



Memo 1: Review of Existing Principles

**Long Range Transportation Plan Update
East-West Gateway Council of Governments**

February 2022

This publication was supported, in part, by a grant provided from the U.S. Department of Transportation through the Missouri Department of Transportation and the Illinois Department of Transportation. The opinions, findings, and conclusions expressed in this publication are those of the authors and not necessarily those of the Missouri Highways and Transportation Commission, the Illinois Department of Transportation, the Federal Highway Administration, or the Federal Transit Administration.

East-West Gateway Council of Governments (EWG) hereby gives public notice that it is the policy of the agency to assure full compliance with Title VI of the Civil Rights Act of 1964, the Civil Rights Restoration Act of 1987, Executive Order 12898 on Environmental Justice, and related statutes and regulations in all programs and activities. Title VI requires that no person in the United States of America, on the grounds of race, color, or national origin, shall be excluded from the participation in, be denied the benefits of, or be otherwise subjected to discrimination under any program or activity for which EWG receives federal financial assistance. Any person who believes they have been aggrieved by an unlawful discriminatory practice under Title VI has a right to file a formal complaint with EWG. Any such complaint must be in writing and filed with EWG's Title VI Coordinator within one hundred eighty (180) calendar days following the date of the alleged discriminatory occurrence. For more information, or to obtain a Title VI Nondiscrimination Complaint Form, please see EWG's website at www.ewgateway.org/titlevi or call (314) 421-4220 or (618) 274-2750.

BACKGROUND

As the Metropolitan Planning Organization for the greater St. Louis region, East-West Gateway Council of Governments (EWG) is federally required to develop a long-range transportation plan (LRTP) every four years. The LRTP guides transportation decision making in the region over the next 20-30 years, and is based on input from the public and stakeholders, with guidance from elected officials.

For more than a decade, the region's LRTP has been built on a foundation of ten guiding principles, which were developed in 2009 as part of the Renewing the Region (RTR) initiative. The RTR initiative assessed the greater St. Louis region's economic and social health and considered opportunities to enhance regionwide cooperative planning. The ten guiding principles were derived from discussions with citizens and regional leaders, including interviews, focus groups and small group meetings, centered on identifying issues likely to affect the region's future growth and prosperity.

The ten guiding principles, illustrated in Figure 1, form the basis for a performance-based approach to planning that is used to support investment and policy decision-making in the LRTP and Transportation Improvement Program (TIP). EWG's *Regional Transportation Plan 2040* established policy-focused strategies for each guiding principle. In 2015, as part of *Connected2045*, a Performance Management Framework was developed by pairing the guiding principles with goals identified by the Missouri Department of Transportation (MoDOT), the Illinois Department of Transportation (IDOT), and the Moving Ahead for Progress in the 21st Century Act (MAP-21); the framework defined system performance measures for tracking regional performance and project measures to support investment prioritization. *Connected2045* was most recently updated in 2019, and the Performance Management Framework was updated to reflect the Fixing America's Surface Transportation (FAST) Act, updated MoDOT and IDOT goals, and development of new performance measures, including federally-required measures.

As part of the process of developing the *Connected2050* plan, EWG is undertaking

Figure 1. EWG's Ten Guiding Principles

	Preserve and Maintain the Existing System	Ensure the transportation system remains in a state of good repair.
	Support Public Transportation	Invest in public transportation to spur economic development, protect the environment, and improve quality of life.
	Support Neighborhoods & Communities	Connect communities to opportunities and resources across the region.
	Foster a Vibrant Downtown & Central Core	Improve access to and mobility within the central core by all modes to increase the attractiveness of St. Louis and strengthen the regional economy.
	Provide More Transportation Choices	Create viable alternatives to automobile travel by providing bicycle and pedestrian facilities.
	Promote Safety and Security	Provide a safe and secure transportation system for all users.
	Support a Diverse Economy with a Reliable System	Reduce congestion and improve travel time reliability to support the diverse economic sectors of the region.
	Support Quality Job Development	Support the growth of wealth producing jobs that allow residents to save and return money to the economy.
	Strengthen Intermodal Connections	Support freight movement and connections that are critical to the efficient flow of both people and goods
	Protect Air Quality and Environmental Assets	Encourage investments that recognize the linkages between the social, economic, and natural fabric of the region

