- The amount in column 8 is a combination of LTD match for FTA funds, and local match for STP funds.
  
- The amount in column 10 is the salary, fringe and direct costs associated with LCOG's total in column 7.
- The amount in column 11 is an approximation of LCOG's 49 percent indirect rate applied to column 7.
- The amount in columns 12 and 13 reflect the breakout of column 8 between LTD and local agencies.

Eugene-Springfield MPO Transportation Planning Work Program FY2003-04							
Row No.	Work Element	Column No.	Uses of Funds			14	
			10	11	12		13
			LCOG Direct	LCOG Indirect	LTD	Local	TOTAL
1	Transportation System Modeling and Data Maintenance		\$146,887	\$73,257	\$6,250	\$21,750	\$248,144
2	RTP		\$87,696	\$43,736	\$4,500	\$96,038	\$231,970
3	Technical Assistance		\$9,437	\$4,707	\$0	\$0	\$14,144
4	Short-Range Planning		\$15,824	\$7,892	\$1,000	\$122,005	\$146,721
5	Programming and Implementation		\$31,934	\$15,926	\$750	\$81,096	\$129,706
6	Public Involvement		\$59,870	\$29,858	\$1,000	\$13,934	\$104,662
7	Air Quality Planning		\$22,486	\$11,214	\$925	\$0	\$34,625
8	Intergovtl Coord. & Staff Support		\$57,879	\$28,866	\$2,630	\$11,661	\$101,036
9							\$0
10	ODOT Facility Planning - In MPO		\$0	\$0	\$0	\$0	\$0
11	ODOT Facility Planning - other		\$0	\$0	\$0	\$0	\$0
12	TGM Grants		\$0	\$0	\$0	\$0	\$0
14	Bus Rapid Transit Planning/PE		\$0	\$0	\$564,000	\$0	\$564,000
15							
16	Total Transportation UPWP		\$432,013	\$215,456	\$581,055	\$346,484	\$1,575,008

