

MEMORANDUM

CITY OF SPRINGFIELD

DATE OF WORK SESSION: September 21, 2010

TO: Springfield Planning Commission

FROM: David Reesor, Senior Transportation Planner

**PLANNING COMMISSION
TRANSMITTAL
MEMORANDUM**

SUBJECT: Springfield TSP update – Goal, Objective and Policy Review and Update

ISSUE: The Transportation System Plan (TSP) update will address long-range (20-year) transportation needs for the City of Springfield by updating goals, objectives, policies and performance measures which are currently found in *TransPlan*. The focus of this work session will be on goal, objective, and policy development. Performance measure updates will be addressed later in the planning process.

DISCUSSION: The TSP update is intended to serve as a blueprint to guide future multi-modal transportation system improvements and investment decisions for the City of Springfield. Development of the TSP will be coordinated with and will support the City's recent residential and employment buildable lands analysis and adoption of a new urban growth boundary.

The TSP includes an inventory and general assessment of the existing transportation system; a determination of existing and future needs; a road plan; a public transportation plan; a bicycle/pedestrian plan; a parking plan; a transportation system management and demand management plan; an air, rail, water, and pipeline plan; and a financing / implementation plan.

This work session will allow the Planning Commission to review and discuss existing *TransPlan* goals, objectives and policies with Staff and begin considering their relevance to the new TSP update. Staff will lead the Planning Commission through a process to begin prioritizing these goals, objectives and policies. The resulting Planning Commission input will provide a beginning framework for the TSP Technical Advisory Committee during future policy discussions. Additional opportunity for Planning Commission input and final recommendations to the City Council will also be provided later in the process.

RECOMMENDATION: Staff recommend that the Planning Commission refer to existing *TransPlan* goals, objectives and policies as a starting point for the update process.

ACTION REQUESTED: Staff request that the Planning Commission come prepared to discuss and prioritize attached *TransPlan* goals, objectives and policies.

ATTACHMENTS

Attachment 1: *TransPlan* Goals, Objectives and Policies

Part One: *TransPlan* Goals

Consistent with the *Metro Plan*, the following definition is used for *TransPlan* goals:

Broad statement of philosophy that describes the hopes of the people of the community for the future of the community. A goal may never be completely attainable but it is used as a point towards which to strive.

Goal #1: Integrated Transportation and Land Use System

Provide an integrated transportation and land use system that supports choices in modes of travel and development patterns that will reduce reliance on the auto and enhance livability, economic opportunity, and the quality of life.

Definition/Intent: This goal recognizes the need to integrate transportation and land use planning to enhance livability, economic opportunity, and quality of life. Integration supports transportation-efficient development patterns and choices in transportation modes that reduce reliance on the auto.

Reference: Developed by *TransPlan* update stakeholders; based in part on *Oregon Transportation Plan (OTP) (1992) Goal 3*.

Goal #2: Transportation System Characteristics

Enhance the Eugene-Springfield metropolitan area's quality of life and economic opportunity by providing a transportation system that is:

- a) Balanced,
- b) Accessible,
- c) Efficient,
- d) Safe,
- e) Interconnected,
- f) Environmentally responsible,
- g) Supportive of responsible and sustainable development,
- h) Responsive to community needs and neighborhood impacts, and
- i) Economically viable and financially stable.

Definition/Intent: The goal is to provide an overall transportation system that provides for all of these needs. Transportation decisions on specific facilities and services will require balancing some characteristics with others.

- a) A **balanced** transportation system is one that provides a range of transportation options and takes advantage of the inherent efficiencies of each mode.
- b) An **accessible** transportation system is one that serves all areas of the community and offers both residents and visitors convenient and reliable transportation options.