an effort to review the existing principles and associated performance measures that will serve as the foundation for the new LRTP. This memo is an initial step in that process. Its purpose is to **explore potential overlaps and linkages between EWG’s existing guiding principles** as a basis to consider potentially consolidating or adjusting the principles. A second memo will address potential additional principles to consider, based on a review of goals and performance measures being used by other regions and a review of challenges faced in the St. Louis region.

CONNECTIONS BETWEEN GUIDING PRINCIPLES

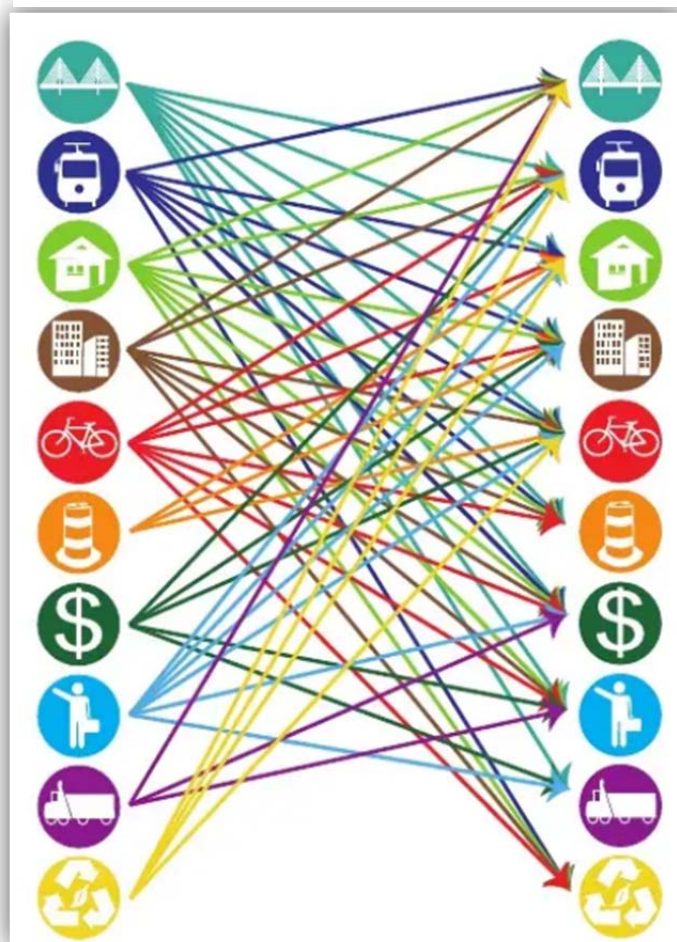
EWG’s ten guiding principles are intended to broaden the region’s transportation policy priorities beyond moving people and goods. As a result, they address outcomes that encompass not only transportation system performance goals but also community livability and economic goals. These principles essentially function as “goals” or desired outcomes in a performance-based planning process, as they tie directly to performance measures that are used to assess system performance and support investment prioritization.

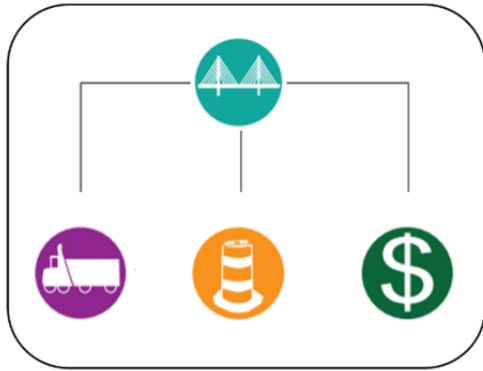
The principles are intended to function synergistically and are integrally related. For instance, **Strengthen Intermodal Connections** may be viewed as a means to **Support Quality Job Development** and is related to **Support a Diverse Economy with a Reliable System** by ensuring efficient freight movement. Similarly, **Support Public Transportation** may be viewed as a means to **Provide More Transportation Choices**.

