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March 18, 2016

In Reply Refer To:  
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File Code:  
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Ms. Brenda Wilson  
Executive Director  
Lane Council of Governments  
859 Willamette, Suite 500  
Eugene, Oregon 97401

Re: Central Lane Metropolitan Planning Organization Certification Review – 2015

Dear Ms. Wilson:

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) are pleased to provide you with the enclosed final report of our Planning Certification Review of the Central Lane Metropolitan Planning Organization (CLMPO). This transportation planning certification review is required by federal regulations every four years for metropolitan areas that exceed a population of 200,000 and have been designated as a Transportation Management Area.

During our review, FHWA and FTA found that the CLMPO continues to satisfy the provisions for metropolitan transportation planning, as required in 23 CFR Part 450 Subpart A, B, and C; 49 USC Sections 5303-5305; and 23 USC Sections 134 and 135. FHWA and FTA certified CLMPO's planning process for a period of four years with our letter to your office on October 29, 2015.

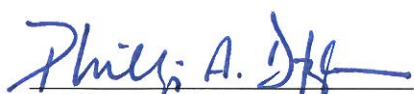
In our final report we noted recommendations in areas where the CLMPO is expected to make improvements, including the Unified Planning Work Program, Congestion Management Process, Metropolitan Transportation Plan development, and Intelligent Transportation Systems. We anticipate seeing progress in these specific areas in the near future.

We appreciate the time and cooperation that your staff provided along with your partners at the Oregon Department of Transportation, Lane Transit District, and other local agencies. Please convey our sincere appreciation for their support.

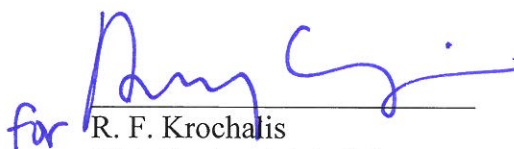
*The primary finding of our review is that FHWA and FTA are jointly certifying the transportation planning process of the Central Lane MPO, subject to the recommendations identified in this report. This certification will remain in effect from October 29, 2015 for a period of four years.*

If you have any questions regarding this review or need further information on addressing corrective actions and recommendations, please contact Jasmine Harris of the FHWA Oregon Division at (503) 316-2561, or Jeremy Borrego of FTA Region 10 at (206) 220-7956.

Sincerely,



Phillip A. Ditzler  
Division Administrator  
Federal Highway Administration



for R. F. Krochalis  
FTA Regional Administrator  
Federal Transit Administration

Enclosure: Central Lane MPO Transportation Planning Certification Review Report, Mar. 2016

cc, w/encl.:

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SS/rm



U.S. Department  
of Transportation

**Federal Highway  
Administration**

**Federal Transit  
Administration**

# Transportation Planning Certification Review

## Central Lane Metropolitan Planning Organization

*March 2016*



Source: Central Lane MPO

## FINAL REPORT



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## **Executive Summary**

The Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) jointly certify the transportation process of Transportation Management Areas (TMAs), which are urbanized areas with populations over 200,000 people, no less than every four years (23 CFR 450.334). The certification review process helps ensure that the planning requirements of 23 U.S.C. 134 and 49 U.S.C. 5303 are being satisfactorily achieved. The Central Lane Metropolitan Planning Organization's (CLMPO) previous transportation planning process certification was completed on October 31, 2011.

The Federal Review Team's certification review process includes:

- A desk review prior to the on-site visit. The review includes a review of the documented practices, procedures, guidelines and major work products such as the 2011 Regional Transportation Plan, the 2015-2018 Transportation Improvement Program, the 2016-2017 Unified Planning Work Program, 2007 Public Participation Plan, 2015 draft Public Participation Plan, and the 2015 Title VI Plan.
- An on-site review conducted on June 16 and 17, 2015.
- A public meeting on June 16, 2015. The public comment period was open through July 16, 2015.
- This final report which summarizes findings developed from the on-site visit, desk review, and routine oversight.

The review also provides the opportunity for the CLMPO to share its challenges and best practices in carrying out the transportation planning process. Among the items discussed by the review team were the following major elements of the planning process:

- Metropolitan Planning Organization Background and Agreements
- Metropolitan Area Boundaries
- Metropolitan Transportation Plan
- Congestion Management Process (CMP)
- Transportation Improvement Program (TIP)
- Unified Planning Work Program (UPWP)
- Intelligent Transportation Systems (ITS)
- Safety Planning
- Financial Planning / Constraint
- Public Involvement



The agenda with a complete list of topics discussed during the on-site review is included in Appendix E.

The body of this report contains findings, recommendations, and corrective actions. Recommendations identify elements of the MPO's program or products that show good practices or procedures. Recommendations also highlight areas that currently meet federal requirements; however processes and outcomes in these areas could be enhanced. Corrective actions are areas of concern, where MPO practices do not fully meet Federal requirements and could result in restrictions being imposed on the MPO's program. A summary of recommendations and corrective actions is provided in Appendix C.

### **Review Outcome:**

The review determined that the CLMPO continues to satisfy the provisions for metropolitan transportation planning contained in 23 CFR Part 450 Subpart A, B and C, 49 U.S.C Sections 5303-5305, and 23 U.S.C. Sections 134 and 135. Consistent with these requirements, the FHWA and FTA jointly certify the CLMPO planning process for a period of four years. This action is supported by U.S. DOT's October 29, 2015 letter addressed to CLMPO (see Appendix A).

## **Background**

Every four years, the FHWA and FTA are required to jointly review and evaluate metropolitan transportation planning processes for each urbanized area with population greater than 200,000, which are known as a transportation management area (TMA). The CLMPO urbanized area consists of Eugene, Springfield, Coburg and unincorporated urbanized areas of Lane County.

The previous CLMPO certification site visit was on June 6-8, 2011, and a final review report was issued on October 31, 2011. The 2011 Certification Review Report identified recommendations and corrective actions, which are detailed in Appendix B. This appendix captures CLMPO's progress made to address the 2011 recommendations and corrective actions as documented in the FY 2016-2017 UPWP document. CLMPO's March 8, 2016 e-mail also provided additional updates for two recommendations that were not captured in the FY 2016-2017 UPWP document.



## Purpose and Objectives

### **Purpose:**

Planning certification reviews serve several purposes:

- to evaluate the transportation planning process in metropolitan areas;
- to identify and correct any areas that are determined to be out of compliance with Federal laws and regulations;
- to provide recommendations that may help strengthen planning processes; and
- to offer opportunities for the MPO staff, the Oregon Department of Transportation (ODOT) and other key stakeholders to have an interactive discussion with the Federal review team about the transportation planning process in the region.

The purpose of this report is to document the extent of compliance with Federal regulatory requirements, recognize noteworthy practices, identify problem areas, and provide assistance and guidance as appropriate. In this certification review, the review team evaluated and discussed major transportation planning processes components during the on-site review.

### **Objectives:**

The planning certification review focused on specific objectives, to determine that:

- Planning activities of the CLMPO and other agencies with responsibilities for regional transportation planning are conducted in accordance with FHWA and FTA statutes, regulations, policies and guidance, including the provisions of Title 23 U.S.C, MAP-21, the Clean Air Act, Title VI of the Civil Rights Act, and the Americans with Disabilities Act (ADA), as appropriate.
- The regional transportation planning process for the MPO areas is a continuing, cooperative, and comprehensive process that results in developing, implementing, and supporting transportation system preservation and improvements.
- The UPWP adequately documents the CLMPO transportation planning activities and all other ongoing significant transportation planning activities occurring in the region.
- The regional transportation planning products, including the Metropolitan Transportation Improvement Program (MTIP) and the Regional Transportation Plan (RTP), reflect the identified transportation needs, priorities and funding resources.



- The RTP and MTIP are multi-modal in perspective, meet the needs of the traveling public and community, and are based on current data.
- Issues raised in the previous certification review are being addressed.

## **Scope and Methodology**

The scope of the review covered major components of the transportation planning process including, but not limited to: the Metropolitan Transportation Plan (referred to as the RTP by CLMPO and throughout the report); the MTIP; the Unified Planning Work Program (UPWP); the Congestion Management Process (CMP) and other relevant documents.

As part of the preparation for the CLMPO certification review, the Federal review team conducted a desk review and two team meetings between FHWA and FTA were held prior to the on-site review.

The Federal review team sent a letter dated May 8, 2015 (Appendix F) notifying the CLMPO about the TMA Certification Review. In response to the letter, CLMPO provided the documentation requested. On June 12, 2015, the Federal review team emailed the agenda (included in Appendix E) to CLMPO for the June 16-17, 2015 on-site visit.

The CLMPO certification review consisted of a two day site visit (June 16-17, 2015) and a public meeting on the evening of June 16, 2015. Appendix D includes a copy of the Public Notice and the public comments received. This report summarizes the Review Team's desk review and findings made during the on-site visit. Appendix C contains a summary of recommendations and corrective actions.





## Findings, Recommendations and Corrective Actions

### Study Area Organizational Structure (23 CFR 450.310)

#### Regulatory Basis:

Federal legislation (23 USC 134(b); Section 49 USC 5303) requires the designation of a Metropolitan Planning Organization (MPO) for each urbanized area with a population of more than 50,000 individuals. The policy board of the MPO shall consist of (A) local elected officials, (B) officials of local agencies that administer or operate major modes of transportation within the area, and (C) appropriate State officials.

Upon designation of a MPO as a Transportation Management Area (TMA) the policy board shall be structured to include (A) local elected officials, (B) officials of local agencies that administer or operate major modes of transportation within the area, and (C) appropriate State officials. Moving Ahead for Progress in the 21st Century Act (MAP-21) requires representation by providers of public transportation in MPOs that serve TMAs.