- c) An **efficient** transportation system is one that is fast and economic for the user, maximizes the mobility available through existing facilities, and leverages as much benefit as possible from new transportation facilities.
- d) A **safe** transportation system is one that is designed, built, and operated to minimize risk of harm to people and property and allows people to feel confident and secure in and around all modes of travel.
- e) An **interconnected** transportation system is one that provides for ease of transfer between different modes of travel, such as auto to bus or bicycle to rail.
- f) An **environmentally responsible** transportation system is one that reduces transportation-related environmental impact and energy consumption.
- g) A transportation system that is **supportive of responsible and sustainable development** integrates transportation and land use planning in support of transportation-efficient development.
- h) A transportation system that is **responsive to community needs and neighborhood impacts** is flexible and adaptable, and addresses transportation-related impacts in residential areas.
- i) An **economically viable and financially stable** transportation system is one that is cost efficient; financially feasible; and has sufficient, ongoing financial support to ensure transportation system investments can be operated and maintained as desired.

Reference: Based on OTP (1992) Goals 1 and 3 and stakeholders' input.

Part Two: *TransPlan* Objectives

Consistent with the *Metro Plan*, the following definition is used for *TransPlan* objectives:

An objective is an attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

Objective #1: Accessibility and Mobility

Provide adequate levels of accessibility and mobility for the efficient movement of people, goods, and services within the region.

Definition/Intent: **Accessibility** refers to physical proximity and ease of reaching destinations throughout the urban metropolitan area. This objective supports the need for multimodal accessibility to employment, shopping, other commerce, medical care, housing, and leisure, including adequate public transit access for people who are transportation disadvantaged. This objective also supports the need for improved access for tourists to destinations. **Mobility** is the ease with which a person is able to travel from place to place. It can be measured in terms of travel time.

Access and mobility are provided at different levels on different classes of transportation facilities. For example, a local street has a high level of accessibility for adjacent residences and businesses, with a low level of mobility for non-local traffic. An arterial street has a lower level of accessibility, with a higher level of mobility for through movement of travelers. Local jurisdictions will determine what constitutes adequate levels of accessibility and mobility and what is efficient movement of people, goods, and services within the region.

Reference: Based on OTP (1992) Policy 1C; *Transportation Equity Act for the 21st Century* (TEA 21) Metropolitan Planning Factor E.

Objective #2: Safety

Improve transportation system safety through design, operations and maintenance, system improvements, support facilities, public information, and law enforcement efforts.

Definition/Intent: *TransPlan* Goal 2 sets forth safety as a key characteristic of the desired transportation system. This objective supports the need for taking a comprehensive approach to building, operating, and regulating the transportation system so that travelers feel safe and secure.

Reference: Based on OTP (1992) Policy 1G; TEA 21 Metropolitan Planning Factor B.

Objective #3: Environment

Provide transportation systems that are environmentally responsible.

Definition/Intent: This objective places a priority on fulfilling the need to protect the region's natural environment and conserving energy in all aspects of transportation planning processes. The primary intent of this objective can be met through compliance with all federal and state regulations relevant to environmental impact and consideration of applicable environmental impact analyses and practicable mitigation measures in transportation decision-making processes. Significant benefits can be achieved from coordinating the environmental process with the transportation planning process, such as early identification of issues and resources, development of alternatives that avoid or minimize impacts early in the project development process, and more rapid project delivery.

The region's need to reduce transportation-related energy consumption can be met through increased use of transit, telecommuting, zero-emissions vehicles, ridesharing, bicycles and walking, and through increased efficiency of the transportation network to diminish delay and corresponding fuel consumption.

Reference: Based on OTP (1992) Policy 1D; TEA 21 Metropolitan Planning Factor D; Statewide Planning Goal 5: Open Spaces, Scenic, and Historic Areas, and Natural Resources; Goal 6: Air, Water, and Land Resources Quality.

Objective #4: Economic Vitality

Support transportation strategies that improve the economic vitality of the region and enhance economic opportunity.

Definition/Intent: The region's economy is highly dependent upon its transportation system for the circulation of goods, services, and passengers. An efficient transportation system promotes new business and encourages existing business. It also supports freight movement and intermodal transfer points within the region.

The transportation system needs to serve economic development interests; however, those interests have to be balanced with the need to maintain a high quality of life, which itself contributes to the region's comparative advantage as a place to conduct business.

Reference: Based on OTP (1992) Goal 3; Statewide Planning Goal 9: Economic Development; TEA 21 Metropolitan Planning Factor A.

Objective #5: Public Involvement

Provide citizens with information to increase their awareness of transportation issues, encourage their involvement in resolving the issues, and assist them in making informed transportation choices.