There are significant connections between the guiding principles, and these were acknowledged in the *Connected2045* plan (see Figure 2 showing connections).

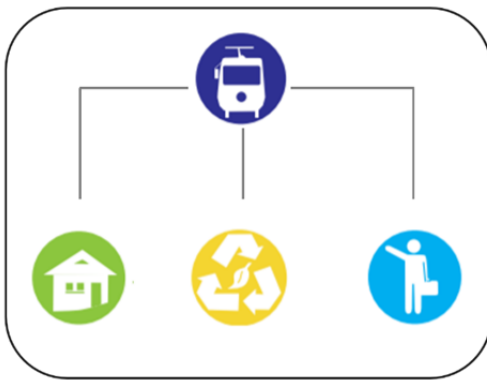
Below are three examples of how specific guiding principles are intertwined and related.

Figure 2. How the Guiding Principles Support Each Other (Source: *Connected2045*, 2015)





By upgrading deficient bridges, deteriorating pavement, and transit facilities, **Preserve and Maintain the Existing System** improves the movement of goods and people (**Strengthen Intermodal Connections**), ensures safety for all users and modes throughout the transportation system (**Promote Safety and Security**), and by decreasing congestion helps **Support a Diverse Economy with a Reliable Transportation System**.



Support Public Transportation is a guiding principle to ensure residents can affordably access “everyday” destinations (**Support Neighborhoods & Communities**), reduces greenhouse gas emissions and energy consumption (**Protect Air Quality and Environmental Assets**), and increases access to employment opportunities (**Support Quality Job Development**).



Coordinated land use and transportation planning can **Support Neighborhoods & Communities** by densifying existing economic hubs (**Foster a Vibrant Downtown & Central Core**), reducing transportation costs and supporting access for low-income, minority, and aging populations (**Provide More Transportation Choices**), and reduce commute times, which helps **Support a Diverse Economy with a Reliable Transportation System**.

Given all of these connections, it is important to recognize that just because guiding principles are related does not necessarily mean that principles should be merged or that an individual principle should be dropped. In fact, it would be impossible to have a set of entirely separable principles or goals, given how many different connections there are between transportation system outcomes. Still, it is useful to consider whether there are some principles that could be consolidated, particularly if the region wishes to add additional principles or goals to reflect emerging issues, such as resiliency, equity, and sustainability.

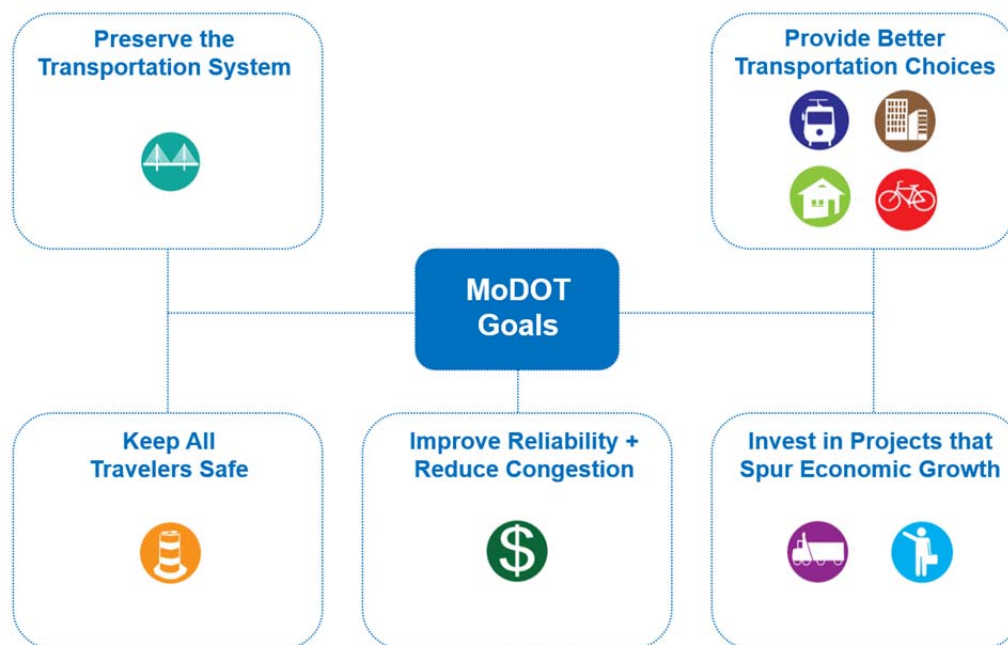
CONNECTIONS TO MISSOURI AND ILLINOIS STATE GOALS

