

CHAPTER I

INTRODUCTION

A. TRANSPORTATION PROGRAM STRUCTURE

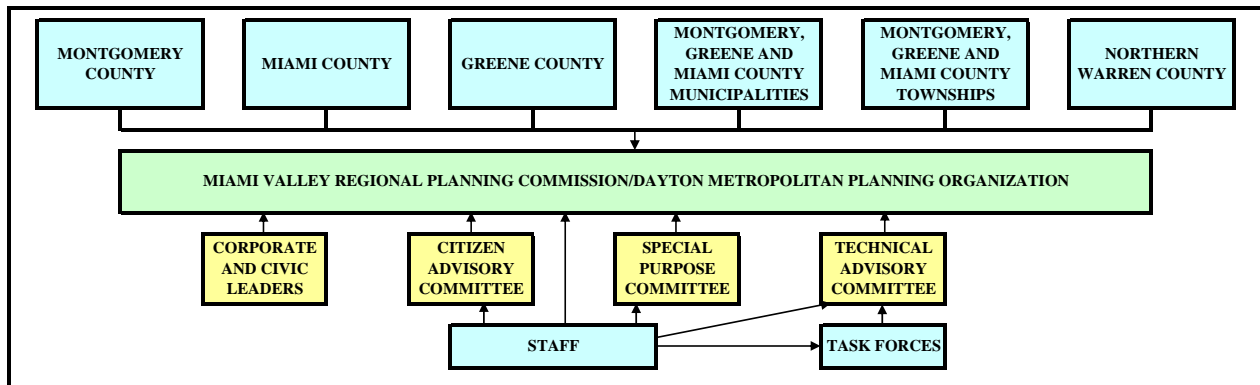
The Miami Valley Regional Planning Commission (MVRPC) is the Regional Planning Commission for Darke, Greene, Miami, Montgomery, and Preble Counties, and a portion of Warren County in west-central Ohio. MVRPC is also the Metropolitan Planning Organization (MPO) for Greene, Miami, and Montgomery Counties, and the cities of Carlisle, Franklin and Springboro in Warren County (hereafter referred to as northern Warren County) (see Figure 1.1). As such, MVRPC is responsible for developing, implementing, monitoring, and updating a variety of transportation plans that are designed to enhance the Region's competitive position, promote regional growth, improve personal mobility, and preserve the environment.

Figure 1.2 gives a brief overview of the transportation program structure at MVRPC. The MVRPC Board of Directors is the policy-making body and is comprised of local elected officials from the member jurisdictions throughout the Region. The Board also includes representation from corporate and civic leaders, the Ohio Department of Transportation (ODOT), and the regional transit systems. The Board of Directors meets regularly and receives input from the Technical Advisory Committee (TAC), the Citizen Advisory Committee (CAC) and/or other special committees to make decisions regarding the Regional Planning Commission and the MPO. Only those members of the Board of Directors that are members of the MPO can act on MPO related issues, such as the adoption of the Long Range Transportation Plan.

The TAC is a permanent committee comprised primarily of transportation professionals from various local jurisdictions and counties, ODOT, transit systems, and special interest groups. Together they review and provide technical assistance and make recommendations to the Board on transportation related projects and programs planned for the Miami Valley Region. The Citizen Advisory Committee (CAC) serves as a standing committee for the purpose of reviewing and providing comments on all action items brought before the MVRPC Board of Directors that require public involvement. The CAC is comprised of volunteers from nine geographic areas and was formed to encourage community involvement. Board action items requiring public input require CAC meetings as part of the public participation process. Special task forces serve a specific purpose by examining requests for modifications to previously adopted access control plans, thoroughfare plans, and other plans. Technical representatives from the various jurisdictions that are likely to be impacted by the modification(s) use input from these groups to make well-informed decisions on transportation plans that will affect the Region for years to come.

MVRPC technical staff (planning, engineering, and GIS) generate forecasts, system alternatives, recommendations, and reports for subsequent review and action by the Board of Directors.