Definition/Intent: This objective supports the need for early and continuing public participation in transportation planning, programming, and implementation. It also supports a proactive public involvement process that provides complete information, timely public notice, and full public access to key decisions. To understand and support *TransPlan* policies, residents need reliable information and opportunities to participate in the further development and implementation of the plan. Achievement of this objective ensures compliance with state and federal requirements for public involvement, including those set forth in the Statewide Planning Goal 1 and TEA 21.

Reference: Based on OTP (1992) Policy 4N; TEA 21 Public Involvement Requirements; Statewide Planning Goal 1: Citizen Involvement.

Objective #6: Coordination/Efficiency

Coordinate among agencies to facilitate efficient planning, design, operation, and maintenance of transportation facilities and programs.

Definition/Intent: The primary intent of this objective is to ensure that public agencies involved with the region's transportation coordinate to meet the need for efficiency. A second aspect of this objective is to support opportunities for coordination between the public and private sectors, which results in transportation efficiencies. Although the infrastructure for the transportation system of the 21st century is largely in place, the system must be managed more efficiently as it is used more intensively. This objective supports the research, evaluation, and implementation of innovative management practices, land use patterns, and new technologies.

Reference: Based on *TransPlan* 1986 Policy PC3; OTP (1992) Policy 1B; Transportation Planning Rule (TPR) 660-12-050(2); TEA 21 Metropolitan Planning Factors F and G; Statewide Planning Goal 11: Public Facilities and Services.

Objective #7: Policy Implementation

Implement a range of actions as determined by local governments, including land use, demand management, and system improvement strategies, to carry out transportation policies.

Definition/Intent: This objective supports the integration of land use, system improvements, and demand management strategies to meet the region's transportation needs. The region will continue to implement these three types of strategies and reliance on any one type of strategy will be avoided. This objective supports the need to prioritize implementation actions necessary to carry out the overall policy framework set forth in the *Metro Plan*. The range of *TransPlan* implementation actions provides local governments with the flexibility needed to implement the regional policies. Due to limited resources, not all *TransPlan* policies and implementation actions will be implemented simultaneously.

Reference: Based on *TransPlan* 1986 Planning and Coordination Policy section.

Part Three: *TransPlan* Policies

Consistent with the *Metro Plan*, the following definition is used for *TransPlan* policies:

A policy is a statement adopted as part of *TransPlan* to provide a consistent course of action, moving the community towards attainment of its goals.

The *TransPlan* policies presented in this chapter are structured in the following categories:

1. Land Use
2. Transportation Demand Management
3. Transportation System Improvements
 - a) System-Wide
 - b) Roadways
 - c) Transit
 - d) Bicycle
 - e) Pedestrian
 - f) Goods Movement
 - g) Other Modes
4. Finance

A consolidated list of *TransPlan* policies is followed by expanded policy sections. Each section includes *Findings* that provide the factual basis for the policies. The policy *Definition/Intent* statements provide explanations for the policy statement, but do not represent adopted policy.

The *TransPlan* policies are direction statements that guide present and future decisions on how the goals will be achieved. The transportation policies represent an integrated and balanced approach to transportation planning in the Eugene-Springfield area. This integration was developed by considering the interaction among land use, demand management, and transportation system improvements strategies. Consistent with requirements in the state TPR, *TransPlan* policies support a coordinated network of transportation facilities adequate to serve state, regional, and local transportation needs. The policies are applicable to the entire Eugene-Springfield region and can be applied in a variety of ways, using a range of specific actions. Implementation actions are set forth in Chapter Three. These actions provide individual jurisdictions with the flexibility to implement *TransPlan* policies using methods most suitable to a particular circumstance. It is important to note that policy implementation is limited by considerations such as fiscal constraint and identification of competing concerns.

Not all *TransPlan* policies will apply to a specific transportation-related decision. For a decision where conformance with adopted policy is required, policies in *TransPlan* and other elements of the *Metro Plan* will be examined to determine which policies are relevant and can be applied. In the event that the application of policies leads to the identification of policies that support varying positions, decision makers will work to achieve a balance of all applicable policies. Whereas goals are timeless, some policies will expire as they are implemented. Amendments and future updates of *TransPlan* will ensure that policies are current.