#### Findings:

- The Governor designated Lane Council of Governments (LCOG) as the MPO in 1974.
- CLMPO's Bylaws document was last reviewed and approved on May 12, 2005 by the Metropolitan Policy Committee (MPC).
- CLMPO benefits significantly from sharing resources and expertise from other departments and agencies within the broader Lane Council of Governments (LCOG).
- Lane Area Commission on Transportation (ACT) Bylaws, approved by the Oregon Transportation Commission (OTC) on November 9, 2010, indicate that CLMPO is represented and a voting member as part of the Lane ACT. ACTs were developed by ODOT and are state groups designed to improve communication and interaction between the Oregon Transportation Commission (OTC) and local stakeholders with a transportation interest.
- The Lane Transit District (LTD) is directly represented on the CLMPO Policy Board by the General Manager or designee.

**Recommendations:** None

**Corrective Actions:** None



## **Metropolitan Planning Boundaries (23 CFR 450.312)**

### **Regulatory Basis:**

Federal legislation [23 USC 134(c): 49 USC 5303(d)] requires boundaries of a metropolitan planning area to be determined by agreement between the MPO and the Governor.

Each metropolitan planning area shall encompass at least the existing urbanized area and the contiguous area expected to become urbanized within a 20 year forecast period; and may encompass the entire metropolitan statistical area or consolidated metropolitan statistical area, as defined by the Bureau of the Census.

### **Findings:**

- CLMPO proposed a revised planning boundary to comply with the existing urbanized area (UZA) as defined by the 2010 U.S. Census. It includes the urban growth boundaries of the cities of Eugene, Springfield, and Coburg. On December 4, 2014, CLMPO's Metropolitan Policy Committee (MPC) approved the proposed boundary. The MPO submitted a letter requesting approval of the proposed changes to Governor John Kitzhaber. CLMPO received a letter of approval from Governor Kate Brown on July 2, 2015.

**Recommendations:** None

**Corrective Actions:** None

## **Agreements and Contracts (23 CFR 450.314)**

### **Regulatory Basis:**

Federal legislation (23 USC 134) requires the Metropolitan Planning Organization (MPO) to work in cooperation with the State and public transportation agencies in carrying out a continuing, cooperative, and comprehensive (3C) metropolitan planning process. These agencies determine their respective and mutual roles and responsibilities and procedures governing their cooperative efforts. Federal regulations require that these relationships be specified in agreements between the MPO and the State and between the MPO and the public transit operators. The regulations also require an agreement between the MPO and any other agency responsible for air quality planning under the Clean Air Act. A single agreement should be executed among the MPO, State, transit operators, and designated air quality regulations. 23 CFR 450.314(a).



### **Findings:**

- The Intergovernmental Agreement (IGA) between Lane Transit District (LTD), Oregon Department of Transportation (ODOT), and CLMPO (No. 24,894) describes coordination and responsibilities for state- and federally-required transportation planning documents. The agreement, which was updated in 2008, is valid for 10 years and is updated as necessary.

### **Recommendations:**

- IGA Number 24, 894 is set to expire in 2018. The Federal review team recommends that the update of the IGA capture relevant changes Federal transportation legislation and regulation, including but not limited to performance-based planning and programming.
- The Federal review team recommends CLMPO determine when and how regular reviews of agreements are needed to ensure updates occur on an as needed basis.

**Corrective Actions:** None

## **Unified Planning Work Program (UPWP) (23 CFR 450.308)**

### **Regulatory Basis:**

- MPOs are required to develop the UPWPs in cooperation with the State and public transit agencies [450.308(c)]. Elements to be included in the UPWP are:
- Discussion of the metropolitan planning area planning priorities
- The UPWP shall identify work proposed for the next one- or two-year period by major activity and task (including activities that address the planning factors in §450.306(a)), in sufficient detail to indicate who (e.g., MPO, State, public transportation operator, local government, or consultant) will perform the work, the schedule for completing the work, the resulting products, the proposed funding by activity/task, and a summary of the total amounts and sources of Federal and matching funds.

### **Findings:**

- CLMPO develops and maintains a two year UPWP document. The two year UPWP provides advantages from a capital budget perspective over the traditional one year UPWP and allows a more complete understanding of the progress of major planning projects that frequently span many years.



- CLMPO's UPWP documents throughout the years have been comprehensive, publicly available, and reader friendly. The document is developed with input from staff, member agencies, and the public. However, the document would benefit from information for project milestones, consulting fees, and non-staff costs for each task.
- CLMPO's UPWP and amendment documents are accessible to the public through the CLMPO website.

**Recommendations:**

- The Federal review team recommends CLMPO's FY 2017-2018 UPWP include:
  - Project milestones
  - Consulting fees and non-staff costs
  - Status updates on any corrective action(s) and recommendations from this report

**Corrective Actions:** None

**Transportation Planning Process (23 CFR 450.306, 316, and 318)**

**Regulatory Basis:**

Federal regulations 23 CFR 450.306 and 450.318 define the scope of the metropolitan transportation planning process and the relationship of corridor and other subarea planning studies to the metropolitan planning process and National Environmental Policy Act (NEPA) requirements. In addition, 23 CFR 345.316 (c) (d) and (e) address the need for participation by Federal lands management agencies and Tribal governments in the development of key products in the planning process.

Key provisions of 23 CFR 450.306 are related to required planning factors, coordination, and consistency with related planning processes, asset management, and differences in requirements for TMAs and non-TMAs.

**Findings:**

- There are no tribal lands in the CLMPO area. CLMPO is aware of federal courthouse properties and several bureau of Land Management (BLM) owned parcels within the West Eugene Wetlands area. CLMPO does not engage in tribal government or federal land management agency participation.
- The Plan Implementation section of Chapter 3 of CLMPO's 2011-2035 Regional Transportation Plan (RTP) identifies a project prioritization process for projects in the RTP. The plan also states TIP projects are reviewed for consistency with the



RTP. CLMPO's application for STP-U funds has an eligibility requirement that the project be listed, consistent or able to be added to the fiscally constrained RTP, during project timeframe.

- CLMPO's application for STP-U funds includes safety as one of the four key regional priorities. The STP-U funding process and applicable safety metrics are required as part of the MPO's STP-U funding application.
- CLMPO is developing a Regional Transportation Safety and Security Plan. The MPO has made significant progress on the plan, has held stakeholder sessions for input, and expects to finalize the plan by the end of 2016.
- The public is regularly notified of activities and opportunities for public review and comment at key decision points including, but not limited to, approval of the Regional Transportation Plan and TIP.
- The MPO has established a strong relationship with the local land use authorities and the planning process considers the relationships among land use and all transportation modes.

**Recommendations:** None

**Corrective Actions:** None

## **Congestion Management Process (CMP) (23 CFR 450.320)**

### **Regulatory Basis**

An effective CMP is a systematic process for managing congestion that provides information on transportation system performance and on alternative strategies for alleviating congestion and enhancing the mobility of persons and goods to levels that meet state and local needs. The CMP results in serious consideration of implementation of strategies that provide the most efficient and effective use of existing and future transportation facilities. In both metropolitan and non-metropolitan areas, consideration needs to be given to strategies that reduce single occupant vehicle (SOV) travel and improve existing transportation system efficiency. Where the addition of general purpose lanes is determined to be an appropriate strategy, explicit consideration is to be given to the incorporation of appropriate features into the SOV project to facilitate future demand management and operational improvement strategies that will maintain the functional integrity of those lanes. 23CFR 450.320(b).



## Findings:

- In September 2004, CLMPO developed a [Congestion Management System Baseline Report](#). The report assessed congestion on the regional transportation system and identified nine congested corridors. The nine congested corridors were identified as follows:
  - Interstate 5
  - OR 126/I-105
  - Beltline Highway
  - Main Street / McKenzie Highway
  - Broadway / Franklin Boulevard
  - West 11<sup>th</sup> Avenue
  - Ferry Street Bridge
  - Southeast Eugene Corridor
  - 18<sup>th</sup> Avenue
- Since the 2011 certification review report, CLMPO addressed a corrective action related to the CMP and reported the following activities to demonstrate progress:
  - A central repository for traffic counts, safety data, transit boarding data, and bicycle and pedestrian count data.
  - A prototype database and web-based application is available that demonstrates data available in the region. This tool offers high quality data and is a best planning practice in terms of visualization products.
  - Ramp Management can offset congestion and safety problems that compromise efficient and safe traffic operations on ramps and or on the facilities to which they connect. In 2013, ODOT installed ramp meters. These ramp meters were a part of the project description for the following projects: Beltline Highway Freeway Surveillance and Management, Eugene – Springfield (OR 126) Freeway Surveillance and Management, I-105 Freeway Surveillance and Management, and Delta Highway Freeway Surveillance and Management. CLMPO continues to define operational objectives for their nine congested corridors and is involved in several corridor studies. The corridor studies include:
    - South Willamette (City of Eugene)
    - Moving Ahead (LTD and City of Eugene) River Road, Coburg Rd, Highway 99, - Valley River Center, Beltline, 30<sup>th</sup>-Lane Community College, Martin Luther King Blvd)

In December 2014, the MPO Policy Board adopted the Regional Transportation Options Plan (RTOP). The Plan sets forth a strategic direction for the implementation of Transportation Options programs and services. This effort will ensure a coordinated, focused and implementable plan for transportation



demand management investments in the MPO that will be integrated in the update of the RTP due June 27, 2016.