Figure 1.2 — MVRPC Transportation Program Structure



B. LONG RANGE TRANSPORTATION PLAN OVERVIEW

The Long Range Transportation Plan (LRTP) is a long range (20+ year), multimodal strategy and capital improvement program developed to guide the effective investment of public funds in transportation facilities. The LRTP is updated every four years, and may be amended as a result of changes in projected Federal, State, and local funding; major investment studies; the congestion management process; interstate interchange justification/modification studies; environmental impact studies; and federal or state legislation. The LRTP provides the context from which the Region’s Transportation Improvement Program (TIP), a capital improvement program for implementing highway, transit, and other multimodal projects, is drawn.

MVRPC last conducted a comprehensive update of its LRTP in 2004, focusing on highway, transit, and bicycle/pedestrian transportation improvements desired between 2005 and 2030. In 2005 and 2007, amendments to the 2030 LRTP resulted in the update of the transportation network, the financial constraint analysis, and the air quality conformity analysis.

Since the adoption of the 2030 LRTP in May 2004, MVRPC staff has worked on the data collection, analysis, and program development necessary to update its Long Range Transportation Plan. The new plan, titled *2030 Long Range Transportation Plan* update (hereafter 2030 LRTP or the Plan), adopted on May 1, 2008, is a 23-year multimodal transportation plan with a base year of 2005 and a planning horizon year of 2030. The 2030 LRTP reflects active involvement by the elected officials, engineers and planners of the MPO’s jurisdictions and member agencies, as well as extensive input from the business community, general public, and special interest groups. This update also reflects current and projected land uses, demographics, economic conditions, traffic conditions, environmental analyses, and local/State/Federal priorities, so that the Plan can be actively used and referred to by local decision makers.

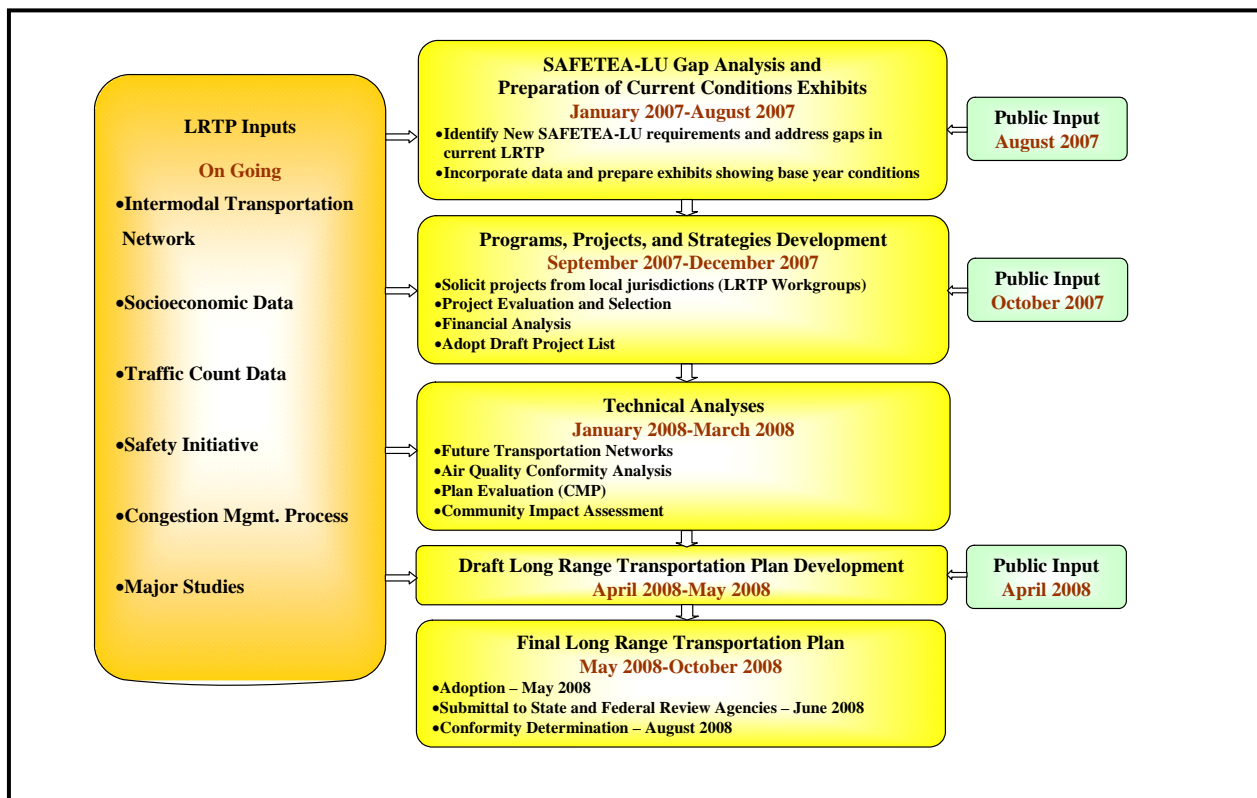
There have been numerous new initiatives incorporated into the 2030 LRTP update. First, MVRPC conducted a gap analysis to bring the Plan into compliance with the new transportation law — the Safe, Accountable, Flexible, Efficient, Transportation Equity Act – A Legacy for Users (SAFETEA-LU). Second, environmental data was collected and analyzed for project environmental mitigation analysis as per SAFETEA-LU requirements. Third, the travel demand model was calibrated with data from the 2002 household interview survey and validated to a 2005 base using new counts and minor updates to the socioeconomic projections. Finally, several transportation studies were carried out as part of the update process including the Miami Valley Freight Movement Study as well as the Regional Safety Initiative.