Consolidated List of *TransPlan* Policies

Land Use Policies

Land Use Policy #1: Nodal Development

Apply the nodal development strategy in areas selected by each jurisdiction that have identified potential for this type of transportation-efficient land use pattern.

Land Use Policy #2: Support for Nodal Development

Support application of the nodal development strategy in designated areas through information, technical assistance, or incentives.

Land Use Policy #3: Transit-Supportive Land Use Patterns

Provide for transit-supportive land use patterns and development, including higher intensity, transit-oriented development along major transit corridors and near transit stations; medium- and high-density residential development within ¼ mile of transit stations, major transit corridors, employment centers, and downtown areas; and development and redevelopment in designated areas that are or could be well served by existing or planned transit.

Land Use Policy #4: Multi-Modal Improvements in New Development

Require improvements that encourage transit, bicycles, and pedestrians in new commercial, public, mixed-use, and multi-unit residential development.

Land Use Policy #5: Implementation of Nodal Development

Within three years of *TransPlan* adoption, apply the ND, Nodal Development designation to areas selected by each jurisdiction, adopt and apply measures to protect designated nodes from incompatible development and adopt a schedule for completion of nodal plans and implementing ordinances.

TDM Policies

TDM Policy #1: TDM Program Development

Expand existing TDM programs and develop new TDM programs. Establish TDM bench marks and if the benchmarks are not achieved, mandatory programs may be established.

TDM Policy #2: Parking Management

Increase the use of motor vehicle parking management strategies in selected areas throughout the Eugene-Springfield metropolitan area.

TDM Policy #3: Congestion Management

Implement TDM strategies to manage demand at congested locations.

TSI System-Wide Policies

TSI System-Wide Policy #1: Transportation Infrastructure Protection and Management

Protect and manage existing and future transportation infrastructure.

TSI System-Wide Policy #2: Intermodal Connectivity

Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation modes.

TSI System-Wide Policy #3: Corridor Preservation

Preserve corridors, such as rail rights-of-way, private roads, and easements of regional significance, that are identified for future transportation-related uses.

TSI System-Wide Policy #4: Neighborhood Livability

Support transportation strategies that enhance neighborhood livability.

TSI System-Wide Policy #5: *TransPlan* Project Lists

Adopt by reference as part of the *Metro Plan* the 20-Year Capital Investment Actions project lists contained in *TransPlan*. Project timing and estimated costs are not adopted as policy.

TSI Roadway Policies

TSI Roadway Policy #1: Mobility and Safety for all Modes

Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

TSI Roadway Policy #2: Motor Vehicle Level of Service

1. Use motor vehicle level of service standards to maintain acceptable and reliable performance on the roadway system. These standards shall be used for:
 - a. Identifying capacity deficiencies on the roadway system.
 - b. Evaluating the impacts on roadways of amendments to transportation plans, acknowledged comprehensive plans and land-use regulations, pursuant to the TPR (OAR 660-12-0060).
 - c. Evaluating development applications for consistency with the land-use regulations of the applicable local government jurisdiction.
2. Acceptable and reliable performance is defined by the following levels of service under peak hour traffic conditions: Level of Service E within Eugene's Central Area Transportation Study (CATS) area, and Level of Service D elsewhere.
3. Performance standards from the Oregon Highway Plan shall be applied on state facilities in the Eugene-Springfield metropolitan area.

In some cases, the level of service on a facility may be substandard. The local government jurisdiction may find that transportation system improvements to bring performance up to standard within the planning horizon may not be feasible, and safety will not be compromised, and broader community goals would be better served by allowing a substandard level of service. The limitation on the feasibility of a transportation system improvement may arise from severe constraints including but not limited to environmental conditions, lack of public agency financial resources, or land use constraint factors. It is not the intent of TSI Roadway Policy #2: Motor Vehicle Level of Service to require deferral of development in such cases. The intent is to defer motor vehicle capacity increasing transportation system improvements until existing constraints can be overcome or develop an alternative mix of strategies (such as: land use measures, TDM, short-term safety improvements) to address the problem.