- CLMPO's 2011-2035 RTP identifies strategies for addressing congestion and identifies four key performance measures related to monitoring congestion: congested miles of travel, roadway congestion index, network vehicle hours of delay and percent transit mode share of congested corridors.
- CLMPO has been involved extensively with Lane Transit District (LTD) over the past year to enhance planning for a 'frequent transit network' and to identify improvements along major transit corridors.
- For over two years, the MPO has collected bicycle count data across the region to support partner agencies in their bicycle planning efforts. The data is to support the following activities: to monitor the effects of specific projects, to support ongoing performance measures, tracking the effectiveness of region wide bicycle related investments, to assist in health, safety, and air quality analysis.

#### **Recommendations:**

- The Federal review team recommends CLMPO continue refinement, development and further integration of their CMP. CLMPO should provide regular updates to the Federal review team on progress to update their CMP. CLMPO will integrate their functional plans (i.e., RTOP, Safety & Security, and ITS Plan) as part of developing a more multi-modal performance-based transportation monitoring system as outlined in MAP-21. FHWA and FTA will work with CLMPO as the performance-based measures rule-making is finalized and implemented.
- The Federal review team recommends CLMPO document how projects are identified in the CMP and incorporated in the TIP and RTP.

**Corrective Actions:** None

### **Metropolitan Transportation Plan (MTP) Development (23 CFR 450.322)**

#### **Regulatory Basis:**

Federal regulations require the metropolitan transportation planning process shall include the development of a transportation plan addressing no less than a 20-year planning horizon. The transportation plan shall include both long-range and short-range strategies/actions that lead to the development of an integrated multimodal



transportation system to facilitate the safe and efficient movement of people and goods in addressing current and future transportation demand.

[23 CFR 450.322]

The MTP is to be updated every four years in nonattainment and maintenance areas and every five years in attainment areas to ensure its consistency with changes in land-use, demographic, and transportation characteristics. Due to Central Lane MPO's air quality status, the MPO's MTP, referred to as a Regional Transportation Plan (RTP), is expected four years from the last U.S. DOT air quality conformity determination.

### Findings:

- CLMPO's 2011-2035 RTP was adopted by the Metropolitan Policy Committee on December 8, 2011.
- U.S. DOT Air Quality Conformity Determination (AQCD) of CLMPO's 2011-2035 RTP was approved on June 27, 2012. Air quality conformity regulations require a new conformity analysis every four years and the MPO plans to complete their next RTP and conformity analysis within the four year period. The MPO's next RTP is expected on June 27, 2016. CLMPO has indicated that the MPO will plan to complete their RTP by that timeframe.
- CLMPO is developing their next RTP to include the integration of the Regional Transportation Options Plan. CLMPO will continue to develop their ITS Plan update, the Regional Transportation Safety and Security Plan and Congestion Management Process (CMP) concurrently with the 2016 RTP update.
- Following the 2011 TMA Certification review, FHWA and FTA worked with Central Lane MPO to address a corrective action to show costs and revenues in year of expenditure (YOE) dollars in the RTP. As a result of that coordination, CLMPO's 2011-2035 RTP partially addressed the issue of showing RTP costs and revenues in YOE. Cost estimates for each project are shown in the year of adoption (2011), and may be calculated for YOE with guidance provided in the RTP. However, during the Certification Review site visit in June 2015, the Federal Review team expressed concern that CLMPO did not explicitly include YOE dollars in their cost and revenue estimates. CLMPO agreed to modify the 2016 RTP to explicitly provide YOE dollars.
- The MPO and regional partners participated in the development of the Long-Range Transit Plan (LRTP), adopted in March 2014. The MPO Policy Board, which includes a transit representation, reviewed and discussed the draft LRTP. The LRTP will be a key reference in the transit element of the next RTP update.
- For the 2011-2035 RTP, CLMPO held a 90 day public comment period, summarized the public comments and staff responses to those comments were provided as part of the package recommending MPC adoption and approval.





### **Recommendations:**

- The Federal review team recommends the RTP include project costs/revenues and financial summary that document a fiscally constrained plan. In addition, revenue and cost estimates for the RTP must use an inflation rate(s) to reflect year of expenditure dollars. For the outer years of the metropolitan transportation plan, the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.
- The Federal Review team recommends incorporating a description of CLMPO's public outreach, including a summary of public engagement activities and responses from the public, into the 2016 RTP update.
- The Federal review team recommends CLMPO integrate environmental data and mitigation strategies into the body of the 2016 RTP, rather than providing the information as a stand-alone appendix of maps, as in the 2011-2035 Regional Transportation Plan.
- The Federal review team recommends CLMPO continue to work with ODOT to incorporate basic safety data into the planning process and the RTP. We strongly encourage CLMPO to include safety considerations in the development of performance measures. CLMPO should undertake enhanced efforts to reflect the statewide strategic safety plan goals into the RTP.

**Corrective Actions:** None

## **Metropolitan Transportation Improvement Program (MTIP) and Project Selection (23 CFR 450.324, 326, 328, 330 and 332)**

### **Regulatory Basis**

The MPO is required, under 23 CFR 450.324, to develop a TIP in cooperation with the state and public transit operators. The TIP must cover a period of at least four years and must be approved by the MPO and the Governor. If the TIP is updated more frequently, the cycle must be compatible with the State Transportation Improvement Program (STIP) development and approval process. [23 CFR 450.324(a)].

The following information must be provided for each project included in the TIP: sufficient descriptive material to identify the project or phase; estimated total cost; amount of Federal funds proposed to be obligated during each program year; proposed source of Federal and non-Federal funds; identification of funding recipient/project sponsor; in nonattainment and maintenance areas, identification of Transportation



Control Measures (TCMs) and sufficiently detailed project description for completion of the regional conformity determination. [23 CFR 450.324(e)]

**Findings:**

- CLMPO's Metropolitan Policy Committee adopted the FY 2015-2018 Metropolitan Transportation Improvement Program (MTIP) on October 2, 2014.
- CLMPO's FY 2015-2018 MTIP is written so that it is easy to understand and presented in a manner that is easy for the public to follow by including list of terms at the beginning of the document, outlining the list of federal metropolitan planning requirements and describing how the MPO addressed each planning requirement.
- CLMPO's FY 2015-2018 MTIP provides a flow chart and description as to the relationship between the RTP and STIP and how the MTIP relates to those documents in terms of region priorities and project selection.
- CLMPO's FY 2015-2018 MTIP's financial plan demonstrates which projects can be implemented using current revenue sources and which projects are to be implemented using proposed revenue sources. All projects are shown in year of expenditure dollars.

**Recommendations:**

- The Federal review team recommends CLMPO review cost estimates in the MTIP and periodically update the estimates.

**Corrective Action:** None

**Financial Planning/Fiscal Constraint (23 CFR 450.322 & 324)**

**Regulatory Basis:**

The requirements for financial plans are contained in 23 CFR 450.322(f)(10) for the MTP and 23 CFR 450.324(e, h-k), for the TIP. Separate financial plans demonstrate how the adopted MTP and TIP can be implemented.

**Findings:**

- As documented in the TIP, regional priorities are considered in the STP-U project application process. Regional priorities include: preservation and enhancement of transit, improved safety, preservation of existing transportation assets, reduced greenhouse gases, connectivity, multiple modes, congestion reduction, freight, public health and economic development.



**Recommendations:**

- See recommendations under Metropolitan Transportation Plan and MTIP.

**Corrective Actions:** None

**Public Outreach (23 CFR 450.316, 322, 324)**

**Regulatory Basis:**

The requirements for public involvement are set forth primarily in 23 CFR 450.316(a)(1)(2)(3) and (b) which address elements of the metropolitan planning process (see also *Transportation Planning Process* topic area). Public involvement also is addressed specifically in connection with the MTP in 450.322(g)(1)(2), (i), and (j) and with the TIP in 450.324(b); participation and consultation requirements, which pertain to the MTP and the TIP, also are included in 450.322 (f)(7) and (g)(1)(2), (i), and (j) and in 450.324(b). Requirements related to the planning process generally are summarized in 450.316(a)(1)(2)(3) and (b).

**Findings:**

- CLMPO's Metropolitan Policy Committee adopted and approved their 2015 Public Participation Plan (PPP) on October 1, 2015 which was an update of their 2007 Public Participation Plan. CLMPO held a public hearing on the draft version and provided a 60 day comment period.
- CLMPO's 2015 Public Participation Plan incorporates public participation principles and practices in the metropolitan transportation planning process. The plan outlines core public involvement tools applied to provide opportunity for public comments for key MPO work products, as well as the STP-U funding allocation. CLMPO's core public involvement tools include: a public comment period, MPC public hearing, Notice to Interested Parties, a web notice and their Speakers' Bureau which involves MPO staff delivering a presentation on their planning products to an organization, committee or interest group.
- CLMPO's 2015 Public Participation Plan states the plan will be reviewed periodically and updated as necessary.
- CLMPO has developed a set of online tools using the Mind Mixer online platform called Lane-Voices to help broaden their outreach and public involvement efforts.
- CLMPO's 2015 Public Participation Plan includes strategies for outreach to Title VI communities.



- CLMPO's 2015 Public Participation Plan includes a chapter outlining methods to evaluate the effectiveness of the public participation process; however, the plan lacks timeframes making it unclear how the MPO will meet the goals and objectives identified in the plan.

#### **Recommendations:**

- The Federal review team recommends CLMPO determine a timeframe for PPP updates and document the timeframe in the PPP.
- The Federal review team recommends CLMPO consider efforts to more formally incorporate representatives from the University of Oregon into their planning process (i.e. college and or graduate students interested in Transportation Planning). The Federal review team would like to stress the importance of incorporating the needs of such a large community into the planning process, as the University of Oregon, a major transportation and economic contributor to the urbanized area. CLMPO should involve the University of Oregon to gain public participation support in the transportation process through strategies outlined in the Public Participation Plan, including new tools such as Lane-Voices.

