



CENTRAL LANE METROPOLITAN PLANNING ORGANIZATION

REGIONAL TRANSPORTATION PLAN

LANE COUNCIL OF GOVERNMENTS
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JULY, 2007
PRELIMINARY DRAFT

REGIONAL TRANSPORTATION PLAN

The Central Lane Metropolitan Planning Organization (MPO) is the lead agency for Regional Transportation Planning for the Central Lane County Area. The MPO works with following jurisdictions and agencies in this capacity.



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Context of Transportation Planning in the Central Lane Metropolitan Planning Organization (MPO) Area

There are four adopted transportation plans which cover the Central Lane MPO area, each representing a process to meet specific federal, state, or local requirements:

TransPlan

Adopted in July 2002, this plan covers the Eugene-Springfield area and was meant to address two separate requirements – federal and state requirements for an MPO Regional Transportation Plan, and state requirements for local agency Transportation System Plans. This plan has been adopted by the cities of Eugene and Springfield, Lane County, Lane Transit District and Lane Council of Governments. TransPlan continues to serve as the local agency Transportation System Plan (TSP) for Eugene and Springfield.

Central Lane MPO Regional Transportation Plan (this document)

The Preliminary Draft Central Lane MPO Regional Transportation Plan (RTP) represents a required update to the federal RTP . As noted in Chapter 1, the RTP will be adopted by the Metropolitan Policy Committee. Additional information on the federal requirements for MPO areas is provided in Chapter 1.

Lane County Transportation System Plan (TSP)

Adopted in May, 2004, this plan covers Lane County and is meant to address state requirements for County TSPs.

City of Coburg TSP

Adopted in September, 1999, this plan covers the City of Coburg and is meant to address state requirements for city TSPs. An Update to this plan is scheduled to commence upon completion of the Coburg-I/5 Interchange Area Management Plan (IAMP).

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CHAPTER ONE

INTRODUCTION

Chapter 1: Introduction

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The Importance of Transportation

Transportation is one of the key contributors to the Central Lane Metropolitan Planning Organization (CLMPO) region’s quality of life and economic viability. Generally, the need for transportation stems from our need to access goods, services, and other people within and beyond the region. The ease by which we are able to get from home to school, to a job, to medical services, to shopping and back again is dependent upon the efficiency and effectiveness of the region’s transportation system.

As the region grows, additional demands are put on the system. With limited resources, determining the best means for improving the system and meeting future demand is challenging. The framework for making decisions on the future of the region’s transportation system has become more complex in recent years. Federal, state, and local policy calls for consideration of a wide range of factors in the preparation of a regional transportation plan, including:

- ⇒ Identifying the means to reduce reliance on the automobile by increasing the transportation choices available in the region,
- ⇒ Consideration of the interrelationships among the region’s land use and transportation,
- ⇒ Consideration of the financial, environmental, and neighborhood impacts of future plans, and
- ⇒ Identifying strategies to maintain and improve the safety of the transportation system.

Ultimately, the most successful transportation plan will be one that enables us to minimize the time and resources required in the future to access the goods and services we need.

Trends and Issues

The region is anticipating significant population and employment growth. The population of the CLMPO area is expected to grow by 39 percent by 2031. Employment in the region is expected to grow by 46 percent during that same period. Should land use patterns and travel behavior continue as they exist today, a forecast of trends from 2004 to 2031 points to several issues:

- ⇒ Congestion would rise dramatically, increasing the cost of travel and reducing the efficiency of the region's roadway network. Congested miles of travel would increase from 4.1 percent of total miles traveled to 15.4 percent, a 277 percent increase. Vehicle miles traveled per capita would go from 11.46 to 11.75, a 0.04 percent increase.
- ⇒ One of the primary roles played by public agencies is in the provision of transportation system infrastructure. Without a balanced approach to the development of future improvements, little change will be made in the transportation choices available to the region. With little improvement in choices, the proportion of drive alone auto trips would increase while the proportion of alternative modes use would decrease.
- ⇒ Shorter trip distance is one factor that contributes to making the use of alternative modes more attractive. The percentage of total trips less than one mile in length would increase by six percent.