One way to consider potential for connecting or reframing the guiding principles is to look at their relationship to goals identified by MoDOT and IDOT. MoDOT’s goals, identified in its 2018 [Long Range Plan Update](#), are:

- Take care of the transportation system we enjoy today;
- Give Missourians better transportation choices;
- Keep all travelers safe, no matter the mode of transportation;
- Improve reliability and reduce congestion on Missouri’s transportation system; and
- Invest in projects that spur economic growth and create jobs

MoDOT’s goals and EWG’s guiding principles are closely related, with four guiding principles aligned with “Give Missourians better transportation choices” (see Figure 3). MoDOT does not have a corresponding goal for EWG’s principle, **Protect Air Quality and Environmental Assets**.

Figure 3. EWG’s Guiding Principles Categorized by MoDOT’s Goals



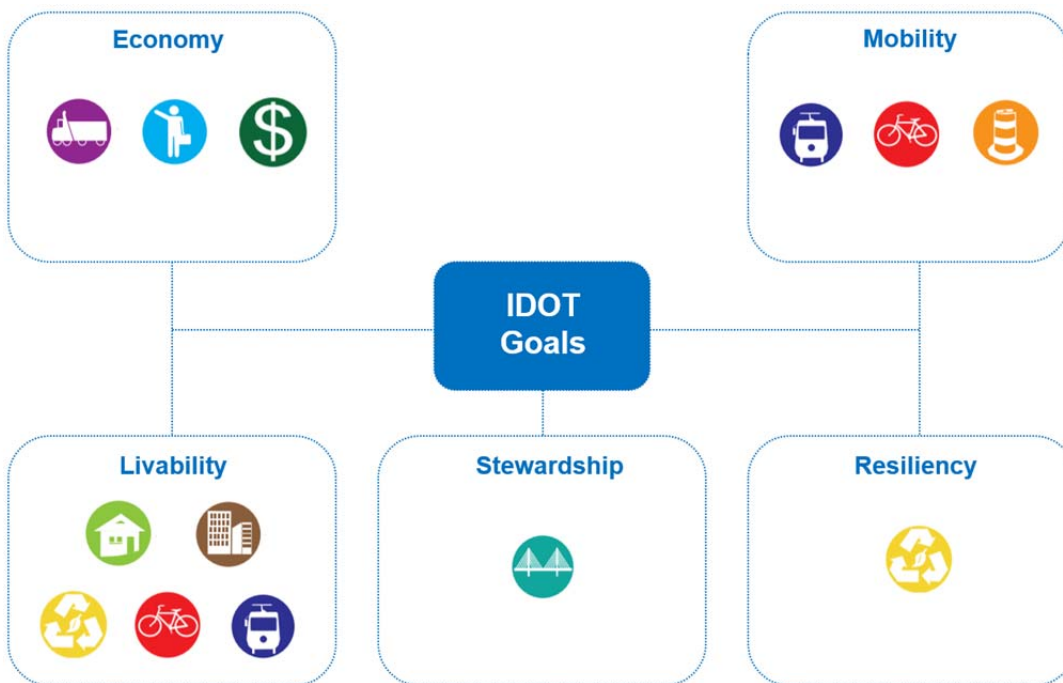
IDOT’s performance goals identified in its 2019 [Long Range Transportation Plan](#) are:

- **Economy:** Improve Illinois’ economy by providing transportation infrastructure that supports the efficient movement of people and goods.
- **Livability:** Enhance the quality of life across the state by ensuring that transportation investments advance local goals, provide multimodal options, and preserve the environment.