The process for preparing the 2030 LRTP included several steps as shown in Figure 1.3. MVRPC started the update process by collecting data for the base year transportation and land use conditions to be used for transportation modeling and analysis purposes. Data collection was an on-going process throughout the update and included gathering several types of data – highway and transit transportation networks, socioeconomic data, traffic counts, and major studies conducted in the Region.

Parallel to the data collection effort, starting in January 2007, MVRPC performed a Gap Analysis, a review and reappraisal of the previous 2030 LRTP, to incorporate new or revised planning regulations as stated in the SAFETEA-LU federal legislation. MVRPC also revised the Plan’s goals based on SAFETEA-LU requirements. Following the Gap Analysis, MVRPC prepared exhibits displaying background transportation, socio-economic and land use information for the 2030 LRTP Update. The socioeconomic and land use data analysis is presented in Chapter III of this report. A public participation meeting was held in August 2007 to present the Gap Analysis as well as the background information pertaining to the Plan.

Between September and December, 2007, MVRPC carried out the projects, programs, and strategies development process whereby MVRPC conducted 2030 LRTP Update Work Group meetings and solicited projects from local jurisdictions. The draft (not-fiscally-constrained) project list that resulted from the solicitation process was presented to the public in a series of open house meetings in October 2007. After taking note of public input and working with project sponsors, MVRPC staff completed the project evaluation process to develop a fiscally-constrained proposed project list. The proposed project list was adopted by the Board in December 2007. Chapters IV to VII of this report provide detailed information on projects, programs, and strategies.

Figure 1.3 — 2030 Long Range Transportation Plan Update Process Overview



Based on the proposed project list and the previously gathered transportation, socioeconomic, and land use data, MVRPC completed the required plan analyses between January 2008 and March 2008. Travel demand forecasts and/or air quality conformity analyses were produced for various scenarios, including: the base year (2005); the horizon year (2030) assuming implementation of existing and committed projects only; and the horizon year (2030) assuming the implementation of all congestion management projects in the Plan. All regionally significant congestion management projects were analyzed for potential environmental impacts and possible mitigation measures were suggested. Community impact analysis was also conducted to identify and address environmental justice issues. Analyses conducted as part of the 2030 LRTP update are explained in further detail in Chapters IV, IX and X.