TSI Roadway Policy #3: Coordinated Roadway Network

In conjunction with the overall transportation system, recognizing the needs of other transportation modes, promote or develop a regional roadway system that

meets combined needs for travel through, within, and outside the region.

TSI Roadway Policy #4: Access Management

Manage the roadway system to preserve safety and operational efficiency by adopting regulations to manage access to roadways and applying these regulations to decisions related to approving new or modified access to the roadway system.

TSI Transit Policies

TSI Transit Policy #1: Transit Improvements

Improve transit service and facilities to increase the system's accessibility, attractiveness, and convenience for all users, including the transportation disadvantaged population.

TSI Transit Policy #2: Bus Rapid Transit

Establish a Bus Rapid Transit (BRT) system composed of frequent, fast transit service along major corridors and neighborhood feeder service that connects with the corridor service and with activity centers, if the system is shown to increase transit mode split along BRT corridors, if local governments demonstrate support, and if financing for the system is feasible.

TSI Transit Policy #3: Transit/High-Occupancy Vehicle (HOV) Priority

Implement traffic management strategies and other actions, where appropriate and practical, that give priority to transit and other HOVs.

TSI Transit Policy #4: Park-and-Ride Facilities

Expand the Park-and-Ride system within the metropolitan area and nearby communities.

TSI Bicycle Policies

TSI Bicycle Policy #1: Bikeway System and Support Facilities

Construct and improve the region's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.

TSI Bicycle Policy #2: Bikeways on Arterials and Collectors

Require bikeways along new and reconstructed arterial and major collector streets.

TSI Bicycle Policy #3: Bikeway Connections to New Development

Require bikeways to connect new development with nearby neighborhood activity centers and major destinations.

TSI Bicycle Policy #4: Implementation of Priority Bikeway Miles

Give funding priority (ideally within the first 3 to 5 years after adoption of TransPlan subject to available

funding) to stand-alone bikeway projects that are included in the definition of "Priority Bikeway Miles" and that increase the use of alternative modes.

TSI Pedestrian Policies

TSI Pedestrian Policy #1: Pedestrian Environment

Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.

TSI Pedestrian Policy #2: Continuous and Direct Routes

Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.

TSI Pedestrian Policy #3: Sidewalks

Construct sidewalks along urban area arterial and collector roadways, except freeways.

TSI Goods Movement Policies

TSI Goods Movement Policy #1: Freight Efficiency

Support reasonable and reliable travel times for freight/goods movement in the Eugene-Springfield region.

TSI Other Modes Policies

TSI Other Modes Policy #1: Eugene Airport

Support public investment in the Eugene Airport as a regional facility and provide land use controls that limit incompatible development within the airport environs. Continue to use the Eugene Airport Master Plan as the guide for improvements of facilities and services at the airport.

TSI Other Modes Policy #2: High Speed Rail Corridor

Support provision of rail-related infrastructure improvements as part of the Cascadia High Speed Rail Corridor project.

TSI Other Modes Policy #3: Passenger Rail and Bus Facilities

Support improvements to the passenger rail station and inter-city bus terminals that enhance usability and convenience.

Finance Policies

Finance Policy #1: Adequate Funding

Support development of a stable and flexible transportation finance system that provides adequate resources for transportation needs identified in *TransPlan*.

Finance Policy #2: Operations, Maintenance, and Preservation

Operate and maintain transportation facilities in a way that reduces the need for more expensive future repair.

Finance Policy #3: Prioritization of State and Federal Revenue

Set priorities for investment of Oregon Department of Transportation (ODOT) and federal revenues programmed in the region's Transportation Improvement Program (TIP) to address safety and major capacity problems on the region's transportation system.

Finance Policy #4: New Development

Require that new development pay for its capacity impact on the transportation system.

Finance Policy #5: Short-Term Project Priorities

Consider and include among short-term project priorities, those facilities and improvements that support mixed-use, pedestrian-friendly nodal development and increased use of alternative modes.

Finance Policy #6: Eugene-Specific Finance Policy

The City of Eugene will maintain transportation performance and improve safety by improving system efficiency and management before adding capacity to the transportation system under Eugene's jurisdiction.