- **Mobility:** Support all modes of transportation to improve accessibility and safety by improving connections between all modes of transportation.
- **Resiliency:** Proactively assess, plan and invest in the state’s transportation system to ensure that our infrastructure is prepared to sustain and recover from extreme events and other disruptions.
- **Stewardship:** Safeguard existing funding and increase revenues to support system maintenance, modernization, and strategic growth of Illinois’ transportation system.

EWG’s guiding principles align with IDOT’s goals, with some principles tied to multiple IDOT goals, as shown in Figure 4.

Figure 4. EWG’s Guiding Principles Categorized by IDOT’s Goals



POTENTIAL LINKAGES TO CONSIDER

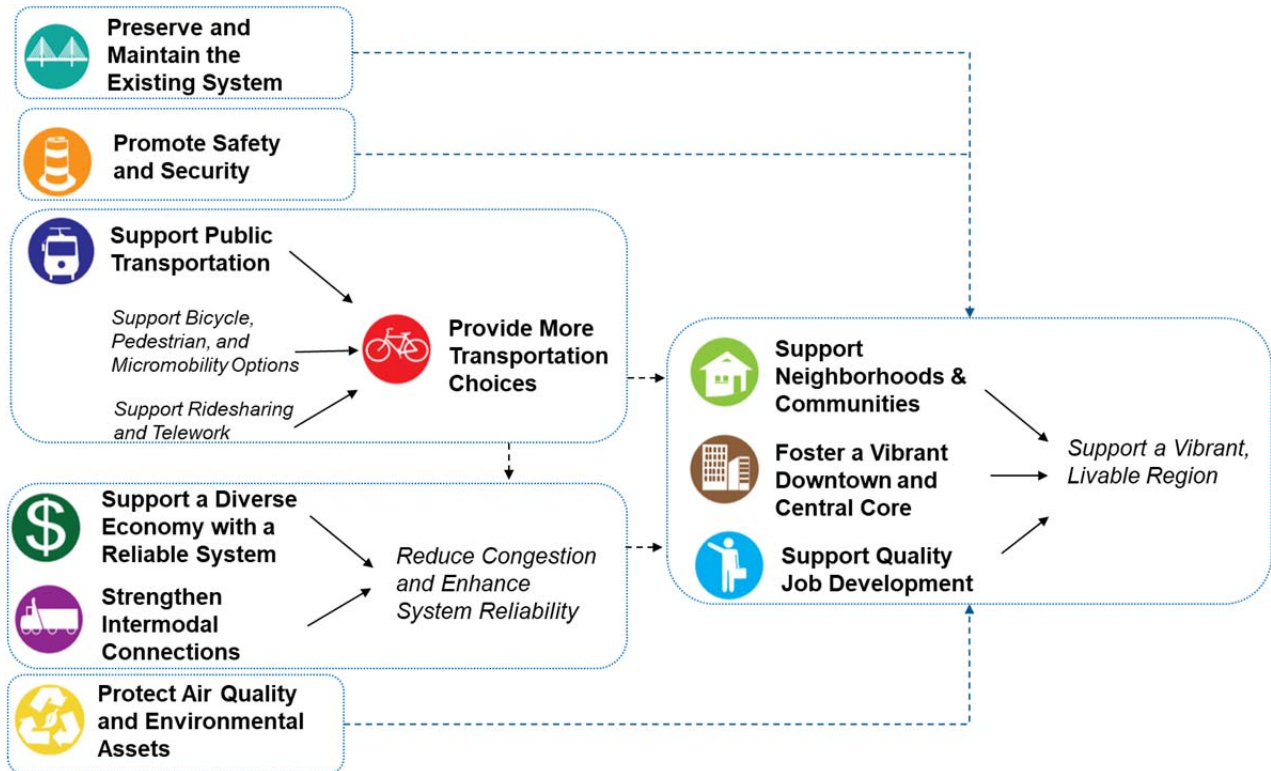
Building on this review of connections between the guiding principles and goal areas defined by MoDOT and IDOT, it is clear that there are many interconnections among the principles, as well as possibilities to group some under broader concepts like mobility, livability, and economic vitality. Consequently, it is important to consider issues such as:

- Would it be valuable to consolidate or reframe some guiding principles to encompass desired outcomes more clearly?
- Do some principles overlap so much that they are confusing or difficult for the public and stakeholders to differentiate from each other?