**Corrective Actions:** None

### **Air Quality (23 CFR 450.314, 320, 322, 324, 326, 328, & 334)**

#### **Regulatory Basis:**

Section 176 (c)(1) of the Clean Air Act Amendments of 1990 (CAAA) states: "*No metropolitan planning organization designated under section 134 of title 23, United States Code, shall give its approval to any project, program, or plan which does not conform to an implementation plan approved or promulgated under section 110.*" Provisions governing air quality-related transportation planning are incorporated in a number of metropolitan planning regulations rather than being the primary focus of one or several regulations, including: 23 CFR 450.314, 320, 322, 324, 326, 328, and 334.

#### **Findings:**

- On February 4, 2014, the Eugene-Springfield Air Quality Maintenance Area for carbon monoxide (CO) completed the 20-year maintenance period. The MPO is no longer required to demonstrate transportation conformity for CO.
- The MPO has an EPA-approved limited maintenance plan in place for PM<sub>10</sub>. Although regional emissions analysis is not required for PM<sub>10</sub>, the MPO is required



to meet transportation conformity requirements for this pollutant and therefore must also meet the four-year RTP update cycle.

- CLMPO, ODOT, local transit operator, Lane Regional Air Protection Agency (LRAPA) and member agencies incorporate and implement the air quality goals and objectives into the annual work program and major planning products, including the RTP and TIP.
- A Memorandum of Understanding (MOU) concerning Agency responsibilities for Transportation - related Air Quality Planning in the Central Lane Transportation Management Area exists between ODOT, Lane Council of Governments (LCOG), Lane Regional Air Protection Agency (LRAPA), LTD, Lane County, and the Cities of Eugene, Springfield and Coburg. The agreement was updated in 2007 and outlines agency roles and responsibilities related to air quality planning. The agreement is updated as necessary.

**Recommendations:**

- The Federal review team recommends the Air Quality MOU be updated to reflect the MPO's current air quality status.

**Corrective Actions:** None

**Self-certifications (23 CFR 450.334)**

**Regulatory Basis:**

Self-certification of the metropolitan planning process, at least once every four years, is required under 23 CFR 450.334. The state and the MPO shall certify to FHWA and FTA that the planning process is addressing the major issues facing the area and is conducted in accordance with all applicable requirements of 23 CFR 450.300. A certification review by FTA and FHWA of the planning process in TMAs is required at least once every four years, in addition to the required self-certification by the MPO and State.

**Finding:**

- CLMPO's self certification for FHWA and FTA is available upon request.

**Recommendations:**

- CLMPO should include self-certification in their FY 2016-2017 UPWP.

**Corrective Actions:** None



## **Title VI and Related Requirements (23 CFR 450.316 & 334)**

### **Regulatory Basis:**

It has been the U.S. Department of Transportation's (US DOT) longstanding policy to actively ensure non-discrimination under *Title VI* of the Civil Rights Act of 1964. *Title VI* states that "no person in the United States shall, on the ground of race, color, or national origin be excluded from participation in, be denied the benefits of, or subjected to discrimination under any program or activity receiving Federal financial assistance". *Title VI* bars intentional discrimination as well as disparate impact discrimination (e.g. neutral policy or practice that has the effect of a disparate impact on protected groups). The planning regulations [23 CFR 450.334(a)(3)] require consistency with *Title VI*; the *Title VI* assurance executed by each State adds sex and physical handicap to characteristics protected against discrimination.

### **Findings:**

- CLMPO's Title VI Plan was approved by the Policy Board on June 4, 2015.
- CLMPO's Title VI Plan states the Title VI Coordinator will prepare an annual executive summary to be submitted to the Executive Director and Metropolitan Policy Council. An annual report will be submitted to the ODOT Regional Local Agency Liaison to summarize accomplishments and objectives for the following year. The plan is reviewed and updated as necessary.
- CLMPO's 2015 draft Public Participation Plan does include strategies for outreach to Title VI communities. However, there is not a specific section describing outreach to environmental justice and Title VI populations. Moreover, it is unclear how CLMPO evaluates or measures the public participation process effectiveness and how the MPO will meet the goals and objectives identified in the plan.
- The existence of Title VI community representatives through other COG committees should be drawn upon to create a pathway for Title VI outreach as part of the CLMPO's transportation planning process.

### **Recommendations:**

- The Federal review team recommends CLMPO determine a timeframe for Title VI Plan updates and document the timeframe in the Title VI Plan.

**Corrective Actions:** None



## **Intelligent Transportation Systems and Management & Operations (23 CFR 940)**

### **Regulatory Basis:**

The FHWA Final Rule and FTA Policy on Intelligent Transportation Systems (ITS) Architecture and Standards were issued on January 8, 2001, to implement *Section 5206(e)* of the Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21). This Final Rule/Policy requires that all ITS projects funded by the Highway Trust Fund and the Mass Transit Account conform to the National ITS Architecture, as well as to USDOT adopted ITS Standards. The Final Rule on ITS Architecture and Standards is published in 23 CFR Part 940.

### **Findings:**

- CLMPO published a Regional ITS Operations and Implementation Plan for the Eugene-Springfield Metropolitan Area in 2003. This ITS plan is included in the MPO's current RTP, the 2011-2035 Regional Transportation Plan.
- CLMPO has developed a detailed scope of work for the ITS Plan update, and will retain a consultant to develop the plan. The MPO plans to begin the plan update in July 2016.
- CLMPO will address four ITS related recommendations below as part of their ITS Plan update.

### **Recommendations:**

- The Federal review team recommends CLMPO include specific tasks to address the ITS Plan development in the FY 2017-2018 UPWP.
- The Federal review team recommends the update to CLMPO's ITS Plan and Regional Architecture include local and regional implementation strategies.
- The Federal review team recommends the update to CLMPO's ITS Plan and Regional Architecture include a how-to-use section to assist locals in conforming projects with the plan.
- The Federal review team recommends CLMPO encourage locals to use a System Engineering (SE) checklist in implementing ITS projects.

**Corrective Actions:** None



## Conclusion

FHWA and FTA jointly certify that the planning processes conducted by the Central Lane Metropolitan Planning Organization substantially meet requirements of 23 CFR 450 and all other applicable requirements subject to the corrective actions identified in Appendix C and the body of this report.





## Team Members

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## Appendix A: U.S. DOT October 29, 2015 Central Lane MPO Certification Gap Letter



**U. S. DEPARTMENT OF TRANSPORTATION  
FEDERAL HIGHWAY ADMINISTRATION**

OREGON DIVISION  
530 CENTER STREET NE, SUITE 420  
SALEM, OR 97301

**FEDERAL TRANSIT ADMINISTRATION**

REGION 10  
915 SECOND AVENUE, SUITE 3142  
SEATTLE, WA 98174

October 29, 2015

Ms. Brenda Wilson  
Executive Director  
Lane Council of Governments  
859 Willamette, Suite 500  
Eugene, OR 97401

Dear Ms. Wilson:

**Subject: Federal Certification of the Central Lane Metropolitan Planning Organization (CLMPO) Planning Process**

The enactment of the Moving Ahead for Progress in the 21<sup>st</sup> Century Act (MAP-21) retained the requirements for the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) to review and certify the planning processes for large Metropolitan Planning Organizations (MPOs) every four years. The previous FHWA/FTA Certification action on the CLMPO was completed in October 2011.

Over the past few months, FHWA and FTA staff worked with CLMPO staff to compile and review current documents and recent planning processes of the MPO. A site visit was conducted on June 16-17, 2015 to review and discuss this information. The review determined that CLMPO continues to satisfy the provisions for metropolitan transportation planning that substantially meets the requirements of 23 CFR Part 450 Subpart A, B and C, 49 U.S.C. Sections 5303-5305, and 23 U.S.C. Sections 134 and 135. *Consistent with these requirements, the FHWA and the FTA jointly certify the CLMPO planning process for a period of four years.*

The Federal review team will prepare and issue a report within the next two months that will include detailed findings, recommendations, and any conditions that may apply. If you have any questions regarding the certification review process, please contact Jasmine Harris, FHWA at (503) 316-2561 or Jeremy Borrego, FTA at (206) 220-7956.