Overview of the MPO's Regional Transportation Plan

The *Central Lane Metropolitan Planning Organization Regional Transportation Plan (RTP)* guides regional transportation system planning and development in the CLMPO metropolitan area. The RTP includes provisions for meeting the transportation demand of residents over a 20-year planning horizon while addressing transportation issues and making changes that can contribute to improvements in the region's quality of life and economic vitality.

~~Historically, TransPlan (the former name for the RTP) has served as both the federally required Regional Transportation Plan for the Eugene-Springfield area and as the Transportation Functional Plan (or Transportation System Plan—TSP) for the Eugene-Springfield Metro Plan. As a result of the 2000 census, the geographic boundary of the MPO (and the RTP) expanded beyond the Eugene-Springfield metropolitan area, leading to the need for two separate documents to apply to the two different geographic areas.~~

The Metropolitan Policy Committee (MPC) will adopt the RTP as the federal Regional Transportation Plan. Federal, state, regional, and local requirements comprise the regulatory framework that shapes the Eugene-Springfield region's transportation planning process. The two most influential pieces of legislation are the federal *Safe Accountable Flexible Efficient Transportation Equity Act – A Legacy for Users for the 21st Century (SAFETEA-LU-21)* and the *Oregon Transportation Planning Rule (TPR)*. Urbanized areas with a population of 50,000 or more people are required by federal statute to have a regional transportation plan that demonstrates consideration of several factors, such as system preservation and efficiency, energy conservation, and congestion relief. The plan must also be in compliance with National Ambient

Air Quality Standards and be constrained to financial resources reasonably expected to be available.

In compliance with provisions in [SAFETEA-LU-21](#) and the TPR, the RTP contains transportation policies and expected actions and is financially constrained to revenues reasonably expected to be available. The RTP includes demonstration of compliance with federal and state air quality requirements, a description of the plan amendment process, and documentation of the plan update public involvement process.

The ongoing nature of regional transportation planning allows the RTP to be a dynamic plan of action for the future transportation system, rather than a static snapshot in time. The range of implementation actions and plan amendment and update processes ensure that the RTP will adapt to meet changing conditions within the region, as well as adapt to residents' changing needs. The plan's implementation and further refinement will continue through the collaborative efforts of citizens and organizations that own, operate, regulate, and use the transportation system.

The RTP is particularly important for guiding transportation public policy and investment decision making over the three- to five-year period following plan adoption, until the next plan update. Section 450.222 of the federal metropolitan planning regulations requires the transportation plan to be reviewed and updated at least every three years in maintenance and nonattainment areas and at least every five years in attainment areas. The Eugene-Springfield region (the area within the combined Eugene-Springfield Urban Growth Boundaries) is designated as a maintenance area for carbon monoxide and designated as a nonattainment area for particulate matter (PM₁₀).

Figure 2, Context for the RTP, illustrates how the RTP is integrated into the overall transportation planning regulatory framework.

The RTP establishes the framework upon which the region's public agencies can make consistent and coordinated planning decisions regarding inter- and intrajurisdictional transportation. The regional planning process ensures that the planning activities and investments of the local jurisdictions are coordinated in terms of intent, timing, and effect. The RTP sets forth the long-range policy framework for decision making for the following elements of the region's multi-modal transportation system:

- ⇒ Regional roadways,
- ⇒ Regional transit system,
- ⇒ Regional bikeways and pedestrian circulation,
- ⇒ Regional goods movement (multiple modes), and
- ⇒ Regional aspects of other modes, including air, rail, and inter-city bus service.

Other policy documents and ordinances, such as refinement plans and transportation system plans (TSPs), set forth guidelines for elements of the transportation system that are local rather than regional in nature.

Implementation actions accompany the **policy element** as a core component of the RTP. The implementation actions consist of adopted multi-modal capital investment actions and recommended (optional) planning and program actions for carrying out plan policies. The range of implementation actions ensures that local jurisdictions have flexibility in implementing regional policies.

The adopted RTP's key transportation planning conclusions are summarized below:

The region can lessen the impact of the transportation challenges by implementing a balanced and integrated set of land use, transportation demand management (TDM), and transportation system improvement strategies.

The RTP strategies include nodal development and transit-supportive land use patterns, new and expanded TDM programs, and Bus Rapid Transit, in addition to roadway projects that benefit pedestrians, bicyclists, and motorists. All of these strategies can increase the attractiveness of transportation modes other than the single-occupant vehicle. The integration of transportation and land use planning is especially important to support compact urban growth, which provides for more pedestrian, bicycle, and transit-friendly environments, rather than urban sprawl that supports auto dependency.