MVRPC held a final public participation meeting in April 2008 to present the draft 2030 LRTP update to the public for their input and comments. The draft Plan was also presented to the TAC and the CAC for their recommendations and comments. The 2008 Update to the 2030 Long Range Plan was adopted on May 1, 2008 by the MVRPC Board of Directors. Following the adoption of the Plan by the Board, the draft report was submitted to ODOT, US Environmental Protection Agency (US EPA), Federal Highway Administration (FHWA), and Federal Transit Agency (FTA) for their review and approval in June 2008.

As described above, MVRPC made extensive public outreach efforts in every step of the 2030 LRTP update process to increase the likelihood of public participation. Public participation is summarized in Chapter XI of this report.

C. TRANSPORTATION GOALS AND OBJECTIVES

MVRPC's transportation goals and objectives were redefined in 2003 as a result of a community-based visioning process known as TransAction 2030. The objective was to identify the collective transportation values of the communities in the Region and develop a shared transportation vision, along with measurable criteria that could be applied to potential projects to gauge their consistency with the vision. TransAction 2030 involved soliciting input from stakeholders in the Region by applying various tools and methods. Based on this input, transportation goals were identified and incorporated into the MVRPC Strategic Plan.

In May 2007, MVRPC revised the Plan's goals and objectives to incorporate "security" into its transportation system management objective as per SAFETEA-LU requirements and the Board of Directors reaffirmed the goals and objectives for use in the 2008 LRTP update. The transportation goals are included in MVRPC's Strategic Plan under the larger umbrella of Regional Stewardship, Vibrant Communities, Vigorous Economy, and Healthy Environment.

Regional Stewardship

- Develop Regional Priorities — Continue to address regional transportation needs that further the shared social, economic, and environmental goals of the Region through improved planning.

Vibrant Communities

- Transportation Choices — Encourage a stronger multi-modal network in the Region to ensure that people and goods reach their destination safely, efficiently, and conveniently.
- Transportation System Management — Continue to maintain and upgrade the regional transportation system by providing safety, security, aesthetic, and capacity improvements as needed.

- Transportation and Land Use — Incorporate regional land use strategies into the transportation policy and the investment decision making process.

Vigorous Economy

- Transportation — Continue to address regional transportation needs in order to support existing businesses and to enhance the Region’s attractiveness for future economic development opportunities.

Healthy Environment

- Clean Air — Encourage the pursuit of alternative fuels to reduce emissions and our reliance on petroleum-based products.

D. FEDERAL, STATE, AND LOCAL REQUIREMENTS FOR THE LONG RANGE TRANSPORTATION PLAN

MVRPC complies with Federally-mandated planning requirements that the Long Range Transportation Plan is to satisfy. An explanation of the requirements is provided in Chapter II.

E. FISCAL CONSTRAINTS

Fiscally constrained lists for highways, transit, and sustainable growth strategies for the 2030 LRTP were developed based on:

- LRTP Work Groups;
- Public comments on transportation system needs and opportunities;
- Review by the local jurisdiction’s engineers and planners, ODOT Districts, and Transit Agencies; and
- Review by MVRPC staff.

For each mode, the costs of the 2008 through 2030 plan projects are balanced against projected revenues and, following SAFETEA-LU requirements, are expressed in year of expenditure dollars. The fiscal constraints for each transportation mode are summarized in Table 1.1. Extensive documentation of project costs, revenues, and fiscal constraints for highway, transit, and sustainable growth strategies is provided in Chapters V, VI and VII, respectively.