Sincerely yours,

Phillip Ditzler  
FHWA Division Administrator  
Federal Highway Administration

R. F. Krochalis  
Regional Administrator  
Federal Transit Administration

**Appendix B: Summary of 2011 Central Lane MPO Recommendations and Corrective Actions**

	Topic	Recommendation or Corrective Action	CLMPO Status Update	Status
1.	Metropolitan Planning Boundaries	<p>Recommendation: With the Census 2010 information anticipated to be available in early 2012 a review of Federal functional classifications in cooperation with ODOT will be warranted soon after. Any inconsistencies with Federal functional classifications and adjustments to the planning boundary should be addressed prior to the adoption of an updated RTP.</p>	<p>The MPO proposed a revised planning boundary in order to comply with the existing urbanized area (UZA) as defined by the 2010 Census. The proposed boundary was approved in December 2014.</p> <p>The revised MPO boundary was consistent, as much as possible, with the Eugene-Springfield-Coburg Urban Growth Boundary and the MPO boundary line was configured to have a logical alignment (e.g. not fall on the center line of a road or in the middle of a bridge, interchange, or other similar transportation feature) and was as consistent as possible with the established data boundaries such as census block group boundaries.</p>	Resolved
2.	Unified Planning Work Program	<p>Recommendation: CLMPO's next UPWP should include work</p>	<p>The Central Lane MPO included a status update</p>	Resolved



		activities that include elements addressing corrective actions and recommendations from this report.	table of corrective action and recommendation progress in their 2016-2017 UPWP.	
3.	Transportation Planning Process	Recommendation: CLMPO is encouraged to incorporate safety prediction techniques and safety performance measures more directly into the planning process.	<p>The MPO Policy Board has approved funding for a Regional Transportation Safety and Security Plan. The MPO has developed a scope of work and is currently in the process of finalizing the contracting for these funds.</p> <p>The MPO includes safety as one of the four key priorities in the discretionary STP-U funding process, and applicable safety metrics are a required part of the MPO's STP-U funding application.</p> <p>The Regional Transportation Safety and Security Plan will reflect the statewide strategic safety plan goals and will serve, to the extent possible, to further the implementation of the statewide plan in the MPO area.</p>	Resolved
4.	Transportation Planning Process	Recommendation: CLMPO should continue to strengthen its data collection efforts to support	The MPO is currently working on a central repository for all traffic count,	Resolved



		ongoing transportation planning.	safety, transit passenger boarding, and bicycle and pedestrian count data, and more. A prototype database and web-based dashboard application has been developed and allows for the centralized storage of and access to this data for regional partners.	
5.	Management and Operations	Recommendation: The MPO should ensure a closer coordination with LTD activities for regional O&M improvement needs.	The MPO and all MPO regional partners participated in the development of the Long-Range Transit Plan, adopted in March 2014.	Resolved
6.	Congestion Management Process	Corrective Action: While progress has been made, the CMP does not fully meet the requirements of Federal regulations. Elements that need additional work include: defined objective for each CMP corridor, greater array of multi-modal performance measures to achieve objectives, and periodic assessment of the effectiveness of implementation actions.	Central Lane has made some progress but the CMP still needs to be embraced into the RTP and more detail is needed on individual corridor performance metrics and intents.	In Progress. See CMP section in this report.
7.	Congestion Management Process	Recommendation: CLMPO should work to strengthen its data collection efforts for CMP and RTP update. It is not clear how the MPO coordinates with ODOT in data collection for measuring system performance for CMP.	The MPO has strengthened its data collection and analysis efforts and is collecting more multimodal performance data and has been working on a central repository for all traffic count,	Resolved



		The data collection process needs to be more structured for strengthening performance measures analysis.	safety, transit passenger boarding, and bicycle and pedestrian count data, and more. A prototype database and web-based dashboard application has been developed and allows for the centralized storage of, and access to, this data for regional partners.	
8.	Congestion Management Process	Recommendation: The CMP activities should clearly lead to implementation actions in the TIP and RTP.	A major part of the CLMPO policy approach for congestion management is the development and application of transportation options (a demand management and operations approach to managing demand and increasing multimodal options). In December 2014, the MPO Policy Board adopted the Regional Transportation Options Plan. The Plan sets forth a strategic direction for the implementation of TO programs and services. This effort will ensure a coordinated, focused and implementable program of transportation demand management investments in the MPO that will be	In Progress. See CMP section in this report.



			integrated in the next update of the RTP. Previous corrective actions addressed the broader development of the CMP and the 2016 RTP is expected to lead to clear identification of how projects and implementation actions stem from the CMP and are reflected in the TIP and RTP.	
9.	Metropolitan Transportation Plan Development	Corrective Action: Projects should use YOE costs for all projects in the next RTP update scheduled for adoption in November 2011.	The RTP adopted in December 2011 addresses this. Cost estimates for every project are shown in the year of adoption (2011) and may be calculated for the potential year of expenditure with the guidance provided in the RTP.	Resolution is expected in the 2016 RTP update. See Metropolitan Transportation Plan (MTP) Development section in this report.
10.	Metropolitan Transportation Plan Development	Recommendation: CLMPO has done commendable job in compiling environmental resources with very clear mapping. It is recommended that base data report and mitigation strategies in Appendix F be brought in the main section of the RTP.	This will be addressed in the 2016 RTP, scheduled for adoption by July 2016.  This is in progress as the MPO is currently developing the next RTP and we expect the next RTP will directly incorporate the base environmental data and mitigation strategies.	In progress. See Metropolitan Transportation Plan (MTP) Development section in this report.
11.	Metropolitan Transportation Plan	Recommendation: RTP should include safety and security policy.	The MPO Policy Board has approved funding for a	In progress. See Metropolitan



	Development		Regional Transportation Safety and Security Plan. The MPO has developed a scope of work and is currently in the process of finalizing the contracting for these funds.	Transportation Plan (MTP) Development section in this report.
12.	Metropolitan Transportation Plan Development	Recommendation: CLMPO should continue to work with ODOT to incorporate basic safety data into the planning process and the RTP. While the choice of performance measures is a local decision, we would strongly encourage CLMPO to include safety performance measures. Enhanced efforts should be made to reflect the statewide strategic safety plan goals into RTP and the State should engage CLMPO in developing and implementing the statewide plan.	The MPO Policy Board has approved funding for a Regional Transportation Safety and Security Plan. The MPO has developed a scope of work and is currently in the process of finalizing the contracting for these funds.	In progress. See Metropolitan Transportation Plan (MTP) Development section in this report.
13.	Metropolitan Transportation Plan Development	Recommendation: The RTP should include security policy development.	The MPO Policy Board has approved funding for a Regional Transportation Safety and Security Plan. The MPO has developed a scope of work and is currently in the process of finalizing the contracting for these funds.	In progress.





14.	Metropolitan Transportation Plan Development	Recommendation: The RTP should better describe local transit needs and strategies beyond its regional bus rapid (BRT) elements. Local transit should include fixed route service and other strategies from the LTD long range plans as needs/strategies identified in the Coordinated Human Service/Public Transit Plan, both completed after the 2007 RTP.	The MPO and all MPO regional partners participated in the development of the Long-Range Transit Plan (LRTP), adopted in March 2014. The LRTP does include a broad array of transit policies and projects beyond bus rapid transit investments. The MPO Policy Board reviewed and discussed the Draft LRTP. The LRTP will be a key reference in the transit element of the 2016 RTP.	Resolved
15.	Financial Planning and Fiscal Constraint	Recommendation: CLMPO should provide information on how transportation investments preserve the state of the system for all modes.	As documented in the TIP, all STP-U projects consider regional priorities in the application process. Regional priorities include: preservation and enhancement of transit, improved safety, preservation of existing transportation assets, reduced greenhouse gases, connectivity, multiple modes, congestion reduction, freight, public health and economic development.	Resolved
16.	Public Outreach	Recommendation: The Citizen Guide is a key in educating the public and policy makers about	The progress of this recommendation was not included in the FY 2016-	Resolved



		how the MPO functions and how decisions flow through the MPO planning process. Working with member agencies, the MPO should investigate opportunities to expand public outreach opportunities for major capital projects.	2017 UPWP. However, the CLMPO has developed innovative approaches to increase public involvement. In this report, we recommend Central Lane MPO to also incorporate representatives for the University of Oregon into their planning process.	
17.	Public Outreach	Recommendation: CLMPO should develop a clear consultation process for updating the public participation plan.	The MPO and all MPO regional partners will review the Updated PPP prior to the public comment and review period. A Public Hearing will be held and the MPO Policy Board will consider adoption after the public comment period closes.	Resolved
18.	Self-certifications	Recommendation: CLMPO should provide follow-up status of recommendations and corrective actions from USDOT certification review in future self-certifications.	Central Lane MPO addressed the majority of corrective actions and recommendations in their FY 2016-2017 UPWP.	Resolved
19.	Title VI and Related Requirements	Recommendation: Develop DBE goals in cooperation with ODOT.	Based on CLMPO's March 8, 2016 e-mail, CLMPO will continue to review the status of DBE goals during the development of their Regional Transportation Plan and Title VI Plan. CLMPO does not have any DBE goals set and coordinated with the ODOT Office of Civil	Resolved. The Federal Review Team will follow up with ODOT's DBE Program Manager.



			Rights following the 2011 TMA Certification Review.	
20.	Title VI and Related Requirements	Recommendation: Support the work of partner agencies to inventory sidewalks to identify potential ADA barriers, and to identify public access (sidewalks) that do not meet current Public Rights of Way Accessibility Guide (PROWAG) standards. The development of a Transition Plan can serve as a tool to ensure that as projects are planned, the ADA deficiencies will be corrected in those projects.	Based on CLMPO's March 8, 2016 e-mail, CLMPO indicated that the local agencies lack resources to complete a sidewalk inventory, however, the MPO has offered their technical support. CLMPO will continue to encourage the local agencies to complete this work and remind the member agencies that ADA deficiencies should be identified and addressed at every possible opportunity.	Resolved. The Federal Review Team will follow up with ODOT's ADA Coordinator.
21.	Intelligent Transportation Systems	Recommendation: The ITS Plan and Regional Architecture should include implementation strategies at State and local level.	The Central Lane MPO is in the process of updating its ITS Plan and regional architecture .	In progress. See ITS section in this report.
22.	Intelligent Transportation Systems	Recommendation: CLMPO should coordinate with ODOT, FHWA, and FTA to update the Regional ITS plan and architecture and establish a schedule for regular updates.	The MPO has developed a detailed scope of work for the ITS Plan Update, to be presented to the MPO Policy Board.	Resolved
23.	Intelligent Transportation Systems	Recommendation: Include a how-to-use section in the updated Regional ITS architecture plan to assist locals in conforming projects with the plan.	The MPO has developed a detailed scope of work for the ITS Plan Update, to be presented to the MPO Policy Board. The ITS plan update will include a how-to-use	In progress. See ITS section in this report.