The RTP recognizes that sole reliance on more and bigger roadways to meet the transportation demand is shortsighted. Even if adequate funding was available, given the growth anticipated in the region, it is unreasonable to assume the region can build its way out of traffic congestion. The technical evaluation of *TransPlan* alternatives indicated that the travel demand associated with growth will overload the transportation system, even with major capacity-increasing projects. Experience from cities all over the world suggests that building roads encourages more people to use cars, thereby perpetuating the transportation challenges. In addition, public sentiment indicates resistance to expanding existing roadways and building new roads that would impact open space and neighborhoods.

The technical evaluation of the alternative plan concepts indicated that implementation of a balanced set of strategies, such as those mentioned above, will enable the region to reduce reliance on the auto. Projections indicated fewer VMT system-wide, fewer miles of the transportation system experiencing traffic congestion, decreased number of drive-alone auto trips, increased amounts of shared auto trips, and an increase in shorter trip lengths.

The ability of the region to fund capacity-increasing roadway projects will be limited by other allocation decisions.

The region lacks the financial capacity to add enough streets and highways to maintain existing levels of service. Funding for capacity-increasing projects is impacted by other funding decisions, including the priority and the amount of

resources allocated to operations, maintenance, and preservation of the existing system.

Implementation and expansion of TDM strategies can contribute to greater use of transportation modes other than the single-occupant vehicle.

It is unrealistic to assume that automobile dependency can be eliminated, but it can be managed and complemented with cost-effective modes of transportation other than autos. Encouraging the use of transportation modes other than the single-occupant vehicle will become more important as the region grows and traffic congestion levels increase. The technical evaluation of alternative plan concepts indicated that TDM strategies can contribute to greater use of modes such as bicycling, walking, transit, and carpooling.

The RTP focuses on voluntary demand management strategies, such as incentives, i.e., free or reduced-cost bus pass programs. In the future, the region may explore opportunities to establish market-based, user-pay programs to offset subsidization of the true cost of automobile use and other transportation services.

The region can maintain conformity with air quality standards over the next 20 years.

The travel forecasting model indicated that the region would be able to maintain conformity with existing national air quality standards through implementation of any of the alternative plan concepts. Despite traffic growth, the offsetting effects of less-polluting and more fuel-efficient new vehicles will cause a net decline in emissions, even under trend conditions. The attainment and maintenance of air quality standards is primarily due to improved auto emission technology, rather than reduced reliance on autos.

Participating Agencies and Geographic Area

The RTP represents a coordinated effort of public agencies and citizens. The local jurisdictions involved in regional transportation planning include the Lane Council of Governments (LCOG), the cities of Eugene, Springfield and Coburg, Lane County, and Lane Transit District (LTD). Other agencies involved in the planning process include the Oregon Department of Transportation (ODOT), the Lane Regional Air Pollution Authority (LRAPA), Oregon Department of Land Conservation and Development (DLCD), Federal Highway Administration (FHWA), and the Federal Transit Agency (FTA).

The RTP study area is illustrated in Figure 1.

A 2025 planning horizon has been developed to meet federal requirements for maintaining at least a 20-year financial constraint and air quality conformity determination. Revenue and cost estimates used in the RTP are through 2025, expressed in 2004 dollars.

Fundamental Components of Transportation Planning

The RTP **policy framework** (Chapter Two) and **implementation actions** (Chapter Three) are structured around three fundamental components of transportation planning:

1. Land use,
2. Transportation demand management, and
3. Transportation system improvements.

The RTP uses these components in a balanced and integrated manner to achieve results. These components can be visualized as the three sides of a balanced triangle, as illustrated in Figure 3. The triangle is supported by a foundation of finance policies and implementation actions. Finance policies provide the direction needed to fund implementation of the land use, demand management, and system improvement policies.

The **land use** component of transportation planning is addressed by the RTP policies and implementation actions that encourage meeting the need for transportation-efficient development patterns, such as nodal development and transit-supportive land use patterns. These development patterns reduce trip lengths and auto dependency and support transit, bicycling, and walking.