**Table 1.1 — Fiscal Constraints of the 2030 LRTP Projects
(in millions of Year of Expenditure dollars)**

Project Type	Total Cost	Total Revenues	Total Cost-Total Revenues
Highway	\$2,885.82	\$3,111.69	-225.87 (i.e., fiscally constrained)
Transit	\$1,919.68	\$1,925.51	-5.83 (i.e., fiscally constrained)
Rideshare/Air Quality	\$17.85	\$17.85	0.00 (i.e., fiscally constrained)
Bikeway and Pedestrian	\$15.93	\$15.93	0.00 (i.e., fiscally constrained)
Transportation Enhancement	\$6.27	\$6.27	0.00 (i.e., fiscally constrained)

Source: MVRPC

F. AIR QUALITY CONFORMITY

The projects in the 2030 LRTP were modeled for air quality conformity in accordance with the *Transportation Conformity Rule Amendments to Implement Provisions Contained in the 2005 Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU), 40 CFR Parts 51 and 93*, issued January 24, 2008 and in accordance with the *Ohio Transportation Air Quality Conformity Procedures*, see *Memoranda of Understanding Among The Miami Valley Regional Planning Commission, et al.*¹

The conformity analysis demonstrates that the transportation programs in the Dayton/Springfield and northern Warren County areas conform to applicable air quality standards. The current air quality status and the associated requirement and procedures by which MVRPC performed the 2030 LRTP Update transportation conformity analysis are discussed in detail in Chapter IX.

G. PROJECT IMPLEMENTATION

All federally and non-federally funded surface transportation projects (that are regionally significant and that increase capacity, extend roadways or add new roadways) are implemented via the following steps:

- The project must be in the Long Range Transportation Plan;
- The Long Range Transportation Plan must continue to meet financial constraints and air quality conformity;
- The project must be placed on MVRPC's TIP (for air quality conformity determination);
- The project is implemented.

It is important to note that non-federally funded projects (that are regionally significant and that increase capacity, extend roadways or add new roadways) are treated the same as federally funded projects because of their potential air quality impacts. Further, ODOT, local jurisdictions, and modal agencies might need to work to break up large projects into smaller, more manageable components (i.e., preliminary engineering, environmental right-of-way, construction, as well as smaller segments) in order to improve project funding capability and facilitate project development and implementation.

H. PROCESS FOR AMENDING AND UPDATING THE LONG RANGE TRANSPORTATION PLAN

Amendments to the Plan may occur either as part of the comprehensive update (every four years), annual TIP-related update, or at other times as needed. The comprehensive update is a federal mandate and consists of re-examining the basic assumptions behind the Plan and the resulting projects and strategies. Amendments to the Plan requiring a comprehensive update consist of reassessing:

- Land use, demographic, and economic forecasts;
- Projected traffic and travel deficiencies;
- Financial Analyses (Cost/Revenues);
- Regional (Air Quality) Emissions Analyses; and
- Other aspects of the vision and plan.

¹ *Technical Memorandum: MVRPC/Clark County-Springfield TCC Long Range Transportation Plan Update Mobile Emissions Estimate*, April 2008.

Amendments to the Plan requiring a comprehensive update would need to be adopted by MVRPC's Board of Directors, after the opportunity for general public review and comment.

A comprehensive update is normally initiated by staff on a timetable that ensures the continuation of a 20 year horizon for the Plan and that meets the federal update timeframe requirements. On those other rare occasions when a comprehensive or major update might be requested by a jurisdiction due to unforeseen changes to a major project or due to drastic and immediate changes in land uses/demographics/economics, staff would develop a timeline to conduct the update in a timely manner.

The following outlines the anticipated process for Plan amendments:

- Receive a formal jurisdictional request for a Plan amendment;
- Complete the Project Profile and Evaluation Forms;
- Determine if additional revenues are available to cover the project or modified project;
- If sufficient additional revenues cannot be projected, submit recommendations to redesignate Long Range Transportation Plan projects as non-plan projects; any agreements with other jurisdictions or agencies to redesignate projects should be so noted;
- Submit justification for the amendment.

MVRPC staff would then finalize the project evaluation, review the appropriateness of the proposed amendment, review the financial constraints, conduct the air quality conformity analysis, and make a recommendation for the Board's action.