- Despite overlaps, are some principles so important that they should be called out on their own?

While there are other ways to look at connections between the principles, a few observations about particularly notable linkages between the principles are displayed visually in Figure 5 and are highlighted below.

Figure 5. Observed Notable Connections between Guiding Principles



- The principles **Support Public Transportation** and **Provide More Transportation Choices** are particularly closely linked, since public transportation is a key transportation choice. Although not called out specifically, other travel choices or alternatives to driving alone including bicycling, walking, micromobility, ridesharing, or telework, and it may be worthwhile to consider either consolidating these or more clearly differentiating the principles.
- The principle **Support a Diverse Economy with a Reliable System** focuses on reducing congestion and improving travel time reliability, while **Strengthen Intermodal Connections** focuses on supporting freight movement and utilizes a performance measure of truck travel time reliability index, and so both have a strong focus on supporting efficient, reliable travel. As a result, it may be worthwhile to consider consolidating these or reframing them to clearly address different aspects of passenger and freight movement.
- The principles **Support Neighborhoods & Communities**, **Foster a Vibrant Downtown & Central Core**, and **Support Quality Job Development** each are distinct and have a broad focus on outcomes that go well beyond traditional transportation system performance measures. This focus on societal outcomes can be seen in the current

system performance measures being used for these principles, which focus on accessibility (percent of residents living within a reasonable travel time to work, which is influenced both by transportation as well as land use patterns), employment and population in the central core (which are influenced by many economic and policy factors), and job opportunities (percent of jobs with a median wage higher than self-sufficiency for a 1 adult 1 child household, which is also influenced by many factors beyond transportation). These three principles focus on societal outcomes that are influenced in part by how successful the region is in addressing other guiding principles.

While this analysis suggests some possibilities for consolidation or reframing of principles, it is important to consider how the principles are used in the investment decision-making process and how they are communicated. For instance, while the concept of **Provide More Transportation Choices** has some overlap with **Support for Public Transportation**, it may be particularly important and meaningful for the public to see public transportation highlighted as a guiding principle since public transportation is a critical lifeline for many people, and the region may wish to put a policy priority on transit access within investment decision making. Consequently, understanding public and stakeholder concerns, and engaging with communities across the region, will be a critical part of the process of refining the guiding principles.

NEXT STEPS

Building on this memo, the ICF team will develop a second memo that focuses on potential guiding principles that may be missing and should be considered. That analysis will draw on a review of goals used in other regions and a review of challenges faced in the St. Louis region. It will also consider national priorities and investment opportunities included within the Infrastructure Investment and Jobs Act (IIJA) of 2021, which includes priorities to:

- Repair and rebuild roads and bridges with a focus on **climate change mitigation, resilience, equity, and safety** for all users.
- **Improve transportation options** and reduce greenhouse emissions through **investment in public transit**.
- Upgrade the nation's airports and ports to **strengthen supply chains and prevent disruptions** that have caused inflation.
- A significant **investment in passenger rail**, which will create safe, efficient, and climate-friendly alternatives for moving people and freight.
- Build a national network of **electric vehicle (EV)** chargers.
- Ensure infrastructure is **resilient** against the impacts of climate change, cyber-attacks, and extreme weather events.

Memo 2 will explore a range of possible additional or revised guiding principles to consider, including those that may help to capitalize on future federal funding opportunities. The analysis will also recognize the need to develop performance measures to support each principle for use in regional performance measurement and project-related prioritization.

Following completion of the memo, the team will engage in a broad community engagement effort to gather input to understand what outcomes are most important and compelling to the public and stakeholders.