24.	Intelligent Transportation Systems	Recommendation: Encourage locals to use a System Engineering (SE) checklist in implementing ITS projects.	element. The MPO has developed a detailed scope of work for the ITS Plan Update, to be presented to the MPO Policy Board. The ITS plan update will include a checklist element.	In progress. See ITS section of report. If ITS projects are submitted for funding prior to the ITS update, CLMPO should inform locals of the systems engineering requirements.
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**Appendix C: Summary of 2015 Central Lane MPO Recommendations and Corrective Actions**

	<b>Topic</b>	<b>Recommendations</b>	<b>Corrective Actions</b>
1	Study Area Organizational Structure 23 CFR 450.310	- None	- None
2	Metropolitan Planning Area Boundaries 23 CFR 450.312	- None	- None
3	Agreements and Contracts 23 CFR 450.314	<ul style="list-style-type: none"> <li>- IGA Number 24, 894 is set to expire in 2018. The Federal review team recommends that the update of the IGA capture relevant changes Federal transportation legislation and regulation, including but not limited to performance-based planning and programming.</li> <li>- The Federal review team recommends CLMPO determine when and how regular reviews of agreements are needed to ensure updates occur on an as needed basis.</li> </ul>	- None
4	Unified Planning Work Program (UPWP) 23 CFR 450.308	- The Federal review team recommends CLMPO's FY 2017-2018 UPWP include:	- None



	<b>Topic</b>	<b>Recommendations</b>	<b>Corrective Actions</b>
		<ul style="list-style-type: none"><li>- Project milestones</li><li>- Consulting fees and non-staff costs</li><li>- Status updates on any corrective action(s) and recommendations from this report</li></ul>	
5	Transportation Planning Process 23 CFR 450.306, 316, and 318	<ul style="list-style-type: none"><li>- None</li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>
6	Congestion Management Process (CMP) 23 CFR 450.320	<ul style="list-style-type: none"><li>- The Federal review team recommends CLMPO continue refinement, development and further integration of their CMP. CLMPO should provide regular updates to the Federal review team on progress to update their CMP. CLMPO will integrate their functional plans (i.e., RTOP, Safety &amp; Security, and ITS Plan) as part of developing a more multi-modal performance-based transportation monitoring system as outlined in MAP-21. FHWA and FTA will work with CLMPO as the performance-based measures rule-making is finalized and implemented.</li><li>- The Federal review team recommends CLMPO document how projects are identified in the CMP and incorporated into the TIP and RTP.</li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>
7	Metropolitan Transportation Plan (MTP) 23 CFR 450.322	<ul style="list-style-type: none"><li>- The Federal review team recommends the RTP include project costs/revenues and financial summary that documents a fiscally constrained plan. In addition, revenue and cost estimates for the RTP must use an inflation rate(s) to</li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>



	<b>Topic</b>	<b>Recommendations</b>	<b>Corrective Actions</b>
		<p>reflect year of expenditure dollars. For the outer years of the metropolitan transportation plan, the financial plan may reflect aggregate cost ranges/cost bands, as long as the future funding source(s) is reasonably expected to be available to support the projected cost ranges/cost bands.</p> <ul style="list-style-type: none"> <li>- The Federal Review team recommends incorporating a description of CLMPO's public outreach, including a summary of public engagement activities and responses from the public, into the 2016 RTP update.</li> <li>- The Federal review team recommends CLMPO integrate environmental data and mitigation strategies into the body of the 2016 RTP, rather than providing the information as a stand-alone appendix of maps, as in the 2011-2035 Regional Transportation Plan.</li> <li>- The Federal review team recommends CLMPO continue to work with ODOT to incorporate basic safety data into the planning process and the RTP. We strongly encourage CLMPO to include safety considerations in the development of performance measures. CLMPO should undertake enhanced efforts to reflect the statewide strategic safety plan goals into RTP.</li> </ul>	
8	Metropolitan Transportation Improvement Plan and Project	<ul style="list-style-type: none"> <li>- The Federal review team recommends CLMPO review cost estimates in the MTIP and</li> </ul>	<ul style="list-style-type: none"> <li>- None</li> </ul>



	<b>Topic</b>	<b>Recommendations</b>	<b>Corrective Actions</b>
	Selection 23 CFR 450.324, 326, 328, 330, and 332	periodically update the estimates.	
9	Financial Planning and Fiscal Constraint 23 CFR 450.322 and 324	- See recommendations under Metropolitan Transportation Plan and MTIP.	- None
10	Public Outreach 23 CFR 450.316, 322, and 324	<ul style="list-style-type: none"><li>- The Federal review team recommends CLMPO determine a timeframe for PPP updates and document the timeframe in the PPP.</li><li>- The Federal review team recommends CLMPO consider efforts to more formally incorporate representatives from the University of Oregon into their planning process (i.e. college and or graduate students interested in Transportation Planning). The Federal review team would like to stress the importance of incorporating the needs of such a large community into the planning process, as the University of Oregon, a major transportation and economic contributor to the urbanized area. CLMPO should involve the University of Oregon to gain public participation support in the transportation process through strategies outlined in the Public Participation Plan, including new tools such as Lane-Voices.</li></ul>	- None
11	Air Quality and Conformity 23 CFR 450.314, 320, 322, 324, 326, 328, & 334	- The Federal review team recommends the Air Quality MOU be updated to reflect the MPO's current air quality status.	- None



	<b>Topic</b>	<b>Recommendations</b>	<b>Corrective Actions</b>
12	Self-certification 23 CFR 450.334	<ul style="list-style-type: none"><li>- CLMPO should include a self-certification in the FY 2016-2017 UPWP.</li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>
13	Title VI 23 CFR 450.316 and 334	<ul style="list-style-type: none"><li>- The Federal review team recommends CLMPO determine a timeframe for Title VI Plan updates and document the timeframe in the Title VI Plan.</li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>
14	ITS and Management & Operations 23 CFR 940	<ul style="list-style-type: none"><li>- The Federal review team recommends CLMPO include specific tasks to address the ITS Plan development in upcoming FY 2017 UPWP.</li><li>- The Federal review team recommends CLMPO continue to work through the 2011 TMA Certification Review recommendations as they work towards developing their ITS Plan as part of their next RTP update. The 2011 TMA Certification Review recommendations are:<ul style="list-style-type: none"><li>- The ITS Plan and Regional Architecture should include implementation strategies at State and local level.</li><li>- Include a how-to-use section in the updated Regional ITS architecture plan to assist locals in conforming projects with the plan.</li><li>- Encourage locals to use a System Engineering (SE) checklist in implementing ITS projects.</li></ul></li></ul>	<ul style="list-style-type: none"><li>- None</li></ul>



## Appendix D: Public Notice and Comments

Notice of Public Comment Opportunity

### Help Shape Your Transportation Future

**Two Federal agencies seek your input on how to improve the transportation planning process in the Eugene-Springfield metropolitan area. The Central Lane Metropolitan Planning Organization (MPO) is the lead local agency that carries out this process.**

The Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) will receive public comment as part of the Federal transportation planning Certification Review of the Central Lane MPO. The review happens every four years to help ensure that the process meets Federal requirements and is working for the community. This public comment opportunity is an excellent way for the community to get directly involved in local government decision-making that enables our area to receive millions of dollars annually in Federal transportation funding.

**Date:** Tuesday, June 16, 2015  
**Time:** 6:30 PM to 8:00 PM  
**Place:** McLane Room (2<sup>nd</sup> floor)  
*(Look for signs directing you to the room.)*  
**Oregon Department of Transportation**  
644 A Street  
Springfield, OR  
**Contact:** Mary McGowan, 541-682-3177, [MMcGowan@Lcog.org](mailto:MMcGowan@Lcog.org)

The major elements of the review include: the organization and management of the planning process, planning agreements and cooperation among agencies, long-range plan development and project programming, public involvement, financial constraint, and Title VI integration with the planning process.

Comments may be provided to the Federal agencies at the meeting or submitted in writing to either FTA or FHWA by June 19, 2015. For more information, please contact FHWA or FTA.

Jasmine Marie Harris  
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530 Center Street NE, Suite 420  
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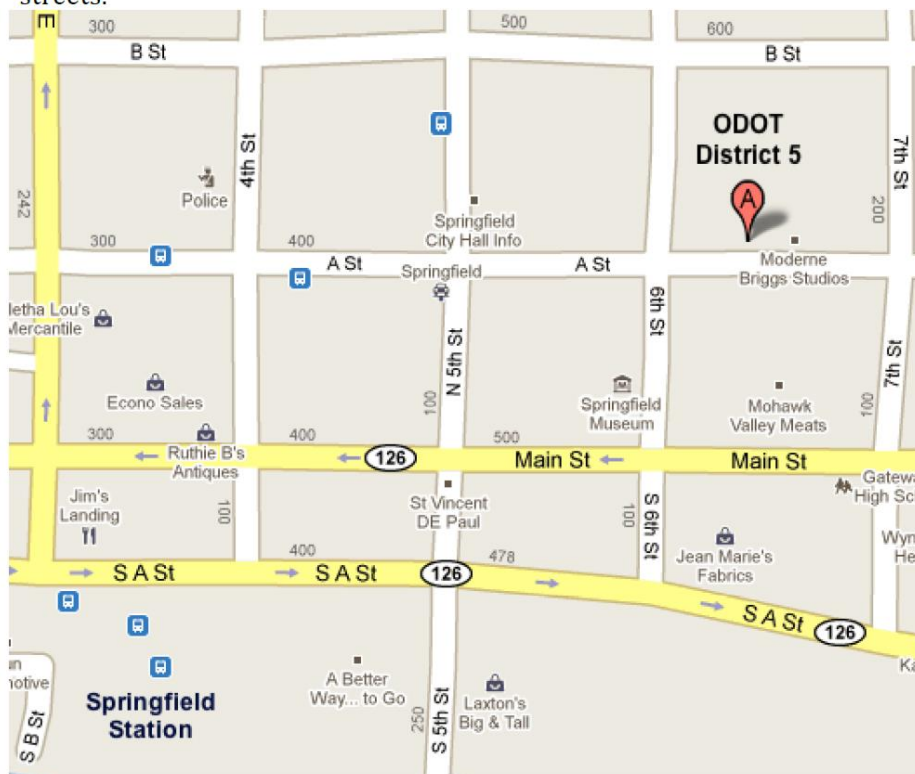
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### GETTING THERE:

The meeting will be held at the Oregon Department of Transportation offices located at 644 A Street between 6th and 7th Streets, next to Springfield City Hall. Here are some tips to get there:

- **Bus:** Take the bus to the LTD Springfield Station. From there walk two blocks north to A Street then two blocks east to 6th Street.
- **Bicycle Parking:** There are bicycle racks in front and additional racks at Springfield City Hall.
- **Auto Parking:** There is free two-hour parking along Main Street and most surrounding streets.