The **demand management** component is supported by the RTP policies and implementation actions that strive to meet the need to reduce demand on the transportation system. This reduced demand can occur through actions that eliminate the need for vehicle trips and increase the use of transit, carpooling and vanpooling, bicycling, and walking.

System improvements are supported by the RTP policies and implementation actions that address the need for improved operations and maintenance of the existing system and investments in system infrastructure and services. The RTP emphasizes the integration and coordination of system improvements and development patterns.

The RTP Update Process

To keep the plan relevant to current conditions, federal legislation requires an update of the plan every **fourthree** years. Specifically, the federal guidelines state that the plan:

“...shall be reviewed and updated triennially...to confirm its validity and its consistency with current and forecasted transportation and land use conditions and trends and to extend the forecast period.”

The planning process envisioned in **the Transportation Equity Act for the 21st Century (SAFE TEA-LU-21)** is a dynamic activity that effectively integrates current operational and preservation considerations with longer term mobility, environmental, and development concerns. This more frequent update requirement reflects the perspective that the function of the RTP is moving from a documentation of system development to contemporary decision tool.

The three-year update cycle maintains the technical utility of the plan and its ability to serve the needs of local decision makers.

The table below shows the anticipated update schedule, with the RTP adoption in mid-Fall 2007. Minor updates would extend and adjust forecasts of land uses and the transportation system. A major update will add a review of policies, priorities, and major projects. Amendments to the RTP may occur at any time during an update cycle, with proper public notice and involvement. Air quality conformity analysis and financial constraint analysis would be prepared for each update or amendment as required by federal legislation. All updates and amendments would be adopted by the MPO policy body (MPC) and would include public involvement and outreach as required by federal regulations.

Schedule for RTP Updates

Year	Update
2007	<u>Major Update Required</u>
2008	
2009	
2010	
2011	Update Required
2012	
2013	
2014	
2015	Update Required

The City of Coburg's TSP is scheduled for update after completion of the Coburg-I/5 Interchange Area Management Plan (IAMP) in ~~mid-2005~~. The Eugene-Springfield TSP (TransPlan) is not due for an update until its next periodic review period.

Plan Organization and Contents

The remaining sections in the RTP are summarized below:

Chapter Two: Policy Element

- Presents goals, objectives, and policies that comprise the regional transportation planning policy framework for the region

Chapter Three: Plan Implementation

- Describes adopted Capital Investment Actions
- Describes optional Planning and Program Actions
- Presents a financial plan
- Describes air quality conformity
- Presents a parking management plan
- Presents a Regional Transportation Plan amendment process
- Summarizes the Intelligent Transportation System Operations and Implementation Plan

Chapter Four: Plan Performance and Implementation Monitoring

- Describes anticipated plan impacts and achievements
- Discusses the program for monitoring plan progress over time
- Describes the Congestion Management System

Appendix A: Maps

Contains the following maps:

- Potential Nodal Development Areas
- Financially Constrained Roadway Projects
- Illustrative Roadway Projects
- Federally Designated Roadway Functional Classification
- Current Lane Transit District System (within the MPO area)
- Bus Rapid Transit System
- Financially Constrained Bikeway System Projects
- Priority Bikeway System Projects
- Illustrative Bikeway System Projects
- Goods Movement and Intermodal Facilities
- Transportation Demand Management/Commuter Solutions
- Congestion Management System Maps

Appendix B: Level of Service Standards

- Describes application of the level of service policy.

Appendix C: List of Supporting Documents

- Lists supporting documentation developed throughout the history of the Central Lane RTP.

Appendix D: Glossary and Acronyms

- Provides acronyms and glossary of key transportation and land use terms used in the RTP.

Appendix E: LCDC Order Approving Alternative Plan Performance Measures

Appendix F: Development of TPR Alternative Measures

Appendix G: Executive Summary: Regional ITS Operations and Implementation Plan for the Eugene-Springfield Metropolitan Area

[Appendix H: Environmental Consultation Materials](#)

Figure 1

MPO Map

Legend:

- Urban Growth Boundary
- Central Lane MPO Boundary
- Major Roadway

Map produced by LCOG, March 2004

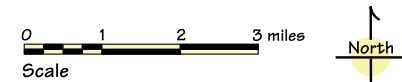
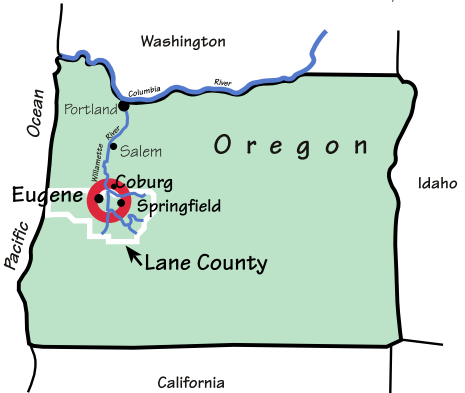
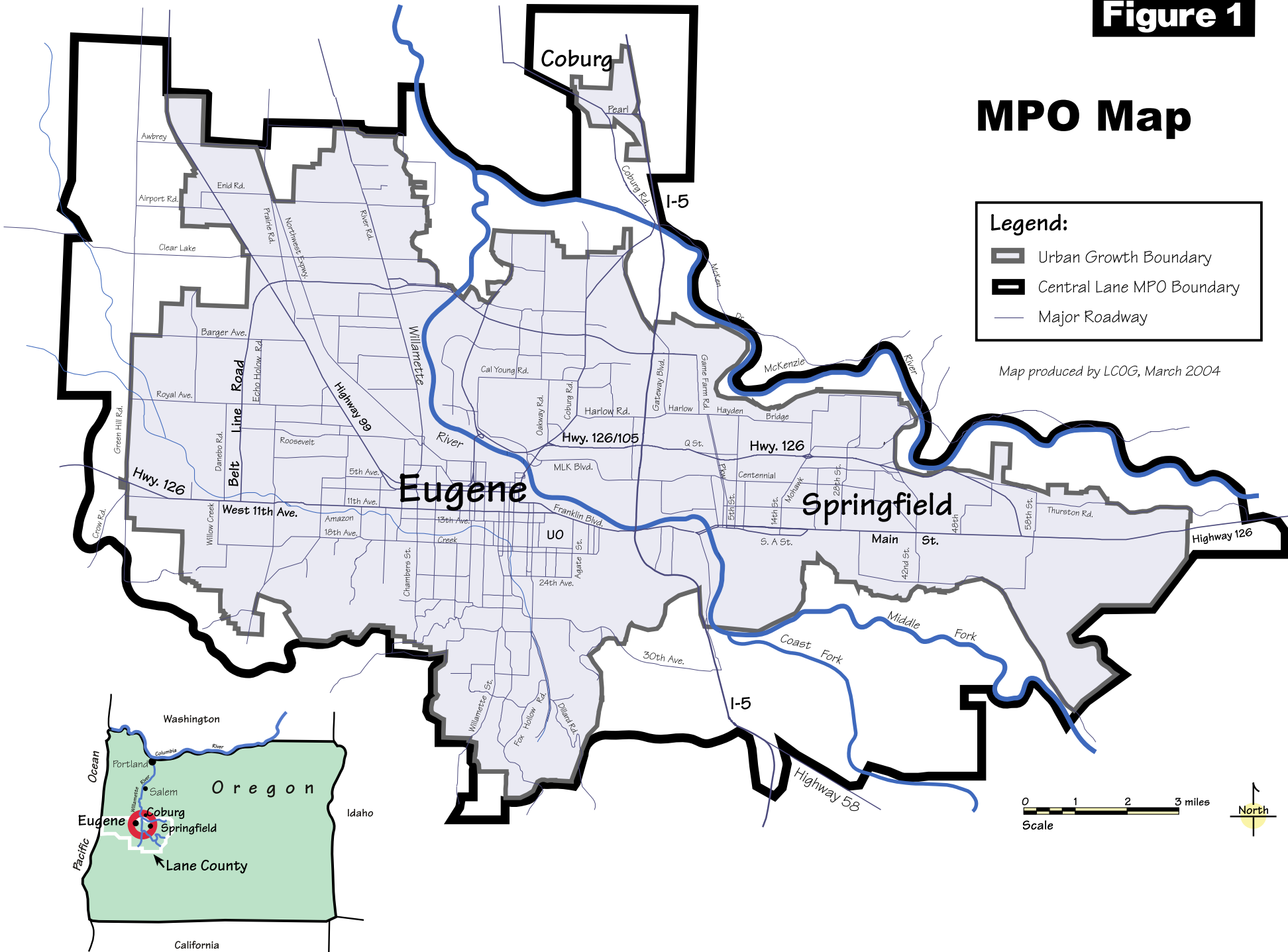


