



April 4, 2007

To: Metropolitan Policy Committee
From: Paul Thompson
Subject: Item 4.f: Regional Transportation Plan (RTP) 2031 Update:
Land Use Scenario

Action Requested: Review and discuss proposed 2031 scenario. Provide feedback to staff.

Background

Within the context of the Eugene-Springfield-Lane County Comprehensive Plan and Transportation System Plan (TSP, or “TransPlan”) – both of which have a 2015 planning horizon, and the Coburg TSP which has a 2025 planning horizon, the Central Lane Metropolitan Planning Organization (MPO) must update the federal Regional Transportation Plan (RTP). Federal requirements mandate that the RTP must maintain a 20-year horizon throughout the plan’s 4-year life. With adoption of the RTP scheduled for mid-2007, the planning horizon for the updated document is 2031.

Federal regulations further require that the RTP must be consistent with locally adopted plans and policies. The difficulty in meeting these requirements arises from trying to craft a federal long-range RTP that is consistent with local plans, while planning, in the case of the MetroPlan, 16 years beyond the local comprehensive plan and TSP. Since the MetroPlan only provides planning and policy direction through 2015 – the first 8 years of the 24-year RTP – it becomes a challenge for the MPO to plan for the additional 16 years without appearing to “lead” the local planning process.

Discussion

The MPO has developed a proposal to create a 2031 RTP which allows for a range of futures beyond 2015. The RTP would specifically recognize that the local jurisdictions must take the lead, under local and state regulations, to provide planning and policy direction beyond 2015. In anticipation of that direction, the RTP will “model” a range of development patterns – from accommodating all growth through 2031 within the existing Urban Growth Boundaries (UGB) at higher than observed current densities (but within plan densities allowed under the 2015 comprehensive plan), to accommodating growth at currently observed actual densities, including accommodating a portion of the growth through 2031 beyond the current UGB.

Within this range of development patterns, the primary RTP scenario will model the 2031 horizon consistent with existing comprehensive plan guidance – fully within the

existing UGBs, and at densities and other assumptions that are allowed under the existing comprehensive plans and other local guidance.

However, the RTP will recognize the fact that this primary scenario will necessarily rely on higher-than-observed (but allowable) densities in order to accommodate growth through 2031 within the existing UGBs. In so doing, the RTP will acknowledge the fact that guidance for growth beyond the current Eugene-Springfield-Lane County comprehensive plan horizon of 2015 (and beyond the Coburg comprehensive plan horizon of 2025) must come from the local level. The RTP will expressly state that the primary 2031 RTP scenario is based on current comprehensive plan guidance, but is modeled only for the purpose of the federal RTP, and that when new guidance is available at the local level for growth beyond 2015, the next update of the RTP will reflect that guidance.

The 2031 RTP will also include an *illustrative* scenario demonstrating what the performance of the transportation system may be like with allocation of some of the growth through 2031 outside of the current UGBs. This illustrative scenario will be in the form of an appendix noting that under currently observed development densities, and carrying forth all other guidance from the existing comprehensive plans, allocation of some portion of the anticipated residential growth through 2031 would need to occur outside of the existing UGBs. The illustrative scenario would be developed in coordination with the local jurisdictions to demonstrate what such a development scenario may look like.

For any modeling scenario, all allocations of population and employment to buildable locations within the UGB will be made in accordance with the currently adopted Metro comprehensive plan. For any illustrative scenarios allocating growth beyond the current UGBs, the MPO will work with the local jurisdictions to allocate growth to MPO Transportation Analysis Zones (TAZs) within the MPO boundary and just outside the current UGBs. The estimated 2031 population will be a single year extrapolation of the adopted 2030 coordinated population projection.

Attachment 1 to this memo provides estimates of the residential development density assumptions that will be modeled under the primary scenario, and the acres of residential development outside of the existing UGBs that will be modeled under the illustrative scenario.

It is the intent of the MPO to produce an RTP that is consistent with local and state regulations, plans, and policies, while meeting federal guidelines and schedules. The MPO does not wish to produce an RTP that will place any unnecessary planning or other burden on one or more local jurisdictions.

To accomplish all of these objectives, the MPO has asked for assistance from the local jurisdictions in determining the viability of the proposal stated above, within the context of local and state regulations and policies. We are particularly interested in any potential implications under the Oregon Transportation Planning Rule for both the MPO and the local jurisdictions. The MPO believes that the proposal is an acceptable way for

the MPO to proceed in developing a 2031 RTP, and that this approach should not create any requirement for the local jurisdictions to modify their existing comprehensive plan, TSP, or other plans. However, local jurisdictions may need to take additional action if a UGB expansion is indicated – see OAR 660-012-0016 (5)(d)(A).

Specifically, to re-state the proposed approach, the MPO's RTP will clearly state that the RTP was developed to accommodate potential future development patterns beyond the local 2015 (or 2025) planning horizon and that, once local policy and planning direction is provided beyond 2015, subsequent RTP updates will reflect those new directions.

This item is being forwarded to the Metropolitan Policy Committee (MPC) for its consideration at the April 12th MPC meeting. Staff is asking for initial discussion and feedback. Staff will continue refinement of the proposal based on that feedback, including formal consideration of the proposal by the TPC.

Attachments:

Attachment 1 – Summary of Land Use Allocation Model Scenario

Attachment 2 – Summary of Consequences of Not Adopting 2031 RTP

Attachment 3 – Summary of Relevant State and Federal Regulations