### Public Comment

Mr. Bill Northrup submitted a comment via email on May 19, 2015. The review team thanked Mr. Northrup for his comment on July 6, 2015. The Review Team also informed him that the comment would be assessed as part of the final report of the CLMPO TMA Review. The complete comment and the Federal Review Team's response is copied below.



**From:** [Northrup](#)  
**To:** [Harris, Jasmine \(FHWA\)](#); [Borrego, Jeremy \(FTA\)](#)  
**Subject:** My Public Input on Central Lane Metropolitan Planning Organization  
**Date:** Tuesday, May 19, 2015 8:00:14 PM

---

## My Public Input on Central Lane Metropolitan Planning Organization:

Transportation Entity,

Thank you for the opportunity to give input regarding our area.

I am not pleased with the overall way that transportation planning goes on in our Lane County / Eugene area. We do not get to elect those who are charged with transportation planning. Local communities do not get to vote up or down on projects in their areas. I exchanged emails with the Lane Transit District over the matter that they were using public dollars to lobby the public to look favorably on the EmX West Eugene Extension, because they were using billboards and television or radio ads boasting how many people were supporting it, but not indicating how many were opposing it - thus using tax dollars to selectively make it look favorable to their cause.

Our community is suffering from a recent trend for elected officials and non-elected officials to do whatever they want to do regardless of the community concerns. Recently, the State attempted to change Beltline Road to be the Randy Pape Beltway, but settled for Randy Pape Beltline Road or some such thing. They did this in our deep recession when funding at all levels of government was in the tanks. The hubris of government. And locally our government entities changed another cherished road name "Centennial Blvd" to be MLKJ Blvd, against the will of the people. Many want to honor MLKJ but thought the appropriate way was to name a new road after him.

All of this works together to say to the citizens: Elected (and unelected) public officials feel they own government and can't and/or won't defer to the public on something as small as the name of a community's road. If they can't defer on that, what can they defer on.

Over a period of perhaps 20 to 30 years, planning was in the works for the West Eugene Parkway. Public votes had occurred and many revisitations of the project occurred and disparate city councils continued to approve it. Right when it was ready to go forward, one single mayor's vote jettisoned decades of work leading up to the vote. The people in the area most affected wanted the parkway, and those in areas not affected shot it down. The replacement to such things is the EmX West Eugene Extension, which has already caused the cutting of routes to the newer areas of West Eugene, less frequent service on other routes, and the point where operating expenses are less than they were under the old system is a decade and a half in the future (and thus about 30 years to break even) and none of that includes the initial outlay for the entire system which is the lion's share of the project. They are taking an existing lane away from full access service and limiting it to just buses and right turns, and this is called an improvement on an already challenged area.

In all of these things, the people are being ignored by their governments. Community investment in the West Eugene Parkway, or Community interest in preserving old street names, or Community concern about taking away a lane

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partially to make room for a bus that runs by every 15 minutes or so, all are ignored, and we have no control over any of the process.

Perhaps about 10 years ago I went to a Metropolitan Planning Commission Meeting. My informal take away was that it seemed a person was publicly funded to go around inviting advice and walking people through the process of giving input, which is nice for that lady that did that, but did it benefit the people? I have not since dialogued with that planning commission because the few times I did have done little good. They are going to do what they are going to do, and what is the point of citizen input. Nothing will be put to a vote, surveys will be skewed so that public concerns are ignored, and meetings are run to facilitate distributing positive facts and downplaying negative ones. A test of good government is when all the negatives are vetted as fully as the positives so that those opposed have nothing to say that the public hasn't already heard. They should state the case in the light of all facts and back up why they came down where they did.

Lastly, they have to and must defer to their community. If they are given the right, without election, to take our community in a direction we do not want to go, we have the right to say "No" to their decisions, to run our community how we want, even if it doesn't fit their dreams for us. We have the right to cut off our noses to spite ourselves if we so choose. Instead, we are not allowed to do anything, nothing at all. Less than a hundred people decide the fate of the whole area. We can't vote on many of them, and we have no direct or indirect way to oust any of them.

So my view of how our area handles transportation is that it is so inoculated from the community that the community's input is always just a formality, and the community's response is not solicited.

One thing that could be done to change this is to get votes from the people - not their skewed representatives at the local City Councils or such, but the actual vote of the people Democratic style.

Clearly politics is involved in who is elected to government and once one party gets elected, they work to consolidate who else rises to power so that they all reflect their own views. Thus, in that context, we don't get the will of the people, we get the will of the ruling party when such things are only vetted to the local city councils and not to the actual community they are to represent. Mind you, we cannot petition and refer such things to the voters either. We are blocked at every turn.

You need to get the vote of the people for starters.

You need to make the people on these commissions responsible to those who vote, directly, not indirectly.

And one Mayor shouldn't be able to undo the vote of an entire community over a couple of decades without a mandatory vote of the people to confirm that decision.

None of this sits well with me and I think you should know what kind of area we live in: one run by a single party, with people who all largely agree with each other, with a planning commission run by people with real nice jobs who have budgets that inoculate them to the recessions or conditions of their communities, and who do not actually want to reach out to find out objectively what their community believes, by an official vote, but instead likes surveys it can choose to cite or choose to not cite.



We need better. We deserve better.

Frankly, I think Eugene did not deserve the Emx West Eugene Extension. I've lived out here for 15 years and if we had to spend that amount of money to reduce one lane of our road down to 50% max usage, 92 million was a bit much to go backwards. I would have favored HOV lanes where they are time sensitive so that buses can go fast as well as multi-passenger vehicles so that the lane is used as much as possible at as high a capacity as possible without impeding the jet speed of public transit so that public transit remains a faster way to go than sitting stuck in rush hour. These lanes can be adjusted by time of day, span of time and by number of vehicle occupants. This would have been a far better use of our areas transportation system. I lived in Seattle for 18 years and took the bus to work there for a few years and when I moved back to Eugene I had to take the bus again. I think the \$92 million lane reduction at the cost of less buses with longer stops between buses (which hurt the elderly who can't walk to the fewer and farther between buses) is a colossal waste of government money.

I never look at federal money as anything other than local money. We gave it to the feds and whether they give it back to us or someone else, the merits of a transportation system should include the total costs and the total benefits. If this could only break even (increased outlays go to break even and then to recouping the deficits of the first years) in roughly 30 years, how long to break even if we had to pay the \$92 million.

Yes, I have lived in Seattle, I know how public transit is a zero sums game. Build more roads, or move people more efficiently with existing roads. Transit is subsidized by the government and ends up being cheaper than building new roads. I get that. But even knowing all that from Seattle's true costs of service outlay versus the 25% of the fare riders actually paid, I still found this one in Eugene to be a waste. Yes, it looks good, we are a "green" city. But I think it is a waste of everyone's money. Surely others needed it more than we did. To know that not only are we spending it, but in some ways it is downgrading our current service to seniors, and to workers who lose routes or more frequent service times in order to bear the brunt of the deficit spending for the next decade, well, it doesn't sit well with me.

If you can glean anything from this that is helpful in your review of not just our local area but all areas in all states that behave in the way our local area has, I would hope you would do so. When the leaders do not want to hear the people and are so inoculated they can do whatever they want with federal money without even a vote to cancel a long-term project nor a vote to take on a substitute project, you should not be supporting, aiding and abetting in such wretched behavior. Ethics matter and I'm not seeing anything remotely akin to the golden rule here. What I see is, "We know best, get over it," and I don't like it. So do consider your role in bequeathing money to localities that are run this badly.

I realize that my letter is a matter of public record and can be read by those in my area who may be surprised to hear my views. But I have said nothing that I do not stand behind. I have as good a chance of being wrong as the next person, and who can know their own biases. But if a whole community, biased or not, feels the same, then maybe we are not biased, maybe the truth is with the majority who finds fault with how government runs transportation, both in being able to withhold a public vote to cancel one the public had voted on in the past and in being able to take on one the public is not able to directly vote on to veto in the future.



Thank you for listening and inviting our input and for providing a mechanism to be heard. It is because I can write to you directly that I do. I don't know who can hold this area accountable other than you, when it comes to transportation planning. I'm sure we could all petition state government to fix it, but the few people affected at any one time never rank high enough to get a whole state to be up in arms over something enough to change it or for it to affect a governor's race. We really do look for (I should say, "I am looking for") accountability uphill from us. Do you agree with how things are done in this area? Do you have pull? Are you ethical and feel the community's planning should be more up front and involve the people, not just political leaders and their political appointees to inoculated jobs that are cushy and are nearly impossible to be ejected from? I hope you feel the community needs a bit more voice in what distanced people, who live here but don't have to abide by the views of the majority here, do to the areas they live in but do not listen to.