Figure 2

Context for the Regional Transportation Plan

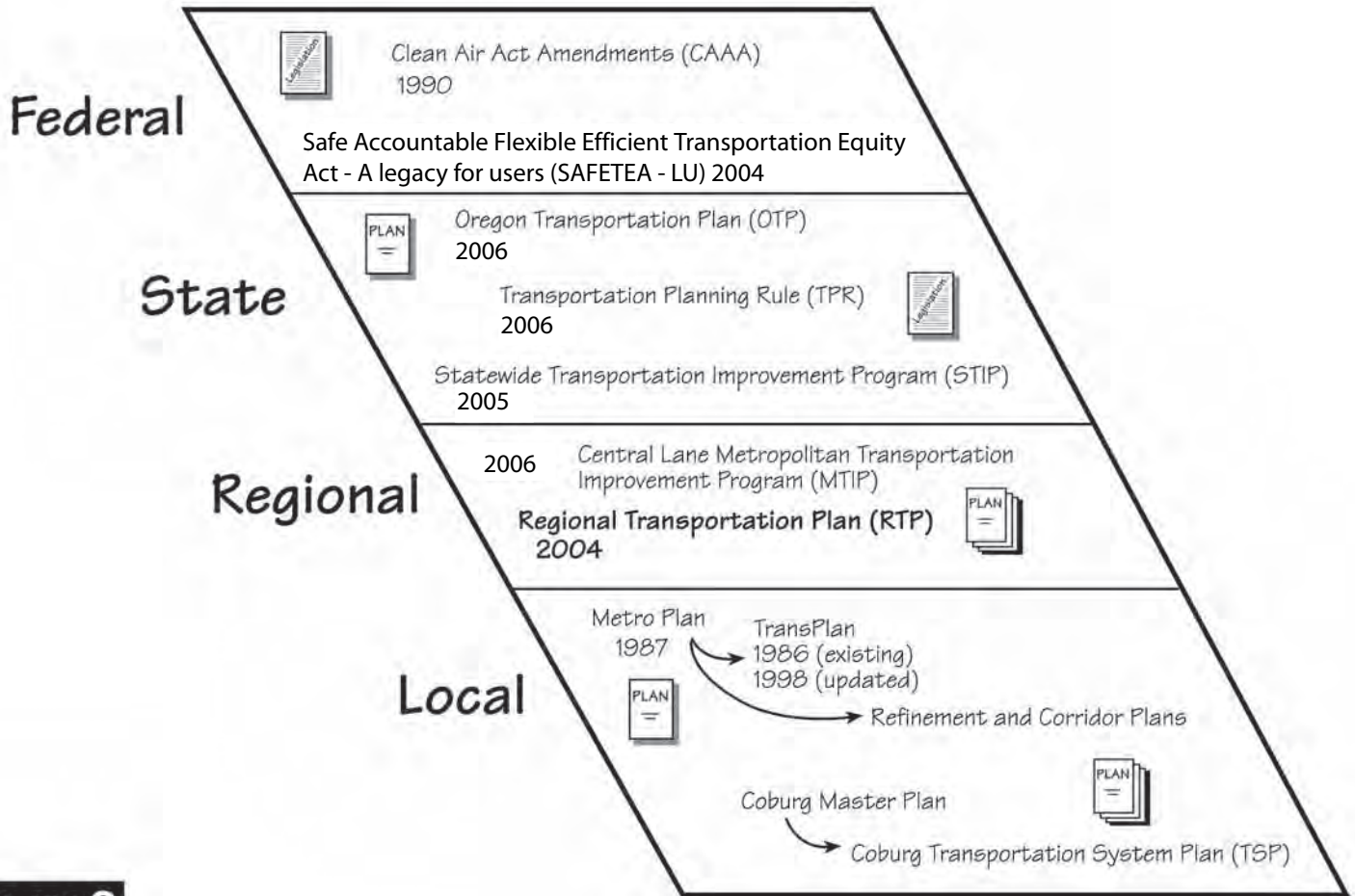


Figure 3

Fundamental Components of Transportation Planning