Bill Northrup  
939 Laurelhurst Drive  
Eugene OR 97402  
5/19/2015 7:22 pm

Sent to:

[jasmine.harris@dot.gov](mailto:jasmine.harris@dot.gov) Jasmine Marie Harris, Federal Highway Administration  
[jeremy.borrego@dot.gov](mailto:jeremy.borrego@dot.gov) Jeremy Borrego, Federal Transit Administration

(Comments sent to my local officials included the text above directed to you, and then my preface below addressed to them. I share it with you only so you are aware I am, once again, taking the time to let them know of my concerns. Here now is my email preface to them:)

"My public comments I am forwarding are below. My comments are not favorable. I do not agree with the way our elected and non-elected leaders have conducted themselves time and again regarding our transportation system. I realize I may have flawed and skewed thinking, but you have asked for our input and I will give it to you, and if the input from others is akin to my own, then perhaps I am not skewed - and if my input is but a decimal of a percentage point compared to the favorable views of others, then the will of those in this area will prevail. I can only offer my perspective as I experience it and let those who receive it make their judgment calls based on their own expertise and the community's wider input. If you can glean anything that you wish to respond to yourselves, feel free to adjust accordingly to some of my concerns. I would be grateful. I realize that long-term planning requires some insulation from the ebbs and flows of local things, but I think we have disconnected it from the everyday voter that would love to vote for and against projects and would like to have some say on who serves them on these commissions directly rather than how things are done today. It shouldn't have to be that way, but due to what I am experiencing, it is the necessary action required to right a vessel that is listing the wrong way, in my estimation. There is no other way to fix this, except a widespread repentance and contrition and sorrow over the concerns I have. Since I have expressed all of this before and without meaningful change of heart and action, there is little point in me refraining from sending it up the ladder because locally it has done no good. I do not agree with all those who oppose the EmX West Eugene Extension without a public vote, but I do agree that we deserved a vote and didn't get one because it wouldn't have been favorable.



Elections all have their surveys but surprises happen all the time. The Planning Commission does not want a ballot vote on what they do. That much is clear. And when it comes to major planning directions, that should change. Thank you for listening."

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**From:** Borrego, Jeremy (FTA)  
**Sent:** Monday, July 06, 2015 8:59 AM  
**To:** 'Northrup'  
**Cc:** Harris, Jasmine (FHWA)  
**Subject:** RE: My Public Input on Central Lane Metropolitan Planning Organization

Mr. Northrup,

Thank you for submitting your input for the Central Lane Metropolitan Planning Organization Transportation Management Area (CLMPO TMA) Certification Review. Your comments are important for us to understand the CLMPO planning process. We will include these comments in our final assessment of the CLMPO TMA.

If you have any questions or additional comments, please don't hesitate to contact me or Jasmine Harris (FHWA).

Thank you,

**Jeremy Borrego**  
Transportation Program Specialist  
Federal Transit Administration  
Region 10 – Seattle, WA  
206-220-7956



## Appendix E: Agenda

### Central Lane MPO Certification Review

859 Willamette Street, Suite 500, Eugene, OR 97401

June 16-17, 2015

Tuesday, June 16, 2015

Start Time	Review Topic	Discussion Lead
10:00 – 10:10	Introduction: - Introductions - Purpose	Jasmine Harris
10:15 – 10:45	What are some of the process/program challenges and best practices the MPO would like to share?	Central Lane MPO
	Q&A	All
10:45 – 11:30	MPO General: - Organizational Structure - Voting Structure - MPO Boundary - Agreement	Central Lane MPO
	Q&A	All
11:30 – 12:30	Lunch	
12:30 – 2:00	2011 – 2035 Regional Transportation Plan: - Timeline - Major Changes - Financial Planning/Constraint	Central Lane MPO
	Q&A	All
2:00 – 2:15	Break	
2:15 – 3:30	Congestion Management Process	Central Lane MPO
	Q&A	All
3:30 –	2015 – 2018 MTIP	Central Lane





4:30	- Financial Planning/Constraint	MPO
	Q&A	All
4:30	End of Day One	Jasmine Harris
6:30 – 8:00	Public Meeting at Location: 644 A Street, Springfield, Oregon (McLane Room)	All

Wednesday, June 17, 2015

9:00 – 9:30	Open Discussion	Federal Certification Review Team
9:30 – 9:45	2015 – 2018 MTIP discussion continues...	All
9:45 – 10:00	Unified Planning Work Program - Financial Planning/Constraint	Central Lane MPO
	Q&A	All
10:00 – 10:20	Safety Planning	Central Lane MPO
	Q&A	All
10:20 – 10:40	ITS	Central Lane MPO
	Q&A	All
10:40 – 11:40	Public Participation Plan and Title VI	Central Lane MPO
	Q&A	All
11:40 – 12:00	Open Discussion	All
12:00 – 1:00	Lunch	



1:00 2:00	-	Federal Review Team Meeting	Federal Certification Review Team
2:00		Close - Out	Jasmine Harris



## Appendix F: U.S. DOT TMA Certification Review Notification Letter

### U.S. DEPARTMENT OF TRANSPORTATION



Federal Highway Administration  
Oregon Division  
530 Center Street, Suite 420  
Salem, Oregon 97301  
503-399-5749

Federal Transit Administration  
Region 10  
915 Second Avenue, Room 3142  
Seattle, Washington 98174-1002  
206-220-7954

May 8, 2015

In Reply Refer to:  
File:  
724.421

Ms. Brenda Wilson  
Executive Director  
Lane Council of Governments  
859 Willamette, Suite 500  
Eugene, Oregon 97401

RE: Central Lane Metropolitan Planning Organization Certification Review

Dear Ms. Wilson:

This letter serves as confirmation that the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) will be conducting a Certification Review of the transportation planning process for your metropolitan area on June 16-17, 2015. As outlined in 23 U.S.C. 134(k)(5)(A)(ii), the United States Department of Transportation (DOT) must review, evaluate and certify the planning process in metropolitan areas with populations over 200,000 every four years.

The Federal review is conducted in the spirit of cooperation with the goal of enhancing the quality of the transportation planning process in the metropolitan area. Consequently, this review intends to highlight good practices, exchange information, and identify opportunities for improvements.

In preparation of our meeting, we ask that you provide the following information and documentation to Mr. Borrego and Ms. Harris by May 22, 2015:

1. MPO structure and voting membership of the Policy Board, including bylaws for the technical, policy, and other committees;
2. TIP project selection procedures;
3. Congestion Management Process; and
4. Latest self-certification document and statement, including supporting documentation.

In addition, please provide the review team with a brief summary of how CLMPO has addressed recommendations from the 2011 Certification Review (attached). We plan to begin our review with you at 9:00 AM on Tuesday, June 16. We will send a more detailed agenda prior to the review.



There will be an opportunity for the public, including key MPO committee members and special interest groups, to talk directly with FHWA and FTA, in an open public meeting scheduled on the evening of June 16, 2015. The Notice for this Public Meeting is attached. Please distribute the notice by following your normal public involvement procedures.

If you have any questions, please contact Jasmine Harris at (503) 316-2561 or Jeremy Borrego at (206) 220-7956.

Sincerely,

Phillip A. Ditzler  
Division Administrator  
Federal Highway Administration

R. F. Krochalis  
Regional Administrator  
Federal Transit Administration

cc:

ODOT (Lisa Nell, Planning and Development Manager)  
(Erik Havig, Planning Section Manager)  
(David Reesor, Sr Transportation Planner)  
(Sherrin Coleman, Intermodal Civil Rights Manager)  
LRAPA (Merlyn Hough, Agency Director)  
ODEQ (Dave Nordberg, Air Quality Planner)  
EPA (Karl Pepple, Environmental Protection Specialist)  
LTD (Tom Schwetz, Planning and Development Director)  
LCOG (Paul Thompson, MPO Planning Program Manager)



## Appendix G: List of Acronyms

3C	Continuing, Cooperative, and Comprehensive
ADA	Americans with Disabilities Act
AQCD	U.S. DOT Air Quality Conformity Determination
CLMPO	Central Lane Metropolitan Planning Organization
CFR	Code of Federal Regulations
CMAQ	Congestion Mitigation and Air Quality Improvement Program
CMP	Congestion Management Process
U.S. DOT	United States Department of Transportation
FHWA	Federal Highway Administration
FTA	Federal Transit Administration
FY	Fiscal Year
ITS	Intelligent Transportation Systems
Lane ACT	Lane Area Commission on Transportation (ACT)
LCOG	Lane Council of Governments (LCOG)
LRAPA	Lane Regional Air Protection Agency
L RTP	Long Range Transportation Plan
MAP-21	Moving Ahead for Progress in the 21st Century
MPO	Metropolitan Planning Organization
MTIP	Metropolitan Transportation Improvement Program
MTP	Metropolitan Transportation Plan
NAAQS	National Ambient Air Quality Standards
NEPA	National Environmental Policy Act
ODOT	Oregon Department of Transportation
OTC	Oregon Transportation Commission
PPP	Public Participation Plan
PROWAG	Public Rights of Way Accessibility Guide
RTP	Regional Transportation Plan
SE	System Engineering (SE)
TIP	Transportation Improvement Program
TMA	Transportation Management Area
UPWP	Unified Planning Work Program
UZA	Urbanized Area



U.S. Department  
of Transportation



*Report prepared by:*

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